

2009

# Partnerships in the development and management of marine nature-based tourism : an analysis of effectiveness

Kelly, Claire Louise

<http://hdl.handle.net/10026.1/488>

---

<http://dx.doi.org/10.24382/4067>

University of Plymouth

---

*All content in PEARL is protected by copyright law. Author manuscripts are made available in accordance with publisher policies. Please cite only the published version using the details provided on the item record or document. In the absence of an open licence (e.g. Creative Commons), permissions for further reuse of content should be sought from the publisher or author.*

**PARTNERSHIPS IN THE DEVELOPMENT AND MANAGEMENT OF MARINE  
NATURE-BASED TOURISM: AN ANALYSIS OF EFFECTIVENESS**

by

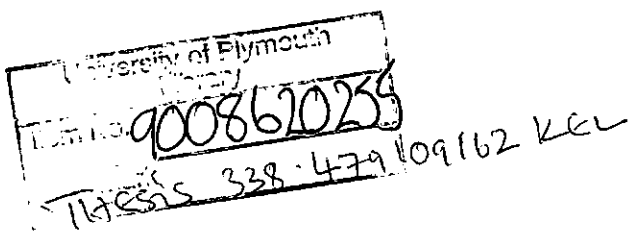
**CLAIRE LOUISE KELLY**

A thesis submitted to the University of Plymouth  
in partial fulfilment for the degree of

**DOCTOR OF PHILOSOPHY**

School of Geography  
Faculty of Science

**June 2009**



90 0862025 5



**LIBRARY STORE**

**Reference Only**

## **Copyright**

This copy of the thesis has been supplied on condition that anyone who consults it is understood to recognise that its copyright rests with its author and that no quotation from the thesis and no information derived from it may be published without the author's prior consent.

**Claire Louise Kelly**

**Partnerships in the development and management of marine nature-based tourism: an analysis of effectiveness**

**ABSTRACT**

Partnerships have become increasingly prevalent across a wide range of sectors for the delivery of services and implementation of policy. Partnerships are seen as a more inclusive way of delivering policy interventions than more traditional state-led or 'top-down' approaches. Yet it is unclear as to whether the partnership approach provides an effective vehicle for policy delivery. Academic debate has also focused on the most appropriate methods for evaluating different types of partnerships. To date, effectiveness has been viewed as an endpoint; a cumulative process which is the product of a set of variables acting on a one-dimensional process, which results in the ability of a partnership to achieve its goals. Concerns about the efficacy of partnership intervention, and the difficulty in evaluating the effectiveness of partnerships, are of increasing relevance to coastal environments, as policy implementation has begun to depend more heavily on partnerships in order to achieve sustainable development objectives in this geographical area.

This thesis seeks to advance current understanding of the effectiveness of partnerships. Specifically, it explores the concept of effectiveness through an in-depth study of partnerships involved in managing marine nature-based tourism. Based on analysis of documents, minutes and interviews, the achievement of key determinants of effectiveness was traced through time in three case study partnerships. The results indicated that effectiveness is more accurately conceptualised as a composite, comprised of a set of determinants which may be internal or external to the partnership. Moreover, through the development of individual narratives tracing partnership evolution and development, this study has also shown that determinants of effectiveness can and do change over time. Although the results of this study relate to marine nature-based tourism partnerships, the findings have important implications for the design and implementation of partnerships in other policy environments; in the way that partnerships are initiated and managed, and also in the way that they are evaluated.

## List of Contents

Page

<b>Chapter One</b>	<b><i>The emergence and establishment of the partnership approach in public policy</i></b>	
<b>1.1</b>	<b>Introduction</b>	<b>1</b>
<b>1.2</b>	<b>Government and Governance</b>	<b>7</b>
	1.2.1 Advantages of the partnership approach	12
	1.2.2 Limitations of the partnership approach	13
<b>1.3</b>	<b>The process of partnership formation</b>	<b>15</b>
<b>1.4</b>	<b>Measuring the effectiveness of partnerships</b>	<b>18</b>
<b>1.5</b>	<b>Partnerships and evaluation in coastal environments</b>	<b>24</b>
	1.5.1 Marine nature-based tourism activities and partnerships	27
	1.5.2 Benefits of marine nature-based tourism	28
	1.5.3 Negative impacts of marine nature-based tourism	29
	1.5.4 Regulation of marine nature-based tourism	30
	1.5.5 The purpose of evaluating partnerships operating in coastal environments	33
<b>1.6</b>	<b>Aims and objectives</b>	<b>34</b>
<b>1.7</b>	<b>Structure of the thesis</b>	<b>37</b>
<b>Chapter Two</b>	<b><i>Evaluating the effectiveness of partnerships</i></b>	
<b>2.1</b>	<b>Introduction</b>	<b>39</b>
<b>2.2</b>	<b>Theoretical perspectives on the evaluation of partnership performance</b>	<b>40</b>
	2.2.1 Why evaluate?	41
	2.2.2 Approaches to evaluation	44
	2.2.3 When to evaluate?	48
<b>2.3</b>	<b>Challenges in measuring the performance of partnerships</b>	<b>54</b>
	2.3.1 Defining the determinants of effectiveness	56
<b>2.4</b>	<b>The use of indicators to measure partnership performance</b>	<b>60</b>

	Page
2.4.1 Indicator types	60
2.4.2 Challenges in applying indicators	61
2.4.3 A framework of indicators to measure progress in marine nature-based tourism partnerships	63
2.4.4 The impact of context on partnership performance	75
<b>2.5 Conclusions</b>	<b>77</b>

### ***Chapter Three Methodology and methods***

<b>3.1 Introduction</b>	<b>79</b>
<b>3.2 Research strategy</b>	<b>81</b>
3.2.1 Method innovation	84
<b>3.3 Research methods</b>	<b>84</b>
3.3.1 Phase one – database construction	84
3.3.2 Phase two – pilot study	90
3.3.3 Phase three – case study research	97
<b>3.4 Data analysis</b>	<b>108</b>
3.4.1 Semi-structured interviews	108
3.4.2 Construction of partnership narratives	110
<b>3.5 Alternative approaches</b>	<b>121</b>
<b>3.6 Conclusions</b>	<b>122</b>

### ***Chapter Four Justification for case study selection***

<b>4.1 Introduction</b>	<b>124</b>
<b>4.2 Coastal and marine initiatives in the UK and Ireland</b>	<b>125</b>
4.2.1 Database results	125
<b>4.3 Case study partnerships</b>	<b>137</b>
4.3.1 The Shannon Dolphin and Wildlife Foundation	143
4.3.2 The Dolphin Space Programme	147

	Page
4.3.3 The Pembrokeshire Marine Code Group	151
<b>4.4 Conclusions</b>	<b>155</b>
<b>Chapter Five</b>	<b><i>Shannon Dolphin and Wildlife Foundation partnership narrative</i></b>
<b>5.1 Introduction</b>	<b>159</b>
<b>5.2 Partnership initiation (1991-1999)</b>	<b>160</b>
5.2.1 Problem setting	160
5.2.2 Coalition building	163
5.2.3 Direction setting	172
<b>5.3 Partnership establishment (1999)</b>	<b>175</b>
5.3.1 Direction refinement	175
<b>5.4 Partnership regression (late 1999)</b>	<b>179</b>
5.4.1 Partnership collapse	180
5.4.2 Stagnation	182
<b>5.5 Partnership progress (2000-2007)</b>	<b>184</b>
5.5.1 Realignment	185
5.5.2 A fragile stability	192
<b>5.6 Conclusions</b>	<b>201</b>
<b>Chapter Six</b>	<b><i>Dolphin Space Programme partnership narrative</i></b>
<b>6.1 Introduction</b>	<b>208</b>
<b>6.2 Partnership initiation (1991-1995)</b>	<b>210</b>
6.2.1 Problem setting	210
6.2.2 Coalition building	213
6.2.3 Direction setting	217
<b>6.3 Partnership establishment (1995)</b>	<b>221</b>



	Page
6.3.1 Direction refinement	221
<b>6.4 Partnership regression (1996-2002)</b>	<b>225</b>
6.4.1 Partnership collapse	229
6.4.2 Continuing division	234
<b>6.5 Partnership progress (2002-2007)</b>	<b>237</b>
6.5.1 Realignment	237
6.5.2 A fragile stability	243
<b>6.6 Conclusions</b>	<b>253</b>
<b><i>Chapter Seven Pembrokeshire Marine Code Group partnership narrative</i></b>	
<b>7.1 Introduction</b>	<b>260</b>
<b>7.2 Partnership initiation (2002-2004)</b>	<b>261</b>
7.2.1 Problem setting	263
7.2.2 Coalition building	267
7.2.3 Direction setting	271
<b>7.3 Partnership establishment (2005)</b>	<b>282</b>
7.3.1 Direction refinement	283
<b>7.4 Partnership progress (2006-2007)</b>	<b>287</b>
7.4.1 A fragile stability	289
<b>7.5 Conclusions</b>	<b>294</b>
<b><i>Chapter Eight Discussion and conclusions</i></b>	
<b>8.1 Introduction</b>	<b>301</b>
<b>8.2 Evaluating the effectiveness of marine nature-based tourism partnerships in the UK and Ireland</b>	<b>303</b>
8.2.1 Determinants of effectiveness associated with the context within which partnerships exist	303

	Page
8.2.2 Determinants of effectiveness associated with the process of partnership	309
8.2.3 Determinants of effectiveness associated with the achievement of outcomes and outputs	330
<b>8.3 Contextualising the environmental partnership approach: Culture, politics and regulation</b>	<b>336</b>
<b>8.4 Practical and policy implications arising from the research</b>	<b>341</b>
8.4.1 Establishment and management of partnerships	342
8.4.2 Evaluation of partnerships	347
8.4.3 Practical use of research findings for future partnership assessment	349
<b>8.5 An agenda for further research</b>	<b>350</b>
<b>Appendices</b>	<b>354</b>
<b>List of abbreviations</b>	<b>441</b>
<b>References</b>	<b>443</b>

## Tables, Figures and Appendices

Page

### List of tables:

Table 1.1	A typology of participation	11
Table 1.2	Partnership evaluation studies, variables used and their impacts on effectiveness	21
Table 1.3	Coastal partnership types	27
Table 2.1	Indicators to measure multiple aspects of partnership effectiveness synthesised and devised for this study	65
Table 3.1	Research strategy	83
Table 3.2	Data sources used to identify marine and coastal partnerships	86
Table 3.3	Sectors represented by questionnaire respondents	89
Table 3.4	Candidate partnerships for pilot study	91
Table 3.5	Documentary sources relevant to DEEM	93
Table 3.6	Primary and secondary sources of data for evaluating effectiveness	98
Table 3.7	Case study selection criteria	101
Table 3.8	Sectoral representation of interview participants	105
Table 3.9	Development stages identified from partnership narratives	112
Table 3.10	Criteria used to score indicator levels	114
Table 4.1	The location of coastal partnerships in the UK and Ireland	128
Table 4.2	Partnership context	131
Table 4.3	Partnership core activity	135
Table 4.4	Partnerships selected as potential case studies	138
Table 4.5	Partnerships chosen for case study	140
Table 4.6	Case study partnership purposes and objectives	142
Table 5.1	Summary of commercial tour boat activity up to 1999	165

	Page	
Table 5.2	Summary of key events 1991-1999	174
Table 5.3	Management and Steering Committee membership November 1999-October 2003	179
Table 5.4	Summary of commercial tour boat activity 2000-2003	185
Table 5.5	Combined Committee membership from 18 <sup>th</sup> November 2003	190
Table 5.6	Summary of key events 1999-2003	192
Table 5.7	Summary of commercial tour boat activity 2004-2007	194
Table 5.8	Summary of key events 2004-2007	200
Table 5.9	Summary of partnership progress in achieving the determinants of effectiveness	203
Table 5.10	Summary table of indicator values	205
Table 6.1	Summary of key events 1991-1995	220
Table 6.2	Expansion and change in the DSP Committee 1995-1996	227
Table 6.3	Summary of key events 1995-1998	233
Table 6.4	Operator numbers and levels of accreditation 1995-1996	249
Table 6.5	DSP Steering Committee membership 1995 and 2007	250
Table 6.6	Summary of operator responses to interviews	251
Table 6.7	Summary of key events 1999-2007	253
Table 6.8	Summary of partnership progress in achieving the determinants of effectiveness	255
Table 6.9	Summary table of indicator values	256
Table 7.1	Change in Marine Code Group membership January - December 2002	268
Table 7.2	Summary of key events 2001-2004	281
Table 7.3	Change in Marine Code Group membership January 2002 - July 2005	285
Table 7.4	Summary of key events 2005	286

	Page	
Table 7.5	Summary of key events 2006-2007	294
Table 7.6	Summary of partnership progress in achieving the determinants of effectiveness	295
Table 7.7	Summary table of indicator values	297

**List of figures:**

Figure 1.1	The transition from government to governance	10
Figure 1.2	The partnership process and the changing nature of 'effectiveness'	23
Figure 2.1	Conceptual framework for partnership assessment	49
Figure 2.2	Typology of time	52
Figure 2.3	Traditional conceptualisation of effectiveness as a cumulative, linear progression through time	53
Figure 2.4	Alternative conceptualisation of effectiveness as a variable, non-linear progression through time	54
Figure 2.5	Conceptual model of the determinants of effectiveness	58
Figure 4.1	The location of coastal partnerships in the UK and Ireland	128
Figure 4.2	Geographic location of coastal initiatives	129
Figure 4.3	Environments within which partnerships were situated	133
Figure 4.4	Shannon Dolphin and Wildlife Foundation case study area	144
Figure 4.5	Raising awareness of the local bottlenose dolphin population: an interpretation board	146
Figure 4.6	The focus of the Dolphin Space Programme case study area	148
Figure 4.7	Commercial operation offering dolphin watching boat trips, Moray Firth	150
Figure 4.8	Area covered by the Pembrokeshire marine Code Group	152
Figure 4.9	Small vessels can launch at Stackpole Quay, a National Trust property on the coast of Pembrokeshire	153

	Page	
Figure 5.1	The Shannon estuary showing the Kilimer-Tarbert ferry route	163
Figure 5.2	Relationship between META project and Shannon Dolphin and Wildlife Foundation	171
Figure 6.1	Moray Firth showing the locations of Kessock Channel and Chanonry Point	216
Figure 7.1	Pembrokeshire coastline showing Ramsey, Skomer and Skokholm islands	265
Figure 8.1	Changing levels of consensus over the need for partnership action	321
Figure 8.2	Correlation between issues of representation, engagement in decision-making and the willingness of operators to abide by a code of conduct in the DSP	324
Figure 8.3	Changes in the extent to which individuals have shaped the partnership process	327
Figure 8.4	Correlation between levels of trust between stakeholders, engagement in decision-making and the willingness of operators to abide by a code of conduct in the DSP	329

**List of appendices:**

Appendix 1	Pilot study results	354
Appendix 2	Database of coastal partnerships	358
Appendix 3	Questionnaire	375
Appendix 4	Questionnaire returns data	381
Appendix 5	Documentary sources used for partnership case study	391
Appendix 6	Letter to stakeholders requesting participation	402
Appendix 7	Semi-structured interview schedules	405
Appendix 8	Indicator tables for Shannon Dolphin and Wildlife Foundation	417
Appendix 9	Indicator tables for Dolphin Space Programme	426
Appendix 10	Indicator tables for Pembrokeshire Marine Code Group	435

## **Acknowledgement**

I would like to acknowledge the financial support of the School of Geography, University of Plymouth in funding this studentship. I am most grateful for the excellent guidance and support of my Director of Studies, Dr Stephen Essex, and supervisors Dr Richard Perkins and Dr Gillian Glegg; without whose interest and commitment this research would not have been possible. I would particularly like to thank all those associated with the Shannon Dolphin and Wildlife Foundation, the Dolphin Space Programme and the Pembrokeshire Marine Code Group who generously gave up their time to participate in this research; especially Dr Simon Berrow, Dr Deborah Benham and Tom Luddington. Finally, I would like to thank Ian and Fionn for their love, their support and for enabling me to chase my dream.

## AUTHOR'S DECLARATION

At no time during the registration for the degree of Doctor of Philosophy has the author been registered for any other University award without prior agreement of the Graduate Committee.

This study was funded by the University of Plymouth.

Relevant academic seminars and conferences were regularly attended at which work was often presented.

Papers presented at conferences:

- Kelly, C. (2007) 'Evaluating effectiveness: Partnerships in the development and management of marine nature-based tourism'. *University of Plymouth Postgraduate Symposium*, University of Plymouth, 2-3 March.
- Kelly, C. (2008) 'Evaluating effectiveness: Partnerships in the development and management of marine nature-based tourism'. *Rural Geography Research Group (RGS) 3rd Anglo-German Rural Geographers Meeting 2008*, 27-29 June, Carl von Ossietzky University of Oldenburg, Germany.

Publications (invited book review):

- Kelly, C (2008). Stakeholder dialogues in natural resources management: theory and practice, edited by S. Stoll-Kleeman and M. Welp; Springer, Heidelberg, 2006. *Reviewed in Environment and Planning C: Government and Policy 2008*, volume 26, issue 1, pages 471-476

Conferences and meetings attended:

- *Devon Living Coasts Conference*, The Meteorological Office, Exeter, 27 October 2005.
- *Building Bridges in Social Science Research*, University of Plymouth Postgraduate Symposium. University of Plymouth, 2 May 2008.

Word count of main body of thesis: 77,576

Signed E.C. Kelly

Date JUNE 2009



## **Chapter One**

### **The emergence and establishment of the partnership approach in public policy**

#### **Introduction**

Since the 1980s, partnerships have become increasingly prevalent across a wide range of sectors as a mechanism for delivering services and testing and refining policy interventions (Gray 1985). Partnerships, which operate at scales from sub regional to supranational and include associations of public, private and voluntary sector organisations (Pawson and Tilley 1997), enable stakeholders to identify their own needs and to engage in the process of meeting those needs (Gray 1989; Waddock 1989). Partnerships are collaborations between multi-sector organisations and individuals, and are usually formalised through the creation of a collective debating structure, such as a forum or steering group, and have a mechanism for the implementation of goals. Partnership working has been heralded as a more inclusive way of developing and delivering policy intervention and is therefore seen as an essential component of modern approaches to policy formulation and implementation (Reid 1995). Yet it is still unclear as to whether the partnership approach provides an effective vehicle for policy delivery.

Much effort has been afforded by academics and practitioners in examining whether the operation of partnerships in different contexts has been successful in engaging stakeholders in policy formation and in achieving targets. Academic debate has also focused on the most appropriate methods for evaluating different types of partnerships. In her examination of stakeholder engagement in natural

resource management (referred to as stakeholder dialogues), Oels (2006) notes that although there is consensus within the literature that engaging stakeholders is a good thing and should be striven for, questions remain as to how best to assess the quality of such engagement:

*'But do stakeholder dialogues live up to the high expectations that are raised in the literature? What are suitable criteria and indicators of success given that the outcomes are hard to predict? [...] What can be done to improve the performance of stakeholder dialogues? What are conditions for their success?'*

In searching for ways to evaluate partnerships, such research has often separated out the effectiveness of the process of partnership operation from the achievement of targets (see, for example, Waddock 1989; Waddock and Bannister 1991; Chess 2000). Although the theoretical advantages of partnership working have been demonstrated, there remains a need for further empirical evidence of the advantages (Dowling *et al.* 2004).

To date, effectiveness has been viewed as an endpoint; a cumulative process which is the product of a set of variables acting on a one-dimensional process, and results in the ability (or inability) of a partnership to achieve its goals. The point at which a partnership is evaluated will have an important impact on the results of that evaluation (Sanderson 2000; Sanderson 2002). Although this linear perspective reflects the needs of public sector organisations to demonstrate policy targets, the approach is surprisingly rigid, given that many authors have readily acknowledged the fluid and multi-faceted nature of the partnership process (Hay 1995; Sullivan and Skelcher 2002; Rowe and Frewer 2004; Forsyth 2005), and the changing contexts within which partnerships exist (Selin 1999). Effectiveness should also therefore be viewed as a composite, comprising multiple 'determinants of

effectiveness' which change in relation to each other and in response to changing external contexts. Effectiveness, it could therefore be argued, is not necessarily a cumulative attribute, increasing through accretion over time but rather, aspects of effectiveness wax and wane according to internal and external network dynamics. The path to effectiveness taken by each partnership is therefore unique, reflecting the interplay of these influences. An alternative method of measuring 'effectiveness' is therefore needed which allows the impact of changes in the process of partnership, together with the changing contexts within which partnerships operate, to be taken into account during the evaluation process.

Such concerns about the efficacy of partnership intervention and the difficulty in evaluating the effectiveness of partnerships are of increasing relevance in the coastal zone, as policy implementation has begun to depend more heavily on partnerships in order to achieve sustainable development objectives in this geographical area. Difficulties with traditional, single-sector approaches to policy implementation in coastal environments include the fragmentation of statutory responsibilities between diverse agencies and organisations, potential conflicts between traditionally separate economic sectors and the challenges of sustainably managing a common pool resource with cross-cutting and multi-scalar legislative frameworks (Kay and Alder 1999). In contrast to terrestrial environments, coastal and marine environments lack an established framework of historic property rights and, currently, planning. Practical difficulties associated with managing coastal and marine areas have resulted in confusion over areas of statutory responsibility together with problems of policing and the enforcement of existing conservation legislation (Kelly *et al.* 2004). Partnerships offer an important alternative approach

to management by bringing organisations and agencies with statutory responsibilities together with resource users, in order to facilitate the integration of policies and management objectives. Achieving efficiencies in the cost of managing coastal and marine areas and fostering better understanding of needs and constraints between stakeholder groups are also important objectives in partnership approaches to sustainable coastal management (Kay and Alder 1999).

The shift towards a more collaborative approach to coastal management has been driven by a number of policy reviews, which have called for closer integration between agencies and stakeholders in order to achieve more effective management of the coastal policy environment (Commission of the European Communities 2002; Atkins 2004). Indeed, the effective engagement of stakeholders in environmental decision-making is being advanced as a policy approach by government actors, both at the European Union and national levels, and is a core principle which underpins the processes and institutions within the Marine and Coastal Access Bill (Commission of the European Communities 2008; Department for Environment Food and Rural Affairs 2008; Gilliland and Laffoley 2008). Into this already complex environment have been added new pressures, created by structural shifts in commercial fisheries and the resulting need for communities to diversify economies, often into niche tourism markets. These structural changes not only increase the importance of partnership approaches to governing but, conversely, heighten the scope and opportunity for conflict. Ensuring that partnerships are effective is therefore likely to become increasingly important as the drive to collaborate becomes more deeply entrenched as the preferred policy approach.

The recent emphasis on partnerships for coastal management has developed in parallel with the growth of marine nature-based tourism. Such tourism is an important source of income in coastal regions, particularly against a backdrop of a declining fishing industry. Marine nature-based tourism includes a range of activities such as observing seals, dolphins and birds from boats, sub-aqua diving and shoreline activities, all of which rely on a natural, high quality habitat with the focus being on charismatic species which may be considered threatened or endangered. The emergence and growth of marine nature-based tourism activity has given rise to multi-sector partnerships to manage the potential conflicts between the economic and social sustainability of the coastal economy and the environmental sustainability of the wildlife resource. The engagement of stakeholders from all relevant sectors is therefore central to achieving collaborative management of the marine nature-based tourism industry. However, there are substantial questions based around the effectiveness of these partnerships in managing marine nature-based tourism activities. Marine nature-based tourism partnerships in the UK and Ireland are not established as a result of a specific policy driver and their stated purposes are often somewhat abstract. In addition, these partnerships are not delimited by time frames and there is therefore no single obvious point at which to evaluate their performance (such as *ex ante*). As a result, the point at which the evaluation of marine nature-based tourism partnerships takes place (if at all) is likely to be driven by the availability of resources or is in response to the requirements of an external funding body, in which case, the focus of evaluation may be narrowed to examine the achievement of a single specific goal or output. Evaluation of effectiveness in these partnerships therefore needs to

focus on: the contexts within which they operate; the processes and mechanisms which shape partnership activity; and, to a lesser extent, the outputs or outcomes which they have achieved by the point at which they are evaluated.

The central purpose of this research has been to develop an understanding of the multiple variables which comprise the effectiveness of marine nature-based tourism partnerships in the UK and Ireland, to identify changes over time and space in those variables, and to examine the combined impact of those changes on partnership performance. The results of this research will provide important insights into the key components for successful partnerships as a guide to the development and implementation of policies for the collaborative management of marine nature-based tourism. In addition, this research will provide an important contribution to evaluation methods by devising an alternative approach to measuring partnership performance which traces change through time in the various determinants of effectiveness. This work will therefore have important implications for how the 'effectiveness' of partnerships is conceptualised and for the way in which partnership performance is measured in both marine and terrestrial settings. This research has particular timeliness and relevance given calls for the expansion of partnership approaches to governing within the Marine and Coastal Access Bill, and the need to ensure that such partnerships can perform effectively.

The purpose of this first chapter is to review the literature on changes in the mode of government in the UK, which have led to the establishment and proliferation of new institutions such as public/private sector partnerships (Section 1.2). Section

1.3 discusses some of the different drivers which have stimulated organisations to work together and examines the processes and mechanisms which bring stakeholders together to form partnerships. Section 1.4 discusses the importance of measuring the effectiveness of partnerships, indicates a range of different approaches to the evaluation of partnership performance and highlights some of the strengths and weakness of these approaches (the theory and practice of evaluating partnership performance is examined in detail in Chapter 2). Section 1.5 discusses the importance of partnership working in coastal and marine environments, highlighting the rise of integrated coastal management as one of the most important drivers for partnership formation in the coastal zone. The emergence and purposes of marine nature-based tourism partnerships, as a mechanism for managing the marine wildlife tourism industry, are also discussed. The most common tools used to manage marine wildlife tourism are highlighted and, based on the experiences from elsewhere, a set of expectations in terms of the effectiveness of such partnerships in the UK and Ireland is explored. The chapter concludes by outlining the aim and objectives of the study and indicates the manner in which they will be addressed in this thesis (Sections 1.6 and 1.7).

## **1.2 'Government' and 'governance'**

Murdoch and Abram (1998, p.41) suggest that:

*'..governance refers to a shift from state sponsorship of economic and social programmes and projects to the delivery of these through partnership arrangements which usually involve both governmental and non-governmental organisations'*.

Traditional 'top-down' approaches to policy development and implementation are being supplemented by more 'bottom-up' collaborative approaches. The transition, it is argued, has led to the emergence of a new form of inclusive government, in which opportunities to participate in the decision-making process continue to increase, drawing together public and private sector organisations into new coalitions or partnerships for the delivery of policy objectives (Rhodes 1991; Stoker 1996; Murdoch and Abram 1998). The role of the state has shifted from that of sponsor and provider of economic and social services to that of partner and monitor in their delivery (Rhodes 1996; Stoker 1996; Stoker 1998). Power, it is argued, has been devolved downwards and outwards from the centre (Rhodes 1991; Peters and Pierre 2006). This form of polycentric government, widely referred to as multi-level governance, is seen as being more flexible than centralised forms of government, and is better able to respond to differing local conditions (Hooghe and Marks 2003). Governance therefore refers to:

*'the whole range of institutions and relationships involved in the process of governing'* (Pierre and Peters 2000, p.1).

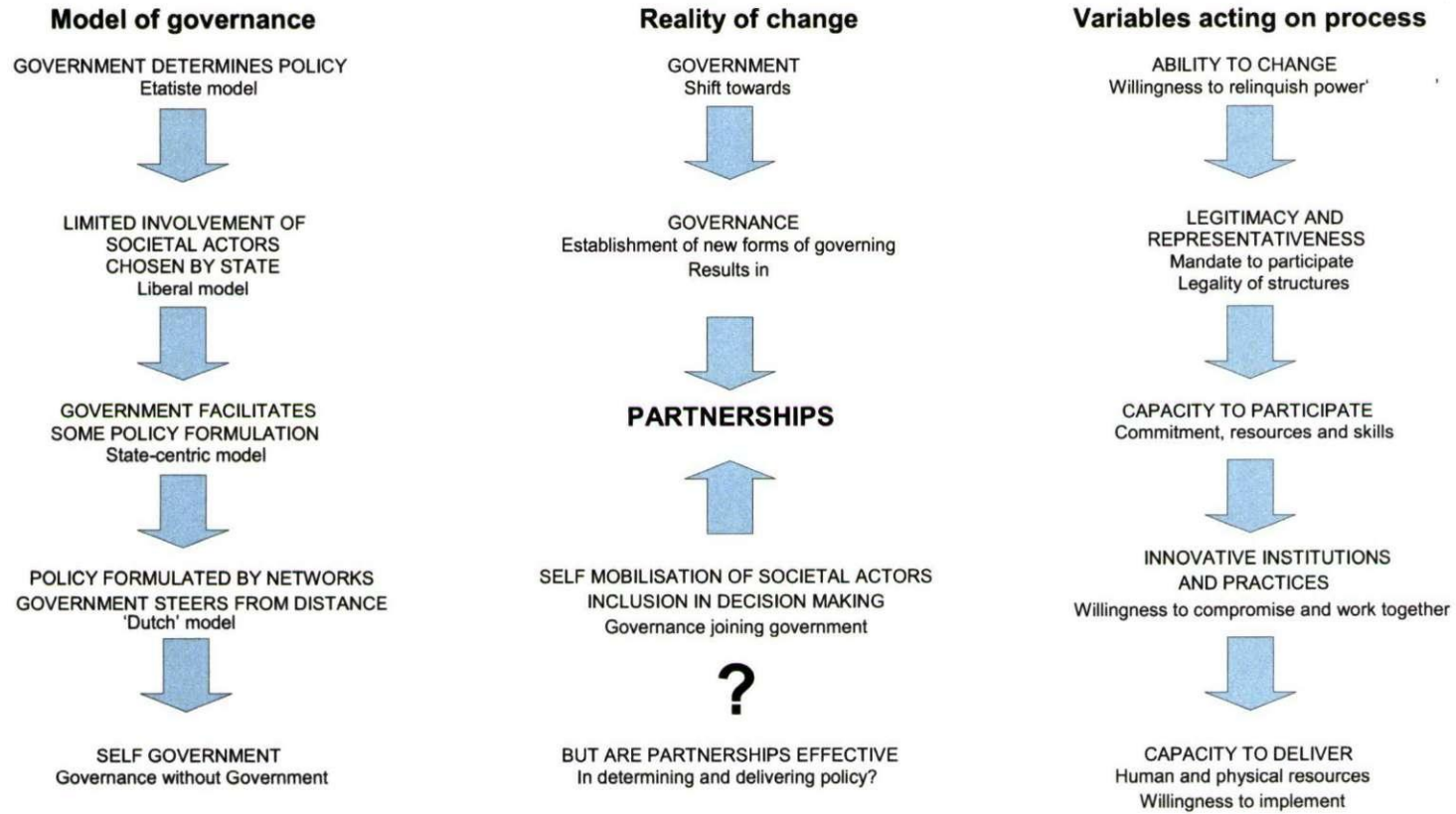
The stimuli for these changes in the mode of government include efforts to reduce public expenditure and public dissatisfaction with government policy over the past decade (Bramwell and Lane 2000). Changes in the style of government within the UK have occurred within the wider context of long term cycles of economic stability and crisis associated with changes in the social mode of regulation (Painter and Goodwin 1995). These cycles, it is argued, are reflected in the shift from Fordist to post-Fordist modes of production and regulation (Jessop 1995). The impact of these wider changes on the methods of governing in the UK include a less interventionist approach to domestic policy, fewer restrictions on business



operations and an emphasis on a free market economy (Kearns 1992; Jessop 1995; Rhodes 1996; Imrie and Raco 1999). The effect of the devolution of power to regional and local bodies, and the resultant rise of collaborative approaches in terrestrial contexts, has been researched by a number of authors (see for example: Cloke and Goodwin 1992; Kearns 1992; Bassett 1996; Goodwin 1998; Marsden and Murdoch 1998; Woods 1998; Stanley *et al.* 2005).

New approaches to service delivery and management have provided an opportunity for stakeholders to adopt new working practices and reassess their position, both in relation to other stakeholders and in relation to the environments in which they operate (Mathur and Skelcher 2007). Figure 1.1 (overleaf) indicates these changes, aligning the different models of government with differing levels of participation and identifying some of the variables with the potential to influence the processes of participation. As models of governance become more 'inclusive' in their approaches to policy formation, so the burden falls on communities and individuals to work together in order to identify and then to fulfil their own needs.

As can be seen from Figure 1.1, the differing models of government are characterised by different levels of 'participation' by stakeholders. Pretty (1994) has recognised this diversity in levels of participation and devised a typology which comprised seven identifiable levels of engagement (see Table 1.1 below).



**Figure 1.1.** The transition from government to governance. Source: Adapted from Peters and Pierre 2006, p.212.

**Table 1.1** A typology of participation (Adapted from Pretty 1994, p.41).

Typology	Characteristics of Each Type
1. Passive Participation	People participate by being told what is going to happen or has already happened. It is a unilateral announcement by an administration or project management body, without any listening to people's responses. The information being shared belongs only to external professionals.
2. Participation in Information Giving	People participate by answering questions posed by extractive researches using questionnaire surveys or similar approaches. People do not have the opportunity to influence proceedings, as the findings of the research are neither shared nor checked for accuracy.
3. Participation by Consultation	People participate by being consulted, and external agents listen to views. These external agents define both problems and solutions and may modify these in the light of people's responses. Such a consultative process does not concede any share in decision-making and professionals are under no obligation to take on people's views.
4. Participation for Material Incentive	People participate by providing resources, for example labour, in return for food, cash or other material incentives. Much on-farm research falls into this category, as farmers provide the fields but are not involved in the experimentation or the process of learning. It is very common to see this called participation, yet people have no stake in prolonging activities when the incentives end.
5. Functional Participation	People participate by forming groups to meet predetermined objectives related to the project, which can involve the development or promotion of externally initiated social organisation. Such involvement does not tend to be at the early stages of project cycles or planning, but rather after major decisions have been made. These instructions tend to be dependent on external initiators and facilitators but may become self-dependent.
6. Interactive Participation	People participate in joint analysis, which leads to action plans and the formation of new local institutions, or the strengthening of existing ones. It tends to involve interdisciplinary methodologies that seek multiple perspectives and make use of systemic and structured learning processes. These groups take control over local decisions, and so people have a stake in maintaining structures or practices.
7. Self-mobilisation	People participate by taking initiative, independent of external institution to change systems. They develop contacts with external institutions for resources and technical advice but retain control over how resources are used. Such self-initiated mobilisation and collective action may or may not challenge existing inequitable distribution of wealth and power.

Pretty's types range from the least interactive level; that of 'passive participation', through more deeper levels including 'functional participation', to the most engaged form of participation; that of 'self-mobilisation'. The different types of participation correlate with different models of government, with passive participation close to the Etatiste model, and self-mobilisation reflecting the model of self-government.

### **1.2.1 Advantages of the partnership approach**

There are a number of distinct advantages for individuals and organisations working together to achieve shared aims. For example, partnerships can offer a mechanism for stakeholders to share in the search for equitable ways to manage resources and enable governments to deliver services in a more cost effective way. Partnerships can bring organisations together to make more effective use of resources by sharing costs, pooling limited resources and leveraging in new resources from funding bodies (Lowndes and Skelcher 1998).

Engaging stakeholders in the search for solutions to issues can strengthen community capacity by developing opportunities for discussion and debate and building confidence amongst local actors (Jones and Little 2000; Barker 2004). Levels of engagement have also been strongly linked to the achievement of policy goals (Pretty 1994). In a study of rural water supply projects, for example, Narayan (1993) found that when participants were engaged in all stages of the decision making process, from initial design to final implementation, projects were better at achieving both short and long-term objectives because stakeholders took 'ownership' of the project and felt responsible for its success. The importance of this relationship between the quality of participation and the sustainability of partnerships has been echoed across other policy environments, including renewable energy development (Upham and Shackley 2006), and marine ecotourism development (Hector 2003). Partnerships have also been seen as a new kind of 'freedom' for communities to express their locality and diversity by addressing specific local issues and tailoring solutions to local contexts (Murdoch 1997; Skelcher 2003).

## **1.2.2 Limitations of the partnership approach**

In practice, not all scholars agree, however, about the reality or visibility of so called 'new mechanisms' of governing. Questions have been raised, for example, as to whether the new approach is necessarily a move away from paternalistic, centralised structures towards self-government as, across many sectors, the state still appears to retain control over the scope and breadth of local involvement in the policy-making process (Kearns 1992; Imrie and Raco 1999; Jordan *et al.* 2005; Holzinger *et al.* 2006). Instead, the modern state may be using the emergence of self-governance to achieve significant savings in the cost of government by devolving responsibility for more traditional forms of local authority service provision to non-elected quasi-autonomous non-government organisations (QUANGO) and partnerships of public and private sector organisations (Marsden and Murdoch 1998; Woods 1998).

Evidence from the housing sector, for example, suggests that the purported shift towards self-government is, in reality, a manifestation of more traditional 'managerial' forms of government. Government retains responsibility for strategic planning, but devolves responsibility for implementation and service delivery to regional and local public sector organisations. Communities and individuals are only able to participate at the level of consultation, once policy direction and formulation has already taken place (Murdoch and Abram 1998). Other authors have argued that new stakeholder-led participatory mechanisms have failed to materialise because of the persistence of the existing top-down policy paradigm. An adherence to a technocentric approach, which favours existing interests reinforced by the social norms of policy elites, are blamed for the perceived

difficulty in establishing new policy processes on the ground (Carter 2001; Forsyth 2005).

Questions also exist over the willingness, ability and resources of individuals and local communities to participate effectively in devolved government, because of a lack of desire to actively engage with local politics among other factors (Cooke and Kothari 2001). The potential pitfalls associated with policy conflict, such as when local needs expressed through greater public participation in the decision-making process conflict with centrally devised strategic or national policy, have also been raised as a concern (Murdoch and Abram 1998). Changes in modes of government have arguably resulted in the retention of regulatory power by government, albeit at a distance, and the proliferation of opportunities for multi-level engagement of non-government stakeholders with some of the processes of governing, but with little direct influence on policy.

Some authors have argued that the drive to deliver 'bottom-up' policy objectives may lead to a progressive disinclination by stakeholders to engage with the process of collaboration as a result of the exhortations of government to identify and provide for their own needs (MacKinnon 2002). Where participation becomes the norm, it may also result in stakeholder apathy and an unwillingness to commit more resources to yet another round of consultation (Bassett 1996). Allocation of roles and responsibilities within the decision-making structures of partnerships may also reflect traditional top-down hierarchies and do little to change the balance of power between the centre and locality (Murdoch and Abram 1998; Derkzen *et al.* 2008).

Where partnerships serve to reinforce traditional hierarchies of power, there is also a danger that the existence of a partnership is taken as an indicator of negotiation and consensus, but in fact marginal actors may remain on the periphery with little opportunity to influence decision-making (Cooke and Kothari 2001; Shortall 2008). In addition, the short-term nature and tight financial constraints of some partnerships, together with a funding driven focus on quantitative outputs, can detract from their ability to deliver policy objectives (Edwards *et al.* 2000). Rather than focusing on delivering solutions to locally identified needs, these funding driven partnerships must often skew their objectives to align them more closely with the objectives of funding agencies, in order to secure financial support. Given the shortcomings of the partnership approach outlined above, the way that partnerships are convened and managed, and the way that potential partners are identified and included, is crucial if partnerships are to be viewed as effective mechanisms for the development and delivery of policy, and as an alternative to state-centric forms of government.

### **1.3 The process of partnership formation**

The previous sections have examined the drivers and mechanisms which have led to the proliferation of partnerships as a mode of policy delivery and have highlighted some of the benefits and disadvantages of the partnership approach. The focus of this chapter now turns to an examination of the process of bringing stakeholders together, beginning with an examination of how partnerships are formed. The terms 'collaboration' and 'partnership' are both used here to acknowledge that the process of bringing stakeholders together begins long before

'partnerships' are formally established. During the 'pre-partnership' stage, stakeholders 'collaborate' to identify issues and begin to build the necessary consensus to take action. If consensus over the need for action is reached, then 'collaboration' becomes more formally constituted into 'partnership'. The terms 'collaboration' and 'partnership' are therefore used to reflect the subtle differences between these two conditions.

Many definitions of partnership have been offered across a range of disciplines, but the key characteristics identified by Gray (1989) are probably the most widely recognised:

1. Stakeholders are interdependent
2. Solutions emerge by dealing constructively with differences
3. Joint ownership of decisions is involved
4. Stakeholders assume collective responsibility for the future direction of the domain
5. Collaboration is an emergent process.

Two specific drivers for partnership formation have been identified. First, those based on individuals and organisations coming together to benefit from mutual gains or perspectives, known as the 'exchange perspective'. Second, those where organisations come together to gain or improve control over scarce resources in the environment, called the 'resource-dependency' approach (Jamal and Getz 1995).

Trist (1983) used the term 'problem domain' to describe the nebulous nature of the issue being examined and to imply that variation might exist in stakeholders'



respective standpoints. Stakeholders can be groups, organisations or individuals, but all share a common interest in, or are directly affected by, the specified issue (Gray 1989). More importantly, stakeholders potentially have the ability to influence the outcome of any collaborative venture, although the degree to which they are able to exert influence is likely to vary considerably based on access to resources, individual capacity and equity of access to decision-making structures (Bramwell and Sharman 1999; Jamal and Getz 1999; Bramwell and Lane 2000; Fletcher 2003; Barker 2004; Vernon *et al.* 2005).

The process of collaboration and partnership formation is seen as an iterative one, consisting of a set of separate stages through which a partnership becomes established (Gray 1989; Selin and Chavez 1995 b.; Lowndes and Skelcher 1998). The first of these is 'problem setting' in which key stakeholders and issues are identified. This process leads on to 'direction setting', in which future collaborative goals are identified and a common purpose is established. Finally, 'implementation' is achieved and shared meanings that have emerged as the domain develops become internalised. Once established, partnerships may also go through many iterations of the process during their existence, as new issues emerge and are debated. The cycle of issue identification, goal setting and implementation is seen as beneficial, if not crucial, to the sustainability and continued focus of the partnership (Waddock 1989; Selin and Chavez 1995 a.; Hall 1999). Prescribing a specific trajectory for partnership progress, however, is problematic. In reality, partnerships are messy, dynamic phenomena, evolving and changing in response to a host of internal and external forces and stimuli. Not all partnerships move neatly through all stages (Hay 1995; Rowe and Frewer 2004;

Forsyth 2005). Boundaries between stages are indistinct, poorly defined and it is important that the stages themselves are not seen as rigid or enclosed (Porter and Ronit 2006).

It is also important to recognise that there is no single partnership type.

Partnerships may comprise stakeholders from the public sector, private sector and civil society (voluntary sector). Partnerships may also operate at different scales and in different institutional environments. Selin (1999) has identified five primary dimensions around which partnerships are organised; geographic scale, legal basis, locus of control, organisational diversity and size, and time frame. The myriad of possible combinations of these dimensions demonstrates the potential flexibility of partnerships to address a wide range of problem domains and the many possible pathways that partnerships may take to address those problem domains (Rowe and Frewer 2004). Importantly, Selin (1999) also acknowledged that partnerships can and do move within these dimensions, changing in terms of the diversity of participants and distribution of power, for example. This recognition is crucial because the dimensions described are also determinants of partnership effectiveness. Therefore, if partnerships change in relation to these dimensions, so the variables which shape effectiveness must also undergo change.

#### **1.4 Measuring the effectiveness of partnerships**

Critical evaluation of institutions and practices is an important mechanism for reflecting on the process of collaboration and measuring the achievement of objectives (Baldwin and Cave 1999; Capwell *et al.* 2000). Within partnerships, it is

often used to assess progress in delivering stated goals and targets. The need to assess these ventures is important for a variety of reasons: evaluation provides an opportunity to determine whether an intervention has been successful in delivering its objectives; it provides an opportunity for ongoing initiatives to review progress and make changes to ensure that targets will be met; it demonstrates accountability to funding bodies and organisations providing resources; and it offers an opportunity for participants acting as representatives to report back on progress to their own organisations. In addition, externally conducted evaluation allows organisations to assess progress independently, and ensures the quality and reliability of any findings used to inform policy. Evaluation is therefore a means by which partners can be more reflective about both the process and the outcomes of collaboration, assessing qualitative as well as quantitative outcomes.

Measuring effectiveness is not straightforward. It is often difficult to separate out cause and effect: namely that a particular policy outcome was related directly to a specific policy action (attribution problem). Equally, problems also occur in asserting with any confidence that outcomes would not have happened without a specific intervention (counterfactual problem) (Pawson and Tilley 1997; Kreuter *et al.* 2000; El Ansari *et al.* 2001). Evaluation may be applied at a micro scale, to individual partnership actions, or at a macro scale, to a national programme of interventions. Evaluation may be immediate, for example assessing the achievement of short-term goals, or may be ongoing, such as assessing progress towards meeting long-term objectives (El Ansari *et al.* 2001).

Waddock and Bannister (1991) have highlighted the care needed in the selection of relevant variables to measure policy effectiveness. For example, they have separated the *programmatic* perspective of collaboration (inputs, processes, outputs) from *interaction among partners* (the process of bringing partners together and holding them together). Each perspective has its own set of associated variables. The achievement of objectives has been further broken down to reflect differences between short- and long-term objectives. For example, measuring quantitative '*outputs*' such as 'licences granted', or 'management plans produced' can be measured with relative ease, compared to the measurement of more substantive '*outcomes*', such as 'reduction of losses due to natural hazards' or 'species prevented from extinction' (Ehler 2003; Stojanovic *et al.* 2004).

Although it may make the task of evaluation appear more manageable, viewing the different perspectives as separate evaluation units results in the segmentation of the evaluative process and provides little insight into why partnerships have or have not achieved their objectives. Viewing outputs and outcomes differently from change or social learning which may occur as part of the process of collaborating, is to uncouple cause from effect (Pawson and Tilley 1997; Gibson 2006). The transferability or external validity of interventions may therefore be difficult to determine because there is no clear indication from the disjointed results, in terms of what works, under what circumstances and in which contexts (Geddes 2006; Geddes *et al.* 2007).

The evaluation of partnership performance is examined across a broad range of contexts within the literature. Table 1.2 provides a range of examples to highlight

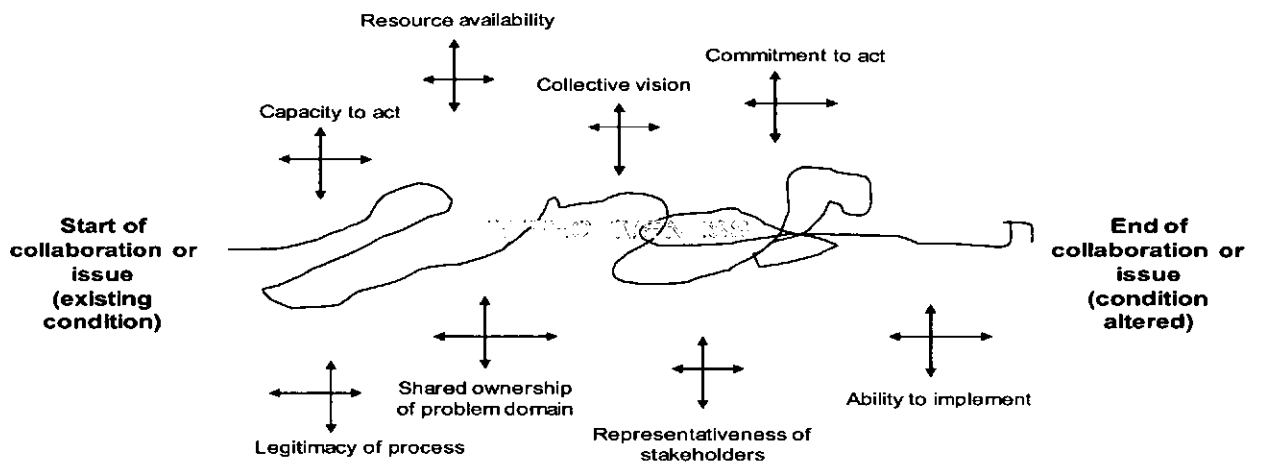
the different contexts within which partnerships exist and some of the approaches taken in evaluating them. Some studies, such as those by Bramwell and Sharman (1999), Fletcher (2003) and Barker (2004) have evaluated elements of the process of collaboration. These authors have found that certain factors, such as the ability of stakeholders to participate in decision making and implement agreed actions, are crucial in enabling partnerships to achieve their goals. Other authors, such as Backstrand (2006), have highlighted the impact that the institutional context in which partnerships operate can have in enabling or preventing partnerships from achieving their goals. A more detailed examination of the variables used in the literature to evaluate effectiveness is included in Chapter 2, Section 2.4.

**Table 1.2.** Partnership evaluation studies, variables used and their impacts on effectiveness

<b>Study context</b>	<b>Variable</b>	<b>Details</b>
Employment training and development partnerships (Waddock and Bannister 1991)	Relevance of issue	The degree to which partners agree on the problem domain to be addressed
Multi-stakeholder partnerships for sustainable development (Backstrand 2006)	Legitimacy as a two-fold concept; input- and output legitimacy	<i>Input legitimacy</i> – the degree to which the process is representative, accountable and transparent. <i>Output legitimacy</i> – the effectiveness or problem-solving capacity of the governance system
Coastal partnerships (Fletcher 2003)	Stakeholder legitimacy and representativeness	The degree to which stakeholders are representative of the wider community and reflect the views of their respective groups
Local tourism planning (Bramwell and Sharman 1999)	Intensity of collaboration	The level of stakeholder commitment to the process
Coastal community development (Barker 2004)	Capacity to act	The ability of individual stakeholders to participate in the collaborative process
Integrated coastal zone management (Ehler 2003)	Resource availability	The ability of organisations to implement agreed objectives
Community care network partnerships within the health sector (Hasnain-Wynia <i>et al.</i> 2003)	Perceived effectiveness	Individual stakeholder perceptions on the effectiveness of the partnership and the impact of those perceptions on partnership performance

It is clear from the current literature on partnership evaluation that effectiveness is viewed as the cumulative end result of a set of variables acting on a linear process at a specific point in time. However, given that governance and participation are acknowledged as non-linear and multifaceted processes (Hay 1995; Rowe and Frewer 2004; Forsyth 2005), this thesis argues that applying a linear, rigid approach to evaluation does not adequately reflect the dynamic, multidimensional and geographically embedded nature of the collaborative process. What is needed is a mechanism to enable the influence of the dynamic landscape of partnership activity, together with the context in which it works, to be acknowledged as an integral part of the evaluation process (Sanderson 2000). For example, as Figure 1.2 indicates, partnerships may take one of an infinite number of different paths in response to internal and external stimuli in order to achieve their goals.

Participants may join the partnership early on, for example, bringing with them important skills or resources which enable the partnership to implement agreed actions. Later, if these participants leave, they also take away those resources or skills, hampering or preventing the partnership from progressing. The partnership may also change its overarching purpose at some point, perhaps in response to changes in the legislative context within which it operates. Key partnership objectives may also change with time to reflect the changing composition, capacity and shared vision of the partnership itself. It may therefore be more accurate to suggest that many different variables act on partnerships on many different levels and at different times, resulting in a unique grid of attributes for each partnership.



**Figure 1.2.** The partnership process and the changing nature of 'effectiveness'.  
Source: Author.

As Figure 1.2 shows, those attributes may also change and evolve, resulting in variation in the effectivenesses of the partnership over time. It may therefore be more helpful to view partnership effectiveness as a composite, which alters and shifts in relation to changes in a range of key internal and external variables.

Assessing the performance of partnerships in coastal and marine environments is particularly important because collaborative ventures operating within such environments may be inherently different in their antecedents for establishment, operational contexts and policy goals to those operating within terrestrial environments. Perhaps as a result of the difficulties in attributing cause and effect in dynamic coastal environments, however, little empirical work has been undertaken thus far to examine the effectiveness of partnerships in delivering policy objectives at regional and local levels (Stojanovic *et al.* 2004). Specific

issues associated with the evaluation of partnerships in coastal environments are discussed below.

### **1.5 Partnerships and evaluation in coastal environments**

As a result of the need to incorporate sustainable development principles, government agencies with statutory responsibilities for the management and use of marine and coastal resources have little option but to work collaboratively with a range of stakeholders in order to achieve their goals. The need for a holistic approach to management in these environments has led to the development of policies which have stimulated and promoted collaboration between the public and private sectors in particular (Atkins 2004). The emergence of these new institutions has also been stimulated by a number of separate, but converging processes acting on the coastal environment at local, regional, national and international levels. These processes include:

- The rise of integrated approaches to managing coastal and marine environments and the resultant inclusion of a wide range of actors in the decision making process
- The changes in demand for domestic mass tourism, resulting in the need for traditional coastal resorts to find new, niche markets to sustain their economic bases
- A reduction of fishing effort in the fisheries sector and the resultant decline of the economic importance of this industry in many coastal communities



- The rise of environmental issues on the policy agenda, especially in relation to the principles of sustainable development within national, European and global strategic policy frameworks

Integration between previously separate sectors in coastal environments, however, is not new. During the late 1960s and early 1970s, first in the United States and then in Europe, there were important new policy drivers which sought to bring diverse coastal activities together under one management umbrella labelled 'Integrated Coastal Zone Management' (ICZM) (Kay and Alder 1999). The shift in policy was subsequently enshrined in a series of statutes, resulting in the US Coastal Zone Management Act in 1972, the Council of Europe Resolution on the Protection of Coastal Areas (1973) and the European Coastal Charter (1981) (Atkins 2004). These initial attempts to unify the management of coastal areas were 'top down', stimulated and controlled by statutory agencies and authorities taking a 'comply or be prosecuted' approach (McGlashan 2003). As the concept spread and developed to other areas, however, a more inclusive or 'bottom-up' partnership approach was adopted, prompted by sustainability ideals enshrined in the Rio Declaration, Agenda 21 and the resultant World Commission on Environment and Development (WCED) (McGlashan 2003). Approaches to coastal management have been continually refined and developed since to align them more closely with concepts of sustainable development by recognising the interdependence of economic, environmental, social and cultural facets of coastal communities (Davos 1998).

Traditionally in the UK and Ireland, and in common with the rest of Europe, management of marine and coastal environments had been undertaken by

statutory bodies, public sector authorities and major landowners with little or no stakeholder participation or integration between actors (Atkins 2004). The private sector, voluntary organisations and residents have maintained a keen interest in coastal issues, although they generally had little direct ability to influence policy or decision making processes. Stimulated by the need for a partnership approach to coastal management outlined above, however, a variety of programmes emerged during the 1990s and led to the establishment of new coastal partnerships (Fletcher 2003; McGlashan 2003). Antecedents for the establishment of these partnerships included a need to either resolve conflict or find an acceptable solution to a common issue or problem (Jamal and Getz 1995).

Coastal partnerships have been defined as '*a variety of arrangements in the UK that bring together interested stakeholders to advocate sustainable management of the coast based on the principles of integrated coastal management (ICM)*' (Stojanovic and Barker 2008, p.344). The range, breadth and remit of coastal initiatives operating in the UK is diverse (see Table 1.3). Single issue groups may form and disband within relatively short timescales (Fletcher 2003; Stojanovic and Barker 2008), while others go on to become established and evolve a broader remit once their original purpose has been achieved (Stojanovic and Barker 2008).

Coastal partnerships, such as those noted above, are described as action-centred networks, which are flexible groups of individuals forming together to share information, develop consensus and build strategy (Atkins 2004). Coastal partnerships provide an opportunity for an area-based approach to management, which is different to the traditional sector-based approach. In coastal partnerships,

management solutions are sought through discussion and negotiation with multiple resource users in order to find holistic approaches which do not ignore or marginalise less powerful sectors. Such collaborative approaches demand an understanding by individual sectors of their mutual interdependence with other sectors and resource users (Stojanovic and Barker 2008).

**Table 1.3. Coastal partnership types**

Partnership Type	Examples
European, regional and cross-border partnerships	<ul style="list-style-type: none"> <li>• European Union for Coastal Conservation (EU)</li> <li>• Irish Sea Forum (Eire/Britain)</li> <li>• Solway Firth Partnership (England/Scotland)</li> </ul>
National coastal fora	<ul style="list-style-type: none"> <li>• Scottish Coastal Forum</li> <li>• Wales Coastal and Maritime Partnership</li> </ul>
National commercial/private sector partnerships	<ul style="list-style-type: none"> <li>• UK Offshore Operators Association (oil and gas)</li> <li>• Sea Fish Industry Authority (commercial fisheries)</li> </ul>
Regional and local coastal or estuary fora	<ul style="list-style-type: none"> <li>• Moray Firth Partnership</li> <li>• Dorset Coastal Forum</li> </ul>
Local coastal groups	<ul style="list-style-type: none"> <li>• Exe Estuary Management Partnership</li> <li>• Crouch and Roach Estuary Project</li> </ul>
Single issue partnerships	<ul style="list-style-type: none"> <li>• Green Seas initiative (bathing water quality)</li> <li>• North Devon AONB Partnership (conservation)</li> <li>• Dolphin Space Programme (wildlife tourism)</li> <li>• South Downs Coastal Group (coastal defence)</li> </ul>

Source: (Adapted from Fletcher 2003; Atkins 2004))

### 1.5.1 Marine nature-based tourism activities and partnerships

Partnerships focused on marine nature-based tourism are single-issue coastal partnerships established to manage the potential conflicts associated with the development of a commercial industry using wild, highly mobile resources, and are subject to few restrictions or controls in terms of access to marine wildlife. This regulatory purpose is in contrast to partnerships in other sectors and environments,

such as health or urban regeneration, which may exist in order to lever private sector investment into public sector service provision and may therefore represent a different set of drivers, mechanisms, processes and responses. Within the context of this thesis, the term 'marine nature-based tourism' is used to refer to any activity undertaken by people to *intentionally* seek out or encounter marine flora and fauna and which may or may not be sustainable. Marine nature-based tourism may include activities such as shore-based whale-watching, scuba diving or taking boat trips, where the primary aim is to see or interact with marine wildlife.

### **1.5.2 Benefits of marine nature-based tourism**

Marine nature-based tourism activity began in the 1950s with whale watching in California and has subsequently spread to many other areas of the world (Hoyt 2000). During the 1990s, marine nature-based tourism was one of the fastest growing tourism sectors, generating an annual increase in expenditure of approximately 18.6 per cent worldwide, compared to average annual growth of 7.3 per cent per annum across other international tourism sectors during the same period (Hoyt 2000; Garrod and Fennell 2004).

Marine nature-based tourism can bring significant economic benefits to peripheral coastal communities struggling to find alternative sources of income to replace that lost by the decline of more traditional industries such as fishing (Garrod and Wilson 2003). In Dingle, a small community in south west Ireland, for example, a single resident dolphin (named 'Fungi') attracts up to 200,000 tourist per year, bringing considerable economic benefit to the town (Berrow 2001). Marine wildlife tourism also provides an important alternative to extractive uses of cetaceans and other

marine species from activities such as whaling (Duffus and Dearden 1990). As tourism centred on encountering wild marine mammals and sharks continues to grow, the value of such non-consumptive activities has begun to compete with the value achieved through extractive uses. The conservation of habitats and target species is therefore now increasingly integral to the development of the tourism industry (Forestell 1995; Garrod and Fennell 2004). This need for high quality environments can have important and positive benefits in raising awareness of wider marine and coastal conservation issues, and promoting the achievement of environmental goals and objectives (Hoyt 1995).

### **1.5.3 Negative impacts of marine nature-based tourism**

Although the growth of wildlife and nature-based tourism is seen as a tool for securing sustainable development in marginal coastal communities which have lost other more traditional sources of income, there can be significant difficulties in managing the impacts of explosive tourism growth. Issues include the negative ecological impact on wildlife from vessel traffic, compounded by a lack of appropriate management tools, resources and legislation to manage the industry effectively (Valentine 1991). Many authors have acknowledged the potential disturbance to patterns of feeding and breeding that unregulated development of marine wildlife tourism can cause (see, for example, Duffus and Dearden 1990; Orams 1999; Hall and Boyd 2005; Hoyt 2005). Disturbance issues are particularly relevant where tourism activities focus on ecologically threatened or fragile species (Wilson *et al.* 1997; Hastie *et al.* 2003; Higham and Bejder 2008). Hall (2001) has argued that, due to the diversity and fragmented nature of both the coastal zone

and the tourism industry, it can be difficult for those responsible for environmental management to effectively control commercial marine wildlife tourism activity. Relevant issues include the lack of clear policy direction for marine wildlife tourism development whereby, rather than being guided by a strategic policy framework, decisions tend to be made on a reactive basis as a result of resource use pressures or groups lobbying for specific management regimes (Forestell 1995; Hall 2001).

#### **1.5.4 Regulation of marine nature-based tourism**

In recognition of the potential impacts of unregulated commercial marine wildlife tourism noted above, a range of different approaches to the management of marine nature-based tourism have been developed. Such approaches range from informal methods of education and awareness-raising, aimed at tourists and commercial operators, to more formal 'command and control' regulations, which seek to control access to key marine species. In between these two extremes are a range of semi-formal measures, which are based on voluntary regulation and include wildlife watching guidelines and codes of conduct (Garrod and Fennell 2004).

Formal statutory approaches to the regulation of marine nature-based tourism have tended to focus on top-down regulation by using and adapting existing statutory instruments. As a result, there are considerable areas of overlap between instruments, significant gaps in provision and a lack of clarity over institutional responsibilities and jurisdictions (Garrod and Fennell 2004; Kelly *et al.* 2004). Added to the complexity of regulation is the difficulty and expense of enforcing

regulation in an open environment with few opportunities for access control (Wilson 2003; Fahy 2008). Semi-formal or voluntary controls provide an attractive alternative for organisations and agencies with statutory environmental responsibilities by reducing the administrative burden to enforce regulations, offering flexibility in developing management tools and by working towards improving environmental management (Steelman and Rivera 2006). There are currently no global standards or guidelines to control commercial marine wildlife tourism. Voluntary controls exist in a wide variety of forms and have been used to regulate activity around the world with mixed success (Garrod and Fennell 2004). There are also limitations in the success of such codes in raising awareness of appropriate behaviour amongst other vessel traffic outside of commercial wildlife tourism operators (Garrod and Fennell 2004; Duprey *et al.* 2008).

Voluntary approaches represent a form of self-regulation, defined by Porter and Ronit (2006, p.43) as:

*'an arrangement, involving formal or informal procedures, rules and norms, that is widely recognised as having the purpose of constraining the conduct of a set of private actors, where the procedures, rules and norms are shaped to a significant degree by some or all of these actors'*.

Voluntary measures are enforced primarily through ethical or moral obligation and peer pressure (Porter and Ronit 2006). However, the development of self-regulation, as defined above, tends to occur where the state or market forces have failed to introduce suitable regulation and this is not generally the case with marine nature-based tourism. Partnership approaches to managing marine nature-based tourism tend to be initiated as a first step, and may, in some cases, be used as a precursor to statutory regulation (Orams 1999; Berrow 2003).

Although voluntary measures are semi-formal, they do not necessarily represent more bottom-up or participatory approaches to governance in the marine environment. In their analysis of codes of conduct to manage cetacean watching activities, Garrod and Fennell (2004) found that only 6.9 per cent of codes developed around the world had been devised by the marine nature-based tourism industry. The overwhelming majority (67.2 per cent) had been devised by government agencies or non-government organisations (NGOs). Voluntary codes may therefore have limited appeal if they are developed without the engagement of all relevant stakeholders, including commercial operators, in the decision-making process (Garrod *et al.* 2001).

Marine nature-based tourism activities often occur in areas, and focus on species, which are subject to conservation and environmental protection legislation, including National Parks, Special Areas of Conservation (SAC) and other area and/or species-based protection designations. Statutory instruments which cover large areas of sea and coast, such as SACs, may give increased weight to nature conservation as opposed to economic activities, use an ecosystem-based approach and base the management of protected areas on the precautionary principle (Stojanovic *et al.* 2004; Gibbs *et al.* 2007). The regulation of marine nature-based tourism activities occurs within the context of existing multi-scale legislative and institutional frameworks. Partnerships established to manage such activity in the UK and Ireland must therefore reconcile the differing priorities and needs of environmental protection and economic development objectives when developing voluntary regulation.



### **1.5.5 The purpose of evaluating partnerships operating in coastal environments**

Partnerships which have been established to achieve better co-ordination of management in coastal environments provide an embodiment of principles of the shift from government (a focus on top-down policy imposition and regulation) to governance (more bottom-up participatory processes of environmental management) (Lane 2008; Stojanovic and Barker 2008). Integration in coastal and marine management partnerships is expected to occur on three levels; first, between human and physical environments, enabling policy development to reflect the interdependence of biophysical and socio-economic factors through ecosystem-based management; second, in attempting integrate scales of policy and action (e.g. national, regional, local) and third; in including and attempting to coordinate the actions of government and non-government actors (Cicin-Sain and Knecht 1998; Vallega 2001). The achievement of integration is therefore dependent on changes in traditional 'top-down' approaches to governance towards more 'bottom-up' styles. Evidence of such a change in the mode of government would be provided by the engagement of all relevant stakeholders including government, NGOs and the private sector; a clear understanding between partners of each others' needs; and mutual acknowledgement of the value of lay as well as scientific knowledge (Stojanovic and Barker 2008).

Partnerships which have been established to manage the development of marine nature-based tourism activities in the UK and Ireland may therefore be expected to reflect the integration of top-down policy drivers for the sustainable environmental management of protected species, with bottom-up participatory approaches to

identifying local needs. Such approaches would engage conservationists and private sector marine wildlife tourism operators, would recognise the equity of environmental, economic and social needs, and would combine lay and scientific sources of knowledge in order to inform decision-making and achieve consensus over the implementation of locally appropriate management tools. Evaluating the processes and achievements of marine nature-based tourism partnerships therefore provides important insights into the extent and effectiveness of the purported change from government to governance in marine and coastal management.

## **1.6 Aims and objectives**

It is argued that the ongoing transition in the UK from a paternalistic model of government, with the state taking the dominant role in policy formulation, towards a more inclusive model of governance has resulted in the proliferation of new institutions and collaborative arrangements for the delivery of policy and services more traditionally carried out by government agencies and institutions. The proliferation of these new institutions as a mechanism for conflict resolution, service delivery, community empowerment and sustainable development amongst other things, has been well documented within the literature. However, a number of authors have highlighted the relative lack of empirical research examining the effectiveness of these new institutional forms, in terms of delivering stated policy objectives and, in particular, within marine and coastal environments. In addition, where evaluation has taken place, it has been used to examine the effectiveness of partnerships in a rigid, one-dimensional way, either at a fixed point during the life of

the collaboration, or at the end. It is argued, however, that this approach does not accurately reflect the changing relationship between the many variables which, in combination, determine the effectiveness of partnerships.

Establishing and maintaining effective partnerships with key stakeholders is an essential component of ecosystem-based approaches to managing marine environments and is embedded within the emerging field of marine spatial planning (MSP) (Ehler 2008). The quality of such stakeholder engagement is also critical to the success of partnerships. Simply consulting stakeholders on their views is not sufficient. Instead, it is argued, stakeholders should be fully integrated into the decision-making process at all stages, in order to ensure that management solutions are robust, appropriate and take into account the needs of all relevant resource users (Pomeroy and Douvère 2008). Developing such a system of integrated coastal planning, which takes into account economic, environmental and social objectives, is anticipated to be the main delivery mechanism of the Marine and Coastal Access Bill, introduced to Parliament in December 2008, and so will be a key part of the emerging marine planning system. Managing marine and coastal resources in partnership with public, private and voluntary sector organisations is a central tenet of the approaches enshrined within the Bill. The findings of this study will therefore have direct relevance to the agencies and organisations responsible for delivering integrated coastal management, including marine spatial planning.

The purpose of this research was to take a holistic approach to the evaluation of the effectiveness of partnerships within the context of marine nature-based tourism

in the UK and Ireland. By doing so, the intention was also to explore and develop the conceptualisation of effectiveness as dynamic, and to begin to address the current lack of such approaches to partnership evaluation. For the purposes of this study, the terms '*marine nature-based tourism*' and '*marine wildlife tourism*' were used to imply tourism activity which *intentionally* sought to encounter marine flora and fauna, and have been used interchangeably.

The aims of this research were three-fold. First, the research had a conceptual aim, namely to redefine the concept of effectiveness in relation to partnerships, to discern what it is and how it changes over time, and examine the conditions which shape the various determinants of effectiveness. Second, it had a methodological aim, to refine current approaches to evaluating partnership performance by developing a mechanism to enable temporal changes in the various determinants of effectiveness to be identified and traced. Third, it had an empirical aim, namely to examine the effectiveness of partnerships in the geographically distinct environment of the coastal zone and in an industry which, to date, has received little empirical examination in the UK. The focus on marine and coastal environments is particularly timely, given the development of new approaches to managing marine and coastal environments through the application of marine spatial planning (MSP), enshrined within the 2008 Marine and Coastal Access Bill. In order to address the research aims, the study had three key objectives:

1. To examine the nature, scale and extent of partnership activity associated with marine nature-based tourism across the UK and Ireland and identify partnerships for case study.

2. To identify key variables impacting on the effectiveness of partnerships centred specifically on the development, management and delivery of marine nature-based tourism in the UK and Ireland.
3. To identify temporal and spatial changes in the determinants of effectiveness and, taking a comparative approach across three case studies, examine the impact of such changes on partnership performance.

The research carries external validity in that, although it has examined the effectiveness of three partnerships with closely related aims and objectives, these partnerships were situated in different geographical and institutional contexts. The research has therefore addressed the question of 'what works, when' by examining the impact of changes in internal variables which comprise the effectiveness of partnerships, together with the important contribution that context makes to partnership performance (Blamey and Mackenzie 2007).

## **1.7 Structure of the thesis**

This first chapter has introduced the study, reviewed the emergence and establishment of partnerships as a response to changing modes of government and has situated the study within the coastal environment. Chapter 2 reviews the literature relating to the evaluation of partnerships and partnership effectiveness, and identifies the theoretical basis and practical difficulties associated with partnership evaluation. A suite of indicator variables is devised from the evaluation literature in different fields, establishing a robust framework for the analysis of partnership effectiveness.

Chapter 3 presents and critically evaluates the methodology adopted for this programme of research. The research programme comprised three distinct phases. First, a desk-based study was carried out to establish a database of information on the range and types of marine and coastal partnerships existing in the UK and Ireland. Second, from this database, a partnership was selected for pilot study, in order to test and refine case study methods (the findings from the pilot study are included at Appendix 1). In the third phase, three further partnerships were selected for detailed case study, to examine their performance in managing marine nature-based tourism activity. In Chapter 4, the geography of coastal partnerships in the UK and Ireland is examined. This chapter presents the findings of the first phase of research and provides the justification for the selection of the three case studies. The third phase of this research, namely to identify the key variables impacting on the effectiveness of the three case studies, is presented in the form of individual partnership narratives in Chapters 5, 6 and 7. The narratives provide a detailed analysis of change using the variables identified in Chapter 2. Chapter 8 then takes a comparative approach, comparing the impact of endogenous and exogenous changes on the performance of the three case study partnerships, and reflects on the main findings of the research by identifying the wider implications for the design and implementation of partnership policy intervention and evaluation. An agenda for further research is also proposed.

## Chapter Two

### Evaluating the effectiveness of partnerships

#### Introduction

Through a discussion of the concept of collaborative working and theoretical debates surrounding the emergence and application of partnerships, Chapter 1 established the prevalence of partnership approaches in the delivery of services, environmental management, development and regeneration. Partnership working is characterised by a coming together of organisations and individuals to resolve conflict or address specific issues which cannot be resolved by the organisations or individuals acting alone. Such approaches also have a potential role in empowering individuals to take an active role in identifying and delivering their own needs and in improving the effectiveness of policy interventions.

The literature is clear about the proliferation of such approaches and yet recognises that, to date, there has been a lack of empirical evidence to suggest whether they are any better at achieving their aims than more traditional policy interventions (Dowling *et al.* 2004). In addition, some authors have questioned whether these purportedly new institutions simply act as vehicles through which the state continues to enact its own policy goals in a top-down manner, rather than empowering more inclusive participation in policy formulation and implementation (Kearns 1992; Imrie and Raco 1999; Jordan *et al.* 2005; Holzinger *et al.* 2006). Although the need to evaluate the effectiveness of partnership approaches is recognised, there is, as yet, little agreement on the theoretical and methodological approaches that should be used. Indeed, a 'one size fits all' approach to evaluation

is unlikely to be appropriate given the diversity of the types of collaboration that exist and the complexity of the environments in which they operate.

The purpose of this chapter is to assess the various approaches that have been developed to evaluate the effectiveness of partnerships and to formulate relevant criteria for this study. The chapter begins with an examination of the theoretical basis which underpins approaches to evaluation. The various purposes of evaluation are discussed, as is the evolution of different methodological approaches. Questions of 'what', 'how' and 'when' to evaluate are addressed and 'realistic evaluation' is identified as the most appropriate methodology for this study (section 2.2). Section 2.3 discusses some of the practical challenges which arise in measuring the performance of partnerships, highlighting difficulties in choosing and applying appropriate measures of success. The context within which partnerships operate plays an important role in facilitating or restricting progress. Section 2.4 addresses the specific issues surrounding the evaluation of partnership performance in coastal environments, and introduces the framework of indicators which was devised to measure the performance of marine nature-based tourism partnerships in this study.

## **2.2 Theoretical perspectives on the evaluation of partnership performance**

Although the development of theories of evaluation is relatively young, its growth over the past twenty years has been exponential. Indeed, in their review of the development of different approaches, Pawson and Tilley (1997, p.1) suggest that the impulse to evaluate has become endemic across all policy sectors:



*'The enterprise of evaluation is a perfect example of what Kaplan (1964) once called the 'law of the hammer'. Its premise is that if you give a child a hammer then he or she will soon discover the universal truth that everything needs pounding. In a similar manner, it has become axiomatic as we move towards the millennium that everything, but everything needs evaluating' (original emphasis).*

### **2.2.1 Why evaluate?**

Definitions for the term 'evaluation' are as diverse as the approaches used and the environments and participatory mechanisms within which it is applied (Chess 2000; Oels 2006). Chelimsky and Shadish (1997, p. xii), however, neatly sum up the term as being '*about determining merit or worth*'. Evaluation can serve many different purposes, and the approach taken will depend on the motivation which lies behind the drive to evaluate. Capwell *et al.* (2000, p.15) note six primary reasons for evaluating:

#### *(i) To determine the achievement of aims or objectives*

A common form of measuring performance is by assessing the achievement of stated aims or objectives, usually at the end of an intervention, programme or partnership (*ex ante* evaluation). *Ex ante* evaluation is a type of summative assessment and is one of the best understood purposes for evaluation (Chess 2000). The success of a programme is assessed in terms of its ability to deliver planned outcomes and the results are often used to compare programmes to determine which approach works best in any given situation.

#### *(ii) To improve programme implementation*

Another of the important drivers for evaluation is the need to provide feedback and assess progress during the lifetime of a programme, in order to forecast the likelihood of achieving objectives and to make any necessary adjustments to

ensure success (mid-term evaluation). This type of evaluation is also summative, as it is designed to measure performance against specific criteria. However, this approach also includes elements of formative evaluation by examining the way that a programme is being implemented and by seeking ways to improve delivery (Chess 2000).

*(iii) To provide accountability to funders, communities and other stakeholders*

Providing measures of financial accountability is another well understood purpose of evaluation. In assessing performance, decisions can be made on the benefits of a programme relative to the costs associated with its implementation. In times of funding restriction, cost-benefit analysis can provide important insights into how limited resources may be used to maximum effect (Oels 2006).

*(iv) To increase community support for initiatives*

Increasing community support can be an important mechanism for raising the profile of an initiative and thereby securing further funding and support for the future development of the initiative. Reflecting on and evaluating the performance of an initiative can provide useful data, which can then be disseminated through various media to help engender further support and widen the engagement and participation of stakeholders.

*(v) To contribute to the scientific basis for interventions*

Evaluation for information on the achievement of programme outcomes or long-term changes represents another type of assessment: that of impact evaluation. Tracking the long-term outcomes from an intervention or programme, however, can be difficult to achieve and expensive. Difficulties include showing that changes are

achieved as a direct result of the intervention rather than other external variables. Although impact evaluation demands a long-term commitment to continue monitoring activity long after the intervention has ceased, this type of evaluation can provide valuable cumulative data which can help to provide a sound basis for future policy decisions (Chess 2000). In addition, this type of evaluation may also be driven by academic interest in establishing empirical evidence from which to refine and adapt theoretical models (Oels 2006).

*(vi) To inform policy decisions*

Evaluation data can be used for policy development in two specific ways. Impact evaluation data can be used to '*move political will and make investments in particular areas more likely*' by providing empirical evidence of the success of particular types of intervention (Capwell *et al.* 2000, p.19). Evidence from evaluation can also be used in a reflexive manner to refine existing policy objectives and make them more effective in practice through a process of policy learning (Sanderson 2002). This type of embedded evaluation forms a crucial element of adaptive management practice and is particularly prevalent in environmental policy initiatives (Hockings *et al.* 2000; Day 2008)

The six reasons for evaluation listed above provide an indication of the wide variety of purposes for evaluation. These purposes, in turn, form the basis for the identification of criteria against which aspects of partnership should be evaluated.

## **2.2.2 Approaches to evaluation**

As the imperative to develop collaborative approaches to address social and environmental issues has burgeoned, so too has the variety of approaches to evaluation (Pawson and Tilley 1997).

### **i. Positivist approaches**

Approaches centred on the positivist tradition attempt to isolate the specific 'ingredients' which ensure programme success from the mass of potential variables, using quantitative measures of outputs. This type of evaluation reflects the positivist tradition and relates most closely to laboratory-based 'experimental' methods, whereby the impact of a single variable on performance is measured, and all other variables are excluded. The central objective of this type of evaluation is to demonstrate a causal relationship between the action and the output: namely did the application of x cause the observed change in y, for example.

A key difficulty with the positivist approach is the heterogeneity of contexts within which partnerships operate. Given this heterogeneity, it can be extremely difficult to isolate the specific causal factors and then to apply them in a vacuum. Real-world situations are inherently complex and partnerships and programmes are subject to a range of dynamic endogenous and exogenous variables. The positivist approach therefore offers little benefit to geographical research because it fails to take account of the spatial and temporal complexity, which is inherent in real-world situations and ignores the effect of this complexity on partnership performance.

## **ii. Constructivist approaches**

Constructivist approaches to evaluation emerged in the 1970s, as a reaction against the positivist experimental paradigm (Pawson and Tilley 1997). Instead of attempting to find the generic principles behind an intervention, constructivist approaches focus instead on the actors and processes within a partnership and the impact that their perceptions and understandings have on the success of partnership actions (Guba and Lincoln 1981). In constructivist approaches, qualitative methods are the dominant paradigm. The constructivist approach led to one of the most important changes in evaluation research: namely the shift away from a focus on quantifying outputs towards a qualitative emphasis on the processes involved. As a result, evaluation research began to recognise the diversity of understanding and expectation about a programme that exists between stakeholders, practitioners and policy makers and the resultant impact that those multiple views could have on the success of the intervention (Guba and Lincoln 1981). Evaluation therefore began to acknowledge the importance of stakeholder perceptions, expectations and understandings, on the performance of partnerships and interventions.

There are difficulties, however, in focussing almost exclusively on the process of partnership rather than the outcomes. By viewing programmes or interventions as sets of negotiated understandings between different groups of stakeholders, each context is argued to be entirely unique and so provides no help in establishing external validity (Pawson and Tilley 1997; Blamey and Mackenzie 2007).

### **iii. Pragmatic evaluation**

In response to the difficulties associated with isolating the specific factors for success in complex environments, and the need for evaluation which could inform policymaking, a new suite of evaluation approaches called 'pragmatic' evaluations emerged during the 1990s. Pragmatic evaluation links the choice of evaluation tools (quantitative, qualitative or a mixed method) directly to the purposes of the research (Patton 1997). So, for example, a pragmatic research agenda may reflect the need to know whether a particular idea or project was successful in a particular environment (Pawson and Tilley 1997). As with positivist and constructivist approaches, however, the narrow scope and focus of pragmatic evaluation, driven by the specific needs of the end user, results in strong internal validity but weak external validity. The consequence is often that the wider goal of understanding why a specific intervention works in a specific context is lost (Chen and Rossi 1983; Chen 1990).

### **iv. Theory-based evaluations**

The approaches to evaluation described above are characterised by their focus on methods. Given that none of the method-led approaches described above was fully able to meet the needs of evaluating multi-dimensional partnership interventions, an alternative pluralistic approach called 'theory-based evaluation' was developed during the 1990s (Chen 1990; Sullivan and Stewart 2006). Theory-based evaluations grew out of programme theory and attempt to map the entire process of partnership, rather than inferring that success is the result of specific inputs and outputs (Cronbach 1963; Cronbach 1982; Hall 2004; Dickinson 2006). Two main

theory-based approaches have been used in the evaluation of health and social care partnerships: 'realistic evaluation' and 'theory of change'.

### ***'Realistic evaluation' and 'theory of change' approaches***

The 'theory of change' and 'realistic evaluation' approaches use theoretical and contextual understandings of the drivers for collaborative action to inform the evaluation process by shaping the specific research priorities and guiding the questions that the evaluation will seek to address (Connell and Kubisch 2002; Blamey and Mackenzie 2007). Important differences exist, however, between the two approaches (Dickinson 2006). The 'theory of change' approach is prospective: the evaluation process is embedded within the programme itself and is an iterative process. This type of evaluation is better suited to strategic evaluations of large-scale, multi-site or whole community programmes because of its stronger emphasis on programme outcomes and how change is being achieved. 'Realistic evaluation', on the other hand, is retrospective, with the evaluator remaining outside of the partnership being evaluated, and is better suited to micro-scale evaluations where the local conditions can provide important insights into why specific components of a programme work in a particular context.

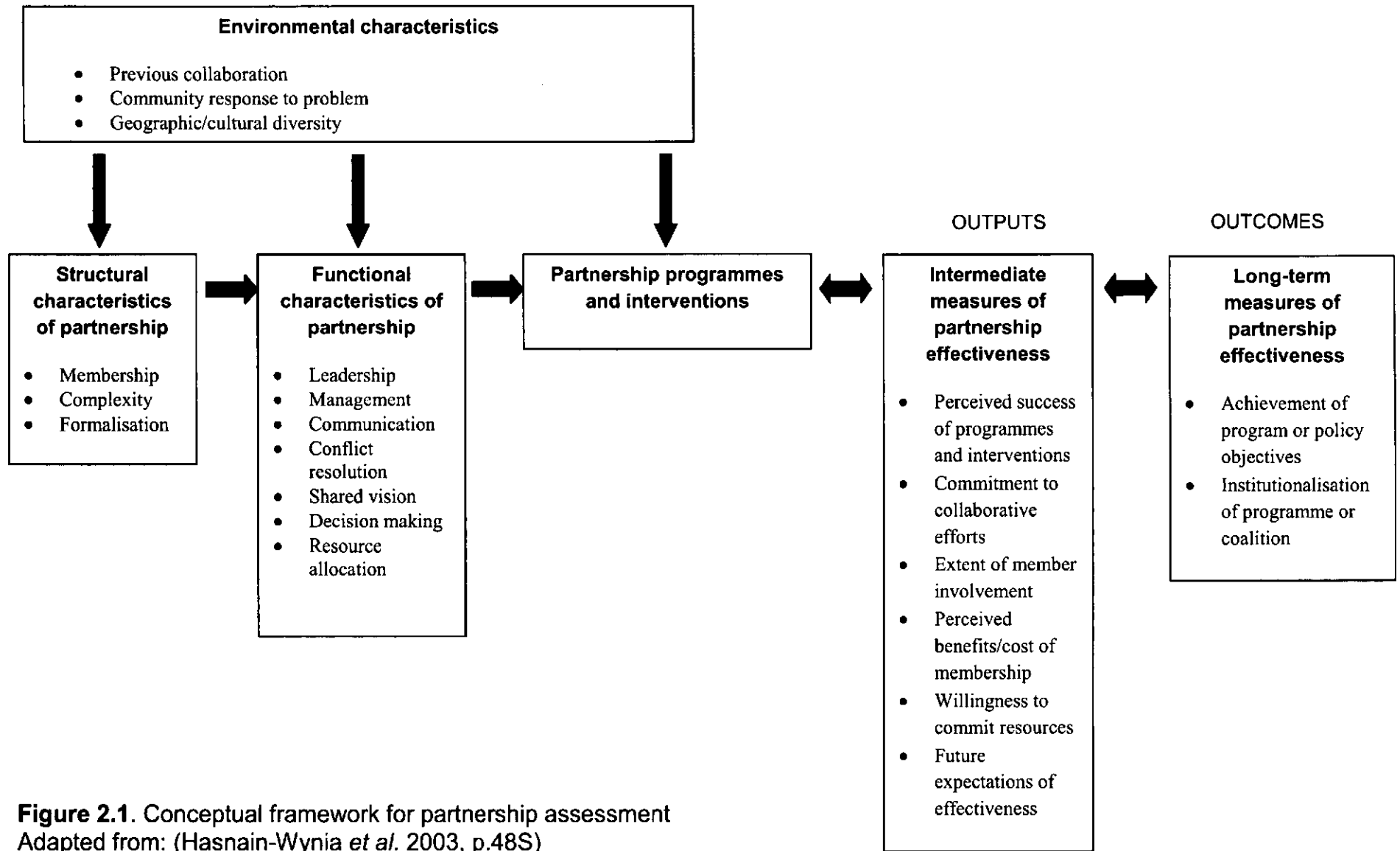
The 'realistic evaluation' approach divides programmes into three components; the context within which it operates (C), the mechanism used to deliver the programme (M) and the outcomes achieved (O). The same programme applied in differing contexts, it is theorised, can therefore lead to a variety of outcomes or CMO configurations. These different configurations provide a cumulative understanding of what works, for whom, and under what circumstances (Befani *et al.* 2007).

Hasnain-Wynia *et al.* (2003) provide an useful visualisation of the key characteristics and measures of a 'realistic evaluation' approach (Figure 2.1 overleaf). The framework shown in Figure 2.1 also encapsulates elements of Waddock and Bannister's (1991) 'interaction amongst partners' by acknowledging the role of previous collaboration experience, and community perceptions and understanding of the need for partnership action, under 'environmental characteristics'. The various conditions which exist prior to the establishment of a partnership, together with the specific geographical context within which it will operate, will have a significant impact on multiple aspects of the process, and are therefore treated as an integral element of the evaluation. The 'realistic evaluation' approach was selected for use in this research study because it offered a way to examine the quality of the process and achievement of outputs of marine nature-based tourism partnerships in the UK and Ireland, whilst also providing insights into the way that different geographical and institutional contexts had influenced and shaped partnership activity and performance.

