



PRIORITISING LOCAL ISSUES FOR ICZM

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Executive summary

1. This report summarises outcomes from the COREPOINT project relating to prioritisation of local issues for coastal management.
2. In practice most coastal management takes place at a local (sub-national) level and so it is local issues as prioritised by local practitioners that form the majority of coastal management activity. This takes place within a framework of policy and legislation determined at a National and European level.
3. Important coastal management issues, which can be regarded as pan-European, are the large-scale concerns traditionally associated with ICZM: for example, land-use planning, estuary management, natural resource and landscape protection, and water quality.
4. There are essentially two factors that govern the determination of local issues for coastal management. Firstly, European institutions are structured on a sectoral basis and, secondly, EC law, in most instances, takes precedence and usually supersedes the law of individual Member States. However, the EU provides overall policy, but Member State law and policy is important in how it is implemented e.g. regional Development/Spatial Plans, and local planning law in the UK.
5. Responses from local-level practitioners suggest they are focussed predominantly upon defensive and remedial approaches towards coastal management, and there is an absence of forward and predictive planning for the coastal zone.
6. The principles outlined in the EU ICZM Recommendation appear to address faults and gaps in current planning and implementation strategies for the coastal zone. But the principle barrier to changing practice is the problem of creating the space, climate and funding necessary to move from defensive and remedial approaches to coastal management to more forward and strategic planning approaches – and this is not addressed within the principles.
7. A questionnaire to practitioners has highlighted three key points:
 - Practitioners are focussed on the pressure of dealing with short term issues and do not have the space, funding and/or opportunity to break away from defensive practices to proactive approaches.
 - There is a clear need for a wider involvement of all stakeholders, vertically and horizontally, in local level coastal issues.
 - The EU ICZM Recommendation principles, although creditable, in practice do not recognise the reality of managing local issues or provide a mechanism to move towards better practices.
8. To be effective coastal management needs to bring together stakeholders to promote a more longstanding and substantive mechanism that not only identifies coastal issues but also provides a means to enact upon them.

Introduction

The EU Recommendation for Integrated Coastal Zone Management (ICZM) in Europe states that, in formulating national strategies for coastal management and measures based on these strategies, Member States “should follow the principles of integrated coastal management to ensure good coastal zone management, taking into account the good practices identified, inter alia, in the Commission’s demonstration programme on integrated coastal zone management”. The demonstration programme took place at a pan-European level, however, its component ICZM projects focused on specific local sites. The same can be said of most other European coastal-focused projects, where even when a project forms part of a national or Europe-wide ICZM programme, it remains a freestanding entity rather than forming an element of an integrated strategic programme.

A principal outcome from the demonstration programme was a set of eight principles that form the basis for implementation and evaluation of effective coastal management. Although aimed to a national-level of implementation of coastal management, the design and implementation of coastal management actions usually occurs at a local level even though it is usually directed by national or European legislation. Because of this, ICZM has a low priority in the day-to-day of most practitioners of coastal management and “integrated approaches to manage the interests in the coastal zone have been scarcely implemented and were not strategically employed, except on a case study basis”. Therefore, it remains a challenge to make the EU ICZM principles more operational and better communicated to foster a more coherent and effective implementation of ICZM. In part, a necessary step to realising this challenge is to recognise the needs, perspectives and perceptions of local-level practitioners. In this way it could be possible to construct ways and means to demonstrate how adherence to the strategic direction provided by the eight principles can add value to current practices and approaches. In part, this challenge has been a feature of the development of the NW Europe Schools of excellence for ICZM. The development of the schools was informed by the other studies carried out as part of the COREPOINT project

This report summarises those features of the COREPOINT project that have contributed towards understanding how local practitioners develop plans that in their nature incorporate aspects of integrated coastal zone management strategies, and how these could become more engaged with the iterative ICZM process. The report also includes the results of a questionnaire designed to illicit from practitioners their views on the prioritisation of local issues and barriers to their addressing these, and two case studies that demonstrate a process whereby interactions between coastal researchers and coastal practitioners can lead to a better understanding of the challenges of ICZM.

Prioritising issues for coastal management

This section outlines some of the principal findings from within the research carried out by the COREPOINT project that pertains to understanding the background and approaches to prioritisation of local issues for ICZM.

