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**Building Constituencies for
Coastal Management:**

A Handbook for the Planning Phase

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ACKNOWLEDGMENTS

This handbook is based primarily upon the experience in the practice of coastal management of the staff of the University of Rhode Island's Coastal Resources Center and our associates in many countries. It is supplemented by case studies and the writing of a growing number of colleagues around the world. Early versions of the handbook and the worksheets have been tested and refined at international training courses in many countries. To all those who have contributed, our heartfelt thanks.

INTRODUCTION

The Purpose of this Handbook

The University of Rhode Island Coastal Resources Center (CRC) was created in 1971. Its initial mission was to help the state of Rhode Island develop a plan for managing its coastline and tidal waters. During the decade that followed, we found ourselves working with local, state, and federal governments, with fishermen and homeowners, with harbor masters and boaters, with nonprofit organizations and educational institutions. Ultimately, we became partners with a variety of "constituencies"—a broad spectrum of people and institutions with a concern for their coastal environment and quality of life, and a willingness to contribute to the process of resource management.

In 1985, CRC took its 15 years of coastal management experience in the United States and applied the lessons learned to coastal ecosystems in developing nations. In Mexico, East Africa, Sri Lanka, Ecuador, Indonesia and Thailand, we have worked with community organizations, local and national governments, aquaculturists, business people, and landowners to formulate and implement management strategies.

We have found that the common thread among successful coastal resource management efforts—from Rhode Island to Asia—has been the participation of those affected by decisions on how natural and man-made resources are allocated and used. The active support of these constituencies has been central to the success of planning and implementation in all projects.

In this handbook, we share the tools and techniques that CRC has developed during 25 years of coastal resource management during the critical phase of planning a coastal management initiative. Our focus is on designing a coastal resource management strategy that builds constituencies by seeking out stakeholder input and involvement. Much of the material presented here has been tested during CRC's coastal management training courses which have been taught worldwide.

We have prepared this handbook for anyone interested in designing or leading a constituency-based natural resource management effort. Other documents address the scientific and technical considerations that are a central part of all resource management projects (for example, GESAMP, 1996; Cicin-Sain and Knecht, 1998; Clark, 1996). Our goal with this handbook is to provide practical guidance for developing coastal management programs that can be successfully implemented and strike a balance between coastal peoples and the ecosystems of which they are a part.

We hope that you will find this handbook a practical, usable guide that helps you improve the decisionmaking process—and ultimately ecosystem health and quality of life—along your coast.

The Features of Integrated Approaches to Coastal Management

During the last decade, integrated coastal management (ICM) has evolved as the most promising approach to the mounting problems posed by the challenges of coastal change. ICM moves coastal management off of the immediate coastal strip and views coastal areas as part of larger systems that are increasingly shaped by the activities of numerous human activities. ICM programs take a broad view of resource management, considering social and economic forces as well as environmental concerns. They apply collaborative decisionmaking techniques to forge partnerships and management strategies that promote sustainable forms of development. ICM's ultimate goal, as defined by the United Nation's Joint Group of Experts on the Scientific Aspects of the Marine Environment (GESAMP, 1996), is "to improve the quality of life of human communities who depend on coastal resources, while maintaining the biological diversity and productivity of coastal ecosystems."

Coastal management comes in many forms. It is useful to distinguish between them in terms of the degree of intersectoral and interdisciplinary integration that they attempt to achieve (Olsen et al., 1997).

Enhanced Sectoral Management

This form of management is focused on a single sector or topic—such as tourism, agriculture or fisheries—but explicitly addresses impacts and interdependencies with other sectors and ecosystem processes.

Coastal Zone Management

Management programs address the shoreline and all activities in it. CZM programs have defined seaward and landward boundaries, have an institutional identity as either independent organizations or a formalized network of organizations, and integrate among two or more economic sectors. CZM programs address: (1) the need to bring greater order and predictability to the development process, (2) activities and forms of development that bring undesired environmental and social consequences, and (3) conflicts among user and income groups over their access to, and enjoyment of coastal resources.

Integrated Coastal Management (ICM)

ICM expands the geographical scope of coastal zone management from the shoreline itself to address ecosystem processes within coastal watersheds and oceans. ICM works to define and make progress towards sustainable forms of development and address the fundamental pressures that are causing losses in the qualities of coastal ecosystems.

GESAMP (1996) describes ICM as "a continuous and dynamic process that unites government and the community, science and management, and sectoral and public interests in preparing and implementing an integrated plan for the protection and development of coastal ecosystems and resources."

The Coastal Management Cycle

There are many descriptions of the process by which ICM programs evolve (Thia-Eng and Scura, 1992; IPCC, 1994; Knecht, 1995; Pernetta and Elder, 1993; and UNEP, 1995). In its most essential and stripped-down form, however, most would agree that the process can be described as a cycle with the same features of other institutional endeavors (Olsen et al., 1997). The process begins (Step 1) by identifying and analyzing the resource management issues posed by the stretch of coast in question, and then proceeds to define management objectives and prepare a set of policies and actions (Step 2). Next (Step 3) these policies are formalized through a law, decree or

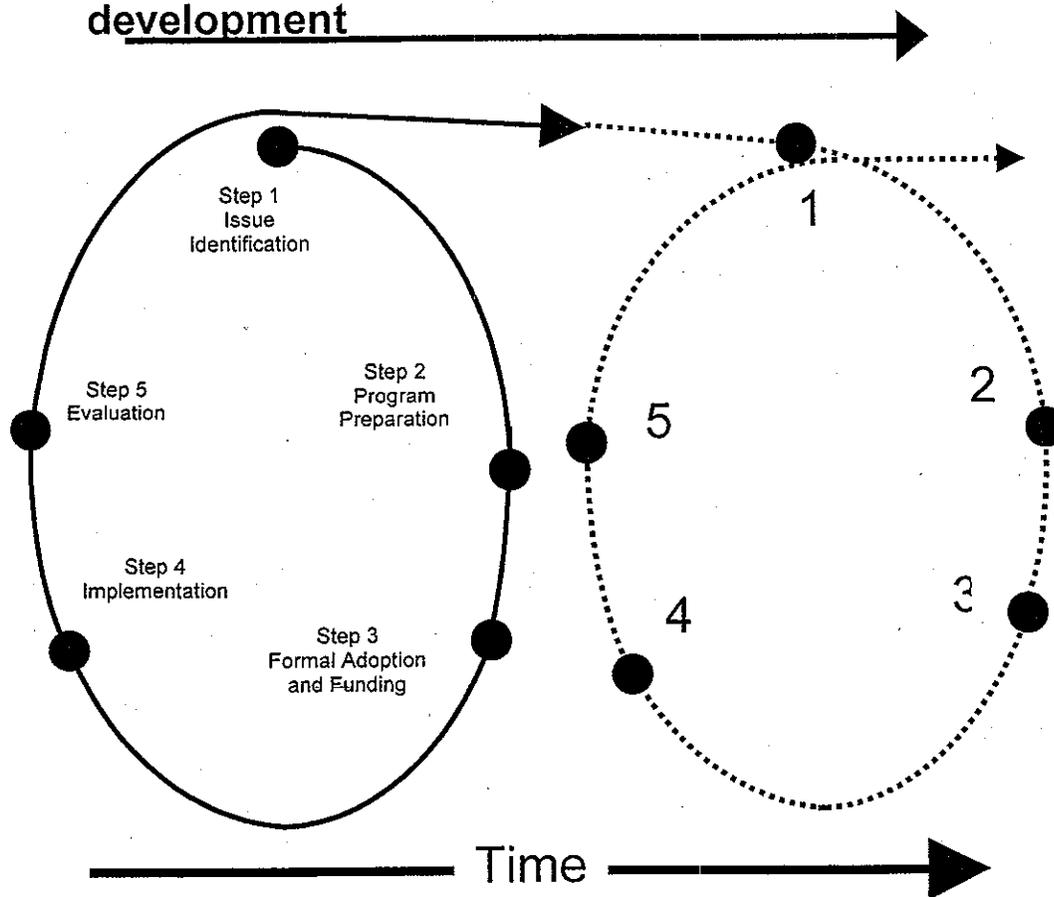
interagency agreement and funds are secured for implementation. Policy implementation (Step 4) is when the procedures and actions planned in the policy formulation stage are made operational. Mechanisms may include public consultation on important coastal development proposals, conflict resolution, and enforcement procedures, while actions span the building of physical infrastructure, the strengthening of institutions and promotion of appropriate forms of resource use. Step 5, too often ignored or poorly executed, is formal evaluation. In this step, the results of the management process are compared with the desired outcome(s). A complete cycle may be termed a "generation" of a program. The management cycle, initially described by GESAMP (1996) has been elaborated by Olsen et al. (1997) and is shown in Figure 1.

The Coastal Management Policy Cycle

The steps of the ICM development cycle.

The dynamic nature of ICM requires feedback among the steps and may alter the sequence, or require repetition of some steps (from GESAMP, 1996). As found in Olsen et al. 1998

More sustainable forms of coastal development



Progressively larger cycle loops indicate growth in project scope

The coastal management cycle provides a simple model for understanding how projects and programs grow and mature with time.

For any program or project, the learning cycle is operating on several levels—national policies may be under consideration, project initiatives are moving forward, and individuals working on the project are learning and developing professionally. These cycles operate at different time scales. The implementation of large, national scale coastal management programs can take a decade or more to achieve. Individual projects should move through the cycle more rapidly. Program managers should always be looking for ways to plan and implement activities so that tangible actions with tangible benefits demonstrate that coastal management is more than research and planning. Such experience builds constituencies, strengthens relationships and enhances local capacity for management. Compilations of the cycle can also be used as a way to pose and test management hypotheses.

Each step in the cycle must have a strong technical and scientific foundation and should build stakeholder participation and support. Although it is possible for program objectives to be reached without participation, experience demonstrates that public participation increases the acceptability and longevity of resource management programs.

Priority actions associated with each step of the coastal management development cycle are shown in Table 1.

Table 1: Essential Actions Associated with the Steps of the Coastal Management Cycle

Step	Priority Actions ✓
Step 1: Issue Identification and Assessment	<ul style="list-style-type: none"> <input type="checkbox"/> Assess the principal environmental, social and institutional issues and their implications. <input type="checkbox"/> Identify the major stakeholders and their interests. <input type="checkbox"/> Invite review and response to the assessment. <input type="checkbox"/> Select the issues upon which the management initiative will focus its efforts. <input type="checkbox"/> Define the goals of the management initiative.
Step 2: Preparation of the Plan	<ul style="list-style-type: none"> <input type="checkbox"/> Conduct scientific research targeted at selected management questions. <input type="checkbox"/> Document baseline conditions. <input type="checkbox"/> Conduct a public education program and involve stakeholders in the planning process. <input type="checkbox"/> Develop the management plan and the institutional framework by which it will be implemented. <input type="checkbox"/> Create staff and institutional capacity for implementation. <input type="checkbox"/> Test implementation strategies at a pilot scale.
Step 3: Formal Adoption and Funding	<ul style="list-style-type: none"> <input type="checkbox"/> Obtain governmental mandate for a planning and policy formulation process. <input type="checkbox"/> Obtain formal endorsement of policies/plan and the authorities necessary for their implementation. <input type="checkbox"/> Obtain the funding required for program implementation.
Step 4: Implementation	<ul style="list-style-type: none"> <input type="checkbox"/> Modify the strategies of the program as needed. <input type="checkbox"/> Promote compliance with program policies. <input type="checkbox"/> Strengthen institutional frameworks and legal authority for management. <input type="checkbox"/> Implement mechanisms for interagency coordination. <input type="checkbox"/> Strengthen program staffs' technical and administrative capacity. <input type="checkbox"/> Catalyze the construction and maintenance of necessary physical infrastructure. <input type="checkbox"/> Sustain participation of major stakeholder groups. <input type="checkbox"/> Implement conflict resolution procedures <input type="checkbox"/> Maintain the program's priority on the public agenda. <input type="checkbox"/> Monitor performance and societal/ecosystem trends.
Step 5: Evaluation	<ul style="list-style-type: none"> <input type="checkbox"/> Assess the program's impacts on the management issues being addressed. <input type="checkbox"/> Adapt the program to its own experience and to changing social and environmental conditions. <input type="checkbox"/> Conduct external evaluations at major junctures in the program's evolution.

(Olsen et al. 1999)

Global and regional experience demonstrates that coastal management projects or programs mature through the successive completion of project development cycles. CM projects or programs in a range of developed and developing nations suggest that completion of an initial

cycle typically requires eight to fifteen years. Each cycle may be termed a “generation” of a CM project or program. The first cycle usually begins with a few urgent issues, often in a confined geographic area. Through adaptive learning over successive cycles, the geographic scale of the project or program is increased as new and more complex issues are introduced into the initiative.

The Two-Track Approach

Decisions affecting a resource area take place at many levels of government. Resource management programs must therefore work at both the local level (bottom-up) and at the state or national level (top-down). Work at the national or state level focuses on policy reform—building support for laws, regulations and policies that affect resource management. Work at the community level focuses on tangible actions that test management hypotheses and model desired behavior changes. The combination of the “top-down” and “bottom-up” approaches is the “two-track” approach to coastal management. This approach to resource management is termed co-management when authority and responsibility is shared between communities and central government.

The two-track approach relies on simultaneously and incrementally building the management capacity—a combination of knowledge and confidence—of government officials and local community leaders. Governments, in partnership with communities and resource users, are involved in the analysis of issues and in selecting management actions. This process creates a dialogue that links the two tracks and promotes a sense of shared purpose at all levels.

How to Use This Handbook

Chapter One provides an introduction to participatory methods and describes why participation is important to the sustained success of coastal management programs. Chapters Two, Three and Four describe how managers can identify and assess issues, prepare their program and facilitate formal adoption while building constituency support for their management actions. Much of the material covered in the text is also organized in worksheets, which we hope will help the reader apply the concepts to their own situation. The Appendix contains additional information on the skills needed to make participation work.

While reading these chapters, realize that effective resource management must blend technical expertise with a process for organizing constituencies and influencing the political process. The necessary technical skills and knowledge, however, are not the subject of this volume.

This handbook shows a step-by-step process for planning a resource project. But, your program will not be this orderly—no program is! Our hope is that the planning steps will provide a conceptual framework to help you move resource management efforts forward in an efficient and participatory manner.

The worksheets in this manual are used in many CRC training courses. During training, worksheets are combined with lectures and exercises designed to illustrate important points on the reality of resource management. Designing a participatory resource management project is difficult and complex. The worksheets do not reflect these complexities. We include them because they provide the reader with a tool that provides structure to the actions that are described in each chapter.

This handbook addresses only one of the defining attributes of successful coastal management—the need to build and nurture the constituencies that actively support the program. When using the handbook, please remember that:

- (1) It presents a set of actions that build coastal management programs that have strong constituencies. It contains a sequence of actions that bring together coastal communities and governmental institutions at the state and national level and link planning with implementation.
- (2) It is not a cookbook. A cookbook contains recipes—lists of ingredients and specific instructions for how to combine them. The cook knows that if the proper ingredients are on hand, and if someone follows the instructions carefully, they will succeed. Resource management does not lend itself to recipes. No one set of rules consistently applies in every situation. But there are principles that can be adapted to suit individual needs and tools that can be selected to suit specific needs. Like all tools, the concepts presented must be used with an appreciation for their limitations.

- (3) It provides a framework to help the reader think systematically about his or her own management effort and its constituencies. It can be used during the initial phases to help managers plan a constituency-based approach. It can help managers who are well into a project but are uncertain of what to do next. It can assist in evaluating successes and failures or planning for improvement. The handbook is designed to clarify and enhance individual efforts, not dictate rules and methods. In all forms of coastal management, creativity and adaptability are the keys to success.

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Chapter One: Creating and Sustaining Constituencies Through Participation

“Participative management...begins with a belief in the potential of people. Participative management without a belief in that potential and without convictions about the gifts people bring to organizations is a contradiction in terms.”

“Everyone has the right and the duty to influence decisionmaking and to understand the results. Participative management guarantees that decisions will not be arbitrary, secret, or closed to questioning.”

(DePree 1989)

This chapter covers some of the basic principals of participation, answers some commonly asked questions about participation and illustrates how participatory methods have been effectively used to build constituencies for coastal management programs and projects.

1.1 Why Do We Need Constituencies For Resource Management Initiatives?

Resource management occurs at many scales—from community projects, to national programs, to international initiatives that address issues affecting the whole planet. At all of these scales, the central challenge is to balance human society with the natural environment. Since human societies are not in balance with nature in most places, and are often increasingly unsustainable, we need to convince people to change their individual and their collective behavior. People change only when they believe it is necessary and in their interest. Herein lies the challenge of building constituencies for resource management.

Unsupported Regulations Fail to Halt Mangrove Destruction in Ecuador

In the late 1960s, shrimp mariculture—cultivation in shrimp ponds—became a lucrative new industry along Ecuador's coast. Shrimp farming has brought wealth to a few, employment for many and massive change to Ecuador's coastal ecosystems. By 1985, some 93,000 hectares of shrimp ponds had been built, reshaping the majority of Ecuador's estuaries, coastal lagoons and low-lying shorelands.

The shrimp ponds have had major impacts on Ecuador's mangrove wetlands. For centuries, these productive systems have supported many thousands of Ecuador's poorest coastal inhabitants. Mangroves are also nurseries for many fish and shellfish including *Penaeus vannamei*, the shrimp that is cultured in the ponds. In the 1980s, concern over this impact led to the adoption of a series of laws and regulations by the Ecuadorian government that called for increasingly stringent protection of mangrove wetlands from any and all forms of alteration. If these regulations had been enforced, destruction of mangroves along Ecuador's coast would have already been halted in 1985 when a pilot project in coastal management began. The reality, however, was that the pace of mangrove destruction continued to accelerate during the eight years of this project.