### **2.2.3 When to evaluate?**

An important limitation in all of the approaches to evaluation described above is their application as linear processes (Sanderson 2002; Dickinson 2006). This linearity presents particular difficulties for the evaluation of partnerships which have no specific time frame or life expectancy, and therefore no clearly defined or obvious point at which they should be evaluated (Rowe and Frewer 2004). The point at which an evaluation of partnership performance is undertaken will clearly have an impact on the findings of that evaluation (El Ansari *et al.* 2001). Levels of





**Figure 2.1.** Conceptual framework for partnership assessment  
Adapted from: (Hasnain-Wynia *et al.* 2003, p.48S)

effectiveness in partnerships may change in response to changes in the endogenous and exogenous determinants of effectiveness (see Section 2.3.1 for a discussion on the determinants of effectiveness). Therefore, the point at which evaluation takes place may be crucial in understanding the reasons for success or failure. For example, viewed from a single temporal standpoint, partnerships may seem efficient, networked and progressive. In fact, they may have undergone a series of crises or flux based around specific issues, the *resolution* of which has resulted in the emergence of new collaborative cohesion and the achievement of stated goals.

Questions surrounding when to evaluate also affect the external validity of the findings of an evaluation. The difficulty of identifying the specific point in a partnership's life that evaluation should be undertaken is compounded if a comparative methodology is also used. For example, if a number of partnerships are selected for comparative study, they are unlikely to have begun to collaborate at exactly the same point in time, and will have taken differing lengths of time to reach maturity. Therefore, if partnerships with similar objectives, but operating in different contexts, are compared in order to determine the impact of context on partnership effectiveness, differences in their effectiveness may be because they are at different stages of development rather than because of differences in the way that they operate. Comparative evaluation of partnership performance therefore needs to draw on a detailed understanding of the endogenous and exogenous changes which have occurred during the lifetime of the partnership in order to draw robust conclusions about partnership effectiveness.

The way that partnership effectiveness is conceptualised over time also has important implications for the way that the effectiveness of policy intervention is evaluated. Figure 2.2 illustrates graphically different typologies of time. 'Clock' time (Figure 2.2 (a)) refers to:

*'the continuum – that is, time as a non-spatial dimension in which events occur in apparently irreversible succession from the past through the present to the future'* (Ancona et al. 2001, p.514).

'Cyclical' time (Figure 2.2(b)) refers to the recurring patterns which occur in the continuum of time, such as the seasons of the year, for example. 'Life-cycle' time (Figure 2.2 (d)) may include a cyclical process, but is delineated by clear start and end-points and, unlike cyclical time, is not necessarily repeated. Each of these typologies views time as progressing in a specific linear direction. Current approaches to evaluation use this linear conceptualisation of time to view effectiveness as a cumulative attribute, increasing through accretion over time (Figure 2.3). However, this thesis argues that such a cumulative and linear perspective is inaccurate, as variables within and outside of partnerships do not remain static, but can change (in a positive or negative way) according to internal and external dynamics.

Contrasting with notions of linear time is 'event' time. Event time may be predictable (Figure 2.2 (e)) in that an event is regularly repeated, or it may be repeated at irregular intervals (Figure 2.2 (c)) or it may be a singular event which is not repeated. This non-linear conceptualisation of time may be a more useful and accurate way to understand how the effectiveness of partnerships develops. Figure 2.4 illustrates the conceptualisation of effectiveness as a variable process.

### Types of Time

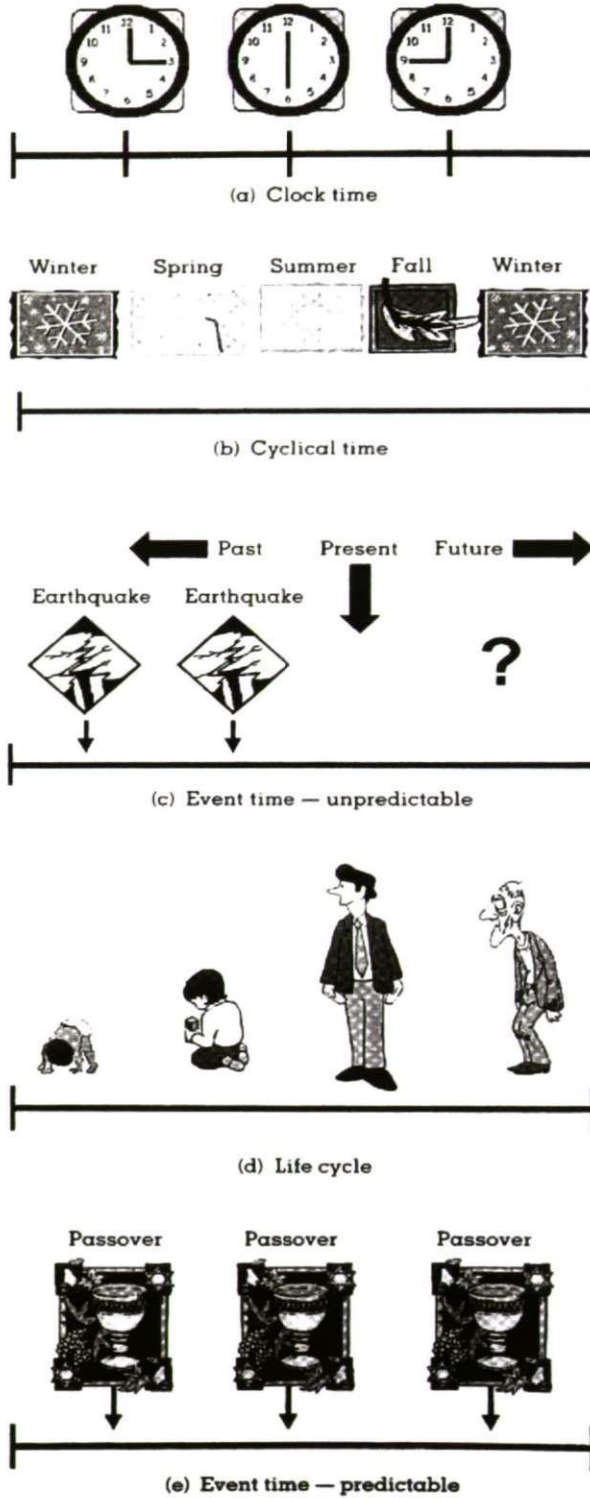
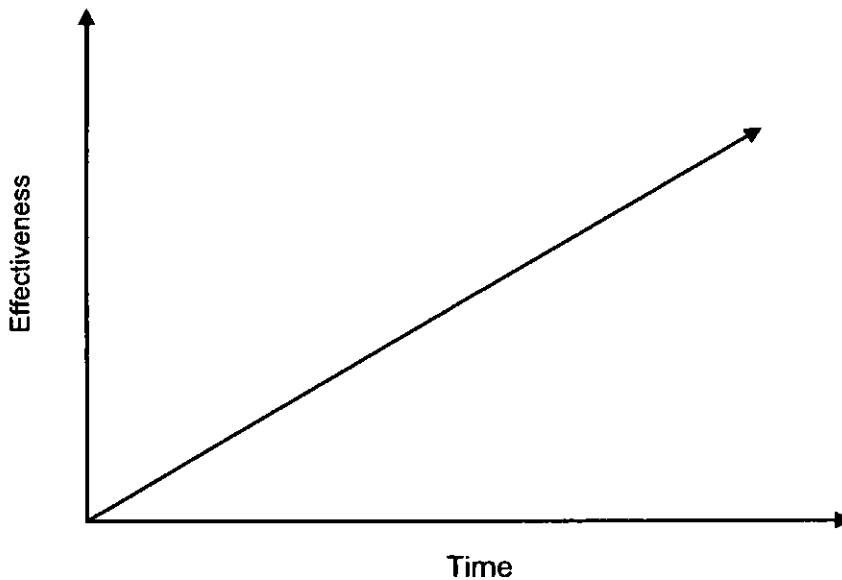
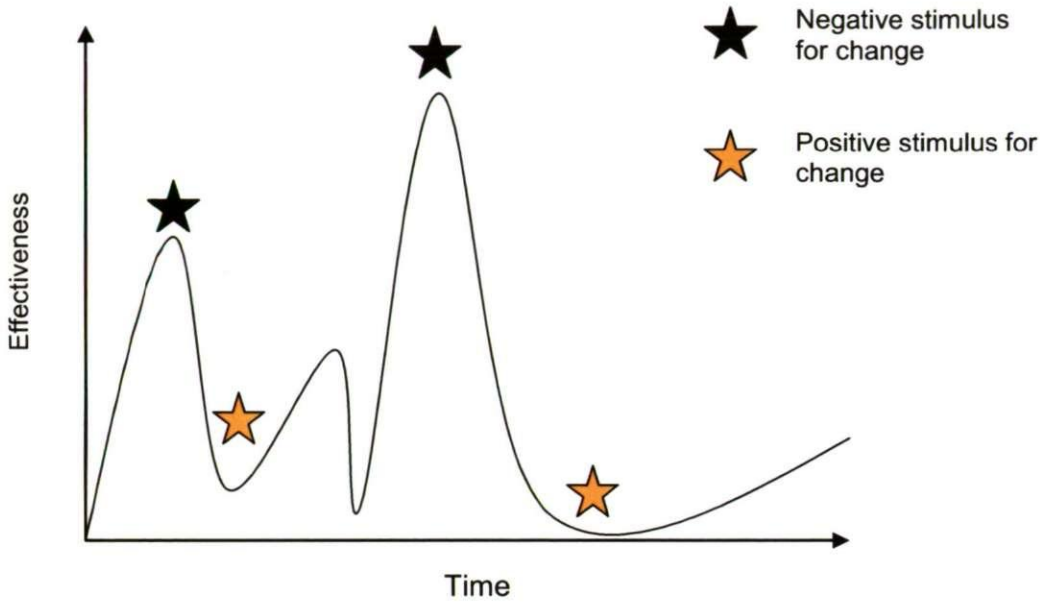


Figure 2.2. Typology of time. Source: (Ancona *et al.* 2001).

As can be seen in Figure 2.4, effectiveness changes in response to both positive stimuli (light stars) and negative stimuli (dark stars). In this non-linear conceptualisation, the level of effectiveness at any one point is the product of a suite of variables, or determinants of effectiveness, acting from both within and outside of the partnership, and which combine to produce a composite, termed 'effectiveness'. This study has therefore measured the impact of a range of determinants of effectiveness, drawn from the literature, in order to investigate how the 'effectiveness' of marine nature-based tourism partnerships in three different geographical and institutional contexts is constituted, and how it has changed over time. These determinants of effectiveness are discussed in Section 2.3 below.



**Figure 2.3.** Traditional conceptualisation of effectiveness as a cumulative, linear progression through time. Source: Author.



**Figure 2.4.** Alternative conceptualisation of effectiveness as a variable, non-linear progression through time. Source: Author.

### 2.3 Challenges in measuring the performance of partnerships

As noted in Chapter One, there is considerable variety in the way that organisations and individuals work together to achieve common goals.

Partnerships exhibit differences in terms of their structure, composition and agency (Selin 1999; Rowe and Frewer 2004). In addition, partnerships operate within dynamic policy and institutional contexts and are themselves subject to change in terms of stakeholder engagement and resource availability (Sanderson 2002). As a result, measuring the effectiveness of partnership performance is difficult.

As a first step, it is important to set clear and unambiguous criteria for assessing success. However, achieving this goal in practice is not straightforward and will depend on the chosen evaluation methodology. Difficulties exist in agreeing which

indicators of success to use and in reaching consensus on the level of achievement of each indicator (Dixon and Sindall 1994). In addition, conceptualisations of 'success' may vary between individual stakeholders, particularly if the partnership has been established or led by a top-down imperative and participants have had little or no opportunity to be involved during the early stages of partnership formation (El Ansari *et al.* 2001; Glendinning 2002).

Partnerships may achieve a wide range of benefits which are not necessarily identified as target outcomes. For example, a partnership in a coastal environment may not have achieved its stated objective of publishing a management plan, but may still have developed a shared sense of purpose and cohesion amongst divergent stakeholder groups, which later facilitates the implementation of other partnership actions (Stojanovic and Barker 2008). In this respect, there may be value in the act of partnership itself (Asthana *et al.* 2002).

Examining the effectiveness of a single local partnership in inherently complex 'real world' environments carries its own set of specific difficulties. The challenge becomes even greater when attempting to evaluate the same criteria across multiple case studies in order to achieve comparability (Freeman and Peck 2006). Specifically, the differing contexts within which partnerships work can have a significant influence on the way that the same set of management principles are interpreted and implemented (Dahl-Tacconi 2005). For example, differing legislative and policy environments can lead to significantly different ways of enacting agreed actions and interventions. Changes in one variable, such as staff turnover within partner organisations, for example, may lead to significant changes in other variables, such as the availability of resources or the confidence with which

representatives can make decisions (Freeman and Peck 2006; Fletcher 2007a). Differing cultural contexts can also play an important role in the way that partnerships operate (Evans 2004; Freeman and Peck 2006). Evans (2004), for example, has described the degree to which individual or personal agendas and interests shape, promote or restrict the achievement of collective objectives.

### **2.3.1 Defining the determinants of effectiveness**

Given the challenges to evaluation noted above, dividing partnerships into three elements, namely: *context*, *process* and *outcome*, as espoused in the 'realistic' approach to evaluation, offers a useful framework within which to work (Figure 2.5). Associated with each of the three elements is a set of 'determinants of effectiveness'. These determinants of effectiveness have been drawn from the literature on evaluation across a broad range of fields and are considered to be the key generic ingredients for successful partnership working (Asthana *et al.* 2002; Dowling *et al.* 2004).

Determinants of effectiveness associated with the context within which a partnership works include a 'pro-partnership' political and cultural climate, in which partnership action is seen as the most appropriate method for dealing with the specific issue at hand, and which is particularly important in driving the early stages of partnership formation. Determinants of effectiveness associated with the process of partnership include the degree to which all relevant stakeholders are included in the process, the level of commitment that stakeholders have to remain actively engaged in partnership activity and the degree to which levels of trust exist between stakeholders from different sectors. The important determinants of output



and outcome effectiveness include the extent to which stakeholders are prepared to abide by agreed actions, the degree to which objectives have been realised and the ability of the partnership to shape and influence future policy (Oels 2006).

Each individual determinant plays an important role in contributing to the overall effectiveness of the process and to the perceptions of effectiveness held by stakeholders within and outside of the partnership (Hasnain-Wynia *et al.* 2003). It should be noted, however, that there can be elements of overlap between the elements, as benefits which emerge from the *process* (such as increased levels of trust and understanding between stakeholders, for example, may also be viewed as partnership achievements or *outcomes* (Chess 2000). This interconnectedness is shown in Figure 2.5 by thin black arrows which link the determinants of process effectiveness to the determinants of output/outcome effectiveness. In addition, a large arrow links the achievements of the partnership back to the context within which it operates, to highlight the notion that partnership activity is embedded within the places and spaces within which it operates, and will therefore have an impact on that context throughout its actions and achievements. This influence may be both positive and negative. For example, if there has been little experience of partnership working prior to the new collaboration, as the partnership progresses, stakeholder perceptions of the purpose and value of the partnership change (either positively or negatively), altering their willingness to continue to participate and influencing the opinions and perceptions of other stakeholders outside of the partnership who may be considering joining .

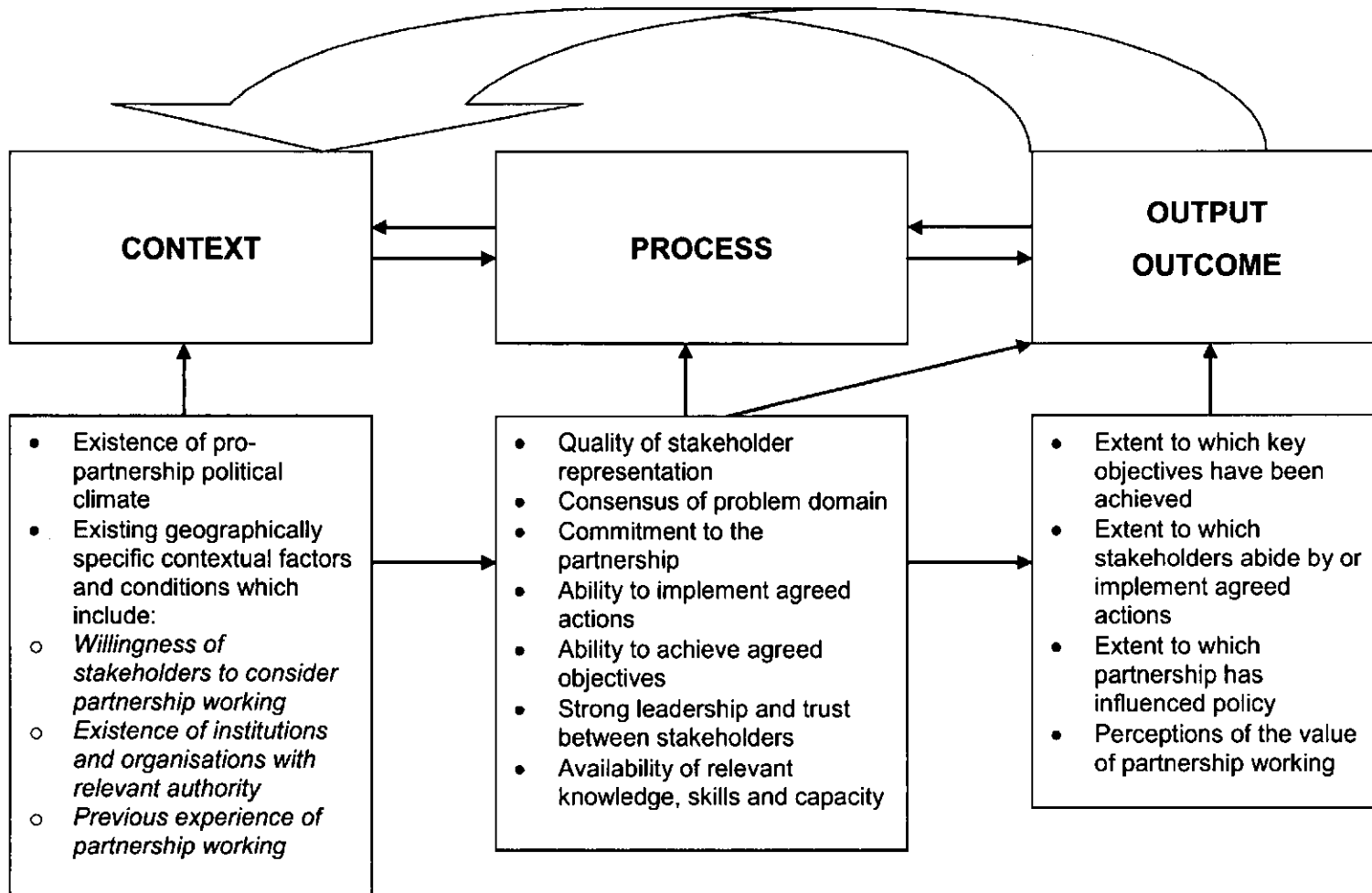


Figure 2.5. Conceptual model of the determinants of effectiveness. Source: Author

Attaining consistently high levels of achievement of the determinants of effectiveness is difficult. It is unrealistic to assume that partnerships will achieve high levels across all determinants at all times. It is much more likely that achievement will be fluid and dynamic, with good levels of achievement occurring in specific determinants at different times. Successful partnerships may therefore be characterised by consistently good levels of achievement across multiple determinants over a prolonged period of time. In assessing performance, the goal of evaluation should therefore be to identify why partnerships have failed to achieve consistently high levels of the determinants of effectiveness over time and, to provide insight into how any decline in performance can be improved.

Each of the challenges noted above highlights the need for evaluation approaches which reflect not only the context, mechanism and outcomes of a particular partnership, but also *changes* in those three elements over time. For this reason, this thesis develops and extends existing conceptual and methodological understandings of how multiple variables contribute to holistic partnership effectiveness. By examining changes in the degree to which the determinants of effectiveness are achieved, and comparing their achievement across case study partnerships operating in different legislative and institutional contexts, the research will explore the impact of such changes on the processes and products of partnership working.

## **2.4 The use of indicators to measure partnership performance**

Indicators provide an important method of measuring the degree to which the determinants of effectiveness have been achieved within partnerships. The use of indicators to measure the performance of partnerships has been at the heart of the evaluator's tool kit for some time (Pomeroy *et al.* 2005). However, as a result of the diversity in purposes of, and approaches to, partnership working, there appears to be little consensus in the literature as to which indicators should be selected and used. As a result of this multiplicity of approach, the application of indicators varies considerably across sectors.

### **2.4.1 Indicator types**

The indicators discussed in the literature fall into four specific categories: *input*, *process*, *output* and *outcome*. Where collaborations are driven by a specific policy driver, quantitative indicators based on desired *outputs* may be selected. So, for example, in the evaluation of a coastal habitat management programme, an indicator might be selected to show the area of wetland habitat restored by the end of the programme (Ehler 2003). This type of positivist output indicator measures the level of attainment of a specific target or goal, generally at the end of a programme (Dixon and Sindall 1994). A second type, *input* indicators, relate specifically to the resources used in delivering a partnership or collaboration and may include measures of the availability of financial capital or human resources, for example. Third, *process* indicators are used to measure aspects of the quality of the implementation stages of partnership activity. Indicators in this category may include quantitative measures of the number of stakeholders participating, or may

be more qualitative in nature, assessing participants' ability to gain access to decision-making structures (Bramwell and Sharman 1999; Fletcher 2003). Finally, *outcome* indicators indicate the attainment of longer-term targets or goals (Burbridge 1997; Olsen 2003). This type of indicator is used to measure the more deep rooted changes, such as changes in behaviour or, using the coastal habitat programme example used above, more qualitative results such as improved levels of awareness of the importance of integrated coastal management amongst the general public (Ehler 2003).

In terms of identifying indicators to measure the determinants of effectiveness associated with the context within which partnerships operate, few generic principles are appropriate, given the uniqueness of individual partnership contexts. Instead, this research used the conceptual framework of bounded decision-making corridors developed by Wilson (2008), in which specific local institutions, cultures and environments are identified. These decision-making corridors represent the external institutions and practices within which partnership decision-making is constrained and which have helped to shape the development trajectory taken by each case study partnership.

#### **2.4.2 Challenges in applying indicators**

There are a number of challenges and difficulties associated with the use of indicators. These include questions of who should decide which indicators to use (Fraser *et al.* 2006) and how and when measurement should be applied (Burbridge 1997; Hockings *et al.* 2000). When using outcome indicators, directly attributing long-term changes to a particular intervention can be extremely difficult and is one

of the key limiting factors when using a utility-based approach to evaluation, especially to assess the efficacy of a particular policy (Dixon and Sindall 1994; Geddes 2006). Such problems are compounded when evaluating coastal partnerships because of the few well defined short-term outputs to measure and the difficulty of attributing cause and effect (Stojanovic *et al.* 2004).

Difficulties also arise in evaluating the effectiveness of partnerships which have poorly defined purposes (Stojanovic *et al.* 2004). Partnerships that have been established to manage the development of marine nature-based tourism activities in the UK and Ireland fall into this category. The purpose of these partnerships is not to deliver a specific policy, nor are they established as a last resort when policy has failed. Instead, these public-private sector partnerships tend to be initiated as a reaction to growth in commercial activity. Calls for partnership action appear to be based on a perceived environmental problem, which is poorly defined in political terms, and for which there is often little or no clear scientific evidence to justify the intervention (Day 2008). Measures of the quality of the process of partnership are helpful here in identifying the barriers and motivators for success in such partnerships. In some circumstances, where the introduction of specific management tools, such as codes of conduct or accreditation schemes form part of the explicit objectives of the partnership, these measures can be used as measurable outputs.

Using indicators to assess the level of consensus achieved over a specific issue may also be problematic. For example, much of the literature tends to treat stakeholder groups as homogenous in terms of the views that they hold. In reality, however, individual stakeholders within a group are likely to differ in terms of their

interests, experiences, needs and expectations and assigning a particular viewpoint to a stakeholder group may therefore be misleading. Instead, the range of views which exist within each stakeholder group should be acknowledged (Pomeroy and Douvere 2008).

#### **2.4.3 A framework of indicators to measure progress in marine nature-based tourism partnerships**

In order to measure the effectiveness of the partnerships in this study, a framework of indicators was devised from the broad range described in the literature (Table 2.1). The determinant of effectiveness is listed in column 1 of Table 2.1, and the specific indicator(s) used to measure achievement of the determinant is shown in column 4. These generic indicators have been drawn from the literature on indicator selection and use, and from research which has identified key elements of success for partnership working across a broad range of contexts, including health and social welfare (Hasnain-Wynia *et al.* 2003; Halliday *et al.* 2004), tourism development (Jamal and Getz 1995; Selin and Myers 1998; Bramwell and Lane 1999; Vernon *et al.* 2005), rural and urban regeneration (Carley 2000; Geddes *et al.* 2007; Derkzen *et al.* 2008) and integrated coastal management (Ehler 2003; Fletcher 2003; Olsen 2003; Stojanovic *et al.* 2004; Heylings and Bravo 2007).

These indicators are used in this study to assess the levels of, and changes in, the determinants of effectiveness described in Section 2.3.1.

It is important to note here that the boundaries between many of the indicators are indistinct; they overlap to some extent and are interrelated. For example, the way that stakeholders represent the views of their constituents is also related to their

level of commitment to the partnership, their levels of knowledge and understanding about specific issues and the degree to which they trust their fellow stakeholders. Change in the level of one indicator is therefore also likely to be associated with changes in other related indicators. Each group of indicators shown in Table 2.1 is discussed in turn.

### *1. Quality of stakeholder representation*

There is clear evidence in the literature which points to the importance of including all relevant stakeholders in the process of identifying and addressing issues which affect them socially, economically and culturally. Fletcher (2003) refers to the process of identifying and selecting participants for partnership action as 'structural representation' and highlights four key elements namely: (i) the mechanisms used to identify potential participants; (ii) the criteria used to determine who is eligible to participate; (iii) the criteria used to select members for decision-making structures; and (iv) the extent to which the composition of the partnership accurately reflects the wider stakeholder profile. The transparency of processes for nominating representatives from partner organisations, ensuring that they accurately reflect the views of their constituencies and removing them where necessary, is also an essential component for ensuring accountability (Fletcher 2003; Fletcher 2007b).

Once partnerships have become established, other aspects of stakeholder representation become important. Turnover, for example, refers to the processes whereby existing stakeholder representatives leave and others join the partnership (Freeman and Peck 2006; Fletcher 2007a). Inevitably, where representatives participate as a function of their employment, changes in personnel are likely to occur. Staff changes can cause decision-making to become more difficult as a



**Table 2.1.** Indicators to measure multiple aspects of partnership effectiveness synthesised and devised for this study

Determinant of effectiveness	Type	Provides a measure of	Specific indicator
1. Quality of stakeholder representation	Process	The quality of the partnership in terms of the equity and inclusivity of the stakeholder identification and inclusion process (Fletcher 2003)	1a. The extent to which the range of participating stakeholders is representative of all stakeholders (Bramwell and Sharman 1999)
			1b. The extent to which individuals representing a stakeholder group are fully representative of that group (Fletcher 2003)
			1c. The extent to which stakeholders are actively engaged in decision-making (Olsen 2003; Heylings and Bravo 2007)
2. Consensus of problem domain	Process	The extent to which a shared agenda for the future direction of the partnership is developed (Carley 2000)	2. The extent to which there is agreement among participants about the need for and intended scope of the collaboration (Heylings and Bravo 2007; Davis 2008)
3. Commitment to the partnership	Process	The extent to which partners feel that there will be benefits to all partners from their efforts, that they are interdependent and that they add value to the partnership (Carley 2000)	3a. The extent to which relevant stakeholders see that there are positive benefits to entice their participation (Bramwell and Sharman 1999)
			3b. The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone (Bramwell and Sharman 1999)
4. Implementation of agreed actions	Process	The extent to which partners are able to make decisions (Selin and Myers 1998)	4a. The extent to which all stakeholders have access to the information needed to make effective decisions (Barker 2004)
			4b. The extent to which partners have the confidence and resources to make commitments and decisions (Carley 2000)
			4c. The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation (Carley 2000)
			4d. The extent to which stakeholders are prepared to abide by agreed management interventions (Bramwell and Sharman 1999)
5. Productivity	Output	The extent to which partners have progressed towards achieving specified target outputs (Stojanovic <i>et al.</i> 2004)	5a. The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action (Ehler 2003)
	Output outcome		5b. The extent to which the partnership has been able to influence policy at local, regional, national levels and above (Vernon <i>et al.</i> 2005)
6. Stakeholder qualities	Process	The role played by key individuals in the partnership process (Edwards <i>et al.</i> 2000)	6. The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate (Jamal and Getz 1995; Derksen <i>et al.</i> 2008)
7. Social learning	Process	The extent to which partners have gained trust and understanding from each other and the process (Edwards <i>et al.</i> 2000)	7a. The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues (Wescott 2002; Fletcher 2003)
			7b. The extent to which levels of trust between stakeholders have improved (Halliday <i>et al.</i> 2004; Geddes <i>et al.</i> 2007)
	Output outcome		7c. The likelihood with which partners would embrace the collaborative process in the future (Selin and Myers 1998; Hasnain-Wynia <i>et al.</i> 2003)

result of the loss of continuity, knowledge and experience, with new representatives having to 'play catch-up' to ensure that their level of knowledge concerning key partnership issues is sufficient to enable them to participate effectively.

Fletcher (2003) has also identified a moral dimension to stakeholder participation, arguing that stakeholders who are directly affected by an intervention have a moral right to participate in the discourse and decision-making surrounding that intervention. In contrast, Hajer and Versteeg (2005) argue that the engagement of commercial interests in decision-making may lead to the weakening of environmental regulation or the reshaping of discourses towards more commercial objectives as a result. Nevertheless, if the aim of marine nature-based tourism partnerships is to implement workable and locally appropriate regulation (either voluntary or statutory) of the marine wildlife tourism industry, then the inclusion of commercial operators within decision-making structures in these resource-dependency partnerships is crucial (Jamal and Getz 1995; Heylings and Bravo 2007). In addition, experience from common-pool resource management partnerships, such as those operating in coastal environments, has also shown that the inclusion and continued engagement of a wide range of stakeholder interests tends to ensure that proposed interventions are fully tailored to local conditions, again increasing the likelihood of success (Gray and Hay 1986; Pomeroy and Douvere 2008; Stojanovic and Barker 2008).

## *2. Consensus of problem domain*

The process of bringing stakeholders together to debate the need for collaborative action is an important step in creating and developing cohesion between

participants. Without such collective agreement, partnerships tend to flounder and fail (Gray 1989). This collective 'visioning' process is often led by an individual or an organisation in the first instance, and marks the beginning of a process of negotiation through which partnership aims and objectives are developed and refined (Bramwell and Sharman 1999; Carley 2000). Actor network-theory uses the term 'nodal actor' to describe the role played by a key individual (in the case of partnerships this can also be an organisation) in stimulating debate and attracting other actors to form an initial network of stakeholders in order to address a particular issue (Selman 2000).

Equity in the way that partnerships are convened during the early stages of their formation has also been shown to have a significant impact on the degree to which consensus over the need for partnership action is achieved (Jamal and Getz 1999). Strong agreement amongst participants about the need for collaborative action also provides an important touchstone to which participants can return during periods of conflict or difficulty (Heylings and Bravo 2007). It is also important to note, however, that partnerships are unlikely to achieve consensus on every issue and on every occasion (Bramwell and Sharman 1999). Indeed, the achievement of partial consensus, as outlined by Bramwell and Sharman, in their study of collaborative tourism planning projects, is a more likely scenario and is an important indication of the equity of the process through the inclusion of dissenting viewpoints in the decision-making process.

### *3. Commitment to the partnership*

Collaboration inevitably entails some form of cost to participants, through contributions to financing partnership activity, or by spending time at meetings and

communicating with other participants. For many, the decision to participate will therefore depend on a positive assessment of the likely costs and benefits of participating (Jamal and Getz 1995; Bramwell and Sharman 1999). Other stakeholders may only participate if partnership aims and objectives concur with their own or their organisation's objectives (Selin and Chavez 1995 b.).

If a partnership is to retain the interest of stakeholders, it is important that the majority of stakeholders accept that the partnership approach will produce better results than could be achieved by individuals working alone, or that the collective approach is the only route open to them (Bramwell and Sharman 1999; Carley 2000). In contrast, some stakeholders may only engage with the partnership because they fear that if they do not participate, their own interests will be overlooked, or they will be disadvantaged by decisions made by the partnership over which they have had little or no control (Gray 1989; Davis 2008).

Measures of commitment to partnership action tend to use levels of attendance at meetings to infer commitment, with high levels of attendance inferring high levels of engagement (Heylings and Bravo 2007). Such measures can be misleading, however, as representatives who participate as a function of their employment will have different levels of motivation and resources to attend compared to interested individuals and those from the private sector, for example. In addition, non-attendance may signify dissent with some aspect of the partnership, as Shortall (2008, p.452) notes:

*'non-participation can represent a valid and legitimate choice, and [is] often one made from a position of power'.*

Care must therefore be exercised when inferring commitment to partnership action from attendance alone.

#### *4. Implementation of agreed actions*

Implementation of actions is both enabled and constrained by the local contexts within which partnerships operate, and a sound knowledge and understanding of these local conditions is crucial if workable solutions are to emerge (Barker 2004; Stojanovic *et al.* 2004). One particular factor associated with poor partnership performance across all sectors is the lack of secure, long-term funding. This lack of funding is a particular issue in coastal partnerships, which are not prescribed by a statutory requirement and must therefore seek funding from wherever they can. Funding for core costs, as opposed to that raised for specific or individual projects, is particularly difficult to secure and can lead to the 'hamster wheel syndrome', where staff spend the majority of their time searching for funding rather than developing and managing partnership activity (McGlashan 2003).

Olsen (2003) has noted the importance of attracting and retaining partner organisations which have relevant statutory responsibilities to ensure that collectively agreed actions can be implemented. It is clearly also essential to ensure that all stakeholder representatives have sufficient authority, usually through seniority within their organisation, to be able to make decisions and commit to the implementation of actions on behalf of their respective organisations. Without this authority, decision-making must be deferred until authority to act has been secured, resulting in loss of momentum and stalling of partnership progress.

The extent to which partners are prepared to abide by voluntary restrictions is an important measure of commitment to achieving partnership goals. Open and unregulated access to commercially important resources provides little incentive to individuals to adhere to voluntary restrictions if casual competitors are able to freely access them without retribution (Ostrom 1990; Fahy 2008). For example, Hoare (2002, p. 22) notes:

*'where vested interests conflict with non-statutory proposals, the incentives for non-compliance can be powerful'.*

Regulation of access to resources is a particularly relevant point for marine nature-based tourism partnerships because their primary purpose is to use voluntary initiatives to manage a private sector industry operating in a common-pool resource.

##### *5. Productivity*

Productivity indicators measure the extent to which a partnership has been successful in implementing the actions and policies which have been developed and agreed through the collaborative process (Ehler 2003; Stojanovic *et al.* 2004). The ability of multi-sector partnerships to raise the profile of an issue beyond immediate partners and to bring it to the attention of the general public and policymakers is argued to be an important aspect of the purported shift from a traditional top-down style of government to a decentralised and more inclusive 'bottom-up' form of network governance (Goodwin 1998; Geddes *et al.* 2007). Evaluation of the performance of partnerships therefore provides insight into the reality of purported new governance approaches by indicating whether new policies have, in fact, been developed as a result of the partnership process (Forsyth 2005).

A note of caution is needed here, however. Marine nature-based tourism partnerships in the UK and Ireland differ somewhat from those studied elsewhere, in that they have not been established as a surrogate form of directive, to be implemented where other policy has failed. As noted above, the purpose of these partnerships was to collaboratively manage the development of an emerging industry in the absence of any policy imperative, statutory responsibility or scientific evidence of resource degradation. The insights gained from these case studies regarding their influence on policy may therefore only be partially transferable to other multi-stakeholder partnerships because of the lack of a clearly defined purpose within these partnerships. However, general principles are likely to emerge which will have relevance to partnerships across all sectors.

#### *6. Stakeholder qualities*

Effective leadership has been identified as an important element of partnership working for a number of reasons. First, strong leadership is seen as essential if conflicting viewpoints are to be reconciled so that consensus-based decisions can be reached (Garrod 2003). Second, it is argued that strong leadership creates a climate of motivation which encourages other individuals and organisations to participate (Carley 2000).

Strong leadership, however, is also associated with notions of power and equity. For example, allocation of roles or access to decision-making structures within some partnerships is based on possession of resources (Carley 2000; Fletcher 2003) and therefore some participants will have less influence because they have access to fewer resources (Gray *et al.* 2005). The way that leaders are identified is also bound up with existing entrenched models of top-down government. Treby

and Clark (2004, p.354) note that the current system of coastal management in the UK:

*'...dictates that it is the formal decision-maker (i.e., leader of the Steering Committee which in most cases is a Local Authority coastal officer [...]) who implements the participatory process, with participation remaining their agenda, rather than that of the public'.*

Indeed, empirical evidence from the literature suggests that in many partnerships, the perception remains that:

*'...purse-holders' and information-hoarding agencies' dictate the terms and conditions of partnership' (Carley 2000, p.282).*

The direction and purpose of partnerships are often prescribed by government before wider consultation takes place (Selin and Myers 1998; Netto 2000; Dalton 2006; Pomeroy and Douvere 2008). This perception of a *fait accompli* supports the view that purported new approaches to governing, through bottom-up identification and fulfilment of societal needs, are not replacing more traditional top-down methods of governing.

Distributions of power within partnerships also provide an indication of the persistence of social elites and structures (Derkzen *et al.* 2008; Shortall 2008).

Allocation and distribution of power within partnerships does not necessarily remain static, however, and possession of resources does not always remain coupled to possession of power. Power struggles may therefore signify the absence of a single dominant partner and be an important indicator of the emergence of more equitable decision-making (Derkzen *et al.* 2008).

Possession of knowledge, and in particular scientific knowledge, may also be linked to possession of power (Walley 2002). The possession and use of knowledge is a particularly important issue for partnerships which have an



environmental management purpose, such as the marine nature-based tourism partnerships studied in this research. Treby and Clark (2004, p.356) note the role played by 'expert' knowledge in coastal management partnerships in the UK:

*'..in principle, 'local' knowledge may be entirely capable of developing sustainable approaches without 'expert' intervention, but in practice, where government funding is involved, the roles and relationships inherent in the planning systems of countries such as the UK assume an expert component in decision making and response implementation'.*

Although there may be strong recognition of the need to engage all relevant actors, including the commercial operators who will be directly affected by partnership activity, nevertheless, scientific knowledge is likely to play a privileged role in influencing partnership direction and activities by providing respectability, credibility and a justification for funding.

## 7. Social learning

Although some progress has been made in developing stakeholder capacity in coastal management programmes over recent years (Wescott 2002), there is little evidence that its importance, as one of the key determinants of partnership effectiveness, has yet been fully recognised. Capacity building in coastal management partnerships has been hampered by limited community participation, conflicting value judgements of stakeholders and an emphasis on environmental outputs as opposed to the benefits that the process of collaboration can deliver (Barker 2004). Capacity building is also an important element of sustainable development goals and was therefore an embedded objective within the aims of each of the partnerships studied.

Developing and maintaining trust has also been recognised as an important element of successful partnership working (Edwards *et al.* 2000; Halliday *et al.*

2004; Geddes *et al.* 2007). In their evaluation of Local Strategic Partnerships, Geddes *et al.* (2007) identified two differential development trajectories which partnerships may follow. The 'virtuous cycle' is likely to be found in contexts where a history of collaborative working already exists with good levels of trust between participating organisations. Participants are therefore willing to engage with the process and do not need to be convinced of the benefits of collaborative action. Contrasting with the virtuous cycle is a 'vicious cycle', most commonly found in local contexts with little or no history of partnership working and therefore little pre-existing trust between participants. Engagement of actors is also more difficult in this type of partnership and is likely to be limited and superficial. Therefore, in order to propel partnerships towards the 'virtuous', participants need to develop trust in their fellow stakeholders and feel that their contribution is valued.

Positive experiences of partnership working are also important determinants of effectiveness (Selin and Myers 1998; Hasnain-Wynia *et al.* 2003). Partners need to feel that the time and energy that they contribute (often on a voluntary basis) are valued and are well spent. Inevitably, perceptions and understandings of effectiveness will vary between stakeholders and will depend on their own personal agendas and experiences (Cheng and Mattor 2006). If conflicts are dealt with quickly and in a fair and open manner, stakeholders are likely to have a more positive experience and be more likely to continue to participate, or to participate in other partnerships in the future (Geddes *et al.* 2007).

#### **2.4.4 The impact of context on partnership performance**

As noted in the preceding discussion, much of the partnership evaluation literature to date has focused on the importance of a range of factors, including the legitimacy of participants, availability of resources and achievement of consensus in decision-making (Dowling *et al.* 2004). In addition to the process and output indicators described above, and in line with principles of 'realistic evaluation' (Pawson and Tilley 1997), this study also examined the wider institutional contexts within which each partnership operated. Partnerships are embedded in the geographical and institutional contexts within which they operate. The inclusion of detailed information on these contexts enables comparisons to be made between case studies to assess the impact that such contexts have on the achievement of partnership effectiveness. Factors such as previous experiences of partnership working, a pro-partnership political climate, and the engagement of key organisations and agencies with the relevant authority to implement actions all have an important influence on the establishment of partnerships and on their ability to achieve stated aims and objectives (Darwin 1997; Dalton 2006; Geddes *et al.* 2007; Stojanovic and Barker 2008).

The geographical and institutional contexts within which partnerships operate are complex. Decision-making in such complex environments is constrained and enabled by internal and external factors and the way that partnerships form and develop is therefore a product of these factors. In his study on farm-level multifunctional agricultural transitions, Wilson (2008) has conceptualised the trajectories taken by a broad range of farm types as corridors, in which decision-making is bounded by existing farm-level conditions and the contexts within which

farms exist. The path dependencies highlighted by Wilson (*op cit.*) also have direct relevance in understanding the way that marine nature-based tourism partnerships develop. The conceptualisation of a bounded system of decision-making thus offered an interesting framework within which to identify and examine the factors which have enabled or constrained the progress of marine nature-based tourism partnerships towards achieving their goals.

In addition, Wilson has identified transitional ruptures, which represent a sudden change in the transition trajectory, caused by a change in farm ownership, for example. Such transitional ruptures may represent the point at which the effectiveness of partnerships changes abruptly (as shown in Figure 2.4, p.54).

Transitional ruptures may therefore represent 'snapping zones', where institutional realignment, such as a change in legislation, takes place and partnerships must adapt to new or altered conditions if they are to continue to progress towards achieving their targets.

To summarise, a number of factors which play a key role in either promoting or constraining the effectiveness of partnerships have been identified. Factors which promote effectiveness include well informed stakeholders who are able to make sound decisions based on a clear understanding of the complex environments within which the partnership operates (Barker 2004; Fletcher 2007a) and who have the authority from their respective organisations to make such decisions (Carley 2000). Amongst the variety of factors which have been found to constrain partnership effectiveness, the most important appear to be a lack of necessary resources (including funding) to implement agreed actions and a lack of willingness amongst stakeholders to abide by collectively agreed decisions (Bramwell and

Sharman 1999). The results of the indicator measurements, together with an understanding of the contextual factors outlined above, will allow a fuller understanding of the effectiveness of the case study partnership to emerge (Chapter 8).

## **2.5 Conclusions**

Although collaboration has become one of the most common ways of delivering policy and managing complex environments, there is little empirical evidence to demonstrate whether such approaches are more effective than more traditional top-down methods of intervention. No single research paradigm is universally applicable. The choice of theoretical perspective and practical method will depend on the purposes, users and sponsors of the evaluation. Early evaluative techniques were rooted in the positivist experimental paradigm, whereby researchers looked for the 'universal truths' of causality by isolating and testing specific 'factors for success'. Later, a constructivist paradigm emerged and the focus shifted away from an evaluation of programme outputs onto the processes of collaboration itself. More recently, a pluralist approach has become the central paradigm, whereby the context within which programmes and partnerships operate is examined, alongside the more traditional measures of the processes, outputs and outcomes.

A particularly useful approach, and the one chosen for this research study, is that provided by 'realistic evaluation'. 'Realistic evaluation' offers a number of advantages over alternative strategies in that it acknowledges the need to build on knowledge of 'what works' in order to progress understanding, whilst also

accepting that differing contexts can lead to important differences in outcomes. In this way, 'realistic evaluation' provides an opportunity to define 'what works when' and is a particularly useful methodology for evaluating the effectiveness of partnerships in coastal environments.

So far, this thesis has considered the theoretical perspectives which underpin the emergence and establishment of partnership working and has explored the different ways that the effectiveness of such partnerships might be measured. Existing approaches, however, have failed to acknowledge the impact of change on the various components which comprise partnership effectiveness. Changes in these variables are likely to result in changing levels of effectiveness over time and this perspective has significant implications for the point at which evaluation is undertaken, particularly for those partnerships which are not delimited by specific time frames. It is this issue of temporal change in multiple aspects of partnership performance that this thesis has focussed upon, especially the examination and comparison of changes in the determinants of effectiveness in marine nature-based tourism case study partnerships. Chapter 3 now assesses the research methods which were used in order to evaluate progress in achieving the various determinants which comprise partnership effectiveness.

## **Chapter Three**

### **Methodology and methods**

#### **Introduction**

Chapter 2 introduced the concept of evaluation and traced the development of theoretical approaches to evaluating the performance of partnerships. The focus of current approaches in viewing effectiveness as the product of a linear process, examined from single temporal standpoints, was challenged. Instead, it was argued that the various components which comprise partnership effectiveness are variable, reflecting different and changing exogenous and endogenous conditions. A refinement is therefore needed in the way that the evaluation of effectiveness is undertaken to allow changes in the various components of effectiveness to be traced and the impact of such change on partnership performance to be assessed. A framework of indicators was devised in Chapter 2 as a mechanism for evaluating the level of achievement of a number of variables identified in the literature as the key components of successful partnership working. The purpose of this chapter is to discuss the methodological approach devised to assess partnership performance, and in doing so, advance existing approaches to evaluation.

The chapter begins with a discussion of the overall research strategy (Section 3.2) and highlights the practical and theoretical considerations which have shaped the choice of research methodology. The research objectives as outlined in Chapter 1 were:

1. To examine the nature, scale and extent of partnership activity associated with marine nature-based tourism across the UK and Ireland and identify partnerships for case study.
2. To identify key drivers and institutions impacting on the establishment and progression of partnerships centred specifically on the development, management and delivery of marine nature-based tourism in the UK and Ireland.
3. To identify temporal and spatial changes in the various components of collaboration and, taking a comparative approach across three case studies, examine their changing impact on partnership performance.

Partnerships with an interest in marine nature-based tourism were identified across all areas of the UK and Ireland (see Section 3.3.1). Section 3.2.1 assesses the contribution that this thesis makes to debates on the most appropriate mechanisms for evaluating partnership performance by introducing the 'partnership narrative' as a means by which changes in the level of key variables can be traced during the lifetime of the partnership.

Section 3.3 evaluates the specific methods used to identify and select the case study partnerships. As little empirical work has been conducted to date in this field, the first objective was to map the location of a broad range of existing coastal partnerships and, specifically, to identify those whose core activity included the development, implementation and management of marine nature-based tourism (Section 3.3.1). A pilot study was undertaken in one coastal partnership, in order



to test the proposed case study methods, and the results of this pilot, together with the resulting method refinements, are also described here.

In section 3.4, the methods used to gather data from documents and semi-structured interviews are evaluated. The data from these various sources were used to construct partnership narratives in order to assess the degree to which the determinants of effectiveness, described in Chapter 2, had been achieved.

### **3.2 Research strategy**

To address the research objectives, a mixed-method research strategy was used, comprising three distinct phases (Table 3.1):

#### *Phase One - mapping the geography of marine and coastal partnerships*

Given the lack of existing information on the distribution and purposes of coastal and marine partnerships, the first stage, conducted during 2005/2006 and subsequently updated during 2009, was to establish a database of coastal partnerships within the UK and Ireland (construction of the database is described in Section 3.3.1 below). The database was then used to identify those partnerships which were specifically established to manage and/or develop marine nature-based tourism activities. This phase provided insights into the location, purposes and scale of coastal partnerships throughout the UK and Ireland.

#### *Phase Two - pilot study and method refinement*

The second phase of the research, conducted during 2006, provided an opportunity for case study methods, including documentary analysis and semi-

structured interviews, to be tested and refined (described in Section 3.3.2). As a result of experience gained during this pilot study, a number of refinements were made to the selection criteria for the case studies. Piloting the planned research methods also ensured that the methods chosen were the most appropriate to address the research objectives.

### *Phase Three - case study and comparative evaluation*

In phase three, a series of in-depth semi-structured interviews were undertaken during 2007 to gather primary information on stakeholder perceptions of the purposes and value of their respective partnerships (described in Section 3.3.3). The resulting insights were combined with secondary data from partnership minutes and reports, externally produced reports and other sources of information to produce a comprehensive narrative of development for each partnership. The indicator framework described in Chapter 2 was applied to each narrative at key points in order to assess partnership performance at each stage. The results from this stage were then compared across the three case studies to identify the determinants of effectiveness in these partnerships, and to assess the impact of changes in those determinants on partnership performance.

Analysis of data from these three main phases of research provided insights into the emergence, dynamics and effectiveness of partnerships established to manage marine nature-based tourism in different geographical and institutional contexts and operating at different scales. Comparative evaluations of the effectiveness of partnerships working in coastal and marine environments is particularly timely, given the importance attached to effective stakeholder engagement in coastal

decision-making in the Marine and Coastal Access Bill passing through Parliament in 2009 (Department for Environment Food and Rural Affairs 2008).

**Table 3.1.** Research strategy

<b>Phase</b>	<b>Research Method</b>	<b>Objectives</b>	<b>Fieldwork</b>
Phase One	<p><b>Desk-based mapping</b></p> <p><i>Database construction</i></p> <p><i>Information-gathering questionnaire</i></p> <p><i>Pilot study selection</i></p>	<ul style="list-style-type: none"> <li>• To explore the distribution, purpose and scale of coastal and marine partnerships in the UK and Ireland</li> <li>• To identify those partnerships specifically established to manage marine wildlife tourism</li> <li>• To identify one partnership for pilot study</li> <li>• To test case study selection criteria</li> </ul>	
Phase Two	<p><b>Pilot study</b></p> <p><i>Documentary analysis</i></p> <p><i>Semi-structured interviews</i></p> <p><i>Method refinement</i></p> <p><i>Case study selection</i></p>	<ul style="list-style-type: none"> <li>• To explore in detail the establishment, composition, structure and institutions operating in one coastal partnership, using primary and secondary sources of data</li> <li>• To examine a range of factors influencing partnership effectiveness</li> <li>• To identify methodological issues and refine methods as necessary</li> <li>• To identify three partnerships for detailed study</li> </ul>	July to August 2006
Phase Three	<p><b>Case study</b></p> <p><i>Documentary analysis</i></p> <p><i>Semi-structured interviews</i></p> <p><i>Narrative construction</i></p> <p><i>Comparative evaluation</i></p>	<ul style="list-style-type: none"> <li>• To explore in detail the development, establishment, operation and effectiveness of three case study partnerships using primary and secondary sources of data</li> <li>• To construct a detailed narrative for each partnership, assess and track the level of achievement of established indicators of success at multiple stages</li> <li>• To undertake a comparative evaluation of the critical factors influencing partnership effectiveness and identify the impact of change in those factors on partnership performance</li> </ul>	May to June 2007

Source: Author.

### **3.2.1 Method innovation**

Although the methods used were well established, the research offered an opportunity for innovation. This innovation was closely allied to the conceptual contribution of the research, in refining and developing understanding of how the determinants of effectiveness had changed over time in the three case study partnerships. As noted in Chapters 1 and 2, current approaches to evaluating the effectiveness of partnerships do not enable the impact of change in the determinants of effectiveness to be acknowledged during the evaluation of partnership performance. Therefore, a refinement in the way that the effectiveness of partnerships is assessed was needed. This research has sought to address that need by developing the use of partnership narratives. Narratives provide an opportunity to trace changes over time in the indicators used to measure the achievement of determinants of effectiveness within each partnership. These narratives also provide an important mechanism for the changing context within which each partnership operates to be recorded, and the impact of changes in context to be examined.

## **3.3 Research Methods**

### **3.3.1 Phase one – database construction**

In the absence of empirical data relating to marine nature-based tourism partnerships in the UK and Ireland, it was essential to establish a database of relevant partnerships as a first step. From this broad dataset, partnerships with a specific marine nature-based tourism interest or involvement could be identified for further investigation as case studies. To ensure that as many partnerships as

possible were included, the database was populated with information gathered from desk-based research using a range of documents and sources together with a questionnaire distributed to coastal professionals and organisations based in the UK and Ireland.

### ***Desk-based research***

The basis for inclusion in the database was the conduct of collaborative activity towards the achievement of integrated coastal management principles. Given the lack of statutory prescription for coastal management partnerships, their organisational structure is diverse. A broad definition of the term 'coastal partnership' was therefore important in order to allow the full range of partnership types to be included in the database. A broad range of documents with a marine or coastal focus were used to provide information on existing coastal partnerships. These documents included relevant Government reports, peer-reviewed papers published in coastal and marine focused journals; Non-Government Organisation (NGO) sponsored reports and sector-related web sites (Table 3.2).

Additional information was also gathered through internet-based searches using the Google search engine, with a variety of combinations of Boolean strings including the terms '*partnership*', '*coastal*', '*marine wildlife*', '*marine nature*' and '*tourism*'. The information gathered on each partnership included partnership name, location, environment, scale of operation, aims and objectives. Where partnership information was limited within the documentary sources, additional web-based searches were used to ensure that the record held for each partnership was as complete as possible.

**Table 3.2** Data sources used to identify marine and coastal partnerships

<b>Document</b>	<b>Source</b>
ICZM in the UK: A Stocktake	(Atkins 2004)
The Best Whale Watching in Europe	(Hoyt 2003)
Assessment of the Effectiveness of Local Coastal Management Partnerships as a Delivery Mechanism for Integrated Coastal Zone Management	(ITAD and BMT Cordah 2002)
Stakeholder Representation and the Democratic Basis of Coastal Partnerships in the UK	(Fletcher 2003)
DEFRA Marine Strategy Package consultees	(Department for Environment Food and Rural Affairs 2006)
Tourism & Environment Forum	(Tourism and Environment Forum 2006)
Improving governance through local coastal partnerships in the UK	(Stojanovic and Barker 2008)

Source: database survey June 2006

The results from this stage of the research were entered into an Excel database from which those partnerships with an interest in marine nature-based tourism activity could be identified for further study (see Appendix 2). In order to supplement and cross reference the data in the database, an information-gathering questionnaire was used to target partnerships which may have been missed by the initial desk-based literature and web searches. These partnerships may not have been identified during the desk-based study because they may have had little or no web-based presence; they may have been too small in scale to have been identified by larger-scale consultation exercises; they may have been new collaborations in the early stages of establishment or they may have been completed projects which were no longer operational.

### **Questionnaire**

The questionnaire was not designed to garner opinion, but rather to elicit a range of information on marine nature-based tourism partnerships and activities. A

covering letter outlined the background and broad aim of the research and defined the term '*marine wildlife tourism*' for the purposes of the study (Appendix 3).

Respondents were assured that their anonymity would be protected, were reminded that they were free to ignore any or all of the questions, and were thanked for their participation. Section two of the questionnaire requested a range of information including the name of the respondent's organisation, its location and the nature of its activities within the coastal zone. Respondents were asked to provide information on any marine wildlife tourism activity operating within their region, including the name and contact details of any partnerships, and to indicate the level and type of involvement, if any, of their own organisation in managing or regulating such activity. Any new partnerships identified were researched, using web-based sources and via e-mail contact with partnership representatives, and their details were added to the database.

In order to ensure that the resulting database was as complete as possible, it was important to circulate the questionnaire widely within the coastal community. To this end, CoastNET was chosen as the preferred method of distribution.

CoastNET is an international, cross-sector coastal support and information network with membership open to any organisation (public, private or voluntary) with an interest in the coastal zone. This organisation was used as the mechanism for distribution as it offered access to a network of individuals and organisations working across a broad range of coastal sectors and interests within the UK and Ireland. The questionnaire was delivered electronically to 350 members with the covering letter inviting participants to complete and return it to the author either electronically, or by post using a freepost address. Electronic distribution was the

method requested by CoastNET, as material could be circulated and returned quickly with minimum cost. Circulation through this network provided access to a broad range of coastal professionals and organisational types and gave the request legitimacy. After two weeks, a reminder was sent to all members. In addition to distribution through this mechanism, The Wildlife Trusts, the parent organisation responsible for the strategic coordination of all UK Wildlife Trusts, also undertook to circulate the questionnaire electronically to all 47 of its UK members.

### ***Questionnaire Returns***

A total of 25 questionnaires were returned out of 397, representing a response rate of 6.3 per cent (see Appendix 4). The low response rate is not significant as the purpose of this stage of the research was to establish the number and location of known partnerships across the UK and Ireland. Local Authorities represented, by a small margin, the highest number of respondents (32 per cent) (Table 3.3).

Special interest groups included those representing the marine leisure sector, such as the Welsh Association of Sub-Aqua Groups, and those representing land-based leisure activities, such as the Maldon and Dengie Hundred Group (Ramblers Association). Of all respondents, nine (36 per cent) represented actual partnerships, with the remainder representing individual organisations participating in coastal activities, but who were not necessarily involved in partnerships. Of the 25 respondents, 20 (80 per cent) indicated that there were activities which could be described as marine wildlife tourism in their area or region. In addition, 12 respondents (48 per cent) were directly involved in managing, monitoring, regulating, funding or operating marine wildlife tourism, although, as indicated, not all of these respondents were associated with partnerships. From the



questionnaire results, an additional five partnerships were identified to those recorded from the desk-based search. Existing partnership records in the database were also supplemented with additional information.

**Table 3.3.** Sectors represented by questionnaire respondents

Sector	Number of respondents	%
Local Authority	8	32
Private sector	1	4
Coastal partnership	4	16
Non-Government Organisation (NGO)	3	12
Special interest group	5	20
Other	4	16

Source: database survey June 2006.

On completion of the desk-based study and questionnaire, partnerships whose core activity included the development, management or implementation of marine nature-based tourism were identified. From the shortlist of partnerships with an interest in marine nature-based tourism activity, a single partnership was chosen as a pilot case study. Selection of the partnership for pilot study is discussed in Section 3.3.2 below.

### ***Evaluation of method***

A number of difficulties were encountered in preparing the database. These were associated with access to, and equity of, data sources. The construction of the database relied heavily on internet search engines to provide basic information on coastal partnerships with potential marine nature-based tourism activity. Although this approach provided information on a large number of both active and inactive partnerships, only partnerships with a web presence were encountered using this

method. An attempt was made to address any gaps in partnership identification through the targeted distribution of a questionnaire. In addition, from the limited range of information available, difficulty was encountered in identifying partnerships with 'marine nature-based tourism' within their core activity. Where possible, further information was therefore sought from other sources such as consultation documents and reports.

Despite wide circulation of the questionnaire through established coastal networking and conservation organisations and a reminder to members to participate, the number of responses received was disappointingly low. The database may therefore not be complete. However, although 25 responses were received, only five of these were coastal partnerships which had not already been identified through other sources, suggesting that the majority of partnerships in the coastal zone had already been recorded. Later comparison with other published works, in early 2009, confirmed that the database had included the majority of existing coastal partnerships (Stojanovic and Barker 2008). Where the comparison revealed gaps in the database, these were filled to ensure that the database was as comprehensive as possible, resulting in a total of 119 partnerships being identified, compared with 95 identified by Stojanovic and Barker (2008), although no new marine nature-based tourism partnerships were identified.

### **3.3.2 Phase two - pilot study**

The aim of phase two of the research was to pilot the methods of data collection to be used to develop case study narratives, through analysis of a small, geographically distinct location. Piloting research techniques provided an important

opportunity to reflect on the purpose and direction of the research and to re-shape key tools, including sampling frames and interview questions to ensure that the strategy chosen was fit for purpose (Robson 2002; Janesick 2003). Objectives for this phase of research therefore included testing the applicability of indicators chosen to measure the effectiveness of partnerships and piloting practical methods, including ease of access to partnership documents and the technical aspects of interview recording equipment.

From the database, two partnerships were identified as candidates for pilot study; Torbay Marine Ecotourism Forum and Dart Estuary Environmental Management (DEEM). These partnerships were selected as they were collaborative coastal partnerships which clearly included marine nature-based tourism activity within their remit. In addition, these partnerships included organisations from both public and private sectors, were small scale, based either in an estuary or on a section of coastline in England and were representative of the most common type of partnership within the database (Table 3.4).

**Table 3.4** Candidate partnerships for pilot study

	<b>Torbay Marine Ecotourism Forum</b>	<b>Dart Estuary Environmental Management</b>
Location	England	England
Locus (local, regional, national, transnational)	Local	Local
Environment type	Coastal	Estuary/firth
Status of marine nature-based tourism activity	Inactive	Active
Partnership status	Disbanded	Active

Source: Database survey June 2006.

The partnerships differed, however, in terms of their current level of activity. The aim of the Torbay Marine Ecotourism Forum was the development and promotion of marine ecotourism activities. However, as the partnership was no longer in operation, it would not have offered sufficient opportunities to assess levels of commitment and interaction between stakeholders. In addition, few partnership documents were available and many of the individuals and representatives from partner organisations had moved on. This partnership was therefore rejected as a pilot study.

Dart Estuary Environmental Management was a multi-sector coastal management partnership established in 1996. Core activity centred on management of the Dart estuary and associated coastline and the partnership had an interest in managing marine nature-based tourism activity with a small number of operators active in the area. The location, locus, environment and core activity of this partnership represented the most common type within the database and it was therefore chosen as the pilot study (see Chapter 4 Section 4.2 for a discussion of database results).

### ***Pilot study methods***

The pilot study commenced with a documentary search and analysis exercise to identify the structure and composition of the partnership, its aims, objectives and the extent of its involvement in marine nature-based tourism activity. A series of semi-structured interviews were conducted with the Estuary Officer and two individuals directly associated with marine nature-based tourism to explore some of the variables drawn from the literature and which were associated with successful partnerships. Partnership documents were also used to explore the institutional

and legislative contexts within which the partnership operated. Table 3.5 indicates the range of sources collected.

**Table 3.5** Documentary sources relevant to DEEM.

<b>Resource Type</b>	<b>Example</b>	<b>Detail</b>
Internal document prepared by the partnership	Dart Estuary Environmental Management Plan Steering Committee minutes 07 April 2006 (Dart Estuary Environmental Management 2006b)	Minutes from the executive arm of the Dart Forum – publicly accessible on DEEM website
Local document prepared by the partnership	Dart Estuary Environmental Management Plan (Dart Estuary Environmental Management 1998)	Management plan prepared after community consultation and in association with Dart Forum
Local document prepared by an external agency	Dart Catchment Project: A review of environmental policies relevant to the Dart catchment (Devon Wildlife Trust 2006)	Overview of relevant and active environmental policies, together with key objectives and project partners. Produced by Devon Wildlife Trust
Regional document prepared by an external agency	Devon 2001: State of the coast (Devon County Council 2001)	Scoping document produced by Devon County Council to highlight issues and pressures affecting the Devon coastline
Web-based resource	South Devon Coastal Group – introduction: Coastal Geology and Coastal Planform (South Devon Coastal Group)	Coastal defence group Information source on the geology of the South Devon coastline
Semi-structured interview with partnership staff	Transcript 1	Interview with a member of staff from Dart Estuary Environmental Management
Semi-structured interview with stakeholder outside of the partnership	Transcript 2	Interview with a seal conservationist and researcher working on the Dart Estuary
Semi-structured interview with stakeholder member of the partnership	Transcript 3	Interview with a marine nature-based tourism boat trip operator

Source: Author

Although a considerable number of published documents existed relating to the environmental management of the estuary and its surroundings, few documents relating specifically to marine nature-based tourism activity were available. The lack of partnership focus in this area reflected the relatively small scale of marine

nature-based tourism activities within the estuary (Dart Estuary Environmental Management 1998; Dart Estuary Environmental Management 2006a).

Following on from the initial documentary analysis, the first semi-structured interview was conducted with the Dart Estuary Officer. The interview provided important clarification on the structure of the partnership, together with an indication of the key individuals involved in marine nature-based tourism within the estuary. Due to the small scale of activity within the sector, only two additional interviewees were identified: a marine nature-based tourism boat trip operator, who was a member of the partnership, and a conservationist (not a member of the partnership) undertaking research to assess the impact of boat disturbance on wildlife in the locality of the estuary. The two individuals identified were invited to participate in semi-structured interviews.

The purpose of the interviews with each of the three identified actors was to explore the establishment and development of the partnership and to examine the impact of a range of variables on partnership performance. These variables included: the quality of stakeholder representation within the partnership; the extent to which consensus of the problem domain was achieved; individual commitment to the implementation of partnership goals; the role of individuals in leading, motivating and facilitating; the extent to which partners had developed an understanding of the complexity of the environment within which the partnership operated, and their roles and responsibilities relating to other stakeholders. A separate context-specific schedule of questions was drawn up for each interview, based on some or all of the above variables and relating specifically to the interviewee's area of knowledge or experience. Interviews were conducted in

locations and at times chosen by each interviewee. Each interview was recorded, after gaining informed consent, using a hand-held digital voice recorder.

Recordings were subsequently transferred to a PC and transcribed into text format using Word. Content analysis was used to manually code and allocate key sections of text into thematically similar groups. These groups were based on carefully selected aspects of partnership effectiveness. The results of the pilot study research are included at Appendix 1.

### ***Evaluation of method***

The purpose of the pilot study was to test the proposed methodology, identify weaknesses in the approach and identify potential practical issues (Robson 2002; Sarantakos 2005). The suitability of the research methods, the relevance of the issues discussed in the semi-structured interviews in answering the research question, the effectiveness of administrative and organisational elements, and the temporal and financial resources needed to undertake the pilot were therefore assessed on completion of the study. These issues are discussed below.

First, difficulty arose in defining the extent of involvement of the partnership in marine nature-based tourism activities amongst the broad range of other activities being undertaken. The core activity of the DEEM partnership centred on the delivery of integrated coastal management and it was therefore difficult to examine changes in effectiveness within the context of marine nature-based tourism alone. In order to avoid this difficulty in the next phase of research, the case study selection criteria were re-focussed and only those partnerships which were specifically established to develop or manage marine nature-based tourism were selected as candidates for case study.

Second, having completed the analysis of data gathered from the pilot study, some issues emerged centred on exploration of the effectiveness of the partnership.

Although marine nature-based tourism partnerships are significantly different from more holistic coastal management partnerships in that their antecedents for establishment, institutions and organisational structures are the result of different original stimuli, it was important that this study did not simply replicate existing research in a geographically different sector. Instead, the intention was also to extend and develop understanding of how effectiveness is constituted, by examining changes over time in various elements within and outside of the partnerships being studied. For this reason, it was important that the research also made a contribution to increasing understanding of the concept of effectiveness, and how it is constructed within partnerships, rather than simply identifying the factors for success in one specific context. Following analysis of pilot study data, it became clear that, although the 'variables' chosen were the most appropriate to measure effectiveness, they were extremely broad. What was needed, therefore, was a mechanism to indicate the extent to which these 'variables' (the 'determinants of effectiveness' discussed in Chapter 2 Section 2.3.1) had actually been achieved at key stages in the life of each partnership, and whether there had been any changes in the level of achievement over time.

A suite of indicators to measure (or score) the achievement of these determinants was therefore synthesised and developed out of those identified in the literature. Indicators were selected on the basis that they could provide information on the extent to which key determinants of effectiveness associated with context, process



and outcomes of partnership activity had been achieved at any given point during the life of the partnership.

The need for a scoring system to measure indicator achievement had not been anticipated prior to the pilot study. Changes in the level of achievement of determinants of effectiveness became apparent during the analysis of pilot study data and therefore a scoring system was devised as a response to the findings in the pilot (the application of the scoring system is discussed in section 3.4.2). These refinements in methods highlight the iterative and reflexive nature of the research process.

### **3.3.3 Phase three – case study research**

This stage of the research examined in detail the drivers for partnership establishment and the changing levels of effectiveness of those partnerships in developing and delivering policy objectives. Table 3.6 lists the determinants of effectiveness described in Chapter 2. These determinants were used to evaluate the effectiveness of the partnerships studied. Table 3.6 also lists the primary and secondary sources of data which were used to produce a comprehensive narrative for each partnership. Using a broad range of sources was particularly important for this research. Given that the research was being conducted from a single temporal standpoint, and yet was attempting to trace partnership activity across relatively long periods of time (between three and thirteen years), it was essential that multiple sources of data were used to supplement the personal memories of interviewees. Multiple sources of information including minutes of partnership meetings, correspondence between partnership members, partnership documents

and externally produced reports were therefore used to corroborate and clarify interview transcript data.

**Table 3.6. Primary and secondary sources of data for evaluating effectiveness**

Determinant	Data Type	Source(s)
1. Quality of stakeholder representation	Secondary	Partnership minutes, reports, management plans etc. Used to examine participant selection processes and subsequent changes in the individuals and groups participating
	Primary	Semi-structured interviews with participants. Used to explore reasons for participation. Semi-structured interviews with stakeholders outside of the partnership to identify barriers to participation
2. Consensus of problem domain	Primary	Semi-structured interviews with partnership members used to explore levels of consensus and changes in levels over time
	Secondary	Partnership minutes, internal documents and correspondence between stakeholders, used to examine correlation between individual perspectives and 'official line' and to identify changes over time
3. Commitment to the partnership	Primary	Semi-structured interviews used to explore the degree to which individual partners felt that they contributed to the collective effort, their perception of the benefits and their willingness to contribute time and resources.
4. Commitment to implementation	Primary	Semi-structured interviews used to explore the degree to which representatives were authorised to accept responsibility for making and implementing decisions on behalf of their organisations
5. Productivity	Secondary	Partnership documents including interim reports, management plans, reports to external organisations etc. used to assess progress and also changes in speed of progress over time related directly to the actions of the partnership
	Primary	Semi-structured interviews explored individual perceptions of progress and changes in progress, external barriers and drivers to progress and the extent to which the partnership was achieving objectives
6. Stakeholder qualities	Primary	Semi-structured interviews explored individual perceptions on the role of individuals in driving the partnership and the extent to which that changed over the life of the partnership.
7. Social learning	Primary	Semi-structured interviews used to examine the degree to which individual views changed as a direct result of the partnership process and changes in understanding of other partnership members' perspectives. Individual perspectives on the benefits and drawbacks of partnership working and the likelihood of repeating the experience.
Context	Secondary	Partnership documents, reports and documents produced by external organisations used to establish the statutory and institutional context within which partnerships operated.
	Primary	Semi-structured interviews to discern previous experiences of partnership working, institutional cultures and locally specific contextual factors.

Source: Author

### ***Theoretical basis for a case study approach***

Case study is not a method in itself but a choice of what to study. It is defined by an interest in specific examples, rather than by the methods that it uses (Stark and Torrance 2005). Cases are bounded entities, operating as a system but embedded in wider contexts (Stake 2003). Stake (2003) identifies three types of case study; *intrinsic case study*, in which individual cases are studied for their own sake; *instrumental case study*, in which a case is studied to provide generalisation about other closely allied cases; and *collective case study* in which multiple cases are studied in order to provide a better understanding and generalisation about a much larger collection of cases. This research represents the third type, in that it studied three cases in differing situations but with significant similarities in order to provide insights which were relevant to a much wider body of cases. Comparative case studies are therefore important in identifying common patterns or themes, which have much wider relevance beyond the specific cases studied.

Some researchers, however, have questioned how far generalisations can really be made from specific cases because of the variety that exists within every case, and the difficulty in finding a representative example from which to generalise (Lincoln and Guba 2000; Stake 2000). In order to ensure external validity of the research findings, it was therefore important to select case studies which embodied as many of the variables found in the greater population as possible. In addition, temporal differences *within* cases were taken into account, to ensure that generalisations were not made on the basis of observations at single or multiple specific temporal standpoints (Gomm *et al.* 2000).

Triangulation of data sources within each case study was also an important mechanism for reducing the potential for researcher bias and preventing the discussion of findings from appearing anecdotal (Bryman 2004). Using multiple sources of data, including partnership minutes, correspondence between stakeholders, internally and externally produced reports alongside interview transcripts, provided the researcher with the necessary tools to corroborate evidence and seek convergence between different stakeholder perspectives (Yin 1994; Beeton 2005).

### ***Partnership selection***

Partnerships were selected for case study on the basis of their specific focus on marine nature-based tourism activities. A total of 12 candidate partnerships were identified in the first phase of this research (see Chapter 4 Section 4.3 for a description of the 12 candidate partnerships). The criteria used to select the specific cases were based on experience gained during the pilot study, which indicated that only those partnerships that were directly engaged in managing such activity should be used as case studies. Given the complexity of the environments within which coastal partnerships operate, limiting research to single-issue partnerships enabled changes in the determinants of effectiveness to be identified, and the impact of such changes on partnership effectiveness to be assessed much more clearly than would have been the case if multi-issue partnerships had been studied. In order for partnerships to be selected for case study, they needed to:

- Have been continuously active or operational for at least two years prior to this research

- Be actively engaged in managing marine nature-based tourism as a primary activity
- Be open to the inclusion of all relevant stakeholders
- Have no financial requirement for stakeholders to join at a basic level

From the shortlist of 12, three partnerships met the criteria and were therefore selected for further and deeper study (Table 3.7). These were the Shannon Dolphin and Wildlife Foundation (SDWF) based in Ireland, the Dolphin Space Programme (DSP) based in Scotland and the Pembrokeshire Marine Code Group (PMCG) based in Wales.

**Table 3.7.** Case study selection criteria

Partnership name	Currently active?	Marine nature-based tourism is primary activity?	Open to all relevant stakeholders?	Free to join?
Fair Isle Marine Environment Tourism Initiative	X	√	√	√
Scottish Marine Wildlife Operators Association	√	√	X	X
Wild Isles	√	√	X	√
Cardigan Bay SAC Forum	√	X	√	√
Torbay Marine Ecotourism Partnership	X	√	√	√
WiSE Scheme	√	√	X	X
Shannon Dolphin and Wildlife Foundation	√	√	√	√
Pembrokeshire Marine Code Group	√	√	√	√
Durlston Marine Project	√	X	√	√
Dolphin Space Programme	√	√	√	√
Moray Firth Partnership	√	X	√	√
Wild Scotland	√	√	X	X

Source: Database survey, June 2006.

The selected partnerships varied in terms of their ages, their organisational structures and the legislative contexts in which they operated. Partnerships shared similarities in terms of their overarching purpose, to manage the development of

marine nature-based tourism in a specific geographical area, and their intention to use voluntary management tools, such as codes of conduct, in order to achieve that purpose. The characteristics of these partnerships are discussed in Chapter 4 Section 4.3.

### ***Document collection***

Within the three selected case study areas, documentary sources were used to provide detail on the background and development of each partnership and to cross-reference information which emerged from the semi-structured interviews. Documents provided clarification on a range of aspects including partnership structure, composition and core activity. Documents gathered included the minutes of various partnership groups and committees, correspondence between Steering Group members, scientific reports commissioned into the possible disturbance of wildlife by tourist activities and management plans formulated to regulate the sector. Although the majority of partnership meetings had been recorded, where the minutes of partnership meetings were not available, correspondence between members of the partnership were provided by partnership staff and were used instead to give an insight into partnership activity.

Documentary material was continually collected during the period of research and was used to identify endogenous changes in partnership composition, direction, structure and progress as well as exogenous changes including changes in local institutions, policies and practices which were directly related to partnership activity (Atkinson and Coffey 1997). A list of the documentary sources collected from each case study is included at Appendix 5.

### ***Semi-structured interviews***

Interviews have become one of the most widely used tools for gathering information within the social sciences (Jennings 2005). Semi-structured interviews are generally associated with qualitative methodologies and follow a less rigid, more conversational style than formally structured or rigid interviews, which tend to be associated with more quantitative methods (Robson 2002; Bryman 2004; Sarantakos 2005). In particular, the use of in-depth semi-structured interviews enables the multiple and varied perspectives of different stakeholders to emerge through the research process. Although the themes to be discussed are identified by the researcher at the outset, the structure remains flexible enough for the discussion to be influenced by the participant as well as the researcher (Jennings 2005).

A total of 30 semi-structured interviews were undertaken with key personnel in the three case study areas, each lasting approximately 45 minutes (Table 3.8). A letter was sent out, introducing the researcher, explaining the purposes of the research and inviting all members of the partnership to participate by being interviewed (see Appendix 6). In the SDWF and PMCG partnerships, the contact details of members were available from the partnerships' publicly accessible web sites and these were used, with the permission of partnership staff, to contact all relevant partnership members. In the DSP, the Project Officer distributed the letter and asked partnership members to contact the researcher directly if they wished to participate. In addition, stakeholders who were not members of the partnerships were also invited to participate.

Table 3.8 (overleaf) shows the total number of interviewees per case study and the sectors which they represented. In the Shannon Estuary, out of a total of **fourteen** partners, **nine (64 per cent)** agreed to be interviewed. No responses were received from **five (35 per cent)** partners. In addition, **one** external private sector stakeholder was also interviewed, bringing the total to **ten** interviews. In the Dolphin Space Programme, out of a total of **seventeen** partners, **ten (59 per cent)** came forward for interview. The **seven (41 per cent)** who did not volunteer were all operators. In addition, one external private sector lobby group stakeholder was also interviewed, who had been involved with the early development of the partnership but had not been a member for some years was also interviewed. This interview brought the total number to **eleven** interviews in the DSP area.

In the Pembrokeshire Marine Code Group, out of a total of **thirty six** partners, **eight (22 per cent)** came forward for interview. No response was received from the remaining **twenty four (66 per cent)**. This response rate was disappointing. Of those who were not interviewed, the majority were private sector operators who were engaged in general watersports activity provision (as opposed to specific marine wildlife-focussed activities) such as kayak and boat hire. Nevertheless, the information gathered in this area was considered valuable to be included in the study. All sectors (public, private and NGO) represented within the partnership were interviewed and those operators who were interviewed were based across the study area. One additional stakeholder was also interviewed who had been involved in the management of the area prior to the establishment of the partnership, but had not been a member of the partnership. This interview brought the total number of interviews in Pembrokeshire to **nine**.



**Table 3.8.** Sectoral representation of interview participants

	<b>Shannon Dolphin &amp; Wildlife Foundation</b>	<b>Dolphin Space Programme</b>	<b>Pembrokeshire Marine Code Group</b>
Private sector operators	3	4	2
Public sector staff	2	4	3
Non-statutory Conservation organisations	0	1	2
Other private sector staff	4	1	1
Partnership staff	1	1	1
Total interviewed (plus those outside of partnership)	9 (+1)	10 (+1)	8 (+1)
Number of potential interviewees within partnership	14	17	36
Response rate (within partnership area only. Does not include additional interviews of respondents from outside the study area)	64%	59%	22%

Source: Author

Prior to visiting each partnership, background information and any available documents were gathered and used to provide a guide to identify themes for context specific interview schedules. Based on experience gained from the pilot study, interviewees were grouped into three types: public sector interviewees, private sector (operator) interviewees, and private sector (non-operator) / non-member interviewees. Three types of interview schedule were therefore devised, based on the three groups within each partnership (see Appendix 7).

Main themes were common to all three groups, with additional sector-specific themes included to enable a deeper understanding of the different perspectives of stakeholder groups to emerge. The main themes were centred on the determinants

of effectiveness described in Chapter 2 and included: the history and development of collaborative action; levels of involvement in partnership activities; and perception and understanding of the effectiveness of the partnership. From these generic schedules, individual schedules were adapted and produced for each interviewee, with probing questions identified on the basis of sector specific issues which had arisen from an initial reading of documentary information on the partnership and its development.

Interviewees were contacted directly and asked to nominate a convenient date, time and location for interview. Interviews were conducted on the basis of written consent. The purpose and objectives of the study were explained to each interviewee and their permission sought to record the interview. Interviewees were reassured that all discussions would remain confidential, no identities would be disclosed and all material gathered would only be used by the researcher for the purposes of this specific research project. Interviewees were also given the opportunity to withdraw at any time from the research. A hand-held digital voice recorder was used to record each interview, with the subsequent file transferred to a PC and fully transcribed into Word using Sony Memory Stick Voice Editor (version 2.0), a sound file transfer package which allowed interview recordings to be replayed, paused and slowed down, to ensure that interviews were accurately transcribed. Approval for this research was granted by the University of Plymouth Human Ethics Committee. In all cases the University of Plymouth's Principles for Research Involving Human Participants were followed.

### ***Evaluation of method***

Although the methods used were chosen on the basis of their strengths, a number of limitations over the use of semi-structured interviews in this phase of the study are also recognised. Semi-structured interviews sought to explore changes in partnership conditions amongst other things. These therefore represented stakeholders' perceptions and memories of events which, given the passage of time, may have been inaccurate or biased. Corroboration from other data sources, including the minutes of partnership meetings, was therefore important, to check and cross-reference issues arising from interviews. Also, interviewees were self-selecting, as participants were invited to participate voluntarily. Those volunteering may have had particularly strong views either for or against partnership. Again, it was therefore important to use other data sources, such as the minutes of partnership meetings and externally produced reports on partnership activity, in order to ensure that the resulting data was as balanced as possible.

One particular difficulty was persuading commercial marine nature-based tourism operators to participate in the research. The need to gain access to information from and concerning commercial operators had to be carefully balanced by the need to minimise disturbance to commercial businesses. In the SDWF, three out of a possible five operators were interviewed (60 per cent). In the DSP, four out of a possible 11 operators were interviewed (36 per cent), but in the PMCG only two out of a possible 25 businesses (eight per cent) came forward for interview (although only 12 of the 25 were actively engaged in operating marine wildlife trips, the remainder were more general coastal tourism, boat hire or water sports activity providers). Steps were taken to try to increase the number of operators by sending

follow-up reminders by e-mail, but the response rate remained poor. The reasons given by several businesses included a lack of time, no longer being actively engaged in marine nature-based tourism activity and working away from the area.

### **3.4 Data analysis**

#### **3.4.1 Semi-structured interviews**

The basis of this stage of research was open, to allow new insights to emerge from the data (Janesick 2003). Although the process of analysis was open, it was guided by the purposes of the research to establish how effective the case study partnerships were in delivering their objectives and to understand how that effectiveness was produced. Polkinghorne (1995) refers to the analytical process of examining data to identify general notions or concepts as 'paradigmatic analysis', which he further divides into two types. The first of the two types is relevant here and refers to analysis in which concepts are derived from logical possibilities and are then applied to the data to find examples of compliance or divergence from these concepts. The analytic process used in this research project was therefore shaped, but not constrained, by the framework of indicators discussed in Chapter 2. This framework ensured that the coding frame which emerged from the data was directed towards answering the research objectives, yet was open enough to allow new insights into the effectiveness of partnerships to emerge (Charmaz 2003).

Transcripts from semi-structured interviews were imported into QSR NVivo (version 2.0), a computer-aided qualitative data analysis software (CAQDAS)

package. NVivo was used to store and manage transcribed data. The use of specialised computer software packages for the management of qualitative data has become increasingly popular within the social sciences and offers a number of distinct advantages for analysis (Denzin and Lincoln 1998; Robson 2002; Sarantakos 2005). In particular, computer packages are quick at storing and retrieving large volumes of information. They can help to reduce errors in counting and retrieving coded data and they can increase flexibility by allowing themes to be grouped and cross-referenced for a broad range of processing activities (Sarantakos 2005). QSR NVivo was chosen for use in this study as it was felt to be the most appropriate package for the needs of this particular study. In addition, NVivo had been extensively used by other researchers within the University and so had a readily available informal support network.

Content analysis was used to establish the positions of the various stakeholders to reveal shared values as well as potential conflicts and misunderstandings within and between stakeholder groups (Lawrence and Phillips 2004; Vernon *et al.* 2005). Coding is an important tool used in content analysis and formed the basis from which categories emerged and were refined (May 1997; Silverman 2001; Bryman 2004; Sarantakos 2005). Using this method, interview transcripts were reviewed and relevant sections conceptually coded by allocating them to 'nodes' which were either independent ('free nodes') or associated with other nodes which contained related concepts ('tree nodes') to identify amongst other things: the drivers for partnership formation and development; barriers to partnership progress; and stakeholders' views on the way that these issues had changed during the life of the partnership (Hall and Boyd 2005). The coding process was fluid and responsive,

with new codes added as issues emerged from the data (Bryman 2004). All 30 transcripts were allocated to a single set of nodes using this technique.

Allocating transcript data from different case study partnerships enabled comparisons to be made across the three case studies, especially in terms of the key determinants which had contributed to the effectiveness of each partnership. Interview transcripts were also integrated with documentary sources collected from each partnership. Together these were used to produce a timeline of key events and a comprehensive narrative tracing the evolution and development of each partnership.

### **3.4.2 Construction of partnership narratives**

The case study method provides an opportunity to examine a specific example of something in detail (Hammersley and Gomm 2000). In general, data are collected to provide an understanding of the process through which an outcome is produced. In this way, a story is told which provides the reader with an understanding of why a particular outcome has happened; the *cause* of the outcome (Hatch and Wisniewski 1995; Becker 2000; Donmoyer 2000). Case studies are therefore narratives which '*display human existence as situated action*' (Polkinghorne 1995, p.5), which show human action as purposeful and directed. However, as Becker (2000) has argued, the variables which result in events and that lead to an outcome are not necessarily independent of each other and may impact at different points in time as events unfold. Multiple variables therefore have a dependent temporal and spatial quality which influences the resultant outcome. Given the complexity of interdependent variables, Becker (2000) therefore

suggests the use of narrative analysis as a method to capture the processes by which various outcomes are produced over time (Hammersley and Gomm 2000). The term narrative is used here to mean the collection and integration of information from multiple sources into a temporally organised whole, which then provides an opportunity to identify the influences that have shaped the particular path taken (Polkinghorne 1995).

In order to produce a narrative for each partnership, multiple sources of data (interview transcripts, partnership minutes, reports and other documents) were used to identify specific events in the life of each partnership. Such events included meetings between stakeholders to discuss possible action, production of research and other reports relevant to the partnership, changes in external conditions including the introduction or amendment of relevant legislation and any other event which had an impact on each partnership or on the conditions within which each partnership operated. From this 'timeline', a comprehensive narrative was drawn up to provide a detailed history of each partnership.