Purpose of prioritisation

Goals for coastal management is often couched in terms of improving the quality of life of human communities who depend on coastal resources while maintaining the biological diversity and productivity of coastal ecosystems. As such there is a direct relationship to the 3 pillars of sustainable development, (environment, economic and social), and therefore the Lisbon Agenda (economic and social) and the Gothenburg Agenda (environment and environmental risk) in the European context. However, a survey within the COREPOINT partner group confirmed what is often apparent within the literature on ICZM that there is an equal balance of priority and importance attached to these three pillars by those with a role in the implementation of coastal management. The COREPOINT partner survey revealed that the important coastal management issues, which can

be regarded as pan-European, are the large-scale concerns traditionally associated with ICZM: land-use planning, estuary management, natural resource and landscape protection, and water quality. In addition, the survey recorded that land-use planning is a long established administrative process and was considered to be well implemented whereas sectoral integration, necessary to meet the joint goals of ICZM and the sustainable agenda are poorly implemented.

Procedures for prioritisation

The legal and institutional frameworks operating in North west European Member States has effectively prescribed the way in which the European ICZM Recommendation has been brought forward. The differences in these frameworks produce different approaches to management and will have pronounced effects on any integrated management regime, for instance:

- Management of the coastal zone of Belgium and Germany is divided between national (federal), regional, Provincial and local (municipal) governments that have different jurisdictions and various responsibilities.
- The United Kingdom has a devolved and decentralised Government system which has effectively resulted in each region taking forth its ICZM strategy independently. However, coastal management generally has a strong sectoral focus centred on shoreline management plans and the Town and Country Planning Act.

There are essentially two factors that govern the determination of local issues for coastal management. Firstly, European institutions are structured on a sectoral basis and, secondly, EC law, in most instances, takes precedence and usually supersedes the law of individual Member States. However, the EU provides overall policy, but Member State law and policy is important in how it is implemented e.g. regional Development/Spatial Plans, and local planning law in the UK. These facts pose particular problems for the development of new normative initiatives, such as those underpinning integrated coastal management.

Although European legislation takes numerous forms, it is the Directives that require national implementing measures. Significantly, ICZM was only communicated to Member States as a Recommendation so there was no legal basis for its implementation. However, at a national level there are many different tools available to facilitate ICZM. Some national governments take a strictly legal approach and adopt specific legislation for the coastal zone (e.g. Spain and France). Other countries prefer a less formal approach. No one option is better suited to ICZM than another and this is perhaps one of the reasons why the European ICZM Recommendation advocates the use of a combination of instruments. The majority of North west Member States have governance systems that consist of central Government departments working in conjunction with other State agencies and local government authorities. This is due to the fact that national government has primary, if not exclusive, legal jurisdiction over the coastal zone and maritime areas adjoining it. National government will coordinate and have responsibility for national interests, such as security, but it is also seen as the relevant authority to provide information and guidance on practical implementation of management. In practice what this means at the local level is that within a framework instituted at National level, it is possible to set priorities and actions for coastal management so long as they meet the National requirements, and European ones if relevant.

In the majority of coastal States, it is the national Government that provides the steer for integrated coastal management. They provide leadership, guidance and often funding to local governments that are more likely to be concerned with the day-to-day management of local areas of coast. Most Governments at national and sub-national level already have a Department of the Environment, or similar, that is responsible for environmental protection and regulation in the country. Spatial planning responsibilities also tend to be a responsibility of such a department. Unfortunately given the strong land-sea divide evident in Europe, capacity for ICZM tends to fall between two stools in that it does not neatly slot into an existing Government department's remit.

The variety of legal systems in operation is also a determining factor in how ICZM is progressed at a sub-national level. With respect to decentralised government-led programmes, for example, government structure and the relative distribution of powers between the different government tiers can have a significant influence on ICZM delivery and effectiveness. In addition the tiers operating within local government itself may also hinder effective integrated management. Many local authorities, for example, have responsibilities relating to land use planning and zoning, coast protection, land drainage, water supply, transport infrastructure, amenity provision and environmental health. All of these are relevant to coastal management so it is vital that there is effective communication and integration within local government itself. Local government can also contribute to coastal decision-making through a detailed understanding of local problems and needs, an understanding of the constraints and limitations affecting choices of solutions, best data and information on these issues, as well as the general support of coastal users' groups and the local community.

Approaches for prioritisation

In terms of implementing ICZM approaches at the local level, in the majority of cases national Governments have opted to work through smaller pilot projects. This approach was perhaps advocated by the European Commission in its Demonstration Programme for ICZM. Management of natural resources tends to be structured on a sectoral basis and while such an approach may involve all relevant bodies it is generally only bodies relating to that sector which are involved in management. There may be strong communication and participation between such authorities (vertical integration) but levels of communication with other responsible institutions is usually weak (horizontal integration). Sectoralised legislation effectively prevents cooperation so that issues, however prioritised, tend to be addressed in a very sectoral fashion in the past. However, an analysis of ICZM across Europe has shown that since the 2002 EU ICZM recommendation (Rupprecht Consult, 2006) there has been a far greater of ICZM activity albeit often through voluntary initiatives that follow the principles of ICZM outlined in the recommendation. Such voluntary initiatives, which have proved successful at a local level, are generally not sustainable due to the short-term nature and limited funding they receive. It is arguable that the voluntary approach to management is much favoured by national governments who may not wish to add further responsibilities to their already burdened departments and agencies.