Why did this happen? The laws and regulations adopted in Ecuador were not supported by any of the affected constituencies with the power to demand their implementation. Shrimp pond owners opposed them and so did subsistence mangrove harvesters. Government officials responsible for enforcing the laws did not have the equipment to conduct patrols and many accepted bribes from those who violated the regulations. The fisherfolk who depended upon mangroves most directly were unorganized and local environmental groups too small and too weak to have an impact. There was therefore no effective constituency for the protection and restoration of mangrove wetlands along Ecuador's coast and this made the laws and regulations meaningless.

(Robadue 1995)

1.2 How Are Constituencies Built?

Experience in coastal management worldwide demonstrates that the chances for sustained management efforts are significantly increased by the repeated and meaningful participation of the communities and economic interests affected by the programs. Participation is both a process and an end in itself. It is the process through which people with an interest in an area or topic (stakeholders) contribute to, influence and manage efforts. It is an end because participation

builds capacity and results in the empowerment of individuals and communities to manage their coastal environments.

Governmental agencies in many countries and international development agencies are relying increasingly upon public participation as a central feature of projects and programs of many types. In the United States, stringent standards for public information and public involvement were a defining feature of the procedures that governed the implementation of the 1972 Coastal Zone Management Act. A decade later, in 1985, the U.S. Fish and Wildlife Service issued a public participation policy stating that “all bureaus and offices are responsible for considering public participation early in the decisionmaking process” and published a *Public Participation Handbook* to help implement that policy. Such policies are based on a belief that people have a right to participate, particularly in the decisions that affect their relationship with their environment. Participation techniques are currently being widely promoted for international development projects. In June 1995, the World Bank published the *World Bank Participation Sourcebook* which captures experiences with participation—both successes and frustrations—in Bank projects. The Inter-American Development Bank (IDB) published their *Resource Book on Participation* in 1997 that states:

As we confront the challenges of the 21st century, the Bank sees participation as the essential element to enhance development and democracy around the world. In order to meet the myriad of challenges, the Bank is focusing on stakeholder involvement in project preparation and implementation as such involvement is inherently more responsive to the needs of the population and, therefore, strengthens the process of development and democratic consolidation.

1.3 The Different Levels Of Participation

Participation is a philosophy that should permeate all aspects of a coastal management program. Project managers use participatory activities to build trust among stakeholder groups and to build their confidence and capacity for management. The two-track approach (Olsen, 1993) calls for participatory activities focused simultaneously at the community level and stakeholders and institutions at the state or national level. Meetings, workshops and training sessions are used to encourage government agencies to work with communities and resource users in the analysis of issues and in the selection of management actions.

In planning for participation, program managers should understand that there are different levels of participation which are appropriate for different situations and different stakeholders. Remember that some people will want—or demand—more involvement than others. As well, others who you may want to involve may not be interested—at least initially. Selecting the appropriate form of participation for a given place is critically important. Usually the expression that participation takes changes as a program matures.

Level One: Providing Information

Participation activities always provide opportunities for conveying information about a management initiative. Indeed, providing information can be the sole objective of a project's participation efforts. Public information materials typically include publications, slide shows, videos, books and brochures. Information can also be presented in public meetings and through the print and visual media. In general, information can increase the public's awareness and understanding of a geographic area, its management issues, and the causes and potential responses to such problems and opportunities. Information can motivate people to change their behavior. Information can encourage stakeholders to voluntarily comply with regulations and can encourage stakeholders to participate more fully in program development.

Level Two: Consultation

Consultation is a two-way process. It calls for both giving and receiving opinions and information. Consultation gives stakeholders a role in shaping both the analysis of issues and what should be done about them. It allows the project manager to retain control over the project's process while seeking out local knowledge and welcoming ideas on what actions to take. Committees, working groups and public workshops are common consultation techniques.

Level Three: Collaboration

In collaborative management, project managers share power with others outside their team or institution and will not proceed with important decisions unless there is either consensus among the collaborators or a majority vote. Collaborative participation works well when project managers are willing to limit actions to those that are formally agreed to by the collaborators. In some situations, this results in management that is inefficient. It can reduce a program to following easy courses of action, rather than the more difficult, proactive courses that may ultimately have a greater impact. Strong leadership is often required to make collaborative participation viable. Collaboration depends on partnerships. Collaboration works best when

there is respect and trust among the participants and the initiative moves forward as a partnership among two or more parties. Effective partnerships take time to develop so collaboration therefore works best when there is a long-term commitment to the coastal management initiative.

Level Four: Supporting Independent Initiatives

In some instances, project managers support government agencies, local communities or nongovernmental organizations in developing and carrying out their own plans. This assistance is typically in the form of funding and technical support. Since control over the project resides with the local entity, project managers must clearly identify what they will and will not support. This form of participation requires adequately trained and motivated people at the site who have the time, talent and legal authority to administer a coastal management initiative. In many situations, local and government stakeholders do not have this capacity. Projects must, therefore, work to strengthen the organizational, financial and technical capabilities before delegating responsibility for a management initiative can be a realistic option.

Consultation Through Public Workshops in Rhode Island

Public workshops were used to consult with the interested public during development of Rhode Island's Coastal Resources Management Project (RICRMP). In 1976, when the process was in its initial phases, CRC conducted unsuccessful workshops to solicit public input. After examining the experience, CRC concluded that the workshops were not successful for two reasons. First, the document being discussed did not speak to the public's concerns. Although technically sound, the draft coastal management plan was not organized around the coastal problems and opportunities that were important to the public. Second, participants felt that the workshops were held to explain and justify a final product, not solicit comments that would be used to shape policies and procedures that were still in the form of a proposal.

These concerns were addressed when a revised Rhode Island Coastal Management Plan was prepared in 1977. The new Plan was organized around five important public issues: the condition of important coastal habitats, the expansion of residential development along the coast, declining population of fish and shellfish, the siting of new industrial facilities, and water pollution. CRC decided to conduct workshops. Each public workshop was limited to a single topic. Two workshops on each topic were scheduled in different parts of the state. A schedule for all the workshops was widely distributed and appeared repeatedly in newspapers. Copies of the draft material to be discussed were available at specified locations before each workshop. A citizens' hotline was set up to handle inquiries. The materials handed out at each workshop looked, and read, like drafts—not like polished final products.

The 1977 workshops were a success, measured not merely by the number of attendees but by the atmosphere they created, the usefulness of the ideas and information they produced and the publicity they generated. The ground rules of the workshop were explained. These included limiting discussion to the designated topic, accepting that all reasonable suggestions would be considered when formatting a revised draft of the Plan but that no decisions would be made at the workshop. The pertinent sections of the draft plan were then briefly presented by the principal author. The floor was then opened to questions. CRC staff, principal authors and other experts in attendance then answered questions and noted comments. Governmental representatives present at each workshop listened and asked questions, but did not comment on either the merits of the draft or the issues raised by the public. After the workshop, all substantive issues and disagreements were followed up by a phone call, letter or a separate meeting.

(Zeitlin-Hale and Olsen 1978)

1.4 Preparing For Participation

Preparation and clear objectives are central to the success of any participation process. The first step is to define what you, the project manager, want from the process and to decide how much time and what resources you can commit to participation. You then need to reflect on how to respond to the interest and demands that participation will generate and honestly assess how flexible you can be when responding to participants' demands. Once a project team has clear objectives for its participation process, it can begin to evaluate who should be involved and the nature of their involvement.

1.5 Education Is Central to All Participatory Activities

Education is an essential element of coastal management projects, and a key feature of all participation activities. Education should be a two-way process in which information flows from the project to the stakeholders and from the stakeholders to the project.

Public education increases the public's awareness and understanding of opportunities, problems, their causes, and possible resources. Well-designed public education efforts should convey both information and the values of the project. Public education materials serve many objectives. For example, they may:

- Provide information
- Motivate a change in behavior
- Encourage participation in the management process
- Encourage voluntary compliance with regulations.

This learning continues throughout the life of a project. During the early, planning stages, participatory approaches can be used to piece together the history of an area, identify current issues in light of their historical roots and understand the public's perceptions of what needs to be done. As projects mature, participatory events provide a forum for project managers to recognize changes in the public and political perceptions of resource issues and priorities. Throughout the project, participatory activities provide project managers with an opportunity to test and evaluate potential management strategies.

Resource management projects are similar to political campaigns—there comes a point when political will must be mustered to move the project forward and make changes to governmental institutions, policy, regulations, and behavior. During these times, a project may add advertising and public relations efforts to their more targeted public education program. Programs may need to create and market a punchy message that will reach a large audience and convince them to support a coastal management initiative.

1.6 Designing a Public Education Program

The process for putting together a public education program follows the logic of the planning process: (1) analyze the local context and define the major issues; (2) identify target audiences; (3) identify the messages to be conveyed; (4) select educational techniques, and (5) evaluate impacts.

Analyze the local context and define the major issues. Project managers and their staff review issues and select a subset as the focus for the initial public education campaign. The issues selected may be those for which the lack of public awareness is a major impediment to improved coastal management. The causes and consequences of water pollution, collecting protected species, and deterioration of habitats are a few examples. The analysis of the issue should produce a clear statement of each problem and a brief examination of its implications for society.

Identify target audiences. Identify stakeholders whose support is essential to the solution of the problem. Then evaluate these groups to select the most effective means of delivering information to them.

Identify the messages to be conveyed. In this step, the public education project formulates educational goals and objectives, and organizes the content into distinct messages. To be effective, messages should be simply stated and technically accurate. They are often developed jointly by the project's communicators and technical staff.

Select educational techniques. Once the message is clearly defined, project managers can select communication techniques appropriate to the target audience. Common techniques include printed and audio-visual materials, mass media, exhibits, and special events. Each technique has limitations and advantages, and the effectiveness of any technique depends on local conditions. Public education projects are usually more effective when several communication/educational techniques are used in combination. Considerations that influence the selection of communication/educational techniques include: the target audience's traditional modes of communication, their accessibility, the complexity of the message, and availability of financial resources.

Periodically reassess progress, objectives and strategies. The real test of an educational project is how it contributes to the success of the resource management effort. Public education programs should always be evaluated on how well they are achieving their stated objectives. Information gained from evaluation can be used to improve subsequent education efforts.

Some questions to consider when evaluating an educational project are: Did the information reach the target audience? Was the message accurately conveyed by the mass media? Did people understand the information? Is there evidence of a positive response? What would you do differently next time?

Public education materials are covered in more detail in Appendix 1. Examples of some methods are:

- Mass media (press, radio, television) for messages directly related to the issues selected for the project
- Brochures, posters, or reports prepared for stakeholders such as user groups, government agencies, or youth groups

- School curriculum materials
- Audio-visual materials and interactive computer programs.

1.7 Communities Often Have Limited Management Capacity

People frequently do not have the time or interest to get involved with a coastal management initiative. It often takes a concerted effort at public education to convince communities and interest groups to engage in the management of a resource or stretch of coast. For example, people living in city neighborhoods sometimes are unaware of rivers, wetlands and coastal areas in their neighborhoods. In many cities, waterfront areas are seen as dirty and dangerous. Projects working in these areas may find it takes a long time to interest the community in resource management. The project may engage the community in a resource management initiative only after other concerns and fears have been addressed and the waterfront is made more attractive and safe.

**Interest in Resource Management is Low When There is No Connection
Between the Community and the Resource.**

Providence, Rhode Island, is at the head of Narragansett Bay, at the confluence of the Moshassuck and Woonasquatucket Rivers. Although once important to the city's economy, several decades ago the rivers were culverted, fenced, and built-over and by the 1980s they were ignored by the city's residents. In 1993, the US Park Service initiated a community-based management project on Providence's Woonasquatucket River. The goal was to create urban green space along the river corridor.

When the project began, many local residents knew nothing about the river—it had no name, no history, and no usefulness to the community. Community representatives had little interest in the project and rarely attended project meetings. Over several years, the project collaborators learned about the community and worked to raise awareness for the river. The project sponsored educational displays for the local library, developed curricula for local schools, held an annual river festival and sponsored canoeing and kayaking on the river. They also supported economic renewal initiatives.

After four years there was still no greenway along the river. Today, many residents still do not know the name of the river. The neighborhoods remain depressed, dangerous and unattractive. But the annual river festival is well attended with more people participating each year. Children are learning about the river and some enjoy kayaking. The connections between the neighborhoods and the river are growing and with them the motivation for its restoration and management.

1.8 What Skills Are Needed For Building Constituencies

Many project managers are trained as scientists and engineers and are unfamiliar with participatory methods and uncertain how to proceed. They may believe in the philosophy and reasoning behind participation, but do not know how to put these ideas into effect.

Many of the skills needed for participatory management are basic working-with-people-skills that we all use in our daily lives. At its most fundamental level, people who are good at dealing with other people usually have sound instincts for the how, the what and the when of participatory management and building constituencies. But skills important to constituency building can also be learned. Participatory management requires bringing groups of stakeholders together. It is, therefore, important to know how to build organizations and coalitions. Knowledge of the local political process is crucial. Project managers must be willing to participate in the political process. If they are to facilitate a change in how the resources of a place are allocated and used, they must learn to influence and sometimes change established opinions and the behavior of those with power.

“The bottom line in public involvement isn’t sophisticated techniques, although they sometimes help; the real issue is whether or not the public gets the message that you really care about what they have to say, and that you are willing to try to respond.”

(Praxis 1988)

1.9 Attributes of Successful Participation

Participatory activities should be carefully planned. Resource management projects should formulate a long-term, well-thought-out public participation strategy tailored for each step in the coastal management process. Individual participatory activities are then developed within this larger strategy. Specific and measurable objectives are developed for each element of the strategy. In developing these objectives, define what the program wants the process to

accomplish, which stakeholders will be involved and what responses you hope the activity will generate.

Participatory activities must be woven into the overall design of a coastal management initiative. Participation is fundamental to building constituencies, but like any tool, it is only effective when it is integrated into the fundamental strategies of a project or program. Participation must not be tacked onto a project as an afterthought.

Project managers should give participation activities the same time and attention as scientific and technical activities. Successful participation does not just happen. It must be planned and carefully implemented. Each participatory activity must realistically assess the expectations of those involved. If expectations are unrealistic, a project runs the risk of building public frustration, cynicism or anger rather than public support. Every time a program engages in a participatory activity, stakeholders are left with an impression of the program and its values.

Those organizing a participation activity must work to select techniques that maximize the prospects that those involved will interact positively with each other and that the roles of the different participants are understood by all. Develop a consistent message so key players can accurately represent the project when communicating with the public. The roles of project staff, agency representative and private sector stakeholder collaborators must be clearly defined and the purposes of the event or initiative must be understood by all.

Participatory methods take time and effort, and will consume a significant portion of a project's resources. When project managers use participatory methods, they give up some control of the project and the process. Project managers embarking on participatory projects need to realize that their power and control over the process is limited. They need to be flexible, and must know when to stand firm and when to adapt to the unexpected. Experienced managers often find they create their best solutions when they move beyond their preconceived ideas and accept ideas different from their own.

Participatory approaches can breed impatience among project leaders and government officials accustomed to having full control over projects. Participation requires leaders to listen to, understand, and respond to a wide diversity of local and national stakeholders including many

government agencies. Participatory approaches expose resource projects to the discussions, disagreements and political in-fighting of these many groups.

Participatory methods can be threatening to some community leaders and the established power structure. Project managers need to recognize this and should spend time getting to know the community and the culture. Establish relationships with community representatives and consult with them when deciding what techniques and levels of participation are appropriate.

Participatory approaches can increase the risk of a project being hijacked or dominated by one or two powerful and well-organized community interest groups. Project managers must be astute enough to keep a single stakeholder group or coalition from misusing the project for their own ends if this threatens the fundamental goals of the project.

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Chapter Two: Assessing Management Issues

“Beliefs and values are the footings on which we build answers to the questions “Who matters?” and “What matters?” The promises we make as leaders must resonate with our beliefs and values. Otherwise they ring false, and people know it.”

(Max DePree 1989)

2.1 An Overview of Issue Identification

Coastal management is a set of activities designed to maintain and improve the quality of coastal ecosystems and the human societies they support. Nothing is more critical to the success of a given generation of coastal management than the selection of the issues—both the problems and the opportunities—which a coastal management initiative will address. When coastal management is introduced to a place, a project begins with assembling and reviewing existing social and ecological data on site and integrating it with local knowledge of the area. The goal is to understand the current condition of the ecosystem, including both the natural resources and human society. Managers also identify environmental and social trends and assess how their implications are perceived by different groups. This is the basis for selecting sets of issues that a coastal management project or program will address in its first generation. While this step is sometimes completed as a “rapid assessment” (a snapshot of environmental and social conditions in the areas being considered for a management initiative), a longer, more detailed analysis that is conducted by local stakeholders, leaders and officials and that identifies coastal problems, causes and possible remedies is preferred.

In places where coastal management is already underway, a new project must find its place within an existing program. It must build upon what has already been accomplished and respect the needs and priorities of the local program. Too often, issue identification is subsumed by the preparation and negotiation of a project proposal and the funds required for an initial phase of planning. In developing nations, the catalyst for initiating coastal management is often an international donor. The topics and the approach to coastal management may be selected

because they are of interest to the donor. Yet, if the agencies of government that are ultimately responsible for implementing coastal management actions or the people that will be affected by such management have little influence on what issues are selected, the chances for the coastal management initiative to be successful are likely to be compromised.