In order to track the achievement of the determinants of effectiveness over the duration of a partnership, the framework of indicators described in Chapter 2 was applied at key stages in each partnership narrative (Becker 2000). Based on the potential sequence of partnership development found in previous research, Table 3.9 identifies the key stages in each case study area that were assessed in this way. The division of partnership histories into stages or phases, as identified by Selin and Chavez (1995 b.), provides a logical framework within which to explain the evolution of a partnership. However, these divisions are used here as a

heuristic tool and should not be taken to imply rigid or distinct boundaries between events or stages of development. Indeed, the implication of fixed boundaries between stages, common in the literature, is problematic because it implies an inevitable sequence of partnership progress which, in itself, reflects limitations in current approaches to evaluating the effectiveness of partnerships. Despite their limitations, however, the stages provided a useful structure to guide the application of the indicator framework, described in Chapter Two, to assess the performance of the partnership.

**Table 3.9.** Development stages identified from partnership narratives

Stage	Shannon Dolphin & Wildlife Foundation	Dolphin Space Programme	Pembrokeshire Marine Code Group
Problem setting	●	●	●
Coalition building	●	●	●
Direction setting	●	●	●
Direction refinement	●	●	●
Partnership collapse	●	●	
Continuing division		●	
Stagnation	●		
Realignment	●	●	
Stability	●	●	●

Source: Author.

Not all partnerships had experienced all of the stages identified and not all indicators were relevant at all stages (Hockings *et al.* 2000; Olsen 2003). For example, the Pembrokeshire Marine Code Group (PMCG), unlike the other two partnerships, had not experienced sufficient conflict to seriously threaten its existence and cause the disengagement of key stakeholders. Nevertheless, at each relevant stage, an assessment was made of the effectiveness of the partnership using the indicator framework.



The level of achievement of each indicator at each stage of partnership development was assessed using a subjective system. Despite considerable literature identifying the key ingredients for partnership success, few authors had attempted to measure the achievement of the determinants of effectiveness. There were therefore no clear methods set out within the literature of how to measure the achievement of these determinants of effectiveness, nor how to assess changes in them over time. Therefore, it was essential that this study attempted to address these gaps by using a quantitative method to measure the achievement of indicators of the determinants of effectiveness, and to devise a mechanism for showing change in achievement of the determinants of effectiveness. Without a measure of achievement, change cannot be shown to have occurred.

The scoring system therefore provides a relational measure (as opposed to an absolute measure) of indicator achievement. It helps to identify changes in the achievement of specific indicators between stages within the same partnership, and allows comparison of achievement of the same indicator between different partnerships. The categories of achievement (1, 2 or 3) are deliberately broad.

From a detailed reading of the narrative, the level of each indicator (where relevant) was judged to be either at 1 (low level of achievement), 2 (medium level of achievement) or 3 (high level of achievement). Using the example of indicator 1a, shown in Table 3.10 (*the extent to which the range of participating stakeholders is representative of all*

**Table 3.10.** Criteria used to score indicator levels

Indicator	Criteria
<b>1a.</b> The extent to which the range of participating stakeholders is representative of all stakeholders	1 – Few existing stakeholder groups participating 2 – Some, but not all stakeholder groups participating 3 – All relevant stakeholder groups participating
<b>1b.</b> The extent to which individuals representing a stakeholder group are fully representative of that group	1 – Majority of representatives are self-selected 2 – Some representatives are nominated by their organisation, others are self-selected 3 – Majority of representatives are nominated by their organisation or through formal selection mechanisms
<b>1c.</b> The extent to which stakeholders are actively engaged in decision-making	1 – Low levels of engagement, poor attendance at meetings 2 – Satisfactory levels of engagement and attendance at meetings 3 – High levels of engagement, good attendance at meetings
<b>2.</b> The extent to which there is agreement among participants about the need for and intended scope of the collaboration	1 – Majority of stakeholders are not convinced of need for partnership 2 – Limited consensus over the need for, and scope of, the partnership 3 – Clear consensus over the need for, and scope of, the partnership
<b>3a.</b> The extent to which relevant stakeholders see that there are positive benefits to entice their participation	1 – No clear benefits to stakeholders by joining the partnership 2 – Benefits of partnership are not entirely clear and some individuals are therefore reluctant to participate 3 – Clear benefits to stakeholders by joining partnership
<b>3b.</b> The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	1 – No clear or distinct advantage in partnership working 2 – Some, but not all, participants recognise added value by working in partnership 3 – All participants accept that partnership working produces significantly better outcomes than could be achieved by working alone
<b>4a.</b> The extent to which all stakeholders have access to the information needed to make effective decisions	1 – No information on which to base decisions 2 – Limited availability of information on which to base decisions 3 – Good availability of information on which to base decisions
<b>4b.</b> The extent to which partners have the confidence and resources to make commitments and decisions	1 – Little confidence in making decisions and few resources available for implementation 2 – Some confidence in making decisions, but actions limited by availability of resources 3 – Confident decision-making and actions not restricted by resource availability
<b>4c.</b> The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	1 – Individuals have limited or no authority to act on behalf of their organisations. Organisations with statutory responsibilities are not present 2 – Majority of individuals have broad authority to act on behalf of their organisations. Some organisations with statutory responsibilities are present 3 – All individuals have authority to act on behalf of their organisations. All relevant organisations with statutory responsibilities are present

<p><b>4d.</b> The extent to which stakeholders are prepared to abide by agreed management interventions</p>	<p>1 – Few stakeholders are prepared to abide by management interventions such as codes of conduct  2 – Majority, but not all, stakeholders are prepared to abide by management interventions such as codes of conduct  3 – All relevant stakeholders are prepared to abide by management interventions such as codes of conduct</p>
<p><b>5a.</b> The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action</p>	<p>1 – Some limited success in achieving objectives as a result of partnership action  2 – Achievement of most objectives as a result of partnership action  3 – All key objectives achieved as a result of partnership action</p>
<p><b>5b.</b> The extent to which the partnership has been able to influence policy at local, regional, national levels and above</p>	<p>1 – Little or no influence on policy outside of partnership  2 – Some limited influence on local or regional policy  3 – Strong influence on local or regional policy and/or some influence on national policy</p>
<p><b>6.</b> The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate</p>	<p>1 – No clear leader or individual partnership 'champion' apparent  2 – One individual takes a more prominent role but does not dominate  3 – One individual takes a strong leadership role and 'champions' partnership</p>
<p><b>7a.</b> The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues</p>	<p>1 – Individuals do not have key skills or knowledge to make effective decisions  2 – Some individuals have key skills or knowledge but some gaps in areas of knowledge exist  3 – Required range of skills and knowledge is available for decision-making</p>
<p><b>7b.</b> The extent to which levels of trust between stakeholders have improved</p>	<p>1 – Low levels of trust between stakeholders  2 – Moderate levels of trust between stakeholders  3 – High levels of trust between stakeholders</p>
<p><b>7c.</b> The likelihood with which partners would embrace the collaborative process in the future</p>	<p>1 – Partnership is perceived as poor and stakeholders are unlikely to participate in future collaborations  2 – Mixed perceptions of the partnership and indecision over whether to participate in future collaborations  3 – Strong recognition of the benefits of partnership and clear willingness to participate in future collaborations</p>

Source: Author

*stakeholders'*), where partnerships included representation from relevant public sector bodies, private sector organisations, commercial businesses, NGOs and any other relevant organisations and individuals, a score of three would be awarded to that partnership at that stage. If a partnership had excluded representatives from one sector, but had engaged representatives from all other relevant sectors, then that partnership would be awarded a score of two at that particular stage. If a partnership had failed to include several relevant stakeholder groups, then a score of one would be awarded. The detailed criteria used to allocate a score for each indicator are shown in Table 3.10.

This process of grading the level of achievement of each indicator was repeated for each stage of development within each partnership (Appendices 8-10). The scores for each indicator at each stage of partnership development were compiled to produce a composite table, included at the end of each narrative, to give an overview of change in the level of each indicator over time, and to assess the level of achievement of the determinants of effectiveness. Graphs were also produced from the composite tables and are used in Chapter 8 to highlight the stimuli for change in the level of achievement of indicators and to compare achievement of the determinants of effectiveness between partnerships.

It is important to state here that, although indicators were used to indicate performance, they are not intended to be viewed as definitive, but rather to provide an insight into change as the basis for analysis as to why partnerships performed in the way that they did over time. There are a number of important limitations associated with this method.

## ***Evaluation of methods***

Care was needed when transcribing semi-structured interviews to ensure that subtle meaning was not lost or overshadowed by the transcription and coding processes. Risks also existed in terms of uneven bias within the coding process by allowing one individual perspective, however striking, diverse or interesting it may have been, to receive more attention than it deserved because it was novel. Other sources of data, together with other stakeholders' views, were therefore used to set strong views into context and ensure that partnership narratives remained balanced, whilst also acknowledging particular personal standpoints.

Quantification of the level of each indicator at each stage, which was used to assess partnership performance, was more problematic. Difficulties included:

1. Value judgements surrounding the allocation of ticks to each indicator at each stage
2. A lack of homogeneity in individual views within and between stakeholder groups
3. Difficulties in comparing indicator levels between case studies which operated at different scales
4. A lack of ability to differentiate between an intention to achieve a particular indicator and the actual achievement of that indicator

These difficulties also represent important findings from this research in that they highlight the limitations of indicators as an evaluation tool. Each of these issues is discussed in turn.

## **1. Value judgements**

The judgements made about whether to allocate one two or three ticks to each indicator were intended to reflect the general level of achievement during a specific period and were therefore subjective and based only on the researcher's knowledge and interpretation of the partnership. There were no benchmarks available with which to 'calibrate' levels across the three partnerships. As these measures were qualitative, the level of achievement attributed to each indicator within the framework could only be used as a guide and was not therefore definitive.

In order to mitigate the shortcomings noted above, the grading system was applied consistently across all three partnerships using the same method, and then repeated again the following day, without reference to the original scores, in order to test the value judgements made by the researcher. The majority of scores allocated on each assessment occasion were the same. Where divergence occurred, these were investigated and reassessed. Despite the limitations, the grading system was not intended as a quantitative assessment of the performance of each partnership, but rather to advance understanding of how effectiveness is constructed by providing an indication of the points at which change had occurred in the determinants of effectiveness within each partnership. These insights were then used to compare the levels of achievement across partnerships to gauge the impact of endogenous and exogenous factors on partnership performance, and to identify 'snapping zones' where change had occurred in the level of achievement of key determinants of effectiveness.

## **2. Determining differing individual perspectives**

One particular difficulty associated with determining the level of an indicator was deciding on a single value for what was, in practice, a multi-layered variable. The indicator used to measure 'the extent to which there is agreement amongst participants on the need for the partnership' provides an example of this difficulty. In all three partnerships, there were those who felt strongly about the need for partnership and those who were simply participating in order to 'avoid missing something'. In particular, levels of agreement over the need for partnership action differed both between and within stakeholder groups and therefore allocating a single value to such multiple perspectives was difficult. The indicators described in the literature are therefore a rather 'blunt instrument', because they fail to allow for heterogeneity in opinion between and within stakeholder groups.

## **3. Comparing the levels of achievement of indicators between case studies operating at different scales**

Another important issue is the different scales of the three partnerships studied. Comparing different sized partnerships provides important insights into variation in partnership performance which may be due to scale of operation, for example. However, comparing the level of achievement of indicators in two different partnerships with 10 and 200 members respectively, for example, may produce spurious results because larger groups are likely to embody a wider range of individual views. In addition, the number of participants in each partnership is also likely to vary across time and therefore, comparing indicator levels between stages within the same partnerships may also be problematic.

#### **4. Differentiating between intention and achievement**

At times in all three case study partnerships, there was evidence of a clear intention to improve an aspect of the collaborative process and yet, for a number of reasons, that intention was not immediately achieved. For example, at one stage in the DSP, there was a desire to include commercial operators in the decision-making process and yet it took a considerable period of time before that intention was achieved. Also, in the PMCG, although operators were given the opportunity to participate in decision-making, they chose not to take up that opportunity. In these cases, indicators did not allow for any differentiation between intention and achievement to be made and did not allow for the constraints which prevented achievement to be taken into account. Again, this is an important finding and highlights the difficulty of using indicators to infer effectiveness. The detail of both internal and external conditions included within each partnership narrative was therefore essential in providing explanations of why partnerships performed as they did.

Despite the challenges encountered in using indicators to measure partnership performance, this framework nonetheless provided a useful guide to the quality of the partnership process by developing a relational measure which enabled changes in the level of each indicator at various stages within and between cases to be traced. Although the partnerships in this study were situated in the marine environment, nevertheless the methods developed can be applied to partnerships in any environment and at any stage of development.



### **3.5 Alternative approaches**

The use of a retrospective approach to evaluation, using a framework of indicators devised by a researcher based outside of the partnerships studied, is not the only way to address the research problem. Alternative approaches, such as a 'Theory of Change' approach, for example, would enable the researcher to undertake contemporaneous evaluation as the partnership established and developed. Such an approach would embed the evaluation exercise within the process of partnership itself and enable stakeholders to negotiate and agree the measures of 'success' at the outset, based on their own perceptions and expectations of partnership performance. Some of the problems encountered in this research, such as the difficulty in persuading a larger proportion of private sector stakeholder to participate in the study, may therefore be mitigated.

Comprehensive forward planning for evaluation requires considerable human and financial resources and was not a feature of the marine nature-based partnerships encountered through this research. The scope for variation in approaches to evaluation, however, is a positive point. Where new partnerships are becoming established, opportunities will arise for evaluation methods to be considered at the outset and narrative techniques which allow change in the key determinants of effectiveness to be traced over time can be embedded within the process of partnership from the outset.

### **3.6 Conclusions**

The purpose of this chapter was to explain and critically evaluate the research strategy and methods used to address the research objectives identified in Chapter 1.

During phase one of the research, data on the location, scale and operational focus of marine and coastal partnerships based in the UK and Ireland were identified. From these data, partnerships with a focus on marine nature-based tourism were identified. In phase two, one partnership was selected for pilot study. During this pilot, the research strategy and specific methods were tested in order to assess their relevance and efficacy in addressing the specific research question posed. As a result of the experience gained, case study partnership selection criteria were refocused in order to provide a better 'fit' between the needs of the research and the availability of resources prior to full scale data collection. In addition the key determinants of effective partnership working were more clearly defined, and a framework of indicators devised to enable progress towards achieving effectiveness to be evaluated.

Case studies of three partnerships which had been established to manage marine nature-based tourism in different environmental and institutional contexts provided an opportunity for comparisons to be made and insights to be drawn which would have wider relevance to partnerships in other sectors and contexts. Ensuring that data were derived from a broad range of sources was also important in enabling individual case narratives to be produced, through which changes in specific variables could be traced and their impacts on partnership performance determined. Partnership narratives allow temporal changes in the determinants of

effectiveness to be traced, which represents an important contribution to the development of evaluation methods.

The case study partnership narratives are presented in Chapters 5, 6 and 7.

Chapter 8 then takes a comparative approach, discussing the key determinants of effectiveness and tracing their changing impact on the performance of each partnership over time.

## **Chapter Four**

### **Justification for case study selection**

#### **Introduction**

The purpose of this chapter is to examine the spatial, territorial and institutional contexts within which coastal initiatives operate in the UK and Ireland and then to identify marine nature-based tourism partnerships as a basis for the selection of representative case studies. Section 4.2 reports on the results from the database and provides information on the range and type of coastal partnerships existing within the UK and Ireland. The findings from this preliminary stage of research indicated that coastal partnerships possessed a wide spectrum of interests ranging from those concerned with activity across multiple marine sectors to those centred on single issues, such as coastal protection or species conservation. Variety also existed in the types of coastal environment and spatial scales within which partnerships operated. In terms of partnerships focussed on marine nature-based tourism, the majority were located in Scotland with fewer partnerships located in Wales, England and Ireland. This distribution is in sharp contrast to the trend indicated by the database results for general coastal management partnerships, the majority of which were located in England. Variation may be the result of a number of factors, including the spatial distribution of target marine species and dedicated marketing activity in Scotland, which has stimulated demand for marine wildlife tourism. This analysis provided the basis for the selection of case studies.

Section 4.3 introduces the selected case study partnerships and places them in the wider geographic and economic contexts within which they operate. Detailed

narratives which describe the context, background, emergence and development of each partnership are provided in Chapters 5, 6 and 7. The institutional contexts of the chosen partnerships revealed marked differences in terms of their antecedents for establishment, approaches to delivery and the policy environments within which each partnership operated. These differences have inevitably impacted on partnership performance and provide a useful starting point from which to explore further the conceptualisation and measurement of partnership effectiveness in Chapter 8.

## **4.2 Coastal and marine initiatives in the UK and Ireland**

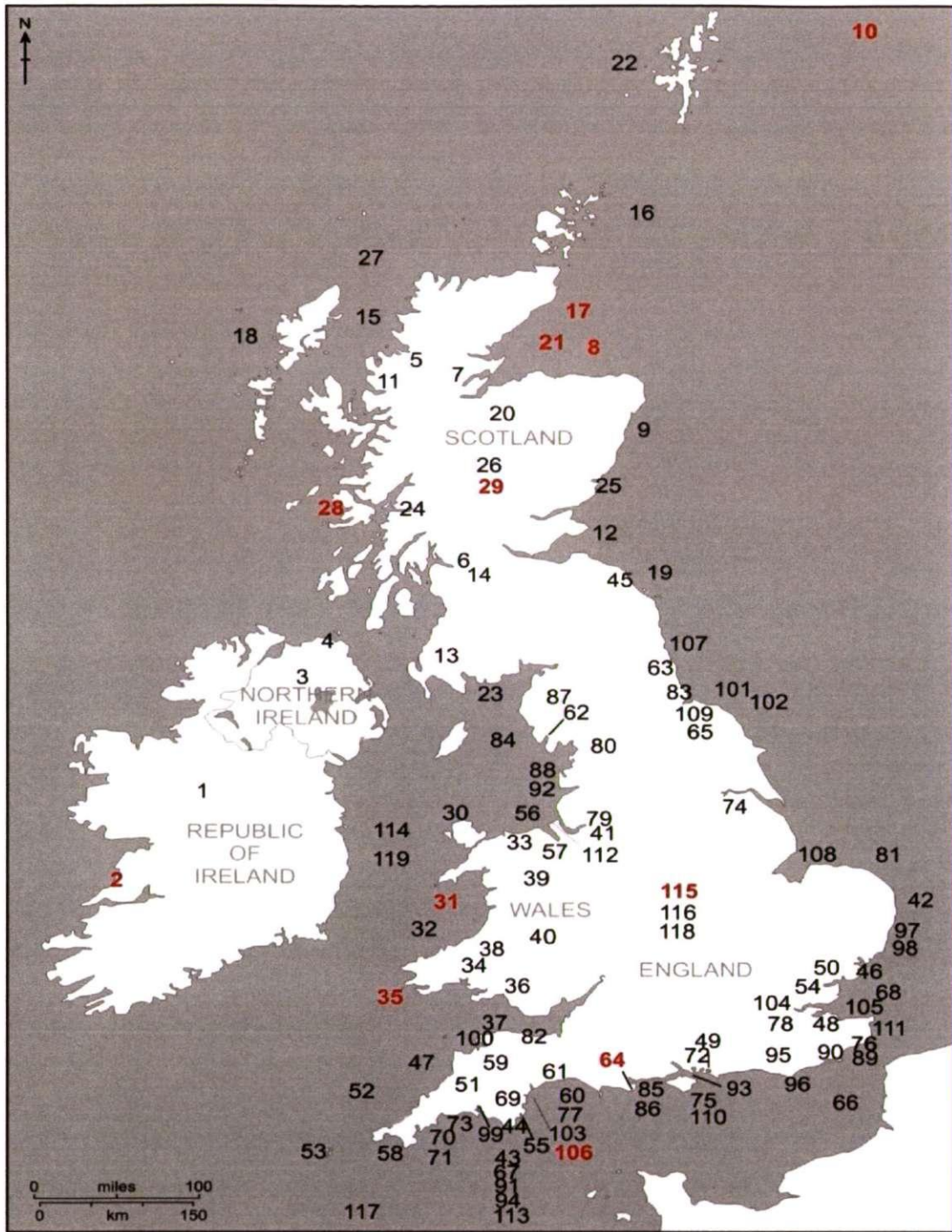
In the absence of comprehensive empirical data relating to the geography and operation of all types of coastal initiative in the UK and Ireland, it was essential to establish a database of all relevant partnerships as a first stage in the research. From this dataset, the extent of activity and partnerships with a specific focus on marine nature-based tourism activities were then identified for further study. The methods used to populate the database are explained in Chapter 3, Section 3.3.1, and involved a desk-based study and a questionnaire. These methods were used to identify a broad range of coastal partnership types, operating in the UK and Ireland.

### **4.2.1 Database results**

From the combined results of the desk-based survey and questionnaire, 119 coastal initiatives were identified across the UK and Ireland (see Figure 4.1 and Table 4.1 overleaf). Given the current lack of a prescriptive or formal definition for

coastal partnerships, and the multiplicity of organisation types and structures (Fletcher 2007b; Stojanovic and Barker 2008; Stojanovic and Ballinger 2009), the approach used in the identification of potential partnerships was open and relatively unstructured. All consortia of relevant coastal stakeholders were examined and, where there appeared to be an organised effort to work together across sectors (public, private, voluntary or NGO) to manage some aspect of the coastal environment, the partnership was included in the database. The exception to this rule was where the remit of the association was limited to coastal defence alone. These collectives were not included within the database, as they were focused exclusively on coastal protection issues and were not involved in wider coastal management issues.

A number of studies within the coastal zone have identified different types of UK based coastal initiatives (see, for example, Fletcher 2003; McGlashan 2003; Atkins 2004; Storrier and McGlashan 2006). After the compilation of this database in 2006, Stojanovic and Barker (2008) mapped the location of 95 coastal initiatives, although they did not include the Republic of Ireland in their list. Nor did they include marine nature-based tourism partnerships in their examination of the contribution made by local coastal partnerships to sustainable coastal management. The first objective of this research was therefore to explore the geographies of all types of coastal partnership based within the UK and Ireland as a context for identifying partnerships which were focussed on marine nature-based tourism activity (see Chapter Three Section 3.3.2 for an explanation of the rationale for selecting single issue coastal partnerships for case study).



Number	Name	Number	Name	Number	Name	Number	Name
1	Irish Whale and Dolphin Group	31	<i>Cardigan Bay Forum</i>	61	Dorset Coast LINK	91	Salcombe-Kingsbridge Estuary Conservation Forum
2	<i>Shannon Dolphin &amp; Wildlife Foundation</i>	32	Green Seas Initiative (Mor Glas)	62	Duddon Estuary Partnership	92	Sefton Coast Partnership
3	Strangford Lough Initiative	33	North Wales Coastal Forum	63	Durham Heritage Coast Partnership	93	Solent Forum
4	Northern Ireland Coastal Policy Group	34	Pembrokeshire Coastal Forum	64	<i>Durlston Marine Project</i>	94	South Devon AONB Partnership
5	Atlantic Coast Project	35	<i>Pembrokeshire Marine Code Group</i>	65	East Riding Coastal Forum	95	South Downs Coastal Group

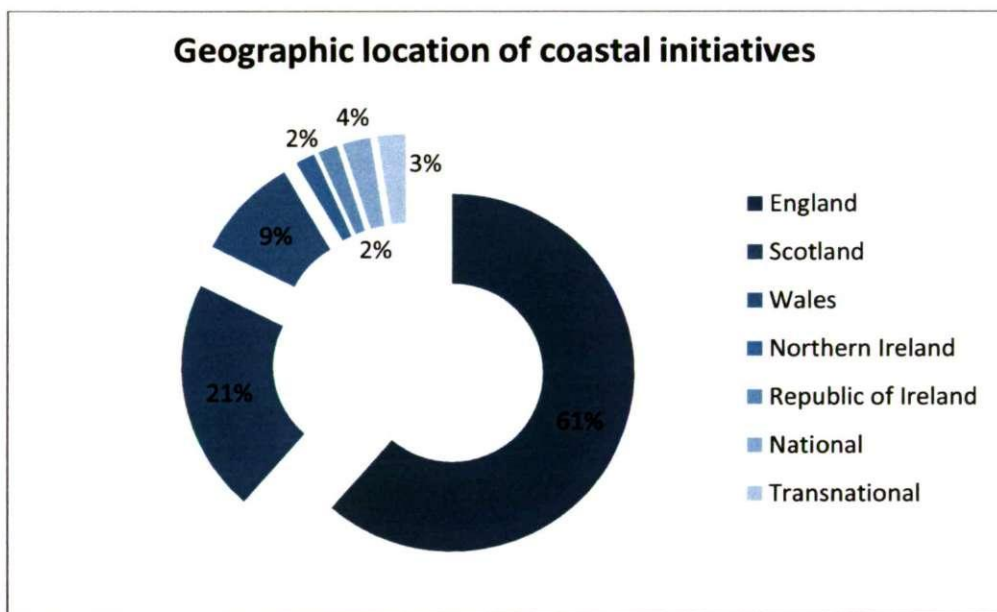
6	Clyde SSMEI	36	Pembrokeshire Outdoor Charter Group	66	English Coastal Forum	96	South East Coastal Group
7	Cromarty Firth Liaison Group	37	Severn Estuary Partnership	67	Erme Estuary Conservation Group	97	Suffolk Coast and Heaths Project
8	<b>Dolphin Space Programme</b>	38	Teifi Estuary Environmental Management Initiative	68	Essex Estuaries Initiative	98	Stour and Orwell Estuaries Management Group
9	East Grampian Coastal Partnership	39	Wales Coastal and Maritime Partnership	69	Exe Estuary Management Partnership	99	Tamar Estuaries Consultative Forum
10	<b>Fair Isle Marine Environment Tourism Initiative</b>	40	Welsh Coastal Forum	70	Falmouth Bay and Estuaries Initiative	100	Taw/Torridge Estuary Forum
11	Firth of Clyde Forum	41	Action Mersey Estuary	71	Fowey Estuary Partnership	101	Tees Estuary Management Partnership
12	Forth Estuary Forum	42	Alde and Ore Estuary Planning Partnership	72	Hamble Estuary Partnership	102	Tees Valley Partnership
13	Loch Ryan Advisory Management Forum	43	Atlantic Living Coastlines	73	Helford VMCA	103	Teign Estuary Partnership
14	Loch Torridon Project	44	Avon Estuary Forum	74	Humber Forum	104	Thames Estuary Partnership
15	Minch Project	45	Berwickshire SSMEI	75	Isle of Wight Estuaries Project	105	Thanet Coast Project
16	Orkney Marine and Coastal Forum	46	Blackwater Project	76	Kent Coastal Network	106	<b>Torbay Marine Ecotourism Partnership</b>
17	<b>Moray Firth Partnership</b>	47	Camel Estuary Advisory Group	77	Lyme Bay and South Devon Coastline Group	107	Turning the Tide on the Coast of Durham
18	Outer Hebrides Marine and Coastal Partnership	48	Canterbury and Swale Education Business Partnership	78	Medway and Swale Estuary Partnership	108	Wash Estuary Strategy Group
19	St Abbs and Eyemouth VMR	49	Chichester Harbour Conservancy	79	Mersey Strategy	109	Wear Estuary Forum
20	Scottish Coastal Forum	50	Colne Estuary Project	80	Morecambe Bay Partnership	110	Western Yar Estuary Management Committee
21	<b>Scottish Marine Wildlife Operators Association</b>	51	Cornwall Biodiversity Initiative	81	Norfolk Coast Partnership	111	White Cliffs Countryside Project
22	Shetland SSMEI	52	Cornwall Coast Project	82	North Devon AONB Partnership	112	Wirral Coastal Partnership
23	Solway Firth Partnership	53	Isles of Scilly AONB	83	North Yorkshire and Cleveland Coastal Forum	113	Yealm Estuary Conservation Group
24	Sound of Mull SSMEI	54	Crouch and Roach Estuary Project	84	North West Coastal Forum	114	PISCES
25	Tay Estuary Forum	55	Dart Estuary Forum	85	Poole Harbour Steering Group	115	<b>WiSE Scheme</b>
26	Tourism and Environment Forum	56	Dee Estuary Strategy Project	86	Purbeck Marine Wildlife Reserve	116	Local Government Association Coastal Issues Special Interest Group
27	Western Isles Coastal Zone Management Forum	57	Dee Estuary Project	87	Ravenglass Coastal Forum	117	Biscay Dolphin Research Programme
28	<b>Wild Isles</b>	58	Delaware Estuary	88	Ribble Estuary Partnership	118	CoastNET
29	<b>Wild Scotland</b>	59	Devon Maritime Forum	89	Romney Marsh Countryside Project	119	The Irish Sea Forum
30	Anglesey Countryside Forum	60	Dorset Coastal Forum	90	Rye Bay Countryside Project		

**Figure 4.1. and Table 4.1.** The location of coastal partnerships in the UK and Ireland. Source: Database survey June 2006, updated February 2009.



## Location

As expected, given population densities and percentage of coastline, the majority of coastal initiatives were located in England (61.4 per cent), followed by Scotland (21.0 per cent) and Wales (9.2 per cent) (Figure 4.2). The Republic of Ireland, along with Northern Ireland, appeared to have the fewest with only 1.7 per cent of the initiatives recorded in each area. The lack of integrated coastal management initiatives in the Republic of Ireland reflects the existence of a complex and fragmented institutional framework which would require significant restructuring to enable integrated coastal management to be implemented in these areas (Brady *et al.* 1997b; Brady *et al.* 1997a; O'Hagan and Cooper 2001).



**Figure 4.2.** Geographic location of coastal initiatives  
Source: Database survey June 2006, updated February 2009.

In addition to those initiatives which operated entirely within one region, national (4 per cent) and transnational (3 per cent) partnerships were also recorded. These partnerships operated across much larger areas and were focussed on co-ordinating supra-regional or national programmes. Examples of this type of

partnership included the network-based Partnership of Irish Sea Coast and Estuary Strategies (PISCES), centred on the Irish Sea, and the WiSe Scheme (Wildlife Safe marine nature-based tourism operator training), which was active throughout the UK and Ireland.

### ***Partnership context***

The operational scale of coastal initiatives was very difficult to define because many of these organisations worked on a project or issue-led basis and activity was often therefore undertaken at multiple scales. For example, estuary management partnerships often worked on management plans which encompassed the full area of the estuary, whilst at the same time addressing location specific issues, such as sea-grass bed degradation. In addition, coastal partnerships themselves did not generally use scale as a criterion to define themselves or their activity. More important to this research project was the institutional complexity of the context within which partnerships operated (Pawson and Tilley 1997). Selecting partnerships operating in different institutional contexts for case study provided an important opportunity to assess the contribution of context on the development of effectiveness within partnerships.

In terms of context, 'local' partnerships were defined as operating in a part of a county or administrative area; 'county-wide' defined those initiatives which operated across most or all of the county and 'cross-county' partnerships were those which spanned more than one county. Some partnerships within this 'cross-county' classification encompassed large geographical areas, such as The Minch Project, based in north-west Scotland, whilst others, such as the Mersey Strategy

based in north-west England, covered a smaller geographical area, but reflected the convergence of administrative boundaries within the partnership's operational area. Larger initiatives were defined as either 'country-wide' if they operated across an entire national area (such as the Scottish Coastal Forum, for example) and 'cross-border' partnerships were those which spanned major national administrative borders, for example between England and Wales.

The majority of smaller coastal initiatives operated within a local area defined by a specific geographical feature such as an estuary, for example the Avon Estuary Forum, and these tended to lie within county boundaries. These local partnerships were the most common type of partnership within the database (48.7 per cent) (Table 4.2).

**Table 4.2. Partnership Context**

Context	Number of Partnerships	Percentage
Local	58	48.7
County-wide	13	10.9
Cross-county	30	25.2
Country-wide	11	9.2
Cross-border	5	4.3
No information available	2	1.7
Total	119	100%

Source: Database survey June 2006, updated February 2009

In contrast, larger estuary-based partnerships, such as the Dee Estuary Project and those centred on longer lengths of coastline such as the Cardigan Bay Forum, tended to fall within multiple administrative areas and formed the second most common type, that of cross-county partnerships (25.2 per cent).

Country-wide partnerships, which accounted for 9.2 per cent of database entries, included organisations such as the Welsh Coastal Forum, which supported the work of smaller partnerships by providing networking opportunities. In addition, 4.3

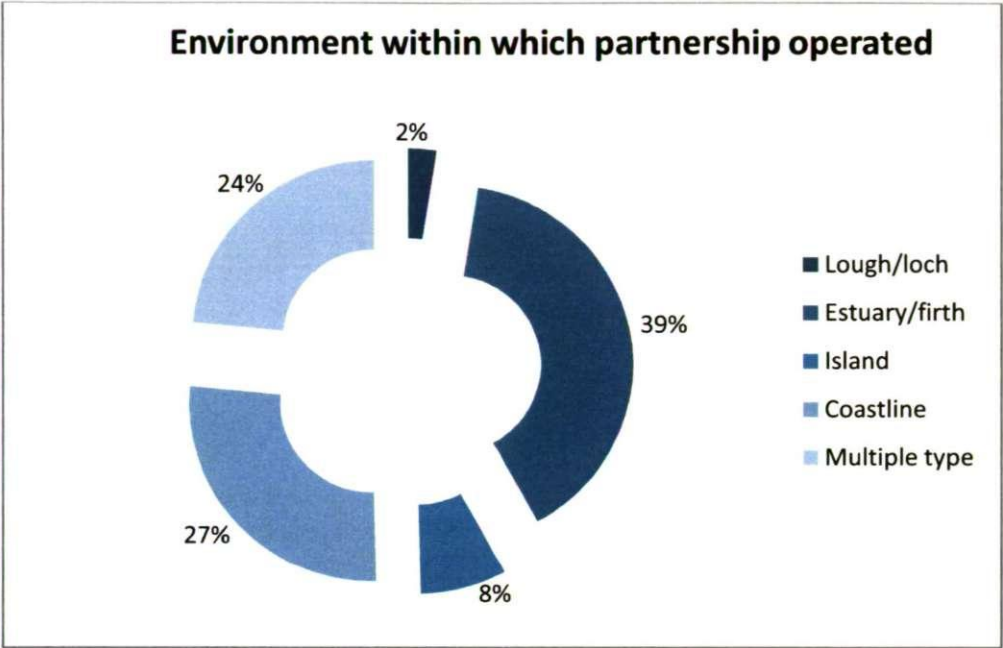
per cent of coastal partnerships were recorded as cross-border, spanning estuaries or coastlines in more than one country. Examples of such partnerships included the Solway Firth Partnership, which spans the border between Scotland and England, and the Severn Estuary Partnership, spanning the borders of England and Wales. Although these particular partnerships were similar to those operating at local and regional scales in that their focus was the development of integrated coastal management, they had the added complexity of managing activity under two or more different legislative administrations, and where statutory instruments and funding arrangements often also differed between administrations (Hoare 2002).

### ***Operational environment***

Defining partnerships by their environmental type involved an element of subjectivity. Partnerships that are centred on estuaries or firths, for example, may also include sizeable areas of open coastline within their sphere of influence. The majority of partnerships were therefore designated according to the primary environmental characteristic of their operational focus. For example, the Moray Firth Partnership was designated as an estuary/firth partnership because its focus is on encouraging and supporting sustainable development and integrated management in the Moray, Dornoch, Cromarty, Beaully and Inverness Firths, rather than the open coastline on its north eastern and south eastern fringes.

Partnerships centred on estuaries and firths represented the largest group within the database (Figure 4.3), reflecting the influence of government sponsored programmes to stimulate integrated coastal management in the UK, such as the

'Estuaries Initiative' led by English Nature (now Natural England) and the 'Focus on Firths' campaign led by Scottish Natural Heritage (Fletcher 2003; Stojanovic and Barker 2008).



**Figure 4.3.** Environments within which partnerships were situated  
Source: Database survey June 2006, updated February 2009

Those partnerships centred on a section of coastline accounted for the other major group and included organisations such as the Cardigan Bay Forum, established to devise and implement a management plan for an area designated as a candidate marine Special Area of Conservation (SAC). Coastline-based partnerships tended to be those established to manage specific landscape and habitat designations, such as SACs and Areas of Outstanding Natural Beauty (AONBs) and, in common with coastal management partnerships, their establishment was also top-down, stimulated by the Countryside Commission's Heritage Coast Programme (in 2006 the Countryside Commission was merged with English Nature to form Natural England). These partnerships also tended to share a focus on conservation, rather

than integrated coastal management as their primary activity. As perhaps might be expected given the predominance of coastline and estuary-based groups, there were few island-based partnerships, representing just eight per cent of the total. Several large-scale or meta-partnerships were also encountered. These partnerships spanned multiple coastal environment types and included coastal management networking organisations, such as CoastNET, and country-wide special interest partnerships, such as the Irish Whale and Dolphin Group and the Scottish Marine Wildlife Operators Association, which had been established to raise awareness of marine wildlife to a wide audience.

### ***Partnership core activity***

In addition to identifying location, geographical context and environment type, primary operational aims were also used to classify partnerships. These classifications do not necessarily represent the only stated aim of partnerships, but rather they provide a simple indication of central or core activity. In many partnerships, this core activity also reflected the original stimulus for their establishment. For example, the Helford Voluntary Marine Conservation Area Group was established in order to undertake ecological surveys and broaden awareness of the importance of conserving biodiversity within the Helford River, Cornwall. The partnership now works with various stakeholder groups to promote the sustainable management of the river.

As Table 4.3 indicates, the majority of partnerships were engaged in coastal management activities. These coastal management partnerships consist of multiple stakeholders from public, private and voluntary sectors who work closely with communities and organisations in order to facilitate integrated management of

coastal and marine resources (Kay and Alder 1999). This partnership type reflects the most common type of marine or coastal partnership examined within the current literature (see, for example, Burbridge 1997; Ehler 2003; Fletcher 2003; McGlashan 2003; Olsen 2003; Barker 2004; Gallagher *et al.* 2004; Dahl-Tacconi 2005; Dalton 2006; McKenna and Cooper 2006; Fletcher 2007a; Fletcher *et al.* 2007). Although coastal management was the primary aim of these partnerships, many also included other project-based activities and topic-groups including marine nature-based tourism, education and species conservation, alongside this central aim. From the database, 12 partnerships (10 per cent) were identified as having a strong interest in marine nature-based tourism. These 12 partnerships were therefore further examined as potential case study partnerships and are marked in italics on Figure 4.1. Of the 12 partnerships, nine (7.6 per cent) were directly involved in managing marine nature-based tourism activity.

**Table 4.3. Partnership core activity**

Main Purpose	Number of partnerships	Percentage
Marine nature-based tourism	9	7.6
Conservation	25	21.0
Coastal management	71	59.6
Coastal protection	4	3.4
Economic development	4	3.4
Other	6	5.0
Total	119	100%

Source: Database survey June 2006, updated February 2009

Special interest partnerships included those established to pursue specific objectives such as the Green Seas Initiative (Mhor Glas) associated with improving the bathing water quality of Welsh beaches, and the Canterbury and Swale Education Business Partnership, concerned with strengthening the relationship between education and business in the coastal environment. Two industry-based partnerships (Wild Scotland and the Tourism and Environment Forum) were

specifically established to lobby, promote and develop sustainable and wildlife orientated tourism within and outside of Scotland, which may explain the relatively high number of marine wildlife tourism partnerships in Scotland, compared with other regions (Masters 1998).

From the database, it is clear that a broad range of partnerships types exist within the coastal zone, operating within different legislative environments, across a range of scales and within different environments. This multiplicity of partnership types reflects the lack of a centrally funded, prescriptive approach to coastal management within the UK (McGlashan 2003). The proliferation of partnership types is an expression of specific local resources, capacity and conflicts or issues. The majority of the partnerships in the database appeared to be focused on the delivery of integrated coastal management and centred primarily on estuaries and firths, reflecting the stimuli of recent government sponsored integrated coastal management initiatives (Atkins 2004). This type of antecedent for partnership formation is more closely allied with the 'exchange perspective' (Jamal and Getz 1995), where partners come together to benefit from mutual gains or perspectives, and is arguably more 'top- down' in its governance approach, suggesting that the purported shift away from government and towards more bottom-up participatory governance has not yet occurred to any great extent within the coastal environment. Over half of the partnerships recorded in the database were engaged in coastal management, although this was only one of a range of core activities.



### **4.3 Case study partnerships**

From the database, those partnerships for which the development, management or promotion of marine nature-based tourism activity was a primary or core objective were identified, resulting in a list of 12 partnerships for further consideration as case studies (Table 4.4 overleaf). As indicated in Table 4.4, the list contained a range of organisation types, structures and ratios of public, private sector and non-government organisations (NGOs). Some partnerships were in the early stages of establishment (less than five years old), while others were more mature (over ten years old). Partnerships also existed across a range of different scales from micro, centred on a small section of coastline, to macro, such as those active on national or transnational scales. Diversity also existed in the types of environment within which partnerships operated, from islands and estuaries to sections of coastline. In common with other types of coastal partnership, this diversity of organisation types reflected the lack of policy prescription in managing this specific activity in the UK and Ireland. Although the lack of an overarching policy has been cited as one of the reasons why some coastal partnerships have failed to achieve significant progress in delivering sustainable integrated management of coastal environments (Stojanovic and Barker 2008), such a lack of prescription does enable partnerships to take a flexible approach in developing appropriate and context-specific actions to address local issues.

Three partnerships met the selection criteria discussed in Chapter 3 Section 3.3.3, and were therefore selected as case studies (Table 4.5). These were the Shannon Dolphin and Wildlife Foundation (SDWF), the Dolphin Space Programme (DSP) and the Pembrokeshire Marine Code Group (PMCG).

**Table 4.4. Partnerships selected as potential case studies.**

Partnership Name	Location	Locus	Environment	Core activity	Status	maturity	Driver	Organisational Structure	Organisation type	Partnership sector mix
Scottish Marine Wildlife Operators Association	Scotland	Cross-county	Multiple	Marine nature-based tourism	Active	Established (1998)	Economic	Single group (with Committee)	Industry-based private sector lobby group	Dominance by private sector
Wild Scotland	Scotland	Country-wide	Multiple	Marine nature-based tourism	Active	New (2003)	Economic	Single group	Industry-based private sector lobby group	Dominance by private sector
Wild Isles	Scotland	Local	Island	Marine nature-based tourism	Active	New (date not clear)	Economic	Sub committee of main organisation	Wild Isles is an annual series of events run by Mull and Iona Community Trust.	Mix of wildlife tour operators, agencies and NGOs.
Moray Firth Partnership	Scotland	Cross-county	Estuary	Coastal management	Active	Mature (1996)	Coastal management	Steering Group plus forum	Coastal partnership concerned with multiple issues	No overall dominance
Dolphin Space Programme	Scotland	Cross-county	Estuary	Marine nature-based tourism	Active	Mature (1995)	Environmental	Steering Group plus membership	Marine nature-based tourism management partnership	Dominance by public sector
Fair Isle Marine Environment Tourism Initiative	Scotland	Local	Island	Marine nature-based tourism	Inactive	Mature (1995)	Environmental	Single group	Marine nature-based tourism management partnership	No overall dominance

Shannon Dolphin and Wildlife Foundation	Ireland	Cross-county	Estuary	Marine nature-based tourism	Active	Established (2000)	Economic and environmental	Originally Steering Group and Management group	Marine nature-based tourism management partnership	No overall dominance
Cardigan Bay Forum	Wales	Cross-county	Coastline	Conservation and coastal management	Active	Mature (1992)	Environmental	Single group	Coastal partnership concerned with managing candidate SAC	Appears to be public sector dominant
Pembrokeshire Marine Code Group	Wales	Local	Multiple	Marine nature-based tourism	Active	New (2003)	Environmental and tourism	Working group plus membership	Marine nature-based tourism management partnership	No overall dominance
Durston Marine Project	England	Local	Coastline	Conservation and marine nature-based tourism	Active	No data	Environmental and tourism	No information	Community based marine research and education programme.	Appears to be local authority led, with volunteers to help 'manage'
Torbay Marine Ecotourism Partnership	England	Local	Coastline	Marine nature-based tourism	Closed	Closed	Economic	Steering group plus forum	Marine nature-based tourism management partnership	No overall dominance
WiSE Scheme	UK & Ireland - wide	Country-wide	Multiple	Marine nature-based tourism	Active	New (2003)	Environmental	Appears to be single group.	Marine nature-based tourism training partnership	Private sector led - public sector are major funders.

Source: Database Survey June 2006, updated February 2009.

**Table 4.5. Partnerships chosen for case study**

	<b>Shannon Dolphin and Wildlife Foundation</b>	<b>Dolphin Space Programme</b>	<b>Pembrokeshire Marine Code Group</b>
<b>Location</b>	Ireland	Scotland	Wales
<b>Environment</b>	Estuary	Estuary	Multiple
<b>Geographical context</b>	Cross-county	Cross-county	Local
<b>Age in 2007 (from date of formal establishment)</b>	7 years	12 years	2 years
<b>Statutory context</b>	Candidate SAC	Candidate SAC	Candidate SAC and National Park
<b>Structure</b>	Steering group plus Management group	Steering group plus accredited operators	Steering group plus accredited operators and other organisations

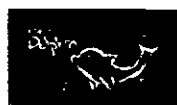
Source: Database Survey June 2006, updated February 2009

The selected partnerships reflected the diversity within the database. Each partnership was located within a different legislative context (Ireland, Scotland and Wales) and each was at a different stage of establishment. The DSP had been established for 12 years, the SDWF for seven years and the PMCG had been established for just two years. In addition, each partnership represented a different balance of public and private sector involvement. There were also differences in terms of the level of marine nature-based tourism activity in each area. In both the SDWF and DSP, commercial operators were primarily focussed on providing boat-based trips to view marine wildlife, particularly dolphins and, to a lesser extent, seals and sea-birds. In addition, these companies also offered diving and angling trips, but these trips only formed a small part of their business. In the PMCG, there were more commercial operators in total, but only a small number were focussed on providing marine wildlife watching boat trips. Instead, the majority of operators provided diving, angling and general coastal tourism trips.

The three partnerships studied are examples of *inter-sectoral* partnerships (Cater 2003) in that they included stakeholders from across different sectors. For example, they included statutory agencies such as the Maritime and Coastguard Agency; conservation-based NGOs, such as the Whale and Dolphin Conservation Society and private sector small and medium sized enterprises (SMEs), such as Dolphinwatch Carrigaholt. However, these partnerships are not *cross-sectoral* in that they focus on a single policy issue (marine nature-based tourism) and do not deal with other broader social, economic or environmental issues within the coastal zone (Bramwell and Lane 2000).

In terms of purposes, all three partnerships shared a similar overarching aim to support the development of 'sustainable' marine nature-based tourism activities (Table 4.6). Although each partnership had identified a series of key objectives to help them in delivering their aims, there appeared to be no clear indication of how 'sustainability' was to be achieved. Surprisingly, none of the three partnerships explicitly included monitoring or evaluation tasks within their stated objectives. All three partnerships were situated within Special Areas of Conservation (SAC), reflecting the existence of protected marine species and habitats within their area of operation, although the designations were for different species and habitats. In contrast to the SDWF and DSP, the Pembrokeshire case study (PMCG) was also located within a National Park and therefore operated within a more complex institutional context.

**Table 4.6.** Case study partnership purposes and objectives.



Shannon Dolphin  
and Wildlife  
Foundation



Dolphin Space  
Programme



Pembrokeshire Marine  
Code Group

	Shannon Dolphin and Wildlife Foundation	Dolphin Space Programme	Pembrokeshire Marine Code Group
<b>PURPOSE</b>	To further develop sustainable dolphin watching in the Shannon Estuary	To be a model of excellence in responsible wildlife tourism and to support the sustainable, positive development of marine wildlife watching in the Moray Firth, Scotland	To encourage the sustainable environmental use of Pembrokeshire by Wildlife Tour operators, Dive Charter operators, clubs and recreational water user groups
<b>OBJECTIVES</b>	To maintain the dolphin population and habitat in a favourable conservation status	Reducing the potential impact that cetacean watching boats can have on the status, distribution or behaviour of the Moray Firth dolphins	To engage all of the Marine users of Pembrokeshire
	To raise public awareness of dolphins and the marine environment	Raising awareness and encouraging conservation of marine wildlife through provision of high quality training, educational materials and interpretation to DSP members and to the public	To promote the voluntary codes of conduct for different species and activities in relation to the different sensitivities of certain areas
	To increase the volume and value of dolphin watching visitors	Encouraging collaboration between wildlife tour operators, management agencies, conservation organisations, members of the public and other water users, including recreational boats and shore-based wildlife watchers	To encourage dialogue between countryside conservation agencies, landowners and those partaking in marine activities particularly the activity providers
	To integrate dolphin watching with eco-tourism activities in West Clare	Encouraging long-term ecological and economical sustainability of marine wildlife tourism in the Moray Firth	To develop contacts, literature and a website to spread the word to visiting activity groups, event organisers and individuals who use the county for recreational purposes.
			To develop environmental awareness through education and example leading to caring ownership of activity sites

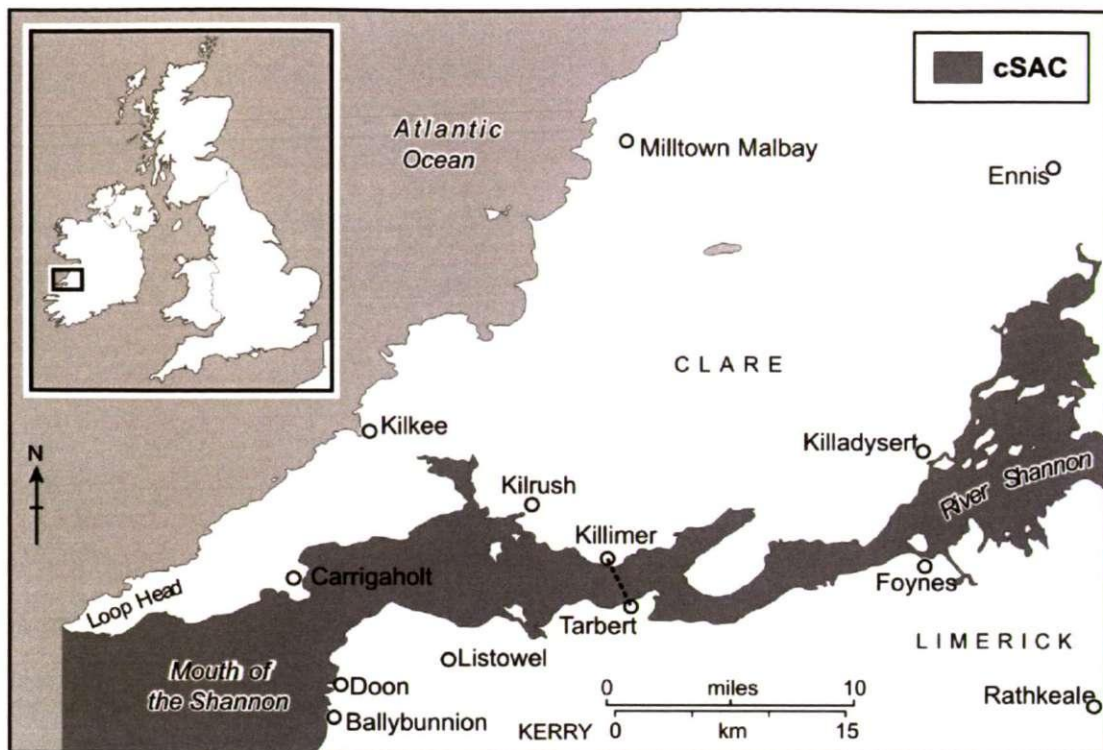
Source: (Arnold 1997; Irish Whale and Dolphin Group and Kilrush Urban District Council 1999; Pembrokeshire Marine Code Group 2004).

The organisational structures of all three partnerships included a steering or working group, which was responsible for establishing aims and objectives, together with a membership body made up of private sector commercial operators and other public sector organisations and NGOs.

#### **4.3.1 The Shannon Dolphin and Wildlife Foundation**

The Shannon Estuary forms a strategic and commercially important waterway on the western seaboard of Ireland, falling primarily within County Clare on the north shore and, to a lesser extent, County Kerry to the south. County Clare, a predominantly rural county, falls within the province of Munster and covers an area of 3,254km<sup>2</sup> (Clare County Library 2001). This case study focused on the immediate geographical area within which the Shannon Dolphin and Wildlife Foundation operates. Although the Foundation does not have distinct boundaries, its operational area generally stretches from Killadysert in the east to the westernmost point at Loop Head on the north side and from Foynes in the east to Ballybunion on the west coast of Kerry (Figure 4.4).

The landscape bordering the estuary is rural, with small urban centres such as Kilrush and Kilkee (Co. Clare), Listowel and Ballybunion (Co. Kerry), providing administrative services and employment. This area of Ireland has suffered a general decline in population since the early 1980s which, together with low population density, has made it difficult to sustain continued economic development (Marine Institute 1999).



**Figure 4.4.** Shannon Dolphin and Wildlife Foundation case study area.  
 Source: Database Survey, updated February 2009.

Agriculture is still an important economic activity along the estuary, although a number of large industrial plants now provide additional local employment opportunities (see below). The Gross Value Added (GVA) in agriculture, forestry and fishing for County Clare was estimated at £79.9 million in 1996. This figure for income from primary industries compares favourably with estimated GVA in other areas of Ireland, with Clare accounting for an estimated 9.5 per cent of total GVA for agriculture, forestry and fishing across Ireland (Clare County Library 2001). Industrial activities along the Shannon River include a coal fired power station at Moneypoint (close to Killimer), an oil-fired power station at Tarbert and an aluminium refinery, Aughinish Alumina, situated on Aughinish Island just of the coast at Foynes. Historically, the deep water port at Foynes was developed as a departure point for flying boats during and just after the Second World War and, as



such, formed the strategic hub for early transatlantic flights from Europe to North America. The Shannon Foynes Port Authority now controls the movement of over 10 million tonnes of cargo traffic throughout the 96km length of the estuary, from the inland port at Limerick to its seaward end at Kerry Head (Shannon Foynes Port Company 2004). Additional commercial activities include fish farming and yacht marinas, which service the steadily increasing leisure traffic within the estuary.

Traditionally, the Atlantic coastline and sandy beaches have attracted domestic long-stay family type holidays, although this sector has weakened in recent years (Hector 2001). The area is also bordered by a number of internationally established tourism destinations, including the Cliffs of Moher and the Burren, and lies just to the west of the major touring route from County Galway to County Kerry. Indeed, the Killimer – Tarbert vehicle ferry, situated a few miles east of Kilrush, carries approximately 600,000 passengers per year across the Shannon (Hector 2001).

The Shannon estuary is one of the most important sites for bottlenose dolphins (*Tursiops truncatus*) in Europe and the only site in Ireland where they are known to be resident (Berrow 2000b). In April 2000, the estuary was designated as a candidate Special Area of Conservation (cSAC) under the EU Habitats Directive in order to ensure their protection (Berrow 2000b). The Shannon Dolphin and Wildlife Foundation (SDWF) was formally established in March 2000 following its initial inception at a public forum, held to raise awareness of the dolphins and discuss the potential for developing marine nature-based tourism in the area. The forum formed part of the Kilrush 1500 celebrations, held in May 1999, to commemorate the original establishment of the town of Kilrush. The aims of the partnership were

first, to raise local awareness of the dolphins and their potential as a resource which could be used to attract tourists and second, to ensure that the dolphin-watching industry was developed sustainably (Figure 4.5).



**Figure 4.5.** Raising awareness of the local bottlenose dolphin population: an interpretation board, Kilrush, Co. Clare. Source: Author.

Originally, the organisational structure of the partnership consisted of a Steering Committee, made up of key government agencies, local authorities and semi-state bodies, and a Management Committee comprising wildlife tour boat operators and community representatives. In 2003, however, the two separate committees were

merged and the current management committee now comprises Shannon Development, National Parks and Wildlife Service, (NPW), Marine Institute, Clare County Council, Tuatha Charraí Teo (North Kerry LEADER), Kilrush Town Council, Carrigaholt Development Association, Kilrush Chamber of Commerce and all accredited wildlife tour boat operators in the area (five operators in total). The SDWF became a registered charity in October 2002. The motivations and drivers leading to the establishment and development of the SDWF partnership are explored in detail in Chapter 5.

#### **4.3.2 The Dolphin Space Programme**

The Dolphin Space Programme operates within the Moray Firth, a large coastal and estuarine area in north eastern Scotland. The Moray Firth is Scotland's largest firth and includes a large triangular body of water, extending from Duncansby Head in the north to Fraserburgh in the south. The inner firth is, in fact, a collection of smaller bodies of water and includes the Beaully, Inverness, Cromarty and Dornoch Firths. The region falls within the counties of Highland, Moray and Aberdeenshire and includes more than 800kms of coastline (Moray Firth Partnership 2007).

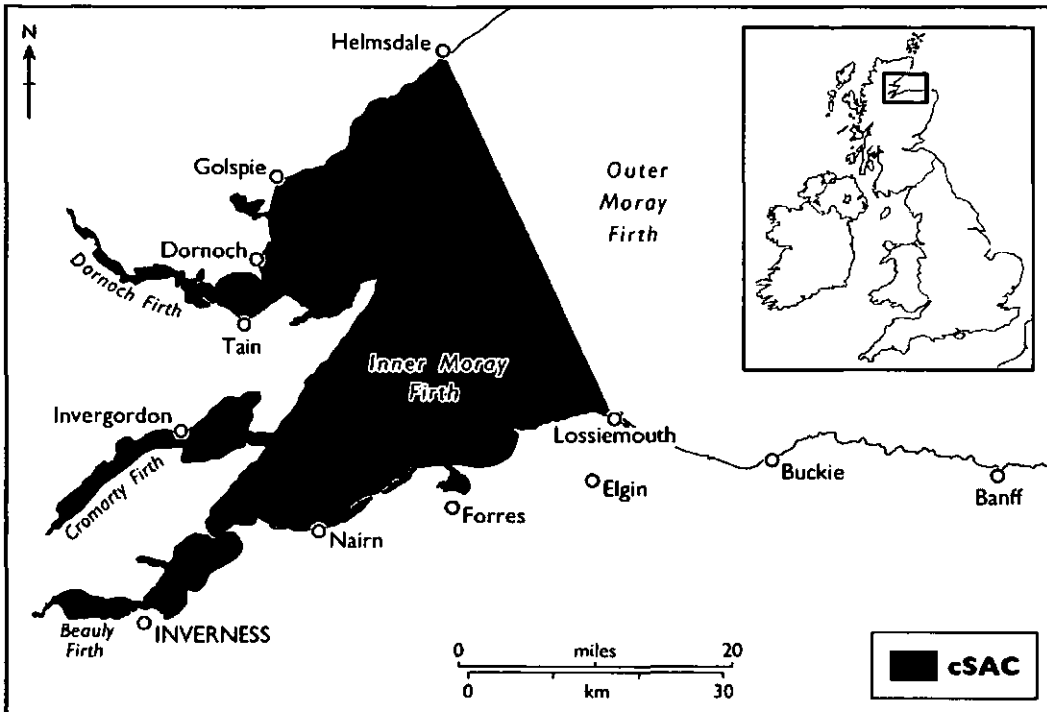
The Dolphin Space Programme does not operate within distinct geographical limits, but is centred on the Moray Firth itself, shown in Figure 4.6 (overleaf).

Inverness is the main centre of population at the western end of the Moray Firth, with many smaller coastal towns and villages dotted along both north and south coastal shores. The coastal fringe supports a population of over 150,000 and has a long established social and cultural connection to the marine environment.

Pelagic and demersal fisheries formed the focus of employment for the area until

the 1950s, but have largely been replaced by the offshore oil and gas industry.

Additional marine-related economic activity includes manufacturing, shipping, port activities and transport (Moray Firth cSAC Management Group 2003).



**Figure 4.6.** The focus of the Dolphin Space Programme case study area. Source: Database survey, June 2006.

Recreational and leisure activities in the area are focused on marine and coastal water sports and include sailing, power boating, diving and windsurfing. A number of marinas have been built in the last few years to accommodate the growth of the sailing industry in particular, and further development is planned on the southern shoreline (Scottish Natural Heritage 2002). The area is home to the only known resident population of bottlenose dolphins in the North Sea, as well as common, white-beaked and Risso's dolphins, harbour porpoise, minke, pilot and killer whales (Moray Firth cSAC Management Group 2003).

Tourism marketing activity within Scotland in general, and the Highlands in particular, are driving a renaissance in the popular image of Scotland as a 'wild' and 'natural' destination, with a wealth of niche products and services based on this historical yet rediscovered image (Yeoman *et al.* 2005). The wildlife market is thought to have attracted 567,000 UK residents during 2003 (George Street Research and Jones Economics 2003/2004). Marine wildlife-focussed tourism continues to grow in importance as a separate niche market, attracting traditional anglers and wildlife enthusiasts as well as marine-based water sports tourists (Figure 4.7 overleaf).

In the early 1990s, it became apparent that the rate of growth in this sector, alongside an explosion in interest in recreational boating activity, could threaten the viability of the resident cetacean populations (Arnold 1997). In response, Scottish Natural Heritage (SNH) launched a Dolphin Awareness Initiative to provide education and increase awareness of the vulnerability of the resident bottlenose dolphin population amongst the general public (Moray Firth cSAC Management Group 2003). In 1995, following a series of workshops and consultations, a voluntary code of conduct and accreditation scheme were drawn up by SNH, working in partnership with a number of other agencies and NGOs and the Dolphin Space Programme was born. The purpose of the partnership was to introduce voluntary management agreements with commercial dolphin watching operators in an attempt to prevent disturbance to the resident dolphins and other marine wildlife and ensure that the industry was developed sustainably. Operators of marine wildlife watching tour boats throughout the Moray Firth were invited to join and, by 1996, all operators at the time were signed up to the scheme.



**Figure 4.7.** Commercial operation offering dolphin watching boat trips, Moray Firth. Source: Author.

The Moray Firth was declared as a candidate SAC in 1996, in order to protect the bottlenose dolphin population. In 2007, membership of the partnership had been widened to include other local authorities and agencies, such as the Maritime and Coastguard Agency, Highlands and Islands Enterprise and VisitScotland. The Dolphin Space Programme (DSP) is overseen by a steering group, which meets twice a year. Wildlife tour boat operators are represented on the Steering Group through the Wildlife Tour Boat Operators Society (WTBOS), alongside representatives from Scottish Natural Heritage, VisitScotland, the Whale and Dolphin Conservation Society (WDCS), the Maritime and Coastguard Agency (MCA), Highland Council, Inverness Harbour Trust, Northern Constabulary and

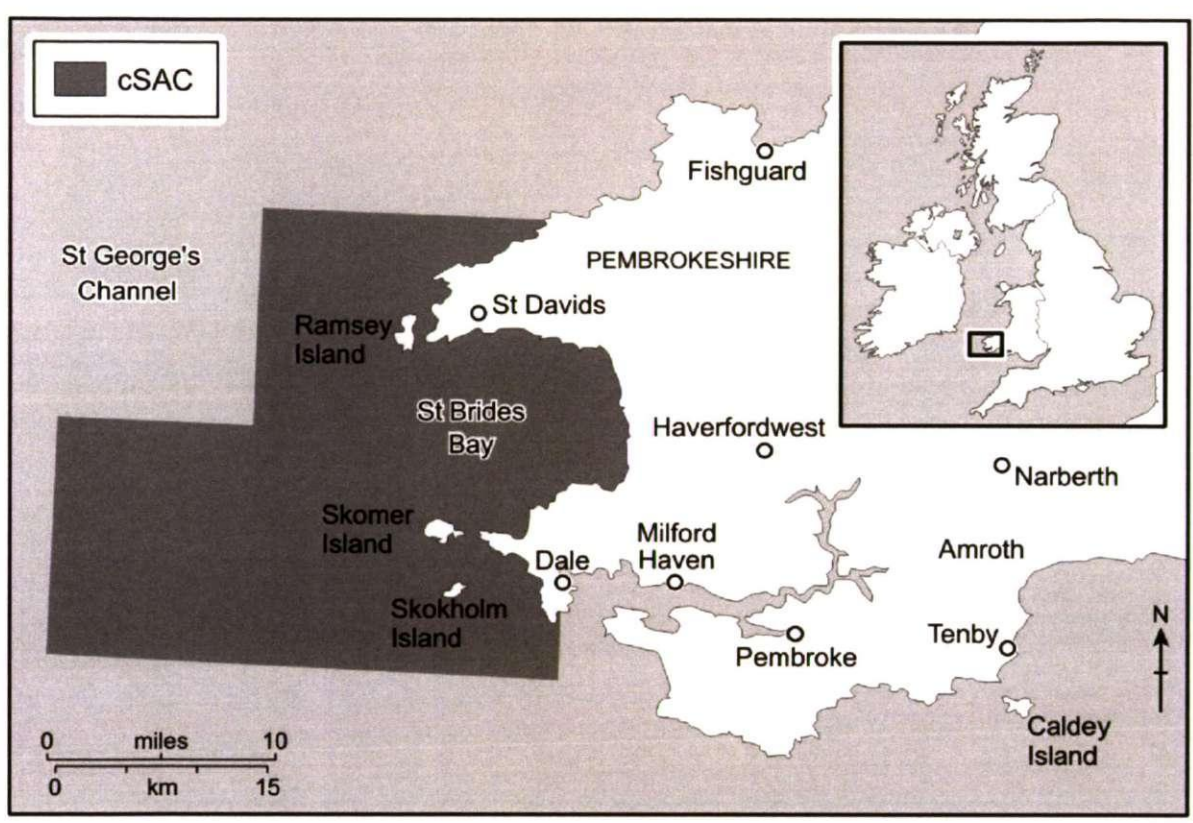
Grampian Police. A full description of the establishment and development of the partnership is provided in Chapter 6.

#### **4.3.3 The Pembrokeshire Marine Code Group**

The Pembrokeshire Marine Code Group (PMCG), and its sister partnership the Pembrokeshire Outdoor Charter Group (POCG), operate along the length of the Pembrokeshire coastal zone from Amroth in the south east to St Davids in the north and include the islands of Caldey, Skokholm, Skomer and Ramsey (Figure 4.8). The county includes a number of small urban centres including Milford Haven, Pembroke, Tenby, Haverfordwest and Fishguard.

In terms of industry, Pembrokeshire is home to the UK's fourth largest freight port at Milford Haven, with an average of over 3,000 vessel movements per year (Milford Haven Port Authority 2007), along with two international ferry terminals at Pembroke Dock and Fishguard. The south of the county is also host to three Ministry of Defence (MOD) bases and two oil refineries. Two Liquid Nitrogen Gas (LNG) storage facilities are currently under construction. This facility will ensure that by 2009, Pembrokeshire will provide up to 30 per cent of the total gas supply for the UK. In addition, a number of offshore gas field sites have been proposed, together with two gas fired power stations and an offshore wave energy platform, Green Dragon (Pembrokeshire Coastal Forum 2007). Surrounding this centre of industrial activity is Pembrokeshire Coast National Park, covering an area of 629km<sup>2</sup>, primarily coastal zone. The Park was designated in 1952, under the National Parks and Access to the Countryside Act, 1949, and is unique amongst other UK National Parks in being designated primarily to protect a section of

coastline (Pembrokeshire Coast National Park Authority 2003). In addition, the inshore waters and adjacent coastline are nationally and internationally important for nature conservation, with over two thirds of the area designated as Sites of Special Scientific Interest (SSSI), Special Areas of Conservation (SAC) and Special Protection Areas (SPA), providing protection for a broad range of habitats and species (Pembrokeshire Coastal Forum 2007).

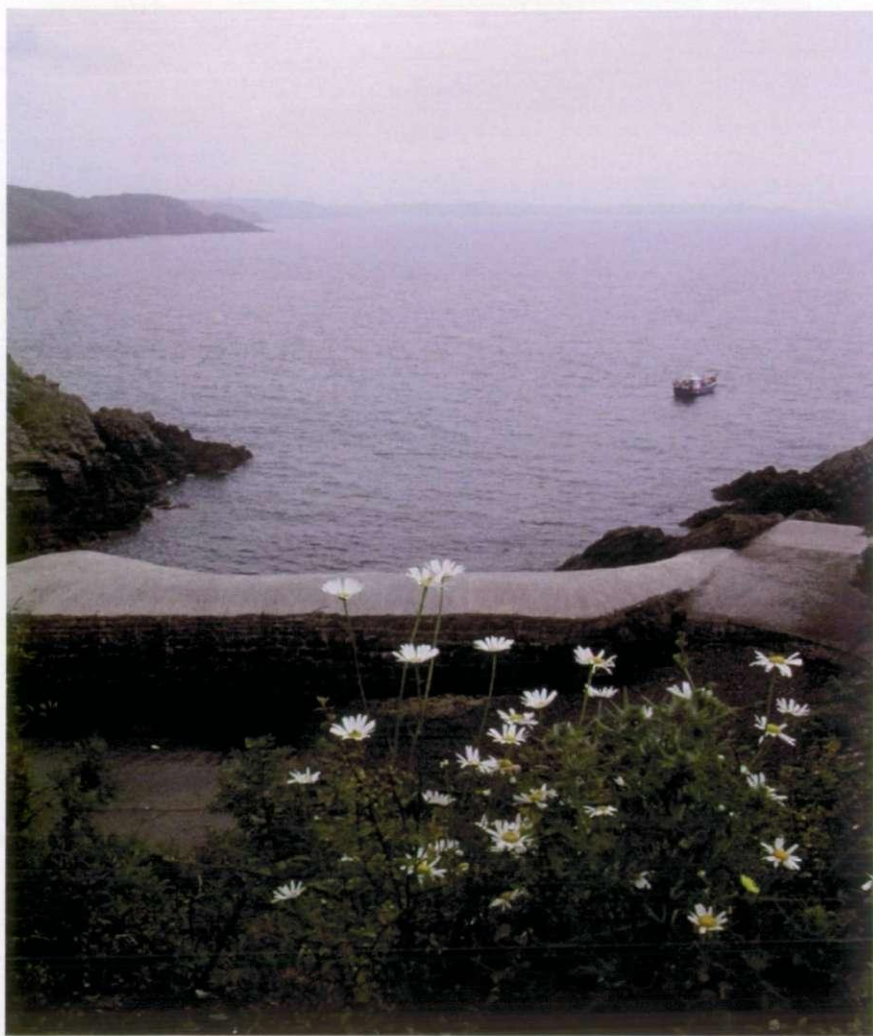


**Figure 4.8.** Area covered by the Pembrokeshire Marine Code Group.  
 Source: Database survey, June 2006.

The National Trust is one of the largest land owners in the county with over sixty miles of coastline and a total land holding of around nine thousand acres, which includes significant stretches of coastline dotted with small harbours and quays. The Trust provides good access to walkers along its coastal paths and controls



access to boat launching facilities at its slipways such as at Stackpole Quay, shown in Figure 4.9 below. This ownership represents approximately 20 per cent of the coastal zone in the county.



**Figure 4.9.** Small vessels can launch at Stackpole Quay, a National Trust property, on the coast of Pembrokeshire.  
Source: Author.

The Trust, although not a statutory authority, is able to introduce and enforce byelaws on its own land (Pembrokeshire Coastal Forum 2003a). As traditional manufacturing, mining and agricultural industries have continued to decline in Wales, tourism industries have developed to take their place. In 2003, tourism in

Wales was estimated to be worth £2 billion in direct visitor spend. Thus, at seven per cent, tourism in Wales now accounts for a larger proportion of the economy than agriculture and forestry (2.4 per cent) or the construction industry (5.3 per cent) (Welsh Assembly Government 2000). Tourism in Pembrokeshire is the largest employer, accounting for 28 per cent of the total number of people employed within the County (Pembrokeshire County Council 2001). Increasingly, Visit Wales (the Wales Tourist Board) has recognised the value of Pembrokeshire's natural assets, both marine and terrestrial, and has begun to actively market the region to the wildlife and adventure tourism sector (Pembrokeshire Coastal Forum 2003c).

In response to the projected growth in this sector, the Pembrokeshire Marine Code Group (PMCG) was established in 2003, to promote a sustainable approach to the use of the marine environment for tourism and activity-based recreation, including wildlife watching, diving, sea kayaking and coasteering, a new sport which involves a mixture of scrambling and swimming along the junction between sea and land.

The first objective of the partnership was to devise and implement a series of voluntary codes of conduct for commercial marine wildlife tour boat operators. The codes were trialled over two years and were officially launched in May 2005. The PMCG is closely allied to its sister group, the Pembrokeshire Outdoor Charter Group. Although the groups were established and developed independently of each other, they were subsequently brought together and managed by a single individual, although their projects and activities remained separate. The Outdoor Charter Group has been established for more than ten years, is generally focussed on terrestrial activities and represents outdoor activity centres, environmental

education centres and conservation groups across Pembrokeshire. The projects share an Activities Liaison Officer, responsible for the day to day management of each group, but are otherwise separate. Strategic management is provided by the Pembrokeshire Coastal Forum and Milford Haven Port Authority provides office space and accounting support (Luddington 2007a). The current organisational structure of the PMCG consists of a membership body, open to all relevant coastal stakeholders, together with a steering group made up of a cross section of private sector, public sector and NGO representatives including marine wildlife tourism operators. The establishment and development of this case study partnership is discussed in detail in Chapter Seven.

#### **4.4 Conclusions**

This chapter has outlined the results from the initial stages of research. A database of coastal partnerships was produced, populated with data gathered using a desk-based study and a questionnaire. The database represented an important step in quantifying the extent and geography of coastal partnership establishment in the UK and Ireland. No prescription currently exists in the UK or Ireland to guide the establishment of coastal partnerships and the diversity of approaches encountered in the database clearly reflected that lack of prescription. The majority of partnerships established to deliver integrated coastal management were situated in England, but conversely, Scotland was home to proportionally more partnerships concerned with the management and delivery of marine nature-based tourism. The reasons for this anomaly appear to include targeted marketing activity by public sector tourism development and promotion organisations such as Visit Scotland,

which have stimulated demand for wildlife and nature-based activity tourism. In terms of the types of environments in which partnerships operated, the majority within the database appeared to be centred on estuaries or firths, reflecting national coastal management strategies such as the Estuaries Initiative in England and Wales and the Focus on Firths in Scotland. Again, these policy drivers indicated a predominantly top-down approach to collaboration with public sector agencies identifying the need for partnership before actively engaging other sectors and stakeholders in decision-making structures.

Although others have mapped a range of coastal partnerships (see for example Stojanovic and Barker 2008), they did not include marine nature-based tourism partnerships in their analysis. From this database, partnerships which focussed specifically on marine nature-based tourism were selected for further scrutiny. These partnerships are different from broader coastal management partnerships in that they are established to introduce voluntary regulation to a specific industry, rather than to improve policy co-ordination between diverse sectors. Twelve partnerships were identified as having a strong interest in marine nature-based tourism activities. From this 12, three partnerships met the selection criteria and were selected for case study. These partnerships represented variation in terms of their geography, their antecedents and mechanisms of establishment, their stage of maturity and the ratios of sectors represented by stakeholders and partners.

The purpose of the next phase of research was to develop a detailed understanding of the development and establishment of the three partnerships selected for case study, in order to assess their progress in achieving the

determinants of effectiveness described in Chapter 2. An in-depth study of each of the three case study partnerships was therefore undertaken, using semi-structured interviews with a broad range of stakeholders, together with analysis of secondary sources such as documents, partnership minutes and reports, in order to produce a comprehensive narrative of partnership development over time. Comparative evaluation of multiple variables within the partnerships, together with an understanding of the specific local contexts within which each operated, provided important insights into the way that partnership effectiveness has been shaped and changed over time.

It is important to note here that the structure of this thesis is the product of an iterative process. Initially, the draft structure consisted of a single results chapter which included the justification for case study selection together with a précis of the key events which had occurred during the establishment and development of the three case studies. Two chapters followed, which discussed the causes and impacts of temporal and spatial variations in the effectiveness of the three case study partnerships. The concluding chapter then summarised the key findings, and identified policy applications and avenues for further work. However, using this approach, it became clear that the discussion in the two comparison chapters was not sufficiently foreshadowed by the brief précis of partnership activity in the results chapter. There was not enough detail to provide evidence for the subsequent evaluation of the effectiveness of each partnership and that the evidence would appear too anecdotal. The structure was therefore amended to include a comprehensive narrative which traced the evolution and development of each case

study partnership, integrated with on-going critical evaluation together with a synthesis of key findings in Chapter 8.

The scope of the research also evolved as the work progressed. Initially the work focused on the effectiveness of marine nature based tourism partnerships in the UK but evolved into an examination of how effectiveness was constructed within the three case study partnerships. This slight change in focus necessitated a modification to current methods for evaluating partnership effectiveness.

Consequently, the structure of the thesis was changed in order to reflect the methodological contribution and illustrate how such a revised method could help to identify why partnerships had performed as they had in the specific geographic and institutional contexts within which they were situated.

Chapters 5, 6 and 7 therefore trace the evolution and development of the three case study partnerships through the evaluation of key events and changes both within and outside of each partnership, which have impacted on their performance.

The structure of Chapter 8 is based on the framework of determinants of effectiveness and is broken down into three sections, based on the achievement of determinants associated with context, process and outcome. Thus, the final chapter returns to the literature and situates the findings in the broader context of current academic debate on both partnership effectiveness and evaluation techniques, and offers contributions to current debates in both fields. Chapter 5 now turns to a detailed examination of the Shannon Dolphin and Wildlife Foundation.

## **Chapter Five**

### **Shannon Dolphin and Wildlife Foundation partnership narrative**

#### **Introduction**

Using evidence drawn from in-depth semi-structured interviews with individuals from within and outside of the partnership, documentary sources including partnership minutes, monitoring reports, externally produced reports, research papers and electronic sources including web-based material, the following narrative highlights the context, key events and changing stakeholder alliances which have shaped the development of the Shannon Dolphin and Wildlife Foundation (SDWF) from 1991 to 2008.

Section 5.2 outlines the early stages prior to the formal establishment of the partnership, highlighting the important role played by one key actor in lobbying for the development of marine nature-based tourism activity. Section 5.3 examines the process which brought various stakeholders together and led to the formation of a partnership, which became known as the Shannon Dolphin and Wildlife Foundation. Sections 5.4 to 5.5 evaluate the events and conditions, within and outside of the partnership, which have had an impact on the ability of the partnership to achieve its objectives. The exclusion of key stakeholders from decision-making structures, and ongoing conflict over the allocation and use of resources, led to significant difficulties in implementing partnership objectives during these stages. Despite these difficulties, the partnership made progress towards achieving key objectives and in influencing policy at local and regional levels. In section 5.6, the performance of the partnership is reviewed and a

composite table, comparing the level of each indicator of effectiveness achieved at each stage of the partnership, is presented and discussed. The individual indicator tables used to populate the composite table are included at Appendix 8.

## **5.2 Partnership initiation (1991-1999)**

The seeds of partnership activity are inherently embedded in the specific geographical context within which an issue is situated (Waddock 1989). This first phase of partnership development relates to what Gray (1989) refers to as the 'problem setting' stage, in which stakeholders begin to identify specific issues and possible pathways for addressing those issues. This stage, therefore, is a critical phase during which the potential value of a collaborative approach (as opposed to an independent approach) must be recognised by key actors and promoted as the most appropriate way to move forward if the partnership is to become established. In the case study examined here, the early or pre-establishment stages do not appear to conform neatly to the models described in the literature whereby partnership formation is stimulated by the need to address a specific problem or issue. Rather in this case, one individual appears to have stimulated local interest in developing marine wildlife tourism as an economic resource and, at the same time, used that potential as a mechanism to fund environmental research.

### **5.2.1 Problem setting**

Although the date of the formal establishment of the SDWF is recorded as March 2000, the story begins much earlier, in 1991, with the realisation by one individual of the potential economic value of cetacean species in a region seen as requiring



economic diversification and improvement. For generations, local people had been aware of the wildlife living in and around the Shannon estuary and, in particular, the bottlenose dolphin (*Tursiops truncatus*) population. One interviewee recalled his grandfather showing the dolphins to him in the early 1940s:

*'..the dolphins were taken for granted, they were always there, my grandfather showed them to me first and they were sea pigs, we used to call them sea pigs, muici' farraige [...] but you know, they were there since the year dot..'* (Operator 3).

At that time, although dolphins were encountered during the course of normal maritime activities, little notice was taken of them and their potential value as an item of spectacle was not recognised.

Early in 1991, an English research scientist and conservationist with a particular interest in cetaceans visited County Clare to undertake fisheries research (Irish Whale and Dolphin Group and Kilrush Urban District Council 1999). This individual was later to play a central role as Project Manager in driving the development of the partnership by rallying local communities, seeking funding to undertake cetacean research and pushing government departments to provide effective conservation measures to protect key marine species. In 1991, however, he was undertaking tuna fishery research on behalf of the Government funded Sea Fisheries Board, BIM (Bord Iascaigh Mhara). As part of this work, he was invited out on a trip to observe Irish gill netting by one of the commercial fisherman working out of the Loop Head peninsula (Figure 5.1). The fisherman was also the Chairman of Carrigaholt Development Association (CDA), originally a small fishing co-operative which had expanded its remit to include community development activity. To the conservationist's surprise, as the boat headed towards the seaward end of the estuary, a pod of bottlenose dolphins appeared and accompanied them

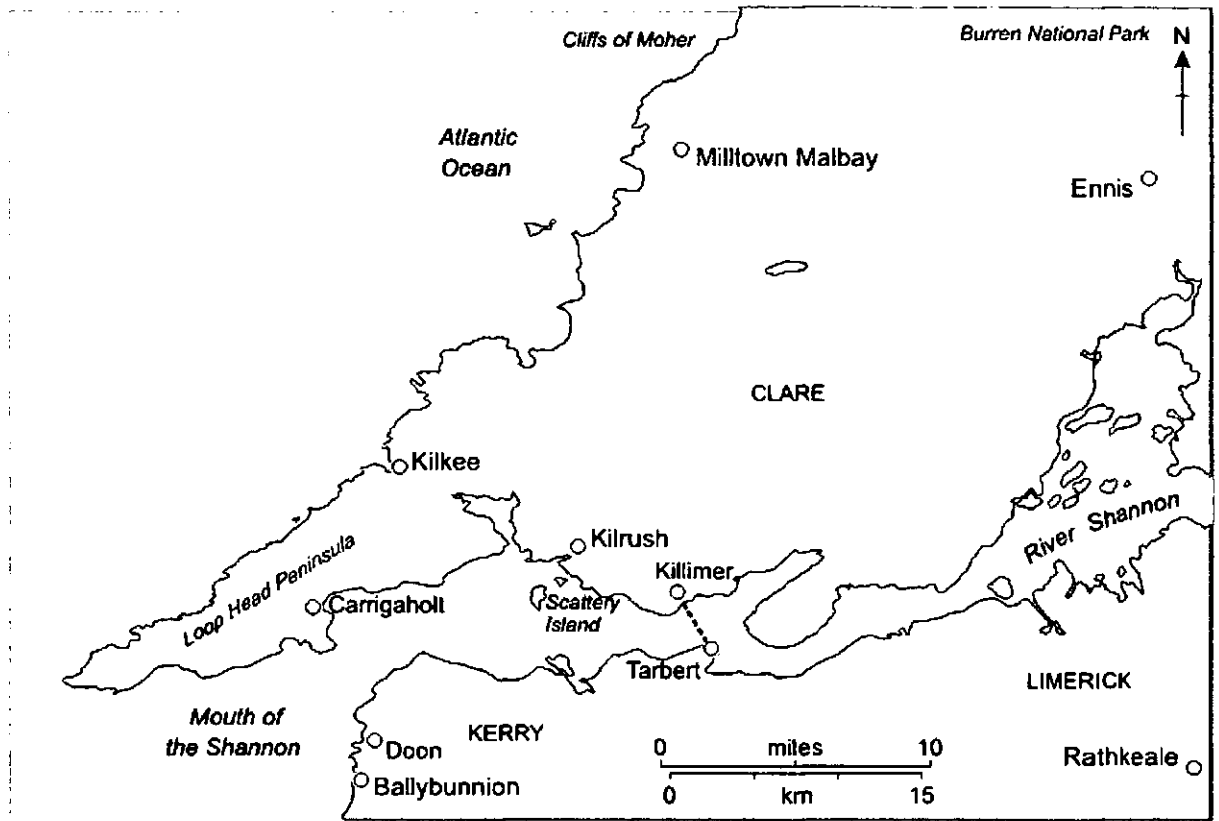
out of the estuary and later reappeared to accompany them back in on their return to Carrigaholt. During his interview, the conservationist described the nonchalance with which the fisherman reacted to the dolphins:

*'..and as we left, the dolphins came to the prow of the boat and he said, oh yeah, we usually pick them up about here, and we usually lose them about here and wish, they were gone'. (Project Manager (Shannon)).*

During their trip, the two men discussed the potential economic benefits that developing commercial dolphin watching could bring to the Loop Head peninsula. Along with much of West Clare, this predominantly rural area had been suffering from depopulation since the 1980s (Marine Institute 1999) and the Development Association was therefore keen to pursue any activities that could bring employment and much needed income to the community (Carrigaholt Development Association Date unknown). A few months later, the fisherman contacted the conservationist, who was then working at University College Cork (UCC), and indicated that the CDA was interested in exploring the idea of commercial dolphin watching in more detail.

Up to this point, there had been little effort to develop tourism in the Lower Shannon estuary other than 'bucket and spade' family orientated domestic tourism centred on the coastal town of Kilkee, to the north of Kilrush (Figure 5.1) (Marine Institute 1999). The interest expressed by the conservationist and Carrigaholt Development Association represented the earliest recognition that commercial wildlife watching could bring significant economic benefit to this remote rural corner of Ireland. The first steps towards the formation of a partnership had been taken. Clearly, the conservationist had played a significant part in recognising both the potential to develop a niche tourism product and the consequent need to protect

that resource. Through a chance meeting of individuals, with an appropriate mix of interests and drive, the seeds of action had been sown.



**Figure 5.1.** The Shannon estuary, showing the Killimer – Tarbert ferry route.  
Source: Author

### 5.2.2 Coalition building

By 1992, the conservationist and Carrigaholt Development Association had secured funding from Shannon Development (a semi-state agency established to support the economic development of the region) for a research project to record baseline data on the abundance and distribution of bottlenose dolphins in the estuary. The purpose of the research project was to assess the feasibility of commercial dolphin watching. The conservationist again took a lead role, carrying out the work between 1993 and 1994 with two colleagues from the University College Cork. The focus of this research, and indeed later studies, clearly reflected

the conservationist's personal background in conservation biology and his desire to ensure that commercial marine nature-based tourism developed with minimal impact on local marine species. There appears to be a dichotomy in his approach, however, which perhaps reflects some of the fundamental differences between Ireland and the UK in that notions of enterprise and self-interest appear to be much less clear cut in Ireland than in the UK. In his interview, the conservationist talked of his desire to both legitimise the commercial expansion of the industry and, by developing a strong programme of scientific research and monitoring, to also lay the foundation for a scientific basis for control. The agencies concerned appear to have supported that imperative. In his interview, this individual was explicit about his early intentions:

*'so I suppose, myself and [his colleague's] motivation was, well commercial dolphin-watching will probably start anyway eventually, because as people become more aware of this craic, that if we're coming from a scientific perspective and try and give it a veneer of science and also try and influence, so it's done properly, because whale and dolphin watching, like any marine tourism, done properly, where there's good education, good motivation, can enhance your whole conservation objectives'. (Project Manager (Shannon)).*

The results of the Shannon Development funded pilot study showed that bottlenose dolphins were resident in the estuary during the summer months and encounter rates were high, indicating that boat-based dolphin watching could be very successful in the area (Holmes 1999). Bottlenose dolphins benefited from statutory protection in Ireland under the Wildlife Act 1976 (Ireland) (Berrow *et al.* 1996). The Act made it an offence to deliberately disturb an area constituted as important for breeding, resting or feeding of protected species, although by 2007, there had been no prosecutions relating to cetacean species in Ireland (transcript; Statutory Conservation Officer (Shannon)).