Questionnaire to local practitioners

A feature of the COREPOINT project has been establishing and/or building links between the coastal research community and coastal practitioners through Expert Couplet Nodes (ECN). The purpose of the ECNs was to address the issue of sustaining ICZM, by building capacity for knowledge transfer between research centres and local authorities involved in coastal research and management. In other words, the ECN model equates to the implementation of local level collaborative enquiry targeted towards capacity building in ICZM. Questionnaires were given to the 10 practitioner partners of the ECNs to establish how they perceived coastal issues and which they considered to have highest priority. Questionnaires were returned representing six local authorities and three local coastal organisations. Each had been asked to state to what extent they thought either *Environmental*, *Social* or *Economic* issues were a priority for management action by scoring from 1 (most important) to 3 (least important). Their replies indicated that within local level coastal practitioners activity focussed on addressing environmental issues (average score 1.4) is perceived as being more important than either social issues (average score 1.7) or economic issues (average score 2.2).

In addition, questions were asked to determine perceptions of the short, medium and long term challenges and issues for coastal management as well as the barriers to meeting these. The replies to these are given in Tables 1 and 2.

Table 1.Replies to prioritise what are the three main challenges/issues for the area of coast that falls within the area of responsibility of the respondents over the short, medium and long time scales.

Table 1A. Priority challenges/issues over an intermediate (1 to 3 year) time scale

Time Scale	Priority	Issues
1-3 Years	1st	Managing increase demand of beach use/activity.
		Coast related development (includes demand for all development in coastal areas): Coastal Pollution.
		Coast-related Development-inappropriately sited development
		Coastal Defence
		Coastal change through erosion & flooding (Coastal Defence Built Environment & Heritage)
		Breaching coastal landfill
		Landscape
		Coastal Pollution
		Communicating Coastal Change so that stakeholders can participate meaningfully in policy decision making
		Creating the right environment for private investment and sourcing funding
	2nd	Managing increase pressures on operational activities e.g. waste issues.
		Transport and Accessibility
		Regeneration
		Transport and accessibility
		Sustainable development (Fisheries, Tourism & Recreation)
		Legislative change – national terrestrial planning regime and proposed Marine Spatial Planning
		Tourism and Recreation
		Biodiversity and Nature Conservation
		Communicating risk for informed decision making by policy makers
		Further develop and promote marine and water leisure in a national and trans-national context
	3rd	Public perception – increased expectation.
		Tourism and Recreation
		Biodiversity and Nature Conservation
		Biodiversity and Nature conservation
		Biodiversity and Nature Conservation
		Access
		Coastal Defence
		Resolving issues arising from coastal change in relation to long term planning for nature conservation.
		Marine Spatial Planning for continued development for environmental and economic sustainability

The implications from the responses in Table 1A is that in the short term:

- Environmental issues predominate with an emphasis on those issues that threaten the stability of the physical aspects of the coast rather than issues such as biodiversity.
- There is some recognition that stakeholder involvement and economic concerns are important.
- There is some recognition that a need for legislation to support implementation of management activity is necessary.

• **Table 1B. Priority challenges/issues over a medium (4 to 10 year) time scale**

Time Scale	Priority	Issues
4-10 years	1	Coastal erosion on beaches and sea defences.
		Coast related development (includes demand for all development in coastal areas), Coastal Pollution
		Coast-related Development-inappropriately sited development
		Coast related development (incl. Tourism & Recreation, Fisheries)
		I do not see the issues changing over the next 4-10 and 10+ years
		Loss of coastal habitat – defined Natura 2000 sites – through coastal erosion
		Biodiversity and Nature Conservation
		Regeneration and social diversity
		Understanding coastal change and being able to make useful predictions.
		Implementation and further development of Coastal Zone Management and Marine Spatial Planning
	2	Extending lifeguard services.
		Tourism & Recreation
		Pollution
		Coastal Pollution
		Built development pressure
		Coastal Pollution
		Transport and Accessibility
		Understanding implications and value of management actions for soft defences (e.g. sand dunes, saltmarsh)
		Continued sensitive development of the marine leisure industry adhering to carrying capacities.
	3	Bathing water directive.
		Built Environment and Heritage; Landscape and Biodiversity and Nature Conservation
		Fisheries
		Mineral Extraction
		Access
		Transport and Accessibility
		Fisheries
		Securing resources for appropriate actions and if undertaking no action ensuring stakeholders understand why.
Maintaining, upgrading and adapting to changing markets by encouraging investment in facilities, services etc.		