Participatory methods should be used throughout this phase to identify and engage key stakeholder groups. Managers should begin to apply the two-track process and build constituencies for the project within government agencies and with stakeholder groups both locally and at higher levels. The major actions that should be undertaken in Step 1 are:

- Assess the principal environmental, social and institutional issues and their implications.
- Identify the major stakeholders and their interests.
- Invite review and response to the assessment.
- Select the issues upon which the management initiative will focus.
- Define the goals of the management initiative.

2.2 Assessing Coastal Management Issues

The first technical task for a coastal management project or program is to develop an understanding of the conditions, uses, trends and existing management framework for the coastal area in question. This work may be drawn together as a coastal profile that, in turn, becomes the first “product” of a coastal management initiative and the foundation for a constituency building strategy.

The Potential Audiences of an Issue Profile

As one of the first public documents produced by the project, a profile has many audiences:

- The people of the place
- The project team and its associates, many are specialized technical experts who will benefit from an integrated view of the site and the issues that the project will address
- Government officials (locals and central government)
- Stakeholders in the private sector (Representatives of business interests, the church, and nongovernmental organizations)
- Funding agencies
- Individuals outside the site but who may have an interest in the project

A good rule of thumb is to strive for text and figures that are understandable and interesting to a local journalist. To make major findings and conclusions accessible to the interested public, it is often necessary to produce brief summaries of the profile.

Review existing information.

The characterization process provides an initial diagnosis of the resource area. It documents present conditions, historical trends, and likely future conditions if current practices continue. Managers should begin by reviewing existing information. Depending on where you are working, there may be much or little information on the resource area. Universities and government agencies may collect data that is useful to the project. The project can access that data through interviews and workshops. Materials in local libraries and local and national news coverage of the resource area may also provide you with an inventory of current issues important to the place. Maps, particularly historical maps, and photographs are another excellent source of historical information.

As you gather secondary sources, organize information as it applies to management issues. Identify issues that relate to the following three categories of questions:

- **What is the current condition of the ecosystem?** What are the significant habitats, species, and biological communities? Why are they significant? Identify trends in the condition and use of resources and consider the short-term and long-term implications of such changes for the environment and for society. Identify the specific sites where resource problems and management opportunities are particularly important.
- **What influences quality of life in the area?** Assess material indicators (income, life expectancy, and child mortality), as well intangible indicators such as people's hopes, dreams and fears for the future. What is on people's minds? What issues are being covered by the local media?
- **What is the institutional context for management of the resource area?** What are the roles and responsibilities of government agencies for resource management? How are existing agencies prepared to address the emerging resource management issues? How have management roles changed through time? How are the agencies perceived by various publics? Are there traditional forms of resource management that may be relevant to contemporary problems? Assess the ability of institutions to address current and future management issues based on their technical capabilities and public credibility.

Collect information from local experts.

Local experts and opinion leaders are an important source of information. The project team can use their experience to help identify how things get done, what influences decisions on resource allocation and use and what topics are best avoided.

Talk to those who collected the data that you are finding useful. Discuss with them their views of the strengths and limitations of the information they gathered. Speak to local leaders and representatives from groups with an interest in resource management. Find people who have lived or worked in the resource area for a long time. Discuss their views of the management priorities for the area. Why do they think these issues are important? What solutions do they see? How do they see solutions being implemented?

While you talk with these people, be an active listener. Make sure you understand them correctly. If they are willing, tape the interview so you can listen to it later. After the interview, spend time thinking about the person, and critically evaluate the following questions:

- What are their vested interests? Why do they have their opinions?
- Are they being truthful and accurate when they describe their interests and concerns for management?
- What are the values that motivate them?
- How widely held are these values in the community?
- How politically powerful are these values?

Present your findings.

It is often useful to present the results of the issue analysis in the form of a profile of an area. Issue profiles can be distributed as the first major product of a project. But there are instances where a profile is not necessary or appropriate. In these cases, the issue analysis can be presented as a call for action and/or a proposal to a funding agency. The document is then shaped for that specific purpose.

A good issue profile is difficult to prepare and often presents a considerable challenge to a new project team. The team preparing the profile must deal with information of varying quality, and recognize gaps and uncertainties while presenting a readable and interesting analysis that will appeal to its audience. If the result is a widely distributed profile—rather than a project proposal—the audiences include those who will be affected by the project at the local level, government officials and other stakeholders at the local level and in state or national government as well as the funding agency.

A profile should present scientific information so that it can be understood by a lay audience. It should include a historical perspective on social and environmental change in the area and the evolution of its management issues. It is useful to include timelines showing important events in the changing relationship between people and their environment as well as summary maps, tables and graphs which help an audience grasp central messages. Wherever possible, public perceptions should be integrated with technical data. Where the two conflict or raise important uncertainties, this should be highlighted. A profile is successful when the people living and working in an area recognize in it an account of their experience, their concerns and aspirations.

It is always very important to review early drafts of a profile with those who provided important information. This can be done at meetings with stakeholders and at public workshops. Use these presentations as an opportunity to check your major findings and conclusions. Do people generally agree with your interpretation of the data? If not, what are you finding that they do not know about or do not agree with?

Identify data gaps.

The process of summarizing existing information and talking with local people will inevitably uncover areas of concern that are not well understood. Carefully identify the gaps between existing knowledge and the level of information needed for wise management. These become topics that should be addressed during Step 2 when primary research is likely to play an important role in framing a specific plan of action.

Continue to build a relationship with the community.

While the research is being conducted, project staff should continue to attend community meetings and provide information about the resource area and your project. Continue to watch the community in action and consider: Who are the leaders? How are decisions made? How do members of the community relate to each other?

While the profile is being prepared and refined, project staff should continue to attend community meetings. They should listen carefully to the reactions of the audience as you crystallize the key issues. What are the implications of your findings? What may be possible as a course of action? Who are the potential leaders?

Profiling Management Issues in the Lagoons of the Mosquito Coast

Since it was first colonized by Europeans three hundred years ago, the Mosquito coast of Nicaragua has exported its rich mineral and timber reserves. In the 1980s, it was torn by civil war. One result was the creation of an autonomous region with its own indigenous governance system. The coast is still sparsely inhabited and is of great regional importance because of its rich biodiversity, high quality coral reefs, sea turtle populations and rich fisheries. Today, resource extraction for foreign markets is dominated by booming fisheries for lobster, shrimp and high value finfish and timber extraction is once again growing.

In 1996, CRC joined Mikupia, a local nongovernmental indigenous organization and the World Wildlife Fund in framing a coastal management initiative initially focused on the management of two large lagoons. The profiling process began with a series of workshops that drew together representatives from the villages around each of the lagoons. The objectives of the project and the features of integrated coastal management were discussed and explained through group exercises with enthusiastic, but largely illiterate, participants. Timelines were prepared that identified major changes in the condition and use of each lagoon. "Spoken maps" were drawn to identify such features as the location of seagrass beds, prime fishing areas, areas of rapid sedimentation and conflicts among fishers from different villages.

Because there were no estimates of the size of the fish and shrimp harvests, Mikupia and representatives of the Nicaraguan Fisheries Agency agreed to work together to gather initial data. Of great concern was the relationship between fisheries in the lagoon and exploitation of the same populations by trawlers operating near shore. While there was many years of data on the licensed commercial fisheries, that data was of uneven quality and did not include the large catches taken by pirate vessels from neighboring countries.

The completed profile presented a historical perspective of the condition and use of resources in the autonomous region and a more detailed examination of the issues posed by overfishing, sedimentation and habitat destruction in the two lagoons. The content and conclusions of a draft profile were reviewed and modified first at community workshops and then at a gathering of representatives from regional and central government. This produced a consensus on both the nature of the problems and the first set of actions that should be taken—summarized in a two-page statement entitled "The Biwi Manifesto." The Manifesto was signed by community leaders, representatives of regional and central government and other respected figures in the Moskitia community. This profile set the stage for an initial management plan that will build upon traditional decisionmaking and resource management practices to confront today's problems.

Carefully evaluate stakeholder interests.

Stakeholders have a variety of interests, some of which are related to resource management. Stakeholder interests are often in conflict. Dealing with conflicting interests can consume a lot of project management time. Nevertheless, it is essential to identify the conflicts and investigate the interests that the conflicts are based upon. Sometimes the conflicting interests are actually conflicts over the solutions being posed. An alternative solution may be acceptable.

An Ecological History Can Unravel Complex Issues

When public workshops were held on Rhode Island's statewide Coastal Zone Management Plan, the noisiest and most well-attended meetings were those along the south shore. This beautiful and still rural region is shaped by a string of shallow lagoons that for generations has played a central role in the local economy and culture. At the workshops, there were strong disagreements about the relative importance of rapid sedimentation of the channels used by boats to reach the ocean, growing evidence of water pollution, the collapse of important fisheries and the reduction of once lush meadows of seagrasses. The strongest disagreements were often between the older members of the community and those who had moved to the south shore more recently.

The Coastal Resources Center commissioned an ecological history of the lagoons that would synthesize the available information, trace the history of changes to the ecology of the lagoons and their likely causes and formulate recommendations for what should be done. While "official" literature in the form of published scientific reports and data compiled by governmental agencies was limited and extended back only to 1960, the project pieced together a wealth of information from old newspaper articles, fishermen's log books, historical maps, navigational charts, and drawings and photographs dating back as far as the 1700s. These historical records were supplemented by in depth interviews with some of the oldest residents, several of whom had made their living from the lagoons many decades before. To supplement and update contemporary environmental information, the project organized 40 volunteer "pond watchers." These were people who lived around the lagoons and had an active interest in them. They were grouped into teams that made detailed weekly observations on turbidity, algal blooms, fish kills and the intensity of shellfishing and boating in the areas assigned to them.

All this information was compiled in a readable and well-illustrated document that became a local best seller. The history unraveled the reasons for many of the arguments at the workshops a year before. The corroboration of historical records with the positions held by the "old timers" was a vindication of the accuracy of local knowledge. Many of these former community leaders felt that for once they had been carefully listened to and their knowledge and insights into how the lagoons function had been recognized. The dedicated work of the pond watchers created the core of a local constituency for the coordinated plan of action recommended in the report.

(Olsen and Lee 1991)

2.3 Identifying and Engaging Key Stakeholders

Throughout the life of a project, managers and their staff identify and build relationships with stakeholder groups in the resource area. Experienced managers include key stakeholders—potential *opponents* as well as potential supporters—on project committees and in project activities.

There are no strict rules for identifying and involving stakeholders. Successful strategies are context-specific. Stakeholder groups that can understand and act on one issue may not be appropriate for another.

When considering stakeholder groups, remember that not everyone has an equal stake in your program and not everyone will want to get involved. Initially, only people who feel directly affected by the project are likely to participate. Many others who are affected may adopt a wait-and-see attitude and stay on the sidelines. Also, keep in mind that some people who have a real stake in the project may be actively working against you.

Questions To Consider When Defining Stakeholder Groups

- Who will be directly affected (either positively or negatively) by your project?
- Who are the leaders or representatives of those who will be affected?
- Who are the “voiceless” stakeholders that should be heard?
- What are the indirect impacts of the program? Are there powerful supporters/opponents who are indirectly impacted?
- Who are the stakeholders in government agencies or businesses?
- Who can make the project more effective through their participation or less effective by their non-participation or outright opposition?
- Who is likely to oppose the project?
- Who will support you against this opposition?
- Who can contribute financial and technical resources?
- Whose behavior must change for the project to succeed?
- Who are the essential stakeholders within your own organization? How are you going to facilitate internal communication and problem solving within your team?

In familiar settings, key stakeholder groups can be easy to recognize. But keep your mind open. A quick stakeholder analysis can sometimes miss important and useful groups who are less obvious and visible. The following list identifies some of the stakeholder groups to consider in any resource area (Sorensen and McCreary 1990).

Organized Groups

- *Elected officials.* National political figures may champion a coastal management project or conservation initiative. Local and regional officials have varying degrees of power over land and resource use and can be critical to the success of a management effort.

- *Political parties.* National or regional resource management efforts may be part of the political party agenda. If they are, representatives from the party power structure become essential stakeholders.
- *Government agencies at the national, state, and local level.* Representatives from government agencies with management authority over the resource area are key stakeholders. Find them and cultivate them. Project managers need to be inclusive in their selection of agencies—there is never one agency with overall jurisdiction over coastal resources and coastal activities. At the national and provincial (state) level, there are usually separate agencies or departments with responsibility for environmental protection, coastal management, public health, fish and wildlife, navigation, mariculture, forestry, agriculture, parks and recreation, water supply, flood control, industrial development, mining, transportation, tourism, etc. Many of these agencies may have important roles in the issues that need to be examined. At the local level, there can be several levels of government (for instance, in the United States there are municipalities and counties) with varying degrees of authority over land use planning and zoning, residential and industrial development, water supply, and transportation infrastructure.

Project managers need to understand the political and management structure that affects their resource area, and then to be strategic in selecting and working with the most important stakeholder agencies.

- *Private industry.* Private industries to consider as stakeholders in many natural resource areas are commercial fishing, tourism, marinas and ports, forestry, resource extraction, agriculture and mariculture. In large programs, multinational corporations such as oil companies, tourism development enterprises, timber companies and mining companies can have a large influence over resource management decisions and must be considered as stakeholders.
- *Scientific community.* Scientific research is a key element of resource management. Scientists working in or interested in the resource area should be included in the development of the management program.

- *Conservation and advocacy organizations:* Conservation organizations range from local “save the watershed” organizations to large, global organizations such as the World Wildlife Fund. Conservation groups are likely allies in resource protection efforts, but project managers should be wary of allying themselves too strongly with any one organization and alienating other important stakeholders. Conservation organizations should be included, but should be given equal footing with industrial and development interests.
- *Local civic organizations.* There are a variety of civic organizations in any community—garden clubs, Lions clubs, Rotary clubs, etc. Project managers should identify the groups that are active in the community and meet with those who might have an interest in resource management.

Less-organized Groups

- *Subsistence resource users.* In poorer nations, a large proportion of the coastal population are subsistence and artisanal groups that are often poorly organized but depend most directly for their livelihoods on the quality of the local ecosystems. Artisanal fisherfolk can be found along the coasts of virtually all-developing nations. In many of these areas, mangrove wetlands and coral reefs support subsistence harvesting that was sustainable when the human population was small and external markets did not exist. Subsistence resource user stakeholders may be in direct competition with the larger, more affluent businesses for access to, and the use of coastal space and coastal assets.
- *Landowners.* Resource management efforts can effect property values and can dictate how landowners can use and manage their property. Some landowner groups are organized and can be a strong political force. But in most areas, they are not. In developing countries, ownership of land is often concentrated in the hands of a few families. These landowners can easily feel threatened by efforts to regulate how land is used and efforts to increase public access to coastal areas.
- *Ethnic groups and social classes.* Efforts to allocate and manage resources must often cope with long-standing and emerging conflicts between ethnic groups and social classes. Ethnic groups and social classes are not homogeneous groups, and are usually not organized, and they may be difficult to identify and work with as a stakeholder group. Managers need to be aware that the costs and benefits of a management initiative will affect ethnic groups and social classes differently.

Social Research Techniques Can Be Useful in Identifying and Involving Local Stakeholder Groups

In unfamiliar settings, surveys and interviews may not reveal the most important features of the community's social organization. Most cultural rules of social interaction are embedded in social behavior, and will not be articulated by individuals who are part of the community. However, it is essential that the project leaders understand these rules. Failure to understand the community will inhibit their effective participation in a project.

Social research techniques are well developed. Their application requires demanding, on-the-ground, time-consuming work. There are few shortcuts. Rapid appraisal methods are most effective when the users are familiar with the locale and can draw upon existing research as the society and resources are being examined.

Social research can have the following benefits:

- Enhanced capacity to distinguish the needs and priorities of the poor
- Accurate identification of stakeholders, including marginal groups that may otherwise be overlooked
- Selection of culturally appropriate channels of communication to ensure that affected groups are able to voice their concerns and have them taken into account
- Early identification of useful indicators of project quality
- Use of local knowledge and existing social groups in the evaluation of options and for the implementation of the selected course of action
- Increased likelihood of formulating sustainable institutional structures that are compatible with existing traditions

(IDB 1997)

Organizational Considerations. There are a variety of successful organizational frameworks that can be applied to projects in order to invite and encourage stakeholder input. Steering committees and advisory committees enhance participatory management projects. But committees can be hard to organize, and, if poorly run, can be ineffective or even a waste of time.

In some cultures, "volunteering" and sharing information are foreign concepts, and it can be very difficult to convince people to serve on advisory committees. To maximize the usefulness of your committee:

- Define how members will be selected and how long each member should serve
- Define how decisions will be made
- Define the group's mission, goals, and tasks. Be specific. It is easier to motivate committees to work when they are clear about what they need to do, why they need to do it and when the task should be completed.
- Define the benefits of participating in the committee—why should people give their time and efforts to the committee's work?
- Strive for strong and dedicated leadership
- Committees need strong staff support—be sure they get it
- Whenever possible, define tangible projects for the committee to undertake. This builds collaborative relationships and allows ideas to be tested out quickly.

In the United States, for example, the Environmental Protection Agency's National Estuary hat it is more sensible toe management framework feature a policy committee, a management committee, a citizens advisory committee and a scientific and technical advisory committee. Smaller projects do not need such complex structures. No single model works in all situations. The following pointers will help managers incorporate constituency building into their initial thinking about the design of a coastal management initiative.

Steering Committees Can Build Project Constituencies

The Coastal Resources Center (CRC) organized a single steering committee to oversee a project to reduce nonpoint source pollution from marinas. The members of the committee were carefully selected and were influential and well-respected representatives from all the key regulatory agencies and regulated marine industries. The committee developed guidelines for good practice that were acceptable to the industry. The process worked so well that when the final nonpoint pollution regulations were presented at public hearing by the governmental agencies responsible, the industry publicly supported the new regulatory program.