Since 1992, a number of commercial fishermen had begun to test levels of tourist interest in the industry by offering *ad hoc* boat trips to see dolphins and other marine wildlife (Table 5.1). During 1993 and 1994, between 10 and 20 trips per year were made by two operators based in Carrigaholt and up to three operators in Kilrush (due to the *ad hoc* nature of activity, the exact number of individuals offering trips at that time is not clear) (Berrow 2000b). All of these individuals were either in fishing or running other commercial marine charters as their primary activity and dolphin watching represented only a small part of their annual business (transcripts; Operators 1, 2 and 3). One individual had also begun to offer general trips, including dolphin watching, from the Kerry side of the estuary. As a part-time farmer, this operator had taken advantage of an agri-tourism grant scheme which provided funding to develop tourism facilities in Kerry and which had enabled him to purchase and equip a small boat to carry out wildlife and general coastal trips (transcript; Operator 1). The Kerry side of the estuary, however, was unlikely to sustain very much commercial activity, given a lack of access to safe harbour facilities and a dramatic coastline characterised by sheer cliffs and strong currents (transcript; Funding Agency Officer).

**Table 5.1.** Summary of commercial tour boat activity up to 1999

Year	Trip numbers Kilrush	Trip numbers Carrigaholt	Trip numbers Ballybunion	Total trips per period
1993-1994	c. 10-20 trips in total (individual port totals not recorded)			10-20
1995-1997	c. 200 trips in total (individual port totals not recorded)			200
1999	c. 250 trips in total (individual port totals not recorded)			250

Source: (Berrow 2000a; Edson and Berrow 2003).

In these early stages of the development of the industry, there appears to have been a disagreement between one of the Carrigaholt dolphin watching businesses

and the conservationist. Although the precise reasons for the disagreement have become lost over time, the issue appeared to have been based loosely around a lack of acknowledgement by the conservationist and others that this Carrigaholt operator had been the first to start commercial dolphin watching activity in 1992 (transcripts; Operator 1, Project Manager (Shannon)). In addition, this operator also felt that the town of Kilrush was being heavily promoted as the geographical centre of the developing industry, despite the fact that activity had been initiated by the more rural Carrigaholt community. The operator explained how the conflict had started:

*'.. it coincides with the first bout of research that [the conservationist] did, so that was kind of the beginning of the falling out, right there. But then, it just, it continued on so that it was heavily loaded for Kilrush, all the time'.*  
(Operator 1).

From that initial argument, conflict continued to grow and encompass multiple issues including tourism promotion and the allocation of resources. These arguments undermined the level of consensus between stakeholders at a crucial stage in the development of the partnership. The root of this conflict was inherently linked to the way that the lay knowledge and opinions of local stakeholders appeared to have been valued less than the 'expert' knowledge of other stakeholders, particularly, although not always, those from outside of the local area and those from public sector organisations. This finding would appear to support Bramwell and Sharman's (1999) assertions that, despite the intention to support communities in identifying and planning for their own tourism development needs, strategic control is in fact retained and maintained by those with power and/or authority. The sense of exclusion felt by the Carrigaholt operator eventually led to a steady disintegration of communication and relations with other stakeholders within

the partnership. Surprisingly, and despite this difficulty, however, the individuals concerned remained committed to the aim of the collaboration and continued to support the development of the partnership.

By 1995, the number of operators in the estuary appeared to have dropped back to three, although the number of trips had begun to increase sharply from up to 10 trips in 1993 and 1994 to approximately 200 trips in 1995 (Table 5.1). In late 1995, the conservationist left Kilrush to take up employment with the British Antarctic Survey and was away for two and a half years. Throughout the time that he was away, this key individual maintained a close interest in the development of the partnership and, as he indicated in his interview, pressurised Dúchas (the state body responsible for environmental management in Ireland) to take positive action to ensure that protection measures for dolphins were developed simultaneously with the growth of the industry:

*'..so even when I was in the Antarctic, I was still writing to the Wildlife Service and Shannon Development and asking them had they progressed the whole thing'. (Project Manager (Shannon)).*

Despite the conservationist's lobbying, however, Dúchas appeared reluctant to act. Evidence from the semi-structured interviews indicated that the lack of progress was because Dúchas felt that it alone was responsible for managing marine wildlife in Ireland. The stance taken by Dúchas highlights the lack of a pro-partnership political climate in Ireland, as one interviewee pointed out:

*'As I say, the Foundation is a forum for discussion about the Shannon dolphins, primarily the dolphins but not just dolphins. But it doesn't have any, we are the legislative authority and we make the decision at the end of the day and whilst we may take on board the views of the SDWF, they would simply be a part of our decision making process, not the decision-making process itself. [...] ..and that's what I see the role of the Foundation as being, not managing the wildlife, it'll never be involved in that anyway, they have our ear but, we'll do that job'. (Statutory Conservation Officer (Shannon)).*

In West Clare, interest in developing dolphin watching continued to deepen, evidenced by the continued initiation of new research and the rapid expansion of the industry (Table 5.1).

During 1996, one of the original Carrigaholt-based operators became concerned that rapid development of the industry could damage marine life in the estuary and also started to lobby Dúchas for statutory protection for the resident dolphins (transcript; Operator 1). The conservationist confirmed that from the outset, the private sector had been strongly supportive of management measures and were willing to work in partnership, despite the restrictions that regulation might impose on their businesses. In 1997, in direct response to local pressure, Dúchas eventually drafted a Refuge for Fauna Designation Order (transcript; Project Manager, Shannon). The Order would have resulted in the imposition of speed restrictions and limitations on the number of commercial dolphin watching boats in the vicinity of dolphins. Although the Order was drafted, it was never enacted as the Shannon estuary was expected to be designated as a candidate marine Special Area of Conservation (cSAC) under the EU Habitats Directive (1992).

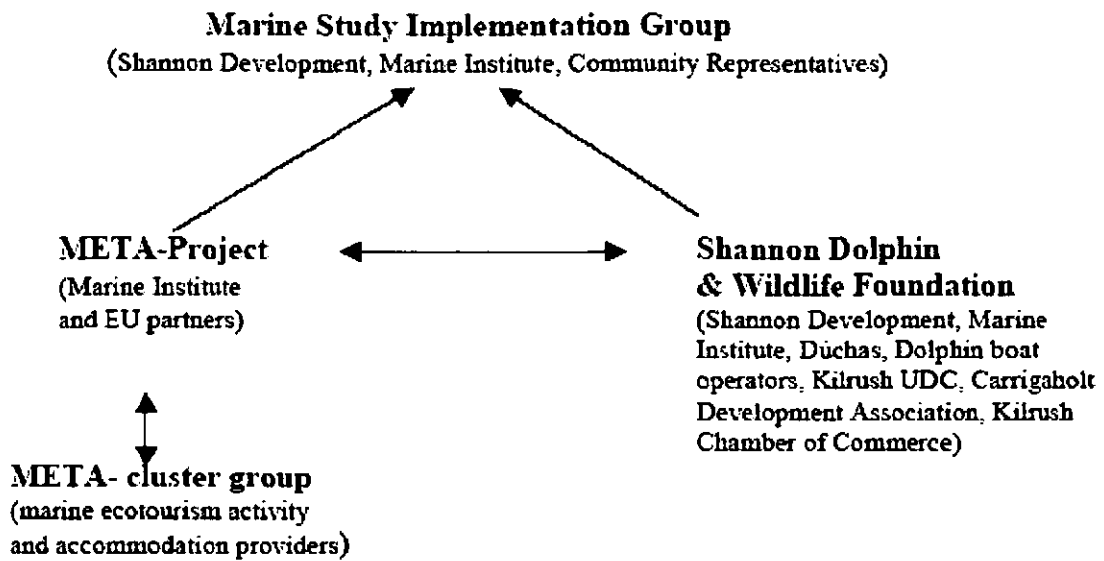
The Habitats Directive required the protection of bottlenose dolphins and the Lower Shannon estuary was therefore to be included in the NATURA 2000 network (Berrow 2000b). It would appear that, at this point, both top-down and bottom-up forces were beginning to push the national government to protect marine species. Pressure was brought to bear from below through the conservationist and commercial operators and also from above, through the translation into Irish Statute of new EU environmental protection legislation.



Between 1995 and 1997, total trip numbers had risen to around 200 per annum (Table 5.1), carrying approximately 2,500 passengers in total. The conservationist was keen to try to establish the 'carrying capacity' for tourist interaction that the dolphin population could withstand (Marine Institute 1999). Therefore, in 1996, just prior to the drafting of the Refuge for Fauna order, the Marine Institute (MI) in Dublin commissioned a 36 month research project to study the occurrence, distribution and interaction of cetacean species with marine wildlife tour boats in the estuary and to identify any potential disturbance. The results indicated that the industry was indeed growing steadily and recommended that operators considered using larger vessels to accommodate future growth in demand for trips without adding to the potential impact on dolphins. The study also recommended an ongoing programme of monitoring to ensure that any adverse effects from commercial dolphin watching would be recognised before any lasting damage was done. The two largest operators appeared to accept the recommendation, as it offered them the green light to expand their businesses and both subsequently ordered new vessels (part funded by EU PESCA grants) with a capacity to carry up to 50 passengers each. This investment in bigger boats clearly represented significant confidence by the operators in the continued growth of the industry and in their freedom to pursue commercial dolphin-watching unhindered by regulation. The recommendation to purchase larger vessels and promote the growth of the tourism industry clearly reflected the dichotomy between national economic and environmental policy imperatives which the partnership, theoretically at least, hoped to manage by emphasising the need for sustainable growth based on scientific research.

In 1998, plans to develop the industry continued when, external to the partnership, the MI were commissioned by Shannon Development and Clare County Council to undertake a pilot study to identify further ways to expand and develop marine ecotourism across the whole of West Clare. The purpose of the study was to explore ways to integrate marine nature-based and activity tourism with existing tourism development in the area and was prompted by a desire to maximise the tourism potential of the lesser known Lower Shannon and surrounding coastline. The resultant report, published in 1999, recommended a range of measures to integrate marine ecotourism with more mainstream types of tourism in the West Clare. Recommendations included the establishment of a '*co-operative tourism implementation group*' and the development of a '*brand image*' to promote the area as an '*activity zone*' (Marine Institute 1999 p.39). The report was, however, clear that any development of boat-based dolphin watching should be undertaken in a sustainable manner and with due regard for the protection of habitats and species, although it gave little guidance as how 'protection' should be achieved.

The confidence shown by development agencies in the economic potential of the estuary was strengthened further in 1999 when the Shannon was chosen as the Irish case study area in an EU INTERREG funded marine ecotourism project (META). The aim of the META project was to support the development of sustainable marine ecotourism activities by promoting best practice and identified the importance of collaboration with local communities as a key tool in the development of sustainable marine tourism activity (Garrod *et al.* 2001). Although the initiative was separate to the SDWF, the intention was for both projects to work closely together (Figure 5.2).



**Figure 5.2.** Relationship between META project and Shannon Dolphin and Wildlife Foundation. Source: (Hector 2001).

The selection of the area by META represented an important change in the context within which the partnership worked, and signalled further 'top down' support from key economic development agencies for the industry. Clearly, marine nature-based tourism was seen by those agencies as an important vehicle for the regeneration of the Clare region as a whole and they were keen to engage with the partnership and to influence its development.

By 1999, Dúchas had begun to prepare for significant changes in the legislative frameworks concerning species protection across Ireland. Up to this point, and in contrast to public sector development agencies, Dúchas had shown little interest in commercial wildlife watching activity. However, as noted above, it was anticipated that in 2000, the Lower Shannon estuary would be declared as a marine candidate Special Area of Conservation. This new legislation would force the state conservation agency to take a much more proactive approach to managing commercial activity that might impact on designated species, including bottlenose

dolphins (Berrow 2000b). These changing external conditions created further justification for partnership action.

### **5.2.3 Direction setting**

In 1999, in a further attempt to stimulate interest in dolphin watching activity in the estuary, the Irish Whale and Dolphin Group (IWDG, a national NGO working to promote research, education and responsible cetacean tourism), in collaboration with Kilrush Urban District Council, organised a community forum event to strengthen the commitment of local communities to developing the industry further (Irish Whale and Dolphin Group and Kilrush Urban District Council 1999). The event was included in a series of activities to celebrate 1500 years of the establishment of the town of Kilrush. Although local community attendance at the event was poor, it crucially drew the attention of Síle de Valera, T.D., the new Minister for Arts, Culture and the Gaeltacht. De Valera was a local Clare politician who was keen to support her home region (transcript; Project Manager (Shannon)). Despite the plethora of research carried out on the feasibility of dolphin watching in the area, a number of interviewees felt that certain local authorities and other tourism businesses had been slow to capitalise on the potential for promoting the area and that Dúchas had not paid sufficient attention to the need for protection of cetacean species. The support for the project shown by the Minister was therefore an important lever not only to push Dúchas to engage with local stakeholders, but also to signal to local public sector agencies and organisations that the project was viewed as an important vehicle for local development at Ministerial level. One

interviewee indicated that the impact of gaining political support galvanised the establishment of the partnership:

*'so that when the Minister says 'I want this', for all sorts of political reasons, then, whoa, I tell you, we got so much progress'. (Project Manager (Shannon)).*

As a result of the workshops held during the Forum, the partnership formally emerged. Although there is no record of a process to identify a leader, by virtue of his position at the centre of the network and given his persistence in pushing stakeholders to collaborate, the conservationist who had begun the whole process was seen as the obvious choice to become the new Project Manager. Named the Shannon Dolphin Initiative, the partnership's purpose was *'to further develop sustainable dolphin watching in the Shannon estuary'* (Irish Whale and Dolphin Group and Kilrush Urban District Council 1999, p33). Partners included commercial tour boat operators, Shannon Development, Dúchas, Bord Fáilte (Irish Tourist Board), National University of Ireland, Irish Whale and Dolphin Group, the Marine Institute, Clare County Council and the Shannon Estuary Port company. The objectives were two-fold: focussing on the expansion and development of dolphin watching activities alongside a programme of research and monitoring to ensure that the industry was developed sustainably and without negative impact on dolphin populations (Irish Whale and Dolphin Group and Kilrush Urban District Council 1999). At this point, there appeared to be a strong desire to include private sector, public sector and semi-state agencies in one collaborative venture, not only to ensure the sustainability of the industry, but also in recognition of the relatively weak powers available to Dúchas to prevent species and habitat degradation.

By the summer of 1999, six years after the start of activity, dolphin-watching trip numbers had only risen modestly (Table 5.1) (Edson and Berrow 2003). Despite a considerable amount of public sector funded research and promotion of the industry, the area had not succeeded in significantly raising its profile as a wildlife tourism destination. The state conservation agency had also shown little enthusiasm for taking a proactive stance to cetacean protection in the estuary (Table 5.2). This reluctance is surprising, in that evidence from elsewhere would suggest that it is the private sector, and in particular commercial operators, which are less likely to participate.

**Table 5.2.** Summary of key events 1991-1999

Date	Event	Date	Event
1991	Conservationist visits the Loop Head peninsula to undertake tuna fishery research. Recognises potential for development of marine wildlife tourism. CDA keen to pursue idea	1998	Marine Institute, Shannon Development and Clare County Council commission report on developing marine ecotourism in the county
1992	Conservationist and CDA secure funds to undertake feasibility study. Operators begin <i>ad hoc</i> dolphin watching trips		Marine Institute and UCC undertake study to test feasibility of offshore marine wildlife tourism activity
1993/4	Feasibility study carried out. Start of conflict between Carrigaholt operator and conservationist	1999	Shannon estuary chosen as case study for EU INTERREG funded META project
1996	Marine Institute commission study into impacts of tour boat activity on dolphins. Two main operators order new, larger vessels as a result. Concern over potential for unchecked growth of industry		IWDG and Kilrush UDC hold community forum and Shannon Dolphin Initiative is formed with separate Steering and Management Committees
1997	Refuge for Fauna Order drafted by Dúchas (never enacted)		Lower Shannon identified as candidate Marine SAC

Source: Interview transcripts and documentary resources

### **5.3 Partnership establishment (1999)**

As a result of renewed vigour created by political support and increased public sector involvement in 1999, collaboration had begun to be more clearly and tightly defined. Key actors became engaged in negotiating the goals, targets and outputs to be achieved (Gray 1989; Selin and Chavez 1995 a.). In her research on the evolution of social partnerships, Waddock (1989) notes that it is crucial that the individual imperatives within which each stakeholder or organisation operates (economic, environmental, political) are compatible with the broad aims of the emerging collaboration in order for each partner to remain willing to participate. The process of establishing the future direction of the partnership is therefore based on negotiation, with the levels of consensus achieved clearly dependent on the 'fit' between partnership and individual agendas, the balance of personalities present and levels of trust between partners. These processes are particularly relevant in the establishment stage of the Shannon partnership's evolution and are examined below.

#### **5.3.1 Direction refinement**

In early November 1999, an exploratory meeting was held between the Project Manager, representatives of Dúchas and commercial dolphin watching operators (10<sup>th</sup> November 1999). At that meeting, the representative of Dúchas informed operators that, under the new SAC designation proposed for the estuary, they would be required to obtain *permission* for any activity which might potentially damage dolphins. Although Dúchas would be the agency responsible for managing the proposed new SAC, it was clear that, in practice, it wished to have minimal

involvement in policing the industry, preferring operators to regulate themselves (transcripts; Statutory Conservation Officer (Shannon); Project Manager (Shannon)). The operators present were invited to establish a management committee to represent their interests and to prepare a code of conduct and accreditation scheme for managing their commercial activity, compliance with which would form part of the new licensing requirements. Although, at this point, there appeared to be an opportunity for operators to significantly influence the regulatory framework that would be put in place, Dúchas were under no obligation to accept their suggestions. It was still not clear how Dúchas would administer the granting of permissions for commercial dolphin-watching activity. Although on the surface it appeared that the partnership embodied an element of participatory governance, by inviting private sector operators to participate and providing an opportunity for them to devise regulations, it was clear that government agencies still retained top-down control through a system of statutory licensing.

During the November 1999 meeting, the Dúchas representative also informed the group that his organisation would be preparing a three to five year management plan, which would require operators to forecast trip numbers and anticipate geographical areas of activity within estuary. Annual limits on the time that each commercial operator could spend with dolphins were felt by Dúchas to be the best way to ensure that the industry remained sustainable. No such time limits were placed on private recreational water craft such as yachts, jet skis and kayaks, as it was assumed, rightly or wrongly, that their presence would have a negligible impact on dolphins. Operators indicated their intention to fully co-operate and comply with the management tools proposed by Dúchas (Management Committee



minutes 10<sup>th</sup> November 1999). The Lower Shannon estuary was formally nominated as a candidate Special Area of Conservation for bottlenose dolphins (listed under Annex II of the Habitats Directive) in April 2000.

Following the suggestion made by Dúchas, a Management Committee consisting of all seven commercial operators, together with the Project Manager and a representative from Dúchas (Table 5.3) was established on 23<sup>rd</sup> November 1999. At this first meeting, a draft voluntary code of conduct to manage commercial dolphin watching activity was agreed (minutes, 23<sup>rd</sup> November 1999). This type of voluntary intervention to manage commercial dolphin-watching activity has been used in other countries including the United States, New Zealand and Australia (see, for example, Orams 1996; Duprey *et al.* 2008). The code was based on controlling boat speed and direction of travel and importantly, included a maximum time limit of 30 minutes per vessel per trip of close proximity to dolphins. The group also established an accreditation scheme which embodied a requirement to comply with the voluntary code of conduct, together with an undertaking to abide by any additional conditions that may be laid down in the proposed Management Plan (minutes, 23<sup>rd</sup> November 1999 item 4). Levels of consensus surrounding the details of the two schemes appear to have been high with all operators expressing their support for the schemes and indicating their willingness to comply with the new code of conduct.

At this point, granting of permission for commercial dolphin watching activity by Dúchas therefore became formally tied to an accreditation scheme (which at this stage had not been launched), a code of conduct and a management plan (both of which had yet to be written). Monitoring of commercial activity was expected to be

carried out by the Shannon Dolphin Initiative (later to become the Shannon Dolphin and Wildlife Foundation), under contract to Dúchas.

This expression of intent signified that Dúchas viewed the Project Manager as a trusted scientific 'expert' and legitimate 'leader'. The partnership was beginning to coalesce around him, and yet he had no formal legitimacy. He was not from the community, he was not involved in fishing or tourism, yet he was accepted by the majority of stakeholders simply because, as a result of his lobbying activity over the past five years, he had become entrenched in the leadership position. The initial interest in developing a marine nature-based tourism industry had come from the local community, and been stimulated and subsequently pushed by the conservationist and yet, at the crucial stage of formation, it had offered a vehicle for the state to deliver its responsibilities under a new statutory instrument (the proposed SAC), without having to invest heavily in local staff and infrastructure. Given these very specific local conditions, it is difficult to argue that the structure and direction of the partnership at this point was either fully top-down or bottom-up, suggesting that governance can be fluid and dynamic within partnerships. Nevertheless, these influences of circumstances and conditions on partnership formation were to prove critical to its legitimacy and credibility amongst key stakeholders.

#### 5.4 Partnership regression (late 1999)

Separate to the Management Committee, a Steering Committee was also formed, consisting of local authority personnel alongside representatives from Dúchas, the Marine Institute in Dublin and Kilrush Chamber of Trade (Table 5.3).

**Table 5.3.** Management and Steering Committee membership November 1999 – October 2003

Management Committee	Steering Committee
Project Manager	Shannon Development (Committee Chairman)
Dúchas	Project Manager
Consultant contracted by Dúchas to produce SAC management plan (2001 – 2002)	Dúchas
County Clare Area Ranger (Dúchas)	Clare County Council
Operator (Carrigaholt)	County Clare Area Ranger (Duchas)
Operator (Carrigaholt)	Kilrush Chamber of Commerce
Operator (Carrigaholt) (March - April 2000)	Carrigaholt Development Association
Operator (Kilrush)	Kilrush Urban District Council
Operator (Ballybunion)	Marine Institute
Potential new operator (Kerry) (March – April 2000)	Shannon Free Port (Shannon Development)
	IRRUS (joined 2001, left 2003?)

Source: Management and Steering Committee minutes, 1999 - 2003

No information was available to indicate how the separate Steering Committee was initiated. From the minutes, it was clear, however, that the intention was for the Management Committee to focus on the day to day management of dolphin-watching activity and for the Steering Committee to focus on more strategic objectives, including the development and promotion of marine wildlife tourism in the area. Operators were not invited to participate in the Steering Committee. Chairmanship of the Steering Committee fell to the representative from Shannon Development. As with the Project Manager, there appears to have been no formal system for selecting the Chairman and the level of consensus surrounding his

appointment is not recorded. In his interview, the Chairman explained that he was perceived to be 'independent' and was therefore seen as an appropriate person to lead the group:

*'I was a neutral in that, while I'm involved in the tourism promotion and tourism is part of my brief, I wasn't from the area, I didn't have a vested interest in the area, I wasn't a boat operator, I wasn't a tourism promoter in that light so I was a balancing factor, I'd say that was one of the reasons that I probably got the job'. (Development Agency Officer).*

Inevitably, this rather divisive organisational structure, together with poorly defined roles and responsibilities, resulted in considerable tension and led to strong feelings of exclusion by operators during the two years that the two committees remained separate (transcripts; Operator 1, Project Manager (Shannon), Chamber of Commerce member). The performance of the partnership began to decline at this stage, reflecting low levels of achievement in several determinants of effectiveness, including the poor quality of stakeholder representation and a decline in the level of engagement of key stakeholders (see Table 5.10 in Section 5.6 for a summary of the achievement of key determinants of effectiveness throughout the life of the partnership).

#### **5.4.1 Partnership collapse**

The issue of representation was an ongoing source of conflict in the partnership. Operators based in Carrigaholt still felt that the town of Kilrush was over-represented within the partnership and that this lop-sidedness could result in heavier promotion of dolphin watching activity in Kilrush to the detriment of more rural areas such as Carrigaholt and the Loop Head (Management Committee minutes 10<sup>th</sup> November 1999). It is also very curious that, given their crucial role

with the Project Manager in stimulating interest in commercial dolphin watching, Carrigaholt Development Association do not appear to have been invited to join the Steering Committee at the outset. The reasons for this omission are not clear. One of the Carrigaholt operators explained their battle for representation:

*'Well as soon as the [partnership] formalised into and under that name, we were excluded from the Steering Committee. [...] we had to fight for it but we eventually got our own representative from Carrigaholt. They were told that the County Council could represent Carrigaholt as well, but we felt that we needed our own representation'. (Operator 1).*

It was therefore suggested that Carrigaholt Development Association should be invited to join the Steering Committee in late 1999 to redress the balance towards Carrigaholt and the communities on the Loop Head peninsula. The proposal was agreed by the Steering Committee and a representative of Carrigaholt Development Association joined the next Committee on 23<sup>rd</sup> November 1999 (Management Committee minutes 23<sup>rd</sup> November 1999). It is interesting to note that both committees were much more heavily weighted in terms of County Clare representation, with no representatives from Kerry-based authorities or development organisations (until 2006 when Tuatha Chiarraí Teo (North Kerry LEADER) joined), and yet the lack of Kerry representation was never raised as an issue. This geographical imbalance may have been a reflection of the geographical limitations for boat-based marine nature-based tourism on the Kerry side of the estuary, but is nonetheless surprising given the potential for land-based dolphin-watching activities.

As a result of the tension caused by the lack of operator presence, the representative of Dúchas suggested that operators should appoint an individual to represent them on the Steering Committee (Management Committee minutes 23<sup>rd</sup>

November 1999). As a result, one operator was appointed on an annually rotating basis. However, it appeared that the appointment was made without the agreement of the Steering Committee. At its next meeting on 9<sup>th</sup> March 2000, the Management Committee was informed that the Steering Committee had rejected their nominee, stating that it was inappropriate for a commercial operator to sit on the Steering Committee because of a 'vested interest' in the development of the industry. The definition of 'vested interest' was never made clear. The exclusion of stakeholders based on commercial interest is remarkable and appears to be contradictory, given the Project Manager's role in drawing an income from cetacean-based research and monitoring on behalf of the fledgling partnership. This issue of legitimacy and representation hampered forward progress and remained a major source of conflict and tension.

#### **5.4.2 Stagnation**

The availability of resources to fund the new partnership appeared to become a limiting factor in its development at this point. Some regular financial support had been provided by Kilrush Urban District Council, in the form of an annual grant of £2,000. Various organisations had funded individual aspects of the partnership's work, but most of these funds were paid retrospectively from receipted invoices and the partnership therefore had a cash flow problem. Funding was sought from external organisations, such as LEADER and INTERREG, but these schemes were unlikely to become available until 2001 and would also be paid retrospectively. Research and monitoring work funded by the National Parks & Wildlife Service (formerly Dúchas) was therefore seen as crucial for the financial

survival of the partnership (Steering Committee minutes 14<sup>th</sup> August 2000). The reliance on research income to fund the day to day running of the partnership had resulted directly from the Project Manager's own area of expertise and had inevitably shaped the development path taken by the partnership. The imperative to secure research funding was also fuelled by the conservationist's need to establish his own source of income, given that the partnership received too few regular contributions from stakeholders to fund a full time Project Manager post. Evidence of the influence of this self interest in steering activity towards research is clear from the minutes of the Steering Committee of 2<sup>nd</sup> October 2001:

*'Funding Initiatives: SB asked for direction from the Committee as to what areas the Committee wished him to chase. JQ said as long as proposals were consistent with the aims of the SDWF then he was happy to let SB identify. SB suggested that he tended to apply for funding for areas of personal interest and not necessarily of main importance to the committee and a longer term perspective should be adopted'* (Steering Committee Minutes 2<sup>nd</sup> October 2001, Agenda Item 4).

Other stakeholders seemed happy to allow the partnership to be research-led. There can be no doubt that this path had also facilitated Dúchas to discharge its duties under the cSAC legislation in terms of monitoring commercial marine wildlife tourism activity, monitoring dredging and providing environmental impact assessment for industrial development. Although this research work had established the credibility of the partnership as an authority on cetacean ecology and biology, nonetheless, it had been undertaken at the expense of the achievement of other key aims and objectives which had been agreed during the early stages of the collaboration, such as tourism promotion and development, for example.

## **5.5 Partnership progress (2000-2007)**

At the start of the new tourist season in April 2000, the SDWF launched an accreditation scheme for commercial operators. The scheme was given the name Saoirse na Sionna and a limit of 200 hours per annum was agreed as the total time to be spent with dolphins by all commercial operators in the estuary (Berrow 2000b). Funding for the accreditation scheme was provided by the Department of Environment Environmental Awareness Awards Scheme. Due to time constraints, the name of the scheme, Saoirse na Sionna (which means Freedom of the Shannon) was decided by the Project Manager without consultation with other stakeholders and it proved to be a mistake. Saoirse had historic associations with sailing and the estuary; it was the name of a famous racing yacht, built in the 1920s in Limerick and was the first yacht to sail around the world under the Irish flag. Unfortunately, Saoirse was also the name of one of the commercial dolphin watching businesses (Saoirse Seasports) and therefore, one of the other operators strongly objected to it (transcripts; Operator 1; Project Manager (Shannon)). This conflict over names further entrenched conflict within the partnership and eventually led to the accreditation scheme being abandoned in 2004.

The parallel META Clare-wide marine ecotourism project was also active during 2000 and the group launched a marketing initiative, called IRRUS on 6<sup>th</sup> June 2001 (Hector 2003). Unfortunately, the initiative was also to be short-lived and the IRRUS brand had folded by November 2003. The reason for the failure of the project appears to have been a lack of local commitment to maintain activity once funding had ceased.



In 2000, the development of commercial dolphin watching activity was progressing well, with five businesses given permission to operate between April and October (Table 5.4). From the start of the 2000 season, SDWF began tour boat monitoring under contract to Dúchas (Berrow 2000a). Although operators were required (as a condition of their permission from Dúchas) to record all trips, there appeared to be some difficulty in enforcing this condition. The report on the 2000 season noted that at least 26 trips were not recorded. No explanations are given for this lack of compliance (Berrow 2000a). Despite the 200 hour limit set by Dúchas and agreed by the operators, the total number of hours spent with dolphins was exceeded, yet there appeared to have been no repercussions for the operators as a result.

**Table 5.4.** Summary of commercial tour boat activity 2000 – October 2003

Year	Trip numbers Kilrush	Trip numbers Carrigaholt	Trip numbers Ballybunion	Total trips per period
2000	175	220	8	403
2001	217	243	13	473
2002	241	227	0	468
2003	206	248	10-20*	464-474*

\*Estimate as boat sank on moorings in September, all records lost  
 Source: Tour boat Monitoring Reports 2000 - 2003

This lack of compliance indicates that there was a failure in the self-regulation of the industry, as there appeared to be few disincentives to counter non-compliance. Surprisingly, it was not the operator from Carrigaholt, locked in conflict with the partnership, who failed to comply but a Kilrush-based operator (Berrow 2000a).

**5.5.1 Realignment**

In late 2000, the establishment of a research and education centre which could coordinate research activity and act as an interpretation and education centre was

identified as an important resource to stimulate tourism development and enable the partnership to work towards the achievement of its objective to support the growth of the dolphin watching industry (Marine Institute 1999; Berrow and Roberts 2000). The Scatterry Island Centre, a redundant building on the quayside in Kilrush, owned by the Office of Public Works (OPW Monuments) was earmarked as a suitable location (Steering Committee minutes 1<sup>st</sup> December 2000). It was unfortunate that the proposed building was located in Kilrush, as the development of this site served to strengthen the perception by Carrigaholt operators that the partnership favoured the town of Kilrush at the expense of other more rural communities at the mouth of the estuary.

Outside of the development of the dolphin-watching industry, one of the most intractable issues that the partnership faced, and which demonstrates its limited impact on policy development, was that of commercial pelagic fishing in the estuary. Despite the designation as a candidate SAC for the protection of the bottlenose dolphin, the NP&WS appear to have had little recourse to prevent commercial fishing activity. The issue was first raised by an operator from Carrigaholt in a letter to the SDWF Steering Committee in December 2000. A National Parks and Wildlife Service Biologist explained that the issue was politically sensitive and could only be resolved at Ministerial level:

*'It's primarily held back by the Department of Marine who are concerned about some of the aspects regarding fishing and agriculture [...] They don't want to do it because it seems to go against their stakeholders, but, they have no choice but to do it because the legislation already requires them to do it. Now, it's politically very difficult for one department to do something without the tacit approval at least of the other departments. When there's cross-departmental issues, it becomes very slow and very tedious to get agreement so, [...] it's at assistant secretary and secretary level, it's at a very*

*high level that this negotiation is being done, and it has been going on for a long time'. (Statutory Conservation Officer (Shannon)).*

The cross-departmental conflict described above would later also impact on the completion of the estuary management plan, required under the provisions of the cSAC designation. By April 2008, a resolution had still not been reached and no action had been taken to reduce or prevent commercial fishing in the estuary.

At this stage, there was still no regular source of funding other than the small annual grant from Kilrush Urban District Council and monies generated by the self-employed Project Manager from research contracts (Steering Committee minutes 30<sup>th</sup> January 2001). This funding arrangement is in direct contrast to the Dolphin Space Programme and Pembrokeshire Marine Code Group case study partnerships, where staff were either employed directly by the partnership or indirectly by one of the public sector agencies acting as host employer for administrative purposes. As already noted, this lack of secure long-term funding had resulted in a 'research- driven' partnership, with direction led by the personal interests of its Project Manager. Other partnership objectives had therefore become marginalised as a result (SDWF Committee minutes 18<sup>th</sup> November 2003). As a response to the shortage of resources, the SDWF became a registered charity in 2002. Charitable status, it was hoped, would open up more funding opportunities and therefore provide the partnership with a more secure financial basis on which to build future activity (Steering Committee minutes 19<sup>th</sup> April 2001).

Importantly, during 2002, the Lower Shannon cSAC Management Plan being formulated by Dúchas had finally reached the second draft stage and it was expected that, subject to approval by Dúchas, it would be available for public

consultation (Steering Committee minutes 24<sup>th</sup> October 2002). In fact, at the time of undertaking this research in 2007, the plan had still not been published and its absence continued to be a source of frustration to the partnership.

In 2003, although four operators were given permission to operate, only three were active. Unfortunately, the operator in Ballybunion, on the Kerry side of the estuary lost his vessel, and all monitoring records for the season, when it sank on its moorings in September of that year (Berrow and O'Brien 2003). After three years of steady growth, the industry had stabilised at a total of around 400 trips per annum (Table 5.4). The majority of trips were undertaken by the two operators who had come to dominate the industry on the Clare side of the estuary. As two members of the Steering Committee noted in a presentation to Kilrush Chamber of Commerce in August 2003, the plateau in the growth of dolphin watching activity appears to have reflected a wider slowing of tourism industry growth across Ireland:

*'It is sadly ironic for Kilrush that having striven so hard to finally establish itself as a visitor destination there should now be a significant down-turn in Irish tourism'* (Edson and Berrow 2003, p1).

In parallel with the partnership, a businessman in Kilrush (who was also a long time member of the SDWF Steering Committee) felt that the dolphins in the estuary were an under-used resource and pushed the Kilrush Chamber of Commerce to develop a new tourism strategy for the town, using the dolphins as its centre-piece. Promotion of sustainable marine ecotourism had been championed in West Clare by the META project, but that initiative had been a district-wide strategy and had failed to adequately engage local businesses or communities and had subsequently folded. The proposed strategy was different in that it would concentrate on the town of Kilrush, creating a network of local initiatives such as a

dolphin festival, adopt-a-dolphin scheme and a dolphin-based brand image to launch the 'Kilrush Dolphin Gateway Project' (Edson and Berrow 2003). The Project Manager provided his support for the strategy and was active in its development (transcripts; Project Manager (Shannon); Local Authority Officer (Shannon)).

Given the historical tension between Kilrush and Carrigaholt, it could be argued that the Project Manager should have foreseen the potential conflict that his support for this tourism marketing initiative would bring the partnership. In addition, since its registration as a charity, the partnership had dropped its original aim of actively promoting development of the dolphin watching industry in the estuary and this project therefore encompassed activity outside of the partnership's remit. Inevitably, the partnership's involvement in the Kilrush Dolphin Gateway Project again resulted in an escalation of the conflict between the partnership and the Carrigaholt operator and, by May 2003, the conflict had led to a suspension of Management Committee activity. The Steering Committee minutes from 26<sup>th</sup> March 2002 highlighted the extent of the conflict:

*'The Management Committee has not met since 18 May 2001. At this meeting, JQ and SB were subjected to abuse from some operators and most of the decisions that were agreed have since been rescinded'.  
(Steering Committee minutes 26<sup>th</sup> March 2002, Agenda Item 5).*

In an e-mail to the Project Manager in June 2003, the Carrigaholt operator outlined their longstanding grievances, including the promotion of Kilrush over Carrigaholt and their lack of inclusion in decision-making processes. This particular operator felt that key policy decisions surrounding the management of dolphin watching in the estuary were being made without the benefit of local experience. Central to this exclusion from decision-making was the issue of two separate committees and,

therefore, it was suggested that the two groups were combined to form one single committee. The suggestion was put to the Steering Committee and, despite some concerns that the Committee should be made up of 'people representing groups or organisations not vested interests', the amalgamation was finally agreed (Table 5.5) (Steering Committee minutes 8<sup>th</sup> October 2003).

**Table 5.5.** Combined Committee Membership from 18<sup>th</sup> November 2003

<b>Combined Shannon Dolphin and Wildlife Committee</b>	
Project Manager	Shannon Development (Committee Chairman)
SDWF project staff	Carrigaholt Development Association
Operator (Kilrush)	Operator (Kilrush) (from February 2006)
County Clare Area Ranger (Dúchas)	Operator (Carrigaholt)
Kilrush Urban District Council	Shannon Free Port (Shannon Development)
Kilrush Chamber of Commerce	Marine Institute
Tuatha Chiarraí Teo (from February 2006)	Operator (Loop Head)
Clare County Council	Dúchas

Source: Combined Committee minutes 2003 – 2008

The issue of 'vested interests' seems to have been at the heart of yet another conflict between the Project Manager and the Carrigaholt operator. This issue centred on the activities of a private sector company called Shannon Dolphins Development (SDD). SDD was established to develop land-based commercial dolphin-watching activities in Kilrush and was jointly owned by the Project Manager and one of the largest Kilrush-based operators. Although the company had failed to secure the necessary site for the development of a centre and had been wound up, it sold its web domain name to SDWF, providing personal financial benefit to the Project Manager (transcript; Project Manager (Shannon)). It would seem particularly naïve to have established a commercial venture with one operator

when the Project Manager should clearly have maintained impartiality in activities which he was ostensibly managing on behalf of all stakeholders.

In 2003, Dúchas had undergone a reorganisation and was renamed as the National Parks and Wildlife Service (NP&WS). Self-regulation of the industry continued with trip data being provided by the operators. Recommendations from the 2003 Monitoring Report produced by SDWF included a review of the 200 hour limit, as there appeared to have been little if any negative impact on dolphin abundance and behaviour as a result of commercial tour boat activity over the four years for which monitoring had been carried out (Berrow and O'Brien 2003).

Between 2000 and 2003, the partnership had experienced mixed success in achieving its objectives (Table 5.6). Research evidence had shown little if any negative impact on the resident dolphin population from commercial tour boat activities, although this low level of impact appeared to have been due to a lack of growth in tourism in general, rather than as a result of specific partnership activities. A number of changes had occurred in the external conditions within which the partnership operated and included the designation of the estuary as a candidate SAC. Although as part of the new SAC designation, statutory agencies required that operators provided comprehensive monitoring information as a condition of their permission to operate, there had been a lack of compliance with these requirements by some operators. Despite their statutory duties, however, the agency concerned appeared to have little interest in enforcing its own requirements.

The partnership continued to experience conflict among its members. Conflict centred on a number of issues and, at times, had led to the suspension of decision-making structures, a break down in communication and disengagement by key stakeholders. In financial terms, the partnership continued to struggle to find sufficient funds to implement its objectives. Gaining charitable status had led to the removal of the tourism promotion remit and a realignment of partnerships objectives towards research and monitoring, weakening still further its ability to influence the development of the tourism industry.

**Table 5.6.** Summary of key events 1999 - 2003

Date	Event	Date	Event
November 1999	First exploratory meeting between conservationist, operators and Dúchas	June 2001	IRRUS ecotourism brand launched by META project (external to SDWF)
March 2000	Conservationist returns to County Clare, SDWF officially formed & conservationist appointed as Project Manager. Code of conduct developed	2001	OPW (Monuments) agrees to lease office space to SDWF in former Scatterry Island Centre, Kilrush
	Steering Committee reject proposal to include commercial operator representative on Committee	2002	Lower Shannon cSAC Management plan reaches second draft stage
April 2000	Lower Shannon estuary designated as a cSAC	2003	Commercial dolphin watching trip numbers stabilise at c.400 trips per year
	Saoirse na Sionna Accreditation Scheme launched but later abandoned		Kilrush Chamber of Commerce establish Kilrush Dolphin Gateway Project
2000	SDWF undertakes tour boat monitoring under contract to Dúchas	November 2003	Steering and Management Committees finally combined

Source: Interview transcripts, Steering Committee and Management Committee minutes 2000 – 2003

### 5.5.2 A fragile stability

By 2004, the draft cSAC management plan had still not been ratified by the NP&WS. As one interviewee explained, in common with the issue of pair trawling, the difficulty appeared to lie with interdepartmental wrangling:



*Some of the aspects of the Habitats Directive haven't sat well with the Department of Marine but, government has signed those, so there in national legislation, they have been transported into Irish law, there isn't any way of getting round it and if they had an issue, they should have made the issue at the time of the Directive rather than several years later when they have to actually implement'. (Statutory Conservation Agency Officer (Shannon)).*

There appeared to be little prospect of moving the plan forward until the cross-departmental difficulties were resolved. The lack of a ratified management plan had become a significant source of frustration for the partnership. Not only did the lack of strategic direction impact on the partnership's ability to plan for future activity and development in the estuary, it led to uncertainty amongst commercial operators, given that they had no clear guidance on whether the NP&WS would continue to permit them to operate their businesses in the cSAC. Clearly, partnership progress was again being limited by top-down, external factors.

On the 4<sup>th</sup> June 2004, the new Kilrush Centre was opened as the Shannon Dolphin and Wildlife Centre, by Sile de Valera TD, now Minister of State at the Department of Education. The partnership had made a successful funding bid to LEADER for educational, reference and interpretive materials and had also been given various exhibits including skeletons of dolphins, skulls, bones and teeth. However, the partnership still struggled to raise money to fund the day to day running costs of the centre and to pay for additional staff to support its operation (Edson 2004; Berrow 2005).

A new attempt was also made in October 2004 to engage with and attract funding from the large private sector industries on the banks of the estuary. At a Committee meeting in October 2004, the Project Manager proposed the 'Shannon Environmental Research Fund' be established as a mechanism to draw in funds

from these industries and to support further research on aspects of the Shannon environment (SDWF Committee minutes, 12<sup>th</sup> October 2004). The intent was for SDWF to establish and manage the fund and for external research organisations, non-government organisations, community groups and individuals to submit research proposals for funding (Berrow 2004). Although the concept was well received, there appeared to be little appetite amongst industry to commit funds to the initiative and it was therefore shelved. The partnership continued to undertake research contracts and worked closely with a number of universities to provide research support to postgraduate students (SDWF Committee minutes 12<sup>th</sup> October 2004).

Five companies were granted permission to undertake commercial dolphin watching in 2005, although again, only three were active. These included two new operators, one based in Kilrush and one based in Kilbaha (operating out of Carrigaholt). A total of 414 trips were recorded (Table 5.7), however, the new operator in Kilbaha failed to return any monitoring data.

**Table 5.7.** Summary of commercial tour boat activity 2004 - 2007

Year	Trip numbers Kilrush	Trip numbers Carrigaholt	Trip numbers Ballybunion	Total per period
2004	No monitoring	No monitoring	No monitoring	0
2005	200	214	0	414
2006	198	205	0	403
2007	208	199	0	407

Source: Tour Boat Monitoring Reports 2003 - 2007

The ongoing failure by operators to complete monitoring data provides an interesting insight into the willingness and ability of the statutory authorities to enforce license conditions. During a semi-structured interview, a NP&WS interviewee indicated that there was a degree of leniency in dealing with non-

compliance and why transgressions had not necessarily resulted in the withdrawal of permissions in the past:

*'... we'd give a chance for somebody to come back, rather than just pulling the plug on them. I think if you're talking about that instance, the person was only on it, was doing the job as a very part time affair and if they were maybe taking a full time approach to it, then we would be, the consequences would be a lot more serious, but because of the proportion of time that they were spending out on the dolphins was so small in comparison to the others, we can kind of have a little bit of latitude on it' (Statutory Conservation Agency Officer (Shannon)).*

It is quite extraordinary that, despite the requirement for permission to be granted in order to undertake commercial activity, the NP&WS appeared to treat full and part-time operators differently and, in addition, had consistently failed to enforce monitoring requirements and code transgressions.

In 2006, five operators were granted permission for commercial dolphin watching activity, but as with previous years, only three carried out activity, with the majority of trips being undertaken by the same two operators. Implementation of the recommendations made in previous tour boat monitoring reports had resulted in an improvement in the return of monitoring data. However, it was clear that one operator was consistently breaking the code of conduct by spending more than the permitted maximum time with dolphins. Again, no action appeared to have been taken against the offending operator (Berrow and Atkinson 2006). Surprisingly, interviewees did not feel that the lack of retribution for repeated code breakage had devalued its use or lead to perceptions of its worthlessness. This indifference may have reflected the established stability of the industry and a lack of strong competition for business between the two key operators, as one interviewee suggested:

*'it's strange in the eight years that we've been in existence that we haven't really, nothings really changed much, you know, it's the same number of operators, dolphin watch boat operators are there and there's been no new external threat or anything so, we've basically just maintained the status quo over the eight years, without really trying, its just been the same' (Chamber of Commerce member).*

In reality, however, this comment reflects a rather disappointing outcome for the partnership. Given that the original purpose of the SDWF had been to support the sustainable development of the dolphin-watching industry, this interviewee seems to suggest that very little development had actually been achieved by the partnership over the eight years of its existence. The lack of development calls into question the degree to which the partnership had achieved its aim and objectives.

During 2005, organisations such as Bord Iascaigh Mhara (BIM) and Tuatha Chiarraí Teo (North Kerry LEADER) were seeking to fund projects which promoted marine wildlife tourism in Ireland. The Chairman of the SDWF Committee therefore suggested that local operators should work together to produce a joint promotion plan and apply for funds. Unfortunately, due to the long-established conflict between the Carrigaholt and Kilrush operators and, in spite of the availability of match-funding from Shannon Development, the opportunity was not taken up. Two interviewees expressed their frustration at the waste of such an opportunity:

*'Two meetings ago, [...] again, when this came up, [Shannon Development] said, look, get together, come up with some initiatives we can fund, come to me I have the money. Not a huge amount, a few thousand here and there, but you have to come together. I can't fund, I won't fund, individuals any more. They won't do it. They won't come together. So again, I think the Foundation, we could have facilitated that but there's this rivalry thing, so in some ways it's a relief but I find it very frustrating'. (Project Manager (Shannon)).*

*'One member of the committee pointed out that the role of the committee was not to promote tourism, so I suggested it [a joint promotion project], but I'm up to my eyeballs in my own stuff, so I just wasn't up for the fight this*

*time, so I'll leave it. I might go looking at it again at some other stage but, it's an opportunity missed, no question about it because there is money available'. (Operator 2).*

Clearly the historical tensions and conflicts between stakeholders continued to hamper the development of the partnership.

Finally in 2006, six years after its establishment, the SDWF produced its first three year development plan. The plan proposed the same three key areas for development as had been in the original aims, namely research and monitoring, education and the promotion of the Shannon Estuary. The tourism promotion objective, however, had been significantly altered to exclude the promotion of individual businesses, reflecting the changes in conditions imposed by the partnership's status as a registered charity. Funding for the delivery of the plan was sought from the National Parks and Wildlife Service, Clare Heritage Council, EU Structural Funds including LEADER, other local authorities and private sector sponsors including the heavy industries surrounding the estuary (Shannon Dolphin and Wildlife Foundation 2006). It is not clear how successful the partnership has been in attracting the necessary funding and in delivering the plan as, at the time of research, it had yet to review and formally report on progress.

Trip numbers for the 2007 season remained at the same level as 2006 with a total of 407 reported trips. From the monitoring report, improvements did appear to have been made in terms of code compliance by this operator (Berrow and Counihan 2007). The report also noted that, although dolphins appeared to have changed the way that they used the estuary, with groups tending to be found further up river, the total population appeared to be increasing with calves regularly seen on the majority of trips each year. This increase in population would suggest that marine

nature-based tourism activity was having little, if any, negative impact on dolphins within the estuary. Whether the lack of negative impact was as a result of operators adhering to the code of conduct, or whether it was simply that levels of activity were not significant enough to disturb dolphins, was not made clear.

Research and monitoring contracts remained the main sources of income for the project in 2007, with increasing numbers of Environmental Impact Assessment (EIA) tendering opportunities provided by the proposed construction of a Liquid Nitrogen Gas terminal amongst other developments. At the meeting on 23<sup>rd</sup> January 2007, the idea of a Shannon Environmental Research Fund was again raised as a potential mechanism to co-ordinate environmental research in the estuary. The Project Manager continued to draw a proportion of his income from monitoring and research work and by adding a percentage for overhead and administration charges to contracts, continued to fund the day to day running costs of the partnership (SDWF Committee minutes 12<sup>th</sup> November 2007).

In 2007, following regular lobbying by the Project Manager, a number of the large commercial companies on the banks of the estuary, including ESB and Irish Cement, had finally begun to express a desire to work with the partnership and fund a number of interpretation and education projects. In addition, the partnership appeared to be acting as a hub for communication in that it was seen as offering expertise and a single point of contact for organisations wishing to obtain information and consult multiple organisations on the potential impact of their activities on the local marine nature-based tourism industry (transcript; Maritime Agency Officer (Shannon)). In 2007, plans to further enhance the facilities in the Shannon Dolphin and Wildlife Centre and to extend its opening hours were also

discussed (SDWF Committee meeting minutes 12<sup>th</sup> November 2007). As a mark of its positive external profile, the partnership had been invited to become a member of Wild North, a transnational initiative between the UK, Iceland, Canada and Greenland focussed on identifying best practice guidelines for the development of sustainable marine nature-based tourism (SDWF Committee meeting minutes 12<sup>th</sup> November 2007).

Finally, in 2008, it would appear that the partnership had reached a stage of relative calm. Since 2006, four regular committee meetings had been held per year and all stakeholders had taken the opportunity to participate. Conflict between the Carrigaholt operator and the Project Manager appeared to have gradually abated (Pers. comm., Berrow 2008) and the minutes reflected a greater desire amongst stakeholders to work together towards improving and expanding the education and interpretation activities of the partnership, in line with revised partnership objectives. Frustration still remained over the lack of commitment from the NP&WS over renewal of annual tour boat monitoring contracts and the issue of pair trawling in the estuary continued to rumble on with little prospect of resolution in the near future (SDWF Committee meeting minutes 30<sup>th</sup> April 2008).

Between 2004 and 2005, the partnership continued to struggle (Table 5.8).

Resources remained limited and a new initiative to attract funds from large industrial companies in the Shannon region failed to secure enough interest. Other intractable problems included the continued activity of pair trawling in the estuary and the lack of a ratified management plan for the cSAC. However, the partnership did make some progress, opening a new information and interpretation centre, and

despite a lack of retribution for code transgression, engagement by commercial operators with the purposes of the partnership on the whole remained strong.

**Table 5.8.** Summary of key events 2004 - 2007

Date	Event	Date	Event
2004	cSAC Management Plan still not ratified. Cross departmental conflict over pelagic pair trawling in Shannon estuary	2006	SDWF produces Three Year Development Plan
	Shannon Dolphin and Wildlife Centre opened by Síle de Valera TD		Opportunities for operators to secure funding for joint tourism marketing activity missed due to ongoing conflict
	NP&WS fail to issue tour boat monitoring contract	2007	Private sector investment in partnership sought from heavy industries surrounding estuary. SDWF invited to participate in transnational marine wildlife partnership

Source: Interview transcripts, Steering Committee and Management Committee minutes 2004 – 2008.

From 2006 onwards, however, progress appeared to have accelerated.

Improvements were made in code compliance and the resident population of bottlenose dolphins appeared to be increasing. Although there is no evidence to suggest that this population growth was as a direct result of the actions of the partnership, nevertheless, it does suggest that commercial dolphin-watching activity was not causing significant damage. The partnership had continued to raise awareness amongst of the existence of the bottlenose dolphin population. Data provided by operators for the monitoring programme had also ensured that statutory conservation agencies had the evidence that they needed to show a healthy dolphin population was being maintained in the cSAC. Difficulties in some areas still remained, however, as funding opportunities were missed because of the continued existence of tension and a lack of trust between Kilrush and



Carrigaholt operators. On a more positive note, large industrial companies had begun to recognise the benefits of working with the partnership, through EIA research and education and interpretation projects supported by the Shannon Environmental Research Fund. Importantly, the partnership's profile outside of Ireland was raised when it was invited to participate in an international marine wildlife tourism management consortium.

## **5.6 Conclusions**

The development of the Shannon Dolphin and Wildlife Foundation provides an interesting insight into the drivers for partnership formation in this coastal environment. Unlike those noted by Jamal and Getz (1995), the development of the SDWF partnership was driven by both economic and environmental drivers through the persistent lobbying of one particular individual. As such, it is difficult to classify this particular partnership as either strongly top-down or bottom-up in its antecedents. The earliest driver was bottom-up, coming as it did from the Carrigaholt community and the conservationist, but that imperative was also encouraged with top-down support from economic development agencies, such as Shannon Development, and environmental management agencies, such as the Marine Institute. Later, strong bottom-up support was provided by the commercial operators themselves and yet top-down support from Dúchas has remained relatively weak throughout the life of the partnership, except where the partnership's aims also served those of Dúchas.

The evolution of the SDWF also provides clear examples of how changes in the levels of determinants of effectiveness associated with context were linked to changes in determinants associated with process and outputs (Table 5.9). The context within which the partnership operated changed significantly. For example, the statutory designation of the Lower Shannon as a candidate SAC and the imposition of regulations requiring commercial marine wildlife operators to gain annual permission for activity prompted the NP&WS (formerly Dúchas) to engage more fully with the partnership. In addition, wider changes in patterns of tourism across Ireland meant that the projected expansion of marine nature-based tourist numbers failed to materialise, which negatively impacted on stakeholders' perception of the need for the partnership (Tables 5.9 and 5.10 below). Institutional inertia prevented the partnership from effective forward planning as a result of conflicting priorities between government departments over the issue of pair trawling, and the lack of a ratified management plan for the estuary. Each of these boundary conditions has had an impact in terms of prescribing the potential pathways and choices which could be taken by the partnership (Wilson 2008).

In addition, the narrative shows how the determinants of effectiveness associated with the process of partnership have also changed over time, individually and in relation to each other. Shortage of resources, and the way that resources were allocated, have also had a significant impact on the achievement of partnership objectives. A lack of resources is a theme which runs through the entire narrative and has caused the partnership to change its strategic direction by dropping activities associated with promoting individual tourism businesses as a result of gaining charitable status. In addition, the perception of inequality in the allocation of

what little resources the partnership has had, away from rural communities such as Carrigaholt in favour of the urban centre of Kilrush has at times led to a breakdown in communication and loss of willingness by key stakeholders to participate in decision-making. This conflict was also strongly linked to that of representation, with Carrigaholt stakeholders feeling that they had little opportunity to influence the direction of the partnership as a result of early exclusion from decision-making structures.

**Table 5.9.** Summary of partnership progress in achieving the determinants of effectiveness

<b>DETERMINANTS OF EFFECTIVENESS</b>		
<b>Context</b> ↓	<b>Process</b> ↓	<b>Outcome</b> ↓
Little previous experience of partnership working in any sector	Strong leader lobbies for action and attracts support, using scientific background to lend credibility	Some success in influencing local environmental management policy development
Private sector recognises and accepts need for action (based on potential growth of tourism)	Early commitment and engagement later wanes as decision-making becomes stratified and fails to capitalise on local knowledge	Early success in implementing agreed actions including code of conduct and accreditation scheme (although accreditation scheme later failed)
Public sector slow to recognise need for action	Lack of resources, and conflict over allocation of resources, leads to loss of engagement and hampers progress	Questionable achievement of overarching aim, as projected growth in tourism fails to materialise
Changes in legislation (SAC) and increased political support provide stimulus for public sector engagement	Progress improves as decision-making becomes more inclusive and stakeholders re-engage	Lack of success in influencing progress on pair trawling issue
Inter-departmental wrangling leads to lack of consistent estuary management	Progress achieved in encouraging public and private sectors to work together to manage the impact of commercial activity on Shannon estuary	Raised profile of marine wildlife tourism in area and further afield, through international collaboration project
Lack of consistent enforcement of regulation by statutory body	Willingness to participate falls as predicted marine wildlife tourism growth fails to materialise	
Forecast national and regional tourism growth fails to materialise		

Although the narrative is divided into stages, clear differential movement (forward progress and backward regression) within and between stages can be seen in summary in Table 5.10. Detail on the rationale used to 'score' each indicator at each key stage in the development of the partnership is provided in Appendix 8.

For example, although the conflict surrounding the geographical allocation of resources early in the development of the partnership led to a loss of willingness to engage in partnership activity (a decline from a score of three at the Direction Setting stage to a score of one during Partnership Collapse, Stagnation and Realignment stages (Appendix 8)), it did not lead to a loss of willingness to comply with agreed management interventions (which increased from a score of one during Direction Setting to a score of three during Stagnation). So, although the partnership was collapsing in terms of communication, at that stage it was stable in terms of the implementation of the code of conduct. These differing degrees to which the determinants of effectiveness have been achieved indicate that, in some respects, the partnership has been effective in engaging key stakeholders and in influencing policy. However, in other respects, such as in achieving its strategic objective in developing sustainable marine nature-based tourism, progress is much less clear. These variations show that existing linear and cumulative approaches to evaluation mask complexity and fail to highlight the multiple components which comprise effectiveness, by providing a singular answer to the question of whether a partnership is 'effective'.

Indicator	Indicator number	Problem setting	Coalition building	STAGE					
				Direction setting	Direction refinement	Partnership Collapse	Stagnation	Re-alignment	Stability
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√	√	√√√	√√	√√	√√	√√	√√√
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√	√	√√	√√√	√√√	√√√	√√	√√
The extent to which stakeholders are actively engaged in decision-making	1c	n/a	n/a	√√√	√√	√	√	√	√√√
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√√	√√	√√√	√√√	√√√	√√√	√√√	√√
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√√	√√	√√√	√√√	√√√	√√√	√√	√
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√	√	√√	√√	√√√	√√√	√√	√√

The extent to which all stakeholders have access to the information needed to make effective decisions	4a	n/a	n/a	n/a	√√	√√	√√	√√√	√√√
The extent to which partners have the confidence and resources to make commitments and decisions	4b	n/a	n/a	n/a	√	√√	√	√	√
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	n/a	n/a	n/a	√√√	√√	√√	√√	√√
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	n/a	√	√	√√√	√√√	√√√	√	√
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	n/a	n/a	n/a	n/a	n/a	√	√√	√
The extent to which the partnership has been able to influence policy at local, regional, national levels and above	5b	n/a	√√	√√	√√	√√	√√	√√	√

participants) shape, motivate or dominate the process and inspire others to participate	6	√√√	√√√	√√√	√√	√√	√√	√√	√√
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	√√	√√	√√	√√	√√	√√	√√√	√√√
The extent to which levels of trust between stakeholders have improved	7b	n/a	√	√	√	√	√	√	√
The likelihood with which partners would embrace the collaborative process in the future	7c	n/a	n/a	n/a	n/a	n/a	n/a	n/a	√√

## **Chapter Six**

### **Dolphin Space Programme partnership narrative**

#### **Introduction**

The Dolphin Space Programme (DSP) is based in the Moray Firth in north east Scotland. The partnership was launched in 1995 in order to manage the growth of a marine wildlife watching industry based on bottlenose dolphins through the implementation of a voluntary code of conduct and accreditation scheme. In this chapter, development of the partnership is analysed, using the indicator framework described in Chapter 2, to assess the performance of the partnership from the first stages of issue identification to the point at which this research was carried out in 2007.

Although partnerships took a similar approach to managing the development of marine nature-based tourism, by introducing voluntary regulations in the form of codes of conduct and accreditation schemes, the design of those regulations and the way that they were implemented were different within each partnership. The DSP differed from the Shannon Dolphin and Wildlife Foundation in that it operated in a different institutional context, as formal licensing of commercial operators was not a statutory requirement in Scotland. In addition, the DSP had been formally established as a partnership for considerably longer than the SDWF. Although the regulation of commercial marine nature-based tourism had begun to be considered in both areas during the early 1990s, the DSP had become formally established in 1995, much earlier than the SDWF which had not become formally established until 1999. In contrast to the Shannon Dolphin and Wildlife Foundation, where one



key actor was instrumental in both initiating and leading the partnership establishment process, the Dolphin Space Programme (DSP) emerged from a series of top-down actions led by a statutory conservation organisation, which attempted to mitigate potential disturbance to marine wildlife in the Moray Firth. In common with the SDWF, however, the scientific evidence on which the need for partnership had been based appeared weak and inconclusive.

Section 6.2 outlines the early stage of collaboration prior to formal partnership establishment. The section highlights the policy drivers that brought stakeholders together and resulted, in the formation of the Dolphin Space Programme in 1995. Sections 6.3 and 6.4 trace formal establishment and subsequent difficulties as the partnership implemented voluntary management tools in an attempt to control the development of the marine nature-based tourism industry in the Moray Firth.

Following the near collapse of the partnership in 1997, section 6.5 describes the slow process of rebuilding trust between stakeholders and the steps taken to try to re-engage commercial operators and open decision-making structures to all actors. Although progress was made during this stage of development, conflict was not completely resolved and the partnership remained fragile. Section 6.6 examines the changes in partnership performance which occurred as a result of a series of important changes in the way that the partnership operated. The most significant of these changes were the formation of an industry-based group to represent the interests of private sector operators at the DSP Steering Committee and the late employment of a Project Manager, which eventually led to the re-engagement of stakeholders.

## **6.2 Partnership initiation (1991-1995)**

### **6.2.1 Problem setting**

In 1992, concern over rapid growth of the local marine nature-based tourism industry had prompted Scottish Natural Heritage (SNH), the state body responsible for securing the conservation and enhancement of Scotland's natural heritage, to consider taking action to prevent habitat damage and disturbance to marine wildlife (transcript; Statutory Conservation Officer, Moray). SNH had been formed in 1991, as the result of a merger between the Nature Conservancy Council for Scotland and the Countryside Commission for Scotland, and was the first public agency in the UK to be given a mandate which included the promotion of sustainable development (Ross *et al.* 1995). As Hughes (2001) noted in his examination of the UK dolphin watching industry, SNH was not only responsible for cetacean conservation, but also for promoting the sustainable development of rural coastal communities:

*'SNH has an unusual dual role in that it is both responsible for protecting the environment from insensitive tourism development, and for encouraging tourism development which is community based and sympathetic to environmental concerns'*. (Hughes 2001, p.327).

SNH therefore had to carefully balance the need to protect cetacean species alongside the need to actively support sustainable marine and coastal tourism development. The role of SNH was, and remains, a largely advisory one and therefore, its ability to achieve its objectives must depend on working with others (1995). Indeed, one of the explicit objectives set out in its first Annual Report of 1992-93 is the development of active partnerships to support sustainable development (Scottish Natural Heritage 1994). In the absence of any statutory

management tools, collaborative and partnership approaches were therefore the only viable management option open to SNH in achieving its marine objectives.

Concurrent with the concerns over development raised by SNH, the Scottish Wildlife Trust (SWT) Inner Moray Firth Group (a conservation-based NGO) had also indicated that the future management of the Firth should be discussed:

*'Time to look forward and to think hard about the area with a view to maintaining this attractiveness well into the future'.(McGinn 1993, p.ii).*

The Group therefore called a meeting of stakeholders in order to debate the issues and pressures on the Firth and to identify ways to mitigate threats. At the meeting, called the 'Future Firth Conference', held in Inverness in October 1992, Dr Paul Thompson of the University of Aberdeen Lighthouse Field Station suggested that an expanding marine wildlife tourism industry could pose a threat to local marine wildlife, as it had in other parts of the world, and that such enterprises should be subject to control (Thompson 1993; Duprey *et al.* 2008; Higham and Bejder 2008).

By 1992, the potential value of marine wildlife tourism based on the resident bottlenose dolphin (*Tursiops truncatus*) population in the Firth had been recognised for some time (Tilbrook 1993). Interest in the dolphin population continued to grow and, in April 1993, the Whale and Dolphin Conservation Society (WDCS), a cetacean conservation charity, launched an 'Adopt-A-Dolphin' scheme as a mechanism to raise awareness of marine wildlife and funds for the charity. The scheme encouraged members of the public to 'adopt' one of seven bottlenose dolphins, named by the charity, which were regularly seen in the Firth (Whale and Dolphin Conservation Society 2009). For an annual fee, adopters received an information pack and regular updates on 'their' dolphin. The scheme was extremely

successful in generating significant income for WDCS and stimulated an interest among the adoptees to visit the Moray Firth to see 'their' dolphin (transcripts; Conservation NGO Manager Moray, Local Authority Officer Moray). In 1993, Ross and Cromarty District Council surveyed members of the WDCS Adopt-A-Dolphin scheme to assess the potential value of marine wildlife tourism activities in promoting local tourism businesses and found that 86 per cent of respondents intended to visit the Moray Firth to see 'their' dolphin (Arnold 1997). A manager at the WDCS Spey Bay Wildlife Centre indicated the value of the scheme to WDCS:

*'..that's one of the main, the mainstays of the organisation really, that's how we get, I think it's, it's certainly over half of our funding from the Adopt-A-Dolphin scheme'. (Conservation NGO Manager (Moray)).*

A proportion of the income from the scheme is used to fund research carried out by the University of Aberdeen and, from 2005, also covered 45 per cent of the DSP Project Officer's salary (transcript; Conservation NGO Manager, Moray). The commodification of the dolphins in the Moray Firth by WDCS focussed attention on the potential of the marine environment for economic benefit. In his interview, a Conservation Officer working for SNH indicated that, by 1994, conservationists were becoming increasingly concerned over the speed of growth of the industry:

*'I think it was '92 the first operator appeared, '91, '92 and they seemed to be doing quite well, so you know, another one appeared in '93 and another one in '94 and by the time the DSP came along, there were already four or five people wanting to do wildlife tourism. So we thought, we need to look at this growing area and try and manage it accordingly, which is where the DSP came along'. (Statutory Conservation Officer (Moray)).*

In August 1993, in response to the concerns raised at the Future Firth Conference and a perceived increase in the use of recreational water craft by the general public, SNH launched a proactive project, in partnership with the Personal Watercraft Association (PWA) and the Royal Yachting Association for Scotland

(RYAS), called the Dolphin Awareness Initiative (DAI). The purpose of the project was to prevent disturbance to dolphins in the Moray Firth and to increase public awareness of the potential impact of recreational boating activities on marine wildlife in general. The project used car stickers, leaflets and a voluntary code of conduct to encourage people to keep a clear distance between themselves and marine wildlife. Although the project was successful in raising awareness of the existence of bottlenose dolphins and other cetaceans, little progress was made in persuading the public to adhere to the code of conduct (Arnold 1997). From the experience gained in delivering the DAI, recommendations were made to widen the project to cover the whole of Scotland and to focus more specifically on jet skis and powerboats, which were considered to be a particular cause of disturbance to marine life. As a secondary purpose, the potential threat to cetaceans from the growing number of commercial dolphin watching boats was also to be considered (transcript; Statutory Conservation Agency Officer, Moray). The recommendations made by the DAI therefore played a significant part in prompting SNH to move its focus away from the control of public water-based recreation and onto the regulation of commercial marine wildlife tourism.

### **6.2.2 Coalition building**

In June 1994, SNH signalled its perception that commercial marine wildlife tourism was becoming a problem and took the first steps towards collaborative working when it invited local operators, together with representatives of local tourist boards, enterprise companies, local authorities and the Maritime and Coastguard Agency, to a workshop at Tulloch Castle, near Dingwall (Minutes of Dolphin Watching

meeting, Tulloch Castle, 10<sup>th</sup> June 1994; transcript; Statutory Conservation Officer, Moray). The purpose of the workshop was to discuss possible mechanisms for managing the growth of the industry and preventing disturbance to cetaceans in the Firth (Arnold 1997). In his introductory address to the meeting, Russell Turner made it clear that, although SNH was determined to introduce some form of control mechanism, the organisation had no desire to implement a statutory licensing system for commercial wildlife watching activity if a voluntary scheme would suffice. The idea was to implement a code of conduct which commercial operators would agree to follow when operating dolphin-watching trips. In return, those operators who agreed to abide by the code would be 'accredited' and could advertise that they were operating in a 'wildlife friendly' and 'sustainable' manner, something which was seen as conferring a marketing advantage. Turner stated that:

*'SNH would prefer to see the industry adopt a code of practice and operate a self-regulatory scheme for which accredited operators would sign up. SNH might be able to help to devise the code and to offer, in conjunction with other funding agencies, accreditation, in return for adoption of the code'* (Minutes of Dolphin Watching meeting, Tulloch Castle, 10<sup>th</sup> June 1994, Agenda Item 1.5).

At this stage, the inclusion of stakeholders and the desire for collaboration would therefore seem to have been driven primarily by the policy position of SNH to encourage partnership working, together with a lack of any statutory alternatives. In addition, there was little scientific evidence at this point to support such a call for regulation of the industry.

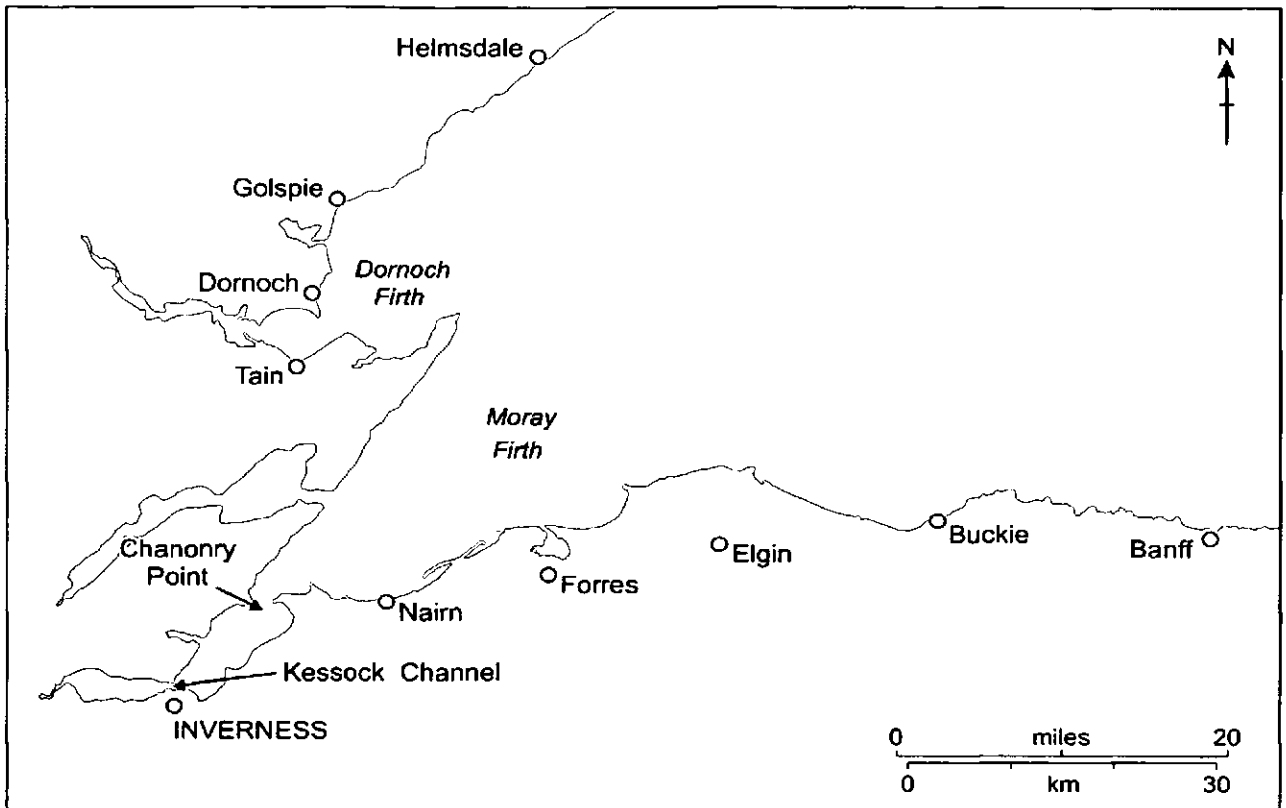
By the start of the 1994 season, there were ten operators running commercial dolphin watching trips. The majority of these worked on an *ad hoc* or part time basis and only one operator ran regular scheduled trips (Arnold 1997). During the

Tulloch Castle meeting in 1994, Dr Paul Thompson had identified the Kessock Channel and the narrows off Chanonry Point (Figure 6.1) as the areas most likely areas to be subject to tight access controls if the industry continued to grow. The restricted topography of the channels tended to amplify the noise from vessel traffic and reduced the ability of animals to manoeuvre. Dolphins using these areas were therefore felt to be very sensitive to disturbance (Minutes of Dolphin Watching meeting, Tulloch Castle, 10<sup>th</sup> June 1994, Agenda Item 5.3). In addition, there had been frequent sightings in the Kessock Channel of a 'highly stressed' female dolphin which, the researchers argued, was likely to be sensitive to increased vessel traffic. No specific evidence was offered in support of this assumption and, curiously, no suggestion was made to limit non-commercial dolphin watching vessels in the Channel (Minutes of Dolphin Watching meeting, Tulloch Castle, 10<sup>th</sup> June 1994, Agenda Item 5.3). The development of shore-based wildlife watching sites in these areas were seen by Thompson as a preferred alternative to boat-based dolphin watching (Arnold 1997).

Following detailed discussion on the need to develop the industry in a sustainable manner, a code of conduct and accreditation scheme were identified by those present as the most appropriate mechanisms to manage the growing industry.

Despite the potential impact on their business practices, the minutes of the Tulloch Castle meeting show that commercial operators were broadly supportive of voluntary regulation (Minutes of Dolphin Watching meeting, Tulloch Castle, 10<sup>th</sup> June 1994, Agenda Item 5.2). Researchers from the Lighthouse Field Station were therefore commissioned by SNH to prepare a formal code of conduct for

commercial cetacean watching operators across the whole of the Firth (Arnold 1995; Arnold 1997).



**Figure 6.1.** Moray Firth showing the locations of Kessock Channel and Chanonry Point. Source: Author.

Before a new Code of Conduct could be established, and following on from the workshop in Tulloch Castle, one operator, who had previously been based in Nairn, relocated to Inverness Harbour. This operator began running up to eight trips per day in the sensitive Kessock Channel area, the very area that SNH and the University of Aberdeen wished to restrict. In August 1994, a second operator also began operating out of Inverness Harbour, raising further concerns of disturbance to dolphins in the Kessock Channel area (Arnold 1997).



### 6.2.3 Direction setting

Following a series of observations of commercial dolphin watching traffic in the Kessock Channel area during 1994 and 1995, researchers from the Lighthouse Field Station produced a report and set of draft guidelines for cetacean watching in the Firth (Arnold 1995). The report recognised the practical difficulties in monitoring and enforcing restriction zones and closed areas, which had been used in schemes elsewhere. Instead, a suggestion was made that cetacean watching vessels should behave in a similar manner to routine traffic transiting the Firth by following a fixed route at a standard speed. By adopting a fixed route, cetaceans could 'choose' whether to approach the vessels or to avoid them (Arnold 1997). An agreed limit on the number of trips per day or per week was also recommended, together with a programme of training for all skippers, which focussed on boat handling skills (Curran *et al.* 1995).

Importantly, the report recommended capping the total number of commercial operators in the Firth at the 1994 level (approximately ten operators) and suggested that the total number of trips allowed in the sensitive Kessock Channel and Chanonry areas (Figure 6.1) be reduced from nine trips per operator per day to a maximum of four per day, shared between the two operators working out of Inverness (Curran *et al.* 1995). In the absence of data on the 'carrying capacity' of the Firth in terms of levels of boat traffic in relation to dolphin disturbance, the recommendations seem to have been based on the precautionary principle. The operators themselves had little, if any, input into the development of the guidelines. The exclusion of key stakeholders represents an important failure to achieve one of the key determinants of effectiveness. Good levels of representation from all

relevant stakeholder groups are crucial if effective and workable management interventions are to be developed and implemented successfully. One DSP operator reflected on the way that operators' knowledge and judgement was seen as of little value:

*I think it's the same sort of thing with fishermen's stories and everyone says it's rubbish, you know, [...] Fishermen have seen things that everyone else doesn't and it's the same for the operators. We're seeing behaviour and a lot more sightings than people doing pure academic research, so I sometimes do think [...], you know, maybe they should come with us'. (Operator 7).*

A local conservation NGO manager also reflected on the reactions of local operators in her area of the Firth:

*'A lot of the skippers along here maybe have been from a fishing background before and have moved into this, that's certainly the case with the skipper that I work with here, so he's got a lot of knowledge, a long knowledge of working on the sea and he just wants to be listened to, you know?'. (Conservation NGO Manager (Moray)).*

Clearly in the development of the code of conduct, the experience and local knowledge amassed by operators was valued much less than the opinions of 'experts' from the scientific community. Failing to value such local knowledge led to a perception amongst commercial operators that the code of conduct was imposed in a 'top-down' manner and led to uneven levels of consensus, support and code compliance.

Despite the general support for voluntary controls expressed by operators at the 1994 meeting, operators understandably had mixed views on the proposed code of conduct (transcripts; Statutory Conservation Officer, Moray; Operator 5). Those working in the inner Firth were less willing to adopt the new arrangements than those in the outer Firth, because of the potential restrictions on the number of trips in the Kessock and Chanonry areas which disproportionately affected operators

from the inner Firth. A representative of SNH indicated that, although SNH were aware of these operators' views, they were reluctant to seek an alternative code:

*'What happened after that was, a group did form, of the agencies and the operators suggested that the University of Aberdeen should be contracted to come up with a code or some way of ... operating, which they did. But then when they came up with their recommendations, the operators didn't like it and so that's when the problems started. Looking back on it, we probably could have done it better but we, SNH, liked the approach that the University of Aberdeen had put forward because it was clear and it was easy to follow and it was sort of, equitable [in that each operator would follow a fixed route so all would, theoretically, have an opportunity to see dolphins]'. (Statutory Conservation Officer (Moray)).*

Difficulties were not limited to a lack of support by operators for the code of conduct. The idea of capping the number of operators had no legal or scientific basis and was not enforceable. Inevitably, over several seasons, the number of commercial operators working out of any given location could change. Difficulties would arise over who could be accredited and who could not, and what criteria (length of time established, size of vessel and record of code compliance, for example) would be used to select accredited operators. There was strong dichotomy in the reactions of operators to the idea of capping numbers. Many felt that the potential interference in their businesses was inappropriate and unwelcome. On the other hand, some operators viewed a cap on numbers as an important mechanism to limit potential competition, provided of course that any controls could be used to protect their own business interests. One operator expressed his views on the issue:

*'I said, well what happens if another MCA boat comes in, and they said well, we'll take him on board, you know? But that's not the answer I want to hear, you know? Being selfish, that's half my passengers gone'. (Operator 5).*

The development of a code of conduct aimed at managing the marine nature-based tourism industry in the Firth had the potential to both enhance and destroy

the livelihoods of individual operators, and yet those operators had been given little opportunity to influence the detailed content of the code.

During the early stages, it would appear that, although the need to manage commercial marine wildlife tourism activity had been initiated by the public sector and conservationists, there was a reasonable level of agreement between public and private sectors over the need to work together in order to develop a sustainable industry (Table 6.1). There were inevitably tensions and suspicion on either 'side', but there was also general agreement over the need for regulation. Nevertheless, this apparent consensus was not utilised by SNH in the formulation of controls and represented a fundamental flaw in the ultimate effectiveness of the partnership.

**Table 6.1.** Summary of key events 1991 - 1995

Date	Event	Date	Event
1991	SNH formed with conservation and sustainable development remits	1993	SNH, PWA and RYAS launch DAI to raise cetacean awareness amongst personal and recreational water users
1992	SNH and SWT express concern over the growth of marine wildlife watching activity	1994	SNH concerned over growth of marine wildlife watching industry so invite stakeholders to meeting to discuss management options
	SWT host The Future Firth conference to discuss management and development of the Moray Firth. Need for regulation highlighted by scientific community		Ten operators running commercial wildlife watching businesses. Two operators locate to Inverness and operate in sensitive areas
1993	WDCS launch Adopt-A-Dolphin scheme	1995	University of Aberdeen recommend fixed-route approach to regulate activity, cap on operator numbers and reduction in Inverness operator trip numbers

Source: Interview transcripts and documentary sources

### 6.3 Partnership establishment (1995)

Despite the lack of consensus over the code of conduct, a partnership was set up in 1995 by SNH and the Scottish Wildlife Trust, to implement the code and to develop the accreditation scheme which had first been discussed at the Tulloch Castle meeting in 1994. The project was jointly funded by SNH and the EU LIFE programme (Arnold 1997). The establishment and development of the partnership are described below.

#### 6.3.1 Direction refinement

A Project Officer was appointed on a six month temporary contract (from 1<sup>st</sup> February to 31<sup>st</sup> July 1995) to develop and implement the accreditation scheme. Office space and support facilities were provided by SNH. A Steering Committee was set up to guide the development of the partnership, consisting initially only of representatives of the three founding organisations, which met monthly to monitor progress and make any decisions necessary for the day to day running of the project. Commercial operators were not invited to join the Steering Committee at this point. Inviting all operators onto the Committee was thought to be impractical and no single operator was felt to be in a position to represent the others, as they were in commercial competition. An interviewee from SNH explained the difficulty of including operators in the decision-making process:

*'..Because the operators didn't really speak with a common voice, you know. You couldn't invite all of them along to the meeting but one of them wouldn't have represented the others and they wouldn't put anyone forward because they were competitors and what have you. So it ended up that there weren't any operators on the Steering Group, which was always a bone of contention. We couldn't have them all but we couldn't have a number of them. It was that ridiculous situation really'. (Statutory Conservation Agency Officer (Moray)).*

As SNH had taken a lead role in establishing and part funding the accreditation scheme and code of conduct, the partnership was seen by commercial operators as an initiative which was owned and driven by SNH. In promoting the sustainable development of the industry, the activity was in line with SNH policy in supporting the development of coastal communities, and yet it failed to engage fully those communities by preventing key stakeholders from participating.

The partnership was named the Dolphin Space Programme (DSP) and was formally launched on World Oceans Day (8<sup>th</sup> June 1995) at the Royal Hotel, Cromarty. In line with the policy position of the newly formed SNH, the aim of the partnership was to work with all stakeholders to promote the sustainable development of the marine nature-based tourism industry in the Firth. The partnership was therefore not intended simply to control the growth of the industry.

The objectives were (Arnold 1997):

- To implement a voluntary accreditation scheme (renewed annually) for the regulation of boat-based cetacean watching in the Moray Firth
- To develop the accreditation scheme in such a way that it ensured the sustainability of the cetacean-watching industry in the Firth
- To incorporate education and interpretation of the cultural and natural heritage of the area to ensure that passengers were offered a quality experience, regardless of whether cetaceans were encountered.
- To develop a means of monitoring and assessing the scheme
- To develop or recommend means for continuation of the scheme
- To produce the basis for a set of publicity, education and interpretive materials to highlight the wider marine environment

- To produce a final report to include recommendations for the future of the accreditation scheme and management of boat-based dolphin watching

At this stage, the intention was to promote the positive benefits of joining the scheme to operators. Indeed, although the code was not necessarily in the commercial interests of some operators, yet they were expected to participate and to commit to voluntary regulation. As there was no legal basis to the code of conduct, the Steering Committee was forced to rely on the impact of any negative publicity that operating outside of the scheme would have on non-accredited operators to encourage compliance (Dolphin Watching Boat Trip Accreditation Scheme Steering Group Meeting 20<sup>th</sup> February 1995).

Although the accreditation scheme was intended to apply to commercial operators only, because it was based on operators following an agreed fixed route, recreational vessels including jet skis and speed boats were also recognised as causing disturbance to cetaceans in sensitive areas of the Firth. As the Joint Nature Conservation Committee had already begun to draft national cetacean watching guidelines for all traffic, it was therefore decided not to design a new code specifically for recreational vessels. Instead, general guidelines developed through the earlier Dolphin Awareness Initiative were promoted by the DSP alongside the new commercial operators code (Arnold 1997).