The implications from the responses in Table 1B is that in the medium term:

- There remains an emphasis addressing persistent environmental change issues that threaten the stability of the physical aspects of the coast rather than issues such as biodiversity.
- There is recognition of a greater number of longer term threats from land-based activity – although the emphasis is on alleviating those pressures rather than mitigating their source.
- Issues relating to funding beyond the short term are identified.
- However, aspects relating to social actors in the coastal zone are largely absent.

Table 1C. Priority challenges/issues over a long (10+ year) time scale

Time scale	Priority	Issue
10+	1	Sea level rise and climate change.
		Coast related development (includes demand for all development in coastal areas);
		Coast-related Development-inappropriately sited development
		Coastal Defence/Coastal Dynamics
		Rail lines under threat from coastal erosion
		Regeneration
		Tourism and Recreation
		Being able to adapt the strategy through changing Governments, EU policy /legislation and economic change.
	2	Long term commercial pressures – housing developments, beach developments, commercial interests in utilising the beach.
		Coastal Defence & Coastal Dynamics
		Tourism and recreation
		Biodiversity and Nature conservation
		Energy production
		Built Environment and Heritage
		Landscape
	Support, advice and expertise for management of marine leisure business, marine spatial planning, R&D	
	3	Long term degradation of the local beach environment for example sand dunes.
		Built Environment and Heritage: Landscape and Biodiversity and Nature Conservation
		Coast-related Development
		Transport and accessibility
		Access/environmental quality
		Coastal Defence
		Coast-related Development
		Support, advice and expertise for management of marine leisure business, marine spatial planning, R&D

The implications from the responses in Table 1C is that in the long term:

- Although there remains an emphasis addressing persistent environmental change issues their threat to human uses of the coastal zone are more recognised.
- There is more recognition of social and economic concerns.
- There is some identification of some cross-sectoral demands.

The overall picture that emerges from the responses is that local-level practitioners are focussed predominantly upon defensive and remedial approaches towards coastal management, and there is an absence of forward and predictive planning for the coastal zone. That is not to say that these issues are not recognised but is likely to reflect the reality of the day-to-day pressures that result from historical management that has not understood or recognised the long-term dynamics of coastal processes – both natural and social – leaving a legacy of poor planning and structures that are only now coming home to roost.

The lesson and message that begin to emerge from this form of analysis is that the principles outlined in the EU ICZM Recommendation, if implemented, appear to address faults and gaps in current planning and implementation strategies for the coastal zone. Practitioners do appear to be aware to various extents of weaknesses in current approaches, but the principle barrier to changing practice is the problem of creating the space, climate and funding necessary to move from defensive

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and remedial approaches to coastal management to more forward and strategic planning approaches – and this is not addressed within the principles. This was highlighted in a further question asked of practitioners regarding resourcing and enabling facilities required to meet the short, medium and long term issues they had identified (Table 2).

Table 2. Replies to the question whether a respondents organisation can meet the challenges given in Table 2 and, if not, what resources would be necessary.