What made this process so effective? First, the CRC staff working on the project chose committee members who were respected by their colleagues and who had a high level of technical knowledge. The committee members were personally interested in the project and committed to a successful outcome. The members represented their organizations—i.e., a committee member's approval of a plan meant the endorsement of his or her organization.

Second, the CRC staff working on the project were trusted by the committee. They worked one-on-one with individual committee members, responded to their concerns, and offered workable options when problems arose.

Third, there was a regulatory mandate for the management process. Federal programs (the Environmental Protection Agency and National Oceanic and Atmospheric Administration) require coastal states to develop nonpoint source pollution abatement strategies. State agencies could have relied on their own in-house expertise to develop the new regulations and then used public meetings to solicit reactions from the marine industry and the public. CRC advised the state to establish a steering committee and entrust it with formulating best management practices that would be acceptable to the Rhode Island boating industry. The committee agreed, however, to develop a program that would meet federal criteria.

Fourth, the marine industry was given the lead in formulating the required new regulations. The steering committee tested out their ideas at a pilot scale and then revised their recommendations thereby assuring that the solutions were acceptable to regulators, as well as to industry.

2.4 Selecting the Issues That the Initiative Will Address

Management Issue: A management issue is a problem with the resource area or an opportunity for management. It is not a topic or a situation. For example, “decline of estuarine-dependent fisheries” is a problem that makes a good management issue. “Ecotourism as a source of alternative livelihoods” may be a significant opportunity. “Fisheries” or “ecotourism” are topics, but are not clearly defined enough to be candidate management issues.

The most critical decision to make before developing the management plan is to select the management issues upon which a coastal management initiative will initially focus. It is crucially important to balance the agenda of the work to be undertaken with the capacity of the institution or team that is assembled to implement the initiative. It is also better to do a few things well than many things poorly. A project must be strategic and select issues upon which it can reasonably expect to make progress with the time, funding and personnel that are available. In projects that emphasize demonstration activities, it is important to select issues that will produce results that can be applied to other sites. For all projects, it is important that the issues are significant enough to merit attention and are likely to earn political and public support. They must command the interest and support of constituency groups, including key government institutions. The project manager must be aware of political realities and select strategies that are both technically sound and socially acceptable.

Project managers should involve stakeholder groups in selecting issues and thinking through what to do about them. It is useful to present issue analyses to various audiences—including governmental managers, resource user groups, and local residents—and gauge their responses to the findings. If meetings are conducted in a manner which invites comment and public reaction, participants feel that their input is valuable and will be used. During these meetings, managers should be asking: Is our analysis accurate? What have we missed? Do people understand the implications of the resource management issues? Do they agree with our assessment of the implications? Can we identify some solutions? What conflicts lie within the issues we are considering?

Since large issues result from the combined effects of smaller problems, project managers analyze the “big” issues that are politically important to see how they can also be broken into smaller problems and opportunities, some of which can be solved quickly. Tangible successes quickly build support for the larger agenda of the management effort.

Criteria for Selecting Issues

Resource management often resembles a political campaign and good managers always keep a close eye on the local and regional political climate. These criteria help in selecting the issues that a project or program will address:

- *A good issue is one that people feel strongly enough about that they are willing to work on change.*
- *A good issue is winnable.* If it is impossible to do anything about the problem, it does not make sense to work on it.
- *A good issue builds the organization.* The resource management process should build the capacity of management organizations so they can deal with other issues in the future. The solution of the issue should involve lots of people. It should give them a sense of participation, and should build their spirit and their skills.
- *A good issue affects a lot of people.* Progress made on the issue will build a constituency for future efforts.
- *A good issue involves people.* If you want to build the capacity of people to solve their own problems, you need to involve them in the process. Issues should be selected that involve people in the solutions.
- *A good issue is strongly felt in the community.* Sometimes project managers see issues that are easily solved, but people just do not care about. If this happens, reassess the issue. Perhaps you are paying too much attention to your own values and not enough to those of the local community.
- *A good issue can be simply stated.* If the issue is ill defined or too complex to be clearly communicated, you will not be able to “sell” it to the public.

(Kahn 1991)

Issue Selection in Thailand

In 1987, the Coastal Resources Center was invited to introduce integrated coastal management in Thailand. The program selected a single pilot site, the island province of Phuket, as an initial focus. CRC and its Thai partners saw the key issue as changes in land use and decided to develop a strategy for implementing the area's existing land-use plans and regulations, which had been prepared by a previous project financed by Japanese foreign assistance. At first this strategy was politically feasible—the governor was highly supportive of the program's philosophy, and was enthusiastic about preserving the island's magnificent natural resources.

But soon after the project began, a new governor was appointed. This governor was not supportive of the project, and did not support efforts to build constituencies for improved management of a booming international tourism economy. Without his support, CRC realized they would make no progress on the land-use issue, and therefore decided to select another issue for the project's initial focus.

The suite of possible management issues developed early in the program were reexamined. Each issue was assessed for its importance to the program's constituencies. Was the issue clearly defined? Did it command the interest of key stakeholders? Would the likely management solutions have public support? Did the issue have technically feasible solutions? Was there opportunity for tangible near-term success?

The team concluded that their best hope was to focus on coral reef protection. The corals along Phuket's coast were in fair or poor condition, due to a variety of insults. But many reefs further offshore were still in good condition and were viewed by many tourists as a major attraction.

Reef protection enjoyed wide public support. Good technical information on the condition, distribution, and uses of coral resources was available. There was also a sizable body of worldwide experience in managing corals in areas of high-intensity tourism. The program focused its resources on such activities as installation of mooring buoys, training programs for tour boat operators, distributing posters and pamphlets that appealed to tourists to resist collecting souvenirs or otherwise damaging the reefs that they visited. Such visible demonstrations of improved resource management built support for the program while encouraging interagency collaboration and building active constituencies within the private sector, particularly with hotel owners and dive clubs. Only once a positive image for the program had been constructed and public awareness of the impacts of sedimentation, water pollution and over-use improved, was it feasible to return to the land-use problems that were most central to a coastal management initiative.

(Olsen 1993)

The Major Categories of Coastal Management Issues

- *Conflicts among user groups.* These often raise a tangle of environmental and socioeconomic problems and also reflect conflicts among the wealthy and the poor.
- *Needs for the protection and conservation of important ecosystem processes, features and biodiversity.* The destruction of important habitats such as coral reefs, estuaries and sea grass beds and their associated biodiversity and recognition of the impacts of changes to water circulation patterns are usually central to a coastal management program.
- *Coastal hazards or impacts of natural forces* such as shore erosion, river flooding and ocean storms on coastal use activities and structures.
- *Issues related to development needs and opportunities* such as mariculture, dam building, tourism, ports development and facility siting.
- *Organizational problems* dominate when the cross-sectoral features of coastal management are introduced. Typical issues include interagency rivalry and unwillingness to collaborate, insufficient planning and regulatory authority, poor understanding of how coastal ecosystems function, lack of coordination in making economic and ecological decisions, insufficient funds for management and limited public participation in decisionmaking.
- *Social issues:* poverty, unemployment, public health problems; conflicts among ethnic groups, the rich and the poor.

(Sorensen and McCreary 1990)

2.5 Defining the Purpose of Your Project or Program

Designing and implementing a coastal management project or program is a complex undertaking. Many of the difficulties will be eased if clear language and consistent terminology is used to define precisely what the initiative intends to accomplish. The disciplined application of these terms can assist in achieving clarity and respond to three common problems.

- (1) A planning process that lacks precision and produces multiple objectives to which project activities are not clearly related;
- (2) Projects unsuccessfully executed because of a lack of clarity on the extent of the manager's responsibility; and
- (3) No clear picture of what would be achieved if the project were successful and therefore no objective basis to compare what was planned against what actually happened.

The hierarchy of objectives, if used consistently, will do much to clarify the fundamentals of a project's design.

The Goal is a desired outcome to which the project will contribute during and after it is executed. A goal statement does not imply that the project, by itself, will be sufficient to attain this goal. Rather, coastal management may contribute to reaching goals such as sustainable forms of development, the improved condition of a coral reef, or improved quality of life, in coastal communities.

The Purpose of a project states the specific outcome or impact that should be achieved by implementing the activities specified by the project design. The purpose frames a hypothesis about what should occur as a consequence of the project. The title of the project should reflect its purpose. It is essential to recognize that achieving the project's purpose is beyond the control of the manager. The manager is responsible for completing the activities framed by the objectives. But groups of stakeholders and external events will determine whether the results of such activities are used appropriately to achieve the project's purpose. For example, the project's purpose may be framed as sustained quality of a selected lagoon. The objectives and activities of the project, if successfully executed, may make available wastewater treatment, restore the proper functioning of the lagoon's inlet and diversify the livelihoods of the residents. But if the stakeholders do not change their behavior or a hurricane reshapes the physical characteristics of the lagoon, well-executed project activities may have little effect.

Step 1 should culminate with clear statements of the goal and purpose of a coastal management initiative. It will, however, require more careful analysis of the issues and alternative

management strategies to detail specific objectives and activities. This occurs in Step 2 (see Section 3.4).

The Key Terms That Define a Hierarchy of Objectives

Goal: A general statement of the desired long-term outcome or impact of the coastal management project.

The Project Purpose: Defines the impact that is expected as a result of the project's efforts. It is a hypothesis since the desired project outcome and benefits will be influenced by forces beyond the control of the manager.

Objectives: Specific statements of the desired accomplishments or outcomes of a project. Project objectives are quantifiable and time-limited. Achievement of all project objectives should lead to the fulfillment of its stated purpose.

Activities: The tasks that the manager must carry out to achieve each objective. The timing and sequencing of project activities is important.

Strategy: The approach selected to achieve one or more objectives. A project's objectives define "what;" the strategies define "how."

Work Plans: Work plans specify the day-to-day project activities and link them with the project's objectives and strategies.

Worksheet One

Prepare a statement of the project team's identity and purpose

Who are you? Why are you initiating this project? How does your effort relate to other activities that are occurring in the area? Project managers must be able to answer these questions and clearly articulate the project to the different stakeholders.

Prepare a brief description of the initiative that states what it hopes to accomplish and how it will involve stakeholders in advancing improved coastal management. The statement will be useful as you form your project team and as you describe your project to collaborators and stakeholders. It will help people unfamiliar with you and your project understand who you are, what you plan to do, and why you want to do it. If well articulated, it should help convince others to work with you.

IDENTITY AND PURPOSE

Worksheet Two

Identify the stakeholder groups affected by your initiative

As you consider stakeholders, keep in mind that not everyone has an equal stake in your program and not everyone will want to get involved. People who feel directly affected by the project are most likely to get involved. Do not forget that some people who *do* have a stake may be actively working against you.

Useful Questions To Consider When Defining Stakeholder Groups

- Who will be directly affected (either positively or negatively) by your project?
- Who are the leaders or representatives of those who will be affected?
- Who are the “voiceless” stakeholders that should be heard?
- What are the indirect impacts of the program? Are there powerful supporters/opponents who are indirectly impacted?
- Who are the stakeholders in government agencies or businesses?
- Who can make the project more effective through their participation or less effective by their non-participation or outright opposition?
- Who is likely to mobilize to oppose the project?
- Who would be most willing to support you against this opposition?
- Who can contribute financial and technical resources?
- Whose behavior has to change for the project to succeed?
- Who are the essential stakeholders within your own organization? How are you going to facilitate internal communication and problem solving within your team?

STAKEHOLDERS	INTEREST OR STAKE IN RESOURCE AREA

Worksheet Three

Assessing existing conditions to identify problems and opportunities for management.

Think about the following questions:

- What is the current condition of the ecosystem? Are there significant habitats, species, and biological communities? What are trends in the condition and use of resources? Can you estimate the short-term and long-term environmental and social implications of such changes for the environment and for society?
- What is the quality of life in the area? Think about material indicators (income, housing status). Think as well about intangible indicators such as people's hopes, dreams and fears for the future. What is on people's minds? What issues are being covered by the local media?
- What is the institutional context for management of the resource area? What are the roles and responsibilities of government agencies for resource management? How are existing agencies prepared to address the emerging resource management issues? How have management roles changed through time? How are the agencies perceived by various publics? Assess the ability of institutions to address current and future management issues based on their technical capabilities and public credibility.
- What is the role of nongovernmental organizations in management? How do these organizations interact with management institutions?

Now think about opportunities for management.

- What are the current opportunities for managing environmental problems?
- What opportunities exist for addressing problems with the quality of life or economic conditions?
- Is there new legislation under consideration? Are there new partnerships formed? What opportunities exist within the institutional context for management?

Evaluate your list of opportunities.

- Which are most realistic and doable?
- Which are time bounded? Is there a certain time frame for taking advantage of this opportunity?

Use the table to identify management problems and concerns as well as management opportunities for your project site.

ECOSYSTEM CONDITION	QUALITY OF LIFE/ ECONOMIC IMPLICATIONS	INSTITUTIONAL ROLES

Worksheet Four

Articulating Management Issues

Management Issue: A management issue is a problem with the resource area or an opportunity for management. It is not a topic or a situation. For example, “decline of estuarine-dependent fisheries” is a problem that makes a good management issue. “Ecotourism as a source of alternative livelihoods” is an opportunity that makes a good management issue. “Fisheries” or “ecotourism” are topics, but are not clearly defined enough to be management issues.

We now want to articulate several management issues and then select one or two to continue with for the rest of the exercises.

1. Using the problems and opportunities identified and analyzed, write out several management issues and enter them into the table below.
2. Answer the following questions on the chart (Y/N)
 - a. Will solving one have a positive effect on the solution of others?
 - b. Will an initiative to solve the problem be well received?
 - c. Will the solutions be easy to carry out?
 - d. Does the problem affect a diverse group of people in the area?
 - e. Will the solution of the problem actively involve communities and stakeholders, thereby increasing their self confidence and stewardship capacity?
3. Use this analysis to rank the issues and select the two issues you will continue to analyze and consider during this exercise.

Issue	a	b	c	d	e	Rank

Worksheet Five

Defining Issues in Detail

Select two of your priority issues for the rest of the exercises.

Issue 1: _____

What is the current status of this issue?

What is known about the issue? Include technical information as well as information on the political and social context for management.

Describe (or list) gaps in your understanding of the issue.

List stakeholder groups essential to management of this issue. Are they organized and able to participate in decision making?

ISSUE STATEMENT: Based on this analysis, carefully write a one or two sentence statement which clearly defines the issue:

Defining Issues in Detail

Issue 2: _____

What is the current status of this issue?

What is known about the issue? Include technical information as well as information on the political and social context for management.

Describe (or list) gaps in your understanding of the issue.

List stakeholder groups essential to management of this issue. Are they organized and able to participate in decision making?

ISSUE STATEMENT: Based on this analysis, carefully write a one or two sentence statement which clearly defines the issue:

Worksheet Six

Evaluate stakeholder position on each issue

Issue 1: _____

STAKEHOLDERS	INTERESTS (What is on their mind?)	POSITION ON ISSUE* (Support, oppose, concerned)
Governmental (National/local)		
Nongovernmental (National/local)		

*Explain why stakeholders hold their position if you can.

Issue 2: _____

STAKEHOLDERS	INTERESTS (What is on their mind?)	POSITION ON ISSUE* (Support, oppose, concerned)
Governmental (National/local)		
Nongovernmental (National/local)		

*Explain why stakeholders hold their position if you can.

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Chapter Three: Preparing A Plan

“Building Shared Vision. If any one idea about leadership has inspired organizations for thousands of years, it’s the capacity to hold a shared picture of the future we seek to create. One is hard pressed to think of any organization that has sustained some measure of greatness in the absence of goals, values, and missions that become deeply shared throughout the organization.”

(Senge et al. 1994)

3.1 An Overview of Step 2

While an issue analysis (Step 1) can be conducted rapidly, preparation of the plan (Step 2) requires a more protracted planning process that often extends over two to four years. Whatever the scale of the effort, the planning process requires contributions from both technical specialists and stakeholders. During Step 2, time and resources should be allocated for including planners, user group representatives and other stakeholders at the community and government levels, and working to create constituencies who will actively support the project’s management objectives and strategies.

In Step 2, specific objectives, management policies and management actions are articulated for each of the issues selected in Step 1. Research is undertaken to fill knowledge gaps judged most important to better understanding the issues selected. Early implementation actions are vital at this stage to discover the feasibility of implementing the policies that are being contemplated.

Ideally, it is not until this step that the specific objectives, project boundaries and major project strategies are refined and decided upon. Managers should avoid formalizing a project’s objectives and other essential features before the issues have been carefully examined. If objectives are set too early, project managers may find that they need to reassess and modify the project’s design when it is already underway. This can cause severe problems with the financing agency as well as frustration and inefficiency among the project team.

3.2 Framing the Management Plan

The Coastal Management Plan is a document, which operationalizes a coastal management initiative, which addresses specific issues in a defined location. As discussed in this chapter, the plan is a detailed, often complex document that is designed to survive the rigors of the formal approval process and the securing of funds for implementation (discussed under Step 3) and then becomes the basis for program implementation (Step 4). The most crucial challenge of this planning process is to design a document that can meet the challenges of Steps 3 and 4. If planning becomes an end in itself, and those guiding the process feel that adoption and implementation will be somebody else's responsibility, then the initiative is likely to fail. Long-term strategic considerations should be a priority since, particularly in the tropics, many coastal management initiatives wither and die before entering into a phase of meaningful implementation.