By 1996, the full time Project Officer's post had come to an end and a new contract was issued on a part-time basis only, due to a lack of funding. A new set of project objectives were also introduced to emphasise the education and awareness raising aspects of the project. These were:

- To increase co-operation with the scheme by emphasising the educational aspects of the project
- To build on links with associated projects in order to encourage the extension of the scheme to other areas of the Highlands
- To highlight shore-based dolphin-watching and address recreational boating by publicising the Dolphin Awareness Initiative code

Commercial operators based in the inner Firth and operating out of Inverness were still not supportive of the scheme and chose not to comply with it. An interviewee from SNH explained that the requirement of the scheme to limit activity in the Kessock Channel and Chanonry areas remained an issue for these operators from Inverness and prevented them from joining the scheme:

*'..The University of Aberdeen also recommended that there should be restrictions in terms of the numbers of boats and the time that boats spent in certain areas and that was the thing that really caused the problem. There was a long and fairly confrontational, difficult period that lasted for probably two years between SNH primarily, and the Inverness-based operators, because they were the ones that would have to restrict their activities, because that was regarded as a sensitive area'. (Statutory Conservation Officer (Moray)).*

The position of the operators was supported by Inverness and Nairn Enterprise and the Inverness Tourist Board, who felt that the operators were close to the margins of economic viability and were being treated unfairly. Recreational and other commercial traffic in the Kessock Channel was not under any regulation (Dolphin Watching Boat Trip Accreditation Scheme Steering Group Meeting 15<sup>th</sup> March 1995). The Steering Committee, however, were keen to encourage the Inverness operators to join the scheme and, therefore, after a series of negotiations, a compromise was reached. The two Inverness operators agreed to



limit their activity to three trips per day each in the sensitive Kessock Channel area, with all other trips carried out in the less sensitive Inverness Firth. In return, the Steering Committee agreed to accredit the two Inverness operators in August 1996 (Arnold 1997). This compromise on the part of the Steering Committee represented a significant victory for the operators. From the outset, the majority of operators had felt unhappy that their businesses were being restricted by SNH (with no legal basis for such control), when other vessels in the Firth, including recreational vessels, were unregulated.

#### **6.4 Partnership regression (1996-2002)**

Despite the compromise negotiated by the Inverness operators, there remained a sense of frustration that operators were being coerced into abiding by supposedly voluntary regulations (transcripts; Operator 4; Operator 5; Local Authority Officer, Moray; Project Manager, Moray). One interviewee was particularly candid about the strength of feeling amongst some operators:

*'There was a feeling in some of the earlier years I think, that the agencies were dictating to the boat operators and there were quite a number of issues about that. 'We don't want to be told where we can take our boats and we've got fare paying passengers who want to go and see dolphins and we'll go where the dolphins are', that kind of attitude, and 'you can't tell us where to go and where not to go'. (Local Authority Officer (Moray)).*

Further evidence of the resistance shown by some operators is recorded in the Steering Committee minutes. In June 1995, the DSP Project Officer noted the disproportionate amount of time that had been spent trying to coerce the small number of wayward operators to join the scheme:

*'it is certain that more time has been spent during this project on persuading the Inverness operators to cooperate with the scheme than the combined time given to all the other boat operators who have signed up to the code'* (DSP Steering Group Minutes 23<sup>rd</sup> June 1995, Agenda Item 1).

The pressure on operators from conservationists and statutory agencies seems to stem from a fear that commercial cetacean watching activity was on the brink of major expansion and that, if the scheme failed to bring existing operators into the scheme at this point, it would be powerless to influence any future development of the industry. In order to remain viable, these small businesses needed to maximise their activities during the short summer season in a very competitive market. The restrictions of following a fixed route from which operators could not deviate represented a major interference in their business practices. Several interviewees described the marginal nature of the dolphin watching business:

*'Well I won't go out with less than four people. It used to be a two hour trip but I'm trying to cut it down to an hour and a half. So July and August, I might try to get two trips on one tide to make it viable. But you couldn't make a living from here doing it. I've got a pension, so this allows me to have a boat'. (Operator 5).*

*'It's an incredibly tough business to make any money on. For example, the one that we do work with most of all, the chap who owns the boat and runs the business, has his own building company and really, he makes all his money that way. The boat is a hobby'. (Conservation NGO Manager (Moray)).*

There would seem to have been very little understanding from the Steering Committee of the financial difficulties faced by operators, reflecting a lack of experience by public sector conservation agencies of working with small businesses. This low level of understanding was compounded by the lack of opportunities for operators to discuss their perspectives with Steering Committee members and resulted in further alienation of the private sector. Clearly the conditions for effective partnership working were being undermined.

In the autumn of 1996, the Steering Committee was expanded to include representatives from a number of tourist boards and other local authorities as an attempt to strengthen the partnership's links with the tourism industry and provide enhanced marketing and promotion opportunities for accredited operators (Table 6.2). Private sector operators were still not invited to participate. The Steering Committee was also renamed as the 'Accreditation Review Group' to reflect its purpose in managing the accreditation scheme.

**Table 6.2.** Expansion and change in the DSP Committee 1995-1996

<b>Steering Committee Membership 1995</b>	<b>Accreditation Review Group 1996</b>
Scottish Natural Heritage	Scottish Natural Heritage
Scottish Wildlife Trust	Scottish Wildlife Trust
EU LIFE Programme	EU LIFE Programme
Tourism and Environment Task Force	Tourism and Environment Task Force
	Scottish Tourist Board
	Highlands of Scotland Tourist Board (HOST)
	The Highland Council
	Aberdeen and Grampian Tourist Board
	Moray Council

Source: Steering Committee minutes 1995 & 1996.

Two evaluation exercises were undertaken to assess the impact and progress of the project during its first few years of operation. The first was an internal and somewhat informal evaluation carried out by the DSP Project Officer, based on a series of interviews with accredited operators at the start of the 1995 and 1996 seasons. The results indicated that operators appreciated the benefits of accreditation, which included marketing support (1997). Recommendations were also made by operators to improve the scheme. These were centred on preventing non-accredited operators from gaining access to interpretation materials produced

by the DSP and persuading Tourist Boards across the region not to promote or otherwise recommend non-accredited operators in their information centres.

A second, external survey of the effectiveness of the DSP was undertaken by Independent Northern Consultants (INC) in 1996, in fulfilment of the requirements of EU LIFE funding support. Curiously, the Monitoring Report produced by INC is no longer available. However, Arnold (1997) included a précis of key findings in her report on the establishment and development of the DSP. The INC evaluation included a survey of the general public, boat trip passengers and accredited operators. This externally conducted evaluation found that accredited operators were not necessarily supporters of the code of conduct, but were willing to participate as long as the scheme was free and they gained publicity benefits from membership (Arnold 1997). The INC report concluded that, although the scheme represented 'a good example' of joint public/private sector sustainable tourism, some operators were still fundamentally distrustful of SNH and, as a result, the scheme was fragile. It seems particularly odd, however, that the performance of the partnership in reducing the impact of commercial dolphin-watching vessels on the conservation status of cetaceans in the Moray Firth was not included in the evaluation. The loss of the Project Officer at the end of 1996, as a result of the cessation of EU LIFE Programme funding, did nothing to improve the prospects for this already fragile partnership.

Alongside the internal challenges facing the newly established partnership, there were also external changes which had an important impact on the conditions within which the partnership worked. In 1996, the Moray Firth was proposed as a candidate marine Special Area of Conservation (SAC), under the provisions of the

EU Habitats Directive (1992). The stimulus for the designation was the need to protect the resident bottlenose dolphin (*Tursiops truncatus*) population, which were considered rare in the European context (Moray Firth cSAC Management Group 2003). Designation of cSAC status provided further justification for SNH to maintain the partnership in that, under the new designation, they had a statutory duty to ensure that the conservation objectives for the dolphin population were achieved. In contrast to the SDWF, however, where the designation of the cSAC resulted in the introduction of a licensing requirement for commercial operators, no such licensing requirement was introduced through Scottish statute and therefore, there remained no statutory basis to control marine nature-based tourism activity in the Moray Firth.

#### **6.4.1 Partnership collapse**

The difficulties experienced by the DSP Steering Group during the first two years of operation did not disappear and, by 1996, the partnership had reached its nadir. The severe conflict between the Steering Committee and the Inverness operators had to some extent been resolved when a compromise was reached to limit the number of trips that they undertook in the Kessock Channel. However, the protracted negotiations had also led to divisions within the Steering Committee (transcript; Industry based Lobby Group Manager) and between the Steering Committee and tourism agencies, such as the Inverness Tourist Board, who had supported the position of the Inverness operators (Main Points from DSP Steering Group Meeting 22<sup>nd</sup> March 2006). In addition, there was considerable conflict between several rival operators in the Firth. The interviewee from SNH explained

that the partnership had become riven by conflict, and that tension between operators had erupted into violence:

*'Well it was sabotage of boats, you know, iron filings in boats and boats sunk even and there was fisticuffs on the quayside. And there were two operators where we couldn't have a meeting with them at the same time because one of them had an injunction out against the other. They couldn't be within twenty metres of each other, so we had to have meetings in, sort of stagger them so it really was bad. And that's between all the parties, not just between us and them [conservation agencies and operators] but between competing operators'. (Statutory Conservation Agency Officer (Moray)).*

Conflict became such a major issue that the partnership began to lose those operators who had previously been willing to participate. Commercial operators felt that, as well as having been given little opportunity to influence the code of conduct, the interference from 'do-gooders' was unacceptable (transcript; Operator 5, Statutory Conservation Officer, Moray). One operator noted:

*'Like there was a lot, in the beginning, of do-gooders meddling with people's jobs, you know [...] it goes on, you know? [...] At one stage it was a war going on, you know, we were being lectured to, sort of like that at the time, I mean, we're still lectured, but it was ideas that they had that they wanted us to do and we just didn't have a say in it'. (Operator 5).*

These issues coincided with the cessation of funding for the Project Officer position in late 1996. As a result, day to day running of the partnership fell to a member of SNH staff as an adjunct to his existing workload and progress in developing the partnership came to halt. What little time the officer had for the partnership was spent administering the annual renewal of accreditations. Without a Project Officer to negotiate and arbitrate between operators and other stakeholders, the partnership inevitably began to collapse.

As a result of the loss of project staff, the Steering Committee agreed that for the 1997 season, the Highlands of Scotland Tourist Board (HOST) would take

responsibility for dealing with complaints concerning accredited operators (DSP Steering Group Minutes 7th June 1996, Arnold 1997). From 1997, accreditation therefore became tied to membership of the local tourist board (for those operators based within Inverness and Easter Ross areas). Up until the close of 1996, complaints concerning code breakage by accredited operators had been dealt with by the Steering Committee, although little action was taken against those who failed to comply. If an accredited operator failed to deal with a complaint to the satisfaction of the Accreditation Review Group, not only would the operator lose DSP accreditation, but also membership of HOST and any associated marketing and promotional benefits. Binding DSP code compliance to HOST membership did little to encourage operators to commit to the partnership and once again called into question the voluntary nature of the accreditation scheme. Indeed, by using HOST as a leveraging mechanism to draw operators into the DSP, the partnership effectively entrenched the existing divide between the private sector and public sector conservation agencies. As a result, private sector operators were simply agreeing to adhere to the code of conduct in order to maintain membership of HOST, rather than effectively engaging with the partnership and levels of commitment to the overarching purpose of the partnership fell as a result.

Although the Steering Committee held a number of meetings between 1997 and 1998, no records of these meetings were available and it is therefore difficult to track specific events within the partnership during this time. However, minutes from one DSP open meeting held in March 1998 were available and these, together with comments made by interviewees in semi-structured interviews, shed some light on activity within the partnership at the time.

The purpose of the meeting in 1998 was to provide an opportunity for operators, agencies and tourism organisations to discuss the future of the partnership. In his introductory welcome, Duncan Bryden of the Tourism and Environment Initiative was candid about the Steering Committee's position, hinting that, although disbanding the partnership was an option, it would not lead to the abandonment of attempts to manage the marine nature-based tourism industry in the Firth. He announced:

*'One of the options could include abandoning the DSP. However, it was considered that an unregulated industry is unlikely to be an option, given indications that in the absence of a suitable local scheme, management will need to be implemented in future anyway' (Minutes of DSP open meeting, 10<sup>th</sup> March 1998, p1.).*

Operators were given a stark choice: either to comply with what was purportedly a voluntary partnership or have other management mechanisms imposed upon them. Again, this heavy-handed approach reinforced the perception that joining the accreditation scheme was not in fact voluntary. In Pretty's (1994) typology of participation, this approach appears to align with 'passive participation' whereby people participate by being told what will happen and typically leads to low levels of consensus, engagement and achievement of objectives.

As a result of the meeting in March 1998, a working group, which included two or three operators, was established with the intention of drafting a new code of conduct for the Moray Firth, excluding the Kessock Channel area (Table 6.3). Following discussion, it was agreed at the meeting that the Kessock Channel would be treated as a separate management unit, with the activities of other vessel traffic also taken into account (DSP Meeting Notes 10<sup>th</sup> March 1998). Operators were invited to attend two further meetings in 1998 to discuss the launch of a DSP



newsletter and the production of revised marketing materials. Inclusion in these meetings offered a new opportunity for operators to engage with some aspects of the partnership, although they were still given no formal opportunity to join the Steering Committee.

**Table 6.3. Summary of key events 1995 - 1998**

Date	Event	Date	Event
1995	EU LIFE funds secured, Project Officer appointed on 6 month contract, DSP formally launched but no operators on Steering Committee	1996	Increasing dissatisfaction by operators with imposition of code and lack of opportunity to participate in decision-making. Conflict with Inverness operators escalates
1996	Project Officer post becomes part time then ceases. New objectives added. Steering Committee expanded but operators still excluded	1997	Tension between operators erupts into violence on the quayside. HOST take on responsibility for dealing with complaints. Partnership close to collapse
	Limited internal and external evaluation of partnership activity	1998	Series of open meetings with operators. Operators told to comply or be regulated by statutory controls
Moray Firth cSAC designated to protect Bottlenose dolphin population	Working group established including operators to revise code for outer Firth but not sensitive areas. Operators still not given access to Steering Committee		

Source: Interview transcripts and documentary sources

External to the partnership, but in the same geographical area, the Moray Firth candidate SAC Management Group was established in 1999 to develop a Management Plan and work with relevant stakeholders to ensure the protection of designated species and habitats. The DSP partnership provided an important opportunity for SNH to demonstrate to the SAC Management Group that it was working in partnership with key stakeholders in order to manage the marine environment of the Firth (Moray Firth cSAC Management Group 2003), despite the quality of participation being poor.

By 1998, the partnership was close to collapse. Little progress had been made since 1995 in encouraging operators to engage with the scheme, and there

appeared little understanding from public sector agencies of the economic pressures that operators were under.

#### **6.4.2 Continuing division**

Between 1999 and 2001, the DSP appeared to be limping along, with minimal resources and little commitment from some operators and committee members. At this stage, the maritime passenger safety licensing legislation administered by the MCA (for vessels using offshore waters, or those carrying over 12 passengers in inshore waters) and Highland Council (for vessels carrying less than 12 passengers in inshore waters) did not require operators to be accredited by the DSP. However, in 2001, in order to continue to pressure operators to join the DSP accreditation scheme, the steering committee agreed to press for DSP accreditation to become a condition of the passenger vessel licensing. The Steering Committee representative from the Highland Council was therefore requested to:

*'pursue the issue of securing accreditation to the DSP as a condition of local authority boat licenses'. (Steering Committee minutes 17<sup>th</sup> May 2001).*

In order to change the licensing conditions, the Highland Council needed approval from the relevant Government body. In September 2001, the request to include DSP accreditation as a condition of the passenger license for dolphin watching vessels was granted by the Civic Government of Scotland Licensing Committee and, in October 2001, the Highland Council indicated that the new licensing requirement would be introduced during the 2002 season (Steering Committee minutes 31<sup>st</sup> October 2001). Despite pressure from the Steering Committee, the MCA were not willing to change their licensing requirements and DSP accreditation

for vessels licensed by this authority therefore remained optional (transcript; Maritime Agency Officer, Moray).

Tying accreditation to statutory vessel safety licensing was clearly another heavy-handed attempt to force commercial operators to engage with the partnership, and meant that the DSP no longer remained voluntary for all operators. The uneven imposition of new licensing arrangements, as a result of different policy decisions by the two licensing bodies, meant that membership of the scheme remained voluntary for those operators licensed by the MCA, but compulsory for those operators licensed by the Highland Council.

In August 2001, the statutory conservation agency officer who had been instrumental in initiating the DSP project returned to his post after a year-long secondment to a different department. Following this individual's return to the Steering Committee, a more positive and committed atmosphere began to prevail (DSP Steering Committee Minutes 2001 and 2002). Moves were made to improve communication with operators and new measures, such as improved interpretation materials and support with marketing, were suggested as a 'carrot' to tempt operators who had remained outside of the partnership to join (Steering Committee minutes 12<sup>th</sup> September 2001).

Unfortunately, despite the intention clearly stated in the minutes, namely to include operators in decision-making, they were not invited to the next meeting in October 2001. Surprisingly, the minutes of the October meeting reflected recognition of the need for greater private sector engagement in the partnership and yet the steering committee continued to prevaricate:

*'Need to consider ways of giving operators greater ownership of the DSP e.g. through involving them in the collection of sightings data'. (Steering Committee minutes 31<sup>st</sup> October 2001).*

Despite the more committed atmosphere stimulated by the return of one of the founding members, the steering committee appeared to suffer from a distinct lack of 'joined-up' thinking at this stage.

By April 2002, membership of Aberdeen and Grampian Tourist Board (AGTB) had been added to the list of requirements for those operators based in the Grampian region who wished to become accredited by the DSP (the addition of AGTB membership complimented the requirement for HOST membership for those operators in the Highland region). In exchange, AGTB would only promote accredited operators and would display DSP promotional materials in their TICs (Steering Group Minutes 26<sup>th</sup> April 2002).

One of the issues which continued to be raised by operators as a problem, but had remained unresolved, was the fixed route aspect of the code of conduct. This rule had been originally devised on the advice of researchers at the Lighthouse Field Station in 1994 (Steering Committee minutes 8<sup>th</sup> November 2002). Despite persistent requests for a revision to the code, and the establishment of a working group in 1998 to discuss the possibility, little was done to resolve the issue and the fixed route approach remained in place. Conservation and species protection concerns continued to take precedence over the practicalities and realities of operators running small businesses in a difficult tourism sector. As a result, the partnership failed to achieve any significant improvement in the quality of the partnership process.

## **6.5 Partnership progress (2002-2007)**

### **6.5.1 Realignment**

Late in 2002, the DSP reached a turning point in its relationship with the private sector when commercial operators were finally invited to the Steering Committee meeting on 8<sup>th</sup> November 2002. Inviting operators to attend was a significant step forward for the partnership. However, it did not represent a complete change in the attitudes represented on the Steering Committee. Although operators were invited to a meeting, the Committee still held its usual (closed) meeting in the morning to deal with complaints against operators. As operators were still seen as being in commercial competition with each other, it was felt to be inappropriate for individual complaints to be dealt with in a meeting where other operators were present.

The open meeting on 8<sup>th</sup> November 2002 was intended to provide an opportunity for operators and members of the Steering Committee to discuss the future development of the DSP. Prior to the meeting, a letter was sent to all accredited operators outlining the intentions of the Steering Committee:

*'We hope that this meeting will help to better integrate those managing the scheme and the operators who actually carry out the trips'* (Letter to operators 1<sup>st</sup> October 2002).

Unfortunately, and perhaps surprisingly, only two operators attended the meeting, somewhat limiting the scope of representation. Poor levels of attendance at the meeting appear to have reflected entrenched mistrust and the continued perception amongst operators that regulation was being imposed on them from above by public sector agencies. Clearly, the partnership was still failing to achieve good levels of engagement and willingness to participate by this key private sector stakeholder group, and levels of effectiveness remained poor as a result.

However, despite this limitation, a series of key issues were raised by those attending the meeting, including disturbance to dolphins caused by jet skis and other personal water craft, the difficulty of using the fixed route approach in the code of conduct and the need for new interpretation and educational materials. After some discussion, the Steering Committee finally agreed to reassess the fixed route element of the code and report back to the operators, and to take positive steps to deal with the disturbance caused by jet skis in the area of Chanonry Narrows (Steering Committee minutes (pm) 8<sup>th</sup> November 2002 Agenda Item 2(C)).

Although few operators had taken the opportunity to attend the meeting on 8<sup>th</sup> November 2002, the desire remained to have some influence over the direction and management of the partnership. Operators still felt that they were not able to participate on equal terms to those who represented agencies and other statutory bodies. As small businesses, the operators felt insignificant and marginalised by the process and had therefore become vociferous in their criticism of the Steering Committee. One interviewee, from an industry-based lobby group, outlined the ongoing difficulties that operators had faced in engaging with the partnership:

*'I think the impression was that DSP was rather a top-down approach [..]. [It was] certainly perceived by some of the operators [..] as a way of restricting operators [..], that the dolphins were more important than they were sort of thing. And that's what caused quite a lot of contention amongst the group, you know, between the steering group and the operators and all that kind of thing. [...] I think the private sector involvement has been lacking [..].*  
(Industry-based Lobby Group Manager).

In 2003, operators took the initiative and formed their own industry-based association, called the Wildlife Tour Boat Operators Association (WTBOS), as an attempt to gain access to the Steering Committee and to participate equally with

other Steering Group members. The Association was centred on four main aims, which coincided with those of the DSP (Wildlife Tour Boat Operators Society 2007):

1. To work within the guidelines of the DSP
2. To offer the public a professional, friendly approach to wildlife watching
3. To work together in promoting the area in which we operate
4. To publicly expose any one or any organisation who wilfully causes distress to dolphins or any wildlife

These aims show that the operators supported the conservation principles which lay behind the partnership. However, interviewees across sectors and stakeholder groups were adamant that the main driver pushing operators to establish their own organisation was the desire to gain access to and to actively participate in the DSP Steering Committee:

*'..they were formed to give the operators a stronger voice on the DSP. In fact if you go to their web page, it actually says [...] that's what they were formed to do, to have a stronger voice'. (Project Manager (Moray)).*

*'There was very little involvement of the private sector in the DSP and it was very much about [...] a top-down approach[...]. This group would say you can operate your boat here but you can't operate it there. And the operators would say, but why, and we would say, well, that's just how it is, which was always slightly problematic for quite a few people I think. And then we made a decision, that we have to involve the operators in this and they realised that they could actually start to form a group themselves. So they [operators] got themselves together and formed a society'. (Industry-based Lobby Group Manager).*

*'That's basically what it was [...] set up to do; to give one kind of voice that could then be represented to the DSP if there was any issues [...]. The people that [the committee] really lacks are the boat operators. They're the ones and I feel certainly that we should have the bigger say, because it's them [operators] that have to deal with it on a day to day basis. It's them*

*[operators] that know on the water, more about it. It just gives it a little bit more voice to the operators'. (Operator 6).*

The exclusion of individual businesses from the DSP partnership carries important lessons for other partnerships which work in similar contexts. Including representatives from all relevant stakeholder groups is an important step in achieving consistently high levels of this determinant of effectiveness. Partnerships must therefore find ways to facilitate the engagement of individual businesses where there are no formal industry-based organisations or associations to represent their interests. Simply excluding stakeholders because decision-making structures are not designed to cope with large numbers of individuals is likely to lead to a decline in effectiveness, as was clearly demonstrated by the DSP throughout its development.

In July 2003, shortly after its establishment, WTBOS wrote to the Steering Committee. WTBOS requested that two operators, elected by their members (one representing the Inner Moray Firth and one representing the Outer Moray Firth), be invited to join the DSP Steering Committee to represent the interests of all operators. The Steering Committee agreed and the two representatives were invited to attend the next meeting on 9<sup>th</sup> December 2003. Finally, operators could participate in the Steering Group on an equal basis.

At the Steering Committee meetings, WTBOS representatives continued to raise the issue of the fixed route elements of the code of conduct (letter correspondence between Operator and SNH, July 2003). In addition, concerns were also expressed over the lack of regulation applied to scientific research vessels in the Firth. These research vessels, from a number of different organisations, were carrying out



cetacean research. It seemed to operators that these vessels were able to approach and interact with dolphins and other wildlife without restriction, which operators felt was unfair. One interviewee explained how an operator had witnessed several incidents which he felt were unacceptable:

*'..he saw Aberdeen University fleeing about in their RIB [Rigid Inflatable Boat] in the Cromarty Narrows there [..], chasing dolphins and basically they were [...] trying to photograph certain ones [dolphins] to build up a dossier [...] and name them all, for God's sake'. (Operator 4).*

Given the history of mistrust between commercial operators and the research community, the perceived lack of fairness in applying codes of conduct and licenses to all vessels caused further resentment and frustration amongst operators at a time when individuals from both 'sides' were attempting to bring the warring factions together.

Progress on changing the fixed route element of the code of conduct was made in December 2003 when representatives from WTBOSS suggested two separate codes: a single fixed route for all marine nature-based tourism vessels operating in the inner Moray Firth and a more general code without fixed routes in the outer Firth. For the outer Moray Firth, the recommendation was to adopt a 'method of approach', based on knowledge and experience from existing codes of conduct, rather than following a specific set route. The new code would enable operators in the outer Firth to manoeuvre more effectively in what was, in fact, open sea.

Following much debate on both proposals, it was decided to postpone any decision until a fuller discussion had taken place at the next meeting (Steering Committee minutes 9<sup>th</sup> December 2003).

In 2004, some progress appeared to have been made with the issues raised by operators at the December 2003 meeting. The issue of disturbance to dolphins caused by jet ski activity in the Chanonry Narrows was being investigated by the Police and action was also taken to prevent unauthorised vessels, including jet skis, from being launched from the nearby Chanonry Slipway (Steering Committee minutes 23<sup>rd</sup> March 2004). More importantly, the Committee agreed that the proposed new outer Firth code should be piloted by two operators during the 2004 season. The 2004 trial represented the first opportunity that operators had been given to influence the code of conduct, which had been in place for almost ten years. Unfortunately, although new ideas had also been proposed for the inner Moray Firth, consensus on the revised code could not be reached and it was therefore agreed that the inner code would remain for the 2004 season (Steering Committee minutes 23<sup>rd</sup> March 2004).

A number of new operators seeking accreditation had approached the DSP in late 2003 and early 2004. There was some concern amongst existing accredited operators as to how this potential growth in vessel numbers would impact on their own businesses and their own agreed routes under the existing codes (transcripts; Operators 4 & 5). As the accreditation scheme had no legal basis, there was little that the partnership could do to control the entry of new businesses other than invite new operators to become accredited and devise fixed routes which would not overlap with those of existing operators. The issue of limiting the number of commercial operators in the Firth was extremely sensitive and had been at the heart of many conflicts within the partnership since its inception.

In 2004, there was an important change in the institutional context within which the partnership operated. Existing conservation legislation had included protection against disturbance for species listed under Annex II of the Habitats Directive, which included the bottlenose dolphin. However, under the existing legislation, it was necessary to show that disturbance had been caused deliberately and, as a result of the difficulty in gathering sufficient evidence, no successful prosecutions had been brought in the UK (Kelly *et al.* 2004). In October 2004, a new Nature Conservation (Scotland) Act came into force, which removed the need to prove that disturbance had been deliberately caused, making it illegal to intentionally or *recklessly* disturb cetaceans and basking sharks (Scottish Natural Heritage 2005). This new Act enabled the Police to deal with disturbance, caused by fast vessels such as jet skis, much more expediently (transcript; Police Wildlife Crime Officer (Moray)).

### **6.5.2 A fragile stability**

In 2004, the partnership continued to struggle because of a lack of dedicated project staff and slow progress in revising the problems associated with the fixed route code of conduct. Several of the inner Firth operators were lobbying to implement the new code of conduct which had been trialled in the outer Firth, as it would enable inner Firth operators to discard their limiting fixed route approach. The Steering Committee, however, was reluctant to pursue this option because it was perceived to offer weaker protection to cetaceans in the sensitive areas of the inner Firth than the existing fixed route approach. Instead, it was suggested that a series of meetings were held with operators based in the inner Firth to discuss

other ideas for making the fixed route approach more workable (Steering Committee minutes 27<sup>th</sup> January 2005).

Difficulties with the DSP code were compounded when, as a result of the Nature Conservation (Scotland) Act, 2004, which had been enacted in October 2004, SNH were required to produce a Scottish Marine Wildlife Watching Code, to protect a wide range of marine species from disturbance by commercial and leisure traffic (Scottish Natural Heritage 2005). The new code was very different in that it was based on a 'method of approach' and provided general guidelines on the way that vessels should behave when in the vicinity of marine wildlife. The recommendations in the new code were in contrast to the 'fixed route' approach enshrined within the DSP code of conduct, which required commercial operators to adhere to previously agreed routes and did not allow them to deviate from those routes except for reasons of vessel safety. Commercial operators were therefore not permitted to approach marine wildlife under the terms of the DSP code, whereas all other vessel traffic was able to do so. In an e-mail to SNH, WTBOS indicated that operators were concerned about the new code and how it would relate to the existing DSP code (e-mail correspondence between WTBOS and SNH, 2005). In particular, WTBOS felt that implementing the more generic national code would result in confusion amongst their passengers. Operators were also worried that, as a result of inconsistencies between the two codes, by following the DSP code they may at times be in breach of the national code. The issue of whether or not the code would apply to research vessels was also raised. SNH had to tread carefully to ensure that operators retained their willingness to work within the voluntary DSP code of conduct and not lose faith in its relevance and

practical application. The potential overlap between different management measures again highlights the impact of external changes on the willingness of stakeholders to remain engaged and the subsequent impact on the credibility of the partnership.

Despite the ongoing difficulties and recurrent issues, positive progress towards strengthening and developing the partnership was made. In late 2004, funding was provided by SNH and WDCS for the employment of a part time DSP Project Manager. Representatives from WTBOS were invited to participate in the selection and interview panels and in May 2005, the new Project Manager was appointed. Having been without paid staff for eight years, this appointment was a major step forward for the project and one which engendered a great deal of hope and expectation for the improvement of all aspects of partnership activity.

The new Project Manager visited all accredited operators and Steering Committee members to discuss ideas for developing and promoting the DSP more widely. New promotional material and a dedicated partnership web site were developed and, as a result, the partnership began to regain the enthusiasm and commitment of operators and rebuild trust (transcripts; Operators 6 and 7). This point highlights the importance of ensuring that project managers possess the necessary skills to galvanise enthusiasm amongst participants. Given the severity of conflict over the past ten years, however, it took some time before progress was made. One Steering Committee member explained the difficulties that the new Project Manager faced:

*'And I think her first year was very difficult because we'd lost quite a lot of ground. Well we never really had that much ground, and then we lost it*

*because we didn't have many resources to keep it going. So about the first year, or two even, of [the new Manager's] post was trying to build the trust back up with the operators and involve them more in the group'. (Statutory Conservation Agency Officer (Moray)).*

External to the partnership, changes occurred in the local Police force and included a change in policy on the priority given to dealing with wildlife crime. An interviewee from Grampian Police explained the implications of the change in policy:

*'Previously there were four of us covering the whole of the Grampian area on a part-time basis and that has been like that since 1996, to 2005. [A new senior officer] took over and within six months, we had nine officers, a full time officer, a budget. [...] He made things happen'. (Police Wildlife Crime Officer (Moray)).*

The provision of additional resources enabled the local Wildlife Crime Officer to provide active support for the DSP by devising a new, simpler, complaints procedure based on that used by the Police themselves. A new complaints panel was also set up and included operator representatives from WT BOS (Steering Committee minutes 23<sup>rd</sup> March 2004).

At the close of 2005 and after ten years of existence, the DSP held its first fully inclusive Steering Committee meeting. All members of the DSP were invited to attend a day of workshops and discussions on the past, present and future of the partnership. External speakers gave presentations on the development of the proposed Scottish Marine Wildlife Watching Code and the Wildlife Safe (WiSe) training and accreditation scheme, which the partnership hoped to offer to accredited operators as a membership benefit (Benham 2006a).

During the meeting, the issue of capping the total number of accredited operators in the Firth was again raised. After some debate, it was decided that the lack of a

legal basis for imposing a cap, together with the negative aspects of 'exclusion' that such a mechanism might create, would not be a constructive or positive decision and therefore the issue was considered closed (Benham 2006a). The new inclusivity in decision-making evidenced at the 2005 meeting had been facilitated by the new Project Manager. In her presentation to the meeting, this individual made it clear that she was determined to improve communication between stakeholders and remove any existing hostility (Benham 2006b).

However, just as it appeared to be making some progress, the partnership again took a retrograde step. In 2006, despite having already agreed that limiting the number of accredited operators would serve no purpose (DSP Winter Meeting Minutes 21<sup>st</sup> November 2005), it would appear that the Steering Committee reneged on the decision and attempted to implement a cap on the number of operators accredited that year. The minutes of the meeting provide no clear evidence of why this change of policy was necessary, but it would appear that it was viewed as a means to limit the number of operators working out of any one harbour. The cap was only in place for one year, but it caused severe conflict between the partnership and one new operator who was unable to gain accreditation as a result of the ruling. Following the threat of legal action by the new operator, the partnership dropped the policy and the operator concerned finally became accredited in 2007 (transcript; Project Manager, Moray).

Despite the setbacks caused by the short-lived imposition of a cap on operator numbers, the general feeling amongst those interviewed was that 2006 was a year of progress and optimism for the future. The Project Manager described some of

the positive feedback that she had received as a result of the progress made by the partnership:

*'The feeling from the meeting in 2005 to the feeling at the meeting in 2006 was one hundred percent different. [It] had gone from being very negative and angsty, and tension and [...] shouty, to being very jolly and friendly and upbeat and positive and people going, yeah, this is working. So, I think we've made a lot of progress. I think at any point we could fall off the branch, you know. A big thing could come up and take us back quite a few steps, I'm always aware that could happen. But I think we've significantly improved relationships with a lot of the operators. I think we've significantly improved trust in the group'. (Project Manager (Moray)).*

Evidence of an increase in trust between stakeholders also emerged from

interviews with operators and was summed up neatly by one particular operator:

*'And we've felt involved and any issues that have arisen, we've been able to talk through them. And I think you build up some trust because of that, and then that's good for everybody. [...] I think it's going very well, in what's a very difficult thing to manage'. (Operator 6).*

The willingness of operators to commit to the scheme had also improved, as a result of their ability to share in and influence the direction and development of the partnership. The employment of the Project Manager was cited by many interviewees as the reason for the improvements. In his interview, the statutory conservation agency officer described the progress that had been made:

*'..And I think that, having experienced the difficult years, and things being difficult, everyone realises that it's not the way to go. [...] I think we've shown another alternative that's working and that we can all benefit [...] Recently, things are the best they've been ever' (Statutory Conservation Officer (Moray)).*

The public profile of the partnership had also begun to improve in the region and, as a result, the Moray Firth Partnership, a local coastal management partnership, had invited the DSP Project Manager to join its Steering Committee, giving the DSP an opportunity to raise its profile amongst other coastal stakeholder groups (Benham 2006a).



Progress continued to be made by the partnership in 2007. All 11 operators offering marine wildlife watching trips in the Moray Firth became accredited by the DSP (Table 6.4).

**Table 6.4.** Operator numbers and levels of accreditation 1995 – 1996

Year	Total number of operators	Number of accredited operators (by end of season)
1995	6	4
1996	9	7
1997	11	5
1998	11	5
1999	10	8
2000	10	8
2001	7	5
2007	11	11
2008	11	11

Source: Semi-structured interview data; Arnold (1997).

Of the 11 operators, nine also benefitted from WiSe Scheme training funded by the DSP. Operators continued to receive dedicated marketing support through the partnership, with tourist information centres across the region only advertising accredited operators. The Project Manager post was extended to full time and funding provided for a further two years by SNH (funding 55 per cent of salary and DSP running costs) and WDCS (providing 45 per cent of salary and costs) (Scottish Natural Heritage 2007).

By 2007, the partnership had started to put the difficulties behind it and move forward. Table 6.5 shows how membership of the Steering Committee had widened by 2007 from its original narrow focus, dominated by conservation orientated organisations. The change from an almost singular focus on the regulation of commercial activity and dominance by conservation agencies which had driven activity since 1996, to one which was much broader and included more support for marketing and tourism promotion activity was a gradual one. This

change in focus had not occurred as a change to the original objectives of the partnership in 1995, but rather activity had become more closely aligned to those original objectives than it had been in the earlier stages of the partnership.

**Table 6.5.** DSP Steering Committee membership 1995 and 2007

<b>Steering Committee Membership 1995</b>	<b>Steering Committee Membership 2007</b>
Scottish Natural Heritage	Scottish Natural Heritage
Scottish Wildlife Trust	Whale and Dolphin Conservation Society
EU LIFE Programme	EU LIFE Programme
Tourism and Environment Task Force	Tourism and Environment Task Force
	VisitScotland
	Highlands of Scotland Tourist Board (HOST)
	The Highland Council
	Aberdeen and Grampian Tourist Board
	Moray Council
	Grampian Police
	Northern Constabulary
	WTBOS (inner Firth)
	WTBOS (outer Firth)

Source: DSP Steering Committee minutes 1995 and 2007

Another of the objectives from the 1995 launch of the partnership was also brought back onto the agenda in late 2006. Following limited project evaluation during its first ten years, the Steering Committee agreed a project to externally assess the performance of the partnership. The research was to examine the success of the partnership in protecting dolphins from disturbance, the applicability of the new outer Moray Firth code to those operators who had begun to implement it, and the level of customer satisfaction with the wildlife tourism experience provided by accredited operators (Benham 2006b). Two researchers from outside of the partnership (an academic and a seal behaviour specialist) were appointed to

undertake the work. A series of 14 interviews were conducted with accredited operators (9), steering committee members (3) and external stakeholders (2). Although the research was conducted in 2007, the final report has not yet been made public. An interim précis of the findings from interviews with accredited operators was, however, produced by the DSP (Table 6.6) (Benham and Westcott 2007).

The interim results of the evaluation showed that, although considerable progress had been made in addressing some of the areas of conflict which had persisted in the partnership, tension still remained. Evidence of relatively low levels of commitment to the partnership is shown in Table 6.6, which indicates that operators would not necessarily have behaved differently if the partnership had not existed. In response to the question of whether the DSP was working for them, only three out of eight operators felt that the partnership was generally 'working' for them. There was still, clearly, some considerable way to go to convince all stakeholders of the value of the partnership.

**Table 6.6.** Summary of operator responses to interviews

Question	Yes	No	Neutral	No reply
Is the DSP working for you generally?	3	2	4	0
Has it improved over the past two years?	5	3	0	1
Is the code of conduct working for you?	4	1	3	1
Would like more help with marketing?	8	1	0	0
Would like more wildlife handouts?	6	3	0	0
Dislike over-emphasis on 'dolphins'	9	0	0	0
Concerned at range-constraints on personal operation	6	0	0	3
Concern at potential arrival of new operators	3	0	0	6
Would behave no differently if were not members of DSP	9	0	0	0

Source: Benham and Westcott (2007, p.2)

Importantly, however, five out of the eight operators interviewed felt that the DSP had improved over the past two years. This improvement was primarily linked to the re-establishment of the Project Manager post, which had led to significantly better communication between stakeholders. Some operators continued to question the need for restrictions in certain areas of the Firth, including Chanonry Point and Kessock Narrows. In response to the issues raised, the DSP agreed to remove any area restrictions that were not supported by research evidence, and to make evidence available to explain why some areas would remain restricted. Communication and conflict between operators and other stakeholders was still perceived to be an issue and more direct contact with project staff was requested. Capping the number of dolphin-watching businesses was again raised as an issue during the independent evaluation (Benham and Westcott 2007).

Despite the internal difficulties which continued to persist, the partnership was perceived well externally. In 2007, along with the SDWF, the partnership was invited to join Wild North, a transnational project between the UK, Canada, Iceland and Greenland, established to develop guidelines for the development of sustainable marine wildlife tourism. The DSP was invited to contribute its experience in support of the developing Icelandic industry, signalling its acceptance as a model of good practice in managing marine wildlife tourism (transcript; Project Manager (Moray)).

Between 2001 and 2007, the DSP partnership appears to have made significant progress in improving the quality of stakeholder representation, improving levels of consensus and commitment and as a result, it was able to make progress in achieving its objectives (Table 6.7 overleaf).

**Table 6.7.** Summary of key events 1999 - 2007

Date	Event	Date	Event
1999-2001	Some inclusion of operators in decision-making but not on Steering Committee. No progress on code revisions. SAC management group established (external to partnership)	2004	Steering Committee agrees to trial of new outer Firth code. New panel established to deal with complaints against operators
2001	Statutory Conservation Agency Officer returns to partnership after 12 month secondment. Intention to include operators in decision-making but little practical progress		Progress in dealing with cetacean disturbance by recreational vessels
2002	DSP accreditation becomes a condition of Local Authority passenger vessel license		New Nature Conservation (Scotland) Act comes into force
	AGTB membership becomes tied to DSP accreditation in line with HOST membership	2005	SNH and WDCS fund new part-time Project Manager post. First fully inclusive Steering Committee meeting. Partnership consulted over new national wildlife watching code
	Operators given access to one meeting to discuss specific issues but still no progress on code revisions	2006	Cap on operator numbers introduced, later abandoned (2007). New national wildlife watching code launched
2003	Operators form WTBOS in order to gain access to the Steering Committee	2007	Project Manager post extended to full time and funded for two years. All operators in Firth accredited
	Conflict over perceived lack of regulation for cetacean research vessels		External partnership evaluation. Partnership invited to join Wild North and advise on best practice guidelines

Source: Interview transcripts and documentary sources

## 6.6 Conclusions

It is clear that the DSP partnership was strongly driven by a top-down policy imperative to protect and conserve the bottlenose dolphin population within the Moray Firth. This policy imperative was driven by a pro-partnership political culture, embedded within the strategic aims of Scottish Natural Heritage and, in the absence of any statutory basis for the regulation of commercial marine wildlife tourism activity, was the only available route for SNH to achieve its objectives (Table 6.8). The role of science within the partnership had been to justify and

legitimise the standpoint taken by conservation focused organisations in leading the partnership, and yet the call for action appears to have been based on scant evidence of the ecological impact of commercial dolphin-watching vessels, as opposed to the impact of other marine activities on cetaceans in the Firth.

Although the intention from the outset was to include commercial operators in decision-making, there is considerable evidence to show that they were not initially included in decision-making structures. The lack of inclusion was due to commercial competition between operators and a lack of any industry-based organisation to collectively represent their views. Inclusion was not fully achieved until the operators established their own organisation, WT BOS, and nominated representatives in order to gain access to the Steering Committee. The lack of early private sector engagement, during the crucial direction setting and direction refinement stages, was central to the failure of the partnership between 1996 and 2002 and meant that management interventions were developed without adequate input from lay and local knowledge. As a result, the measures took little account of the economic constraints under which commercial operators were working, were perceived by some as being unfair or inappropriate and, at times, led to a severe reduction in the willingness of operators to comply with voluntary regulation. Thus, the failure to achieve good quality stakeholder representation resulted in low levels of achievement of key objectives (shown in Table 6.9).

**Table 6.8.** Summary of partnership progress in achieving determinants of effectiveness

<b>DETERMINANTS OF EFFECTIVENESS</b>		
<b>Context</b> ↓	<b>Process</b> ↓	<b>Outcome</b> ↓
Pro-partnership organisational culture in statutory conservation agency stimulates collaborative action. Public sector realises that collaboration is the only option due to lack of statutory basis for regulation	Some early engagement of all relevant stakeholder groups. No clear leader emerges, action lead by statutory agency. Later, private sector operators excluded and as a result, levels of engagement and willingness to participate decline	Early achievement of key objectives (code of conduct and accreditation scheme) later threatened by conflict. By 2007, increased success as all operators in Firth gain accreditation
Private sector has little, if any, previous experience of partnership working and no pro-partnership culture. Collaboration potentially conflicts with business interests	Good consensus over problem domain and the need for partnership action	Good levels of adherence to codes by some stakeholders, less so by others (variable achievement within stakeholder groups)
Despite lack of previous experience and strong competition, private sector is willing to collaborate and develop voluntary regulation. Willingness later falls away as partnership formalises and private sector is excluded	Early implementation of objectives (voluntary regulation and accreditation scheme). Implementation later hampered by of lack of resources (loss of funding and subsequent loss of project staff) and exclusion of operators from decision-making	Some influence on local policymaking (tourist board policy and licensing policy) but not consistent across all organisations. Later influence on national policymaking (national code of conduct) and some influence outside of region through international collaboration
Change in external regulatory context as SAC is designated but no change in legislative basis. Establishment of national marine wildlife watching code but code carries no additional statutory basis	Later improvement in willingness to participate and perception of benefit as a result of new funding, employment of new project staff and development of membership benefits	Not all stakeholders are convinced of the value of partnership action and therefore may be reluctant to participate in future
	Improvement in quality of representation as excluded stakeholder group forms association and gains access to decision-making structure	
	Low levels of trust within and between stakeholder groups. Some improvement in relationships occurs as a result of establishing industry-based group, inclusion in decision-making and employment of project staff	
	Promise of inclusion of local lay knowledge but not achieved as scientific perspectives took precedence. Improvements not achieved until all stakeholder groups able to participate in decision-making	

**Table 6.9.** Indicator level summary table

(√=low, √√√=high)		STAGE							
Indicator	Indicator number	Problem setting	Coalition building	Direction setting	Direction refinement	Partnership collapse	Continuing division	Re-alignment	Stability
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√	√√	√√	√	√	√	√√	√√√
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√	√	√	√√	√√	√√	√√	√√√
The extent to which stakeholders are actively engaged in decision-making	1c	n/a	√√	√√	√	√	√	√√	√√
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√	√√	√√	√√	√	√	√√	√√
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√	√√	√√	√	√	√	√	√√
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√√	√√	√√	√√	√	√	√√	√√
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	√	√	√	√	√	√	√√	√√
The extent to which partners have the confidence and resources to make commitments and decisions	4b	n/a	√√	√√	√√√	√	√	√√	√√√
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	n/a	√√	√√	√√	√	√	√√	√√



The extent to which stakeholders are prepared to abide by agreed management interventions	4d	n/a	√√	√√	√√	√	√	√√	√√
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	n/a	n/a	n/a	√√	√	√	√√	√√√
The extent to which the partnership has been able to influence policy at local, regional, national levels and above	5b	n/a	n/a	n/a	n/a	√	√	√√	√√√
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√	√	√	√	√	√√	√√	√
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	n/a	√√	√√	√√	√√	√√	√√	√√
The extent to which levels of trust between stakeholders have improved	7b	n/a	√	√	√	√	√	√√	√√
The likelihood with which partners would embrace the collaborative process in the future	7c	n/a	n/a	n/a	n/a	n/a	n/a	n/a	√√

Yet despite the conflicts and significant difficulties, some operators and other stakeholders remained engaged with the partnership, albeit at relatively shallow levels at times. This private sector support for the project, however, may simply reflect an unexpected side effect of environmental regulation in that existing business interests were protected to some extent by the code of conduct which may have discouraged new businesses from entering the industry.

One of the most important changes in the partnership, which led to an increase in the achievement of determinants of effectiveness associated with the process of partnership and resulted in improvements in the achievement of partnership objectives, relates to the importance of resources in changing entrenched and institutionalised conflict (Table 6.9). The appointment of a new Project Manager in 2005, after an absence of over eight years, was cited by many interviewees as a crucial step which improved communication and encouraged stakeholders to re-engage with the partnership. From the evidence provided by this partnership, and that from the Shannon Dolphin and Wildlife Foundation, it is clear that a partnership 'champion', with strong communication and also diplomatic skills is crucial to the continuation and success of partnerships, particularly during difficult times when levels of consensus are low and conflict between stakeholders remains high.

The trajectory taken by the DSP was shaped by the context within which it was situated, and by events and conditions which occurred within the partnership. The partnership narrative also shows that regression in the achievement of some of the determinants of effectiveness does not necessarily result in the total failure of a

partnership. In this case, it resulted in an institutional inertia which hampered progress, but did not cause the partnership to break down irretrievably.

## **Chapter Seven**

### **Pembrokeshire Marine Code Group partnership narrative**

#### **Introduction**

In comparison to the Shannon Dolphin and Wildlife Foundation and the Dolphin Space Programme, the Pembrokeshire Marine Code Group (PMCG) was a relatively young partnership. In common with the other two case studies, however, the date of formal establishment masks a considerable period of pre-establishment activity. During this period, key actors began to form a network of stakeholders and individual concerns began to coalesce around the central issue of disturbance to marine species from the unregulated local growth of commercial marine wildlife tourism activity. Geographically, this partnership differed from the SDWF and DSP in that it was based on a section of coastline, included a number of small islands, and had long been established as a tourism destination. In addition, the type of marine wildlife tourism activity available around the coast of Pembrokeshire was more diverse than that in the Shannon Estuary or the Moray Firth (Pembrokeshire Coastal Forum 2003c).

Section 7.2 begins with an exploration of the drivers which led individuals to collaborate in order to address a specific concern. In common with the SDWF, one individual was instrumental in driving the early problem setting and coalition building phases. The need for partnership action was predicated on the potential for disturbance, as a result of unregulated marine wildlife tourism activity, and yet, in common with the SDWF and DSP, there was little scientific evidence on which to base such an assumption. As the network of collaborators began to coalesce,

private sector stakeholders remained outside of the decision-making structures, although in contrast to the SDWF and DSP, this stakeholder group was eventually given the opportunity to participate prior to the formal launch of the partnership in 2005. Section 7.3 describes the formal launch and subsequent development of the Pembrokeshire Marine Code Group, and examines some of the difficulties that the partnership faced in securing sufficient funds to continue operations. The PMCG has undergone fewer stages in its development than either the SDWF or the DSP, and has not yet experienced a period of partnership collapse. Section 7.4, however, describes more recent developments and identifies an area of conflict which has the potential to destabilise the partnership. As with the foregoing case study narratives, the indicator framework described in Chapter 2 was used to assess the performance of the partnership at key stages in its development. Tables showing the level of each indicator at each stage of the partnership are included in Appendix 10. Section 7.5 reviews the level of achievement of these indicators and identifies their impacts on the determinants of effectiveness in this partnership.

## **7.2 Partnership initiation (2000 – 2004)**

In common with the two foregoing case studies, the Pembrokeshire partnership emerged out of a concern over disturbance to cetaceans and other marine species from rapidly expanding marine wildlife tourism activities (Pembrokeshire Coastal Forum 2003c). In 2002, there were 14 commercial operators offering marine wildlife boat trips from various launching points around the coastline of Pembrokeshire. According to research conducted by Pembrokeshire Coastal Forum (PCF), at least 50 percent of those operators were planning to expand their

businesses, with one particular company planning to operate up to 51 trips per day during the 2003 season (Forsyth 2003). In contrast to the Irish and Scottish case studies, however, the concerns which stimulated individuals to act were not confined to commercial wildlife tourism activities. From the outset, there was recognition by conservationists that disturbance to cetaceans and seals was also caused by recreational vessel traffic, including jet skis and power boats. The intention was therefore to raise awareness of the importance of protecting marine wildlife and, in particular, marine mammals amongst a wide range of coastal stakeholders (Forsyth 2003).

Geographical differences also existed between Pembrokeshire and the other case studies in terms of the types of environment in which they operated. In Pembrokeshire activity was centred not on an estuary, as in the other cases, but on a broad sweep of coastline, which included undeveloped sections protected by statutory landscape designations, including a National Park, together with a commercially important deep-water port.

Other important differences between this case study and those in Scotland and Ireland centred on the history of the Pembrokeshire coast as a long established tourism destination (Visit Wales 2006). Traditionally, the outdoor adventure tourism sector in Pembrokeshire had been based on walking, climbing and fishing, but by the early years of the twenty-first century, the scope of activities on offer had widened considerably with marine water sports, such as kite-surfing, coasteering and kayaking, becoming increasingly important in economic terms (Pembrokeshire Coast National Park Authority 2003). Commercial marine wildlife tourism had become established in response to demand for water-based activity and wildlife

tourism, rather than as an opportunistic activity developed to meet community economic needs, or as a result of a decline in other maritime activities such as fishing. In addition, wildlife tourism interest was not only centred on bottlenose dolphins, as it had been in the Irish and Scottish case studies, but also on porpoise, seals and, to a lesser extent, other cetaceans.

### **7.2.1 Problem setting**

The shift from a focus on predominantly terrestrial tourism activities to one which also included the marine environment became one of the key drivers for the establishment of a partnership. Growth in the number of businesses established to service the outdoor activity and wildlife tourism sectors had inevitably resulted in an increase in the number of tourists gaining access to quieter or more remote areas of coastline (Pembrokeshire Coastal Forum 2003c). As a result of increased visitor pressure, wildlife NGOs, such as the Royal Society for the Protection of Birds (RSPB), and statutory conservation agencies, including Pembrokeshire Coast National Park Authority (PCNPA), had expressed concern over the potential disturbance to sensitive marine environments and species that unregulated growth in the sector could cause (Pembrokeshire Marine Code Minutes 14<sup>th</sup> January 2002). More specifically, the Warden of Ramsey Island (a small island located offshore from St David's, owned and managed by the RSPB, Figure 7.1) began to voice concerns about increased vessel traffic around the Island and the potential impact that such an increase could have on the seal and sea bird populations, for which the island had been designated as an RSPB reserve (transcript; Local Authority Conservation Manager).

According to participants in the interviews, other conservationists had also become concerned over the increase in vessel traffic around Ramsey (transcripts; Local Authority Conservation Manager, Police WCO Pembrokeshire, Marine Protected Area Officer Pembrokeshire). In particular, a seal behaviour researcher had been lobbying the Ramsey Island Warden to take steps to address the issue:

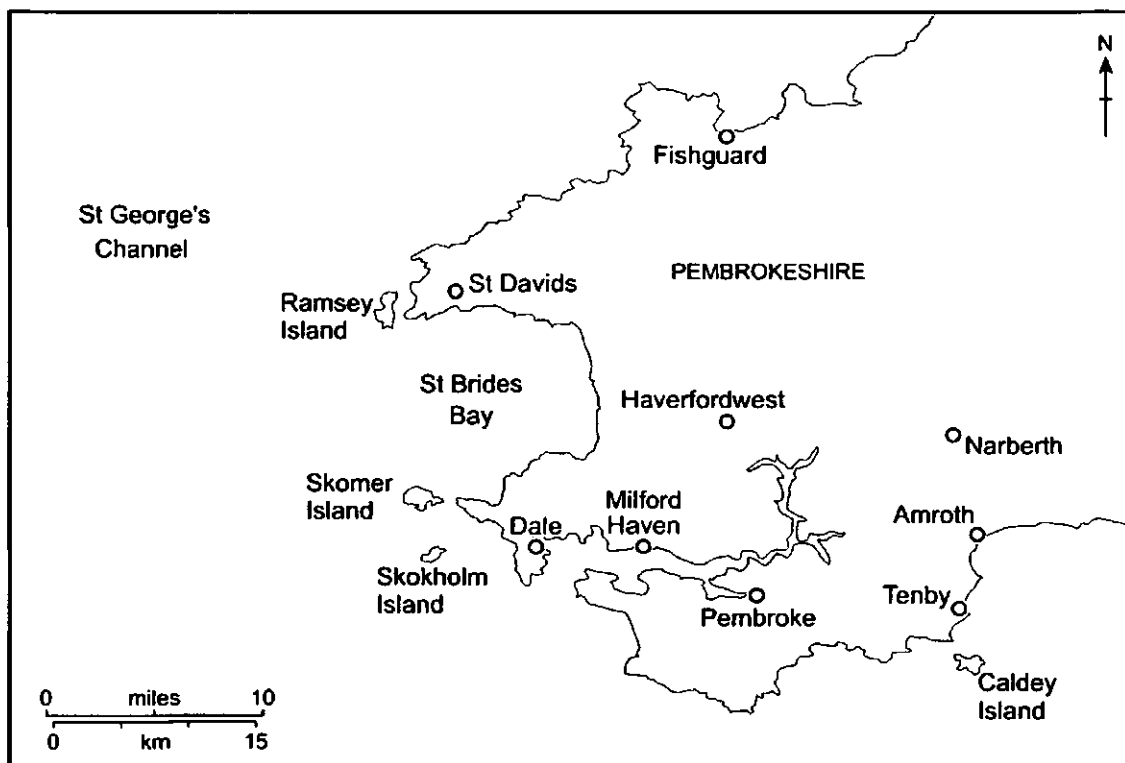
*'..There'd been a major escalation of the number of boats operating around the island [..]. I was doing seal work at the time and [..] I was talking to him [Ramsey Island Warden] about it, pressurising him about it [..]. At a certain point he decided, well yeah, [there] does seem to be too many boats now, or there needs to be some sort of regulation to go with it. So [..] he instigated it, but I was somebody who was pushing for it from behind,[..] all that time, but being as he's the island warden, or was the island warden, he had the[...]. He was the person in the right place, the conservation person to say look, I think there is an issue here, for seals and porpoise and sea birds, and [he] brought about the early code meetings'. (Academic (Pembrokeshire)).*

The influence of the scientific community, in this case a seal expert at a higher education establishment, is clearly evident from this interview material. It would appear from transcript and documentary evidence that the concerns expressed by this individual alone were not sufficient to persuade other stakeholders to take action. However, in alliance with the Ramsey Island Warden, their combined voices gained sufficient legitimacy to promote action. In this respect, the Pembrokeshire case reflects a common theme which also emerged from the Scottish and Irish case studies in that the original stimulus for collaborative activity came from a scientific or conservation quarter and was based on concern over disturbance to cetaceans.

There are a number of other small islands dotted along the coastline of Pembrokeshire (Figure 7.1), including Grassholm, Skokholm and Skomer (a marine nature reserve). The conservation organisations responsible for the management of these islands had not experienced the same level of disturbance



as those reported around Ramsey. There was some concern, however, that the increase in activity around Ramsey might be replicated around these islands in the future. Ramsey had become the focus for a number of commercial marine wildlife tourism businesses due to the ease with which it could be accessed from the mainland and the abundance of wildlife around its coastline.



**Figure 7.1.** Pembrokeshire coastline showing Ramsey, Skomer and Skokholm islands. Source: Author

In addition to the growth in vessel activity around Ramsey Island, the Pembrokeshire Coast National Park Authority had also become concerned about an increase in recreational boating activity and, in particular, jet skis and power boats. As a response, the Park created a new post of Water Ranger to address the issue within its own boundaries. The role of Water Ranger primarily involved enforcement of National Park byelaws, information dissemination and visitor management. The role gradually developed as a result of increased water-based

recreational activity and was subsequently extended to include the busy Milford Haven area. Responsibility for the post was eventually transferred to Milford Haven Port Authority, working in partnership with the Pembrokeshire Coastal Forum (PCF), a local coastal management partnership, and the National Park Authority (transcript; Local Authority Ranger, Pembrokeshire). One interviewee indicated that a pro-partnership culture was becoming more prevalent amongst public sector organisations in the County as a way of achieving common objectives:

*'..an important thing to understand about Pembrokeshire is that partnership working generally works extremely well, we all know each other'.*  
(Conservation NGO Manager (Pembrokeshire)).

Prior to the early stages of partnership development in Pembrokeshire, important changes had been made to national wildlife legislation. Amendment of the Wildlife and Countryside Act (1981), through the Countryside and Rights of Way Act (2000), had led to the inclusion of a new clause relating to the disturbance of marine protected species. The small change of wording within the legislation removed the need for prosecutors to prove that disturbance had occurred intentionally. It was anticipated that this change in legislation would make it easier to bring a successful prosecution for disturbance to key marine species including cetaceans (Department for Environment Food and Rural Affairs 2004). As a result of the change in legislation, the Countryside Council for Wales (CCW) were in the process of preparing a general code of conduct aimed at reducing or preventing disturbance to marine species in Welsh waters. Although CCW were keen to participate in the development of a marine code for Pembrokeshire, they also pressed ahead with their own national code for Wales, but remained supportive of the early steps being taken in Pembrokeshire (transcript; Local Authority

Conservation Manager). Some interviewees felt that the development of the CCW code would lead to confusion amongst the general public because of a plethora of different codes with different recommendations and guidelines (transcripts; Local Authority Conservation Manager, Project Manager Pembrokeshire). Concerns over the potential confusion which would be caused by developing multiple codes of conduct also arose in Scotland and prompted commercial operators in that partnership to question the need for the code developed by the DSP. In Pembrokeshire, however, the national code developed by CCW was not considered to be particularly useful for managing commercial marine nature-based tourism and was therefore not considered to be a threat to the existing PMCG code.

### **7.2.2 Coalition building**

As a result of the concerns expressed by conservation agencies, a series of three meetings were held in 2002 to establish a Working Group as a forum to debate the mechanisms needed to manage the marine wildlife tourism industry (Full Group minutes, 14<sup>th</sup> January 2002, 13<sup>th</sup> March 2002 and 11<sup>th</sup> December 2002). At this stage, the Working Group realised that, despite the provisions of the Countryside and Rights of Way Act (2000), there was, in fact, little legal recourse to prevent disturbance to marine species and, in particular, the Grey Seal (*Halichoerus grypus*) and Harbour Porpoise (*Phocoena phocoena*), which were common in the waters around Ramsey Island (Pembrokeshire Marine Code Minutes, 14<sup>th</sup> January 2002). The absence of strong, species specific legislation, together with a lack of resources to enable monitoring and enforcement out on the water, were seen as

the main difficulties in effectively protecting marine species from recurrent disturbance. A voluntary approach for the management of marine wildlife tourism activity was therefore the only option open to the partnership.

Attendance at the three meetings was dominated by statutory and non-statutory conservation agencies and organisations, including Pembrokeshire Coast National Park Authority and the RSPB (Table 7.1). Identifying the most appropriate organisations to join the Working Group appeared to have been an informal and unstructured process, based on existing networks of contacts within the coastal and marine management sphere. The organisations that joined the Group at this stage were limited to the public sector, and individual representatives from those organisations appeared to have been self-selected, based primarily on their area of responsibility or expertise within their own organisation. Commercial operators were not invited to join the Working Group at this stage.

**Table 7.1.** Change in Marine Code Group membership January – December 2002.

<b>Working Group Membership January 2002</b>	<b>Working Group Membership December 2002</b>
Pembrokeshire Marine SAC	Pembrokeshire Marine SAC
RSPB Ramsey Island Warden	RSPB Ramsey Island Warden
Pembrokeshire Coastal Forum	Countryside Council for Wales
Pembrokeshire Coast National Park Authority	Pembrokeshire Coastal Forum
Skomer Marine Nature Reserve	Pembrokeshire Coast National Park Authority
	Skomer Marine Nature Reserve
	Dyfed Powys Police Marine Unit

Source: Full Group minutes January – December 2002

The newly established Working Group had no source of financial support other than in-kind resources from the participating organisations, such as officer time and space to hold meetings. In order to move the project on to the next stage of

development, however, financial resources would be needed to cover the costs of meetings and to pay for partnership materials, and the Manager of the Pembrokeshire Coastal Forum (PCF) therefore took the lead in investigating sources of funding. Although the Working Group had no formal structure at this point, leadership also appeared to fall to PCF. As a multi-sectoral partnership established to deliver integrated coastal zone management in the region, PCF was seen as the logical facilitator for the Working Group.

It would seem from the minutes of the first meeting of the group in January 2002 that the Warden on Ramsey Island, at least, preferred to promote the impression that management mechanisms, such as codes of conduct, had a legal basis. The intention to mislead was clear from the minutes:

*'[the Warden] suggested that as there was no legal backup for seal or porpoise codes of conduct, we need to maintain the impression of a larger legal "stick" by using the phrase: "deliberate or reckless disturbance" which is present in bird and general wildlife legislation' (Pembrokeshire Marine Code Minutes 14<sup>th</sup> January 2002, Agenda Item 1).*

Other individuals within the group, however, recognised that if the code of conduct was to encourage commercial operators to participate, it would need to provide tangible benefits, such as marketing and promotion opportunities. In addition, there was recognition amongst the group that the opinions of commercial operators should be sought before any code guidelines were adopted to ensure that *'a form of words was found acceptable to all parties'* (Pembrokeshire Marine Code Minutes 14<sup>th</sup> January 2002, Agenda Item 6).

Following limited consultation with a small number of operators in the Ramsey area, the RSPB Warden for Ramsey produced a draft code of conduct specifically aimed at protecting porpoise feeding areas in the waters around Ramsey Island

(Pembrokeshire Marine Code Group Minutes 14<sup>th</sup> January, 13<sup>th</sup> March & 11<sup>th</sup> December 2002). The draft code took the form of an annotated map showing areas of Ramsey Sound where porpoise were known to feed, and proposed limited access and speed restrictions in these areas. The map was to form one part of a set of area-based codes, covering the whole of the Pembrokeshire coastline and inshore waters. These codes would provide guidelines on areas of coastline which were particularly sensitive to high levels of vessel activity and would suggest ways to avoid disturbing marine wildlife for all water users, both commercial and recreational. No formal mechanisms were put in place, however, to monitor compliance with the code and there appeared to have been little thought given to how any transgressions against the code would be addressed. This type of voluntary code of conduct had been used with some success in other parts of the world, either as the first step prior to the introduction of statutory controls, or as an alternative approach where no legislation existed (Garrod and Fennell 2004; Duprey *et al.* 2008). It was therefore seen by the working group as the most appropriate first step for the partnership to take in its attempt to control the development of the industry.

By the third meeting in December 2002, the Group had widened to include other agencies and groups with an organisational interest in managing the coast and marine environment (Table 7.1). These included statutory agencies, such as the Countryside Council for Wales (CCW), and other organisations, such as the Police, which could bring enforcement resources or relevant expertise to the Group. Curiously, although the minutes clearly record the need to include commercial operators in decision-making at the earliest opportunity, there is no indication as to

why the private sector had not yet joined the Working Group. As a result, the working Group came to be seen as dominated by a conservation-led agenda, rather than as a vehicle to ensure the sustainable development of the marine wildlife industry.

By the end of 2002, crucial decisions on the establishment of an area-based voluntary code of conduct had been taken without the full engagement of all relevant stakeholders. The main user group, the commercial marine wildlife tour operators, had been given little opportunity to influence or shape the code. The establishment of a decision-making structure and identification of potential strategies and solutions to deal with management issues, without the engagement of key stakeholders, placed the Pembrokeshire partnership firmly within the category of functional participation (Pretty 1994). This type of collaboration reflects a traditional top-down approach whereby the state steps in and intervenes in order to prevent what is perceived to be an inevitable process of resource degradation. In this respect, it would seem that new forms of governance, such as inclusive policy making, have had little impact on the management of this particular marine environment.

### **7.2.3 Direction setting**

During the early stages of coalition building and direction setting, there were differing aspirations for the partnership. As noted above, some conservationists had hoped that the partnership would take a strong legislative approach to 'punish' commercial operators for what was perceived to be deliberate disturbance to marine mammal species (transcript; Police WCO Pembrokeshire). Other members

of the Group took a more positive stance, viewing the inclusion of the private sector as an opportunity to work in partnership to ensure that the industry developed sustainably and that operators understood the need to prevent disturbance to marine species (transcript; Local Authority Conservation Manager).

In March and April 2003, the Working Group held a series of open meetings in an attempt to draw operators and other interested stakeholders into the partnership. The first of these was held in Tenby and targeted operators and organisations from the south and east of the county. In April, the process was repeated in St David's, where operators and organisations in the north and west of the county were targeted. The meetings were structured as a series of workshops, where the area codes which had been produced in 2002 were presented, and feedback was sought from those attending.

Although the initial impetus for action had emerged from conservation organisations, there appeared to have been consensus amongst commercial operators over the need for action to protect cetaceans and seals. However, several public sector interviewees indicated that willingness to participate was not necessarily universal amongst commercial operators. It was suggested that some operators, particularly those whose business activities were centred on Ramsey Island and the western coastline of Pembrokeshire, only attended the open meetings in 2003 because they were afraid that conservation agencies would impose statutory regulations or other limits to their ability to access areas of sea. Some interviewees also suggested that these operators were concerned that if they did not participate, and one of their commercial rivals did, they would lose out in terms of marketing opportunities (transcripts; Police WCO Pembrokeshire,



Academic Pembrokeshire). The heterogeneity of views, interests and experience held by individuals within a specific stakeholder group emerged as a common theme between the three partnerships studied, and highlights an important limitation when using indicators to assess the overall effectiveness of this and other case study partnerships. Much of the literature on collaboration has assumed that groups of stakeholders behave as single entities, holding similar views across areas of interest. Pomeroy and Douvère (2008), however, note that collective agreement within groups is rarely the case, and it is therefore important that artificial groupings, such as the commercial operators described here, are not perceived by other participants as single homogenous entities during the collaborative process. In this case study, there appeared to be two loosely defined groups of operators, with one group based around the Ramsey Island and western Pembrokeshire, and the other based around the south coast close to Tenby.

Although there was general support from operators for the establishment of a code of conduct, a number of concerns were raised during the open meetings in March and April 2003. Participants suggested that the codes should apply to all vessels, and not just commercial operators. Those operators present also felt that guidelines should be flexible enough to enable the skippers of wildlife tourism vessels to react to the changing weather and tide conditions under which they operated; in effect to trust them to operate without causing disturbance (Pembrokeshire Marine Code Meeting with Boat Operators (North), 3<sup>rd</sup> April 2003). Having discussed their concerns, the operators agreed to trial the new draft codes over the Easter period and then to report back on any issues or problems at the next open meeting in May.

Following on from the code trials, the next meeting with operators in the north of the county, on 22nd May 2003, provides a good example of 'issue negotiation'. A number of issues were raised by operators and concerned practical aspects of the implementation of the code in different geographical areas. These issues included: the appropriateness of speed limits in certain areas at certain states of the tide, changes needed to the proposed zones and no-go areas, based on handling vessels safely in treacherous waters and the differing needs of powered and non-powered craft (Minutes of Pembrokeshire Marine Code Meeting with Boat Operators (North) 22<sup>nd</sup> May 2003). Individual stakeholders stated their case for changes to the draft code, and then negotiated an outcome which was acceptable to all parties. Achieving negotiated outcomes was a key factor in helping to gain wider operator 'buy-in' to the partnership and in ensuring that solutions were tailored to local needs and conditions. The importance of the process of negotiation was highlighted frequently during semi-structured interviews. During his interview, one of the operators from Ramsey Island provided an example of the importance of including the lay knowledge of commercial operators in the decision-making process:

*'...you know, they came and said, "right, we've seen porpoises in the Ramsey Sound, that's a locked up area". And we're [saying] "sorry, you can't do that, it's a navigational area and by the way, the porpoises go through there five minutes of the tide and then they're over there" ... "Oh, right, ok, then what we're going to do is make that a five knot area". "You can't do it, it's seven knots of tide runs through there, make it a five knot area and you put your boat in it, it's going to go backwards". "Oh right, ok yeah, fine, now I understand what you're talking about, can we have a shipping lane through?". "Yep, we can do that, bear in mind that in rough sea conditions, there's a couple of rocks there, a boat for safety might have to go ...". "Yep, ok". All of that [negotiation] worked out, great, [the benefit of] first hand knowledge on the ground'. (Operator 9).*

This type of issue negotiation represents an important difference between this case study and the DSP in particular. In the DSP, this type of negotiated decision-making between the public and private sectors did not take place until much later, when private sector operators had lobbied for many years for changes to their code of conduct. In the Pembrokeshire partnership, although the private sector operators were unable to participate directly in the Working Group, they were given an opportunity to contribute their knowledge and experience during the development of the code of conduct. Although issues remained, the Pembrokeshire operators felt that through the negotiation process, their knowledge and experience was valued by other stakeholders. The inclusion of operators was not seen by the Working Group as a negative step likely to result in a weakening of the code, as it was in the DSP case study. Instead, operator involvement was viewed as an important way to ensure that the code was workable in practice.

Despite operator engagement at the open meetings, however, some stakeholders were concerned at the lack of private sector representation on the Working Group. The Group therefore agreed that one operator should be sought from each part of the county, north, south and west, to represent private sector interests. In both the DSP and SDWF case studies, operators were excluded from decision-making structures because they were perceived as having a 'vested interest' in the issues being discussed. In the Pembrokeshire case, in contrast, commercial interests were not viewed as a mechanism to prevent inclusion, but rather were seen as important in securing a locally workable solution to the issue of disturbance to marine wildlife.

Although general support for the aims of the partnership appeared to be good amongst the majority of operators, there were nonetheless certain individuals who remained less committed to it than others. The minutes of meetings are too general to reflect the subtleties associated with individual willingness to participate.

However, the semi-structured interviews reflected these subtleties. Several interviewees noted that, as with earlier meetings, some operators were publicly agreeing to comply, but in reality, had little intention of changing their existing commercial practices. One interviewee neatly summed up the situation:

*'So we're dealing with them [the less committed operators] and they are generally signed up but as I say, there's an underlying attitude of don't tell me what to do'. (Police Wildlife Crime Officer (Pembrokeshire)).*

External to the partnership, the CCW launched its own 'Sea Wise' code of conduct on 23<sup>rd</sup> May 2003, aimed at reducing disturbance to marine species throughout Welsh coastal waters. The code provided general advice on minimising disturbance and damage to cetaceans, birds and plants, and was produced in association with the Police Wildlife Crime Unit (Biodiversity Wales 2003). The Working Group felt that the CCW was too general to meet their own specific objectives for managing marine wildlife tourism activities in Pembrokeshire and therefore continued to refine and test its own area-based codes.

The next Working Group meeting, on 7<sup>th</sup> August 2003, was the first opportunity for operators to gain direct access to the decision-making apparatus of the partnership. Volunteer representatives had been sought from the group of operators attending the north and south meetings, but no mechanisms were put in place to ensure that representatives reflected the views of their constituents and the partnership therefore took no part in ensuring the quality of representation

(Marine Code Working Group minutes 20<sup>th</sup> May 2003). Given the lack of homogeneity of views within stakeholder groups noted above, there must be some doubt as to how well, or even whether these representatives could represent the views of their constituents, or whether in fact they simply represented their own perspectives.

Although one operator each had been nominated from the north, south and west of the county, only the operator representative from the north sector attended the meeting. The lack of attendance by the south and west operator representatives may have been a result of other business commitments. During their interviews, a number of operators alluded to the practical difficulties of attending meetings during the tourist season. August was a particularly busy time for their businesses and they therefore had little time to attend Working Group meetings. Curiously, the Working Group took the absence of the representatives from the south and west sectors as a signal that trial implementation of the codes was presenting no difficulties in their areas (Marine Code Working Group minutes 7<sup>th</sup> August 2003, Agenda Item 2).

One of the main purposes of the August 2003 meeting was to discuss the success of the codes of conduct. From the minutes, it was clear that little code breakage had been observed in the majority of areas. The Warden of Skokholm Island had reported that he was unhappy with the behaviour of one commercial skipper and the Police vessel had been observed speeding through the drift zone close to Ramsey Island. Improvements in operator behaviour, however, had been noted around Ramsey Island, with commercial vessels keeping consistently to the code (Marine Code Working Group minutes 7<sup>th</sup> August 2003). The initial driver for

partnership action in this case study had been disturbance to marine wildlife caused by increasing vessel traffic around Ramsey Island. In this respect, the Pembrokeshire partnership had experienced similar patterns of conflict, based on access to sensitive areas for wildlife, as the Scottish case study. Securing the commitment of operators in the sensitive areas had been achieved much earlier in the development of the PMCG than it had in the DSP, primarily because operators were engaged earlier in the partnership process and, as a result, were able to influence the development of regulations.

One of the most pressing issues which the partnership continued to face was the need to find the necessary funds to support partnership activity (Marine Code Working Group minutes 7<sup>th</sup> August 2003). Small amounts of funding had been provided by the Pembrokeshire Coast National Park Authority (PCNPA), Pembrokeshire Coastal Forum (PCF) and the Wales Tourist Board for specific activities associated with the development of the draft code of conduct. However, for the partnership to become formally established and expand its remit as planned, a more secure funding package was needed. A suggestion was made to minimise costs by linking with a terrestrial partnership with similar objectives, the Pembrokeshire Outdoor Charter Group (POCG), which administered a code of conduct and accreditation scheme for outdoor activity centres (Forsyth 2003). Although the POCG had been established for a number of years, it was also reaching the end of a period of funding and was therefore seeking to secure its long term future. The intention was to keep the two partnerships separate, but to employ one full time project officer to manage and develop the two partnerships in tandem. The project officer would be based within the Pembrokeshire Coastal

Forum offices in Milford Haven, and PCF would administer the employment contract and provide line management for the post. The suggestion was accepted by both the Working Group and operators and the two partnerships, although remaining separate, became closely linked (Marine Code Working Group minutes 30<sup>th</sup> October 2003; Marine Code Operators Group minutes 30<sup>th</sup> October 2003). Importantly, one of the commercial operators present at the meeting indicated that if the partnership needed funds to ensure its survival, then both he and one other operator from the north sector were prepared to make a financial contribution. The willingness of these operators to voluntarily commit financial resources signalled an important commitment to the aims of the partnership by the private sector (Marine Code Working Group minutes 30<sup>th</sup> October 2003).

In February 2004, a new project officer (Activities Liaison Officer or ALO) was appointed to run the two partnerships. One of the first ideas generated by the ALO was the development of an accreditation scheme for marine wildlife tourism operators, which would offer marketing and promotional benefits for those agreeing to comply with the codes of conduct (Marine Code Working Group minutes 17<sup>th</sup> February 2004). The partnership remained aware that it had little option but to use voluntary measures to achieve its aims and was therefore keen to use enticements, such as marketing benefits, to encourage operator participation. Although there were still one or two members of the Working Group who favoured a regulatory approach, their influence had been weakened when the RSPB Warden on Ramsey Island had retired. The replacement Warden appeared to be less vociferous in his criticism of local operators. Consequently, a better

relationship with the private sector appears to have resulted. One Ramsey operator described the nature of the relationship:

*'Our biggest ally is actually the RSPB. [They are] incredibly good to work with, I mean across the country sometimes, the RSPB are an absolute pain in the arse but on Ramsey, superb [..]. The communication, the dialogue, you know. The wardens change all the time but they will contact my office and say "look, just seen there's a pair of breeding choughs in there and ...". Yep fine, we'll keep the boats out of there, we'll provide observations to them, and it just works, you know?'. (Operator 9).*

In contrast to the DSP partnership, the majority of reports of code breakage in Pembrokeshire had involved kayakers, walkers and even seal researchers, rather than commercial operators. As a result, there appeared to be less pressure to restrict operator activity than was the case in the DSP and SDWF partnerships. However, despite the lower level of pressure for regulation of commercial activities, tensions between operators and one conservationist in particular over perceived disturbance to wildlife remained.

Following a successful trial of the codes of conduct and the employment of an Activities Liaison Officer, the Working Group took the decision to formally launch the partnership on 29th May 2005 (Table 7.2). The purpose of the launch was to raise the profile of the partnership and accreditation scheme outside of the immediate marine nature-based tourism industry and begin to develop opportunities to bring the code of conduct to the attention of other coastal users including recreational vessel traffic, such as jet skis, which were felt to be another source of disturbance to marine wildlife in Pembrokeshire coastal waters (Pembrokeshire Coastal Forum 2003b). At the start of 2005, however, the Activities Liaison Officer left and was replaced by a new ALO.



At the close of 2004, the initial collaboration, which had been driven by a concern over unregulated growth in the marine nature-based tourism industry around Ramsey Island, had become consolidated and widened to include both public and private sectors (Table 7.2).

**Table 7.2.** Summary of key events 2001 – 2004

Date	Event	Date	Event
2001	Expansion of existing tourism into marine wildlife tourism. Resultant top-down recognition of potential impact on marine species	2003	Revisions to codes negotiated by all stakeholders. Engenders support from operators
2002	Series of meetings to establish working group but statutory agencies and conservation NGOs only (self-selected)		Operator representatives invited to join Working Group. Representatives self-selected but low level of engagement at meetings
	Working Group formed and draft codes of conduct produced. Some limited consultation of operators		Lack of financial resources severely restricts activity Marine code and Outdoor Charter Groups officially linked to share staff costs
2003	First open meetings with operators. Codes discussed and trials begun	February 2004	Activities Liaison Officer appointed. Change in RSPB personnel led to weakening of conservation focus on Working Group. Conflict centred on Ramsey operators abates as a result.

Source: Interview transcripts and documentary sources

As a result of financial constraints, an alternative arrangement had been sought which would enable the partnership to begin to achieve its aims, whilst minimising costs by sharing project staff. In contrast to the SDWF and DSP partnerships, private sector stakeholders had been given an opportunity to contribute to the development of management tools and, from an early stage, had been given access to decision-making structures. The opportunities offered to operators were not always taken up, however. In common with the SDWF and DSP partnerships, the way that representatives of these decision-making structures were selected appears to have been ad hoc, with little if any thought given to the legitimacy of

those selected, and yet, as the negotiations surrounding the revision of codes shows, the arrangements in this partnership appeared to work.

### **7.3 Partnership establishment (2005)**

The Pembrokeshire Marine Code Group (PMCG) was formally launched on 29th May 2005 by Welsh TV personality, Iolo Williams, and local MP, Nick Ainger (Pembrokeshire Coastal Forum Team 2005; Luddington 2007a). Its aim was:

*'To promote the sustainable use of the Pembrokeshire environment for outdoor activities in the marine environment'*. (Forsyth 2003, p.3).

The partnership had extended its funding base and was now funded by the Countryside Council for Wales, the Wales Tourist Board, the Crown Estate, Pembrokeshire Coast National Park Authority, Milford Haven Port Authority, the Environment Agency Wales, the Welsh Development Agency and Pembrokeshire County Council (Pembrokeshire Marine Code Group 2004).

The organisational structure of the partnership remained unchanged after the launch. The original Working Group met four times per year and the wider membership body, comprised of commercial operators across Pembrokeshire, continued to meet at separate regional meetings twice per year. Although the partnership was not formally constituted, it retained close links to the Pembrokeshire Coastal Forum, through direct line management of the ALO, and the provision of office space and support at PCF offices in Milford Haven.

### 7.3.1 Direction refinement

Following the employment of the new ALO, the immediate priorities of the partnership changed slightly, reflecting the influence of individuals on the remit of partnerships. From the outset, the Working Group had expressed a desire to widen awareness of the codes to include all recreational users of Pembrokeshire coastal waters. Having established and refined the codes and produced publicity material for operators, the Working Group felt that it was time to concentrate more fully on raising the public profile of the partnership. The work plan for the new ALO therefore focussed on developing stronger links with local water sports clubs and associations (as opposed to the commercial water sports operators), producing general publicity materials and organising informal talks and events (Marine Code Working Group minutes 2<sup>nd</sup> November 2005). As a result, the partnership widened its membership base and continued to grow in both influence and scale.

An ongoing priority was the need to provide adequate resources to enable the partnership to function. The initiatives which had supported work in the past were drawing to a close and there was again an urgent need to develop a more secure funding base (Marine Code Working Group Minutes 19<sup>th</sup> July 2005). As a result, the ALO was forced to divert a significant percentage of time away from developing and promoting the partnership and its activities towards chasing money. The lack of secure and long-term funding is a difficulty common to many non-statutory coastal partnerships in the UK and was raised by interviewees across all three case study partnerships as one of the most significant barriers preventing partnership progress. One interviewee voiced the frustration shared by many concerning the ongoing lack of financial security:

*'Number one, definitely, is the lack of core funding, I chase my tail around [..]. We cannot find money to run these meetings, to put on the courses, to get everyone together, to reprint the maps, to produce stickers for the boats, so that we could have time to get out and meet everyone, one to one. All of that comes under funding, if we had core funding, [....]. I spend nearly all my time doing project progress reports [..] and that's number one is that. I feel I need to get out there more and there are operators out there who are members of the marine code who wouldn't recognise me if they saw me [..]. I haven't been out to have that one to one individual meeting with everyone because I haven't had time. Because if I had done that, I would have run out of money and I'd have been out of a job and the project would have ceased to continue'. (Project Manager (Pembrokeshire)).*

The lack of financial stability also impacted on the partnership's ability to undertake its core activities. Development of the code of conduct had taken priority over raising awareness of the partnership and its activities amongst tourists and the general public. By 2005, trials of the codes of conduct had been completed and, although the Working Group wished to evaluate their success, there were no funds available to undertake the work (Marine Code Working Group Minutes 19<sup>th</sup> July 2005). Suggestions were made to widen the net for funding and PCF therefore took on responsibility for approaching some of the multinational oil and gas companies within the Milford Haven waterway, with some success (Marine Code Working Group Minutes 2<sup>nd</sup> November 2005).

As a result of its attempts to bring awareness of the codes of conduct to all relevant stakeholders, membership of the Working Group had expanded to encompass more operator representatives (Table 7.3), although from the minutes, it was clear that few members attended on a regular basis.

In late 2005, following a considerable amount of work to chase and secure funding, contributing funds and providing much of the day-to-day support to the ALO, PCF

felt aggrieved that it was doing most of the work to support the partnership. Other Working Group members were therefore asked to increase their commitment by attending meetings and sharing responsibility for the implementation of agreed actions. Again, this issue of commitment appeared to be linked to the lack of resources discussed above, with partner organisations either unwilling or unable to offer further resources, or to take more responsibility for progressing specific action points.

**Table 7.3.** Change in Marine Code Group membership January 2002 – July 2005

<b>Working Group Membership January 2002</b>	<b>Working Group Membership July 2005</b>
Pembrokeshire Marine SAC	Skomer Marine Nature Reserve
RSPB Ramsey Island Warden	Pembrokeshire Marine Code Officer
Pembrokeshire Coastal Forum	Sea Trust
Pembrokeshire Coast National Park Authority	Pembrokeshire Coast National Park Authority
Skomer Marine Nature Reserve	Dyfed Powys Police
	Dive into Pembrokeshire ( <i>operator</i> )
	Pembrokeshire Marine SAC
	National Trust
	Pembrokeshire Coastal Forum
	Pembrokeshire College
	Pembrokeshire Biodiversity
	Pembrokeshire Dive Charters ( <i>operator</i> )
	Countryside Council for Wales
	Tenby Marine ( <i>operator</i> )
	Thousand Islands Expeditions ( <i>operator</i> )

Source: Meeting minutes January – July 2005

External to the partnership, Ceredigion and Carmarthenshire Marine SAC groups (covering stretches of coast on either side of the Pembrokeshire coast) were keen to work with the partnership to develop similar and compatible marine codes in their own areas. The desire from other areas to mirror the PMCG approach represented a small, but important, acknowledgement that the PMCG was seen,

outside its own geographical area, as a model of good practice. Linking and unifying the codes across contiguous areas of coast and sea would ensure a consistency of approach and help to avoid ambiguity and confusion amongst the general public and other coastal users (Marine Code Working Group Minutes 2<sup>nd</sup> November 2005).

From the narrative above, it is clear that following its formal launch in May 2005, the partnership had undertaken some realignment of its priorities, mainly driven by the need to secure the financial viability of the project in the short term at least. As Table 7.4 shows, the PMCG had also begun to make progress in widening its scope by targeting the code at the general public as well as commercial marine tourism operators. Progress, however, was still hampered by a lack of funding for publicity and promotional activities.

**Table 7.4.** Summary of key events 2005

Date	Event	Date	Event
2005	Change in ALO (project staff)	2005	Working Group expanded again. More operators invited but fluctuating levels of engagement by both public and private sector
	PMCG partnership officially launched		Lack of funds becomes major issue and drives prioritisation of objectives. No time or funds for monitoring or evaluation
	Change in focus onto raising public awareness of partnership and codes		Other regions approach partnership for advice on developing similar codes of conduct

Source: Interview transcripts and documentary sources

Membership of the Working Group had expanded from its original narrow focus, to encompass representatives from other coastal stakeholder organisations. These included organisations such as the National Trust, Pembrokeshire SAC Management Group and Pembrokeshire Biodiversity. The Working Group had also succeeded in securing more places for commercial operators on the Group, and

yet, despite support for the project from the majority of operators, they seemed reticent to actively participate in the decision making process and only attended meetings infrequently.