The major element of a coastal management plan (adapted from Cicin-Sain and Knecht, 1998) are the following:

- An analysis of the issues to be addressed and the goals and objectives of the management initiative with a clear delineation of the land and water areas that are the subject of the plan.
- A clear statement of the principles and policies that will guide the management process.
- A statement of the initial management actions that will be taken.
- A description of the institutional arrangements, including the allocation of responsibility for various parts of the program, and a demonstration that the necessary authorities and institutional capacity will be available to successfully implement all elements of the plan.

- An analysis of the funding and staffing required to implement the plan.
- A listing of the formal actions needed for adoption of the plan and a timetable for completing these actions.

The team responsible for the formulation of the plan must be aware that there are two factors that most directly influence the potential for the plan to be implemented. The first is the capacity of the institutions involved. Where integrated approaches to resource management are untested, capacity at both the local and national level is uncertain and usually weak. Therefore, a sensible strategy is to attempt to do a few things well and to avoid overreaching by preparing a plan, which—although technically excellent—outstrips the capacity of the institutions to implement it. Remember that coastal management is a dynamic and iterative process. It is rarely a good strategy to tackle all the issues simultaneously.

The second major limiting factor is the strength of the constituencies both within and outside of government that actively support the program. The policies and actions called for by the plan are most likely to be successful when those affected believe in them and will work to see them realized. This applies not only to voluntary compliance with the program's policies and regulations but with the construction and maintenance of such infrastructure as facilities for artisanal fishermen, water supply and waste collection and treatment. Similarly, the forms of collaboration among governmental institutions that coastal management requires are most likely to succeed when a core of both high officials and the involved staff understand and support the program's objectives.

It is during the planning process that specific management tools are selected that will be used to influence the management issues that the project will focus on. A useful technique for analyzing whether a specific management tool is appropriate in a given situation is to map out the process by which implementation must occur and to critically consider the assumptions that are associated with each step in that process. Consider, for example, a small island nation in which

coastal erosion has been identified as an important issue and has been a major focus of policy formulation and planning. If the planning team is considering regulatory techniques, the following sequence of questions can reveal the assumptions that must be evaluated when planning their approach to this issue:

- Is the financing likely to be sufficient to hire the staff and administer a permit program that will cover the entire coastline from the inception, or is a phased approach more appropriate? Are adequately trained people available to the program and can they be hired quickly enough to meet staffing requirements?
- Have the specific activities that both cause and are affected by coastal erosion been identified? Which of these will be subject to a permitting process? Are there, for example, important upstream activities such as logging and dam construction that have important impacts on coastal erosion but that will be beyond the reach of the program?
- How will those conducting the activities that will be subject to permits be made aware of the program and the new requirements?
- Which activities subject to a permit should be required to engage in an impact assessment procedure and which can be controlled by standardized performance standards?
- Will the staffs be responsible for reviewing impact assessments and recommending permit conditions be adequately trained? Will they have access to the necessary information (aerial photographs, maps, technical studies) and will they have the necessary logistical support (vehicles, funds for travel expenses, etc.)?
- What is the likelihood that those receiving permits will comply with permit conditions? Are there adequate incentives for compliance or disincentives for noncompliance?

- What is the likelihood of political interference in the permit process?

Careful examination of questions such as these, when organized into a logical sequence, can help a program avoid such common mistakes as attempting to accomplish too much too quickly or selecting tools that are inappropriate to the skills of the staff or to the social and political context within which the program will function. A careful analysis may lead to the conclusion that it is best to begin by focusing the efforts of the program in a restricted area. It may be appropriate to limit the permit program to a few of the larger impact-generating activities—such as the construction of hotels, public roads and fishing harbors—and to exclude individual houses from the permitting process, at least initially. In some settings, this kind of analysis may reveal that a regulatory approach is not appropriate and that it is more sensible to begin with education and an incentive program that will work to reduce development in a few erosion-prone areas.

Whatever the mix of regulatory and non-regulatory management techniques that are selected to make progress towards the program's objectives, a coastal management plan is most likely to succeed and make the transition to implementation when:

- The reasons for the plan are clear and persuasive.
- The Plan is implementable; the management actions are within the capacity of the agencies concerned, and the decisionmaking process is clear and likely understood by those affected.
- The Plan is based upon a sound assessment of the best available information on the issues addressed.
- The Plan is supported by significant segments of those who will be affected by its implementation.

3.3 Conducting Policy-relevant Monitoring and Research

Good scientific information lies at the heart of effective management. In Step 1, managers should assemble the available existing data that applies to the management issues that are identified. The process of formulating a detailed management plan in Step 2 often requires answering questions that cannot be adequately answered with available information. This requires research and monitoring that is carefully targeted at the policy questions facing the program. Managers must pose management-relevant questions in ways that allow them to be addressed by science. The research and monitoring sponsored by the project or program may: 1) document trends in the changing condition of coastal ecosystems overtime—e.g., erosion rates in hazard areas, loss of shellfish grounds, changes in finfisheries; 2) clarify the linkages between identified management issues and their causes; 3) provide baselines against which future change in the condition, distribution and use of resources can be measured—e.g., mapping mangroves, documenting water quality, coral reef condition or beach use; and 4) model an ecological system to estimate the likely impacts of different management strategies.

Administering scientific inquiry and focusing the results on management questions requires skill, patience, tact and a lot of time. Resource managers should strive to develop strong working relationships with key scientists. The tensions between research scientists and resource managers, however, can be real. In most circumstances the solution lies in an issue analysis and planning process that brings scientists and managers together to work as a team (GESAMP 1996). When both scientists and managers view the actions that are included in a management plan as a series of experiments, and they are framed and evaluated as such, the tensions are likely to dissipate.

Research for a Management Plan

The ecological history of Rhode Island's coastal lagoons (known as salt ponds) defined the major management issues and documented how they had evolved. The public interest that the profile generated became the basis for a three-year program of research and planning that culminated in the preparation of a Special Area Management (SAM) Plan for the Salt Ponds. This was one of the first attempts in the U.S. to manage an area and its people as an ecosystem. The research was not designed as a traditional "ecological characterization." It was carefully focused on reducing the uncertainties surrounding a few carefully selected ecosystem processes and to produce the information most critical to a comprehensive plan of action. The Volunteer "Pond Watchers" monitored conditions and conducted major synoptic sampling efforts that could not have been undertaken by the researchers alone.

Each year the entire research and management team participated in an intensive two or three-day retreat at which initial research findings were presented and their possible implications for management discussed. These retreats provided opportunities for managers to probe the scientists for the policy implications of their research. Follow-up studies were discussed and the group made joint decisions on how to target the research for the next year.

Throughout this phase, the public and government agencies were kept informed by a newsletter and a sequence of newspaper articles. Members of the research team spoke to schools and local organizations. Together these efforts created a strong sense of team work and united purpose that drew together the research community, members of the community and governmental officials at the municipal, state and federal level. All research was carefully targeted at key questions that had emerged from the ecological history. This was essential to the success of the initiative.

Water Pollution

- What are the seasonal levels of sewage contamination in each lagoon?
- What impacts do increased loadings of dissolved nutrients have on algae?
- What are the sources and pathways of nutrients to the lagoons?

Fisheries

- What is the current abundance and distribution of shellfish and how are they related to fishing effort?
- What are the current impacts of fishing, water pollution and salinity on the condition of finfish populations?
- Have stocks of traditionally important fish and finfish declined and what are the likely causes of these changes?

Waterfowl

- Are swans (an exotic species) competing with indigenous waterfowl for nesting territory and food?

Sedimentation

- What are the relative contributions of hurricanes, stabilized breachways and intra-storm sand distribution processes to shoaling in the lagoons?
- How would further dredging and/or breachway modifications affect water circulation and thereby the ecology of the lagoons?

Land Use

- How much additional development is likely to occur under current municipal zoning and associated infrastructure improvement programs?
- What are the economic implications of further residential development?
- What are the priority management actions that are likely to sustain and restore the qualities of the lagoons?
- What institutions undertake which actions? How might they be funded?

(Olsen and Lee 1991)

Science for Management: Some Principles

- Competent management of a complex ecosystem subject to significant human pressure cannot occur in the absence of science
- Science in support of ICM must be management-driven within a structure for solving problems
- Scientists and managers must work together continuously if science is to be relevant and applied to management decisions
- There must be recognition of, and mechanisms to deal with, the natural tensions between scientists and managers

(GESAMP 1996)

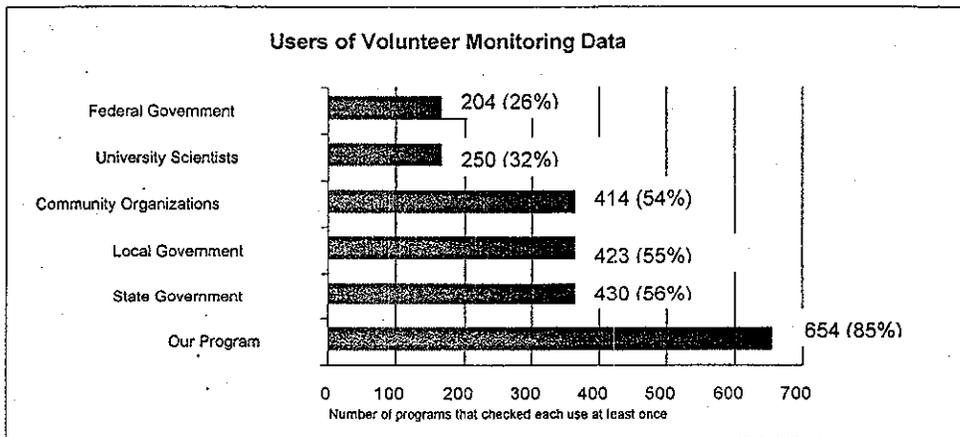
From a constituency-building perspective it is important for a coastal management project or program to include the local scientific community among its constituencies. Scientists are educated to be independent thinkers and it is therefore not uncommon for there to be a divergence of opinion on topics important to a coastal management program within the community of scientists in a given university or research institute. It is therefore unrealistic to expect unanimous and unconditional support for what a coastal management program is saying and doing. But, since the scientific community usually contains some of the best-informed people on many of the topics being addressed by a program, their support can do much to bring creditability to the program's efforts. Conversely, a lack of support within the scientific community that may be based on the perception that the program's analysis of management issues is flawed or that important sources of information have been ignored, or that there are important uncertainties or implications that the analysis has missed, can severely damage a program.

The information upon which management must be based is almost always incomplete. In developing countries, the locally available scientific expertise and the funds available to a management initiative for research and monitoring are severely limited. How can the resources that are available be used most effectively? First, it must be recognized that much of the information that is needed does not require sophisticated instrumentation or the involvement of specialized experts in all phases of the research. For example, the most sophisticated assistance may be needed to help frame the questions that a research or monitoring program is designed to address and design the monitoring program. Data collection can often involve appropriately trained lay scientists and volunteers. The final step of data analysis and interpretation once again may require the participation of the highly trained professional scientists. The challenge and the opportunity lie in selecting the appropriate people to participate in the different stages of this process. In many cases, much or all of the expertise required to produce new information needed specifically for a coastal management initiative can be found locally. External experts should only be used where their specialized knowledge and experience will add sufficient value and credibility to a local effort.

Citizen Science. An important strategy for involving non-scientists in the work of a coastal program while simultaneously generating useful and scientifically valid data has evolved rapidly in recent decades. This strategy relies upon "lay scientists," "volunteer monitors" or "river and bay watchers," to gather high quality data. In the process, this strategy builds constituencies for a program among the interested public. Using volunteers to monitor the environment is not a new idea. In the United States, for example, the National Weather Service has relied upon trained volunteers to make daily measurements of rainfall and air temperature for more than a century. In the 1990s, 11,500 volunteer weather stations were in operation nationwide (Lee 1994). Trained volunteers have worked with scientists to conduct sophisticated annual bird counts in the United States and several European countries since the turn of the century. But, it was only in the 1970s that teams of volunteers were assembled in the United States to document the change in the quality of the water in lakes and rivers. Such programs were initially met with great skepticism by engineers and scientists who believed that such data gathering could only be done

by professionals. Gradually, careful attention to the selection of appropriate methods, training and quality control has demonstrated that the quality of the data collected through such programs can be excellent. By 1994, there were more than 500 volunteer environmental monitoring programs in the United States alone.

Who Uses the Data Generated by Volunteer Monitoring Programs in the United States?



Ely and Hamington 1998

These citizen science programs are small and low budget initiatives. They have expanded from an initial emphasis on monitoring water quality to the testing, verification and dissemination of techniques for documenting the status and trends in the condition and use of shorelines, estuaries, coral reefs and wetlands. In a growing number of countries, methodologies have been developed and are now being implemented for quantifying the debris—including the plastics, tar balls and dead wildlife—that washes up on shorelines, monitoring change in the functioning of wetlands, monitoring the plant and animal life in rivers and streams, and documenting the condition of coral reefs.

The Rio Bravo River Watchers Analyze the Epidemiology of Water Pollution in Mexico

Epidemiology is the branch of science that studies the distribution of disease in human populations. The Rio Bravo River Watchers program in Juarez, Mexico, were concerned about the impacts of large flows of untreated sewage to the river primarily from "colonias" of poor, often illegally constructed, communities. The program addressed three questions:

- (1) What contaminants were in the water and in what amounts?
- (2) How were people coming into contact with the contaminated water?
- (3) What illnesses and symptoms were people experiencing?

The program began by monitoring 15 river sites, including several near the colonias and near colonia residents' favorite fishing and swimming spots. Volunteers were trained by the nearby Texas Natural Resource Conservation Commission. A field laboratory was set up to perform the analysis of fecal coliforms while proven techniques were used to monitor dissolved oxygen, conductivity, pH and temperature in the river. Later the program gathered samples that were analyzed in a collaborating laboratory, for metals and organic compounds in shallow wells. The environmental data was supplemented by a carefully designed interview survey that included questions about river contact, well water use, symptoms associated with exposure to coliform bacteria and medical history. Volunteers did not interview in their own colonias and the surveys were designed so that questions about exposure came last after questions about symptoms of illness. This helped to prevent interviewers from encouraging under- or over-reporting of symptoms. The program produced multiple benefits: 1) documented an important issue of great concern to the local inhabitants; 2) produced a scientifically valid analysis of the magnitude of the problem and its causes; and 3) built public awareness and the political will to take the necessary actions.

(Lopez 1996)

Sources

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3.4 Selecting Project Objectives, Strategies and Actions

The research, assessment of alternative courses of action and planning undertaken by the project team should provide it with sufficient experience and knowledge to frame the specific objectives of an initiative and detail the activities that will make their achievement possible (see Box – following Section 2.5).

Good objectives are:

- Measurable. Objectives need to be quantifiable; you need to be able to measure progress.
- Time-bounded. Objectives need to be framed for a defined time period.
- Clearly stated. Anyone reading the objectives should understand what you hope to accomplish and how progress will be measured. Avoid vague and overly technical statements.
- Practical. Objectives should be accomplished in the one- to five-year time frame of the typical project.
- Impact-oriented. Objectives should look to the impacts of the project, not only the process used to achieved them. For example, objectives should not only measure the

number of meetings held, but provide a basis for assessing whether they had their desired effect.

Strategies are the methods selected to meet the project's objectives. In developing strategies, project managers should have a clear understanding of several factors:

- (1) The current capacity of the organization conducting the project. What are its strengths and weaknesses? What resources does it have? To what additional resources does it have access? What technical skills and leadership capabilities do staff and project associates possess? What is the quality of organizational communication—internal as well as external?
- (2) The issues selected for management. What are the causes and consequences of the problems selected for project focus? Is the lead institution well informed, motivated and capable of addressing them?
- (3) The context within which the project operates. What is the current management structure? How can the current structure be altered? What is the political context within which the project operates? Who are the project's likely allies? Who is opposed to the project? With what other issues are you competing? What else is on the policy agenda?
- (4) The strategies used by project opponents. Project managers should work to force the strategies that may be used to resist their project efforts. They need to be prepared to shift their strategies if circumstances change.

Once a strategy for achieving an objective has been selected it is possible to detail the actions that must be undertaken. For example, an objective may be to halt or reduce the destruction of mangroves in a given estuary. One strategy could focus on improved enforcement by local authorities and increased fines for those caught. Such a strategy leads to the actions that produce

law enforcement. An alternative strategy would call for entrusting mangrove areas to organized user groups. This strategy leads to a quite different set of actions.

Strategies should be made explicit and written into project work plans. Managers should periodically reassess the assumptions on which strategies are based and adjust them as necessary.

These assumptions should be discussed and debated when progress is being assessed. Projects should debate alternative groups of strategies during the issue-selection process. Issues can then be selected that are winnable and that will be mutually supporting.

“Implementation is bound to go awry if strategy formulation goes no further than defining general thrusts and end-point goals... Having only generalizations to work with makes implementation very difficult. Targets don't mean much if no one maps out the pathways leading to them.”

(Gray 1986)

Work plans link the day-to-day project tasks with the project's goals, objectives, and strategies. They help managers keep sight of the big picture while they are busy with daily details. Work plans should include (Davis et al. 1992):

- Objectives
- Important assumptions and strategies
- Task and subtask descriptions with responsible parties and products defined
- A schedule of major events and products
- Budget
- Other required resources (staff, consultants, equipment, travel, etc.)

In planning constituency-based projects, it is important that the preparation of work plans involve the people who will contribute to the work. This should include external stakeholders that will have a role in the development and execution of the work plan.

Strive for accurate assessments of the resources available to carry out the tasks. When assigning responsibilities, keep in mind other demands that people have on their time. Will they have access to equipment (such as computers or monitoring gear) needed to get the job done? Remember that volunteer efforts can have a significant impact and build them where this is feasible. Subcontracting some activities may be feasible and build strength. Consider the following questions:

- Do you have strategies to help stakeholders from the community, government, and other important constituency groups work together?
- How will you engage difficult-to-involve stakeholders (powerful groups, socially disadvantaged groups, the poor) in the planning and decisionmaking process? Give particular consideration to how women's concerns can be analyzed and incorporated into suggested actions and policies.
- Do you understand "who's who" in the resource area? Are key stakeholder groups defined? Are they organized?
- At various stages of the project, have you reassessed key stakeholder groups and determined what level of participation is desirable? Do you know what level of participation they consider desirable?

Dealing With Apathy and "Elite Capture"

Participation in development projects carries the risk that, as institutionalized power-sharing becomes routine, local people may become bored and unwilling to devote the time needed to make participation work. At this point, local elite may indeed capture project benefits. At least four mechanisms may be useful in dealing with problems of apathy and elite capture:

- Instituting a local supervisory committee linked to a regional authority and whose membership rotates to assure a diversity of views are represented
- Using an existing, successful structure to take on new tasks and issues
- Exploring explicit, publicly known conflict resolution methods
- Building on traditional, local socio-cultural patterns of responsibility and authority so that local elite are contained by rules they themselves are party to

(IDB 1997)

3.5 Building Institutional Capacity for Integrated Management

Since one of the principal factors limiting the successful implementation of coastal programs is the capacity to practice integrated forms of resource management in the institutions involved, increasing such capacity should be central to all Step 2 activities. Building such capacity takes time and resources and too often those responsible for pushing forward a coastal management initiative are reluctant to make the necessary investments. There are many choices when framing a capacity building strategy and it is usually best to pursue a number of activities simultaneously.

Short-term training. Many international organizations and universities now offer short-term training courses on coastal management topics. These are usually one to four-week events and they can introduce those participating to the philosophy and the techniques of integrated resource management. The drawback is that the compressed time requires that the agenda for a given course must be severely limited if the subject matter is to be explored in any depth or conversely that broader topics can only be introduced and dealt with superficially. The best training courses

rely on adult learning techniques that link the student's own experience and values to the new material. Many of the limitations of training courses can be overcome if they are structured as a continuing education program that permits the same students to participate in a sequence of events and thereby gain a more complete coverage of the subject matter.

Advanced education, usually in the form of a Master's or Ph.D. degree, is a desirable option for many of those who will devote their career to coastal management. In developing countries, the coastal management programs that are proving to be sustainable have made the investment in selected members of their staff that has enabled them to earn such degrees. There are, however, substantial challenges. If the degree is earned in a foreign country, the staff member will be absent for many years—usually at a time when their presence is urgently needed in the program. In some cases, the curriculum and the experience of the faculty and students at a foreign university have little connection to the problems and needs in the student's own country. This, combined with a loss of personal contacts in the home country, can lead students to remain overseas. From the home country perspective, the investment is then lost. For all these reasons an increasingly popular strategy is to build the necessary expertise and curriculum in a national or regional university.

Study tours. This technique stems from the adult learning philosophy of education. Seeing is believing. The impacts can be great when a group of people being introduced to coastal management practices visit a place where the results of inappropriate management can be examined or where specific techniques or approaches are being successfully applied. A study tour can permit people with similar responsibilities—be they mayors, community leaders, or academics—to meet with their peers and discuss their experience with them while viewing the places and the problems that coastal management is working to address. Study tours can also build relationships among the people making the study tour. This can be particularly valuable when representatives from different governmental agencies get to know one another and develop a base of experience together.

Learning by doing. Training courses and investments in advanced education are important, but by far the most effective way to build capacity in the practice of integrated management is to involve private sector stakeholders, officials at the different levels of government, and academics in the day-to-day work of the program. For example, the best way to teach a group of people the techniques of participatory management is to involve them in the design and delivery of participatory issue analysis, workshops with public officials, public meetings, press conferences, and the like. The early actions discussed in the last section of this chapter are an expression of the learning-by-doing strategy.

As worldwide experience in the practice of coastal management expands, the opportunities for capacity building increase. Distance learning techniques, use of the Internet, the sharing of documents and of experience among programs, are all contributing to an accelerated learning and capacity building process.

3.6 Taking Early Actions

Early in the management process, project managers can use “early actions” or pilot scale experiments that engage community stakeholders, build constituencies and test ideas for improved management. Early actions should be an important feature of Step 2.

Early actions produce concrete and visible products, showing that the management effort is real and serious about making measurable improvements in the resource area. Early actions demonstrate the project’s participatory approach to stakeholders. They build enthusiasm for the overall endeavor. When people help implement actions, they can understand their roles and can see how they contribute to the whole. Everyone learns more when they are engaged in concrete real world tasks.

Characteristics of Successful Early Actions. Early actions that are successful have the following characteristics:

- Are short-term. There should be a product or end point in less than 12 months.

- Produce tangible results.
- Involve diverse groups. Early actions should require the coordinated effort of as many different groups as possible.
- Model desired behaviors for resource use and management. Early actions are democratic. Decisions are made openly. Groups participating in the early action are provided with hands-on experience with participatory resource management.
- Provide positive publicity for management projects. Project managers organizing early actions should work to assure that they are appropriately publicized.
- Early actions should have few enemies. They should build the confidence and energy of project staff and the stakeholders involved.

Taking Early Actions: Installing Mooring Buoys in Kenya

Kenya's Coastal Management Steering Committee (CMSC) had taken several small, but significant steps toward initiating an integrated coastal management process. A two-year issue identification and strategic planning process had identified a broad base of issues and project constituents. To demonstrate the CMSC's commitment to tangible action and to create an "early success," the committee decided to install mooring buoys at the Mombasa Marine Park to limit coral reef damage from careless anchoring of boats.

In addition to installing mooring buoys, this early action was used to build support for marine park management among local constituencies. These included the Kenya Wildlife Service, boat operators, hoteliers, and dive shop owners. Workshops and training were conducted to create a mooring management program in cooperation with these groups. Personnel from the Kenya Wildlife Service (KWS), the agency responsible for park management, were trained to design and install more efficient moorings, to understand the role of moorings in park management, and to explore how a non-regulatory initiative could be an effective management tool. The workshops helped build consensus about the best locations and use of the moorings, and about general operating rules for boaters in the area.

In this exercise, KWS was joined by local boat operators and hoteliers. The non-threatening "training" environment allowed boat operators and KWS rangers to share their opinions and ideas openly. By working together, everyone's interests were considered and incorporated into the decisions.

Stakeholders within the community also worked with KWS to draft a code of conduct for the use of the newly installed moorings, and to create an educational brochure about the park and the moorings. Both products were discussed at a more formal stakeholders' meeting held on the last day of the training. Several of the suggestions offered by participants resulted in stricter rules than KWS would have proposed on their own. By the end of the meeting, the stakeholders approved revised editions of both the code of conduct and the brochure. This cooperative process created broad-based support for the rules and, as a result, will reduce the level of formal enforcement required.

This simple and inexpensive project solidified a constituency for resource management. It took a critical stakeholder group (boat operators, hoteliers, and dive shops), teamed them with a key implementing agency, and created a cooperative process that produced an immediate change in the park, a code of conduct accepted by the group, and improved communications between park users and managers. This project illustrates the potential success of the management process, and provides an example of how stakeholders can work together with government to solve problems.

Beach Cleanups are Useful Early Actions

Beach clean-ups were used as an early action by the Center for Marine Conservation's community-based coastal management project in the Dominican Republic (DR). In the DR, beaches are segregated by socioeconomic status. Staff managing the project recognized that integrated management relied on the coordination of these different groups. A beach cleanup, organized to include beaches used by all economic classes, required the coordination and cooperation sought by the project. The success of the cleanups showed community members the power of coordinated action. Participants decided that this approach could be used to address other issues, and organized a community management committee with broad representation from the social classes.

Worksheet Seven

Articulate Program Goals

Goal: A general statement of the desired outcome or impact of the resource management program.

What do you want to accomplish? Goals should motivate people to become involved. Goals set the scope of the project and should be specific enough that the project can make measurable progress toward them. Once developed, the goal statement becomes the unifying theme that keeps project staff, public stakeholders, and agency staff in agreement. As conflicts or differences of opinion occur, the goal statement can be revisited to remind all the players of the project's agreed-upon purpose.

The capacity of a project should be reflected in the goal statement. Achieving the project's goals should be within the power and authority of the project staff and supporting institutions.

Goal statements can be written by project managers, but should then be reviewed and revised by all key players in the management process. The final goal statement should be formally approved by the project's decisionmaking bodies.

Goals should be derived from the project vision, yet realistic and achievable. Goals should provide a focus for decision making.

GOAL

Worksheet Eight

Setting Objectives for Issues and Goals

On the following worksheet, list several objectives that will move your project toward the goals developed in Worksheet Nine.

Objective: Specific statements of the desired accomplishments or outcomes of a project. Project objectives are quantifiable and time-limited. The realization of a project's objectives should lead to the fulfillment of overall goals.

Good objectives are not easy to develop. Objectives are specific statements of the short- and long-term accomplishments that will move the project toward achieving its goals. Project objectives form the basis for project evaluation and should be used to assess progress and adjust activities to better meet overall goals. Ideally, good objectives are:

- *Measurable.* Objectives need to be quantifiable. You need to be able to measure progress toward achieving the objective.
- *Time-bounded.* Objectives need to be achieved within a defined time period.
- *Clearly stated.* Anyone reading the objectives should understand what you hope to accomplish and how progress will be measured. Avoid vague and loaded statements, and do not use acronyms.
- *Practical.* Objectives should be accomplished in the one- to five-year time frame. Just as the project goals need to be realistic and within the capacity and authority of the project team, objectives need to be real and achievable. Don't set yourself up for failure.
- *Impact-oriented.* Objectives should look at the impact of the project, not just the process used to make the impact.

Issue 1:

Goal:

OBJECTIVE(S)

Issue 2:

Goal:

OBJECTIVE(S)

Worksheet Nine

Brainstorm strategies to attain objectives

Strategy: Method or means to achieve an objective.

You have now established objectives for your issues. The next task is to think through strategies that will move toward the identified objectives. Be sure to consider infrastructure, regulatory, non-regulatory, capacity strengthening and constituency building initiatives. Two additional worksheets—worksheets 11 and 12—provide an opportunity to focus on two essential strategies—public education/participation (11) and early actions (12).

Issue 1:

OBJECTIVES	STRATEGIES/MANAGEMENT ACTIONS TO ATTAIN OBJECTIVE

Issue 2:

OBJECTIVES	STRATEGIES/MANAGEMENT ACTIONS TO ATTAIN OBJECTIVE

Worksheet Ten

Developing an action plan

“Implementation is bound to go awry if strategy information goes no further than defining general thrusts and end-point goals. Having only generalizations to work with makes implementation very difficult. Targets don’t mean much if no one maps out the pathways leading to them.”

(Gray 1986)

Programs strategically select actions that will address selected issues and move the resource management project toward its goals and objectives.

Resource management projects will work on a variety of issues, strategies, and objectives simultaneously. Managers should strive to balance the duration and focus of selected activities. Projects should be working on both short-term and long-term plans. Short-term activities bring tangible results quickly and build project momentum. Long-term plans keep the project focused on the broader project goals and mission. Selected activities should focus on different aspects of resource management planning (such as policy formulation, public education, and training) and implementation (such as regulatory activities and infrastructure development). Success on these varied fronts will build the confidence and skills of project staff and associates.

Plans rely heavily on the research and learning that has been ongoing since the project’s inception. In developing strategies, project managers should have a clear understanding of several factors.

- 1) Who will take lead responsibility for implementation? What is the current condition of the organization? What are their strengths and weaknesses? What resources does it have? What additional resources can it access? What skills do staff and project associates have (technical as well as leadership)? What is the quality of organizational communication—internal as well as external?
- 2) What is the context within which the project operates? What is the current management structure? How can the current structure be altered? What is the political context within which the project operates? Who are the project’s allies? Who is opposed to the project? With what other issues are you competing? What else is on the policy agenda?
- 3) Make a rough estimate of the cost of the action. Are resources available? How will funds be raised? Identify barriers that could make implementation difficult.

SUGGESTED ACTION/ LEAD ORGANIZATION	COST? SOURCE OF FUNDS	BARRIERS TO IMPLEMENTATION?

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Worksheet Eleven

Public Education and Participation Strategy for Stakeholder Involvement

Once you have outlined the actions you need to follow, propose a strategy for educating and involving stakeholders, decision-makers and the public at each key step in the process. Identify the timing of specific events and the role of the management team in the process.

The following questions will help you think about the role of participation activities:

- What are your short- and long-term goals for public education?
- Do you have goals and objectives for two tracks—the local community and government agencies at the state or national level?
- Do you have strategies to help stakeholders from the community, government, and other important constituency groups to work together?
- How will you engage difficult-to-involve stakeholders (powerful groups, socially disadvantaged groups, the poor) in the planning and decisionmaking process?
- At various stages of the project, have you defined key stakeholder groups and determined what level of participation is desirable? Do you have an idea of what level of participation is acceptable to stakeholders?

PUBLIC EDUCATION/PARTICIPATION STRATEGY	ACTIVITIES

Worksheet Twelve

Taking early actions

Early actions are concrete activities. When people help implement actions, they can easily understand their roles and see how they contribute to the whole. People also learn more when they are actively involved in concrete tasks. Successful early actions:

- Are short-term. There should be a product or end point in less than 12 months.
- Produce tangible results. Practical exercises result in a product.
- Involve diverse groups. Practical exercises should require the coordinated effort of as many different groups as possible.
- Model desired behaviors for resource use and management. Practical exercises are democratic. Decisions are made openly. The activities or products of the exercises are desirable management actions. Groups participating in the practical exercise are provided with hands-on experience with participatory resource management.
- Provide positive publicity for management projects. Publicity is important, and it must be pursued. Project managers organizing practical exercises devote time and resources to attracting publicity.

Identify at least one possible early action for each issue, explain its strategic value, and identify which government units and stakeholders should be involved.

Early Action	Strategic Value	Who? (Stakeholders? Management team?)

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Chapter Four: Formal Adoption and Funding

4.1 An Overview of Step 3

The third step in the planning cycle is the time when planning efforts crystallize and funding is allocated for implementation. It is when a course of action is formally committed to by the implementing institutions. Often this requires an Executive Decree, Cabinet Resolution or a high level administrative decision. New government agencies may be created to implement a management program and existing agencies formally commit to implementing discrete elements of the program. Important roles may be given to nongovernmental organizations. This formalization often advances a coastal management initiative from the status of a short-term project to a more stable program.

This step feels very different from the earlier phases of the management process. Formal adoption of a new program and of a new approach to important resource management issues affects the distribution of authority and influence among institutions, interest groups and politicians. This often triggers defensive behavior and bureaucratic maneuvering that is often mysterious and distasteful to the technical experts and scientists that have played important roles in the earlier phases of the project. Negotiating new legislation or an endorsement by a permanent official is a process dominated by bargaining and accommodation, not the objective analysis of factual information.

Many coastal management initiatives founder in this step. They do not survive to earn the necessary endorsements or are so modified by these negotiations that their potential to do something useful is lost. Success lies in understanding the dynamics of adoption and carefully planning for it during the previous two steps of a coastal management initiative.

Many coastal management initiatives funded by international donors in developing nations are conceived and financed as planning efforts that will somehow "transfer" responsibility and financial obligations to the local and national government once the plan

is complete. This may encourage project managers to ignore the complexities of Step 3 and to focus instead on the technical excellence of their issue analysis and planning.

It may be useful to define the term "politics" as it refers to this stage of the cycle. Politics is 1) the process by which the values and priorities of a society are negotiated as bounded conflict; and 2) the authoritative imposition of a set of values on a society.

4.2 The Different Levels of Formal Commitment

An awareness of the political and financial implications of new approaches to coastal management must shape the coastal planning effort from its inception. As resource management policies are considered, project staff should think through the process by which they will be formally adopted and identify what levels of government and what agencies and even the specific people in these agencies that will need to be involved in the process.

The "two-track" approach encourages managers to work simultaneously at different levels of government and to create management solutions that can adapt to changing political circumstances.

Securing different degrees of formal commitment take different amounts of time and resources. For example, local, informal adoption of recommendations for how a coastal area will be used may be accepted quite quickly. The process of adopting a plan for a municipality will be very different from the challenges of adopting a new law or decisionmaking procedures at the national government level. Large-scale, national-level programs may involve adopting new management laws or creating new government agencies to take responsibility for integrated resource management. Such initiatives usually require many years of sustained effort.

In situations where no coastal management policies or program exist, it is often necessary to progress through more than one cycle of planning and formalization (Steps 2 and 3) before commitments to new procedures, policies and financial obligations are in place

that are required for a full-scale implementation effort (Step 4). Formal national commitments to a coastal management program occur at several levels.

Level 1: Formal Endorsement of the Coastal Management Concept and a Mandate to Plan. A formal mandate to engage in the activities described for Steps 1 and 2 may be attained by creating a high level Task Force or Interministerial Commission. In developing countries, this first level of commitment may be expressed by signing a Project Agreement with an international donor. Such official mandates typically define the geographic areas and/or issues that a planning process will address. Often a time period is stipulated for the submission of the policies and plan that would be the basis for implementation. Budgetary provisions are made to support the planning process. Such mandates, however, are directed at planning, developing agreements to collaborate on the implementation of existing policies and decisionmaking procedures, the preparation of new legislation and analysis of the need for new or reorganized governmental agencies. A mandate for such planning and analysis, therefore, results in activities of the kind called for by Step 2 rather than the implementation of an explicit management initiative that is the heart of Step 4.