#### **7.4 Partnership progress (2006-2007)**

In 2006 and 2007, the PMCG continued to make progress in raising awareness of the code of conduct amongst the general public by hosting a series of events and publicising the partnership through articles in newspapers, television and radio (Luddington 2007b; Luddington 2007c). Commercial operators continued to comply with the codes and, as a result, there were few reported cases of code transgression by this group. The Working Group also noted increased attendance at meetings by commercial operators. However, the Group also noted the low level of attendance at meetings by Pembrokeshire County Council. The ALO was therefore tasked with contacting the County Council to encourage their participation but, by 2008, there had been little improvement in attendance (Marine Code Working Group Minutes 21<sup>st</sup> February 2007).

The long term financial security of the partnership remained an issue throughout 2006 and 2007. The ALO continued to target large industrial companies in the county with some success, and in late 2006, put together a three year project plan in a bid to an EU funding stream, but without success (Marine Code Working Group Minutes 13<sup>th</sup> September 2006). The lack of funding also, and perhaps inevitably, impacted directly on partnership staff, leading to a lack of confidence in the future viability of the PMCG. As a result, staff turnover was relatively high. In

May 2006, the ALO left, to be replaced by a new ALO in June 2006, the third incumbent in three years (Luddington 2007b).

On a positive note, Pembrokeshire Coast National Park Authority had agreed to promote only those operators who were members of the PMCG in its annual publicity material. As a result, access to advertising space in the prestigious and widely circulated PCNPA visitor magazine 'Coast to Coast' was limited to PMCG accredited operators (transcript; Local Authority Conservation Manager; Marine Code Working Group minutes 21<sup>st</sup> February 2007). This exclusive advertising policy was expected to stimulate those operators who had remained outside of the partnership, to finally engage with it. In many respects, the move to restrict access to PCNPA advertising opportunities reflected a similar approach to that used in the Scottish case study, whereby operator promotion in Tourist Board information centres in the Moray Firth area was limited to those operators who were accredited by the DSP. In the PMCG case, however, there was an important difference: accredited operators still had the choice over whether to advertise in Coast to Coast or not. In contrast to DSP accredited operators, PMCG operators were free to advertise elsewhere and they were not required to make a financial or other commitment to the PCNPA. The decision by PCNPA to exclude non-accredited operators was seen by the Working Group as a powerful signal that the partnership was viewed as a quality control mechanism by PCNPA and the Group hoped that other organisations would follow suit. Indeed, in late 2007, Pembrokeshire County Council also indicated their intention to follow the PCNPA example through a PMCG exclusive policy for their own literature (Full Group minutes 27<sup>th</sup> September 2007).



Although external to the PMCG, the Pembrokeshire Marine SAC designation was an important institutional condition under which marine wildlife tourism businesses operated. In 2006, the Pembrokeshire Marine SAC Management Group produced a draft SAC Management Plan and all members of the partnership were given an opportunity to comment on it. (Marine Code Full Group Minutes 28<sup>th</sup> March 2006). In this respect, the partnership offered a direct point of contact between the regional and national public sector agencies responsible for the management of the SAC and the small, individual private sector operators who would be directly affected by the management of the SAC. The PMCG gave the private sector an important opportunity to collectively engage with the development of the Management Plan, which it would otherwise not have had.

#### **7.4.1 A fragile stability**

Although private sector engagement in terms of adherence to the codes of conduct remained strong, evidenced by high levels of accreditation and extremely low levels of reported code breakage amongst operators, engagement with the process of partnership by some stakeholders was at times weak (Marine Code Working Group Minutes 3<sup>rd</sup> July 2006). The lack of direct engagement with the Working Group, by one conservation agency in particular, demonstrated the impact that a lack of representation can have on the decision-making process. During the early direction setting stage, the Countryside Council for Wales (CCW) had been strongly engaged with the collaboration process and their presence stimulated a focus on conservation-based objectives. The minutes of meetings in 2002 and 2003 recorded up to three members of CCW staff regularly attending meetings. By

2007, however, attendance by CCW staff (other than the Warden of Skomer Island) had become intermittent. A local Marine Protected Area Officer, who had been a member of the partnership since its inception, indicated the impact that disengagement by CCW had on the direction taken by the partnership:

*'..Because we haven't had as much CCW involvement as we did in the early days, again because people left, and staff time, then I guess that's taken a little more of the conservation emphasis away'. (Marine Protected Area Officer (Pembrokeshire)).*

There was a curious dichotomy, however, in this individual's awareness of the impact of non-attendance at meetings. Relating her own views on the lack of regular attendance, this individual indicated that it was not necessarily linked to a poor perception of the need for the partnership, but rather was seen as a vote of confidence by members of the Working Group that, on the whole, the partnership appeared to be working well. The interviewee explained the reason, as she saw it, for the lack of attendance at meetings:

*'But my little theory is, [...], that perhaps the reason why you get such a drop off in [the] working group is that 'excellent, we've got an officer in post now, we're quite happy with how they're getting on, and we can, phew, take a backward seat and let them get on with it'. And [...] I'm certain that is the case with [this] partnership'. (Marine Protected Area Officer (Pembrokeshire)).*

The level of private sector attendance at meetings had also declined. Commercial operators, however, indicated that they were busy running their own businesses and that they did not always have the time to attend regular meetings (transcript; Operator 8). This view would seem to suggest that, without public sector leadership to establish and maintain it, the partnership would be less likely to continue if left in private sector hands alone. In addition, there was recognition, amongst those public sector staff interviewed, that partnership working was an important part of their day to day responsibilities and, to put it bluntly, they were paid to attend

meetings, whereas for operators, more often than not, attendance at meetings incurred costs. In February 2007, the Working Group therefore took steps to mitigate low levels of attendance by agreeing to reimburse travel expenses for attendees 'to encourage continued participation' (Marine Code Working Group Minutes 21<sup>st</sup> February 2007, p1.). The Working Group's need to consider the costs of participation highlights the reality of working in partnership, and the impact of resource availability on stakeholders' ability to participate.

Despite low levels of attendance at partnership meetings, when questioned on their perception of the value of the partnership, and whether they would embrace the collaborative process in the future, interviewees from all sectors were clear that achievements could not have been made without collaboration, and that they would participate in other partnerships in the future if the opportunity arose.

However, one interviewee was candid about the motivations which had brought this particular partnership together in the first place. This individual had worked with a broad range of partnerships and in his experience there were two particular partnership types:

*' I think there's a difference between partnerships that are put together because nobody has any real authority, or nobody has a really clear remit, and partnerships which are put together to make somebody's clear remit work better [...]. It's probably too strong to call [this partnership] a desperation partnership, but it's a partnership where [...] everybody's got concerns, nobody's got any real clout and so you all get together to try and get your concerns shared, and make some progress'. (Local Authority Conservation Manager).*

This individual's view of the PMCG would appear to align with the resource-dependency type of partnership identified by Jamal & Getz (1995), where partners come together to manage or control access to scarce resources.

Although the partnership had achieved good levels of compliance with the codes of conduct, conflict remained between some of the Ramsey Island operators and one particular conservationist, who was also a Working Group member. An escalation of conflict had begun to erode the willingness of operators to participate which threatened the stability of the partnership (transcript; Project Manager (Pembrokeshire), Operator 9, Academic, Pembrokeshire). Several interviewees alluded to the growing conflict. One particular operator indicated the frustration that he and others felt at the lack of trust placed in them by the conservationist, and expressed the fear that it would eventually lead to the operators disengaging completely from the partnership:

*'I mean, [the conservationists] sort of came up with a loose idea, we helped [them] put the idea together, we managed the idea, we've reached a perfect partnership, but it's not enough, they want more [...] It's pretty good, it's been pretty good for the last few years [but] we're going back to the same old thing [...]. The risk [to the partnership] now is [from] those who distrust us... taking it a step too far, and they will cook it, they will cook it'. (Operator 9).*

The conservationist, on the other hand, felt that the operators were in fact paying little attention to the codes of conduct and were continuing to cause disturbance to the marine life around the Island:

*'I don't see too much forward progress. I see people saying yeah, we've got one [code of conduct], that's great, now sod off [...]. The general scenario is that it's been given lip service, you know, they need to take it on board, they need to use the maps and the code as a key part of what they do, as a part of their wildlife guided tours. They need to take it on board, not just use it, not just comply with it but promote it and actually do what they say they're doing. It feels like it's reaching a bit of a crunch point where there may well be ... a bit of a clash about to happen, and whether that means the whole thing will fall apart or change in quite some way I really don't know'. (Academic (Pembrokeshire)).*

The Activities Liaison Officer (ALO) played an important intermediary role by spending time listening to each viewpoint and working to bring the two dissenting parties together to encourage dialogue. Despite these efforts, there continued to be considerable hostility between individual stakeholders (transcript; Project Manager Pembrokeshire).

Up until this point, the partnership had undertaken little formal evaluation of performance. In 2007, however, levels of operator compliance with codes of conduct were assessed as one element of a research project undertaken by a Masters student at Oxford Brookes University in 2007. The project assessed the value of the PMCG codes of conduct in enhancing marine wildlife tourism experiences. From interviews with five commercial operators working in the area of Ramsey Island, Airey (2007) suggested that there were indeed high levels of code compliance, with those operators interviewed indicating that the code had a positive effect in modifying and improving operator behaviour towards marine wildlife. It should be noted, however, that this evidence was largely based on operators' views of their own levels of compliance, together with perceptions of compliance by members of the public with little or no specialist knowledge of marine wildlife behaviour, and there were no other evaluation results to provide a comparison.

In summary, between 2002 and 2007, the PMCG had made good progress in establishing a code of conduct and encouraging commercial operators to comply with it (Table 7.5). Reports of code breakage by commercial operators had remained consistently low, with the majority of incidents caused by private water craft as a result of a lack of awareness of the existence of the code. However,

although levels of compliance appeared to be high, engagement and participation in the partnership in any significant depth remained relatively weak. In addition, tension between a small group of stakeholders in one particular location appeared to be escalating to a level which, some felt, could undermine the willingness of operators to comply with the code of conduct in that area.

**Table 7.5.** Summary of key events 2006 – 2007

Date	Event	Date	Event
2006	Change in ALO (project staff)	2007	PCNPA implement exclusive advertising policy
	Increased focus on raising awareness of code amongst general public. Good levels of code compliance by operators		PCC follow PCNPA lead and implement similar exclusive advertising policy
	Poor attendance at meetings by public and private sector reps. Lack of CCW engagement weakens conservation imperatives		Conflict between conservationists and Ramsey operators escalates
	Draft cSAC Management Plan consultation		MSc student undertakes research project on the value of the PMCG codes of conduct to tourists

Source: Interview transcripts and documentary sources

## 7.5 Conclusions

A number of important themes have emerged from this partnership narrative. The partnership was initially top-down, driven by the concerns of conservation agencies and NGOs. Later, however, private sector involvement resulted in the development of locally appropriate voluntary regulations, and a sense of ownership of partnership actions.

As a result of the policy of early inclusion in decision-making processes, commercial operators appeared to have been more willing to engage in dialogue and comply with partnership objectives than was the case in either the SDWF or DSP (Table 7.6).

**Table 7.6. Summary of partnership progress in achieving the determinants of effectiveness**

<b>DETERMINANTS OF EFFECTIVENESS</b>		
<b>Context</b>	<b>Process</b>	<b>Outcome</b>
↓ Existence of a pro-partnership culture amongst public sector agencies and NGOs	↓ Early problem-setting stage dominated by public sector agencies and NGOs. Early recognition of need to engage private sector but limited achievement of engagement during early direction setting	↓ Achievement of key objectives (voluntary code of conduct and accreditation scheme for commercial operators), although not all operators fully engaged
Pre-existing tourism industry with increasing focus on coast and marine water-sport activity	Better engagement of private sector occurs later in coalition-building stage but falls away again in direction-setting as some stakeholders fail to engage fully and attendance at meetings is poor.	Good anecdotal adherence to codes of conduct although lack of independent evidence to support claims
Little previous experience of partnership working amongst private sector. Private sector are, however, willing to consider partnership working and potential for voluntary regulation of business activity	Representatives of stakeholder groups self-selected or participating because of employment. No clear mechanisms to ensure accurate representation of constituency views.	Some success in influence policy at a local level (Pembrokeshire Coast National Park Authority and Pembrokeshire County Council)
Geographical 'hot-spots' of commercial and non-commercial marine wildlife tourism activity prompt calls for action. Focus remains on one particular area throughout life of partnership	Good consensus achieved over need for partnership action despite lack of scientific evidence to back calls for action. Later, crisis between operators and conservationist threatens stability and willingness to participate. Some concern over the motives and levels of commitment to participation of a small number of operators. Result is partial consensus.	Some success in influencing regional policies through development of similar code in neighbouring counties
Public sector and NGOs recognise lack of statutory basis for regulation and therefore identify partnership as only option	Early emergence of partnership 'champion' but influence wanes in later stages as other stakeholders join and influence of leader is diminished.	Stakeholders appear to value the partnership and would participate in the future
	Funding and access to resources remains a barrier to progress throughout the life of the partnership. Impact of a lack of secure funding is a high turnover of project staff.	
	Early failure to capitalise on local and lay knowledge remedied in direction-setting stage through negotiation of the codes of conduct. As a result, codes were appropriate and supported by operators. Resulted in high levels of code compliance.	
	Low levels of trust between stakeholder groups remains a problem throughout but are focussed on one geographic area	

However, in common with the other partnerships studied, there remained a degree of deeply entrenched conflict between a small number of commercial operators and conservationists within a specific geographical area of the partnership. The source of this ongoing conflict appeared to be a lack of trust between stakeholders over compliance with the code of conduct. As a result, the ability of the partnership to influence the development of the industry in that local area was threatened. These difficulties clearly reflect the importance of achieving good quality representation and engagement across all sectors. More importantly, they also show that where a failure to achieve key determinants of effectiveness is recognised early, and changes are made to improve achievement, changes can and do occur in other determinants, and partnership performance improves as a result (Table 7.7).

Lack of trust between private and public sector stakeholders was also linked to wider issues of how the knowledge and experience of lay individuals, including local skippers and fishermen, was valued and accepted in comparison with those whose knowledge is derived from a scientific or educational background. In the PMCG, in contrast to the DSP, lay knowledge appears to have been valued as an important component of the process of developing codes of conduct and as a result, through a process of negotiation and compromise, a set of workable and locally appropriate codes were developed.



**Table 7.7.** Indicator levels summary table

(√=low, √√√=high)		STAGE				
Indicator	Indicator number	Problem setting	Coalition building	Direction setting	Direction refinement	Stability
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√	√	√√	√√	√√
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√	√	√	√	√
The extent to which stakeholders are actively engaged in decision-making	1c	√	√√	√	√	√
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√√	√	√√	√√	√√
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√	√√	√	√	√
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√√	√√√	√√	√√	√√
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	n/a	√	√√	√√	√√
The extent to which partners have the confidence and resources to make commitments and decisions	4b	n/a	√√	√	√	√
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	√	√	√√	√√	√√
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	n/a	n/a	√√	√√	√√
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	n/a	n/a	n/a	√√	√√

The extent to which the partnership has been able to influence policy at local, regional, national levels and above	5b	n/a	n/a	n/a	√√	√√
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√√√	√√	√	√	√
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	n/a	√	√√	√√	√√
The extent to which levels of trust between stakeholders have improved	7b	n/a	n/a	√	√	√
The likelihood with which partners would embrace the collaborative process in the future	7c	n/a	n/a	n/a	n/a	√√

Differing levels of commitment to implement agreed actions were apparent across and within stakeholder groups and, in the case of commercial operators, reflected the differing geographical contexts within which they worked. The majority of operators, for example, appeared willing to implement the codes of conduct, although some were felt to be participating simply in order to 'keep an eye' on partnership activity. Recognition of heterogeneity of viewpoints within stakeholder groups therefore highlights an important limitation in applying indicators to assess the performance of partnerships in that stakeholder groups may consist of widely different viewpoints and perceptions of effectiveness.

Although partnership action in the PMCG was initiated by an individual, as it had been with the SDWF, the influence of this individual quickly waned during the coalition building stages, as the network of participants began to grow. In this partnership, public sector agencies and conservation NGOs were much quicker to accept the need for action than they had been in the SDWF and therefore, the role of a partnership 'champion' became less important as organisations with authority to act became engaged with the process of partnership.

Despite the difficulties experienced and the ongoing conflict, the partnership appears to have been successful in achieving its aim of engaging the private sector in order to negotiate voluntary regulation and manage an economically marginal, but expanding, commercial industry. In this respect, the PMCG appeared to have been more successful than the SDWF or DSP, perhaps because visitor pressure had risen much faster in Pembrokeshire than in the other case study areas and, as a result, the need for voluntary regulation was much clearer. The early success of the partnership in implementing a code of conduct may also have helped to

persuade other more hesitant stakeholders of the value of the partnership approach.

Temporal changes in the level of achievement of determinants of effectiveness, such as improvements in the quality of representation, for example, are clear (Table 7.7), as is the impact of such change on partnership performance. It is this issue of temporal change in the determinants of effectiveness, and the implications of such change on the way that effectiveness is measured, that is discussed in Chapter 8.

## **Chapter Eight**

### **Discussion and conclusions**

#### **Introduction**

The central purpose of this research has been to develop an understanding of the contexts and conditions which have shaped the effectiveness of marine nature-based tourism partnerships in the UK and Ireland, to identify changes over time and space in the variables which comprise the determinants of effectiveness, and to examine the combined impact of those changes on partnership performance. In order to address these issues, three partnerships which were actively engaged in managing marine nature-based tourism activity were examined. Following detailed analysis of primary and secondary data sources, narratives were compiled for each partnership tracing the evolution and development of collaborative activity. Using a framework of indicators synthesised for this study, the achievement of determinants of effectiveness associated with the context, process and outcome of partnership activity were assessed.

The case study partnerships shared similarities in that they were all initially focussed on the need for voluntary regulation as a response to the perceived threat of rapid growth in marine nature-based tourism activities. The partnerships differed, however, in terms of the contexts within which they operated, the way that the partnership process was developed, the way that management tools were implemented and the ultimate effectiveness of the intervention. These similarities and differences, discussed below, are important in that they provide an opportunity to study the impact of context and process on partnership performance.

Partnership initiation was predicated on the precautionary principle in all three case studies, based on a fear that unchecked growth in marine nature-based tourism could cause damage to marine wildlife. Despite a lack of scientific evidence, the majority of stakeholders appeared to support the need for voluntary regulation at the outset. However, not all stakeholders were given equal opportunities to participate in the design and development of management interventions and, as a result, these measures were implemented with mixed success. More importantly, however, the results of this research show that changes in the context within which the three partnerships operated, and in the process of partnership itself, led to positive and negative changes in their effectiveness. Although the results of this study relate to marine nature-based tourism partnerships, the findings have important implications for the initiation, design, management, implementation and evaluation of partnerships in other policy environments.

The purpose of this final chapter is to discuss the effectiveness of the marine nature-based tourism partnerships studied and to highlight the practical and theoretical implications of this research. Section 8.2 takes a comparative approach to examining the performance of the case study partnerships, using the framework of determinants identified in Chapter 2. Changes in the level of achievement of key indicators associated with the context, process and outcomes of partnership activities are examined and the impact of these changes in shaping partnership performance is discussed. Section 8.3 situates the findings within the wider context of different approaches to the regulation of marine nature-based tourism around the world and Section 8.4 discusses the practical and policy implications which have emerged from this study, namely in establishing, managing and

evaluating partnerships. The chapter concludes (section 8.5) with a review of the opportunities for further research arising from this study.

## **8.2 Evaluating the effectiveness of marine nature-based tourism partnerships in the UK and Ireland**

Although the partnerships selected for case study shared a similar purpose in that they were developed as a response to the perceived threat of unregulated growth of marine nature-based tourism, they were embedded within different policy contexts, social networks, economic and environmental conditions (Darwin 1997). Differences were also apparent in the extent of previous experience of partnership working between stakeholder groups. The comparison of similar partnership processes and activities, in differing contexts and conditions, provided insights into the way that contextual factors had shaped the trajectory taken by each partnership, and had enabled or constrained decision-making (Wilson 2008).

### **8.2.1 Determinants of effectiveness associated with the pre-existing conditions and contexts within which partnerships develop**

#### ***Concern over environmental damage***

The main stimuli to partnership activity in the Pembrokeshire case study was two-fold: first, the extent of commercial marine nature-based tourism was the most long-established and developed of the three study areas, and second, was also much more concentrated in a relatively small geographical area. The Pembrokeshire Marine Code Group (PMCG) partnership encompassed activity along a section of coastline and incorporated a number of small offshore islands. It

was the concentrated growth of marine nature-based tourism activity around one particular island (Ramsey) which had prompted individuals to push for the control of further growth through a partnership approach. In both the Dolphin Space Programme (DSP) and Shannon Dolphin and Wildlife Foundation (SDWF), NGOs and conservationists from the public sector were concerned that, while the forecasts for the growth of tourism in these areas might benefit the local economy, such trends also had the potential to damage sensitive and protected marine species. Many tourism operators recognised that a protected environmental resource was in the long-term business interests of the area.

In all three areas, therefore, the application of the 'precautionary principle' was instrumental in guiding intervention and partnership action. With an emphasis on control, perhaps not surprisingly, the initiation of the partnership process in all three areas was consequently driven by 'top-down' influences, which immediately created challenges for securing consensus and support from all relevant stakeholders and for truly collaborative partnerships. This finding highlights an important paradox in partnerships involved in sustainable environmental management. Where the precautionary principle is invoked in order to protect environmental resources, conflict is likely to arise as stakeholders perceive that conservation needs are being valued more highly than economic and/or cultural claims and where intervention is predisposed towards control and regulation, which inevitably implies a 'top-down' approach.

### ***Growth of tourism***

Contextual factors also incorporate local, regional and national economic conditions within which partnerships operate. The buoyant forecasts for tourism



growth were an important justification for intervention at the formation of all three partnerships studied. Equally, the stagnation or decline of tourism demand affected the original *raison d'être* of the partnerships. Three years after the formal establishment of the SDWF, forecast expansion of the marine wildlife tourism industry failed to materialise. Similarly, in the DSP and PMCG, tourism growth appears to have slowed and, as a result, there was little change in the total number of businesses offering marine wildlife tourism activities. Stakeholders in all three partnerships therefore began to question the continued need for control of marine nature-based tourism and so undermined the rationale for the partnership. Partnerships may therefore need to re-evaluate their purposes and re-align their objectives on a regular basis, in order to ensure that they remain relevant in the light of changing economic and social contexts within which they operate. In some cases, partnerships may conclude that they can no longer achieve consensus on the need for their existence and may therefore be forced to disband.

### ***Legislative preconditions: positive and negative change***

The legislative context has an important influence over whether partnerships are needed in the first place, especially if there is inadequate statutory protection, or regulation. Changes in legislation can also affect the efficacy of measures implemented by partnership action and have been described as 'transitional ruptures' (Wilson 2008). These 'ruptures' are changes in the contextual conditions which comprise the boundaries within which partnership decision-making is circumscribed, and which lead to new opportunities, and/or curtail existing opportunities. Transitional ruptures may therefore represent 'snapping zones', where institutional realignment takes place and partnerships must work hard to

retain stakeholder support and adapt to new or altered conditions if they are to continue to progress towards achieving their targets. Evidence of such ruptures can be seen in the partnerships studied here. Changes in legislative and institutional contexts impacted, in both positive and negative ways, on the process of partnership and so the achievement of outputs.

#### Positive rupture by legislative change:

All three partnership areas were affected positively by the designation as candidate marine Special Areas of Conservation (cSAC). Identification and designation of the Lower Shannon cSAC occurred simultaneously with the formal establishment of the SDWF, and played an important role in stimulating greater priority for, and adherence to, partnership action. In the DSP, designation of the cSAC occurred after the formal date of partnership establishment and provided further justification for partnership action. In the case of the PMCG, the majority of the coastal fringe had already been designated as a National Park to which, in 2000, was added the designation of a cSAC. As this change occurred prior to the emergence of the partnership, it already formed part of the justification for action by NGOs and public sector bodies.

Designation of the cSAC had a particularly noteworthy effect in changing conditions within the SDWF partnership. During the problem setting and coalition building stages of the SDWF, Dúchas (later the NP&WS), the state agency responsible for environmental protection, had shown little interest in commercial marine nature-based tourism activity in the Shannon estuary. In contrast to the DSP and PMCG partnerships, under Irish statute, the new cSAC designation required commercial operators to obtain permission for dolphin watching activities

and obliged Dúchas to administer such permissions and monitor activities. In the absence of resources to manage or police the new regulations, Dúchas changed its view of the SDWF, from one of little interest in the partnership to an understanding that the partnership offered an opportunity to enable the organisation to discharge its statutory duties more effectively. Dúchas therefore began to engage more fully, with a view to delegating its responsibility for monitoring the impact of marine nature-based tourism activity to the partnership. Change in legislation in the Shannon estuary therefore acted as a transitional rupture which had a positive effect on partnership performance, although again, indicates the dominance of 'top-down' direction and influence on supposed 'bottom-up' partnership approaches. Despite a similar process of cSAC designation in the DSP, this partnership did not experience a similar transitional rupture as a result of the designation of the cSAC because Scottish statute did not include a licensing requirement for commercial marine wildlife tourism operators.

Negative rupture by legislative change: An example of a negative transitional rupture occurred in the DSP when national legislation created new regulations that weakened existing accepted practices of control. The introduction of the Nature Conservation (Scotland) Act in 2004 required Scottish Natural Heritage (SNH) to establish a national marine wildlife watching code of conduct which would be applicable to all vessels, including leisure craft. The code was very different to the DSP codes in that it gave advice on how to approach marine wildlife, rather than advocating a 'fixed route', as specified in the DSP codes. The conflicting advice between the two codes caused concern amongst operators that, in following the existing DSP code, they could be in breach of the new national code. This

apparent discrepancy threatened to undermine the willingness of operators to comply with the more restrictive DSP codes and so undermined the *raison d'être* of the partnership. Partnership responses to exogenous change serve to highlight the dependent relationship between context and partnership processes and, as will be demonstrated later in this discussion, the achievement of outputs and outcomes.

### ***Prior experience of partnership working***

Prior experience of partnership working has been shown to have a significant impact on the willingness of stakeholders to engage with the partnership process (Dalton 2006; Geddes *et al.* 2007). The results from this study support those findings. In all three partnerships, different stakeholder groups had differing levels of experience of partnership working. The majority of interviewees from public sector organisations were already familiar with the need to work collaboratively, and many were already participating in other multi-sector partnerships as a function of their employment. This familiarity with the need to work in partnership reflects the existence of a pro-partnership institutional culture which existed within public sector bodies and goes some way to explaining why partnerships tended to be predominantly 'top-down'. In contrast, for many of the operators who were interviewed, the partnership was their first experience of collaborative working and, as a result, their levels of expectation and understanding of the nature of collaboration were different to those from the public sector. In some ways, working in partnership could be seen as an alien concept for small businesses, as commercial competition would act to prevent cooperation between operators. Indeed, the initial motivation to participate for some operators was to protect vested commercial interests, rather than the conservation of marine species. Obviously,

the prevalence of such attitudes would have an effect on consensus and support for the implementation of measures agreed by partnerships, as will be discussed later.

As a result of the lack of experience of partnership working in the private sector, it took some time for stakeholder groups to understand the different environmental agendas, economic constraints and organisational cultures within which each group worked. Once stakeholder groups began to understand each others' positions and trust began to be established, conflict began to lessen and progress was made. Prior experience of partnership working was also closely linked to determinants of effectiveness associated with the process and outputs of partnership, and is discussed in sections 8.2.2 and 8.2.3.

### **8.2.2 Determinants of effectiveness associated with the process of partnership**

The combination of changing contextual influences can create a range of different trajectories for partnership development. This situation becomes more complex when variation in the process of partnership working is also considered. Factors influencing the process of partnership include: the quality of stakeholder representation, the availability of resources, levels of commitment to partnership action, the role of individual leaders and the level of trust which exists between stakeholders.

#### ***Quality of stakeholder representation***

Fletcher (2003) uses the term 'structural representation' to refer to the identification and inclusion of relevant stakeholders. Two elements of structural representation

were found to have a particularly strong impact on performance in the partnerships studied here: first, the way that the population of relevant stakeholders were initially identified; and second, the way in which members of steering groups or other decision-making structures were selected. In addition, the partnership narratives provide new insights into changes in stakeholder representation during the pre-establishment and post-establishment stages of partnership development, and highlight a subtle difference between the intention to include all relevant stakeholders and the actual achievement of that goal.

Identification of relevant participants: In all three cases, identification of potential participants appeared to be informal and unstructured, based on word of mouth and on the existing networks of participants, which were predominantly public sector agency orientated. Action had been initiated as a result of concern for the welfare of marine wildlife and, in two out of the three partnerships, the pre-establishment stages were dominated by organisations and agencies with conservation or environmental management interests (for example Scottish Natural Heritage in the DSP and the Royal Society for the Protection of Birds in the PMCG).

In the SDWF, although initiating action had been led by a conservationist, the motivation for action was also based on the desire to expand economic activity. The identification of potential participants therefore reflected this wider role and included public sector economic development organisations and tourism promotion bodies.

Participation in decision-making prior to partnership establishment: Private sector operators were initially involved in partnership development activities during the early problem setting and coalition building stages in the SDWF and DSP, although they were later excluded as partnerships moved towards formal establishment. In the SDWF, commercial operators had been active by lobbying the state conservation agency to implement wildlife protection measures and, together with a local community group, had supported calls for partnership action. In the DSP, operators had been invited to a workshop to discuss the need for regulation of commercial marine wildlife tourism activity and had shown their support for voluntary regulation. As partnerships began to coalesce into more formally constituted structures, however, commercial operators were excluded from top-level decision-making structures.

The early engagement of private sector operators in partnership activity *prior* to partnership establishment signalled strong recognition (even if inclusion was not achieved until much later) that all stakeholders *should* be included in negotiation and debate over the need for and scope of partnership action. The failure to follow through in engaging all relevant stakeholders once partnerships had begun to coalesce into formal structures would suggest that, despite a shift in policy in favour of more inclusive and bottom up styles of governance, the persistence of familiar or habitual networks of public-sector organisations and ways of working are likely to result in continued domination by the public sector and uneven levels of inclusion of other sectors, despite intentions to the contrary. The evidence from the case studies also highlights a subtle yet important difference between the *intention* to include relevant stakeholders in partnership development and decision-making,

and the *achievement* of that goal. Evaluations of partnership performance must therefore be careful to seek evidence of achievement of inclusion, such as through careful scrutiny of the minutes of decision-making bodies, and not infer achievement from the expression of intent alone.

In the PMCG, in contrast, although there was recognition from the outset that the views of commercial operators should be sought, they were not involved in early partnership activity until the direction setting stage, when they were invited to join the decision-making body and participate in testing and refinement of a code of conduct. By asking commercial operators to test a pilot code, the scope for unstructured and potentially negative debate was reduced. Instead, involvement was based on constructive discussion to create a code that was practical and acceptable to all stakeholders. In some respects, this approach proved to be the most effective means of engaging the commercial operators in the implementation of partnership activities.

Participation in decision-making after partnership establishment: Once partnerships began to establish a formal structure, access to decision-making became uneven. In the DSP, there was a perception amongst public sector agencies that decision-making structures would not be able to accommodate all operators without becoming unwieldy. As there were no industry-based associations to act as legitimate representatives, all commercial operators were therefore excluded from decision-making. The lack of industry engagement resulted in a gap in the knowledge of the decision-making body in terms of the practical difficulties of running marine nature-based tourism businesses. Codes of conduct were therefore proposed without a thorough understanding of the



implications of such interventions on existing business practices and, as a result, were less well received by commercial operators than they might otherwise have been (Jamal and Getz 1995; Heylings and Bravo 2007; Stojanovic and Barker 2008). Given that the purpose of the partnership was centred on the need to manage the development of marine nature-based tourism activities, the lack of sector specific experience clearly left a significant gap in the knowledge base and technical skills available within the strategic decision-making structure. This finding concurs with those of Fletcher (2003), Barker (2004) and Stojanovic *et al.* (2004), who argue that it is essential that those who participate in decision-making have a sound and comprehensive knowledge of local conditions in order to ensure that agreed actions are locally appropriate and workable. The inclusion of stakeholders who will be directly affected by partnership activities is therefore essential throughout partnership formation and development.

In the SDWF, although operators were included in decision-making surrounding the development of codes of conduct, through the establishment of a Management Committee, they were considered to have a vested interest in the development of the industry and it was therefore felt to be inappropriate for them to participate in the strategic decision-making structure (the Steering Committee). In this partnership, the exclusion of commercial operators from top-level partnership structures reinforced ongoing conflict over uneven geographical representation and the perceived favouring of one area (Kilrush) over more rural communities (such as Carrigaholt) within decision-making structures.

Perversely, in the PMCG, although operators had been invited to participate in decision-making at a much earlier stage than those in the SDWF or DSP,

attendance at meetings by operators was often poor. Evidence from partnership minutes, together with interview data revealed that some stakeholders (particularly operators) were prevented from attending for practical reasons, including a lack of financial resources, distance to meetings, inconvenient meeting dates, and a lack of personal interest in agenda items. Poor attendance amongst stakeholders was, therefore, not necessarily an indicator of failure. One public sector interviewee in the PMCG suggested that lack of attendance, in her experience, signalled confidence in the work of project staff. In this partnership, the role played by the Project Manager in providing an easily accessible and regularly available point of contact led to an alternative mechanism of engagement to more traditional formal meetings. In this instance, lack of attendance was a conscious choice made by the individual, and signalled confidence in the quality of the partnership process (Shortall 2008). These findings highlight the pitfalls of using attendance figures to infer levels of support, commitment and effectiveness of partnerships (Heylings and Bravo 2007).

Changes in access to decision-making structures: Once partnerships had become established, stakeholders in both the SDWF and DSP openly challenged their exclusion from decision-making by demanding changes to the partnership structure or by forming industry-based associations. In the SDWF, one particular operator had become locked in conflict for many years with the Project Manager over a lack of private sector representation. Levels of engagement by this operator improved when the separate Management and Steering Committees were amalgamated and all operators were given access to the single decision-making body. In the DSP, as a direct result of being excluded from decision-making for many years, operators

formed an industry-based association (WTBOS) specifically to gain seats on the Steering Committee. As a result, previously excluded stakeholders gained opportunities to participate in negotiation and engaged with the partnership on a more frequent basis. As operators began to participate more, so other stakeholders, including public and voluntary sector representatives, recognised that the partnership was making progress. As a result, an air of confidence was created and a broader range of stakeholders began to commit more of their time and resources to support the development of the partnership. Eventually, these struggles lead to a more equitable allocation of power and more inclusive decision-making in both the SDWF and DSP.

The evidence from these case studies clearly shows that partnerships can become sites of *power brokerage*, with stakeholder groups successfully challenging the persistence of more traditional styles of working and the dominance of power elites, such as statutory agencies and other public sector bodies (Derksen *et al.* 2008). Those convening partnerships may therefore need to find ways to enable informally constituted stakeholder groups to participate more effectively, for example by encouraging them to establish formal mechanisms such as industry-based associations.

### ***Availability of resources for partnership activity***

From documentary and interview transcript data, it was clear that one of the main difficulties for all three partnerships was securing adequate financial resources to support activity and implement agreed actions. The lack of secure finance led to a climate of uncertainty which constrained forward planning and hampered the achievement of long-term goals. As a result of the lack of secure funds throughout

the life of the PMCG partnership, project staff had to spend a large proportion of time sourcing short-term funding to enable project activity to continue, rather than on actions to achieve partnership objectives.

The loss and subsequent re-employment of project staff in the DSP partnership provides an important example of the impact of *change* in the availability of resources during the life of a partnership. During the direction setting stage, the partnership had been awarded EU LIFE funding to establish a code of conduct for commercial dolphin watching operations. Funding was available for development activities and the partnership employed a Project Manager to lead this work. However, when the LIFE funding came to an end, momentum was lost and, as a result of ongoing conflict over access to decision-making and the implementation of voluntary regulations, progress slowed and commitment to the partnership across both the public and private sectors fell away. Eventually, the partnership reached the brink of collapse. The turning point occurred when the commitment of participants was rekindled and funding was secured for the employment of a new Project Manager. Employment of a dedicated member of staff with direct responsibility for dealing with issues and carrying out day-to-day administrative duties provided new energy and a focus on progress. In addition, despite it being part-funded by the public sector, the post was perceived by operators as somehow independent from public sector agencies and this independence enabled the Project Manger to begin to resolve some of the underlying problems which had been preventing progress (Stojanovic and Barker 2008).

The SDWF partnership took a different approach to the employment of project staff. In this partnership, the Project Manager had been instrumental in initiating

partnership action and had become entrenched in a leadership position. Using his existing expertise as a cetacean conservationist and researcher, this individual bid for research and monitoring contracts, which he undertook on behalf of the partnership and provided funding for his post. As a result, research and monitoring activities took precedence over other partnership objectives.

The financial difficulties faced by the partnerships studied here are also shared by coastal management partnerships. Project staff often find themselves in a continual search for funding to secure their ongoing employment; what McGlashan (2003) refers to as the 'hamster wheel syndrome'. Clearly, if partnerships are to use available resources more effectively to achieve their stated objectives, a secure and consistent funding basis for coastal and marine nature-based tourism partnerships must be a priority. In marine nature-based tourism partnerships, a degree of financial security may be achieved by developing stronger links with industry, to draw in long-term sponsorship for specific education or awareness-raising projects. Alternatively, as occurred in the SDWF, the specialist knowledge and expertise which exists within partnerships may be used to undertake contract research such as Environmental Impact Assessments and species monitoring, although there is a risk that partnership activity may become overly focussed on certain activities as a result. The issue of secure resources is particularly relevant to debates surrounding the role of coastal partnerships in delivering the marine spatial planning agenda from 2011.

### ***Commitment to partnership activity***

Commitment to partnership activity by stakeholders comprises two subtly different aspects, both of which were found to vary over time in the partnerships studied.

Commitment to partnership aims relates to the degree to which consensus exists between stakeholders over the need for, and purpose of, the partnership.

Separate, but inevitably linked to this factor, is the degree to which participants are committed to implementing actions which have been collectively agreed by the partnership. This aspect has particular relevance for partnerships which aim to implement voluntary environmental regulation, such as those studied here.

Variation within stakeholder groups over the need for partnership action:

Commitment to partnership aims was not wholly rooted in a shared acceptance of the need for collective action to protect marine species and levels of consensus varied within stakeholder groups (Pomeroy and Douvère 2008). In the DSP and PMCG, some interviewees suggested that a handful of operators were only participating in order to influence the extent of management interventions, or to protect their own commercial interests. Although the protection of self-interest in the negotiation of collective goals was the motivating factor for only a small number of commercial operators, and was not apparent in the SDWF, it provides some evidence to support the argument that stakeholders will only remain committed to a partnership if they believe that the benefits of participating will outweigh the costs (Selin and Chavez 1995 b.).

Variation in levels of commitment over time: As each partnership progressed, levels of commitment to partnership aims became fluid, demonstrating both positive and negative changes in response to other changes which were occurring within and outside of each partnership. For example, during problem setting and coalition building in the DSP, the majority of operators supported the need for partnership action. However, levels of commitment declined as the partnership

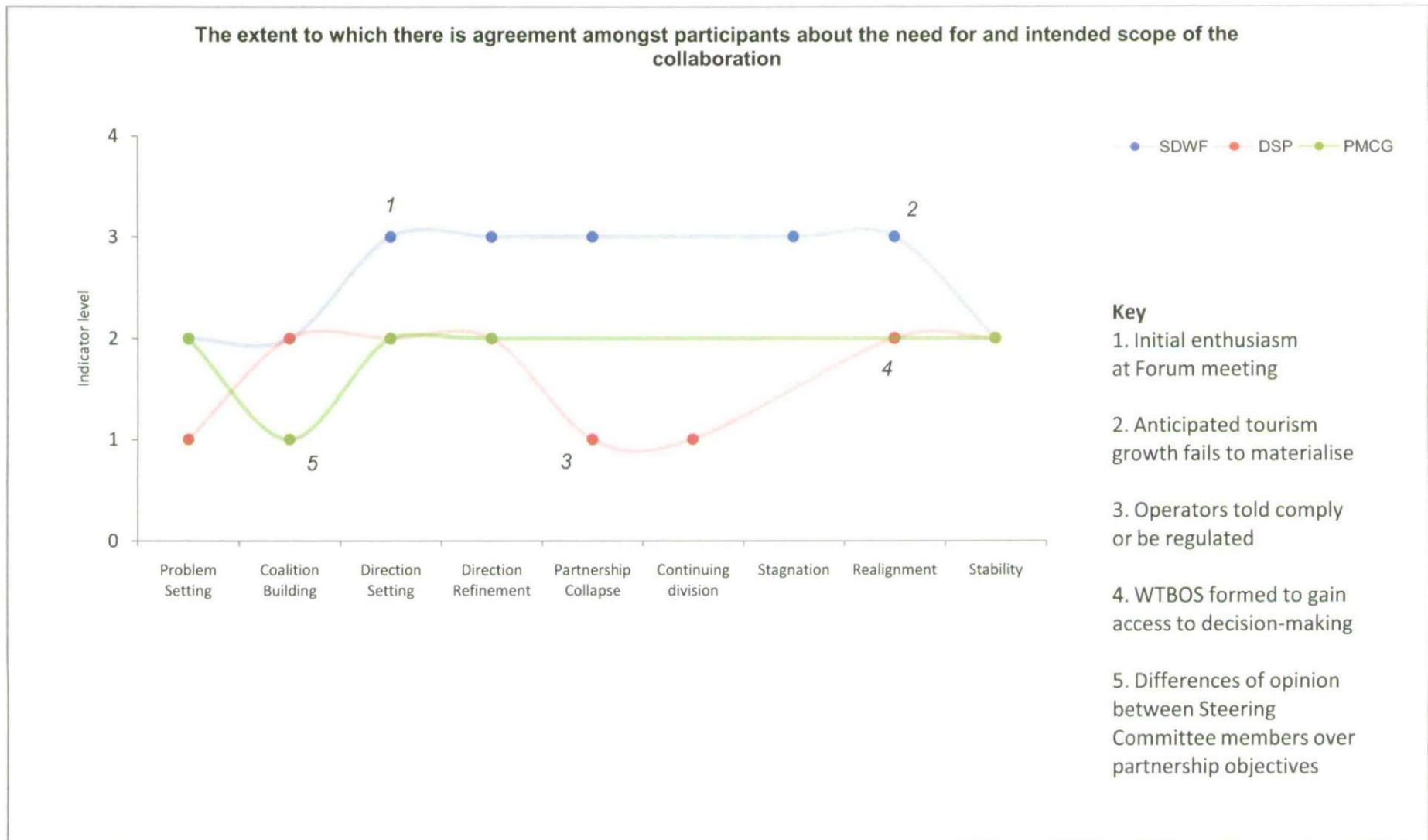
structure became formalised and they were excluded from decision-making (Point 3 on Figure 8.1). Much later, commitment to partnership aims improved as operators gained access to the Steering Committee (Point 4 on Figure 8.1). In contrast, in the SDWF, acceptance of the need for partnership action had been high from an early stage (Point 1), and only began to wane later on when the predicted rapid growth of the marine wildlife tourism industry failed to materialise and stakeholders began to question the purpose of the partnership (Point 2). During the problem setting stage in the PMCG, some individuals hoped that the partnership would take action against operators for what they felt was harassment and disturbance of marine wildlife. As collaboration developed, however, other members began to participate who were not willing to take such an uncompromising stance, resulting in a decline in consensus over the purpose of the partnership (Point 5 on Figure 8.1). These findings also provide evidence for the achievement of what Bramwell and Sharman (1999) refer to as 'partial consensus' and support the argument that achieving full consensus on every issue is unlikely and unrealistic.

Commitment to implement agreed actions: The extent to which operators in all three study areas complied with management interventions devised by the partnerships was determined by their sense of ownership of the measures. In most cases, this sense of ownership had been determined by the involvement of operators in the early stages of partnership formation. Compliance represents the long-term effects of the success or failure of this early involvement.

In contrast to the SDWF and DSP, the PMCG provides an example of best practice with good levels of code compliance and little evidence of persistent code

breakage. Better levels of code compliance in this partnership were achieved as a result of the engagement of operators earlier in the process of partnership formation (despite their subsequent poor attendance at meetings) than was





**Figure 8.1.** Changing levels of consensus over the need for partnership action

achieved in the other two partnerships studied, and the open negotiation process which surrounded code trials and implementation. This process of issue negotiation enabled commercial operators to contribute their knowledge and experience to that of the scientific community in order to produce a set of locally appropriate and workable codes of conduct. As a result, operators felt that their knowledge and experience was valued, and they were better disposed towards implementing codes of conduct.

Hajer and Versteeg (2005) have argued that engaging commercial interests in partnerships which are focussed on environmental protection can result in weakening of conservation agendas as a result of the collaborative process. However, there was no evidence in these case studies of a significant weakening of environmental regulations or the re-shaping of environmental discourses towards more economic development objectives as a result of pitting environmental agendas against economic considerations. Indeed, evidence from the PMCG shows that including such economic considerations resulted in better levels of commitment to implement voluntary regulations.

Fragility in levels of commitment: Levels of code compliance remained subject to change, linked to modifications in other aspects of the partnership process.

Evidence from the PMCG partnership, for example, shows how conflict between one conservationist and operators in the Ramsey Island area was beginning to threaten compliance, because operators felt that they were not trusted to adhere to the voluntary codes. Several interviewees indicated that, as a result of persistent accusations of code breakage, a number of operators were considering withdrawing from the voluntary agreement. Interviewees suggested that losing the

support of operators in the Ramsey area, could lead to significant weakening in the resolve of operators in other areas to abide by the codes of conduct, and could lead to their disengagement from the partnership. Linked changes between determinants of effectiveness serve to highlight the interdependence between partnership context, process and outputs and reinforce the importance of identifying the changes in all determinants when measuring the effectiveness of partnerships.

In the DSP, as can be seen from Point 1 in Figure 8.2, willingness to abide by the voluntary code of conduct fell shortly after commercial operators were excluded from the Steering Committee. As Point 2 in Figure 8.2 also shows, however, when operators gained access to the Steering Committee greater levels of compliance were achieved as a result. A decline in the willingness of operators to abide by agreed actions in the SDWF was closely linked to levels of conflict over other issues including equal access to decision-making and the geographical allocation of resources. The ongoing conflict resulted in a refusal by one of the two main operators to comply with the accreditation scheme and, in an attempt to reduce levels of conflict and tension between stakeholders, the accreditation scheme was eventually scrapped.

These examples highlight the often fragile relationship between opposing stakeholder views, and the impact that such conflict can have on the ability of partnerships to implement actions, even if those actions have been negotiated and are supported by all stakeholders. Partnership staff and steering committees therefore need to tread a fine line between maintaining the integrity of voluntary regulations, by ensuring that there are appropriate mechanisms to deal with



**Figure 8.2.** Correlation between issues of representation, engagement in decision making and the willingness of operators to abide by a code of conduct in the DSP.

transgressions, whilst at the same time mediating between the impacts of conflicting interpretations and viewpoints. Such a delicate balance is difficult to achieve, yet is essential to ensure that all stakeholder groups remain convinced of the value of the partnership.

### ***Leadership, trust and the capacity of stakeholders***

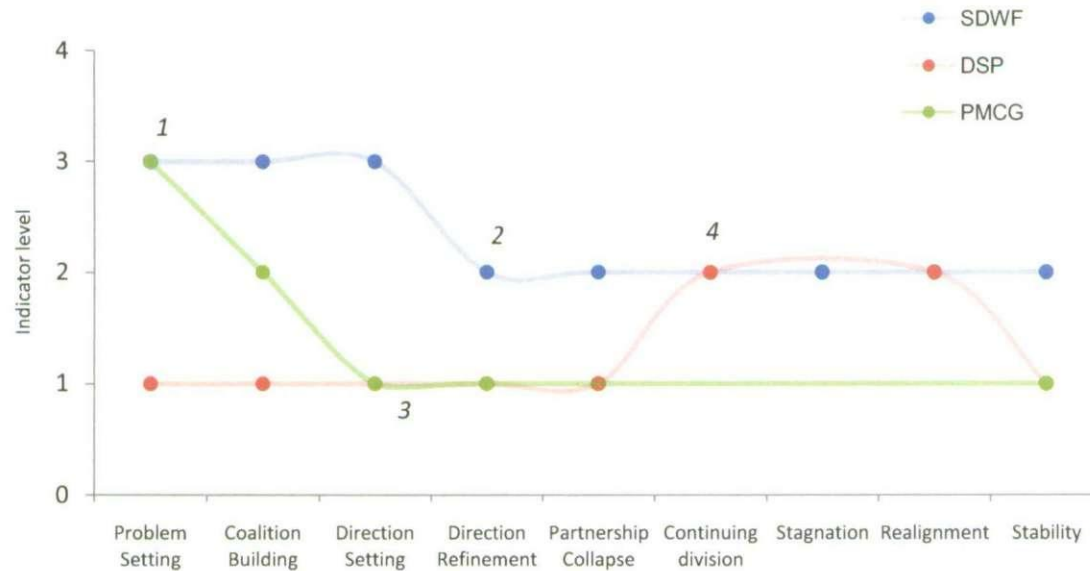
This section discusses three aspects of the collaborative process which relate to the roles played by individual stakeholders. These aspects were found to have a significant impact on the performance of the partnerships studied here. The first issue relates to the role played by individuals in establishing partnerships, the extent to which they were able to drive and shape the partnership and their ability to inspire others to participate (Edwards *et al.* 2000). The second aspect relates to the need for partners to possess the relevant technical skills and understanding in order to make effective decisions on complex issues, and the impact on partnership performance if those skills are missing from decision-making structures. The final aspect relates to the extent to which levels of trust between individual participants have improved as a result of working together (Edwards *et al.* 2000; Halliday *et al.* 2004; Geddes *et al.* 2007).

The need for a partnership leader or 'champion': In both the SDWF and the PMCG, individuals played a crucial role in highlighting the initial issue and in establishing support for partnership action (Point 1 in Figure 8.3). In the SDWF, this individual was a scientist who recognised the economic potential that marine nature-based tourism could offer to the Clare area of Ireland and attempted to develop commercial activity in parallel with a programme of cetacean research and monitoring. The scientist was knowledgeable, enthusiastic and persistent, and

these qualities were essential in order to push public sector bodies to fund and participate in collective action. Eventually, this persistent lobbying resulted in the formation of the SDWF. In the PMCG, in contrast, action was initiated by a conservationist for whom the protection of marine species was the primary concern. The intention in this case was to reduce economic activity through regulation, rather than promote marine tourism. As can be seen in Points 2 and 3 in Figure 8.3, as partnerships began to coalesce and define their purpose, the level of influence of these individuals lessened and other viewpoints became more dominant. The importance of these key actors in bringing an issue to the attention of others and in marshalling sufficient support for partnership formation, however, is an important first stage in developing a network and building sufficient consensus to support further action (Selman 2000). Without such 'champions', partnerships may not have formed, or may have taken considerably longer to gain sufficient support to become established.

In contrast to the SDWF and PMCG, partnership initiation in the DSP was led by a public sector agency (SNH), rather than an individual. However, one particular individual did play an important role much later, after the partnership had been established for some time, by improving the process of partnership and preventing its total collapse. This individual was able to maintain contact between participants and to mediate and negotiate between opposing factions (Point 4 in Figure 8.3). Again, the dominance of this individual began to lessen when a new Project Manager was appointed and took over responsibility for administration and communication within the partnership. The ability of these individuals to engender and maintain support for partnership action highlights the importance of the

The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate



**Key**

1. Individuals raise awareness of issues and draw actors into a network

2. Influence of nodal actor lessens as network expands and others participate. This individual continues to play a leading role in partnership activity

3. Partnership is no longer dominated by a single individual

4. Return of key individual to original role in statutory conservation agency leads to positive progress

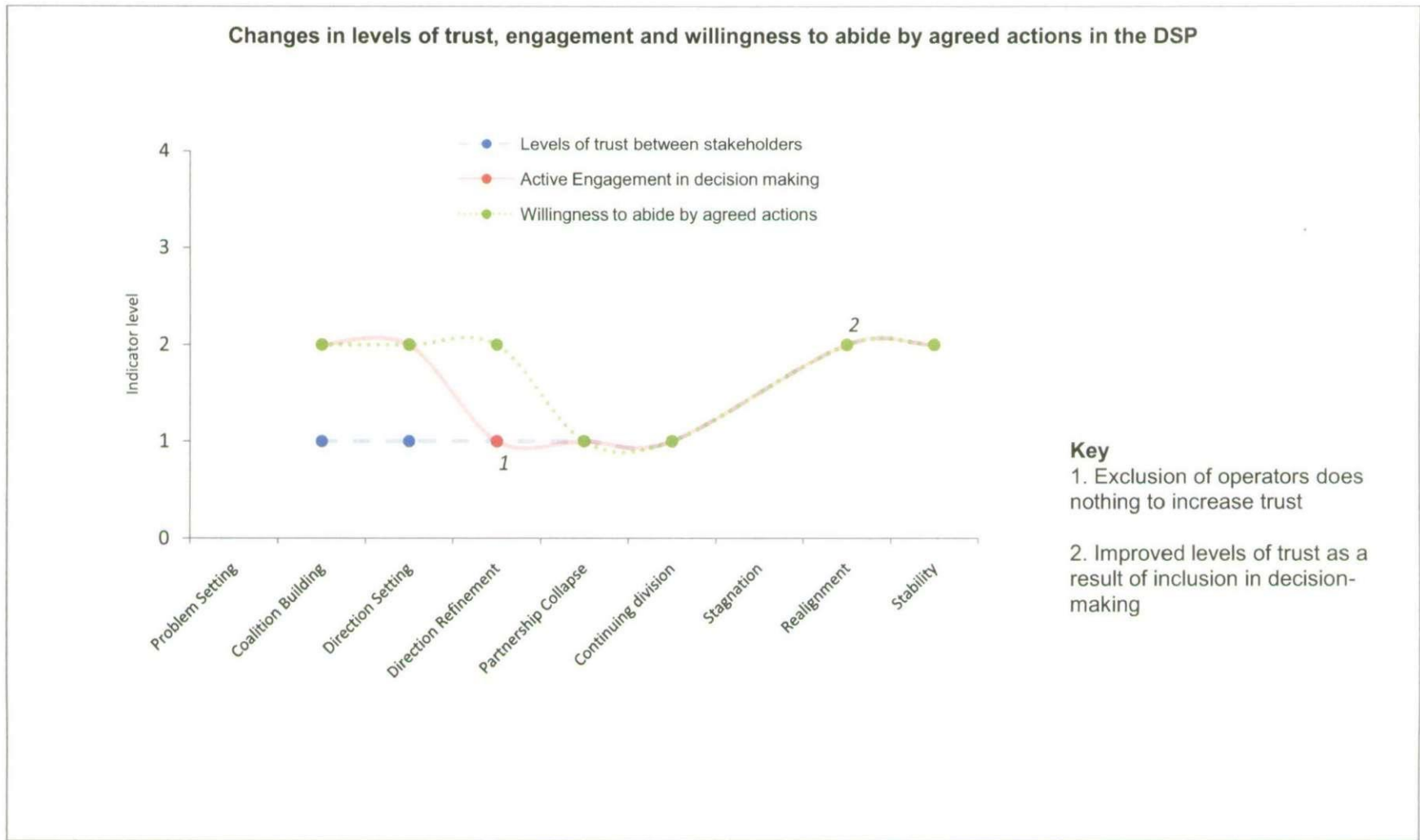
**Figure 8.3.** Changes in the extent to which individuals have shaped the partnership process.

sensitivity, diplomacy and good communication skills of individuals in shaping the effectiveness of partnerships.

The impact of trust on partnership performance: One of the most entrenched and persistently cited causes of a lack of progress which emerged from the case study partnerships was the lack of trust between public and private sector stakeholders. During interviews, operators in the SDWF, DSP and PMCG expressed the view that they were not trusted by statutory agencies to sustainably manage the resources on which their businesses were based. In all three partnerships, this lack of trust was bound up with the hierarchical use of different forms of knowledge and, in particular, the way that 'scientific' knowledge appeared to be valued more highly than local knowledge and experience. As a result, the privileged position of the 'expert' in these case study partnerships was difficult to shift. Evidence of this failure was particularly clear in the DSP partnership, in that codes of conduct were developed by 'scientists' with little input from, or consultation with, operators. The divisive effect of such a knowledge hierarchy was particularly damaging. The lack of trust in the ability of operators to 'self-police' their industry also fuelled perceptions that the original intention and purpose of the partnership had been to use voluntary regulation as a prelude to statutory regulation and, as a result, their level of engagement with the partnership declined (Point 1 in Figure 8.4). Similarly, in the PMCG, conflict was also centred on a lack of trust in operators to adhere to codes of conduct and was beginning to threaten the stability of the partnership.

However, as can also be seen from Point 2 in Figure 8.4, improvements in the level of trust between stakeholders occurred in the DSP as a result of changes in other related variables. Relations between the public sector and operators began to





**Figure 8.4.** Correlation between levels of trust between stakeholders, engagement in decision making and the willingness of operators to abide by a code of conduct in the DSP.

improve when commercial operators gained access to the Steering Committee, and later, when a new Project Manager was appointed and worked to reconcile the two groups. Evidence from this study clearly demonstrates that levels of trust between stakeholders can be fluid. Unfortunately, although easily broken, trust can be much more difficult and time consuming to rebuild. Achieving good levels of trust between public and private sector stakeholders, by building clear understanding of differing needs and constraints amongst stakeholder groups, must therefore be a priority for partnership convenors and managers.

### **8.2.3 Determinants of effectiveness associated with the achievement of outcomes and outputs**

#### ***Achievement of partnership goals***

Productivity provides a measure of how well partnerships have achieved what they set out to do and, as such, is one of the most widely used measures of partnership performance (Pawson and Tilley 1997). Ongoing evaluation should be embedded within the processes of partnership action to enable Steering Committees and project staff to regularly check progress towards achieving short-term objectives (or outputs) and longer-term aims (outcomes). Measuring the performance of partnerships should then be a relatively straightforward process of seeking evidence. From the achievement of short-term objectives, an assessment can be made on the likelihood that the partnership will achieve long-term aims and any necessary action can be taken to improve performance.

Achievement of outcomes: None of the three partnerships studied had clearly defined aims and, therefore, measuring the achievement of outcomes was

impossible. In stating their purpose as the 'sustainable development' of marine nature-based tourism, all three partnerships appeared to be primarily focussed on promoting sustainable marine wildlife tourism, and yet all three had in reality focussed attention on the development of regulation. The SDWF and DSP included an aim which was directed at maintaining or improving the ecological status of the locally resident bottlenose dolphin populations. The Shannon partnership stated at the outset that it would:

*'Maintain the dolphin population and habitat in a favourable conservation status'* (Irish Whale and Dolphin Group and Kiltrush Urban District Council 1999, p.33).

Similarly, the DSP intended to:

*'Reduce the potential impact that cetacean watching boats can have on the status, distribution or behaviour of the resident bottlenose dolphin population'* (Arnold 1997, p.19).

However, there were no clear mechanisms for monitoring or evaluation of progress embedded within any of the three partnerships' objectives. As a result, there can be no clear attribution of the benefits of the partnerships for wildlife conservation. Some research and monitoring was carried out by other organisations and individuals, but these appear to have been incidental and were not tailored towards assessing the achievement of specific partnership objectives. It would therefore seem that the benefits to wildlife of partnership action were accepted by those convening these partnerships as implicit. If the direct attribution of partnership benefit to wild and mobile marine wildlife was likely to be difficult to achieve, it is curious that, at the outset, partnership Steering Committees chose to set out their purpose to 'develop sustainable cetacean watching' or 'maintain the conservation status' of marine wildlife, when they had no clear ability to measure or evaluate such a purpose.

Achievement of outputs: The short-term outputs of the three case study partnerships were also extremely vague, with little detail on how they were to be achieved. In the Shannon partnership, following early research funded by Shannon Development to assess the abundance and distribution of bottlenose dolphins in the estuary, there appears to have been little specific research to assess and evidence the effect of control on the policy target. Although ongoing monitoring of tour boat activity was carried out, it was intended for use by the NP&WS, the statutory body with responsibility for cetacean conservation, rather than the partnership. Additionally, the monitoring appears only to have been carried out as a requirement driven by the designation of the estuary as a candidate SAC. There is also little evidence that the data produced by the tour boat monitoring programme was used to inform the licensing system for commercial operators. Frequent code transgressions did not appear to have been penalised through licensing restrictions. With no statutory powers to intervene in any other marine activities occurring in the estuary, such as shipping, leisure tourism and heavy industry, it is not clear how the partnership intended to achieve the objective of maintaining the dolphin population and its habitat in other than by raising awareness amongst all stakeholders.

In terms of the objective of the DSP to reduce the impact of cetacean watching vessels, some research had been commissioned by the partnership and carried out by the University of Aberdeen Lighthouse Field Station during the early problem setting stages (Arnold 1995; Curran *et al.* 1995). The purpose of this research, however, was to develop a code of conduct for commercial operators and not to establish a benchmark against which to measure progress towards

reducing the impact of cetacean watching. Although a programme of monitoring was identified from the outset as an important component of the DSP accreditation scheme, this monitoring evaluated operator behaviour and did not monitor the impact of dolphin-watching vessel activity on cetacean behaviour or conservation status. Therefore, in common with the SDWF, this partnership had no statutory basis and little baseline data against which to measure any adverse impacts which arose specifically from boat-based commercial dolphin-watching.

In alluding to the 'sustainable' development or use of the marine wildlife resource, all three partnerships invoked the precautionary principle in attempting to pre-empt potential damage to key marine species. In doing so, however, these three partnerships made no clear decisions on, nor any commitment to, determining the level of commercial marine wildlife tourism activity that would be 'sustainable', and had no scientific evidence or monitoring procedures in place to evaluate the effectiveness of their actions.

Given the lack of clearly stated partnership objectives against which to measure progress, it is difficult to discern how well these case study partnerships were progressing towards the achievement of either outputs or outcomes. However, as has been noted in Chapter 2, the achievement of partnership outputs and outcomes is also inextricably linked to the quality of the partnership process. The influence of partnership activity on policy development therefore provides an additional yardstick against which to measure partnership performance.

### ***Ability to influence policy***

Both the DSP and PMCG partnership narratives provide examples of the strengthening of local environmental policies and development of cross-compliance between agencies as a direct result of partnership activity. These achievements had not necessarily been foreseen as intended outputs from partnership working, but reflect the unintended policy benefits which can emerge from partnership activity. Although commercial marine nature-based tourism activity was not subject to statutory control in the DSP, marine safety legislation which required that vessels were licensed to carry passengers did apply. In 2001, the Steering Committee decided to take steps to tie statutory passenger vessel licensing to DSP accreditation for operators. Vessels which carried less than twelve passengers and operated within the inner Moray Firth were licensed by the Highland Council. Those vessels which carried more than twelve passengers in the inner Firth, and all passenger vessels in the outer Firth, were licensed by the Maritime and Coastguard Agency (MCA). Although the MCA decided not to couple licensing to DSP accreditation, the Highland Council did. As a result, those operators whose vessels were licensed by the Highland Council were required to gain DSP accreditation before their new licenses were granted in 2002. Several local tourist boards also made DSP accreditation a condition of membership, thereby closing access to marketing and promotion opportunities to non-accredited operators. Similarly, in the PMCG partnership in 2007, the Pembrokeshire Coast National Park also implemented a similar policy preventing non-accredited operators from advertising in its annual visitor guide. The mutual alignment of policy between partner organisations demonstrated the development of 'joined-up thinking',

between separate public sector organisations, which is unlikely to have occurred if these organisations had not participated in partnership activity. In the SDWF, the partnership did achieve some progress in pushing the state conservation agency to consider drawing up limited protection measures to prevent disturbance to protected marine mammals. This legislation was never enacted, as it was superseded by EU legislation which required the state to designate the Lower Shannon estuary as a cSAC for the protection of bottlenose dolphins. At a later stage in this partnership, however, a lack of cross-departmental compliance over the issue of pair trawling in the Lower Shannon led to frustration and a lack of progress in ratifying the cSAC management plan. In this respect, the partnership appeared to have had little direct impact in influencing national policy.

Although the direct impact of these partnerships on policy-making was limited, they were nonetheless successful in bringing together public and private sector stakeholders with disparate economic development and environmental protection agendas, and developing some understanding of each others viewpoints. The case study partnerships (eventually) offered an important opportunity for deliberation between the public and private sectors about the need to manage commercial marine nature-based tourism activity. As noted by Forsyth (2005), such deliberative partnerships can be of benefit to all stakeholder groups because they offer opportunities to identify and reduce possible resistance to new regulations or interventions and allow partnerships to become more relevant to local needs.

### ***Perceptions of the value of partnership working***

Despite the difficulties and challenges experienced during the establishment and development of each of the case study partnerships, interviewees agreed that

partnerships were a 'good thing'. Several interviewees in each partnership had previous experience of both 'good' and 'bad' partnerships, and indicated that, on the whole, they felt that marine nature-based tourism partnerships were worth the effort. Perceived benefits of the partnership approach included the greater impact that collective voices could have in pushing actions forward, where individual calls for action had failed, and the opportunity to bring difficult issues into the open, and discuss and debate them in a non-personal way. In addition, in the Shannon case study, one interviewee who was not a member of the SDWF, but who was associated with the control of commercial shipping within the estuary, indicated that the partnership provided a single point of contact through which to consult with multiple organisations on specific issues relating to the local marine nature-based tourism industry. In all three cases, interviewees indicated that they would continue to participate in partnership activity and would be willing to participate in other partnerships in the future. Clearly, stakeholder perspectives on the value and benefits of partnership working are important in attracting and retaining their engagement. Steering Committees and partnership staff need to be aware of the impact of their actions and take steps to deal with conflicts in an open and fair manner to ensure that participants continue to feel that their contribution is valued and that their continued commitment is worthwhile.

### **8.3 Contextualising the environmental partnership approach: culture, politics and regulation**

As noted in Chapter 1 (section 1.5.4), a range of different approaches to the regulation of commercial marine nature-based tourism activities have been



developed around the world. These range from top-down regulation enforced by statutory agencies and bodies (such as legislation enshrined in the United States Marine Mammal Protection Act of 1972) to less formal self-regulation such as voluntary codes of conduct and accreditation schemes which rely on peer-pressure to achieve compliance (Garrod and Fennell 2004). At the time of this research (2005-2009), there are no statutory instruments in the UK designed to manage the impact of commercial marine nature-based tourism activity, although conservation legislation does provide some protection for key marine species through statutory instruments such as the Wildlife and Countryside Act 1981(as amended by the Countryside and Rights of Way Act 2000). In the absence of specific legislation, partnership has therefore become the dominant approach to managing commercial wildlife tourism activity in the UK. This partnership approach reflects changes in the mechanism of government (discussed in Chapter 1 section 1.2) away from wholly state-led regulation towards more participatory approaches and the development of self-regulation.

Evidence of a collaborative approach to the development of regulation was clear within the three case study partnership narratives. For example, in the Dolphin Space Programme (DSP), the intention of Scottish Natural Heritage (SNH) to work with the private sector to develop voluntary management controls was apparent from the outset although at times the implementation of such voluntary controls appeared to be somewhat heavy-handed. The drive for a collaborative approach was also evident in the Pembrokeshire Marine Code (PMCG) partnership, in that a voluntary code of conduct and access restrictions were developed with input from commercial operators, and enforcement in both the PMCG and DSP was expected

to be through self-policing. In contrast in Ireland, the Shannon Dolphin and Wildlife Foundation (SDWF) reflected a different institutional approach. Although the desire to influence environmental regulation was shared by both the private sector and semi-state development agencies, government departments responsible for the protection of the marine environment were reluctant to participate in the partnership and viewed the development and enforcement of regulation as their responsibility alone. This perspective reflected differences in the mode of government between the UK and Ireland, in terms of the degree to which the partnership approach has become embedded as an accepted mechanism for environmental management. The apparent lack of a marked shift towards more bottom-up governance approaches in Ireland is also reflected in the lack of established collaborative and integrative approaches to coastal management (Brady *et al.* 1997a; Brady *et al.* 1997b; Power *et al.* 2000).

Although this research did not examine the regulation of marine nature-based tourism from a neoliberal perspective, the process of neoliberalisation could be discerned to some degree within the development of the three partnerships, as one aspect of the way that commercial marine nature-based tourism was 'managed' within the case studies (Castree 2008). For example, neoliberal ideas were particularly apparent in the drive for a collaborative approach to managing the commercial industry and in the desire to implement voluntary controls as opposed to statutory regulation. In the partnerships studied here, neoliberalism was expressed through the development of 'light-touch' regulation which had been prompted by concerns for potential environmental damage (i.e. invoking the precautionary principle), rather than as a last resort where the development of

state-sponsored or market-led regulation had failed to materialise; a case of 'pre-regulation' rather than 'reregulation'. In addition, the three case studies also reflected the environmental paradox inherent within neoliberalism in that, as Castree (2008, p.150) notes; '*in giving full rein to capital accumulation it [neoliberalism] seeks to both protect and degrade the biophysical world*'. The initial driver for all three partnerships was the fear that unrestricted (capital) growth could result in irretrievable environmental degradation, and action was therefore sought to *protect* vulnerable species. Conversely, however, there was an underlying desire, particularly strongly expressed within the Irish case study, to stimulate growth and support the *expansion* (albeit in a supposedly 'sustainable' way) of the marine nature-based tourism industry.

The evidence from the case studies has also highlighted the difficulty in deciding whether inclusive decision-making (governance) has supplanted (or more likely has merged with) more traditional forms of state-led regulatory control. The results have shown that, although organisations and agencies with statutory responsibilities for environmental protection and management were, for the most part, willing to develop management tools in an inclusive manner with input from a broad range of stakeholders (although the process of inclusion was sometimes far from equitable), delegation of power and responsibility for decision-making did not occur to any great extent. In all three partnerships, state bodies retained authority for making key decisions on the scope and direction of partnership activity and, ultimately, for the form that any 'light-touch' regulation would take. Regulation in all three cases was applied unilaterally to the commercial marine nature-based tourism industry with little or no attempt made to regulate similar public activities.

The results of this study suggest that the management of commercial marine nature-based tourism should be part of the holistic management of the whole coastal and marine environment. The notion of 'integration' which underpins the concept of integrated coastal management implies that management plans and approaches should address the needs of all relevant (human and non-human) stakeholders. Currently, as has been shown in the three case study narratives, efforts to manage the growth of the commercial marine nature-based tourism industry have been largely de-coupled from the management of recreational marine nature-based tourism and other commercial and non-commercial uses of marine and coastal areas. This decoupling was particularly apparent in the Irish and Scottish case studies. Such a singular approach to management met with limited success, not least because many private sector stakeholders felt that they were being unfairly singled out for regulation and control. If regulation, albeit voluntary, is the preferred approach, then it must be situated in a wider management framework which is applied on an ecosystem basis, as opposed to being sector-specific. Such an holistic approach would, however, need to ensure that specific management tools were both nested within the overarching policy framework and, equally importantly, were developed with local (and lay) knowledge and expertise. Regulation (in whatever form) must be locally appropriate, workable and tailored to achieve specific, measurable and achievable targets. The Marine and Coastal Access Bill *may* offer an opportunity for such an approach to be developed in the UK marine and coastal environment.

#### **8.4 Practical and policy implications arising from the research**

Since the 1980s, partnership working has become common as a mechanism for delivering a wide range of services and testing and refining policy interventions across many sectors (Gray 1985; Gray 1989; Jamal and Getz 1995; Pierre 1998; Jordan *et al.* 2005). Partnerships are seen as being a 'good thing' in that they provide opportunities for stakeholders to identify issues and participate in the process of seeking solutions (Reid 1995). However, the evidence from the cases studied here reveals that partnership performance is complex and fluid, and partnerships may be less effective than they at first appear. In coastal environments, stakeholder engagement and partnership working are becoming increasingly dominant as a result of changes to the way that planning and management in coastal and marine environment is carried out (Gilliland and Laffoley 2008). Ensuring that partnerships are effective should be a priority for those responsible for developing, managing and planning in coastal and marine environments. Evaluation techniques therefore need to be adapted to enable changes in the determinants of effectiveness to be recognised and the resultant impact on partnership performance to be assessed. Otherwise, the development of policies will continue unchanged and partnerships will fail to perform effectively as a result.

The literature on evaluating partnership performance offers a plethora of different methodologies and tools from which to choose in order to assess whether partnerships are effective (see Chapter 2 for a discussion of evaluation theory and practice). Alongside the suite of tools available to measure partnership outputs and outcomes, there are also many approaches to evaluating the quality of the

processes of partnership (see Chapter 2 for a detailed discussion of partnership evaluation). The weakness of current approaches, however, is that they tend to treat effectiveness as an endpoint, the product of a set of variables acting on a linear (or in some cases a cyclical, step-wise) process of partnership progression. The results of this study have indicated that effectiveness is more accurately conceptualised as a composite, comprised of a set of determinants of effectiveness which may be internal or external (contextual) to the partnership.

Moreover, through the development of individual narratives tracing partnership evolution and development, this study has also shown that those determinants of effectiveness can and do change individually, and in relation to each other. In order to achieve success, partnerships therefore need to strive to achieve *and maintain* consistently high levels of the determinants of effectiveness associated with the context, process and outcomes of partnership, as shown in Chapter 2, Figure 2.1. Although the results of this study relate to marine nature-based tourism partnerships in the UK and Ireland, the findings have important implications for the design and implementation of partnerships in other policy environments, in the way that partnerships are initiated and managed, and also in the way that they are evaluated.

#### **8.4.1 Establishment and management of partnerships**

As the three case study partnerships have shown, there was considerable variation in the individual drivers for partnership formation and in the methods which partnerships used in order to implement their aim of achieving sustainable marine nature-based tourism. In addition, these marine nature-based tourism partnerships

did not appear to have clearly defined outputs or outcomes. In fact, none of the partnerships seemed to have clearly defined the concept of sustainable marine nature-based tourism, which formed their guiding purpose. There were no clear indicators or milestones identified in partnership objectives and no mechanisms in place to systematically measure progress towards achieving their overarching goals. Regardless of whether partnerships are initiated by government agencies or individuals, their purposes and aims must be clearly identified and defined by Steering Committees. Objectives should clearly show how partnership aims are to be met and should form the basis of transparent and well defined monitoring and evaluation which is embedded within the process of partnership. Where appropriate, external evaluation should also be carried out to supplement and independently validate the findings of internal evaluations.

The quality of the partnership process, in terms of equal inclusion in decision-making of all relevant stakeholders, is an important element of sustainable development and for non-output driven and non-time delimited partnerships, such as those studied here, is an important measure of their effectiveness. In this type of partnership, driven by the need to achieve loosely defined outcomes such as 'sustainable development', improved governance is needed to achieve long-term objectives (such as changes in attitudes) (Stojanovic and Barker 2008). However, policymakers are faced with a heterogeneous collection of partnership types which reflect specific local conditions. Consequently, centrally prescribed templates for the delivery of collaborative marine wildlife tourism management are likely to be, at best, inappropriate in some aspects and, at worst, unworkable. Therefore, partnership staff must ensure that all relevant stakeholders are identified and

engaged at the outset. Management tools and interventions must be devised which make use of multiple levels and types of knowledge. Partnership staff must take particular care to include stakeholders who are likely to be directly affected by the initiative in the process of negotiation. In this way, management tools and interventions are more likely to be attuned to the needs of stakeholders, and particularly the private sector. As evidenced in the PMCG, the development of locally appropriate interventions which have benefited from input from all sectors, not just the public sector, are also likely to be more widely adopted and adhered to than those which have not benefited from local input. Partnership staff must also be sensitive to, and take steps to mitigate, the practical and financial constraints which may prevent stakeholders from fully engaging with the collaborative process. Mitigation measures may include alternating the location of meetings or using technology such as video-conferencing to enable geographically disparate stakeholders to participate and providing funds to cover the costs of participation for stakeholders for whom partnership working is not part of their employment.

In addition, evidence from the research has shown that in developing specific management interventions, such as codes of conduct and accreditation schemes, policymakers should seek, value and use lay and non-expert knowledge alongside expert or scientific knowledge. The results from this research also support the findings of Treby and Clark (2004, p.356) in recognising the persistence of traditional linear forms of policy development in which scientific knowledge is used to turn '*scientific facts directly into policy decisions or actions*'. Such linear approaches are unsustainable in that they favour a one-way approach to policy formation and do little to ensure that economic and cultural concerns are given



equal consideration alongside environmental concerns. This type of policy making is therefore neither sustainable, in that it pays little heed to two out of the three pillars of sustainability, nor is it integrative because it does little to address the needs of all resource users. Allied to this criticism is the higher status attached to 'experts' and the sometimes critical way with which lay opinion is viewed. If lay knowledge is to be effectively incorporated into decision-making, partnership staff will need to support the development of capacity and confidence within non-expert stakeholders. Partnership staff will need good interpersonal skills to promote the use of such knowledge to those stakeholders who are used to relying on expert opinion alone. Lay knowledge, however, is also not without limitations (Stojanovic and Ballinger 2009) and therefore partnership staff will need to use both scientific and lay sources together to provide a more rounded and deeper understanding of the economic, environmental and cultural impacts of partnership actions.

The exclusion of private sector stakeholders from key decision-making bodies in the post-establishment stages of the DSP and SDWF reflected a concern amongst public-sector representatives that individual operators could not participate because, as a result of being in commercial competition with each other, one operator could not represent all operators. Although the basis of such a decision is understandable, it highlights the need for transparency and accountability across all sectors in nominating legitimate representatives. The difficulty in ensuring accountability in private sector representatives is particularly acute in marine nature-based tourism partnerships, where private sector participants are usually small businesses, often comprising less than five employees and often in direct commercial competition with each other. Partnership staff need to be aware of

these difficulties and support and encourage the private sector to find ways to enable representatives to be identified and represent their constituencies equitably and effectively through, for example, the formation of industry-based associations (such as the Wildlife Tour Boat Operators Society).

Securing adequate funding to initiate and, more importantly, to continue partnership action is urgently needed. If marine and coastal partnerships are to fulfil the role identified in the Marine and Coastal Access Bill, and provide a more effective mechanism to achieve participatory or 'bottom-up' governance, then the issue of funding must be addressed by policymakers. The absence of a secure, long-term funding base significantly hampered progress in all three case study partnerships. Several mechanisms emerged to deal with funding shortages, including external research consultancy in the SDWF and seeking small contributions from commercial operators in the PMCG. However, none of these approaches provided sufficient security to enable effective forward planning and resource shortage resulted in the curtailment of partnership activities in all three partnerships. Securing long-term funding will enable partnership staff and Steering Committees to redirect their efforts back towards the achievement of partnership goals and, as a result, partnerships are likely to achieve those goals more quickly and effectively.

Sharing best practice and providing opportunities for knowledge transfer appeared to have been very limited between the three partnerships. Although the SDWF and DSP had been invited to participate in Wild North, a transnational partnership project to develop best practice guidelines for the development of marine nature-based tourism in Iceland, there seems to have been only limited contact between

the three partnerships. Given that each partnership shared similar aims in developing sustainable marine nature-based tourism, and had found different ways to implement voluntary regulation, it would seem appropriate and valuable to establish a network and seek opportunities for information exchange amongst similar partnerships both in the UK and Ireland, and elsewhere. In some ways, it is surprising that knowledge transfer between partnerships has not already occurred and become formalised in a national association or network.

#### **8.4.2 Evaluation of partnerships**

The results from the partnerships studied here offer new insights into the effectiveness of partnerships established to manage marine nature-based tourism activities in that they have identified some of the key 'ingredients' for partnership success (see Chapter 2, Figure 2.5) in a context which has, to date, received little empirical attention. The results from this study have also explored empirically the concept of partnership effectiveness through an examination of how it is constituted and developed new insights into how it changes in response to internal and contextual stimuli. As a result, the effectiveness of partnerships has been reconceptualised as non-linear and non-cumulative, fluctuating in response to changes in conditions within and outside of partnerships. Emerging from this aspect of the research is a further set of issues which have important implications for how partnership performance is evaluated and how effectiveness itself is conceptualised.

In particular, those whose task is to evaluate partnerships need to understand that progress towards effectiveness is not linear. Therefore, policy evaluators might use

tools such as detailed partnership narratives, which trace changes across the range of determinants of effectiveness, including those associated with the context, process and outcomes of partnership working, to improve insights into this form of intervention. Evidence from the partnerships studied here also showed that variety in individual perspectives also existed within stakeholder groups and it is therefore important that, during the evaluation process, such groups are not treated as homogenous units simply because of their shared background or organisational similarities. In addition, changes in the external contexts within which partnerships operate must also be taken into account. The changing relationship between internal and external variables and their collective impacts both enable and constrain the development trajectories that each partnership takes.

It is therefore suggested that a partnership narrative approach has a potentially useful role in pinpointing key events in the development of a partnership and identify how those events have impacted on the performance of partnerships. Narratives provide a richer and more nuanced understanding of changes over time in the achievement of the determinants of effectiveness than current snapshot type approaches can. The narrative approach also allows the impact of external events and changes in partnership performance to be taken into account. Tracing changes in the achievement of the determinants of effectiveness can highlight not only whether a partnership is likely to achieve its goals, but also why it has performed as it has, and what is needed in order to improve performance in the specific local context within which the partnership operates.

### **8.4.3 Practical use of research findings for future partnership assessment**

The findings from this study also have important applications beyond the evaluation of performance by offering a mechanism for partnership staff and members to develop and maintain good practice within their partnerships. The construction of a detailed narrative of evolution and development offers a useful and reflexive tool to enable partnership staff to identify periods of difficulty as well as success, and to pinpoint the underlying reasons for these. The production and ongoing maintenance of detailed partnership narratives could therefore be embedded within the day-to-day management of a partnership, as a key element of internal short- and long-term monitoring and evaluation activities. For larger, multi-issue partnerships, narratives may need to be developed on a project-by-project or sub-group basis, rather than at the whole partnership scale. For partnerships or projects which are funded by external agencies, such an approach may also help in providing the necessary evidence of achievement of specific targets and objectives.

The use of the indicator framework described in Chapter 2, to provide a scoring mechanism to measure the achievement of key determinants of effectiveness, should also not be limited to use as a retrospective evaluation tool. The criteria used to score indicator levels shown in Table 3.10 (Chapter 3), for example, provides clear guidance on the steps that partnerships need to take in order to achieve a score of indicator level 3, the highest level of achievement. So, for example, if a partnership wishes to ensure that it achieves good quality stakeholder representation, it will need to work towards achieving level 3 criteria for indicators 1a, 1b and 1c (Table 3.10). Similarly, if a well established partnership has

completed a detailed narrative on its evolution and development and has identified a lack of commitment to implement agreed actions as a particular problem, steps can be taken to ensure that good information is available on which to base decisions; that decision-making is not limited by a lack of resources; and that decision-making bodies include representatives from those agencies with the necessary authority to make decisions (column 2 in Table 3.10). By using the indicator framework as a model of good practice, partnerships can take steps to move towards more effective operation and, just as importantly, ensure that they maintain that effectiveness.

### **8.5 An agenda for further research**

A single, short-term study can only begin to address the gaps in research which have been identified; both in terms of marine nature based tourism partnerships and the conceptualisation and measurement of effectiveness within partnerships. A number of areas for further research have therefore emerged during the course of this study.

While the findings of this research have provided a number of important insights into the effectiveness of marine nature-based tourism partnerships, and the way that effectiveness is constituted, their validity should also be tested in other partnerships in the marine environment, and in partnerships which exist outside of that environment. The use of partnership narratives may be particularly difficult in multi-issue partnerships, for example, and methodological refinements may

therefore be needed to allow narratives to be used effectively in multiple partnership types.

The focus of this research study has been more closely aligned to the policy and institutional factors which have stimulated partnership formation and development. It was clear from the results of the research, however, that, alongside political culture and prior experiences of partnership working, the drive for partnership action was also shaped by the social and cultural backgrounds, experience and expectations of the key protagonists. Further research may therefore take a theoretical perspective which is rooted in other disciplines, such as psychology, to examine the personal motivations of individuals in initiating or participating in collective action, and identify the optimum mix of skills and personalities for effective partnership.

Such an approach would also help to shed light on the way that the different types of knowledge and information which are available to partnerships (through lay and scientific sources, for example) are perceived and used by different stakeholders. Building on such research, further study could also work to identify the limitations of these two types of knowledge in developing marine and environmental regulation, and endeavour to find ways to remove barriers to achieve better levels of integration between them. With appropriate integration, the quality of environmental decision-making might be improved, which would be particularly relevant to coastal management partnerships seeking to integrate potentially conflicting resource uses (Stojanovic and Ballinger 2009).

Associated with differing stakeholder perspectives, a key difference between marine nature-based tourism partnerships and more general coastal management partnerships is the direct impact of regulation, such as codes of conduct, which has been developed through partnership activity on multiple small and medium sized enterprises (SMEs). Evidence from the case study partnerships has revealed the close coupling of partnership action on business practice within marine nature-based tourism and means that it is essential that business operators are fully engaged in developing codes of conduct and other management tools. However, as a result of the persistence of traditional decision-making structures in which the public sector dominate, individual business participants have limited legitimacy as representatives of the wider stakeholder group and, as a result, have limited influence on the development of regulation. It is therefore important to focus research on how informally constituted private sector groups, such as marine nature-based tourism operators, could gain legitimacy and access to decision-making structures without the need to necessarily establish formal industry-based associations, such as WTBOs, for example.

Allied to research which examines how businesses can be more effectively engaged, further research might also usefully focus on the contribution that British attitudes to the marine environment, and freedom of access to the sea have had on a number of determinants of effectiveness associated with willingness to participate and willingness to abide by partnership actions, such as codes of conduct, for example. A number of interviewees alluded to the cultural norms associated with the notion of Britain as a seafaring nation, and the perception amongst some individuals that access to the sea should therefore be free and



unregulated. Such an approach would be helpful in identifying possible barriers to the implementation of regulation and would carry particular relevance for current approaches to proposed regulation associated with marine spatial planning and ecosystem-based approaches to managing marine wildlife.

## **Appendix 1**

### **Pilot study results**

## **Results from phase 1: Pilot Study**

### ***Overview***

Dart Estuary Environmental Management is a coastal management partnership responsible for developing and implementing an integrated management plan for the Dart estuary. The partnership was established in 1996. Prior to 1996, management of the estuary was undertaken by individual agencies acting alone, with little or no coordination or collaboration. The partnership operates through an Estuary Officer, appointed by a Steering Committee. The Steering Committee comprises representatives from those organisations contributing significant funds to the partnership, together with two elected representatives from the wider membership body (the Dart Forum). The wider membership body, the Dart Forum, was established by Dart Estuary Environmental Management to provide an opportunity for stakeholders to become involved in the process of estuary management across all sectors and to offer an opportunity for stakeholders to provide feedback on the success or otherwise of plan implementation. Membership of the Forum is open to any organisation with an interest in matters relating to the estuary.

### ***Partnership effectiveness***

Using a conceptual framework as the basis to assess the quality of local collaboration in tourism policymaking, Bramwell and Sharman (1999) identified the equity and inclusiveness of stakeholder representation as an important component of partnership effectiveness. Although the Dart Forum appeared to achieve a high level of stakeholder participation across a range of sectors, interviewees identified a number of key stakeholders who were not participating, which was potentially limiting the quality of collaboration. In addition, several interviewees indicated that not all members were equally committed to the partnership or the implementation of agreed policies and were therefore limiting the effectiveness of voluntary intervention measures designed to protect vulnerable species. This partial commitment was potentially damaging the partnership's ability to deliver its stated objectives.

Membership of the Steering Committee was essentially limited to those organisations making a significant financial contribution to the partnership, with the role of Chair limited to the two organisations providing the greatest financial contribution. Opportunities for non-funding stakeholder members of the Forum to join the Steering Committee were limited to two places, attained through successful selection by a forum-wide election process. The rather closed nature of the Steering Committee, based on stakeholders' ability to contribute financial resources, inevitably favours organisations such as local authorities and other statutory agencies with significant financial power, reinforcing more traditional top-down approaches to estuary management. Conflict and lack of consensus

concerning key issues also emerged as a factor limiting the effectiveness of the partnership in delivering fully integrated coastal management (Jamal and Getz 1999). However, although there appeared to be a lack of consensus in certain areas, agreement was achieved on the general principles behind the action, resulting in partial consensus (Bramwell and Sharman 1999) and enabling implementation of the policy, albeit at a reduced scale.

More inclusive aspects of governance were reflected in opportunities for dialogue between the Forum and the Steering Committee, with the Estuary Officer also acting as a conduit for discussion between stakeholders with opposing views. In addition, the partnership itself had an opportunity to contribute to the development and implementation of policy at a higher level through participation in a national coastal management working group. Despite a lack of full consensus across all sectors, the partnership nevertheless appeared successful in attracting and retaining stakeholders, who felt that participating was worthwhile as a result of key individuals and facilitators who took time to talk to them and listen to their concerns. This activity appeared to contribute considerably to the effectiveness of the partnership by maintaining stakeholder trust in, and commitment to, the partnership (Edwards *et al.* 2000).

The establishment of the partnership has enabled a more coherent and unified approach to management of the estuary and has resulted in the resolution of conflict between traditionally opposing stakeholder views. However, although this represents a move towards a more open and consultative style of government (Rhodes 1996), it is difficult, within this small pilot study, to ascertain whether there has been a significant devolution of policy making responsibility to stakeholders, or whether in fact they are simply offered more opportunities to discuss proposed future policy (Murdoch and Abram 1998). The results from the brief exploration of this partnership would suggest that it has achieved the level of participation by consultation (Pretty 1994) in that stakeholders are invited to share their views, but key decision making power remains with external and statutory agencies.

### **Conclusions**

The pilot study has empirically tested case study methods within the context of an existing coastal management partnership and has identified a number of issues associated with the level and intensity of stakeholder participation. These included the equity and inclusiveness of the collaboration itself and the levels of consensus achieved in agreeing management interventions to protect vulnerable marine species. However, as a result of the broad focus of the coastal management partnership examined within the pilot study, it has been difficult to explore and develop this thesis clearly. It is therefore proposed that the next stage of research will focus more clearly on issues of effectiveness by examining partnerships whose core activity is focused primarily on one sector, enabling a clearer understanding of

the changes within individual effectiveness variables, their relationship to each other and their collective impact on partnerships across all sectors. Comparative evaluation of the experience and effectiveness of such partnerships will be crucial in identifying models of best practice to inform future policy concerned with achieving sustainability within marine nature-based tourism.

## **Appendix 2**

### **Database of coastal partnerships**

Map Number	Partnership name	Scale/type	Operational focus	UK Location	Source	Reference
	<b>Ireland</b>					
1	Irish Whale and Dolphin Group	Country-wide	Ireland (Eire)	Co. Clare	The Best Whale Watching in Europe	Hoyt, 2003
2	Shannon Dolphin & Wildlife Foundation	estuary-based partnership	Ireland (Eire)	Co. Clare	The Best Whale Watching in Europe	Hoyt, 2003
	<b>Northern Ireland</b>					
3	Strangford Lough	Network of organisations involved in integrated management of sea lough & surrounding communities	Sea lough	NE northern Ireland	Assessment of the effectiveness of local coastal management partnerships as a delivery mechanism for integrated coastal zone management	ITAD Ltd., 2002
4	Northern Ireland Coastal Policy Group	see NW Coastal Forum web page for contact details	Region wide	Northern Ireland	CoastNET Links page	
	<b>Scotland</b>					
5	Atlantic Coast (Wester Ross) Project	Short term coastal partnership	Wester Ross coastline	North west Scotland	Stojanovic 2008	Stojanovic 2008
6	Clyde SSMEI	Single estuary but wide area at mouth.	Clyde estuary & coastline	West Coast of Scotland	Stojanovic 2008	Stojanovic 2008

7	Cromarty Firth Liaison Group	Estuary based group	Cromarty Firth (now a part of the Moray Firth Partnership)	North East Scotland	Assessment of the effectiveness of local coastal management partnerships as a delivery mechanism for integrated coastal zone management	ITAD Ltd., 2002
8	Dolphin Space Programme	Estuary based group	Moray Firth	North East Scotland	The Best Whale Watching in Europe	Hoyt, 2003
9	East Grampian Coastal Partnership	Based on a section of coast	East Grampian coast	North East Scotland	Stojanovic 2008	Stojanovic 2008
10	Fair Isle Marine Environment Tourism Initiative	Island-based group	Fair Isle	Northern Scotland	Assessment of the effectiveness of local coastal management partnerships as a delivery mechanism for integrated coastal zone management	ITAD Ltd., 2002
11	Firth of Clyde Forum	Single estuary but wide area at mouth.	Clyde estuary & coastline	West Coast of Scotland	DEFRA marine strategy package consultees	<a href="http://www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm">www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm</a>



12	Forth Estuary Forum	Estuary-based forum	Forth Estuary	Eastern Scotland	Assessment of the effectiveness of local coastal management partnerships as a delivery mechanism for integrated coastal zone management	ITAD Ltd., 2002
13	Loch Ryan Advisory Management Forum	Loch based group	No web site found	No info found	Assessment of the effectiveness of local coastal management partnerships as a delivery mechanism for integrated coastal zone management	ITAD Ltd., 2002
14	Loch Torridon Project	Sustainable fisheries project	Loch Torridon?	North West Scotland	Stakeholder Representation and the democratic basis of coastal partnerships in the UK	Fletcher, 2003
15	Minch Project	Area of sea	Minch area	North West Scotland	Assessment of the effectiveness of local coastal management partnerships as a delivery mechanism for integrated coastal zone management	ITAD Ltd., 2002

16	Orkney Marine and Coastal Forum	Based on a group of islands	Orkney Islands	North East Scotland	Stojanovic 2008	Stojanovic 2008
17	Moray Firth Partnership	Covers the whole estuary	Estuary-wide	Moray Firth	DEFRA marine strategy package consultees	<a href="http://www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm">www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm</a>
18	Outer Hebrides Marine and Coastal Partnership (CoastHebrides)	Covers whole of Outer Hebrides coastal area	Outer Hebrides coasts	North west Scotland	Stojanovic 2008	<u>Stojanovic 2008</u>
19	St Abbs & Eyemouth Voluntary Marine Reserve	Section of coastline designated as VMR	from Thrummie Carr in the north to Hairy Ness in the south. It extends out to the 50m depth contour and covers 1030 Ha.	Berwickshire, SE Scotland;	questionnaire respondent	
20	Scottish Coastal Forum	National (Scotland)	Scotland	Scotland	DEFRA marine strategy package consultees	<a href="http://www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm">www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm</a>
21	<b>Scottish Marine Wildlife Operators Association</b>	<b>Regional</b>	<b>Scotland-wide</b>	<b>West Coast of Scotland</b>	<b>The Best Whale Watching in Europe</b>	<b>Hoyt, 2003</b>
22	Shetland SSMEI (Scottish Sustainable Marine Environment Initiative)	Local	Shetland	NE Scotland	Stojanovic 2008	Stojanovic 2008
23	Solway Firth Partnership	single estuary - cross border (England & Scotland)	Solway Firth Estuary	North West coast of UK	PISCES web site	<a href="http://www.northwestcoast.org.uk/PISCES.htm">www.northwestcoast.org.uk/PISCES.htm</a>
24	Sound of Mull SSMEI	Section of coastline plus Isle of Mull	Sound of Mull	North west Scotland	Stojanovic 2008	<u>Stojanovic 2008</u>

25	Tay Estuary Forum	Estuary-based forum	Tay Estuary	Eastern Scotland	Assessment of the effectiveness of local coastal management partnerships as a delivery mechanism for integrated coastal zone management	ITAD Ltd., 2002
26	Tourism and Environment Forum (includes Dolphin Space Programme)	Scotland-wide multi-agency partnership	Scotland-wide	Inverness	The Best Whale Watching in Europe	Hoyt, 2003
27	Western Isles Coastal Zone Management Forum	Section of coastline and islands	Western Isles	North west Scotland	Stojanovic 2008	Stojanovic 2008
28	Wild Isles	Island-based partnership	Mull and Iona specific focus	Western Scotland	Web search	
29	Wild Scotland	An association for Scottish Wildlife and nature tourism operators	Scotland wide - specific focus is on wildlife based tourism (both marine and non-marine based)	Kincraig	Tourism & Environment Forum newsletter	<a href="http://www.greentourism.org">www.greentourism.org</a>
	<b>Wales</b>					
30	Anglesey Countryside Forum	? No information found	Isle of Anglesey	Wales	Stakeholder Representation and the democratic basis of coastal partnerships in the UK	Fletcher, 2003

31	Cardigan Bay SAC Forum	Marine SAC (candidate) protected area	Cardigan Bay	West Wales	Assessment of the effectiveness of local coastal management partnerships as a delivery mechanism for integrated coastal zone management	ITAD Ltd., 2002
32	Green Seas Initiative (Mor Glas)	Coastline-wide	Wales coastline	Wales	Pembrokeshire Coastal Forum website	
33	North Wales Coastal Forum	Does not seem to exist any more. Subsumed into the Wales Coastal and Maritime Partnership (see below)?			Stakeholder Representation and the democratic basis of coastal partnerships in the UK	Fletcher, 2003
34	Pembrokeshire Coastal Forum	Full length of county coastline plus as far inland as ICZM needs to enable issues to be tackled.	Pembrokeshire coast & inland	South west wales	DEFRA marine strategy package consultees	<a href="http://www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm">www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm</a>
35	Pembrokeshire Marine Code Group	Coastline - centred group	Pembrokeshire	South West Wales	Questionnaire respondent	
36	Pembrokeshire Outdoor Charter Group	Coastline - centred group	Pembrokeshire	South West Wales	Questionnaire respondent	
37	Severn Estuary Partnership	Estuary wide, cross-border partnership (England & Wales)	Severn Estuary	South West	DEFRA marine strategy package consultees	<a href="http://www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm">www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm</a>
38	Teifi Estuary Environmental Management Initiative	Estuary based management group	Teifi Estuary	West Wales	Stojanovic 2008	<a href="#">Stojanovic 2008</a>

39	Wales Coastal & Maritime Partnership	Wales-wide partnership	Entire coastline of Wales	South west	DEFRA marine strategy package consultees	<a href="http://www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm">www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm</a>
40	Welsh Coastal Forum	See NW Coastal Forum web pages for info.	Forum has been superceded by the Wales Coastal and Maritime Partnership.		North West Coastal Forum	
	<b>England</b>					
41	Action Mersey Estuary	Estuary based partnership covers whole of Mersey	Mersey	North west England	Stojanovic 2008	Stojanovic 2008
42	Alde and Ore Estuary Planning Partnership	Web site now withdrawn. Activity is part of Suffolk Coast and Heaths project			CoastNET Links page	
43	Atlantic Living Coastlines	Westcountry coastline focussed partnership	Devon & Cornwall	South West	Stakeholder Representation and the democratic basis of coastal partnerships in the UK	Fletcher, 2003
44	Avon Estuary Forum	Estuary based forum	Avon Estuary	South west	Stojanovic 2008	Stojanovic 2008
45	Berwickshire SSMEI	County-wide initiative	Berwickshire	north east England	Stojanovic 2008	Stojanovic 2008
46	Blackwater Project	Estuary-based Forum	Blackwater Estuary	South East	Stakeholder Representation and the democratic basis of coastal partnerships in the UK	Fletcher, 2003
47	Camel Estuary Advisory Group/Camel Estuary Initiative	Single estuary	Camel Estuary	South West	Management Plan/partnership documents	

48	Canterbury & Swale Education Business Partnership	Industry based not necessarily a coastal organisation			CoastNET Links page	
49	Chichester Harbour Conservancy	Harbour-wide	Chichester Harbour	South East	Web search	
50	Colne Estuary Project			South East	Stakeholder Representation and the democratic basis of coastal partnerships in the UK	Fletcher, 2003
51	Cornwall Biodiversity Initiative project (Cornwall's Wealth of Wildlife)	Cornwall-wide	Cornwall & Isles of Scilly	South West	Web search	accessed 4/05/2006
52	Cornwall CoaST Project/Network	Cornwall-wide	Cornwall & Isles of Scilly	South West	Web search	accessed 4/05/2006
53	Isles of Scilly Council (because it administers the AONB status and the Heritage Coast designation)	Regional	Isles of Scilly	South West	Management Plan/partnership documents	
54	Crouch and Roach Estuary Project	Estuary-based partnership	Crouch & Roach estuaries	South east	Essex County Council web site	Accessed 11/05/2005
55	Dart Estuary Forum (Inc. Dart Estuary Environmental Management)	Estuary based (ria rather than actual estuary)	Dart estuary	South West	DEFRA marine strategy package consultees	<a href="http://www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm">www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm</a>
56	Dee Strategy/Dee Estuary Partnership	Part of EU ECOSERT programme linking sustainable development to tourism.	Dee Estuary is one of three EU partners (Greece and Italy are the other two.	North West	Fowey Estuary Partnership web site links page	Accessed 11/05/2005

57	Dee Estuary Project	Made up of Dee Estuary Conservation Group, Dee Estuary Birding etc.	Dee Estuary	North West	Dee Estuary ECOSERT page.	
58	Delaware Estuary	Link from Fowey Estuary Partnership does not exist so think this is a dead or non-existent partnership.	south west England		Fowey Estuary Partnership web site links page	Accessed 11/05/2005
59	Devon Maritime Forum	Regional network	Devon	south west England	Stojanovic 2008	Stojanovic 2008
60	Dorset Coastal Forum	Covers area of coastline	Not clear but assume that it covers the entire length of the Dorset coast from Lyme Regis (west) to Upton (east).	South West	Assessment of the effectiveness of local coastal management partnerships as a delivery mechanism for integrated coastal zone management	ITAD Ltd., 2002
61	Dorset Coast Link	Covers area of coastline	Dorset coast	South west	Durlston Marine Project web site	
62	Duddon Estuary Partnership	Single estuary	Duddon Estuary	North West coast of England	DEFRA marine strategy package consultees	<a href="http://www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm">www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm</a>
63	Durham Heritage Coast Partnership	Area based- stretch of heritage coast	Short section of coast between Sunderland & Hartlepool	North East coast	DEFRA marine strategy package consultees & questionnaire respondent	<a href="http://www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm">www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm</a>
64	Durlston Marine Project	Single area focus	Coastline around Swannage	South east/west	CoastNET Links page	<a href="http://www.coastnet.org">www.coastnet.org</a>
65	East Riding Coastal Forum	Area of coastline under ICZM	Section of coastline from Bempton to Easington	North East coast	DEFRA marine strategy package consultees	<a href="http://www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm">www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm</a>

66	English Coastal Forum	England-wide network of coastal partnerships	England	DEFRA offices, Temple Quay, Bristol.	North West Coastal Forum web site	<a href="http://www.nwcoastalforum.co.uk">www.nwcoastalforum.co.uk</a>
67	Erme Estuary Conservation Group	Estuary based partnership	Erme Estuary	south west	Stojanovic 2008	<a href="#">Stojanovic 2008</a>
68	Essex Estuaries Initiative/Partnership	Regional network	Essex wide	South East	Stakeholder Representation and the democratic basis of coastal partnerships in the UK	Fletcher, 2003
69	Exe Estuary Management Partnership	Single estuary	Exe estuary	South West England	DEFRA marine strategy package consultees	<a href="http://www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm">www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm</a>
70	Falmouth Bay & Estuaries Initiative	Bay and single estuary	Falmouth bay and Fal river	South West	Management Plan/partnership documents	
71	Fowey Estuary Partnership	Estuary based partnership	Fowey Estuary	South West	Stakeholder Representation and the democratic basis of coastal partnerships in the UK	Fletcher, 2003
72	Hamble Estuary Partnership	Estuary based partnership	Hamble Estuary	South East	Stojanovic 2008	Stojanovic 2008
73	Helford VMCA	River based partnership	Helford River	South West	Fowey Estuary Partnership web site links page	Accessed 11/05/2005



74	Humber Forum	estuary/coastline	Humber Estuary	North East coast	Assessment of the effectiveness of local coastal management partnerships as a delivery mechanism for integrated coastal zone management	ITAD Ltd., 2002
75	Isle of Wight Estuaries Project	Estuary-based partnership	The current focus of the project is the management of the Medina Estuary and the Western Yar Estuary.	South East	CoastNET Links page	
76	Kent Coastal Network	Network of coastal stakeholders along Kent coast	Kent coastline	South East	Stojanovic 2008	Stojanovic 2008
77	Lyme Bay and South Devon Coastline Group	Bay and coastline group	Lyme Bay/South Devon	South West	Management Plan/partnership documents	
78	Medway & Swale Estuary Partnership	Estuary based partnership	Medway and Swale estuaries	South East	Stakeholder Representation and the democratic basis of coastal partnerships in the UK	Fletcher, 2003
79	Mersey Strategy (part of the Mersey Basin Campaign). The Mersey Partnership?	Partnership covers the whole river basin	Mersey and Ribble Basin	North West England	Stakeholder Representation and the democratic basis of coastal partnerships in the UK	Fletcher, 2003

80	Morecambe Bay Partnership	Area based - Morecambe Bay	Morecambe Bay	North West coast of England	DEFRA marine strategy package consultees	<a href="http://www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm">www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm</a>
81	Norfolk Coast Partnership	AONB-based partnership	Norfolk Coast from East of Weybourne to The Wash.	South east	CoastNET Links page	
82	North Devon AONB Partnership	AONB-based partnership	North Devon	south west	Stojanovic 2008	<a href="#">Stojanovic 2008</a>
83	North Yorkshire & Cleveland Coastal Forum	Area of coastline under ICZM	Section of coastline from Saltburn to Speeton	North East coast	DEFRA marine strategy package consultees	<a href="http://www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm">www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm</a>
84	North West Coastal Forum	Area-based coastal forum	North west coast of England	North West England	CoastNET Links page	
85	Poole Harbour Steering Group	Harbour focussed group	Poole Harbour	South East/West	Stakeholder Representation and the democratic basis of coastal partnerships in the UK	Fletcher, 2003
86	Purbeck Marine Wildlife Reserve (Dorset Wildlife Trust)	Coastline based	8 miles of coast from St Albans Head to Mupe Bay in Purbeck and up to 2km out to sea. (Kimmeridge, Dorset)	South East/West	questionnaire respondent	
87	Ravenglass Coastal Forum	Estuary based partnership	Ravenglass estuary	North west England	Stojanovic 2008	Stojanovic 2008
88	Ribble Estuary Partnership	Area based - Ribble Estuary	Ribble estuary & surrounding coastline	North West coast of England	DEFRA marine strategy package consultees	<a href="http://www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm">www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm</a>
89	Romney Marsh Countryside Project	Coastline-based partnership	Coast and countryside of Romney Marshes	South Eastern England	Stojanovic 2008	<a href="#">Stojanovic 2008</a>

90	Rye Bay Countryside Project	Coastline based	Rye Bay	South east	CoastNET Links page	
91	Salcombe-Kingsbridge Estuary Conservation Forum	Estuary based partnership	Salcombe and Kingsbridge Estuary	South west	Stojanovic 2008	<a href="#">Stojanovic 2008</a>
92	Sefton Coast Partnership	Area based - Sefton coastline between Ribble and Mersey estuaries	coastline	North West coast of England	DEFRA marine strategy package consultees	<a href="http://www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm">www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm</a>
93	Solent Forum	Area of coastline & estuary	The Solent'	South East coast	Assessment of the effectiveness of local coastal management partnerships as a delivery mechanism for integrated coastal zone management	ITAD Ltd., 2002
94	South Devon AONB Partnership	AONB-based partnership	South Devon coastline	South west	Stojanovic 2008	Stojanovic 2008
95	South Downs Coastal Group	Coastal Defence group	South Downs coastline from Selsey Bill to Beachy Head?	South East coast	CoastNET Links page	
96	South East Coastal Group	regional (south east)	Kent, East Sussex,	South East England	web search	
97	Suffolk Coast and Heaths Project	AONB-based partnership	Suffolk Coastline from Kessingland in North to Harwich in south.	South East	CoastNET Links page	
98	Stour and Orwell Estuaries Management Group	AONB-based partnership	Suffolk Coast and Heaths AONB	Eastern England	Essex County Council web site	Accessed 11/05/2005
99	Tamar Estuary Consultative Forum	Estuary-based Forum	Tamar Estuary	South West	Management Plan	

100	Taw Torridge Estuary Forum	Estuary based (junction of two rivers - Taw and Torridge)	Taw Torridge estuary	South West	DEFRA marine strategy package consultees	<a href="http://www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm">www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm</a>
101	Tees Estuary Management Partnership	estuary wide?	Tees Estuary & Port	North East England	Stakeholder Representation and the democratic basis of coastal partnerships in the UK	Fletcher, 2003
102	Tees Valley Partnership	Estuary (drowned river valley?)	Triangle around the Tees Valley from Hartlepool to Darlington to Guisborough.	North east England	CoastNET Links page	
103	Teign Estuary Partnership	? Web site is part of Teignbridge DC.	Teign estuary	South West	DEFRA marine strategy package consultees	<a href="http://www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm">www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm</a>
104	Thames Estuary Partnership	Estuary and river integrated management	Thames estuary	South East England	Web search	accessed 4/05/2006
105	Thanet Coast Project	Project focusing on small section of coastline	Thanet coast and Pegwell Bay	South East England	Web search	accessed 4/05/2006
106	<b>Torbay marine ecotourism Partnership</b>	<b>Area of coastline</b>	<b>Torbay</b>	<b>South West</b>	<b>Prior knowledge</b>	
107	Turning the Tide on the Coast of Durham	Area of coastline	Durham Heritage Coast	North east England	CoastNET Links page	
108	Wash Estuary Strategy Group	Coastline -based partnership	The Wash	Eastern England	Web search	accessed 4/05/2006
109	Wear Estuary Forum	Estuary-based group	Wear Estuary	north eastern England	Stojanovic 2008	Stojanovic 2008

110	Western Yar Estuary Management Committee	Estuary based committee	Yar Estuary	South East	Stojanovic 2008	Stojanovic 2008
111	White Cliffs Countryside Project	Coastline-based partnership	Coast and countryside of Dover and Shepway	South Eastern England	CoastNET Links page	
112	Wirral Coastal Partnership	Coastline-based partnership	Wirral coast	north west England	Stojanovic 2008	Stojanovic 2008
113	Yealm Estuary Conservation Group	Estuary based partnership	Yealm Estuary	South west	Stojanovic 2008	Stojanovic 2008
	<b>National</b>					
114	PISCES - Partnership of Irish Sea Coast and Estuary Strategies	Grouping of 10 coastal initiatives located on North West coast of UK	North West coast of Scotland, England & Wales (but focus is estuary/partnership based).	No central office. Activities carried out through project officers of individual partners	PISCES web site	<a href="http://www.northwestcoast.org.uk/PISCES.htm">www.northwestcoast.org.uk/PISCES.htm</a>
115	<b>WISE Scheme (not sure how much of a partnership this is, as it is run by MER consultants - multiple public and private sector (charities) sponsors though).</b>	<b>UK wide but in effect currently all accredited operators are West Coast of the UK based (some in E Scotland now joining though).</b>	<b>UK</b>	<b>Falmouth (MER consultants)</b>	<b>Prior knowledge</b>	
116	Local Government Association Coastal Issues Special Interest Group	UK-wide special interest group	UK	Lead Officer based in Scarborough.	Gill Glegg	
	<b>Transnational</b>					
117	Biscay Dolphin Research Programme	Wildlife research programme based on P&O 'Pride of Bilbao' ferry route.	Bay of Biscay	Not clear	DEFRA marine strategy package consultees	<a href="http://www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm">www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm</a>

118	CoastNET	Worldwide coastal network for all organisations working in coastal management	Coastal areas worldwide	Colchester	DEFRA marine strategy package consultees	<a href="http://www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm">www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm</a>
119	Irish Sea Forum	cross national	Irish Sea	North West of UK	Directed by questionnaire respondent	

## **Appendix 3**

### **Questionnaire**



Faculty of Social Science and Business  
**School of Geography**

University of Plymouth  
Drake Circus  
Plymouth  
Devon PL4 8AA  
United Kingdom

tel +44 (0) 1752 233 053  
fax +44 (0) 1752 233 054  
[www.geog.plym.ac.uk](http://www.geog.plym.ac.uk)

Dear CoastNET Member

I am writing to you to ask for your participation in a preliminary survey about marine and coastal tourism partnerships, which forms part of my PhD thesis at the University of Plymouth.

The purpose of the questionnaire is to provide a range of background information to inform a larger research project on the role of partnerships in the marine wildlife tourism sector. The questions themselves are intended to identify the number, origins and geographical location of partnerships in this sector in the UK.

By marine wildlife tourism, I mean any activity undertaken by people which *intentionally* includes seeking out or encountering, marine flora and fauna. For example, going for a stroll along the beach is not marine wildlife tourism *unless* the specific intention was to find, watch or interact with marine wildlife. Marine wildlife tourism may also include activities such as diving or taking boat trips, where the primary aim is to see or interact with marine wildlife, rather than just to enjoy the scenery or visit a wreck on the seabed.

I very much hope that you will help me by sharing your knowledge of any partnerships, formal or informal, that exist within your area. Your anonymity is assured; all returned questionnaires will be collated and analysed together. Sources of information will not be disclosed to anyone and any details used will be reported anonymously. If you have no marine wildlife tourism activities in your area, please follow the instructions on page 1.

I would be grateful if you would return your completed questionnaire to me either by e-mail to [claire.kelly@plymouth.ac.uk](mailto:claire.kelly@plymouth.ac.uk), or if you prefer, please print your completed questionnaire and return it to me at the following address; School of



Geography, University of Plymouth, FREEPOST, Drake Circus, Plymouth PL1 1BR.

If you have any additional information, background documents or reports that you feel would be relevant to this research, I would be grateful if you would forward them (either paper or electronic copies) to the address shown at the top of this page. If you know of any other organisations with an interest in the marine wildlife tourism sector who may not be members of CoastNET, I would be very grateful if you would forward their contact details to me. Thank you.

Please complete and return the questionnaire by 30<sup>th</sup> July 2006, if at all possible.

If you would like further information on any aspect of this research project, please do not hesitate to contact me at the address above or, alternatively, by e-mail.

Many thanks for your time. I look forward to hearing from you.

Yours faithfully,

*C L Kelly*

Claire Kelly

University of Plymouth PhD Research Student

[claire.kelly@plymouth.ac.uk](mailto:claire.kelly@plymouth.ac.uk)

**Marine Wildlife Tourism partnerships**  
**Questionnaire**

The purpose of this questionnaire is to obtain a range of background information on marine wildlife tourism in the UK, as part of a University of Plymouth research project examining different aspects of the partnerships that exist within the marine wildlife tourism sector. Your anonymity is assured; all returned questionnaires will be collated and analysed together. Sources of information will not be disclosed to anyone and any details used will be reported anonymously. Your contribution to this research is very much appreciated.

**Name of your organisation:**

**Please tell us a little about your organisation and its role in the coastal zone;** *for example; its location, its aims; when it was established and why; the geographical area that it covers etc.*

**Question 1**

**In your area, are there any activities which could be described as 'marine wildlife tourism'?**

*(marine wildlife tourism is any activity in the coastal zone, or at sea, which includes intentionally seeking, watching or interacting with marine wildlife)*

**Please tick one:**

- NO                      *Please go to question 6*  
 YES                        *Please continue to question 2*  
 DON'T KNOW    *Please continue to question 2*

**Question 2**

**Is your organisation involved in any of the following marine wildlife tourism activities in your area?**

**Please tick all that apply:**

- Operating                       Marketing                       Monitoring   
Regulating                       Funding

Other (please provide details)

None of the above

**Question 3**

**Approximately how many operators/organisations are there in your area offering:**

Local boat trips to view marine wildlife?

Guided walks (coastal and marine wildlife-based)?

Other marine wildlife activities (*please specify*)?

Don't know

**Question 4**

**Do the majority of these marine wildlife-based activities operate:**

***Please tick either:***

All year round

*or*

Seasonally  (if seasonally, *please tick all that apply*) Spring

Summer

Autumn

Winter

*or*

Don't know

**Question 5**

**Are there any other formal or informal partnerships engaged in supporting, promoting, managing, monitoring, regulating or carrying out marine wildlife tourism in your area?**

***Please tick one:***

NO

DON'T KNOW

YES

*Please include details below*

If yes, please indicate the partnership name, type of partnership and contact details.

**Question 6**

**Are there any other partnerships or networks actively involved in promoting, managing, monitoring, regulating or carrying out other types of coastal tourism in your area?**

***Please circle one:***

NO

DON'T KNOW

YES

*Please include details below*

If yes, please indicate the partnership name, type of partnership and contact details.

**Additional information.** *Please add any comments or additional information.*

**Thank you for your cooperation in completing this questionnaire.**

**Please complete your contact details below:**

Name:

Address:

Telephone:

Email:

**Many thanks for your help with this research - your contribution is very valuable! Please return your completed questionnaire either by e-mail to:**

[Claire.kelly@plymouth.ac.uk](mailto:Claire.kelly@plymouth.ac.uk),

**or print it and send it freepost (no stamp needed) to:**

**Claire Kelly, School of Geography, University of Plymouth, FREEPOST,  
Drake Circus, Plymouth PL1 1BR.**

## **Appendix 4**

### **Questionnaire returns data**

ID	Wildlife tourism present?	Organisation actively involved in MNBT?	Organisational role	Q2 Organisation involvement; other	Q3 Other marine wildlife tourism activities	Q5 Other mwt partnerships	Q6 Other coastal tourism partnerships
1	y	yes; operating, monitoring, funding	West Sussex; Local Authority			WSSC and Chichester Harbour Conservancy	
2	y	no	Maldon District; walking and footpath work; Maldon district;				
3	y	no	Suffolk Coast; Communicating with local population plans for the coast. Having an input into those plans; 2003, as a response to a failed shoreline management plan; Alde and Ore Estuary, in area Orfordness Spit.		RSPB, NT guided visits	AONB run by Suffolk Coast and Heaths Unit	AONB as above
4	y	yes; support for local tourism activities	St Davids; Local Authority; 1894; Parish of St Davids	Support for local tourism activities and leadership of groups to resolve conflict between environment and economy (St Justinians)			St Davids Peninsula Tourist Association
5	y	yes; marketing, regulating	Oceanic location outside the UK boreal zone, 28 miles south west of Lands End; Local Authority; 1894 - to serve the local community; All of the Isles of Scilly; Of the many committees administered, there are four that have specific connections with marine wildlife tourism - the Tourist Board, the Sea Fisheries Committee, the Boating Sub Committee and the Planning and Development Committee. The latter has specific responsibilities for administering our AONB status. The Isles of Scilly has also been designated as Heritage Coast.		Diving		
6	yes (from q3), but question not answered	no	Suffolk Coast; Delivery of Local Government Services; 1974 Local Government Re-organisation; 50km of coastline from Walberswick to Felixstowe			Suffolk Coast & Heaths AONB Partnership & Unit ( <a href="http://www.suffolkcoastandheaths.org">www.suffolkcoastandheaths.org</a> );	Haven Gateway Partnership ( <a href="http://www.haven-gateway.org/index-tourism.asp">www.haven-gateway.org/index-tourism.asp</a> );

7	no	no	Bournemouth & Poole, Dorset; Improve stream water & coastal water quality, wildlife habitat and public awareness; 2002 as an Environment Agency R&D project (urban diffuse pollution and sustainable drainage systems); Boume Valley, Dorset (142 km2); Our area of activity is, primarily, a freshwater one.				Dorset Coast Forum (another CoastNET partner)
8	yes	yes; monitoring & promoting good practice	Dart Estuary, Devon; Promotion of sustainable use of the Dart Estuary; 1998 in order to implement the Estuary Management Plan developed 1996-98; Dart Estuary; DEEM is a partnership of stakeholder organisations on the Dart Estuary. See www.dartestuary.org for further info.	Promoting good practice		Some boat operators are 'WISE' scheme accredited	South Devon Green Tourism Initiative
9	no	no	17 Miles of coast; to retain coastline for local residents - not encouraged as a tourist area; Hampshire, south coast; SSSI area.				
10	yes	no	Wales; support divers in Wales; BSAC over 50 yrs ago; WASAC around 25 yrs ago.		Diving - approx 30 commercial boats operate & over 60 dive clubs		
11	yes	no	Amroth; to provide holiday accommodation (self catering); 1960 - to enable the owners to live and earn money in Pembrokeshire; approx 3 acres 1.25 miles north of the beach	Accommodation providers	Local boat trips: around 6-12 I guess, judging by the advert we have seen at Saundersfoot and Tenby. Guided walks: organised via the free 'Coast to Coast' magazine - see mag for details. Other marine wildlife activities: some of our holiday makers go bird watching and seal watching.		

12	no	no	Plymouth; 1975; international.				yes, the Plymouth Marine Science partnership is involved through the NMA in Scylla week which is designed in part to encourage observation of marine life on Scylla
13	Yes	yes, monitoring	London, Kent, South West England; To enable disabled persons and able bodied persons to engage in marine conservation as equal stakeholders; 2001. No other project actively promotes inclusion in this context; UK, Europe and UAE.			yes, the Wildlife Trusts, Seasearch, Shoresore	yes, some of the activities of the South East Marine Week Network could be termed as wildlife tourism.
14	Yes	Yes; operating, monitoring and promoting guided walks and other events as opposed to marketing.	Berwickshire, SE Scotland; conserving biodiversity, raising awareness & promoting responsible recreation in the coastal waters which comprise the reserve. All alongside a sustainable fishery; 1984, to try and alleviate tensions between the diving community and the local fishing community as well as bringing about the aims as stated above; the VMR runs along 8km of the Berwickshire coast from Thrummie Carr in the north to Hary Ness in the south. It extends out to the 50m depth contour and covers 1030 Ha.; One full time ranger is employed to manage the VMR on a day-to-day basis. Ranger works to the VMR Committee. More info on our web site: <a href="http://www.marine-reserve.co.uk">www.marine-reserve.co.uk</a>	Promoting guided walks and other events as opposed to marketing.	boat trips: 6 (diving mostly but also some angling and a few sightseeing trips). guided walks: 3 (VMR, National Trust for Scotland, Scottish Borders Council Ranger Service). Other: 1 (a local organisation offering landrover safaris along the coast).	The Eyemouth & East Berwickshire Partnership (EEBP) has covered some marine tourism initiatives as well as other projects. Staff based at office in Eyemouth until this Autumn (2006). The Scottish Sustainable Marine Environment Initiative (SSMEI) is running a pilot project in various areas in Scotland, the Berwickshire coast being one. Project Officer based in EEBP office in Eyemouth.	I understand that the Scottish Tourism people are looking more towards promoting marine tourism. EEBP and SSMEI staff would know more about this than me.



15	yes	not really - devolved up one level - acts as an advisory body.	Ghent, Belgium; The Maritime Institute is an independent research unit advising and carrying out studies for governmental administrations, non-governmental organisations and private companies. The staff of the institute is specialised in topics concerning international maritime law, law of the sea, national and international environmental law transport law, national and international environmental conservation law and related policy studies. The Maritime Institute organizes the Inter-university Master in Maritime Sciences and is involved in international training projects. The Maritime Institute organizes conferences, colloquia and workshops. Belgian part of the North Sea and NWE.	We provide advice and help in the process of managing the coast & Belgian part of the North Sea.	guided walks: a few, mostly nature education and NGO's	NWE INTERREG IIIb partnerships, Doelstelling II partnerships (Province of West Flanders), Nature education Partnerships, Westtoer is a compagny founded within the province of West Flanders but with the capabilities of a private compagny, they promote and support tourism at the coast and the rest of West Flanders.	see above
16	y	yes; Operating, marketing, monitoring , funding	Kimmeridge, Dorset; to raise awareness of native marine wildlife and to conserve and enhance marine habitats and species within the reserve and the wider seas; 1978 by a partnership of local users and stakeholders in the area; 8 miles of coast from St Albans Head to Mupe Bay in Purbeck and up to 2km out to sea.		guided walks;1 Other; dives, 1	yes; Coastlink is a partnership between the coastal visitor centres in Dorset and includes Studland Study Centre, Durlston Country Park, Purbeck Marine Wildlife Reserve, Lulworth Heritage Centre, Chesil and Fleet Nature Reserve and Charmouth Heritage Centre.	

17	y	No response	<p>On South Wales coast between Swansea and Cardiff; It is a local Authority and is developing a CZM approach to its 13km stretch of coast; Bridgend County Borough</p>	<p>We have a voluntary coastal wardens' group, for which a number of events are planned (social and habitat management). We also provide coastal walks and interpretation for the general public.</p>	<p>Guided walks; BCBC organise these for public enjoyment; other activities: Harbour porpoise/ seabird watching/ botanical surveys</p>	<p>Glamorgan Bird Club</p>	<p>Bridgend Tourism see <a href="http://www.bridgend.gov.uk/english/tourism/stay/find.asp">http://www.bridgend.gov.uk/english/tourism/stay/find.asp</a> Kenfig National Nature Reserve, Bridgend County Borough Council, Planning Services. DEPS, Civic Offices, Angel Street, Bridgend CF31 4WB</p>
18	No	n/a	<p>NE England; The Partnership has adopted the following key objectives to guide management of the Heritage Coast;</p> <ol style="list-style-type: none"> <li>1. To conserve, protect and enhance the natural beauty of the coast, including the terrestrial, littoral and marine flora and fauna, geological interest, and its heritage features of architectural, historical and archaeological interest.</li> <li>2. To facilitate and enhance the enjoyment, understanding and appreciation of the public by improving and extending opportunities for recreational, educational and tourist activities, including sport and art, that draw on, and are consistent with the conservation of its natural beauty and the protection of its heritage features.</li> <li>3. To maintain, and improve the environmental health of inshore waters affecting the Heritage Coast and its beaches through appropriate works and management.</li> <li>4. To take account of the needs of agriculture forestry and fishing, and the economic and social needs of the small communities on the coast, by promoting sustainable forms of social and economic development, which in themselves conserve and enhance natural beauty and heritage features.</li> <li>5. To promote community participation in the stewardship of the coast, optimising the potential of social and economic regeneration initiatives that are consistent with the conservation of the natural beauty and the protection of the heritage features of the Heritage Coast.</li> </ol>	<p>None</p>	<p>3 if only coastal - none marine wildlife</p>	<p>none</p>	<p>yes; Durham Heritage Coast Partnership</p>

			6. To integrate fully with adjoining areas and within the region to actively promote Integrated Coastal Zone Management. April 2001 following definition as Heritage Coast following the Millennium project Turning the Tide, an environmental regeneration project from Sunderland to Hartlepool. <a href="http://www.durhamheritagecoast.org">www.durhamheritagecoast.org</a>				
19	yes	yes; operating, marketing, monitoring regulating	<p>Pembrokeshire; • Maintain workable agreements and codes of conduct for outdoor activity providers, wildlife tour operators, divers and other identified groups (e.g. kayaking clubs, jet skiers, wildlife tour operators) to minimise impacts on Pembrokeshire's outdoor environments and wildlife. • To facilitate the communication between operators and the relevant authorities to ensure that the agreements remain consensual between all interested parties. • Training of activity providers in wildlife and environmental awareness to allow group leaders to raise awareness of clients. • Ongoing fact sheet and species specific map development. • Ensure the provision of resources (fact sheets / maps / stickers) to existing members. • Environmental assessments of any proposed new activities. • Awareness-raising of the PMCG through website development, literature, working relations, shows, events and media. • Expand and maintain membership of POCG. Objectives: • Work with outdoor activity providers to expand the awareness and adherence to the Marine Code of Conduct for the coastal zone. • Ensure that all member organisations can access worthwhile environmental training courses for their staff every year to allow them to fulfil membership criteria. • Provide members with links from the websites, certificates, stickers and all other PMCG resources. • Facilitate the review of, and ongoing development of existing codes to ensure they remain accurate and reasonable. • Develop the procedures for liaising with members regarding code breakage. • Organise the delivery of Wildlife Crime training events for members. • Organise events to raise awareness of the projects to members and the wider public. • Ensure that the general public are aware of the Marine Code and Outdoor Charter through the media, site posters, leaflets and events. • Organise the delivery of the WiSE (Wildlife Safe is a national scheme for wildlife tour operators) and ensure that this course is delivered by experts on local issues and wildlife. • Maintain and develop links with interested parties both locally, and in other regions</p>		Boat trips: 40; guided walks:10; Sea Kayak Groups: 10	Managing, Promoting and Monitoring: Countryside Council for Wales, Pembrokeshire Coast National Park Authority, Pembrokeshire County Council, National Trust and the Relevant Authorities Group for the Special Area of Conservation. Skomer MNR, RSPB, Sea Trust, Darwin, Environment Agency, Pembrokeshire Coastal Forum. For all contact Details Please visit <a href="http://www.pembrokeshiremarinecode.org.uk">www.pembrokeshiremarinecode.org.uk</a> and click on members / funders, and <a href="http://www.pembrokeshireoutddors.org.uk">www.pembrokeshireoutddors.org.uk</a> and click on links / funders...	Managing, Promoting and Monitoring: Countryside Council for Wales, Pembrokeshire Coast National Park Authority, Pembrokeshire County Council, National Trust and the Relevant Authorities Group for the Special Area of Conservation. Skomer MNR, RSPB, Sea Trust, Darwin, Environment Agency, Pembrokeshire Coastal Forum. Outdoor Centres delivering coasteering / kayaking and climbing: TYF, Preseli Venture etc. For all member groups and contact Details Please visit <a href="http://www.pembrokeshirmarinecode.org.uk">www.pembrokeshirmarinecode.org.uk</a> and click on members, and <a href="http://www.pembrokeshireoutddors.org.uk">www.pembrokeshireoutddors.org.uk</a> and click on links...

20	no	n/a	<p>Winchester; The Solent Forum provides:</p> <ul style="list-style-type: none"> <li>• Strategic advice on matters that affect the Solent.</li> <li>• Information on changes in the operating environment that will affect your work.</li> <li>• Awareness and understanding of other stakeholders' roles, responsibilities and aspirations and of the Solent's resources and associated management issues.</li> <li>• Networking opportunities of all kinds and at all levels.</li> </ul> <p>It does this by:</p> <ul style="list-style-type: none"> <li>• Providing a known vehicle to work cross-sectorally</li> <li>• Exploring changes in legislation and policy and how they will affect us.</li> <li>• Describing the actual changes that are occurring in the coastal zone.</li> <li>• Bringing together stakeholders, such as policy makers with those who are affected.</li> </ul> <p>1992, in order to develop a greater understanding among the authorities and agencies involved in planning and management in the Solent area, and to assist and influence them in carrying out their functions. The Forum has been set up to consider and provide advice on strategic issues - that is, issues which have implications for a wide area. The Forum does not have any executive powers and its members have no voting rights. As far as possible the Forum is to operate on an 'equal partners' basis. The whole of the Solent, including Southampton Water and the three main harbours - Portsmouth, Langstone and Chichester. The western limit is a line between the eastern tip of the Isle of Wight and Selsey Bill. No inland boundary is defined, because it will vary according to the nature and importance of the issue under consideration and some matters will have more far reaching effects than others.</p>				
21	yes	yes; operating, marketing, monitoring regulating	<p>Cardiff; HEI; 1883; global; includes Marine and Coastal Research Group</p> <p>Carmarthenshire; Millennium Coastal Park. Amenity/conservation; 2000. Giving the coast back to the people, setting up local nature reserves; from Loughour to Pembrey - 14 miles.</p>	None	cockling, fishing, boating, bait digging, sand dredging, jet skis.		County Council tourism; Local biodiversity partnership and indirectly, the relevant authorities group writing the management plan for Carmarthen Bay and Estuaries SAC.
22	yes	none of the above	Cardiff; HEI; 1883; global; includes Marine and Coastal Research Group	None			yes; tourism organisations in Wales

23	yes	yes; marketing, monitoring regulating	South West Wales; Local Authority; 1996 - Local Gov't reorganisation created Unitary Authorities in Wales; County of Pembrokeshire.		Guided walks: several, including the National Park Authority	You are already aware of the Pembrokeshire Coastal Forum; South West Wales Tourism Partnership is contactable via the Forum.	
24	yes	Other: We attempt to co-ordinate and promote Marine Week around the Irish Sea every August	Lancashire, Greater Manchester and Merseyside; We are part of the Wildlife Trusts partnership which is the UK's leading conservation charity dedicated to all wildlife. The network of 47 local Wildlife Trusts and our junior branch, Wildlife Watch, work together with local communities to protect wildlife in all habitats across the UK, in towns, countryside, wetlands and seas. Our Mission To work for a region richer in wildlife by the protection and enhancement of species and habitats, both common and rare. To work towards public recognition that a healthy environment rich in wildlife and managed on sustainable principles, is essential for continued human existence. Our Vision To be the key voice for nature conservation within our region and to use our knowledge and expertise to help the people and organisations of Lancashire, Manchester and North Merseyside to enjoy, understand and take action to conserve their wildlife and its habitats; The Wildlife Trust for Lancashire, Manchester and North Merseyside was formed in 1962 by a group of naturalists who wanted to help protect the wildlife of the old county Lancashire. It is now the leading local environmental charity in this region.; In administrative Lancashire, The Wildlife Trust for Lancashire, Manchester & North Merseyside covers all the local council districts. These are (in alphabetical order): Blackburn with Darwen Borough, Blackpool Borough, Burnley Borough, Chorley Borough, Fylde Borough, Hyndburn Borough, Lancaster City, Pendle Borough, Preston City Council, Ribble Valley Borough, Rossendale Borough, South Ribble Borough, West Lancashire District, and Wyre Borough. In Greater Manchester the council districts covered by this Wildlife Trust are (in alphabetical order): Bolton, Bury, Manchester City, Oldham, Rochdale, Salford City, and Wigan. Stockport, Tameside, and Trafford are covered by the Cheshire Wildlife Trust. In Merseyside, the council districts covered by this Wildlife Trust are Liverpool City, Knowsley, St Helens and Sefton. Wirral is covered by the Cheshire Wildlife Trust. In the Irish Sea, we cover Liverpool Bay and Morecambe Bay.	Other: We attempt to co-ordinate and promote Marine Week around the Irish Sea every August	Courses, talks; 2	North West Coastal Forum; Morecambe Bay Partnership, Action Ribble Estuary, Action Mersey Estuary, Partnership of Irish Sea Coastal & Estuary Strategies (PISCES), Sefton Coast Partnership. Morecambe Bay Partnership: <a href="http://www.morecambebay.org.uk">www.morecambebay.org.uk</a> North West (England) Coastal Forum: <a href="http://www.nwcoastalforum.co.uk">http://www.nwcoastalforum.co.uk</a> PISCES (Partnership of Irish Sea Coastal and Estuarine Strategies) <a href="http://www.northwestcoast.org.uk/PISCES">www.northwestcoast.org.uk/PISCES</a> Sefton Coast & Countryside, Merseyside: <a href="http://www.seftoncoast.org.uk">www.seftoncoast.org.uk</a> . You may also wish to visit <a href="http://www.lancswt.org.uk/">http://www.lancswt.org.uk/</a>	

25	yes	yes; operating, marketing, monitoring	Pembrokeshire; to contribute to sustainable development of outdoor recreation, environmental fieldwork and minimise negative impacts of these activities within Pembrokeshire; by promoting best practise; Pembrokeshire; linked with Pembrokeshire Marine Code	training operators	Coasteering, kayaking, canoeing	the pembrokeshire marine code has been developed by boat operators with the national park, CCW, Milford Haven Port Authority, and west Wales wildlife trust (amongst others). The marine code and outdoor charter group have a joint liaison officer.	west wales regional tourism partnership
----	-----	--	---	--------------------	---------------------------------	---	---

## **Appendix 5**

### **Documentary sources used for partnership case study**

## **Shannon Dolphin & Wildlife Foundation**

### ***Transcripts***

- Transcripts 1-10

### ***Internal partnership documents and minutes***

- Shannon Dolphin and Wildlife Foundation. 2005. About SDWF. Available online at: [www.shannondolphins.ie](http://www.shannondolphins.ie). (Accessed: 12/12/2006)
- Shannon Dolphins Tour Boat Monitoring Report 2000
- Shannon Dolphins Tour Boat Monitoring Report 2001
- Shannon Dolphins Tour Boat Monitoring Report 2002
- Shannon Dolphins Tour Boat Monitoring Report 2003
- Shannon Dolphins Tour Boat Monitoring Report 2005
- Shannon Dolphins Tour Boat Monitoring Report 2006
- Shannon Dolphins Tour Boat Monitoring Report 2007
- SDWF Management Committee Meeting Minutes 10/11/1999
- SDWF Management Committee Meeting Minutes 23/11/1999
- SDWF Management Committee Meeting Minutes 09/03/2000
- SDWF Management Committee Meeting Minutes 27/04/2000
- SDWF Management Committee Meeting Minutes 09/05/2000
- SDWF Management Committee Meeting Agenda 18/05/2001 (final formal meeting, minutes not recorded)
- SDWF Steering Committee Meeting Minutes 14/08/2000
- SDWF Steering Committee Meeting Minutes 18/09/2000
- SDWF Steering Committee Meeting Minutes 01/12/2000
- SDWF Steering Committee Meeting Minutes 30/01/2001
- SDWF Steering Committee Meeting Minutes 19/04/2001
- SDWF Steering Committee Meeting Minutes 02/10/2001
- SDWF Steering Committee Meeting Minutes 26/03/2002
- SDWF Steering Committee Meeting Minutes 22/04/2002
- SDWF Steering Committee Meeting Minutes 24/10/2002
- SDWF Steering Committee Meeting Minutes 26/11/2002
- SDWF Steering Committee Meeting Minutes 06/05/2003
- SDWF Steering Committee Meeting Minutes 08/10/2003
- SDWF Committee Meeting Minutes 18/11/2003
- SDWF Committee Meeting Minutes 16/02/2004
- SDWF Committee Meeting Minutes 24/05/2004
- SDWF Committee Meeting Minutes 07/02/2006
- SDWF Committee Meeting Minutes 11/03/2006
- SDWF Committee Meeting Minutes 23/01/2007
- SDWF Committee Meeting Minutes 12/11/2007
- SDWF Committee Meeting Minutes 23/01/2008
- SDWF Committee Meeting Minutes 26/03/2008
- SDWF Committee Meeting Minutes 30/04/2008
- Letter to operators from Project Manager, 10/03/2000
- E-mail correspondence between Project Manager and Operator – 22/05/2003
- Email correspondence between Operator and Project Manager 19/06/2003
- Copy of above reply annotated by Project Manager
- Shannon Dolphin and Wildlife Foundation Marketing Plan 2000 – 2005



- Shannon Dolphin and Wildlife Foundation Annual Report 2004
- Shannon Environmental Research Fund Draft Discussion Document
- Shannon Dolphin and Wildlife Foundation Three year Development Plan: 2007 – 2009

### **External and published documents**

- Aughinish Alumina. 2007. About Aughinish. Available online at: [www.aughinish.com](http://www.aughinish.com). (Accessed: 03/05/2007)
- Berrow, S. D. 2000. EU Habitats Directive and tourism development programmes in the Shannon estuary, Ireland. Sustainable Tourism, Environment and Employment. Council of Europe, Berlin, Germany.
- Berrow, S. D. 2001. Dolphins. Inland Waterway News. 281-3. Available online at: [www.iwai.ie](http://www.iwai.ie). (Accessed: 2 28)
- Berrow, S. D. 2001. The potential for marine wildlife tourism in Ireland. 10th ATLAS Annual Conference. Dublin, Ireland. Available online at: [www.shannondolphins.ie/downloads/Berrow\\_Atlas2001](http://www.shannondolphins.ie/downloads/Berrow_Atlas2001).
- Berrow, S. D. 2003. An assessment of the framework, legislation and monitoring required to develop genuinely sustainable whalewatching. In: Garrod, B. and Wilson, J. (Eds). *Marine Ecotourism: Issues and Experiences*. Channel View Publications, Bristol. pp 66-78.
- Berrow, S. D. 2003. Developing sustainable whalewatching in the Shannon estuary. In: Garrod, B. and Wilson, J. (Eds). *Marine Ecotourism: issues and experiences*. Channel View Publications, Bristol. pp 198-203.
- Berrow, S. D. and Holmes, B. 1999. Tour boats and dolphins: a note on quantifying the activities of whale watching boats in the Shannon estuary, Ireland. *Journal of cetacean research and management*, 1, (2) 199-204.
- Berrow, S. D., Holmes, B. and Kiely, O. 1996. Distribution and abundance of Bottle-nosed dolphins *Tursiops truncatus* (Montagu) in the Shannon estuary, Ireland. *Biology and environment. Proceedings of the Royal Irish Academy* 96B, (1) 1-9.
- Berrow, S. D. and Petch, J. 1998. Pelagic yacht-based whale watching: exploratory voyages off the west coast of Ireland. Unpublished report. Shannon Development Ltd, Ennis. 1-26.
- Brady, Shipman and Martin 1997. Coastal Zone Management: a draft policy for Ireland. Main report. Department of Arts, H., Gaeltacht and the Islands,, Department of the Environment and Local Government and Resources, D.o.t.M.a.N. Government of Ireland in association with HR Wallingford. 1-42.
- Brady, Shipman, Martin and in association with HR Wallingford 1997. Coastal Zone Management: a draft policy for Ireland. Discussion document. Department of Arts, H., Gaeltacht and the Islands,, Department of the Environment and Local Government and Resources, D.o.t.M.a.N. Government of Ireland. 1-33.
- Carrigaholt Development Association. Date unknown. Carrigaholt, County Clare. Available online at: [www.carrigaholt.net/index.html](http://www.carrigaholt.net/index.html). (Accessed: 27 May 2008)
- Cummins, V., O'mahoney, C. and Connolly, N. 2005. *Review of integrated coastal zone management & principals of best practice*. Prepared for the Heritage Council by the Coastal and Marine Resources Centre, University College Cork, Cork. 84 pp.

- Department of Communications, M. a. N. R. 2005. Marine Notice 15 of 2005, Guidelines for correct procedures when encountering whales and dolphins in Irish coastal waters. Department of Communications, M.a.N.R., Dublin. Department of Communications, Marine and Natural Resources, Dublin. 1-2.
- Edson, P. 2004. The Shannon Dolphin Journal. Available online at: [www.westclare.com/shannon\\_dolphin\\_journal\\_m.htm](http://www.westclare.com/shannon_dolphin_journal_m.htm). (Accessed: 27/05/2008)
- Edson, P. and Berrow, S. D. 2003. *Kilrush: Europe's dolphin watching capital - an achievable imperative, a vision appraisal*. Kilrush Chamber of Commerce, Kilrush. 1-7 pp.
- ESB. 2007. ESB: about us: Money Point. Available online at: [www.esb.ie](http://www.esb.ie). (Accessed: 03/05/2007)
- ESB. 2007. ESB: About us: Tarbert. Available online at: [www.esb.ie](http://www.esb.ie). (Accessed: 03/05/2007)
- Environmental Protection Agency. 2007. About us. Available online at: [www.epa.ie](http://www.epa.ie). (Accessed: 08/05/2007)
- Hctor, Z. 2001. Marine ecotourism map and guide. Marine Institute, Dublin. 1-27. Available online at: [www.irrus.com](http://www.irrus.com).
- Hctor, Z. 2001. *Marine Resources Series No. 21 Marine ecotourism: a marketing initiative in West Clare*. The Marine Institute, Dublin. 1-48 pp.
- Hctor, Z. 2003. Community participation in marine ecotourism development in West Clare, Ireland. In: Garrod, B. and Wilson, J. (Eds). *Marine ecotourism: issues and experiences*. Channel View Publications, Clevedon. pp 171-176.
- INTERREG Ireland. Priority 2 Measure 1: Marine and coastal development and the environment. Available online at: [www.interreg.ie](http://www.interreg.ie). (Accessed: 23rd March 2007)
- Irish Whale and Dolphin Group 2004. Policy on whalewatching. IDWG, Kilrush.
- Irish Whale and Dolphin Group 2006. IDWG News Issue 29, Summer 2006. (29). IDWG, Kilrush. 1-16.
- Irish Whale and Dolphin Group and Kilrush Urban District Council 1999. *Developing sustainable dolphin-watching in the Shannon Estuary: a forum hosted by Kilrush Urban District Council*. Berrow, S.D. (Ed). Developing sustainable dolphin-watching in the Shannon Estuary. Kilrush Adventure Centre, Kilrush, County Clare, Eire. Kilrush Urban District Council. 8th May 1999. pp 1-39.
- Kilrush Town Council. 2007. Kilrush Maritime and Heritage Town Profile. Available online at: [www.kilrush.ie](http://www.kilrush.ie). (Accessed: 03/04/2007)
- Marine Institute 1999. *Special Interest Marine Tourism in the West Clare Peninsula*. Report commissioned by the Marine Institute, Shannon Development and Clare County Council, 1-84 pp.
- META-Project 2001. *Genuinely Sustainable Marine Ecotourism in the EU Atlantic Area: A blueprint for responsible marketing*. University of the West of England, Bristol. pp.
- META-Project 2001. *Planning for Marine Ecotourism in the EU Atlantic Area*. University of the West of England, Bristol. pp.

- Shannon Foynes Port Company. 2004. Shannon Foynes Port Company. Available online at: [www.sfpc.ie](http://www.sfpc.ie). (Accessed: 29/12/2007 2007)

## **Dolphin Space Programme**

### ***Transcripts***

- Transcripts 11-21

### ***Internal partnership documents and minutes***

- Minutes of the Dolphin watching meeting held at Tulloch Castle, Dingwall, 10<sup>th</sup> June 1994
- Dolphin Watching Boat Trip Accreditation Scheme Steering Group Meeting 20/02/1995. Main points of discussion and agreed actions
- Accreditation Scheme for Cetacean Watching Boat Trip Operators Agenda and Progress Update 15/03/1995 for Project Steering Group
- Accreditation Scheme for Cetacean Watching Boat Trip Operators Agenda and Progress Update 18/04/1995 for Project Steering Group
- Accreditation Scheme Agenda and Update for Steering Group Meeting 23/06/1995
- Moray Firth Accreditation Scheme Update for Steering Group Meeting 23/06/1995 – Project Officer's Notes
- Accreditation Scheme Agenda and Update for Steering Group Meeting 15/08/1995
- Curran, S., Wilson, B. and Thompson, P. 1995. Recommended guidelines for cetacean watching in the Moray Firth. Draft guidance notes for Scottish Natural Heritage University of Aberdeen, Lighthouse Field Station, Cromarty. 3.
- Main Points fro DSP Steering Group Meeting 22/3/1996
- DSP Steering Group Meeting 07/06/1996 Minutes
- Dolphin Space Programme Meeting Notes on 10/03/1998
- Dolphin Space Programme Meeting Minutes 25/03/1999
- Dolphin Space Programme Update Note of a Meeting 14/06/1999
- Dolphin Space Programme Actions from Meeting 18/08/1999
- Unconfirmed Minutes of DSP Meeting 17/05/2001
- Notes from SNH staff member to DSP Committee August 2001
- DSP Agenda and Unconfirmed Minutes 12/09/2001
- Unconfirmed Minutes of DSP Meeting 31/10/2001
- Summary of Discussion and Action Points from Meeting 22/03/2002
- Invitation letter to Operators for Meeting 8/11/2002
- E-mail correspondence from SNH to Steering Group 05/11/2002 re next meeting and agenda
- Summary of Discussion and Action Points (Steering Group only) 08/11/2002
- Minutes of DSP Meeting (with Steering Group and operators) 08/11/2002
- DSP Anonymous monitoring results 2002/3
- Correspondence between Operator and SNH re outer Firth code revision July 2003
- Correspondence between SNH and Operator re outer Firth code revision December 2003
- E-mail correspondence between SNH and Steering Group members re codes of conduct 22-25/07/2003
- Williams, V. 2003. Notes on the WiSE scheme
- E-mail correspondence between SNH and Steering Committee representative of HIE re setting up WT BOS 18/08/2003
- E-mail correspondence between SNH and Steering Committee members re research vessel activity 25/08/2003

- E-mail correspondence between SNH and Steering Committee re establishment of WT BOS 28/08/2003
- E-mail correspondence between SNH and Steering Committee member re boat operators 17/10/2003
- Invitation letter to operators and agenda for meeting 09/12/2003
- E-mail correspondence from SNH inviting speakers to workshop meeting 09/12/2003
- E-mail correspondence between SNH and Operator re WT BOS 02/12/2003
- E-mail correspondence between SNH and Steering Committee members re meeting 09/12/2003
- Agenda and Minutes of DSP Meeting 09/12/2003
- Unconfirmed Minutes of DSP Meeting 23/03/2004
- E-mail correspondence between SNH and Steering Committee member re monitoring report 23/04/2004
- E-mail correspondence between SNH and Steering Committee member re customer questionnaire 01/06/2004
- E-mail correspondence between SNH and Steering Committee member re accreditation scheme 02/06/2004
- E-mail File Note SNH re disturbance by personal watercraft 28/07/2004
- E-mail correspondence between SNH and cetacean researcher re surveys 31/07/2004
- SNH File note re future meetings and representation by WT BOS 2004
- Em-mail correspondence between different SNH department and Steering Committee members re value of dolphin-watching 04-06/08/2004
- E-mail correspondence between SNH and Steering Committee member re questionnaire survey 04-05/08/2004
- E-mail correspondence between SNH and Highland Council Ranger and MFP re DSP awareness raising 12-17/08/2004
- E-mail correspondence between SNH and MFP re disturbance from jet skis 24/09/2004
- E-mail correspondence between Operator and SNH re code transgression and cetacean surveys 04-22/10/2004
- E-mail correspondence between Operator and SNH re outer Firth trials of code 13/10/2004
- E-mail correspondence between Operator and SNH re DSP meeting 18-19/11/2004
- E-mail correspondence between SNH and Steering Committee members re WD CS supporters questionnaire 18/11/2004
- E-mail correspondence between SNH and Steering Committee re DSP Meeting 25/11/2004 – 26/01/2005
- Agenda and Minutes DSP Meeting 27/01/2005
- Benham, D. 2005. Project Officer's Update 2005. Dolphin Space Programme, Forres.
- Report by P Fratera evaluating revised Outer Firth code, January 2005
- DSP Outer Firth Code of Conduct Trial, Skippers Review, January 2005
- E-mail correspondence between Steering Committee member and University of Aberdeen re reporting jet ski disturbance 07/09/2005
- Benham, D. 2006. Dolphin Space Programme Complaints Procedure. Dolphin Space Programme, Forres. 1-2.
- Benham, D. 2006. Dolphin Space Programme: Project Officer's update January 2006. Dolphin Space Programme, Forres.
- Benham, D. 2006. DSP Winter meeting 2006 - feedback and suggestions. Dolphin Space Programme, Forres. 1-2.
- Benham, D. 2006. DSP Winter meeting 2006 - summary of presentations and workshops. Dolphin Space Programme, Forres. 1-4.
- Benham, D. 2007. DSP Progress October 2006 – April 2007
- Benham, D. 2007. Project Officers Update Spring 2007.
- Benham, D. 2007. Summary of DSP progress so far May 2005 – May 2007
- Benham, D. and Westcott, S. 2007. Summary of DSP research project 2007. Dolphin Space Programme, Forres. 1-5.
- Dolphin Space Programme. 2007. The Dolphin Space Programme. Available online at: [www.dolphinspace.org](http://www.dolphinspace.org). (Accessed: 27/04/2007 2007)

- Benham, D. 2008. Dolphin Space Programme - frequently asked questions. Dolphin Space Programme, Forres. 1-5.
- Benham, D. 2008. DSP Winter Meeting January 2008. Summary of Project Officer's Presentation
- Benham, D. 2008. DSP Winter Meeting January 2008. Summary of Workshops
- Benham, D. 2008. *Dolphin Space Programme Annual Report 2008 for Scottish Natural Heritage*. Dolphin Space Programme, Forres. 22 pp.
- Update from DSP and NTP for Trustees Report, April 2008
- DSP Planning 2008
- DSP Core Activities 2008
- DSP Trip Log and Sighting Sheet Notes 2008

## External and published documents

- Arnold, H. 1997. *The Dolphin Space Programme: the development and assessment of an accreditation scheme for dolphin watching boats in the Moray Firth*. Scottish Wildlife Trust, Scottish Natural Heritage, European Union LIFE Programme, Inverness. 129 pp.
- Arnold, H. 1998. Just take two Aspirin: is the voluntary approach an effective prescription for the management of dolphin watching in Scotland? *European Research on Cetaceans*, 12, 37.
- Atkins, S. M. 1996. Experience from Firth partnerships in Scotland: the process and benefits of management strategy development. In: Taussik, J. and Mitchell, J. (Eds). *Partnership in coastal zone management*. Samara Publishing Limited, Cardigan.
- Courtney, P., Hill, G. and Roberts, D. 2006. The role of natural heritage in rural development: An analysis of economic linkages in Scotland. *Journal of Rural Studies*, 22, (4) 469-484.
- George Street Research and Jones Economics 2003/2004. *Economic impact of outdoor and environment related recreation in the Highlands and Islands*. Highlands and Islands Enterprise, Inverness. 1-30 pp.
- Highlands of Scotland Tourist Board 2002. Reasons why HOST supports the Dolphin Space Programme. Highlands of Scotland Tourist Board, Inverness. 2.
- ITAD, L. and BMT Cordah, L. 2002. *Assessment of the effectiveness of local coastal management partnerships as a delivery mechanism for ICZM*. Scottish Executive, Edinburgh. 95 pp.
- Leyshon, B. and Benham, D. 2006. An accreditation scheme for wildlife cruise operators in the Moray Firth: what is the Dolphin Space Programme? Dolphin Space Programme, Inverness. 1-2.
- Masters, D. 1998. *Marine Wildlife Tourism: developing a quality approach in the Highlands and Islands*. A report for the Tourism & Environment Initiative and Scottish Natural Heritage, Inverness. 38 pp.
- Moray Firth cSAC Management Group 2003. *The Moray Firth candidate Special Area of Conservation management scheme. Revision 1*. The Moray Firth Partnership, Inverness. 1-89 pp.
- Moray Firth Partnership. 2005. About MFP. (Accessed: 17 August 2005)

- Moray Firth Partnership. 2007. The Moray Firth Area. Available online at: [www.morayfirth-partnership.org](http://www.morayfirth-partnership.org). (Accessed: 07/01/2008)
- Ross, A., Rowan-Robinson, J. and Walton, W. 1995. Sustainable development in Scotland : The role of Scottish Natural Heritage. *Land Use Policy*, **12**, (3) 237-252.
- Scottish Bottlenose Dolphin Project. 2007. Home Page. Available online at: [www.scottishdolphins.info](http://www.scottishdolphins.info). (Accessed: 11/05/2007 2007)
- Scottish Natural Heritage 1994. *Annual Report 1992-93*. Scottish Natural Heritage, Edinburgh. 116 pp.
- Scottish Natural Heritage 2002. *Moray Firth*. Scottish Natural Heritage, Perth. 1-40 pp.
- Scottish Natural Heritage 2005. Code to help protect marine wildlife. SNH Press Office. Scottish Natural Heritage.
- Scottish Natural Heritage 2006. *A guide to best practice for watching marine wildlife*. Scottish Natural Heritage, Inverness. 70 pp.
- Scottish Natural Heritage 2006. *The Scottish marine wildlife watching code*. Scottish Natural Heritage, Inverness. 30 pp.
- Scottish Natural Heritage 2007. *Scottish Marine Wildlife Watching Code: A guide to best practice for watching marine wildlife*. Scottish Natural Heritage,. 1-70.
- Scottish Natural Heritage. 2007. SNH funding for Moray Firth dolphin organisation. Available online at: [www.snh.org.uk/press/](http://www.snh.org.uk/press/). (Accessed: 27/04/2007)
- Scottish Wildlife Trust 1992. *The Future Firth Conference*. Gilbert, D., Shepherd, D. and McGinn, D. (Eds). The Future Firth Conference. Inverness. Scottish Wildlife Trust, Inner Moray Firth Group. pp 143.
- Stead, S. M. 2005. Changes in Scottish coastal fishing communities - understanding socio-economic dynamics to aid management, planning and policy. *Ocean and Coastal Management*, **48**, 670-692.
- Stead, S. M. and McGlashan, D. J. 2006. A Coastal and Marine National Park for Scotland in partnership with Integrated Coastal Zone Management. *Ocean & Coastal Management*, **49**, (1-2) 22-41.
- Thompson, P. 1993. Nature Conservation: marine. The Future Firth Conference. Scottish Wildlife Trust, Inner Moray Firth Members Group, Inverness.
- Tilbrook, P. 1993. Nature conservation: overview. The Future Firth Conference. Scottish Wildlife Trust, Inner Moray Firth Group, Inverness.
- Tourism and Environment Forum 2002. *Wildlife tourism - the way ahead: Summary of workshop*, Inverness, 21st November 2002. Tourism and the Environment Forum, Inverness. 1-7.
- Tourism and Environment Forum 2006. *Positive Impact*. Newsletter of the Tourism and Environment Forum. Inverness, Issue 14 Winter 2006,

- Whale and Dolphin Conservation Society. 2009. How you can help: adopt a dolphin. Available online at: [www2.wdcs.org/hych/adopt/dolphin/dolphin.php](http://www2.wdcs.org/hych/adopt/dolphin/dolphin.php). (Accessed: 6th March 2009)
- Wildlife Tour Boat Operators Society. 2007. Wildlife Tour Boat Operators Society membership. Available online at: [www.dolphintripsavoch.co.uk/wtbos.htm](http://www.dolphintripsavoch.co.uk/wtbos.htm). (Accessed: 08/01/2008)
- Yeoman, I., Durie, A., McMahon-Beattie, U. and Palmer, A. 2005. Capturing the essence of a brand from its history: the case of Scottish tourism marketing. *Journal of Brand Management*, 13, (2) 134-147.

## **Pembrokeshire Marine Code Group**

### ***Transcripts***

- Transcripts 22-30

### ***Internal partnership documents and minutes***

- Pembrokeshire Marine Code Meeting Minutes 14/01/2002
- Pembrokeshire Marine Code Meeting Minutes 13/03/2002
- Pembrokeshire Marine Code Meeting Agenda and Minutes 11/12/2002
- Pembrokeshire Marine Code Meeting Minutes 29/01/2003
- Pembrokeshire Marine Code Meeting Agenda (no minutes available)10/03/2003
- Marine Code Group Meeting with Operators (south) Agenda (no minutes available) 27/03/2003
- Marine Code Group Meeting with Operators (north) Minutes 03/04/2003
- Marine Code Group Meeting with Operators (north) Agenda and Minutes 22/05/2003
- Marine Code Group Meeting with Operators (north) Agenda and Minutes 30/10/2003
- Marine Code Group Meeting with Operators Agenda and Minutes 04/03/2004
- Marine Code Group Meeting with Operators (south) Minutes 08/11/2005
- Marine Code Group Meeting with Operators (north) Agenda, Minutes and Items for Discussion 15/11/2005
- PMCG Full Meeting Minutes 28/03/2006
- PMCG Full Meeting Minutes 15/11/2006
- PMCG Full Meeting Minutes 21/03/2007
- PMCG Full Meeting Minutes 27/07/2007
- PMCG Full Meeting Minutes 06/03/2008
- PMCG Working Group Minutes 20/05/2003
- PMCG Working Group Agenda and Minutes 20/05/2003
- PMCG Working Group Agenda and Minutes 07/08/2003
- PMCG Working Group Agenda and Minutes 30/10/2003
- PMCG Working Group Agenda and Minutes 17/02/2004
- PMCG Working Group Agenda and Minutes 20/05/2004
- PMCG Working Group Minutes 19/07/2005
- PMCG Working Group Agenda and Minutes 02/11/2005
- PMCG Working Group Minutes 03/07/2006
- PMCG Working Group Minutes 13/09/2006
- PMCG Working Group Minutes 21/02/2007

- PMCG Working Group Minutes 24/10/2007
- PMCG Working Group Minutes 03/03/2008
- Luddington, T. 2007. *Business Plan 2007 - 2010: Pembrokeshire Outdoor Charter/Pembrokeshire Marine Code*. Pembrokeshire Outdoor Charter Group & Pembrokeshire Marine Code Group, Pembroke Dock. 23 pp.
- Luddington, T. 2007. *Pembrokeshire Marine Code and Outdoor Charter Group Activity Liaison Officer's annual progress report March '06 to March '07*. Pembrokeshire Marine Code and Pembrokeshire Outdoor Charter Groups, Pembroke Dock. 1-16 pp.
- Luddington, T. 2007. *Pembrokeshire Marine Code and Outdoor Charter Group Activity Liaisons Officer Quarterly Progress Report: July - September 2007*. Pembrokeshire Marine Code Group, Pembroke Dock. 3 pp.
- Luddington, T. 2008. *Pembrokeshire Marine Code and Outdoor Charter Group Activity Liaison Officer Annual Progress Report March '07 to March '08*. Pembrokeshire Marine Code and Outdoor Charter Group, Pembroke Dock. 1-21 pp.
- Pembrokeshire Coastal Forum 2003. *Pembrokeshire Outdoor Charter & Marine Code: Project Plan*. Pembrokeshire Coastal Forum, Milford Haven. 1-8 pp.
- Pembrokeshire Marine Code Group. 2004. About us. Available online at: [www.pembrokeshiremarinecode.org.uk](http://www.pembrokeshiremarinecode.org.uk). (Accessed: 09/02/2007)
- Pembrokeshire Marine Code Group 2006. Pembrokeshire Fact Sheets. Pembrokeshire Marine Code Group, Pembroke Dock.
- Pembrokeshire Marine Code Group 2006. Pembrokeshire Marine Code: Codes of Conduct and Maps. Pembrokeshire Marine Code Group, Pembroke Dock.
- North Pembrokeshire Leaflet PMCG 2008
- South Pembrokeshire leaflet PMCG 2008

### **External and published documents**

- Airey, S. 2007. *Can a marine code of conduct enhance the visitor experience?* Unpublished Masters thesis, Oxford Brookes University.
- Burton, S. 2006. *Pembrokeshire Marine Special Area of Conservation: Draft Management Plan*. Pembrokeshire Marine SAC Relevant Authorities Group, Milford Haven. 157 pp.
- Milford Haven Port Authority 2007. Annual report, business review and accounts 2006. 1-66. Available online at: [www.mhpa.co.uk](http://www.mhpa.co.uk).
- Pembrokeshire Coast National Park Authority 2003. *National Park management plan 2003 - 2007*. Pembrokeshire Coast National Park Authority, Haverfordwest. 1-46 pp.
- Pembrokeshire Coastal Forum 2003. Agriculture and Rural Land Use Topic Area Paper. 1-15. Available online at: [www.pembrokeshirecoastalforum.org.uk/documents/AgricultureRuralLandUseTopicPaper\\_004.pdf](http://www.pembrokeshirecoastalforum.org.uk/documents/AgricultureRuralLandUseTopicPaper_004.pdf).
- Pembrokeshire Coastal Forum 2003. Tourism, recreation and access topic paper. 1-21. Available online at: [www.pembrokeshirecoastalforum.org.uk/documents/TourismRecreationandAccessTopicPaper.pdf](http://www.pembrokeshirecoastalforum.org.uk/documents/TourismRecreationandAccessTopicPaper.pdf).
- Pembrokeshire Coastal Forum 2005. *Strategic framework for ICZM in Pembrokeshire: draft two*. Pembrokeshire Coastal Forum, Milford Haven. 37 pp.
- Pembrokeshire Coastal Forum 2005. *Who's who and what's what in the Pembrokeshire Coastal zone 2005*. Pembrokeshire Coastal Forum, Milford Haven. 1-39 pp.



- Pembrokeshire Coastal Forum 2006. *A framework for integrated coastal zone management in Pembrokeshire*. Pembrokeshire Coastal Forum, Pembroke Dock. 8 pp.
- Pembrokeshire Coastal Forum 2007. *Pembrokeshire Coastal Forum business plan*. Pembrokeshire Coastal Forum, Pembroke Dock. 1-50 pp.
- Pembrokeshire Coastal Forum Team 2005. Pembrokeshire Coastal Forum Newsletter. **Newsletter 91-6**. Available online at: [www.pembrokeshirecoastalforum.org.uk/documents/Newsletter9\\_001.pdf](http://www.pembrokeshirecoastalforum.org.uk/documents/Newsletter9_001.pdf). (Accessed: February 2005)
- Pembrokeshire Coastal Forum Team 2005. Pembrokeshire Coastal Forum Newsletter. **Newsletter 101-6**. Available online at: [www.pembrokeshirecoastalforum.org.uk/documents/10thNewsletter\\_000.pdf](http://www.pembrokeshirecoastalforum.org.uk/documents/10thNewsletter_000.pdf). (Accessed: August 2005)
- Pembrokeshire County Council. 2001. Statistical data: economy and labour Available online at: [www.pembrokeshire.gov.uk](http://www.pembrokeshire.gov.uk). (Accessed: 07/01/2008)
- Stevens & Associates 2006. *A review of relevant experience and best practice in sustainable tourism in the coastal and marine environment*. Scottish Natural Heritage, Swansea. 1-39 pp.
- Visit Wales 2006. Tourism Trends: October 2006. Visit Wales. 1-10.
- Welsh Assembly Government 2000. Achieving our potential 2006 - 2013. Wales Tourist Board. Welsh Assembly Government. 1-74. Available online at: [www.tpmw.love-media.co.uk/files/50.pdf](http://www.tpmw.love-media.co.uk/files/50.pdf).

## **Appendix 6**

### **Letter to stakeholders requesting participation**



Faculty of Social Science and Business  
**School of Geography**

University of Plymouth  
Drake Circus  
Plymouth  
Devon PL4 8AA  
United Kingdom

tel +44 (0) 1752 233 053  
fax +44 (0) 1752 233 054

Dear Shannon Dolphin and Wildlife Foundation Member,

### **Research into the Effectiveness of Partnerships for Marine Nature-based Tourism**

I am a postgraduate research student at the University of Plymouth undertaking a study into the effectiveness of partnerships in the management of marine nature-based tourism. As part of this research, I am interviewing key individuals involved in these organisations about their views on the work and effectiveness of such partnerships in this field. My study will focus on a number of partnerships around the coast of the UK and Ireland. Simon Berrow has kindly agreed that the Shannon Dolphin and Wildlife Foundation can be one of the case studies in my research, because it is regarded as one of the most well established partnerships in the British Isles. As you are a member of this foundation, I would be most grateful if you could spare some time in the near future to talk to me about your involvement and your views on the organisation's activities. In the long-term, I hope to feedback my findings to all those who participated in the study in the form of guidelines to assist, and further enhance, the operation of partnerships.

The aim of this research project is to assess the effectiveness of partnerships such as the Shannon Dolphin and Wildlife Foundation in achieving their goals. What I would like to do is to come and have a chat with you, to hear your views on how effective you think the partnership is, to talk about what influences the partnership's ability to meet its goals and how these circumstances have changed since the partnership began. There are often a wide range of views on this subject, and I would be very interested to hear your thoughts. I would anticipate that our discussion will last about an hour and, with your permission, I would like to record the discussion on the day to ensure the completeness and accuracy of my notes (although recording is not essential to the interview taking place). Please be assured that all discussions will remain confidential, no identities will be disclosed and all material gathered will only be used by the researcher for the purposes of this specific research project.

It is important that the research gathers as many different viewpoints as possible and so I very much hope that you will allow me to come and talk to you. I will be visiting the area from 15<sup>th</sup> – 20<sup>th</sup> April, 2007. I would be most grateful if you could let me know whether you would be prepared to participate in this study, and when and where would be convenient for me to come and talk to you during the period stated above. My contact details are: (mobile telephone) 077259 15402 and (e-mail) [claire.kelly@plymouth.ac.uk](mailto:claire.kelly@plymouth.ac.uk).

Your help will be much appreciated and valued greatly as it is fundamental to the success of the project.

I look forward to hearing from you.

Yours sincerely,

Claire Kelly  
[claire.kelly@plymouth.ac.uk](mailto:claire.kelly@plymouth.ac.uk)  
School of Geography  
University of Plymouth  
[www.plymouth.ac.uk/geography](http://www.plymouth.ac.uk/geography)

## **Appendix 7**

### **Semi-structured interview schedules**

## 1. Interview questions for public sector interviewees

### Introduction

Explain who I am, my department, my research.

Explain why I am doing the research – take no sides, merely investigating, what I hope to achieve, how and why.

Give copy of information for participants sheet.

### Ethics

Explain why recording & making notes, request permission to record, explain option to stop recording/say no, etc at any time. Reassure re privacy and confidentiality. Request signature on consent form. Leave copy of info for interviewees sheet with participant. Sheet includes contact details should they wish to contact me.

### Questions

#### General background

- Can you tell me a little about your organisation and its role?
  - What is your role within the organisation (also, job title)?
  - How did the organisation become involved with the partnership?
  - How long ago was that?
- What is your organisation's role in the partnership?
  - Has that changed over time at all?
  - Have you always represented your organisation on the partnership?
  - Have any other individuals from your organisation taken that role in the past?

#### History & chronology

- Why was the partnership established?
  - Who initiated it?
  - Was there a legislative driver, an economic one or an environmental/species protection one?
- How was it established?
  - How did the different groups come together?
  - Who initiated/prompted/organised that?
- Who (organisations) was initially involved
  - Why was that?
- Who (organisations) was not initially involved
  - Why was that?
- How were the initial participants (organisations) identified?
  - Were they invited?
  - Did they volunteer?
  - Do they report back to their respective organisations?
- How and why has that changed since the partnership first came together?
  - Who is now involved (new partners/organisations)?
  - What sectors are represented
  - What sectors are not represented – reasons?
  - Why are they involved?

- Who is no longer involved?
- Why are they no longer involved?

### **Partnership Structure**

- How is the partnership structured?
  - Does it have a steering group/committee?
  - Who sits on the steering group/committee?
  - How are steering group/committee members chosen?
  - Do they contribute financially to the partnership?
  - Is that a requirement of steering group/committee membership?
- What do the partners bring to the partnership
  - financially?
  - resources?
  - internal influence?
  - external influence?
- Is the partnership legally constituted?
  - What legal/statutory responsibilities does the partnership have?
- Are there separate special interest groups within the partnership?
  - What are their areas of interest?
  - How are members of each group chosen?
  - Do they contribute financially to that group?
  - How do they report back to the partnership and the Steering Group/committee?

### **Marine Wildlife Tourism**

*Marine Wildlife Tourism specifically:*

- From my understanding of the partnership, marine nature-based tourism is a significant component of the tourism industry in the Firth. How long has that been the case?
- Has the number of operators changed since the partnership began?
- Are there any conflicts between the activities of operators and the conservation of particular species/habitats in the Firth?
  - Is that what brought the partnership together?
- How is that (any) conflict managed?
- Are all operators involved in the partnership?
  - How are they involved?
  - Are they involved in the development or implementation of policy?
- Are there operators who are not involved or represented on the partnership?
  - Why is that?
- Can operators become members of the Steering Group/committee?
  - Why is that?

### **Consensus of Problem Domain**

- Does the partnership always achieve full consensus in policy development and implementation discussions?
  - If not, what level of consensus is reached?
  - Is it different at each meeting?

- What are the three big issues that are the most important to the partnership?
  - Are these the issues that are most frequently raised at meetings?
  - Does everybody agree with that?
- How are the agendas for partnership meetings decided?
  - Who identifies the issues to be discussed?
  - Has it always been done that way?
- Has the original reason for bringing the partnership together changed?
  - Why has it changed?
  - How has it changed?

### **Commitment to Implementation**

- Do you feel that you have any influence over the management of the Firth?
  - Why is that?
- Do other members of your group/organisation share your views?
  - Are you able to represent their views to the partnership?
  - Do you discuss these issues with them before and after the meetings?
- Where do you think your responsibilities lie in terms of looking after the Firth and its resources?
- Are you able to make decisions on behalf of your organisation at the partnership meetings?
  - Do you feel comfortable making those decisions?
  - Do you feel confident that you are representing the policy/views of your organisation/group?

### **Partnership effectiveness**

- What were the original targets set by the partnership at the outset?
- How much progress has been made towards achieving those targets?
  - Why is that?
- Have the original aims/targets changed since the beginning of the partnership?
  - How have they changed?
  - Why have they changed?
- Have there been other factors which have influenced the achievement of those targets?
  - What are those factors?
  - How have they influenced things?
- Has the progress made been as a direct result of the partnership process?
  - In what way has it enabled the progress to be made?
  - Has that always been the case?
  - In what way has it prevented progress?

### ***On MWT management and policy:***

- Does the partnership participate formally in external networking?



- Is the partnership consulted by external organisations on matters of regional/national/European policy development (ie Marine Bill, Water Framework Directive, EU policy development etc)?
- Would the partnership like to be more involved in regional/national/European policy development?
- Is the partnership able to influence policy development at a local level?
- What role does the partnership play in implementing local policy?

### **Stakeholder Qualities**

- Do you think that it is important to have enthusiastic people in the partnership?
- What personal skills do you think are also important?
  - How do they help the partnership to achieve its goals?
- Are there any personality types which hinder the partnership process?
  - How do they hinder the partnership?
- Is there a balance of these personalities and skills within the partnership?
  - Has that changed at all?
  - In what way has it changed?
  - What impact has that had on the partnership?