Level 2: Securing the Authorities and Funds to Implement a Program is the biggest hurdle for any first generation program. It is this second level of commitment that we term Step 3 in the coastal management cycle. This second level of formalization specifies how coastal resources, coastal activities and/or coastal areas shall be conserved and developed and details the decisionmaking process by which such policies will be implemented. At this second level, the authorities, procedures and funds required to fully implement a detailed plan of action are authorized.

A National Policy Framework. As experience in the difficulties of securing formal governmental commitments to the integrated planning and decisionmaking accumulates, it becomes clear that a formal mandate halfway between Level 1 and Level 2 is often both appropriate and useful. This can be termed formal endorsement of a "policy framework

for coastal management.” It commits government not only to a cross-sectoral and interagency planning process but also to an explicit set of policies. A policy framework is useful when through the formal enactment of legislation or a top level executive mandate the coastal management issues that are of concern are enumerated, the scope and objectives of coastal management are defined and the process by which detailed area- and issue-specific plans will be produced are described. It becomes the reference point for sorting out the contributions that individual projects can make to an explicit national agenda for coastal management. The most fully developed example of a national policy framework is the Coastal Zone Management Act adopted by the United States legislature in 1972. It states the reasons for coastal management, sets forth a national policy and outlines the procedures and the incentives by which the federal government will encourage, and formally approve, detailed management plans formulated by the individual coastal states. These state level coastal management plans are at the level of detail required to fully operationalize coastal management principles in the manner described in Step 4 (Implementation). The federal legislation provides the formal mandate, the guiding policies and funds that pave the way to Level 2 commitments by individual states.

4.3 How Policies Are Adopted

To understand how to move a project through adoption and funding, it is useful to analyze the how and why of public policy decisionmaking. This process, as it plays out on coastal management issues, is studied by a growing number of social scientists (Hennessey, 1986; Kai Lee, 1993; Imperial, 1996). They describe in somewhat different terms the process that is presented in this handbook as the steps in the coastal management cycle. They focus upon the dynamics of the political process and identify distinct phases of:

- Problem definition (Step 1)
- Problem expansion (Step 2)
- Policy selection (Step 3)

Reviewing the process in such terms reinforces the crucial role of constituency building and public involvement that are the theme of this handbook.

Political Agenda

The political agenda is the list of subjects or problems to which governmental officials, and people outside of government closely associated with those officials, are paying some serious attention at any given time.

(Kingdon 1995)

Problem Definition: During Steps 1 and 2, problems are brought to the public's attention in a variety of ways. A crisis or disaster, such as a hurricane or flood, quickly focuses attention on a critical issue. Or a growing segment of the public may perceive that the current management system is unable to address some important problem. There are several reasons why agencies and institutions would be inadequate: an issue can be new and outside of the mandate of existing structures; the issue may cut across traditional agency areas of responsibility so there is no clear responsibility for the issue; or there may be a large constituency who, for a variety of reasons, does not trust the responsible agency's ability to handle the issue. When project managers work to identify and understand management issues in Step 1 they must recognize that the issues they select set the stage for the negotiations that will play out in Step 3.

Problem Expansion. Before problems become politically relevant, they generally go through a process of expansion and generalization. This occurs in Step 2 when the full implications of an issue become known—including how it affects a cross-section of the population. The public becomes more aware of the problem and why it is not being adequately addressed by existing authorities.

During the process of policy adoption, outside forces will create moments when it is politically advantageous to address certain issues. These windows of opportunity generally open for issues or problems that:

- Demonstrate technically feasible solutions
- Fit within current public values and suit the current political mood
- Are affordable
- Have an existing base of political support

Many windows of opportunity are unpredictable. Project managers should be prepared for them. This means having a strategy in place to respond quickly when events create a political opening for forwarding the coastal program. Because the attention of the public, high officials and elected politicians can quickly get focused elsewhere, decisive action by the program leaders is critical.

Puget Sound's Window of Opportunity

Large volumes of liquid wastes, both domestic and industrial, have been discharged to this estuary for well over a century. By the 1970s, it was known that there were some areas of contaminated sediments, particularly in certain bays, but the Sound was well flushed by tides, and dilution was accepted as the best solution to pollution.

In the early 1980s, however, several events occurred that elevated the pollution in the Sound into a political issue. First the METRO Corporation, the agency responsible for Seattle City's sewage works, proposed to locate a new sewage outfall off one of the City's wealthy residential districts. Local opposition to the siting of this outfall sensitized the public to pollution problems in the Sound. In the midst of articles on sewage in the Sound, a number of whales swam into shallow water in the northern part of the Sound and died. Their deaths were linked with industrial pollution. Then a controversy developed over the dumping of contaminated dredge spoils in the Sound. Public concern reached a pitch when the EPA released results that linked polluted sediments in Puget Sound bays to the presence of pre-cancerous lesions in fish. Soon thereafter, the EPA prohibited shellfish harvesting on a number of beaches due to "unsafe" pollutant levels. In a few months, public opinion shifted from acceptance that Puget Sound was clean and that continued discharges into the Sound were acceptable, to the conviction that the Sound was dangerously polluted and something had to be done.

The combined impact of these events was crucial to the shift in public opinion. Any single event could have been passed off as a local or isolated occurrence that could be handled by existing policy and agencies. But because these events all occurred within a few months and were widely publicized, they enabled environmental and other interest groups to argue convincingly that pollution was endemic, out of control, and that existing agencies could not deal with it. Problem identification and problem expansion had occurred. The stage was set for a debate on new policies.

(Healey and Hennessey 1994)

Policy Selection. Once an issue earns a place on the political agenda, a period of public discussion follows, during which a variety of solutions are posed and debated. Problems that were expanded early in the process are now narrowed and defined more specifically. The costs and benefits of various alternatives are evaluated. The importance of a coastal management initiative is weighed against priorities for economic growth in education and public safety. This process may result in a new policy that then must be implemented with its associated programs, projects, regulations, and procedures.

Political Relevance and Policy Choice in Puget Sound

Politics became involved in the debate over pollution of the Sound in two separate, but important ways. Following the public debates over the proposed new sewage outfall for Seattle and the controversy over required levels of sewage treatment, two state legislators felt strongly enough about the problem that they worked to push through the new legislation creating a 21-member Puget Sound Water Quality Authority (WQA). The WQA's authority, however, was only advisory. The WQA reviewed the condition of Puget Sound and kept the water pollution problem before the public through reports, press releases and public workshops. As a consequence, the problem of pollution in the Sound became an issue in the 1984 gubernatorial campaign. The candidates for governor proposed two quite different solutions to the problem. The incumbent Republican governor proposed that the state, in collaboration with EPA, should use existing agencies and existing regulatory procedures to address pollution in the Sound. The Democratic candidate, however, proposed to strengthen the legislation governing the WQA to give it independent planning and regulatory authority. The Democrats were successful, and legislation for a much-strengthened WQA was enacted in 1985. The political debate was over whether existing institutions could handle the job or whether a new institution was needed. Proponents of a new institution won the day and a powerful new agency with a mandate to coordinate the actions of government was the result.

(Healey and Hennessey 1994)

The work described in the preceding chapters is all focused at defining issues and elevating them to the political agenda. Not all environmentally significant issues facing your resource area will be addressed during Step 3. Selecting an issue or issues that can carry through the program requires careful analysis and political sophistication.

Adoption of the Special Area Management Plan for Rhode Island's Salt Ponds

The priority actions that emerge as most essential to a plan that would sustain and restore the qualities of Rhode Island's coastal lagoons required independent decisions by different levels of government. In effect, formal adoption took the form of a "treaty" with the following principal parties:

- The Rhode Island Coastal Management Program provided an umbrella of policies and joint permit review procedures on all uses that could affect the quality and functioning of the lagoons and their watersheds.
- The three municipalities that control the development of private property in the watersheds of the lagoon through their zoning authority needed to reduce the ultimate density of development and limit the expansion of infrastructure that determines the amount of development that is ultimately possible.
- The Rhode Island Department of Environmental Management regulates on-sight sewage disposal, the management of state-owned facilities and conservation areas and the management of fish and wildlife.
- The Federal Army Corps of Engineers controls dredging and access to and from the lagoons and the ocean.
- The Federal Fish and Wildlife Service controls federal conservation areas.
- The Federal Office of Coastal Zone Management coordinates federal activities and investments through the consistency clause of the federal Coastal Zone Management Act.

The Coastal Management Program assembled an Advisory Committee that represented both governmental stakeholders and major private sector stakeholders such as commercial fishermen, real estate developers and conservationists. The first phase of

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the Committee's work was to review the conclusions that had emerged from the research and planning. This raised several major disagreements with the Department of Environmental Management. The Department vigorously opposed the conclusion that the septic systems that they licensed were a significant source of the nutrients that were causing algal blooms. They also objected to the concept of building tidal gates in permanent breachways to regulate the exchange of water and inflow of sand. They did not like the idea of a system of "fisheries stewards" that would be given responsibility for monitoring and managing fisheries in each lagoon. These disagreements made it necessary for the project staff to search out corroborating research and management experience elsewhere in the United States that demonstrated that these ideas were well founded and had produced good results elsewhere.

A year later, the Advisory Committee reconvened and negotiated the management policies and actions that could be agreed upon. These decisions became the basis for the draft plan that was then subject to a series of public workshops and then a final formal hearing. During this same period, the towns negotiated some changes to their zoning that reduced the intensity of residential development in some critical areas. Similar negotiations were made with federal agencies. This process of negotiation lasted almost two years and culminated in formal approval of the plan by both the Rhode Island Coastal Council and the federal Office of Coastal Zone Management.

A Manifesto Calls for Creation of a National Coastal Management Program in Ecuador

CRC's pilot project in Ecuador spent its initial three years assembling and training local teams that analyzed the major management issues and options for formalizing coastal management within Ecuador's complex structure of national, provincial and municipal government. The strategy that was ultimately selected called for launching one pilot project in each of the five coastal provinces (Track 2). At the national level (Track 1) an Interministerial Commission, chaired by the Office of the President, would oversee a revision of policies and decisionmaking procedures that were most directly affecting the accelerating coastal development process. The formalization of such an initiative required either new legislation—a process that would likely extend over many years—or a presidential decree. The second option was selected and the challenge was to get the proposal on the policy agenda.

The completion of the proposal had been timed to coincide with a presidential election. The Fundacion Maldonado, a principal partner in the project that had led the profiling process in each coastal province, drafted a Manifesto entitled, *To the President and Vice president-elect and the Nation: A Call for the Balanced Development of Coastal Resources*. The Manifesto was signed by political leaders representing a diversity of political viewpoints, business leaders, educators and the church. The Manifesto was reproduced in national and local newspapers and was discussed on radio programs. It brought attention to the proposal and played a key role in making the creation of a coastal management program a topic in nationally televised debates by the major presidential candidates.

Rodrigo Borja was elected in 1989, and, after consulting with the five ministries that would be represented on the national commission, signed a Executive Decree 393 that formally created Ecuador's Coastal Management Program.

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In this case, Executive Decree 393 provided a formal governmental mandate for interagency collaboration and a second phase of planning that culminated in detailed plans for the five pilot sites. These plans were formally adopted first at the local level and then by the Commission in 1994. The major challenge then became to secure the funds for the implementation of the five plans and the reformed decisionmaking and enforcement procedures that had been developed and tested during Step 2. Ecuador made this a priority for its portfolio of loans with the Inter-American Development Bank.

Negotiation of the loan required adjustments to the institutional structure of the program. A second Executive Decree in 1993 outlined these program adjustments. The loan was approved by the Bank that same year, but the funds for an initial phase of implementation only became available to the pilot sites in 1996.

4.4 Building Political Support

Your program and its issues are critically important to you and to your allies. They are not necessarily important to the policymakers responsible for adoption. Adoption will only proceed when your issues *are* made important to policymakers and are part of their political agenda. This section provides some guidance for focusing public attention on your issues.

During adoption, you need to sharpen your constituency support and focus the public's attention.

Define the issues in the simplest, most easily understood terms. Avoid jargon. Using jargon muddies your message, and sometimes leads to misinterpretation. It can also be a form of snobbery, making the audience feel "put down" and moving you and your issues away from those that you want to reach.

Focus your information on the heart of the issue. Use every opportunity to focus attention on the crucial points. Try to avoid tangential discussions and arguments.

Make sure your message is clear, concise, and consistent. Make sure all spokespeople and group members can answer the following five questions:

- What are the issues or problems?
- Why are these issues or problems important?
- What are the implications of the problems and the opportunities that need to be addressed?
- How does your program propose to solve the problems and group the opportunities?
- What do you want your audiences to do?

Be able to answer each of these questions in a few sentences.

Personalize the message. Show how your issues affect the people to whom you are talking.

Be positive. Show that once the problem is solved, it will benefit the majority.

Plan your campaign. Know what decisions need to be made and who needs to make them for your policy or plan to be adopted. Know when decisions are going to be made. Plan your campaign to build support for crucial decisions. Plan for failure as well as success. Think through some fallback positions.

Be familiar with opposing arguments. You should be able to say, "You are going to hear people say X will happen if this program goes forward. That isn't true, and here is why."

This is especially important when you meet with key politicians, local leaders, and media representatives. You must give them a clear and concise message.

During all phases of the issue campaign, keep track of public opinion. You need to know who is in support of your policy or program, who opposes it, and who is apathetic. Find out why they hold their positions. Remember some key points about public opinion (Lesly 1991):

- Attitude change is related to the immediacy and potency of the issue to the individual.
- External events play an important part in changing attitudes and opinions.
- Opinion leaders play a major role in shaping public opinion.

Keep your campaign honest. Do not exaggerate the facts to make a point. Base your public communications on sound information. Once you lose your credibility, you will have a very difficult time earning it back.

Target your campaign at several levels. First, focus on the general public, or the segments of the public that are your potential allies. Second, focus on key local government decision-makers. Remember that policymakers in government respond to their local constituencies.

“Crusaders who withhold the whole truth, mislead, and exaggerate often unwittingly strengthen their opposition and weaken their own cause, especially when they’re claiming the moral high ground. No one seems more prone to this than environmentalists, and it’s on the biggest and most contentious issues that the problem is most pronounced.

“Exaggeration invites opposition. I tell that to my environmental colleagues all the time, ‘You can’t change what you believe to be the credibility of the case. And you don’t need to have a case 100 percent proved. The truth is bad enough.’

But overstating your case is a seductive option when you realize that ‘mays’ and ‘mights’ don’t necessarily make the front page.”

(Hodges 1997)

Working With the Media. During program adoption, media coverage is an important tool and can be essential in pushing the political process forward. Negative media attention can kill your program.

The following points can help you build a good relationship with the media during policy adoption.

Recognize that program adoption can bring credit to politicians. Make sure that the government institutions and people working to adopt critical policies get credit for their efforts. Politicians need to be visible and will appreciate the visibility bought by the adoption of a program they have supported.

Appoint a good spokesperson. Having a good voice for your project is always important, but it becomes critical during the politically sensitive time of policy adoption. Ideally, the spokesperson dealing with the media should be articulate, honest, and cool headed. He or she must understand the project completely and be able to discuss it at many different levels.

Treat the press with respect. If you feel that the press has mistreated you and your program, contact them directly and discuss the situation coolly.

4.5 Interacting Effectively With Government Officials

Policy adoption rests in the hands of government officials and political leaders. Much of policy adoption is out of your hands—but you can shape both the debate and the negotiation process. During adoption, local partners and constituents who understand local politics are very important to your program. You will also rely heavily on government officials and their technical advisors to shepherd your policies through the political process. The following points will increase your effectiveness at interacting with and using the assistance of government personnel.

Know the rules. In order to influence government, you need to know how the system of government works and how to tap into it effectively. You need to be up-to-date on current events, so you are aware of the important issues facing the decision-makers with whom you are working. Learn how decisions are made, how meetings are run, and how public input is handled. Once you understand the rules, you can see that the rules are followed, and you can make the most of your interactions in government forums.

Know the players. Understand what decisions are important to your cause, and know who is responsible for making these decisions. Deal with the technical staff people in government offices. These people are the experts and most policymakers rely heavily on their recommendations. Try to meet with them personally so you can discuss your concerns and positions openly, and hear their concerns and positions. During the meeting, ask them questions, get their reactions, find out what they think about your position. They may even help you better understand the decision-makers, and alert you to your foes and allies.

When dealing with elected officials, remember that they are concerned about remaining in office. Usually, to obtain their support, you will have to convince them

that it will not hurt their reelection, and may help. Deal with as many of the elected decision-makers as you can—ideally, talk to all of them. Be honest, direct, and positive, and never attack them personally. Remind elected officials of everything you have decided and accomplished with the technical staff and other lower-level decision-makers. Use all of your arguments; do not discount ideas because others have received them coolly. Remember that although you have worked long and hard on your plan, this may be the first time the decision-makers have heard about them.

Nurture your friends in government. It is essential that you foster and then maintain good relationships with government personnel. Keep their news confidential unless they tell you to do otherwise. Many government workers are dedicated, work long hours, and are never thanked for their work. Tell them why you need their help. Send them thank-you notes and clippings covering key events leading up to the adoption of your policies. Let them feel a part of your campaign. Let them share in your successes.

Never put total trust in any one source of information. Information can be wrong or misleading, so always confirm any major piece of information you collect—even if you hear it from a reputable source at a high level in the government.

4.6 Securing Funding for Program Implementation

One of the ironies of the advance of coastal management in developing countries is that there are many potential sources for the planning phase (Steps 1 and 2) but the more costly implementation (Step 4) of coastal management programs rests primarily with the national government. Many developing countries move from one financial crisis to another and are already heavily burdened by foreign debt. Securing adequate funds for implementation in these circumstances becomes an enormous challenge. In developed nations, government institutions are usually adequately funded and staffed and relatively stable. In these circumstances, securing sustained governmental funding for implementation although difficult is less challenging. In all instances, there are two major categories of potential funding sources.

External Funding Sources. In the United States, the individual programs formulated by coastal states, if approved by the federal government, became eligible for sustained federal funds. These federal funds, which from a state's perspective are an "external" subsidy, and must be matched at a ratio of 1:1 by state funds that are dedicated to the approved coastal program. A large proportion of the state's share frequently is in the form of in-kind services. Therefore for many states it is the additional federal funding that provides the resources that make implementation of a new program feasible.

In developing countries, dedicated funds and in-kind services that can be assigned to a coastal management program are often small. Yet, the principle of requiring a threshold of contributions from national government is almost always a prerequisite for both bilateral funding (from an individual donor country) or multilateral funding (from a development bank or a United Nations organization). Bilateral assistance is in the form of both grants and loans. The great majority of multilateral financial assistance is in the form of loans that must be repaid with interest by the government to the lending institution. In many developing nations, external funding in the form of such loans is required if the implementation of a national coastal management program is to occur. Another, but a much smaller source of external funding is grants by international nongovernmental organizations (NGOs) such as World Wildlife International and a few private foundations. These sources are tied to a specific short-term project or the implementation of a very specific element of a coastal management program—for example, the management of an important protected area.

The urgent need for sustained funding in support of environmental management and conservation has led to debt-for-nature swaps. This is a mechanism by which discounted national debt is purchased on the open market and is used to create an endowment. The interest generated by the endowment is used for a specific program or to purchase tracts of land for conservation purposes. Debt swaps have been important in a few countries

but have not as yet been a significant source of funds for the implementation of current coastal management programs.

The Global Environment Facility (GEF) provides grant funds to recipient countries for projects and programs that protect the global environment and promote sustainable economic growth. The Facility was designed to address four global issues not readily addressed by the multilateral donors. These issues are: biological diversity, international waters, climate change and stratospheric ozone. Activities addressing land degradation, primarily desertification and deforestation, as they relate to the four focal areas, are also eligible for funding. GEF projects and programs are managed through three implementing agencies: the UN Development Program (UNDP), the UN Environment Program (UNEP) and the World Bank. A country must be a party to the Climate Change Convention or the Convention of Biological Diversity to receive funds from the GEF in the relevant focal area.

Dedicated Governmental Revenues. Once a government formally enacts a coastal management program, that government is expected to provide at least a portion of the cost of implementation through recurring allocations from the national budget. As noted above, in developing countries this can be very difficult to obtain. It is often more tractable to secure year-by-year allocations. Such "special" funds may sustain a program for several years. The goal, however, must be to secure stable recurrent funding from the national budget. This provides a program with a stable "core" that can be used to match contributions from other sources.

Governmental revenues are generated primarily by taxes. These are supplemented by fees, fines and other sources that are generated when a government grants the privilege to an individual or company to exploit a natural resource. It is sometimes possible to arrange for a portion of such discrete funding sources to be earmarked for a specific purpose such as the funding of a coastal management program. Such earmarking can be justified on the basis of two principles.

Beneficiaries Pay. This principle contends that those who benefit from a resource must return in the form of a fee or a royalty a portion of the financial return that they generate. Royalties, for example, flow to governments when they allow petroleum or other minerals to be extracted from national lands or waters. The governments also levy fees for fishing licenses, entrance to parks or beaches, and concessions to extract timber, fish, or use public lands for an activity like shrimp farming. Good arguments can be made that a portion of such revenues should be dedicated to a coastal management program. In Belize, the license fees paid by sportfishermen have been earmarked to support that country's Coastal Zone Management Authority. In Costa Rica, a portion of the hotel tax levied on tourists support the coastal management unit in the National Tourism Authority.

Polluters Pay. The application of this principle is seen by some economists as the most promising long-term solution to many environmental problems. Environmental impact charges are levied on activities with adverse impacts on the environment. The primary objective of environmental taxes or charges is to require that the environmental and/or social costs caused by a given income-generating activity should be recovered from those who generate such impacts. This provides a powerful incentive to reduce environmental impacts and should encourage efficient production and consumption at a socially optimal level. For example, if this principle was applied to provide funds for a coastal management program, it might take the form of charging impact fees on those who dredge or discharge wastes to coastal waters.

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Appendix 1: Additional Guidance on Constituency Building Techniques

WORKING WITH THE MEDIA

The media include all means of mass communication including the written press (newspapers, magazines), radio and television.

Why Should Coastal Managers Work With the Media?

- Simple messages can be disseminated to large numbers of people.
- Media coverage often serves as an indicator of the political and social importance of an issue and is effective in getting the attention of leaders and decision-makers.

In dealing with the media, remember that you lose control of your message (with the exception of public service announcements) and that the aspects of the program that will receive media attention often cannot be predicted.

Introduce Your Project or Program to Local Media

The media is one of the principal vehicles by which people will learn about your project. Local newspapers and radio stations are influential shapers of local opinion, and you will want the information they give to the public to be accurate.

- Build a foundation by meeting with the editor (and reporters recommended by the editors) of the local newspaper at the beginning of your initiative to tell them about what you are trying to do in the community and answer any questions they may have. These introductory appointments are designed to introduce you and your project, not to get coverage for a specific event, and you should make that clear. Your initial purpose is rather to inform them about your goals, objectives and process. This will allow them to cover future news stories with background information in hand, rather than "cold." You should also take this time to carefully point out and refute any possible opposition arguments against your initiatives, so when the press hears them, they will already know your response.
- Identify a core group within your organization who should work with the media and suitable spokespeople.

- Stress the importance of community involvement and identify some of the local individuals involved.
- When you give an update on your work to the media, stress the scope of work and your goals. Be sure to think about who cares about this issue and why. What makes it important to people?
- When you meet, be sure you have an understanding of the main concerns of those opposing or suspicious of your project. Pinpoint them and explain what arguments people are likely to raise—however extreme—and refute them point by point.
- Plan for an initial “coming-out” media event. Think through what will happen after it. Develop an action plan for the year ahead.
- Don’t be afraid to say you hope the newspaper/radio station will support you editorially.

Write An Opinion Piece for a Local Paper’s Editorial Page

A commentary (or editorial) in your local paper’s editorial pages is a very good way to get across your message in your own words. Editorials should be used at strategic times, such as the start-up of a project where you would like the public to know, for example, that you’ll be conducting a poll in their neighborhood. Or it can be used immediately after an important press event to give a deeper explanation of what people have just read about in the news section. This is especially true if the coverage has been insufficient or misleading. The signature on the op-ed should ideally be that of a local person or persons with high visibility and credibility.

- Time it to coincide with special event or public meeting date.
- Illustrate your message with specifics. What have you done to date? Name concrete events that will soon take place.

Identify Upcoming Local Events or “Hooks”

- What are popular local opportunities (fairs, bazaars, etc.) where you can speak or set up an information booth? This is where your local core group is invaluable.
- Play off other news. Are there any newsworthy stories that allow you to “piggyback” on them with a focus on task project work or goals (e.g., storms have caused erosion in an area where work is focusing on hazard mitigation.)?

Remember to Use the Personal Touch

The reporters who populate the media are trying to do a job just as you are. They have to digest the information you give them very quickly. Make the information you give them as clear and concise as possible.

- Make a friend. Personal relations are 80 percent of a successful media campaign.
- The clearer your message is to the media, the clearer it will be when the media writes about it for the public.
- Don't overreact if you think you have been misquoted. The reporter isn't trying to get your comments wrong.
- PAY ATTENTION! If you see the reporter is writing furiously to keep up with you, slow down and let them get it written down correctly, then begin again. Are their questions going astray? Make sure they understand what you're saying. Don't be afraid to re-state your message: "Our message is simple: this project will help provide this community with healthy fisheries for decades to come."
- Be a resource for the media. Where can they go to see examples of what you're trying to do? Can you get them background information to help them understand? Is there someone influential locally who is familiar with the project, who supports it, but is not directly involved with it? Send the reporter to them for an "outsider's" positive reaction to your work. Keep in contact with the media. Do everything you can to assist them.
- TELL THE TRUTH! Always, always, always. Your credibility is not easily retrievable once you have lost it. Misleading a reporter means he/she will be wrong in print or on the air and they will be the ones who will be criticized by their editors and the public, not you.
- Double-check all your facts and figures ahead of time. Then do it again. If you make a mistake, immediately call the people to whom you gave the information and correct it. You should be ready to publicly admit a mistake.
- When the media calls find out why they are calling. What is their question? What is their deadline? Ask if you can get back to them. Gather your wits, your information and identify the person with good verbal skills and knowledge of the issue that can speak responsibly on the topic. Call back promptly and be prepared to respond to a range of questions.

DEVELOPING PUBLIC INFORMATION MATERIALS

Why Distribute Project Publications?

- To disseminate information broadly
- To establish networks
- To provide recipients with permanent reference materials
- To establish the legitimacy of your organization

Materials That Promote Your Organization

- **Stationery** designed for your organization gives the organization legitimacy.
Format: Header with name of organization and address and logo (if appropriate), side-bar with list of participating organizations.
- **Flyers** announce events and summarize major elements of your initiative.
Format: One-page, eye-catching layout.
- **Technical Reports** help establish your authority and credibility on an issue.
Format: Multi-paged with standardized covers and user-friendly layout.
- **Annual Reports** provide a summary of a year's events and budgets. They can be useful as a tool for raising funds. Well-prepared annual reports establish the organization as serious and accountable.
Format: Under 20 pages, nicely laid out with pictures and graphics.
- **Articles and Editorials** in established publications publicize your message to a wide audience.
Format: Short with a clearly stated message. Research the format and stylistic requirements of target publications.

Publications to Enhance Public Awareness of Coastal Management Issues

Newsletters provide readers with newsworthy and useable information and updates. They can be used for advocacy and networking.

Format: Produced at least twice annually, should be at least two pages in length.

Tips for newsletters:

- Establish and conform to regular publication dates.
- Incorporate professional design. Newsletters must look as professional as your organization. Consider your target audiences and balance the newsletter's size and shape, type of paper, use of color and graphics with existing budget restrictions.
- Include editorials that are appropriate to the purpose of the newsletter and reflect the point of view of the organization. Invite guest columnists and rely on an editorial board to guide the messages and values the newsletter promotes.

Brochures and guides provide background and basic information and are designed to have a long shelf life.

Format: Short, one page folded with modest content and attention-getting graphics

Questions to consider before writing a brochure:

- Who is your audience?
- Can your audience read a brochure?
- Will they read a brochure?
- How will you distribute the brochure and encourage your audiences to read it?
- What response do you want from the reader?
- What is the tone of your message?
- Are you promoting yourself, or offering help?
- When can you use illustrations? Pictures are worth many words.

Some advantages of using brochures for public education are:

- Brochures are useful for communicating simple messages of general interest to large numbers of people. They can be produced in several languages.
- Brochures are relatively easy to distribute through existing networks (community groups and trade associations) and through the mail.
- Brochures offer flexibility in format and content and can be designed to reach specific target audiences.

- The condensed format of a brochure lends itself to brief, high-impact messages with illustrations and photographs to reinforce the message.

Some disadvantages of using brochures for public education are:

- Effectiveness is dependent on the initial impact of graphics and text. Some audiences may not be inclined to read the text. Poor design can dampen interest.
- Brochures require good non-technical writing and access to design services.
- Brochures are not suitable for communicating complex messages.
- Brochures can be expensive to produce and may quickly become out of date.

Audiovisuals (films, videos, slides). Films and slide presentations bring issues to life, and help audiences perceive and understand coastal problems. Good film and slide programs require access to specialized equipment and skills. Production costs are usually high in comparison to printed materials. The impact of audiovisual programs also depends on how frequently they are shown.

Some advantages of using audiovisuals for public education are:

- Audiovisuals are good at capturing the attention of an audience and conveying complex messages.
- Audiovisuals can make unfamiliar subjects accessible.
- Videos and slides can be reproduced relatively easily.
- In-house slide programs are not expensive and can be adapted to local circumstances.

Some disadvantages of using audiovisuals for public education are:

- Films and videos can be expensive to produce if outside help is required.
- The physical set up for programs requires special equipment and may be expensive.
- Projection, handling and maintenance of equipment require specialized training.
- Projection requires special room facilities; some rooms are not suitable for slides or films.

- Audiences expect high quality from audiovisual presentations.

School Materials. Schools provide an opportunity for reaching a large audience (children and their parents) relatively inexpensively. School packets will only have an impact if teachers and school systems are willing to use them. For this reason, they should be developed in close consultation with teachers, school administrators, and departments of education.

Some advantages of using school materials for public education are:

- School materials can be used to reach a large number of students.
- If properly designed, they are convenient for teachers.
- Material should be designed so it can be incorporated into multiple curriculums (science, social studies, geography, art, music).
- School materials require a long-term investment in changing local attitudes and values.
- School packets can be adapted for use at community fairs and for use by other youth groups.
- School materials are relatively easy to distribute.

Some disadvantages of using school materials for public education are:

- High quality school materials take time and money to develop and produce.
- School materials must be approved and accepted into the school curriculum. This may be a difficult and lengthy process.
- Teachers may require specialized training in order to use the school materials in the classroom.
- Teachers may have limited time and flexibility for incorporating new information into the classroom.

PLANNING AND LEADING EFFECTIVE MEETINGS WITH STAKEHOLDERS

Working with stakeholder groups requires meetings. Good meetings are carefully planned, organized and led.

Planning a Good Meeting

Set meeting objectives

Public meetings need to be carefully planned to meet both your interests and the interests of the participants. Think through the objectives of the meeting in advance, and be clear about what the meeting is intended to achieve.

Select participants based on objectives

Think about who needs to attend in order to achieve your intended results. Keep the meeting small if possible. Talk with key people before the meeting. Give them a chance to think about what they would like the meeting to accomplish. What issues would they like to have discussed? Anticipate controversies and problems that the meeting might face and plan for them.

Select an appropriate time and location

Pick a meeting time and place that is convenient for your participants. When you meet with the public, try to meet near key people's homes or jobs so they do not have to travel far to attend.

Prepare an agenda ahead of time

The person who convenes a meeting is responsible for preparing an agenda and distributing it to the participants several days before the meeting date.

In preparing an agenda, consider including time for introductions and a discussion of the purpose of meeting, the format for meeting, and meeting ground rules. Include time limits on discussion and identify opportunities for audience participation.

Running a Good Meeting

Follow your agenda

Meetings should always start and end ON TIME. This shows respect for the people who are taking the time to attend your meeting. Beginning and ending on time makes the group predictable and builds trust.

In smaller meetings, take time for each participant to introduce themselves. In larger meetings, introduce yourself, the presenters, and the other supporting roles.

Lead discussions

Keep discussions focused on the topic. Make sure confusing concepts are clarified and explained. Create and maintain an environment where everyone can participate in a cooperative manner.

Structure discussions in stages so that all the evidence comes before the interpretation of the evidence, and all the interpretation before a decision on the action. Keep the stages separate. Try not to let participants jump ahead or go back over old ground.

Summarize and record decisions and action points.

Facilitation

Meetings designed to move a group towards consensus decisions should use a facilitator rather than a chairperson. A facilitator asks, suggests, reminds, keeps track of the agenda, and then sees if people are ready for a decision. A facilitator is there to see that all members feel they are having a say and are listened to and accepted. A facilitator stays neutral but tries to provide enough structure so that what is happening between people doesn't interfere with the topic on the agenda.

A good facilitator:

- Keeps the members on the topic.
- Understands the goals of the meeting and the agenda and keeps the group moving forward.
- Involves everyone in the meeting.
- Controls domineering people.
- Draws out shy people.

- Summarizes what people are saying. Relates one person's comments to other's ideas.
- Asks people to develop their ideas more.
- Lets people know when they have run over the allotted time and asks them to finish what they were saying.
- States the problem in a constructive way to encourage people to work on it.
- Seeks commitments for future involvement.
- Brings closure to discussions.
- Summarizes the meeting.
- Closes the meeting on time.

The group facilitator needs to be prepared for participants who want to cause trouble during the meeting. The following suggestions provide some ideas on how to productively respond to some of these individuals.

Ending the Meeting

End the meeting on time. Save some time at the end to review and summarize the meeting. This assures that participants are in agreement on meeting results and assignments.

Send a meeting summary or minutes to all participants soon after the meeting.

ATTRIBUTES OF LEADERSHIP THAT PROMOTE PARTICIPATION IN A PROGRAM

Leadership is the key to successful management. Ideally, people in positions of leadership:

Like people. A leader should be able to work with people, talk with them, listen to them, and work with them in groups.

Are good listeners. The best way to engage the interest and cooperation of people and to understand their history and their needs is to listen to them.

Talk well. Talking well does not mean being a public speaker. It means being comfortable talking about your own ideas. It means being able to express those ideas in plain enough language so that most people can understand them.

Know themselves. When we work with people from different backgrounds, we want to be sure that we do not pretend we are really like them. When you are working with people who are different from you, there is a distance between you and them that you need to respect. That is hard to do if you do not know who you are.

Ask questions. Asking questions is one of the best ways to get people to think, speak and act for themselves.

Are honest. You should not fool either the people you are working with or yourself. You need to be able to tell people things they do not want to hear.

Are courageous. A leader needs to keep going when it is hard to do, needs to tell people things they do not want to hear, needs to take risks, and open themselves to criticism.

Have vision. A good leader has a dream of a better world.