### **Social Learning**

- Apart from the outputs/targets/goals identified by the partnership at the outset (or during the process) what other benefits has the partnership brought?
  - Why is that?
- Do you feel that you have learned anything from the process?
- Have your opinions/notions about other members of the partnership changed at all during the process?
  - In what way have they changed?
  - Have others also changed?
- Has it been a steady change in one direction, or has the change been different at different times?
  - Does that relate to any other factors outside of the partnership, or is it as a direct result of this partnership activity?
- Has the process made you more or less willing to participate in this type of collaborative approach in the future?
  - Why is that?
- Do you think that partnerships are worth the effort?
  - Why is that?

### **Thanks for participating**

**Contact details mine for participant in case any worries.**

## **2. Interview questions for operators and private sector interviewees**

### **Introduction**

Explain who I am, my department, my research.

Explain why I am doing the research – take no sides, merely investigating, what I hope to achieve, how and why.

Give copy of information for participants sheet.

## **Ethics**

Explain why recording & making notes, request permission to record, explain option to stop recording/say no, etc at any time. Reassure re privacy and confidentiality. Request signature on consent form. Leave copy of info for interviewees sheet with participant. Sheet includes contact details should they wish to contact me.

## **Questions**

### **General background**

- How long have you been running trips to see marine wildlife?
  - What type of work were you doing before?
  - What other trips do you run?
- Do you run the trips all year round?
- Are they popular?
- What types of people come on them?
- Do you know roughly how many people come on your wildlife watching trips each year?
- Are you the only operator running marine wildlife trips in the area?
  - How many others are there?
  - Has that changed much over the past 10 years?

### **History & chronology**

- Why was the partnership established?
  - Who initiated it?
  - Was there a legislative driver, an economic one or an environmental/species protection one?
- How was it established?
  - How did the different groups come together?
  - Who initiated/promoted/organised that?
- Who (organisations) was initially involved
  - Why was that?
- Who (organisations) was not initially involved
  - Why was that?
- How were the initial participants (organisations) identified?
  - Were they invited?
  - Did they volunteer?
  - Do they report back to their respective organisations?
- How and why has that changed since the partnership first came together?
  - Who is now involved (new partners/organisations)?
  - What sectors are represented
  - What sectors are not represented – reasons?
  - Why are they involved?
  - Who is no longer involved?
  - Why are they no longer involved?

## **Partnership Structure**

- How is the partnership structured?
  - Does it have a steering group/committee?
  - Who sits on the steering group/committee?
  - How are steering group/committee members chosen?
  - Do they contribute financially to the partnership?
  - Is that a requirement of steering group/committee membership?
- What do the partners bring to the partnership
  - financially?
  - resources?
  - internal influence?
  - external influence?
- Is the partnership legally constituted?
  - What legal/statutory responsibilities does the partnership have?
- Are there separate special interest groups within the partnership?
  - What are their areas of interest?
  - How are members of each group chosen?
  - Do they contribute financially to that group?
  - How do they report back to the partnership and the Steering Group/committee?

## **Marine Wildlife Tourism**

*Marine Wildlife Tourism specifically:*

- From my understanding of the partnership, marine nature-based tourism is a significant component of the tourism industry in the area. How long has that been the case?
- Has the number of operators changed since the partnership began?
- Do you work together at all, or are you all fairly independent?
- Do you ever get together to talk about the issues etc that affect you and the day to day running of wildlife trips?
- Are there any conflicts between your activities and the conservation of particular species/habitats in the Firth?
  - Is that what brought the partnership together?
- How is that (any) conflict managed?
- Are there any operators who are not involved in the partnership?
  - Why aren't they involved?
- Can operators become members of the Steering Group/committee?
  - Why is that?
  - Do you think partnerships such as the DSP are a good thing?
- What do they offer people such as yourself?
- Are you able to air your views there about the issues that affect you?
  - Why is that?
- What about decisions about policy and legislation in the Firth?
  - Are you able to influence them at all?
  - In what ways are you able to influence them?
- Do you always agree with the decisions made by the partnership?

- What happens when you disagree with the decision made?
- Does the partnership approach make any difference do you think?

### **Consensus of Problem Domain**

- Does the partnership always achieve full consensus in policy development and implementation discussions?
  - If not, what level of consensus is reached?
  - Is it different at each meeting?
- What are the three big issues that are the most important to the partnership?
  - Are these the issues that are most frequently raised at meetings?
  - Does everybody agree with that?
- How are the agendas for partnership meetings decided?
  - Who identifies the issues to be discussed?
  - Has it always been done that way?
- Has the original reason for bringing the partnership together changed?
  - Why has it changed?
  - How has it changed?

### **Partnership effectiveness**

- What were the original targets set by the partnership at the outset?
- How much progress has been made towards achieving those targets?
  - Why is that?
- Have the original aims/targets changed since the beginning of the partnership?
  - How have they changed?
  - Why have they changed?
- Have there been other factors which have influenced the achievement of those targets?
  - What are those factors?
  - How have they influenced things?
- Has the progress made been as a direct result of the partnership process?
  - In what way has it enabled the progress to be made?
  - Has that always been the case?
  - In what way has it prevented progress?

### *On MWT management and policy:*

- Does the partnership participate formally in external networking?
- Is the partnership consulted by external organisations on matters of regional/national/European policy development (ie Marine Bill, Water Framework Directive, EU policy development etc)?
- Would the partnership like to be more involved in regional/national/European policy development?
- Is the partnership able to influence policy development at a local level?
- What role does the partnership play in implementing local policy?

### **Stakeholder Qualities**

- Do you think that it is important to have enthusiastic people in the partnership?
- What personal skills do you think are also important?
  - How do they help the partnership to achieve its goals?
- Are there any personality types which hinder the partnership process?
  - How do they hinder the partnership?
- Is there a balance of these personalities and skills within the partnership?
  - Has that changed at all?
  - In what way has it changed?
  - What impact has that had on the partnership?

### **Social Learning**

- Apart from the outputs/targets/goals identified by the partnership at the outset (or during the process) what other benefits has the partnership brought?
  - Why is that?
- Do you feel that you have learned anything from the process?
- Have your opinions/notions about other members of the partnership changed at all during the process?
  - In what way have they changed?
  - Have others also changed?
- Has it been a steady change in one direction, or has the change been different at different times?
  - Does that relate to any other factors outside of the partnership, or is it as a direct result of this partnership activity?
- Has the process made you more or less willing to participate in this type of collaborative approach in the future?
  - Why is that?
- Do you think that partnerships are worth the effort?
  - Why is that?

### **Thanks for participating**

**Contact details mine for participant in case any worries.**

## **3. Interview questions for non-operator private sector & non-member interviewees**

### **Introduction**

Explain who I am, my department, my research.

Explain why I am doing the research – take no sides, merely investigating, what I hope to achieve, how and why.

Give copy of information for participants sheet.

### **Ethics**

Explain why recording & making notes, request permission to record, explain option to stop recording/say no, etc at any time. Reassure re privacy and

confidentiality. Request signature on consent form. Leave copy of info for interviewees sheet with participant. Sheet includes contact details should they wish to contact me.

## Questions

### General background

- Can you tell me a little about your organisation and its role?
  - What is your role within the organisation (also, job title)?
  - Does your organisation have any particular relationship with the partnership?

#### If so,

- What type of relationship is it?
  - How did the organisation become involved with the partnership?
  - How long ago was that?
  - Has that changed over time at all?
  - Have you always represented your organisation in dealings with the partnership?
  - Have any other individuals from your organisation taken that role in the past?

### History & chronology

- Why was the partnership established?
  - Who initiated it?
  - Was there a legislative driver, an economic one or an environmental/species protection one?
- How was it established?
  - How did the different groups come together?
  - Who initiated/prompted/organised that?
- Who (organisations) was initially involved
  - Why was that?
- Who (organisations) was not initially involved
  - Why was that?
- How were the initial participants (organisations) identified?
  - Were they invited?
  - Did they volunteer?
  - Do they report back to their respective organisations?
- How and why has that changed since the partnership first came together?
  - Who is now involved (new partners/organisations)?
  - What sectors are represented
  - What sectors are not represented – reasons?
  - Why are they involved?
  - Who is no longer involved?
  - Why are they no longer involved?

### Marine Wildlife Tourism

*Marine Wildlife Tourism specifically:*

- From my understanding of the partnership, marine nature-based tourism is a significant component of the tourism industry in the area. How long has that been the case?
- Has the number of operators changed since the partnership began?
- Are there any conflicts between the activities of operators and the conservation of particular species/habitats in the Firth?
  - Is that what brought the partnership together?
- How is that (any) conflict managed?
- Are all operators involved in the partnership?
  - How are they involved?
  - Are they involved in the development or implementation of policy?
- Are there operators who are not involved or represented on the partnership?
  - Why is that?
- Can operators become members of the Steering Group/committee?
  - Why is that?

### **Consensus of Problem Domain**

- Does the partnership always achieve full consensus in policy development and implementation discussions?
  - If not, what level of consensus is reached?
- What are the three big issues that are the most important to the partnership?
- Has the original reason for bringing the partnership together changed?
  - Why has it changed?
  - How has it changed?

### **Partnership effectiveness**

- How do you view the partnership?
  - Do you think it's a good thing?
  - Why is that?
- What were the original targets set by the partnership at the outset?
  - Were they the right targets, do you think?
- How much progress has been made towards achieving those targets?
  - Why is that?
- Have the original aims/targets changed since the beginning of the partnership?
  - How have they changed?
  - Why have they changed?
- Have there been other factors which have influenced the achievement of those targets?
  - What are those factors?
  - How have they influenced things?
- Has the progress made been as a direct result of the partnership process?
  - In what way has it enabled the progress to be made?
  - Has that always been the case?
  - In what way has it prevented progress?

*On MWT management and policy:*

- Does the partnership participate formally in external networking?
- Is the partnership consulted by external organisations on matters of regional/national/European policy development (ie Marine Bill, Water Framework Directive, EU policy development etc)?
- Is the partnership able to influence policy development at a local level?
- What role does the partnership play in implementing local policy?

**Stakeholder Qualities**

- Do you think that it is important to have enthusiastic people in the partnership?
- What personal skills do you think are also important?
  - How do they help the partnership to achieve its goals?
- Are there any personality types which hinder the partnership process?
  - How do they hinder the partnership?
- Is there a balance of these personalities and skills within the partnership?
  - Has that changed at all?
  - In what way has it changed?
  - What impact has that had on the partnership?

**Social Learning**

- Apart from the outputs/targets/goals identified by the partnership at the outset (or during the process) what other benefits has the partnership brought?
  - Why is that?
- Have your opinions/notions about other members of the partnership changed at all during the process?
  - In what way have they changed?
  - Have others also changed?
- Has it been a steady change in one direction, or has the change been different at different times?
  - Does that relate to any other factors outside of the partnership, or is it as a direct result of this partnership activity?
- Do you think that partnerships are worth the effort?
  - Why is that?

**Thanks for participating**

**Contact details mine for participant in case any worries.**



## **Appendix 8**

### **Indicator tables for the Shannon Dolphin and Wildlife Foundation**

## SDWF indicator tables

### Indicator levels at the problem setting stage (SDWF)

Indicator	Indicator number	Grade (√=low, √√=high)	Change	Rationale
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√		Few stakeholders engaged, few sectors represented
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√		No formal mechanisms for choosing representatives
The extent to which stakeholders are actively engaged in decision-making	1c	n/a		
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√√		No clear consensus on direction or scope
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√√		Potential benefits still unclear. Some individuals reluctant to participate
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√		No clear distinction between collaboration and non-collaboration yet apparent
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	n/a		
The extent to which partners have the confidence and resources to make commitments and decisions	4b	n/a		
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	n/a		
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	n/a		
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	n/a		
The extent to which the partnership has been able to influence policy at the local, regional, national levels and above	5b	n/a		
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√√√		Conservationist plays strong leadership role and lobbies for action
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	√√		Conservationist has scientific background and extensive knowledge of cetacean ecology
The extent to which levels of trust between stakeholders have improved	7b	n/a		
The likelihood with which partners would embrace the collaborative process in the future	7c	n/a		

## Indicator levels at the coalition building stage

Indicator	Indicator number	Grade (√=low, √√=high)	Change	Rationale
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√		Statutory conservation agency reluctant to engage
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√		No clear strategy for identifying and selecting participants
The extent to which stakeholders are actively engaged in decision-making	1c	n/a		
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√√		Statutory conservation agency not convinced of need for partnership
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√√		Operators perceive benefits for cetaceans and so remain supportive despite conflict
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√		No clear benefits to participation as yet
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	n/a		
The extent to which partners have the confidence and resources to make commitments and decisions	4b	n/a		
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	n/a		
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	√		Some operators indicate support for regulation
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	n/a		
The extent to which the partnership has been able to influence policy at the local, regional, national levels and above	5b	√√		Lobbying by conservationist results in draft Refuge for Fauna order
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√√√		Conservationist continues to lobby for partnership action
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	√√		Scientific expertise of conservationist plus some local knowledge of operators
The extent to which levels of trust between stakeholders have improved	7b	√		Poor levels of trust between conservationist and some operators
The likelihood with which partners would embrace the collaborative process in the future	7c	n/a		

## Indicator levels at the direction setting stage

Indicator	Indicator number	Grade (√=low, √√√=high)	Change	Rationale
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√√√	+2	All stakeholders invited to participate in Forum event and collaborate
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√√	+1	Formal establishment of Steering and Management Committees
The extent to which stakeholders are actively engaged in decision-making	1c	√√√		Good attendance at Forum event by all sectors
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√√√	+1	Strong consensus at forum over need for partnership
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√√√	+1	Clear understanding of benefits of collaborating, to ensure industry develops
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√√	+1	Dúchas recognise benefit of partnership in supporting them in delivery of SAC management responsibilities
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	n/a		
The extent to which partners have the confidence and resources to make commitments and decisions	4b	n/a		
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	n/a		
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	√		Some operators indicate support for regulation
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	n/a		
The extent to which the partnership has been able to influence policy at the local, regional, national levels and above	5b	√√		Minister instructs government departments to engage with stakeholders
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√√√		Conservationist maintains pressure for action
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	√√		Scientific and technical skills of conservationist
The extent to which levels of trust between stakeholders have improved	7b	√		Ongoing conflict between one operator and conservationist
The likelihood with which partners would embrace the collaborative process in the future	7c	n/a		

## Indicator levels at the direction refinement stage

Indicator	Indicator number	Grade (√=low, √√=high)	Change	Rationale
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√√	-1	Operators invited to form Management Committee but excluded from Steering Committee. Carrigaholt excluded from Steering Committee
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√√√	+1	All operators given opportunity to participate in Management Committee
The extent to which stakeholders are actively engaged in decision-making	1c	√√	-1	Reasonably good attendance at meetings, but less than at Forum
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√√√		High level of consensus over need for and scope of partnership
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√√√		No change from previous stage
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√√		Some stakeholders yet to be convinced of need for partnership approach
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	√√		Some good ecological data but lack of evidence of impact of mnbt industry
The extent to which partners have the confidence and resources to make commitments and decisions	4b	√		Lack of clear source of financial support for partnership
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	√√√		Organisations with statutory responsibilities now participating
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	√√√	+2	Operators indicate support for regulation
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	n/a		
The extent to which the partnership has been able to influence policy at the local, regional, national levels and above	5b	√√		Government agencies accept voluntary code of conduct devised by operators
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√√	-1	Influence of conservationist begins to wane as formal partnership structure emerges
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	√√		Good scientific knowledge but local and industry specific knowledge not fully used
The extent to which levels of trust between stakeholders have improved	7b	√		Lack of trust between key stakeholders remains an issue
The likelihood with which partners would embrace the collaborative process in the future	7c	n/a		

## Indicator levels at the partnership collapse stage

Indicator	Indicator number	Grade (√=low, √√√=high)	Change	Rationale
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√√		Two committees remain separate. Carrigaholt and Kerry not represented
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√√√		No change from previous stage
The extent to which stakeholders are actively engaged in decision-making	1c	√	-1	Operators from Carrigaholt disengage as a result of conflict
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√√√		Despite conflict, operators remain committed to partnership aims
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√√√		No change from previous stage
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√√√	+1	Dúchas realise that partnership can help them achieve institutional objectives
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	√√		Still no scientific basis for regulation
The extent to which partners have the confidence and resources to make commitments and decisions	4b	√√	+1	Some project specific-funding secured
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	√√	-1	Dúchas representative acted without authority in inviting operators to nominate Steering Committee representative and had to retract as a result
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	√√√		Despite conflict, operators remain committed to regulation
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	n/a		
The extent to which the partnership has been able to influence policy at local, regional, national levels and above	5b	√√		Ongoing policy development with Dúchas over regulation and monitoring
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√√		No change from previous stage
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	√√		No change from previous stage
The extent to which levels of trust between stakeholders have improved	7b	√		No change from previous stage
The likelihood with which partners would embrace the collaborative process in the future	7c	n/a		

## Indicator levels at the stagnation stage

Indicator	Indicator number	Grade (√=low, √√=high)	Change	Rationale
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√√		No change from previous stage
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√√√		No change from previous stage
The extent to which stakeholders are actively engaged in decision-making	1c	√		No change from previous stage
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√√√		No change from previous stage
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√√√		No change from previous stage
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√√√		No change from previous stage
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	√√		No change from previous stage
The extent to which partners have the confidence and resources to make commitments and decisions	4b	√	-1	Lack of secure funding becomes an issue, limiting progress. Conflict over geographical allocation of resources
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	√√		No change from previous stage
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	√√√		No change from previous stage
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	√		Development of code of conduct and accreditation scheme nearing completion
The extent to which the partnership has been able to influence policy at local, regional, national levels and above	5b	√√		No change from previous stage
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√√		No change from previous stage
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	√√		No change from previous stage
The extent to which levels of trust between stakeholders have improved	7b	√		No change from previous stage
The likelihood with which partners would embrace the collaborative process in the future	7c	n/a		

## Indicator levels at the realignment stage

Indicator	Indicator number	Grade (√=low, √√=high)	Change	Rationale
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√√		No change from previous stage
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√√	-1	Management Committee suspended due to conflict between stakeholders
The extent to which stakeholders are actively engaged in decision-making	1c	√		No change from previous stage
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√√√		No change from previous stage
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√√	-1	Carrigaholt operators feel concerns are not being heard and therefore question purpose of participating
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√√	-1	Some stakeholders begin to question need for partnership as a result of lack of industry growth
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	√√√	+1	Tour boat monitoring begins to provide data on impact of industry
The extent to which partners have the confidence and resources to make commitments and decisions	4b	√		Lack of resources is ongoing problem and limits activity
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	√√		No change from previous stage
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	√	-2	Some operators fail to fully comply with voluntary regulations. Saoirse na Sionna launched then abandoned
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	√√	+1	Voluntary regulations implemented. Partnership aims realigned to achieve charitable status
The extent to which the partnership has been able to influence policy at local, regional, national levels and above	5b	√√		Mixed results. Implementation of voluntary regulation but lack of progress in influencing pair trawling policy
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√√		No change from previous stage
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	√√√	+1	Monitoring provides further data on conservation status of cetaceans
The extent to which levels of trust between stakeholders have improved	7b	√		No change from previous stage
The likelihoods with which partners would embrace the collaborative process in the future	7c	n/a		



## Indicator levels at the stability stage

Indicator	Indicator number	Grade (√=low, √√=high)	Change	Rationale
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√√√	+1	Steering and Management Committees combined and all areas represented
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√√		Still no mechanisms in place to ensure that representatives were legitimate
The extent to which stakeholders are actively engaged in decision-making	1c	√√√	+2	Increased willingness to participate as a result of improved access to decision-making
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√√	-1	Lack of expected tourism and industry growth lead to questions over need for partnership
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√	-1	Lack of evidence of disturbance to cetaceans as a result of industry activity leads to questions over benefit
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√√		No change from previous stage
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	√√√		Monitoring data and ongoing research provides evidence of low industry impact on cetaceans
The extent to which partners have the confidence and resources to make commitments and decisions	4b	√		Lack of resources remains an issue
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	√√		No change from previous stage
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	√		Lack of compliance with tour boat monitoring reporting requirements an ongoing issue
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	√	-1	Accreditation scheme abandoned, lack of industry growth and development, change to partnership objectives (loss of tourism promotion remit)
The extent to which the partnership has been able to influence policy at local, regional, national levels and above	5b	√	-1	Lack of progress on influencing pair trawling issue. Management plan for estuary still not complete.
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√√		No change from previous stage
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	√√√		No change from previous stage
The extent to which levels of trust between stakeholders have improved	7b	√		No change from previous stage
The likelihood with which partners would embrace the collaborative process in the future	7c	√√		Recognition of benefits in bringing stakeholders together but lack of evidence of achievement of aims results in mixed perceptions of the value of partnership.

## **Appendix 9**

### **Indicator tables for the Dolphin Space Programme**

## DSP indicator tables

### Indicator levels at the Problem setting stage

Indicator	Number	Grade (√=low, √√=high)	Change	Rationale
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√		Action was initiated by statutory agency. DAI initiative did not engage private sector.
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√		No clear process for identifying representatives.
The extent to which stakeholders are actively engaged in decision-making	1c	n/a		
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√		Action stemmed from concern by statutory conservation agency and scientific community. Private sector stakeholders not consulted at this stage
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√		Little to entice participation at this stage
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√√		SNH accept that partnership is the only way as there is no legislative basis for action
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	√		Lack of scientific evidence for action
The extent to which partners have the confidence and resources to make commitments and decisions	4b	n/a		
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	n/a		
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	n/a		
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	n/a		
The extent to which the partnership has been able to influence policy at local, regional, national levels and above	5b	n/a		
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√		Led by organisational objectives rather than individual personality
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	n/a		
The extent to which levels of trust between stakeholders have improved	7b	n/a		
The likelihood with which partners would embrace the collaborative process in the future	7c	n/a		

## Indicator levels at the coalition building stage

Indicator	Indicator number	Grade (√=low, √√=high)	Change	Rationale
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√√	+1	Improvement as SNH invited operators and other relevant stakeholders to attend Tulloch meeting
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√		Still no mechanism in place for selecting representatives
The extent to which stakeholders are actively engaged in decision-making	1c	√√		Private sector now given opportunity to engage
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√√	+1	Private sector accepts need for action
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√√	+1	Private sector recognise benefits to business through marketing advantage
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√√		SNH have no other option but to work collaboratively
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	√		No scientific basis for action
The extent to which partners have the confidence and resources to make commitments and decisions	4b	√√		Agencies and scientists confident of need for action despite lack of unequivocal evidence
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	√√		Individuals participating have authority to act
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	√√		Private sector operators indicate willingness to abide by code of conduct
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	n/a		
The extent to which the partnership has been able to influence policy at local, regional, national levels and above	5b	n/a		
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√		No clear nodal actor or champion. Action is led by organisations not individuals
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	√√		Good scientific knowledge of environmental management but poor use of local and industry-based knowledge
The extent to which levels of trust between stakeholders have improved	7b	√		Low levels of trust between public and private sectors
The likelihood with which partners would embrace the collaborative process in the future	7c	n/a		

## Indicator levels at the direction setting stage

Indicator	Indicator number	Grade (√=low, √√=high)	Change	Rationale
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√√		Key stakeholders (operators) still participating at the level of consultation
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√		No change from previous period
The extent to which stakeholders are actively engaged in decision-making	1c	√√		Operators remain engaged with collaboration
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√√		Good agreement over the need for action but some conflict over scope of activity
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√√		No change from previous period
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√√		No change from previous period
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	√		No clear data available on the conservation status of the dolphin population in the Firth
The extent to which partners have the confidence and resources to make commitments and decisions	4b	√√		No change from previous period
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	√√		No change from previous period
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	√√		Outer Firth operators happy with suggested code, inner Firth operators less so
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	n/a		
The extent to which the partnership has been able to influence policy at local, regional, national levels and above	5b	n/a		
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√		No change from previous period
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	√√		No change from previous period
The extent to which levels of trust between stakeholders have improved	7b	√		No change from previous period
The likelihood with which partners would embrace the collaborative process in the future	7c	n/a		

## Indicator levels at the direction refinement stage

Indicator	Indicator number	Grade (√=low, √√=high)	Change	Rationale
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√	-1	Operators not invited to join Steering Committee, so excluded from decision-making
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√√	+1	Partnership formalised and Steering Committee established, although selection of representatives remains informal
The extent to which stakeholders are actively engaged in decision-making	1c	√	-1	Operator engagement waning because of exclusion
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√√		No change from previous period
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√	-1	Partnership relies on negative publicity to shame operators rather than positive enticements
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√√		Despite exclusion from decision-making and lack of benefits, most operators remain committed to partnership
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	√		No change from previous period
The extent to which partners have the confidence and resources to make commitments and decisions	4b	√√√	+1	Partnership well resourced, EU funding secured. office base established
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	√√		No change from previous period
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	√√		Despite difficulties, some operators remain committed to following code
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	√		Some moderate success in achieving objective of implementing code of conduct
The extent to which the partnership has been able to influence policy at local, regional, national levels and above	5b	n/a		
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√		No change from previous period
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	√√		No change from previous period
The extent to which levels of trust between stakeholders have improved	7b	√		Exclusion of operators does nothing to increase trust
The likelihood with which partners would embrace the collaborative process in the future	7c	n/a		

## Indicator levels at the partnership collapse stage

Indicator	Indicator number	Grade (√=low, √√=high)	Change	Rationale
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√		Steering Committee expanded but operators remain excluded from decision-making structures
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√√		Still no formal mechanism to identify representatives
The extent to which stakeholders are actively engaged in decision-making	1c	√		Operator engagement remains low as a result of ongoing exclusion
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√	-1	Low level of agreement from operators. Operators given stark choice: comply or regulation would be imposed
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√		Criteria for accreditation imposes further conditions and heavy-handed complaints procedure outweigh positive benefits
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√	-1	Operators no longer convinced that partnership is of benefit
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	√		
The extent to which partners have the confidence and resources to make commitments and decisions	4b	√	-2	Loss of project funding from EU LIFE programme leads to loss of project staff and loss of momentum
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	√	-1	Loss of engagement by Steering Committee members
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	√	-1	Loss of willingness to comply as a result of ongoing conflict
The extent to which key objectives agreed at the beginning of the partnership have been refined and	5a	√	-1	Accreditation scheme losing momentum and losing compliance with code
The extent to which the partnership has been able to influence policy at local, regional, national levels and above delivered through the direct intervention of the collaborative action	5b	√		Some low-level achievement of policy influence by persuading local tourist boards to exclude non-accredited operators from advertising opportunities
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√		No change from previous period
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	√√		No change from previous period
The extent to which levels of trust between stakeholders have improved	7b	√		No change from previous period
The likelihood with which partners would embrace the collaborative process in the future	7c	n/a		

## Indicator levels at the continuing division stage

Indicator	Indicator number	Grade (√=low, √√=high)	Change	Rationale
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√		Steering Committee recognise need to include operators but fail to take action to achieve inclusion
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√√		No change from previous period
The extent to which stakeholders are actively engaged in decision-making	1c	√		No change from previous period
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√		No change from previous period
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√		Positive benefits continue to be outweighed by heavy-handed attempts to force compliance
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√		Operators remain unconvinced of need for partnership activity
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	√		No change from previous period
The extent to which partners have the confidence and resources to make commitments and decisions	4b	√		
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	√		
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	√		Low levels of compliance as a result of Steering Committee failure to address issues with codes of conduct
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	√		Highland Council change licensing policy to include DSP accreditation as a criteria for licensing (but licensing for larger boats not changed by MCA)
The extent to which the partnership has been able to influence policy at local, regional, national levels and above	5b	√		No change from previous period
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√√	+1	Return of key individual to original role in statutory conservation agency leads to some positive progress
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	√√		
The extent to which levels of trust between stakeholders have improved	7b	√		Levels of trust between and within stakeholder groups remains low
The likelihood with which partners would embrace the collaborative process in the future	7c	n/a		



## Indicator levels at the realignment stage

Indicator	Indicator number	Grade (√=low, √√√=high)	Change	Rationale
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√√	+1	Operators finally invited to attend some partnership meetings. Subsequently, operators form WT BOS to gain formal access to Steering Committee
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√√		No change from previous period
The extent to which stakeholders are actively engaged in decision-making	1c	√√	+1	Some operators attend meetings but engagement remains at a low level
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√√	+1	Engagement in decision-making through WT BOS improves understanding of need for and scope of partnership
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√		
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√√	+1	Following formation of WT BOS, operators recognise the benefit of collaborative working
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	√√	+1	Industry-based knowledge and experience of private sector becomes available to partnership once WT BOS formed and operators join Steering Committee
The extent to which partners have the confidence and resources to make commitments and decisions	4b	√√	+1	Operators presence on Steering Committee improves decision-making abilities of partnership
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	√√	+1	Issues were discussed by WT BOS members prior to DSP meetings and representatives were therefore able to make informed decisions at DSP meetings
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	√√	+1	Improvement in compliance as a result of engagement of operators in decision-making
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	√√	+1	Better engagement of operators led to improvements in code compliance and increased interest in accreditation scheme
The extent to which the partnership has been able to influence policy at local, regional, national levels and above	5b	√√	+1	SNH re-examine issue if licensing cetacean research vessel activity and Police agree to take steps to deal with disturbance to cetaceans caused by jet skis
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√√		No change from previous period
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	√√		
The extent to which levels of trust between stakeholders have improved	7b	√√	+1	Improved levels of trust between operators and between operators and Steering Committee
The likelihood with which partners would embrace the collaborative process in the future	7c	n/a		

## Indicator levels at the fragile stability stage

Indicator	Indicator number	Grade (√=low, √√√=high)	Change	Rationale
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√√√	+1	Annual open meetings held with all operators able to attend
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√√√	+1	WTBOS elections result in change in representatives on Steering Committee
The extent to which stakeholders are actively engaged in decision-making	1c	√√		Some operators remain on periphery and are less active in partnership
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√√		Some operators remain unconvinced of need for partnership
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√√	+1	Project Manager develops new incentives for accredited operators
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√√		No change from previous period
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	√√		No change from previous period
The extent to which partners have the confidence and resources to make commitments and decisions	4b	√√√	+1	Funding secured for new Project Manager and grants provided for specific projects
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	√√		No change from previous period
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	√√		No change from previous period
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	√√√	+1	Partnership achieves full accreditation of all active operators in Firth
The extent to which the partnership has been able to influence policy at local, regional, national levels and above	5b	√√√	+1	DSP consulted on new national marine wildlife watching code and invited to participate as consultant to advise transnational mnbt partnership
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√	-1	Key individual at SNH takes a less prominent role as conflict lessens and new Project Manager is in place
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	√√		Still no comprehensive programme of monitoring or evaluation of conservation benefits or sustainability of industry
The extent to which levels of trust between stakeholders have improved	7b	√√		Levels of trust much improved since outset but some mistrust remains
The likelihood with which partners would embrace the collaborative process in the future	7c	√√		General agreement on benefits of partnership but some operators remain wary after negative experiences earlier in partnership

## **Appendix 10**

### **Indicator tables for the Pembrokeshire Marine Code Group**

## PMCG indicator tables

### Indicator levels at the problem setting stage (PMCG)

Indicator	Indicator number	Grade (√=low, √√=high)	Change	Rationale
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√		Lack of private sector engagement in discussion over need for action
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√		Representatives selected on basis of employment or personal interest
The extent to which stakeholders are actively engaged in decision-making	1c	√		Private sector engaged at level of consultation only
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√√		Public sector and NGOs agree on need for action
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√		Little to entice private sector to participate at this stage
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√√		Realisation by public sector and NGOs that individual areas of responsibility not sufficient to achieve goals and collective action therefore needed
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	n/a		
The extent to which partners have the confidence and resources to make commitments and decisions	4b	n/a		
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	√		Some individuals have authority to act on behalf of their organisations
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	n/a		
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	n/a		
The extent to which the partnership has been able to influence policy at local, regional, national levels and above	5b	n/a		
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√√√		Action initiated by one individual, supported by others
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	n/a		
The extent to which levels of trust between stakeholders have improved	7b	n/a		
The likelihood with which partners would embrace the collaborative process in the future	7c	n/a		

## Indicator levels at the coalition building stage

Indicator	Indicator number	Grade (√=low, √√=high)	Change	Rationale
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√		Participation by private sector in decision-making remains poor. Dominance by public sector and NGOs
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√		Representation through employment or self-interest
The extent to which stakeholders are actively engaged in decision-making	1c	√√	+1	Private sector given opportunity to participate in code development
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√	-1	Recognition of need for regulation but some would prefer statutory controls
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√√	+1	Recognition by group of the need to provide positive benefits to private sector to encourage participation
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√√√	+1	Statutory controls not appropriate or available and therefore must use voluntary approach to regulation
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	√		Weak scientific basis for intervention with little available evidence of direct impact on marine wildlife
The extent to which partners have the confidence and resources to make commitments and decisions	4b	√√		Public sector partners bring in-kind resources but financial resources are limited
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	√		No change from previous stage
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	n/a		
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	n/a		
The extent to which the partnership has been able to influence policy at local, regional, national levels and above	5b	n/a		
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√√	-1	Influence of original convenor weakening as coalition expands
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	√		Good scientific knowledge within participating organisations but lack of industry and local knowledge
The extent to which levels of trust between stakeholders have improved	7b	n/a		
The likelihood with which partners would embrace the collaborative process in the future	7c	n/a		

## Indicator levels at the direction setting stage

Indicator	Indicator number	Grade (√=low, √√=high)	Change	Rationale
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√√	+1	Operators from private sector given first opportunity to participate at open meetings and in decision-making body
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√		No change from previous stage
The extent to which stakeholders are actively engaged in decision-making	1c	√	-1	Despite improved opportunities to participate, some stakeholders are less engaged than partnership would like
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√√	+1	Improvement in levels of consensus over scope of partnership activity
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√	-1	Some operators remain unconvinced of benefits of partnership
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√√	-1	Some operators remain unconvinced of need for partnership
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	√√	+1	Engagement of operators in code development leads to feeling that local and lay knowledge is valued
The extent to which partners have the confidence and resources to make commitments and decisions	4b	√	-1	Lack of funding becomes more pressing issue and hampers progress
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	√√	+1	Engagement of a wider range of stakeholders improves decision-making abilities of partnership
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	√√		Most operators are supportive of codes of conduct and are prepared to abide by them as a result of engagement in their development
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	n/a		
The extent to which the partnership has been able to influence policy at local, regional, national levels and above	5b	n/a		
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√	-1	Partnership no longer dominated by a single individual
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	√√	+1	Technical skills and local knowledge of partnership increased with inclusion of operators
The extent to which levels of trust between stakeholders have improved	7b	√		Low levels of trust between some operators and other stakeholders
The likelihood with which partners would embrace the collaborative process in the future	7c	n/a		

## Indicator levels at the direction refinement stage

Indicator	Indicator number	Grade (√=low, √√=high)	Change	Rationale
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√√		No change from previous stage
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√		No change from previous stage
The extent to which stakeholders are actively engaged in decision-making	1c	√		No change from previous stage
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√√		No change from previous stage
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√		No change from previous stage
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√√		No change from previous stage
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	√√		No change from previous stage
The extent to which partners have the confidence and resources to make commitments and decisions	4b	√		Funding base extended but lack of long-term financial security continues to hamper progress
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	√√		No change from previous stage
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	√√		Most operators remain supportive of code and accreditation scheme
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	√√		Code of conduct and accreditation scheme trialled and implemented
The extent to which the partnership has been able to influence policy at local, regional, national levels and above	5b	√√		Code used as a model for similar approaches in other counties in Wales
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√		No change from previous stage
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	√√		No change from previous stage
The extent to which levels of trust between stakeholders have improved	7b	√		No change from previous stage
The likelihood with which partners would embrace the collaborative process in the future	7c	n/a		

## Indicator levels at the stability stage

Indicator	Indicator number	Grade (√=low, √√=high)	Change	Rationale
The extent to which the range of participating stakeholders is representative of all stakeholders	1a	√√		Private sector given more opportunity to participate in decision-making but level of participation remains poor
The extent to which individuals representing a stakeholder group are fully representative of that group	1b	√		No change from previous stage
The extent to which stakeholders are actively engaged in decision-making	1c	√		Decline in levels of engagement by both public and private sector but not necessarily seen as a sign of poor partnership
The extent to which there is agreement among participants about the need for and intended scope of the collaboration	2	√√		Good levels of consensus over need maintained, although small number of private sector operators remain unconvinced of need for partnership
The extent to which relevant stakeholders see there are positive benefits to entice their participation	3a	√		No change from previous stage
The degree to which participants accept that collaboration is likely to produce qualitatively different outcomes to those which could be achieved by working alone	3b	√√		No change from previous stage
The extent to which all stakeholders have access to the information needed to make effective decisions	4a	√√		Still no clear evidence of impact of commercial mnbt activity on marine wildlife
The extent to which partners have the confidence and resources to make commitments and decisions	4b	√		No change from previous stage
The extent to which partners have an institutional mandate to make decisions and accept responsibility on behalf of their organisation	4c	√√		No change from previous stage
The extent to which stakeholders are prepared to abide by agreed management interventions	4d	√√		Level of code compliance amongst most operators remains good
The extent to which key objectives agreed at the beginning of the partnership have been refined and delivered through the direct intervention of the collaborative action	5a	√√		Achievement of good code compliance enables partnership to move on to focus on next objective, raising awareness of code amongst general public
The extent to which the partnership has been able to influence policy at local, regional, national levels and above	5b	√√		Change in National Park and County Council advertising policy to support achievement of partnership objectives
The extent to which key individuals (leaders or participants) shape, motivate or dominate the process and inspire others to participate	6	√		No change from previous stage
The extent to which partners have the capacity (technical skills and understanding) to make effective decisions on complex issues	7a	√√		No change from previous stage
The extent to which levels of trust between stakeholders have improved	7b	√		Lack of trust remains an issue, particularly between conservationist and operators in one particular geographical area
The likelihood with which partners would embrace the collaborative process in the future	7c	√√		Most stakeholders indicate that they value the partnership and would participate in future



### **List of Abbreviations**

AGTB	Aberdeen AND Grampian Tourist Board
ALO	Activities Liaison Officer
AONB	Area of Outstanding Natural Beauty
BIM	Bord Iascaigh Mhara
CAQDAS	Computer Aided Qualitative Data Analysis Software
CCW	Countryside Council for Wales
CDA	Carrigaholt Development Association
CMO	Context, Mechanism, Outcome
DAI	Dolphin Awareness Initiative
DEEM	Dart Estuary Environmental Management
DEFRA	Department for Environment Food and Rural Affairs
DSP	Dolphin Space Programme
EIA	Environmental Impact Assessment
EU	European Union
GVA	Gross Value Added
HOST	Highlands of Scotland Tourist Board
ICM	Integrated Coastal Management
ICZM	Integrated Coastal Zone Management
IWDG	Irish Whale and Dolphin Group
KUDC	Kilrush Urban District Council
LNG	Liquid Nitrogen Gas
MCA	Maritime and Coastguard Agency
META	Marine Ecotourism for the Atlantic Area
MI	Marine Institute (Dublin)
MOD	Ministry of Defence
MSP	Marine Spatial Planning
NGO	Non-Governmental Organisation
NP&WS	National Parks and Wildlife Service
OPW	Office of Public Works
PCF	Pembrokeshire Coastal Forum
PCNPA	Pembrokeshire Coast National Park Authority

PISCES	Partnership of Irish Sea Coast Estuary Strategies
PMCG	Pembrokeshire Marine Code Group
POCG	Pembrokeshire Outdoor Charter Group
PWA	Personal Watercraft Association
RSPB	Royal Society for the Protection of Birds
RYAS	Royal Yachting Association for Scotland
SAC	Special Area of Conservation
SD	Shannon Development
SDD	Shannon Dolphins Development
SDWF	Shannon Dolphin and Wildlife Foundation
SMEs	Small and Medium sized Enterprises
SNH	Scottish Natural Heritage
SPA	Special Protection Area
SSSI	Site of Special Scientific Interest
SWT	Scottish Wildlife Trust
UCC	University College, Cork
UK	United Kingdom
US	United States
WCED	World Commission on Environment and Development
WCO	Wildlife Crime Officer (Police)
WDCS	Whale and Dolphin Conservation Society
WiSE	Wildlife Safe Scheme
WTBOS	Wildlife Tour Boat Operators Society

## References

- Airey, S. 2007. *Can a marine code of conduct enhance the visitor experience?* M.Sc., Oxford Brookes University.
- Ancona, D. G., Okhuysen, G. A. and Perlow, L. A. 2001. Taking time to integrate temporal research. *Academy of Management Review*, **26**, (4) 512-529.
- Arnold, H. 1995. *Precis of draft recommended guidelines for cetacean watching in the Moray Firth* by P. Thomson, B. Wilson and S. Curran.
- Arnold, H. 1997. *The Dolphin Space Programme: the development and assessment of an accreditation scheme for dolphin watching boats in the Moray Firth*. Scottish Wildlife Trust, Scottish Natural Heritage, European Union LIFE Programme, Inverness.
- Asthana, S. N. M., Richardson, S. and Halliday, J. 2002. Partnership working in public policy provision: a framework for evaluation. *Social Policy & Administration*, **36**, (7) 780-795.
- Atkins 2004. *ICZM in the UK: a stocktake*. Department for the Environment, Food and Rural Affairs, London.
- Atkinson, P. and Coffey, A. 1997. Analysing documentary realities. In: Silverman, D. (Ed). *Qualitative research: theory, method and practice*. Sage, London. pp 56-75.
- Backstrand, K. 2006. Multi-stakeholder partnerships for sustainable development: rethinking legitimacy, accountability and effectiveness. *European Environment*, **16**, (5) 290-306.
- Baldwin, R. and Cave, M. 1999. *Understanding regulation: theory, strategy and practice*. Oxford University Press, Oxford.
- Barker, A. 2004. Capacity building for sustainability: towards community development in coastal Scotland. *Journal of Environmental Management*, **75**, 11-19.
- Bassett, K. 1996. Partnerships, business elites in urban politics: new forms of governance in an English city? *Urban Studies*, **33**, 539-555.
- Becker, H. 2000. Cases, causes, conjunctures, stories and imagery. In: Gomm, R., Hammersley, M. and Foster, P. (Eds). *Case study method: key issues, key texts*. Sage, London. pp 223-233.

- Beeton, S. 2005. The case study in tourism research: a multi-method case study approach. In: Ritchie, B., Burns, P. and Palmer, C. (Eds). *Tourism research methods*. CAB International, Wallingford. pp 37-48.
- Befani, B., Ledermann, S. and Sager, F. 2007. Realistic evaluation and QCA: conceptual parallels and an empirical application. *Evaluation*, **13**, (2) 171 - 192.
- Benham, D. 2006a. Dolphin Space Programme: Project Officer's update January 2006.
- Benham, D. 2006b. DSP Winter meeting 2006 - summary of presentations and workshops.
- Benham, D. and Westcott, S. 2007. Summary of DSP research project 2007.
- Berrow, S. D. 2000a. *Dolphin tour boat monitoring - 2000*. Shannon Dolphin and Wildlife Foundation, Kilrush.
- Berrow, S. D. 2000b. *EU Habitats Directive and tourism development programmes in the Shannon estuary, Ireland*. Sustainable Tourism, Environment and Employment. Berlin, Germany. 11-13 October 2000, Council of Europe.
- Berrow, S. D. 2001. *The potential for marine wildlife tourism in Ireland*. 10th ATLAS Annual Conference. Dublin, Ireland. 4-5th October 2001, ATLAS.
- Berrow, S. D. 2003. An assessment of the framework, legislation and monitoring required to develop genuinely sustainable whalewatching. In: Garrod, B. and Wilson, J. (Eds). *Marine ecotourism: issues and experiences*. Channel View Publications, Bristol. pp 66-78.
- Berrow, S. D. 2004. Shannon Environmental Research Fund: draft for discussion.
- Berrow, S. D. 2005. *Shannon Dolphin and Wildlife Foundation annual report 2004*. Shannon Dolphin and Wildlife Foundation, Kilrush.
- Berrow, S. D. 2008 Pers. Comm. Kelly, C.
- Berrow, S. D. and Atkinson, J. 2006. *Shannon dolphin tour boat monitoring report - 2006*. SDWF, Kilrush.
- Berrow, S. D. and Counihan, R. 2007. *Shannon dolphin tour boat monitoring report - 2007*. Shannon Dolphin and Wildlife Foundation, Kilrush.

- Berrow, S. D., Holmes, B. and Kiely, O. 1996. Distribution and abundance of bottle-nosed dolphins *Tursiops truncatus* (Montagu) in the Shannon estuary, Ireland. *Biology and environment. Proceedings of the Royal Irish Academy* **96B**, (1) 1-9.
- Berrow, S. D. and O'Brien, J. 2003. *Shannon dolphin tour boat monitoring report - 2003*. Shannon Dolphin and Wildlife Foundation, Kilrush.
- Berrow, S. D. and Roberts, M. 2000. *Shannon Dolphin and Wildlife Foundation: Marketing plan 2000-2005*. Shannon Dolphin and Wildlife Foundation, Kilrush.
- Biodiversity Wales 2003. Wales LBAP roundup: news from the Facilitator. Accessed: 8th September 2008
- Blamey, A. and Mackenzie, M. 2007. Theories of change and realistic evaluation: peas in a pod or apples and oranges? . *Evaluation*, **13**, (4) 439 - 455.
- Brady, Shipman and Martin 1997a. Coastal zone management: a draft policy for Ireland. Discussion document. Department of Arts Heritage Gaeltacht and the Islands, Department of the Environment and Local Government and Department of the Marine and Natural Resources. Government of Ireland in association with HR Wallingford,. 1-33.
- Brady, Shipman and Martin 1997b. Coastal zone management: a draft policy for Ireland. Main report. Department of Arts Heritage Gaeltacht and the Islands, Department of the Environment and Local Government and Department of the Marine and Natural Resources. Government of Ireland in association with HR Wallingford. 1-42.
- Bramwell, B. and Lane, B. 1999. Editorial: collaboration and partnerships for sustainable tourism. *Journal of Sustainable Tourism*, **7**, (3&4) 179-181.
- Bramwell, B. and Lane, B. 2000. Collaboration and partnerships in tourism planning. In: Bramwell, B. and Lane, B. (Eds). *Tourism collaboration and partnerships: politics, practice and sustainability*. Channel View Publications, Clevedon. pp 1-19.
- Bramwell, B. and Sharman, A. 1999. Collaboration in local tourism policymaking. *Annals of Tourism Research*, **26**, (2) 392-415.
- Bryman, A. 2004. *Social research methods*. (2nd ed) Oxford University Press, Oxford.
- Burbridge, P. R. 1997. A generic framework for measuring success in integrated coastal management. *Ocean & Coastal Management Lessons Learned in Integrated Coastal Management*, **37**, (2) 175-189.

- Capwell, E. M., Butterfoss, F. and Francisco, V. T. 2000. Evaluation in practice: why evaluate? *Health Promotion Practice*, 1, (1) 15-20.
- Carley, M. 2000. Urban partnerships governance and the regeneration of Britain's cities. *International Planning Studies*, 5, (3) 273-297.
- Carrigaholt Development Association. Date unknown. Carrigaholt, County Clare. Available online at: [www.carrigaholt.net/index.html](http://www.carrigaholt.net/index.html). (Accessed: 27th May 2008)
- Carter, N. 2001. *The politics of the environment: ideas, activism, policy*. Cambridge University Press, Cambridge.
- Castree, N. 2008. Neoliberalising nature: the logics of deregulation and reregulation. *Environment and Planning A.*, 40, 131-152.
- Cater, E. 2003. Between the devil and the deep blue sea: dilemmas for marine ecotourism. In: Garrod, B. and Wilson, J. (Eds). *Marine ecotourism: issues and experiences*. Channel View Publications, Clevedon. pp 37-47.
- Charmaz, K. 2003. Grounded theory: objectivist and constructivist methods. In: Denzin, N. and Lincoln, Y. (Eds). *Strategies of qualitative enquiry*. (2nd ed) Sage, Thousand Oaks. pp 249-291.
- Chelimsky, E. and Shadish, W. (Eds) 1997. *Evaluation for the 21st century*. Sage, Thousand Oaks.
- Chen, H.-T. 1990. *Theory-driven evaluations*. Sage Publications, Newbury Park.
- Chen, H.-T. and Rossi, P. 1983. Evaluating with sense: the theory-driven approach. *Evaluation Review*, 7, 283-302.
- Cheng, A. and Mattor, K. 2006. Why won't they come? Stakeholder perspectives on collaborative National Forest planning by participation level. *Environmental Management*, 38, (4) 545-561.
- Chess, C. 2000. Evaluating environmental public participation: methodological questions. *Journal of Environmental Planning and Management*, 43, (6) 769-784.
- Cicin-Sain, B. and Knecht, R. 1998. *Integrated Coastal and Ocean Management. Concepts and Practices*. Island Press, Washington.
- Clare County Library. 2001. Physical features. Available online at: [www.clarelibrary.ie/eolas/coclare/profile/ccdb](http://www.clarelibrary.ie/eolas/coclare/profile/ccdb). (Accessed: 7th January 2008)
- Cloke, P. and Goodwin, M. 1992. Conceptualizing countryside change: from post-Fordism to rural structured coherence. *Transactions of the Institute of British Geographers*, 17, 321-336.

Commission of the European Communities 2002. *Recommendation of the European Parliament and of the Council concerning the implementation of integrated coastal zone management in Europe*. COM (2002) 413. EC, Brussels.

Commission of the European Communities 2008. *Guidelines for an integrated approach to maritime policy: towards best practice in integrated maritime governance and stakeholder consultation*, COM (2008) 395. EC, Brussels.

Connell, J. P. and Kubisch, A. C. 2002. Applying a theory of change approach to the evaluation of comprehensive community initiatives: progress, prospects and problems. In: Connell, J.P., Kubisch, A.C. and Fulbright Andersen, K. (Eds). *New approaches to evaluating community initiatives Volume 2: theory, measurement and analysis*. Aspen Institute, Washington D.C. pp 15-44.

Cooke, B. and Kothari, U. (Eds) 2001. *Participation: the new tyranny?* Zed Books, London.

Council Directive 92/43/EEC on the Conservation of Natural Habitats and of Wild Fauna and Flora 1992. 92/43/EEC, Council of the European Communities. European Commission

Cronbach, L. 1963. 'Course improvement through evaluation'. *Teachers College Record*, **64**, 672-683.

Cronbach, L. 1982. *Designing evaluations of educational and social programmes*. Jossey-Bass, San Francisco.

Curran, S., Wilson, B. and Thompson, P. 1995. Recommended guidelines for cetacean watching in the Moray Firth. Draft guidance notes for Scottish Natural Heritage

Dahl-Tacconi, N. 2005. Investigating information requirements for evaluating effectiveness of marine protected areas - Indonesian case studies. *Coastal Management*, **33**, 225-246.

Dalton, T. 2006. Exploring participants' views of participatory coastal and marine resource management processes. *Coastal Management*, **34**, (4) 351-367.

Dart Estuary Environmental Management 1998. *Dart Estuary environmental management plan*. South Hams District Council, Totnes.

Dart Estuary Environmental Management 2006a. *Dart Estuary environmental management plan: periodic review 2006-2011*. South Hams District Council, Totnes.

Dart Estuary Environmental Management 2006b. *Steering Committee Minutes 07 April 2006*. South Hams District Council, Totnes.

- Darwin, J. 1997. The partnership mindset. In: Montanheiro, L.C., Haigh, R.H. and Morris, D.S. (Eds). *Understanding public and private sector partnerships*. Sheffield Hallam University Press, Sheffield. pp 23-40.
- Davis, N. A. 2008. Evaluating collaborative fisheries management planning: A Canadian case study. *Marine Policy*, **32**, (6) 867-876.
- Davos, C. A. 1998. Sustaining co-operation for coastal sustainability. *Journal of Environmental Management*, **52**, 379-387.
- Day, J. 2008. The need and practice of monitoring, evaluating and adapting marine planning and management - lessons from the Great Barrier Reef. *Marine Policy*, **32**, 823 - 831.
- Denzin, N. and Lincoln, Y. (Eds) 1998. *Strategies of qualitative inquiry*. (2nd ed) Sage, Thousand Oaks.
- Department for Environment Food and Rural Affairs 2004. *Review of marine nature conservation*. Department for Environment Food and Rural Affairs London.
- Department for Environment Food and Rural Affairs. 2006. Marine strategy consultee list. Available online at: [www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm](http://www.defra.gov.uk/corporate/consult/ec-marinestrategy/consultlist.htm). (Accessed: 20th April 2006)
- Department for Environment Food and Rural Affairs 2008. Marine and Coastal Access Bill policy document. (December 2008 ed). Department for Environment Food and Rural Affairs. Department for Environment Food and Rural Affairs. 1-59.
- Derkzen, P., Franklin, A. and Bock, B. 2008. Examining power struggles as a signifier of successful partnership working: A case study of partnership dynamics. *Journal of Rural Studies*, **24**, (4) 458-466.
- Devon County Council 2001. *Devon 2001: state of the coast*. Devon County Council in association with Torbay Council and Exmoor National Park, Exeter.
- Devon Wildlife Trust 2006. *A review of environmental policies relevant to the Dart Catchment*. Dart Catchment Project, Exeter.
- Dickinson, H. 2006. The evaluation of health and social care partnerships: an analysis of approaches and synthesis for the future. *Health and Social Care in the Community*, **14**, (5) 375 - 383.
- Dixon, J. and Sindall, C. 1994. Applying logics of change to the evaluation of community development in health promotion. *Health Promotion International*, **9**, (4) 297-309.



- Donmoyer, R. 2000. Generalizability and the single case study. In: Gomm, R., Hammersley, M. and Foster, P. (Eds). *Case study method: key issues, key texts*. Sage, London. pp 45-68.
- Dowling, B., Powell, M. and Glendinning, C. 2004. Conceptualising successful partnerships. *Health and Social Care in the Community*, **12**, (4) 309-317.
- Duffus, D. A. and Dearden, P. 1990. Non-consumptive wildlife-oriented recreation: A conceptual framework. *Biological Conservation*, **53**, (3) 213-231.
- Duprey, N. M. T., Weir, J. S. and Würsig, B. 2008. Effectiveness of a voluntary code of conduct in reducing vessel traffic around dolphins. *Ocean & Coastal Management*, **51**, (8-9) 632-637.
- Edson, P. 2004. The Shannon Dolphin Journal. Available online at: [www.westclare.com/shannon\\_dolphin\\_journal\\_m.htm](http://www.westclare.com/shannon_dolphin_journal_m.htm). (Accessed: 27th May 2008)
- Edson, P. and Berrow, S. D. 2003. *Kilrush: Europe's dolphin watching capital - an achievable imperative, a vision appraisal*. Kilrush Chamber of Commerce, Kilrush.
- Edwards, B., Goodwin, M., Pemberton, S. and Woods, M. 2000. *Partnership working in rural regeneration: governance and empowerment*. Policy Press in association with the Joseph Rowntree Foundation, Bristol.
- Ehler, C. N. 2003. Indicators to measure governance performance in integrated coastal management. *Ocean & Coastal Management*, **46**, (3-4) 335-345.
- Ehler, C. N. 2008. Conclusions: benefits, lessons learned, and future challenges of marine spatial planning. *Marine Policy*, **32**, (5) 840-843.
- El Ansari, W., Phillips, C. J. and Hammick, M. 2001. Collaboration and partnerships: developing the evidence base. *Health and Social Care in the Community*, **9**, (4) 215-227.
- Evans, J. 2004. What is local about local environmental governance? Observations from the local biodiversity action planning process. *Area*, **36**, (3) 270-279.
- Fahy, E. 2008. Performance of an inshore fishery in the absence of regulatory enforcement. *Marine Policy*, **32**, (6) 1037-1042.
- Fletcher, S. 2003. Stakeholder representation and the democratic basis of coastal partnerships in the UK. *Marine Policy*, **27**, (3) 229-240.
- Fletcher, S. 2007a. Influences on stakeholder representation in participatory coastal management programmes. *Ocean & Coastal Management*, **50**, (5-6) 314-328.

- Fletcher, S. 2007b. Representing stakeholder interests in partnership approaches to coastal management: Experiences from the United Kingdom. *Ocean & Coastal Management*, **50**, (8) 606-622.
- Fletcher, S., Beagley, E., Hewett, T., Williams, A. and McHugh, K. 2007. The Hamble Estuary Partnership and Solent Forum: duplication or integration? *Marine Policy*, **31**, (5) 619-627.
- Forestell, P. H. 1995. *Whale watching in Hawaii as a model for the development of the industry worldwide*. Encounters with whales '95. Hervey Bay, Queensland, Australia. 26th - 30th July 1995, Australian Nature Conservation Agency.
- Forsyth, T. 2003. Pembrokeshire Outdoor Charter and Marine Code project plan.
- Forsyth, T. 2005. Building deliberative public-private partnerships for waste management in Asia. *Geoforum*, **36**, 429-439.
- Fraser, E. D. G., Dougill, A. J., Mabee, W. E., Reed, M. and McAlpine, P. 2006. Bottom-up and top-down: analysis of participatory processes for sustainability indicator identification as a pathway to community empowerment and sustainable environmental management. *Journal of Environmental Management*, **78**, 114-127.
- Freeman, T. and Peck, E. 2006. Evaluating partnerships: a case study of integrated specialist mental health services. *Health and Social Care in the Community*, **14**, (5) 408-417.
- Gallagher, A., Johnson, D., Glegg, G. and Trier, C. 2004. Constructs of sustainability in coastal management. *Marine Policy*, **28**, (3) 249-255.
- Garrod, B. 2003. Local participation in the planning and management of ecotourism: a revised model approach. *Journal of Ecotourism*, **2**, (1) 33-53.
- Garrod, B. and Fennell, D. A. 2004. An analysis of whale watching codes of conduct. *Annals of Tourism Research*, **31**, (2) 334-352.
- Garrod, B. and Wilson, J. (Eds) 2003. *Marine Ecotourism: Issues and Experiences*. Aspects of Tourism. Channel View Publications, Bristol.
- Garrod, B., Wilson, J. and Bruce, D. 2001. *Planning for marine ecotourism in the EU Atlantic area: good practice guidance*. University of the West of England, Bristol.
- Geddes, M. 2006. National evaluation of Local Strategic Partnerships: theory of change issues paper. Department for Communities and Local Government. HMSO.

- Geddes, M., Davies, J. and Fuller, C. 2007. Evaluating local strategic partnerships: theory and practice of change. *Local Government Studies*, **33**, (1) 97-116.
- George Street Research and Jones Economics 2003/2004. *Economic impact of outdoor and environment related recreation in the Highlands and Islands*. Highlands and Islands Enterprise, Inverness.
- Gibbs, D., While, A. and Jonas, A. E. G. 2007. Governing nature conservation: the European Union Habitats Directive and conflict around estuary management. *Environment and Planning A.*, **39**, 339-358.
- Gibson, R. B. 2006. Beyond the pillars: sustainability assessment as a framework for effective integration of social, economic and ecological considerations in significant decision-making *Journal of Environmental Assessment Policy & Management*, **8**, (3) 259-280.
- Gilliland, P. and Laffoley, D. 2008. Key elements and steps in the process of developing ecosystem-based marine spatial planning. *Marine Policy*, **32**, (5) 787-796.
- Glendinning, C. 2002. Partnerships between health and social services: developing a framework for evaluation. *Policy & Politics*, **30**, (1) 115-127.
- Gomm, R., Hammersley, M. and Foster, P. 2000. Case study and generalization. In: Gomm, R., Hammersley, M. and Foster, P. (Eds). *Case study method: key issues, key texts*. Sage, London. pp 98-115.
- Goodwin, M. 1998. The governance of rural areas: some emerging research issues and agendas. *Journal of Rural Studies*, **14**, (1) 5-12.
- Gray, B. 1985. Conditions facilitating interorganizational collaboration. *Human Relations*, **38**, (10) 911-936.
- Gray, B. 1989. *Collaborating: Finding Common Ground for Multi-Party Problems*. Jossey-Bass, San Francisco.
- Gray, B. and Hay, T. M. 1986. Political limits to interorganizational consensus and change. *Journal of Applied Behavioral Science*, **22**, 95-112.
- Gray, I., Williams, R. and Phillips, E. 2005. Rural community and leadership in the management of natural resources: tensions between theory and policy. *Journal of environmental policy & planning*, **7**, (2) 125-139.
- Guba, Y. and Lincoln, E. 1981. *Effective evaluation: improving the usefulness of evaluation results through responsive and naturalistic approaches*. Jossey Bass, San Francisco.

- Hajer, M. and Versteeg, W. 2005. A decade of discourse analysis of environmental politics: achievements challenges perspectives. *Journal of Environmental Policy & Planning*, **7**, (3) 175-184.
- Hall, C. M. 1999. Rethinking collaboration and partnership: a public policy perspective. *Journal of Sustainable Tourism*, **7**, (3&4) 274-289.
- Hall, C. M. 2001. Trends in ocean and coastal tourism: the end of the last frontier? *Ocean & Coastal Management*, **44**, (9-10) 601-618.
- Hall, C. M. and Boyd, S. (Eds) 2005. *Nature-based tourism in peripheral areas: Development or disaster?* Aspects of Tourism. Channel View Publications, Clevedon.
- Hall, J. 2004. Pluralistic evaluation: a situational approach to service evaluation. *Journal of Nursing Management*, **12**, 22-27.
- Halliday, J., Asthana, S. N. M. and Richardson, S. 2004. Evaluating partnership: the role of formal assessment tools. *Evaluation*, **10**, (3) 285-303.
- Hammersley, M. and Gomm, R. 2000. Introduction. In: Gomm, R., Hammersley, M. and Foster, P. (Eds). *Case study method: key issues, key texts*. Sage, London. pp 1-16.
- Hasnain-Wynia, R., Sofaer, S., Bazzoli, G., Alexander, J. A., Shortell, S., Conrad, D. A., Chan, B., Zukoski, A. P. and Sweney, J. 2003. Members' perceptions of community care network partnerships' effectiveness. *Medical care research and review*, **60**, (4 (supplement to December 2003)) 40s - 60s.
- Hastie, G., Barton, T., Grellier, K., Hammond, P., Swift, R., Thompson, P. and Wilson, B. 2003. Distribution of small cetaceans within a candidate Special Area of Conservation: implications for management. *Journal of cetacean research and management*, **5**, (3) 261-266.
- Hatch, J. A. and Wisniewski, R. 1995. Life history and narrative: questions, issues and exemplary works. In: Hatch, J.A. and Wisniewski, R. (Eds). *Life history and narrative*. The Falmer Press, London. pp 113-135.
- Hay, C. 1995. Structure and agency. In: Marsh, D. and Stoker, G. (Eds). *Theory and methods in political science*. Macmillan Press Ltd., Basingstoke. pp 189-206.
- Heylings, P. and Bravo, M. 2007. Evaluating governance: a process for understanding how co-management is functioning, and why, in the Galapagos Marine Reserve. *Ocean & Coastal Management*, **50**, (3-4) 174-208.
- Higham, J. E. S. and Bejder, L. 2008. Managing wildlife-based tourism: edging slowly towards sustainability? *Current Issues in Tourism*, **11**, (1) 75-83.

- Hoare, A. G. 2002. Natural harmony but divided loyalties: the evolution of estuary management as exemplified by the Severn Estuary. *Applied Geography*, **22**, 1-25.
- Hockings, M., with Stolton, S. and Dudley, N. 2000. *Evaluating effectiveness: a framework for assessing the management of protected areas*. IUCN, Gland.
- Hector, Z. 2001. *Marine Resources Series No. 21 Marine ecotourism: a marketing initiative in West Clare*. The Marine Institute, Dublin.
- Hector, Z. 2003. Community participation in marine ecotourism development in West Clare, Ireland. In: Garrod, B. and Wilson, J. (Eds). *Marine ecotourism: issues and experiences*. Channel View Publications, Clevedon. pp 171-176.
- Holmes, B. 1999. *Background to Shannon Dolphin Project and review of recent studies*. Developing Sustainable Dolphin Watching in the Shannon Estuary. Kilrush, Ireland. 8th May 1999, Irish Whale and Dolphin Group in association with Kilrush Urban District Council.
- Holzinger, K., Knill, C. and Schafer, A. 2006. Rhetoric or reality? 'new governance' in EU environmental policy. *European Law Journal*, **12**, (3) 403-420.
- Hooghe, L. and Marks, G. 2003. Unraveling the central State, but how? Types of multi-level governance. *American Political Science Review*, **97**, (2) 233-243.
- Hoyt, E. 1995. *The worldwide value and extent of whale watching 1995*. Whale and Dolphin Conservation Society, Bath.
- Hoyt, E. 2000. *Whalewatching 2000: worldwide tourism numbers, expenditures and expanding socioeconomic benefits*. International Fund for Animal Welfare, Yarmouth Port.
- Hoyt, E. 2003. *The best whale watching in Europe: a guide to seeing whales, dolphins and porpoises in all European waters*. WDCS, Unterhaching.
- Hoyt, E. 2005. *Marine protected areas for whales, dolphins and porpoises*. Earthscan, London.
- Hughes, P. 2001. Animals, values and tourism: structural shifts in UK dolphin tourism provision. *Tourism Management*, **22**, (4) 321 - 329.
- Imrie, R. and Raco, M. 1999. How new is the new local governance? Lessons from the United Kingdom. *Transactions of the Institute of British Geographers*, **24**, 45-63.
- Irish Whale and Dolphin Group and Kilrush Urban District Council 1999. *Developing sustainable dolphin-watching in the Shannon Estuary: a forum hosted by Kilrush Urban District Council*. Berrow, S.D. (Ed). Developing sustainable

dolphin-watching in the Shannon Estuary. Kilrush Adventure Centre, Kilrush, County Clare, Eire. Kilrush Urban District Council. 8th May 1999. pp 1-39.

ITAD, L. and BMT Cordah, L. 2002. *Assessment of the effectiveness of local coastal management partnerships as a delivery mechanism for ICZM*. Scottish Executive, Edinburgh.

Jamal, T. B. and Getz, D. 1995. Collaboration theory and community tourism planning. *Annals of Tourism Research*, **22**, 186-204.

Jamal, T. B. and Getz, D. 1999. Community roundtables for tourism-related conflicts: the dialects of consensus and process structures. *Journal of Sustainable Tourism*, **7**, (3&4) 290-313.

Janesick, V. 2003. The choreography of qualitative research design: minuets, improvisations and crystallization. In: Denzin, N. and Lincoln, Y. (Eds). *Strategies of qualitative enquiry*. (2nd ed) Sage, Thousand Oaks. pp 46-79.

Jennings, G. R. 2005. Interviewing: a focus on qualitative techniques. In: Ritchie, B., Burns, P. and Palmer, C. (Eds). *Tourism research methods*. CABI International, Wallingford. pp 99-117.

Jessop, B. 1995. The regulation approach, governance and post-Fordism: Alternative perspectives on economic and political change? *Economy and Society*, **24**, (3) 307-333.

Jones, O. and Little, J. 2000. Rural challenge(s): partnership and new rural governance. *Journal of Rural Studies*, **16**, 171-183.

Jordan, A., Wurzel, R. K. and Zito, A. 2005. The rise of 'new' policy instruments in comparative perspective: has governance eclipsed government? *Political Studies*, **53**, 477-496.

Kaplan, A. 1964. *The conduct of inquiry: methodology for behavioral science*. Chandler, San Francisco.

Kay, R. and Alder, J. 1999. *Coastal Planning and Management*. Spon, London.

Kearns, A. J. 1992. Active citizenship and urban governance. *Transactions of the Institute of British Geographers*, **17**, 20-34.

Kelly, C. L., Glegg, G. and Speedie, C. 2004. Management of marine wildlife disturbance. *Ocean & Coastal Management*, **47**, 1-19.

Kreuter, M. W., Lezin, N. A. and Young, L. A. 2000. Evaluating community-based collaborative mechanisms: implications for practitioners. *Health Promotion Practice*, **1**, (1) 49-63.

- Lane, M. B. 2008. Strategic coastal governance issues in Fiji: The challenges of integration. *Marine Policy*, **32**, (6) 856-866.
- Lawrence, T. B. and Phillips, N. 2004. From *Moby Dick* to *Free Willy*: Macro-cultural discourse and institutional entrepreneurship in emerging institutional fields. *Organization*, **11**, (5) 689-711.
- Lincoln, Y. and Guba, E. 2000. The only generalization is: there is no generalization. In: Gomm, R., Hammersley, M. and Foster, P. (Eds). *Case study method: key issues, key texts*. Sage, London. pp 27-44.
- Lowndes, V. and Skelcher, C. 1998. The dynamics of multi-organizational partnerships: an analysis of changing modes of governance *Public Administration*, **76**, (2) 313-333.
- Luddington, T. 2007a. *Business plan 2007 - 2010: Pembrokeshire Outdoor Charter/Pembrokeshire Marine Code*. Pembrokeshire Outdoor Charter Group & Pembrokeshire Marine Code Group, Pembroke Dock.
- Luddington, T. 2007b. *Pembrokeshire Marine Code and Outdoor Charter Group Activity Liaison Officer's annual progress report March '06 to March '07*. Pembrokeshire Marine Code and Pembrokeshire Outdoor Charter Groups, Pembroke Dock.
- Luddington, T. 2007c. *Pembrokeshire Marine Code and Outdoor Charter Group Activity Liaisons Officer quarterly progress report: July - September 2007*. Pembrokeshire Marine Code Group, Pembroke Dock.
- MacKinnon, D. 2002. Rural governance and local involvement: assessing state-community relations in the Scottish Highlands. *Journal of Rural Studies*, **18**, 307-324.
- Marine Institute 1999. *Special interest marine tourism in the West Clare peninsula*. Report commissioned by the Marine Institute, Shannon Development and Clare County Council, Dublin.
- Marsden, T. and Murdoch, J. 1998. Editorial: The shifting nature of rural governance and community participation. *Journal of Rural Studies*, **14**, (1) 1-4.
- Masters, D. 1998. *Marine wildlife tourism: developing a quality approach in the Highlands and Islands*. A report for the Tourism & Environment Initiative and Scottish Natural Heritage, Inverness.
- Mathur, N. and Skelcher, C. 2007. Evaluating democratic performance: methodologies for assessing the relationship between network governance and citizens. *Public Administration Review*, (March/April 2007) 228-237.

May, T. 1997. *Social research: issues, methods and process*. (2nd ed) Open University Press, Buckingham.

McGinn, D. 1993. *Foreword*. The Future Firth Conference. Inverness. 3rd - 4th October 1992, Scottish Wildlife Trust, Inner Moray Firth Group.

McGlashan, D. J. 2003. Funding in integrated coastal zone management partnerships. *Marine Pollution Bulletin*, **46**, (4) 393-396.

McKenna, J. and Cooper, A. 2006. Sacred cows in coastal management: the need for a 'cheap and transitory' model. *Area*, **38**, 421-431.

Milford Haven Port Authority 2007. Annual report, business review and accounts 2006. [www.mhpa.co.uk](http://www.mhpa.co.uk). Accessed: 7th January 2008

Moray Firth cSAC Management Group 2003. *The Moray Firth candidate Special Area of Conservation management scheme. Revision 1*. The Moray Firth Partnership, Inverness.

Moray Firth Partnership. 2007. The Moray Firth area. Available online at: [www.morayfirth-partnership.org](http://www.morayfirth-partnership.org). (Accessed: 7th January 2008)

Murdoch, J. 1997. The shifting territory of government: some insights from the Rural White Paper. *Area*, **29**, 109-118.

Murdoch, J. and Abram, S. 1998. Defining the limits of community governance. *Journal of Rural Studies*, **14**, (1) 41-50.

Narayan, D. 1993. *Participatory evaluation: tools for managing change in water and sanitation*. UNDP - World Bank water supply and sanitation program Technical Paper number 207, Washington DC.

Netto, G. 2000. Partners in name only? The involvement of black/minority and ethnic voluntary organisations in coordinated approaches to tackling racial harassment. *Public Policy and Administration*, **15**, (3) 75-91.

O'Hagan, A. M. and Cooper, J. A. G. 2001. Extant legal and jurisdictional constraints on Irish coastal management. *Coastal Management*, **29**, (2) 73-90.

Oels, A. 2006. Evaluating stakeholder dialogues. In: Stoll-Kleeman, S. and Welp, M. (Eds). *Stakeholder dialogues in natural resources management: theory and practice*. Springer, Berlin. pp 117-151.

Olsen, S. B. 2003. Frameworks and indicators for assessing progress in integrated coastal management initiatives. *Ocean & Coastal Management*, **46**, 347-361.

Orams, M. 1996. Using interpretation to manage nature-based tourism. *Journal of Sustainable Tourism*, **4**, (2) 81-94.



- Orams, M. 1999. *Marine tourism: development, impacts and management*. Routledge, London.
- Ostrom, E. 1990. *Governing the commons: The evolution of institutions for collective action*. Cambridge University Press, Cambridge.
- Painter, J. and Goodwin, M. 1995. Local governance and concrete research: investigating the uneven development of regulation. *Economy and Society*, **24**, (3) 334-356.
- Patton, M. 1997. *Utilisation-focused Evaluation*. (3rd ed) Sage, Beverly Hills.
- Pawson, R. and Tilley, N. 1997. *Realistic evaluation*. Sage, Thousand Oaks.
- Pembrokeshire Coast National Park Authority 2003. *National Park management plan 2003 - 2007*. Pembrokeshire Coast National Park Authority, Haverfordwest.
- Pembrokeshire Coastal Forum 2003a. Agriculture and rural land use topic area paper.  
[www.pembrokeshirecoastalforum.org.uk/documents/AgricultureRuralLandUseTopicPaper\\_004.pdf](http://www.pembrokeshirecoastalforum.org.uk/documents/AgricultureRuralLandUseTopicPaper_004.pdf). Accessed: 7th January 2008
- Pembrokeshire Coastal Forum 2003b. *Pembrokeshire Outdoor Charter & Marine Code: project plan*. Pembrokeshire Coastal Forum, Milford Haven.
- Pembrokeshire Coastal Forum 2003c. Tourism, recreation and access topic paper.  
[www.pembrokeshirecoastalforum.org.uk/documents/TourismRecreationandAccessTopicPaper.pdf](http://www.pembrokeshirecoastalforum.org.uk/documents/TourismRecreationandAccessTopicPaper.pdf). Accessed: 7th January 2008
- Pembrokeshire Coastal Forum 2007. *Pembrokeshire Coastal Forum business plan*. Pembrokeshire Coastal Forum, Pembroke Dock.
- Pembrokeshire Coastal Forum Team 2005. Pembrokeshire Coastal Forum Newsletter 10.  
[www.pembrokeshirecoastalforum.org.uk/documents/10thNewsletter\\_000.pdf](http://www.pembrokeshirecoastalforum.org.uk/documents/10thNewsletter_000.pdf). Accessed: 10th September 2008
- Pembrokeshire County Council. 2001. Statistical data: economy and labour Available online at: [www.pembrokeshire.gov.uk](http://www.pembrokeshire.gov.uk). (Accessed: 7th January 2008)
- Pembrokeshire Marine Code Group. 2004. About us. Available online at: [www.pembrokeshiremarinecode.org.uk](http://www.pembrokeshiremarinecode.org.uk). (Accessed: 9th February 2007)
- Peters, B. G. and Pierre, J. 2006. Governance, government and the state. In: Hay, C., Lister, M. and Marsh, D. (Eds). *The state: theories and issues*. Palgrave, Basingstoke. pp 209-222.

- Pierre, J. (Ed) 1998. *Partnerships in urban governance: European and American experience*. Macmillan, Basingstoke.
- Pierre, J. and Peters, B. G. 2000. *Governance, politics and the state*. Macmillan, Basingstoke.
- Polkinghorne, D. 1995. Narrative configuration in qualitative analysis. In: Hatch, J.A. and Wisniewski, R. (Eds). *Life history and narrative*. The Falmer Press, London. pp 5-23.
- Pomeroy, R. and Douvère, F. 2008. The engagement of stakeholders in the marine spatial planning process. *Marine Policy*, **32**, 816 - 822.
- Pomeroy, R., Watson, L. M., Parks, J. E. and Cid, G. 2005. How is your MPA doing? A methodology for evaluating the effectiveness of marine protected areas. *Ocean & Coastal Management*, **48**, 485-502.
- Porter, T. and Ronit, K. 2006. Self-regulation as policy process: the multiple and criss-crossing stages of private rule-making. *Policy Sciences*, **39**, (1) 41-72.
- Power, J., McKenna, J., MacLeod, M. J., Cooper, A. J. G. and Convie, G. 2000. Developing integrated participatory management strategies for Atlantic dune systems in County Donegal, northwest Ireland. *Ambio: a journal of the human environment*, **29**, (3) 143-149.
- Pretty, J. N. 1994. Alternative systems of inquiry for a sustainable agriculture. *IDS Bulletin*, **25**, (2) 37-48.
- Reid, D. 1995. *Sustainable development: an introductory guide*. Earthscan, London.
- Rhodes, R. A. W. 1991. *Local governance: report to the ESRC Society and Politics Research Development Group*. ESRC, Swindon.
- Rhodes, R. A. W. 1996. The new governance: governing without government. *Political Studies*, **XLIV**, 652-667.
- Robson, C. 2002. *Real world research: a resource for social scientists and practitioner-researchers*. (2nd ed) Blackwell, Oxford.
- Ross, A., Rowan-Robinson, J. and Walton, W. 1995. Sustainable development in Scotland : The role of Scottish Natural Heritage. *Land Use Policy*, **12**, (3) 237-252.
- Rowe, G. and Frewer, L. J. 2004. Evaluating public participation exercises: a research agenda. *Science, Technology & Human Values*, **29**, (4) 512-556.

- Sanderson, I. 2000. Evaluation in complex policy systems. *Evaluation*, 6, (4) 433-454.
- Sanderson, I. 2002. Evaluation, policy learning and evidence-based policy making *Public Administration*, 80, (1) 1-22.
- Sarantakos, S. 2005. *Social research*. (3rd ed) Palgrave Macmillan, Basingstoke.
- Scottish Natural Heritage 1994. *Annual Report 1992-93*. Scottish Natural Heritage, Edinburgh.
- Scottish Natural Heritage 2002. *Moray Firth*. Scottish Natural Heritage, Perth.
- Scottish Natural Heritage 2005. Code to help protect marine wildlife. Press release 7th November 2005. [www.snh.org.uk/press/detail.asp?id=1314](http://www.snh.org.uk/press/detail.asp?id=1314). Accessed: 27th April 2007
- Scottish Natural Heritage. 2007. SNH funding for Moray Firth dolphin organisation. Available online at: [www.snh.org.uk/press/](http://www.snh.org.uk/press/). (Accessed: 27th April 2007)
- Selin, S. 1999. Developing a typology of sustainable tourism partnerships. *Journal of Sustainable Tourism*, 7, (3&4) 260-273.
- Selin, S. and Chavez, D. 1995 a. Developing an evolutionary tourism partnership model. *Annals of Tourism Research*, 22, (4) 844-856.
- Selin, S. and Chavez, D. 1995 b. Developing a collaborative model for environmental planning and management. *Environmental Management*, 19, (2) 189-195.
- Selin, S. and Myers, N. A. 1998. Tourism marketing alliances: member satisfaction and effectiveness attributes of a regional initiative. *Journal of Travel and Tourism Marketing*, 7, (3) 79-94.
- Selman, P. 2000. Networks of knowledge and influence: connecting planners and the planned. *Town Planning Review*, 71, (1) 109 - 121.
- Shannon Dolphin and Wildlife Foundation 2006. *Shannon Dolphin and Wildlife Foundation 3 year development plan: 2007 - 2009*. SDWF, Kilrush.
- Shannon Foynes Port Company. 2004. Shannon Foynes Port Company. Available online at: [www.sfpc.ie](http://www.sfpc.ie). (Accessed: 29th December 2007)
- Shortall, S. 2008. Are rural development programmes socially inclusive? Social inclusion, civic engagement, participation, and social capital: exploring the differences. *Journal of Rural Studies*, 24, (4) 450-457.

- Silverman, D. 2001. *Interpreting qualitative data: methods for analysing talk, text and interaction*. (2nd ed) Sage, London.
- Skelcher, C. 2003. Governing communities: parish-pump politics or strategic partnerships. *Local Government Studies*, **29**, (4) 1-16.
- South Devon Coastal Group. No date. Coastal geology and coastline planform. Available online at: [www.stream.port.ac.uk/environment/scopac5/lyme/lyme.htm](http://www.stream.port.ac.uk/environment/scopac5/lyme/lyme.htm). (Accessed: 5th September 2006)
- Stake, R. 2000. The case study method in social enquiry. In: Gomm, R., Hammersley, M. and Foster, P. (Eds). *Case study method: key issues, key texts*. Sage, London. pp 19-26.
- Stake, R. 2003. Case studies. In: Denzin, N. and Lincoln, Y. (Eds). *Strategies of qualitative enquiry*. (2nd ed) Sage, Thousand Oaks. pp 134-164.
- Stanley, K. G., Marsden, T. K. and Milbourne, P. 2005. Governance, rurality, and nature: Exploring emerging discourses of state forestry in Britain. *Environment and Planning C: Government and Policy*, **23**, (5) 679-695.
- Stark, S. and Torrance, H. 2005. Case study. In: Somekh, B. and Lewin, C. (Eds). *Research methods in the social sciences*. Sage, London. pp 33-40.
- Steelman, T. A. and Rivera, J. 2006. Voluntary environmental programs in the United States: whose interests are served? *Organization and Environment*, **19**, (4) 505-526.
- Stojanovic, T. and Ballinger, R. 2009. Integrated coastal management: a comparative analysis of four UK initiatives. *Applied Geography*, **29**, 49-62.
- Stojanovic, T., Ballinger, R. and Lalwani, C. 2004. Successful integrated coastal management: measuring it with research and contributing to wise practice. *Ocean & Coastal Management*, **47**, 273-298.
- Stojanovic, T. and Barker, N. 2008. Improving governance through local coastal partnerships in the UK. *Geographical Journal*, **174**, (4) 344-360.
- Stoker, G. 1996. The struggle to reform local government 1970-1995. *Public Money and Management*, **16**, (1) 17-22.
- Stoker, G. 1998. Public-private partnerships and urban governance. In: Pierre, J. (Ed). *Partnerships in urban governance: European and American experience*. MacMillan, Basingstoke. pp 34-51.
- Storrier, K. L. and McGlashan, D. J. 2006. Development and management of a coastal litter campaign: the voluntary coastal partnership approach. *Marine Policy*, **30**, 189-196.

- Sullivan, H. and Skelcher, C. 2002. *Working across boundaries: collaboration in public services*. Palgrave Macmillan, Basingstoke.
- Sullivan, H. and Stewart, M. 2006. Who owns the theory of change? *Evaluation*, **12**, (2) 179 - 199.
- Thompson, P. 1993. *Nature conservation: marine*. The Future Firth Conference. Inverness. 3rd-4th October 1992, Scottish Wildlife Trust, Inner Moray Firth Members Group.
- Tilbrook, P. 1993. *Nature conservation: overview*. The Future Firth Conference. Inverness. 3rd-4th October 1992, Scottish Wildlife Trust, Inner Moray Firth Group.
- Tourism and Environment Forum 2006. Positive impact. *Newsletter of the Tourism and Environment Forum*,
- Treby, E. and Clark, M. 2004. Refining a practical approach to participatory decision-making: an example from coastal zone management. *Coastal Management*, **32**, 353 - 372.
- Trist, E. L. 1983. Referent organizations and the development of interorganizational domains. *Human Relations*, **36**, (3) 247-268.
- Upham, P. and Shackley, S. 2006. Stakeholder opinion of a proposed 21.5 MWe biomass gasifier in Winkleigh, Devon: implications for bioenergy planning and policy. *Journal of environmental policy & planning*, **8**, (1) 45-66.
- Valentine, P. S. 1991. *Nature-based tourism: a review of prospects and problems*. 1990 Congress on Coastal and Marine Tourism. Newport, Oregon, USA. National Coastal Resources Research & Development Institute.
- Vallega, A. 2001. *Sustainable ocean governance: a geographical perspective*. Routledge, London.
- Vernon, J., Essex, S., Pinder, D. and Curry, K. 2005. Collaborative policymaking: local sustainable projects. *Annals of Tourism Research*, **32**, (2) 325-345.
- Visit Wales 2006. *Tourism trends: October 2006*. Welsh Assembly Government, Cardiff.
- Waddock, S. A. 1989. Understanding social partnerships: an evolutionary model of partnership organizations. *Administration and Society*, **21**, (1) 78-100.
- Waddock, S. A. and Bannister, B. D. 1991. Correlates of effectiveness and partner satisfaction in social partnerships. *Journal of Organizational change*, **4**, (2) 64-79.

- Walley, C. J. 2002. 'They scorn us because we are uneducated': knowledge and power in a Tanzanian marine park. *Ethnography*, **3**, (3) 265-298.
- Welsh Assembly Government 2000. Achieving our potential 2006 - 2013. Wales Tourist Board. Welsh Assembly Government. Available online at: [www.tpmw.love-media.co.uk/files/50.pdf](http://www.tpmw.love-media.co.uk/files/50.pdf).
- Wescott, G. 2002. Partnerships for capacity building: community, governments and universities working together. *Ocean and Coastal Management*, **45**, 549-571.
- Whale and Dolphin Conservation Society. 2009. How you can help: adopt a dolphin. Available online at: [www2.wdcs.org/hych/adopt/dolphin/dolphin.php](http://www2.wdcs.org/hych/adopt/dolphin/dolphin.php). (Accessed: 6th March 2009)
- Wildlife Tour Boat Operators Society. 2007. Wildlife Tour Boat Operators Society membership. Available online at: [www.dolphintripsavoch.co.uk/wtbos.htm](http://www.dolphintripsavoch.co.uk/wtbos.htm). (Accessed: 8th January 2008)
- Wilson, B., Thompson, P. and Hammond, P. S. 1997. Habitat use by bottlenose dolphins: seasonal distribution and stratified movement patterns in the Moray Firth, Scotland. *Journal of Applied Ecology*, **34**, 1365-1374.
- Wilson, G. A. 2008. From 'weak' to 'strong' multifunctionality: conceptualising farm-level multifunctional transitional pathways. *Journal of Rural Studies*, **24**, 367-383.
- Wilson, J. 2003. Planning policy issues for marine ecotourism. In: Garrod, B. and Wilson, J. (Eds). *Marine ecotourism: issues and experiences*. Macmillan, Basingstoke. pp 48-65.
- Woods, M. 1998. Advocating rurality? The repositioning of rural local government. *Journal of Rural Studies*, **14**, (1) 13-26.
- Yeoman, I., Durie, A., McMahon-Beattie, U. and Palmer, A. 2005. Capturing the essence of a brand from its history: the case of Scottish tourism marketing. *Journal of Brand Management*, **13**, (2) 134-147.
- Yin, R. K. 1994. *Case study research: design and methods*. (2nd ed) Sage, Thousand Oaks.