<p>We have limited resources, with little room for increased budgets over a long term period of increased pressure on our services. Greater recognition of these issues at a higher level of Government may influence some changes to funding behaviour and understanding of responsibility that Local Authorities have and do.</p>
<p>Coast related development (demand, as opposed to strict need for a coastal location) is a continuing challenge for Cork County Council. The overall costs and benefits of such development are not always easy to quantify in a transparent manner and priorities on what is important can vary from one local area to another.</p> <p>Transport & accessibility – not always high enough on the list of priorities and there are resource issues about funding new access infrastructure .</p> <p>Tourism and Recreation – Council's main responsibility in this area would relate to the provision of infrastructure and regulating built development. Also involved in overall marketing and promotion of the county. Funding is again an issue.</p> <p>Increasing public and political awareness about the importance of coastal issues in general and the need to manage all the resources of the coast is the biggest challenge of all. If improved then support for the other measures would follow.</p>
<p>To enable the East Grampian Coastal partnership to fully meet the above challenges, further resources are required;</p> <ul style="list-style-type: none">- More staff- Improved funding; more funding available and less staff time spent seeking it- Improved knowledge; possibly from looking at best practices elsewhere to see what management methods are successful and which are not.
<p>Although a phenomenon experienced over 100s of years, perceived accelerated coastal change and its effects on society is felt to be more prominent now and especially so, since the January 2005 storm. The comparatively new role of ICZM led by CnES is attempting to address this in a number of ways.</p> <ol style="list-style-type: none">1. By liaising between local communities, the local authorities and government in funding and constructing soft and hard coast protection schemes where appropriate.2. By organising and coordinating a local coastal partnership where members from community, business, statutory and environmental organisations can put forward views, develop projects and reach consensus over common problems.3. By leading an EU transnational project which will research climate change adaptation by coastal communities and habitats.4. By establishing the South Ford Hydrodynamic Study Joint Client Group consisting of the Comhairle, Aberdeen Institute for Coastal Science and Management, Scottish Natural Heritage, SEPA and lochdar Flood Action Group. <p>The objective of the research study is to establish the cause and effect linkages between coastal processes and coastal erosion/flooding within the study area. It will demonstrate what the risks of coastal erosion/flooding are, in terms of probability and consequences, to people and assets on the coast and what effect possible interventions would have on managing that risk. It will also identify the options which would effectively manage these risks.</p> <p>Resources are required to maintain the ICZM function through permanent funding. The importance of local coastal partnerships should also be recognised by the Scottish Government and placed on a firm financial basis.</p>
<p>The partnership is addressing these issues as resources permit. Legislative change will affect the level of resource and the point of intervention. The outcome of the various proposals is awaited. This is a period of uncertainty.</p> <p>For the 10+ year issues, actions are identified in the Shoreline Management Plan for rail infrastructure. International and national energy policies are being reviewed, the outcome of these deliberations will undoubtedly bring extra pressures on this section of coastline, whether from transport or development.</p> <p>No, not the Intercounty Association Manche-Ille-et-Vilaine, as such. It is in charge of federating, coordinating actions, raising people awareness, etc. and finding financial supports to implement pilot initiatives.</p>
<p><u>Coastal Pollution</u> : At the moment, large means are used to fight against water pollution; lots of professionals and recreational uses are dependent on it. Much less actions are implemented against air pollution, noise pollution</p> <p><u>Biodiversity</u> : An important work is done to take into account biodiversity and natural spaces in planification documents. To improve it, more data exchanges and management engineering would be needed.</p> <p><u>Coastal Defence</u> : Work on this issue began the most later, specially fight against climate change.</p>
<p>Limitations to resolving the above issues relate to resources, skills and knowledge. Starting with skills, it is necessary to bring in a range of skills to support the understanding of coastal change, predictions of change, managing conflicts and understanding value of management techniques. Once understood a different set of skills is required to target different stakeholders, current and future. Knowledge relates to both the collation and analysis of local knowledge but also learning from other areas in relation to techniques and understanding for the various aspects.</p>

Whilst securing resources is an ongoing and difficult issue it would certainly be easier if a clearly defined case can be made supported not only by scientific evidence but also by stakeholders who understand the issues.

The strategy underway in Donegal is well underway and has carried out the most part of its strategic development and research, however, funding and resources to kick-start the implementation of the strategy is dependent on EU and National funding. National Strategies now see Marine Leisure and Environmental protection as intrinsically linked and are priority. Significant funds have been allocated to the sector in both EU and National funding Programmes.

The questionnaire to practitioners has highlighted three key points:

1. Practitioners are focussed on the pressure of dealing with short term issues and do not have the space, funding and/or opportunity to break away from defensive practices to proactive approaches.
2. There is a clear need for a wider involvement of all stakeholders, vertically and horizontally, in local level coastal issues.
3. The EU ICZM Recommendation principles, although creditable, in practice do not recognise the reality of managing local issues or provide a mechanism to move towards better practices.

Identifying local issues – case studies

A feature of the Expert Couplet Nodes has been the opportunity to explore ways and means to work between the research and practitioner community, broadly across a variety of sectors, to identify local issues for coastal management. Three examples are given below of different situations and processes for achieving this and which indicate ways forward for promoting ICZM at a local level. The case studies have been selected from within the range of ECNs in COREPOINT to reflect the range that the term “local” can be used – regional (NE England), area focused (the Seven Estuary Partnership, England & Wales) and focussed on a single authority area (Cork County Council, Eire). The first case study – NE England – represents a discrete project based approach that has established a set of issues but with no mechanism to ensure any continuity of approach. The second case study – the Seven Estuary partnership – represents an on-going non-statutory approach to draw together interested parties across a wide area. The third case study – Cork Harbour forum - represents a largely one-to-one relationship between a local authority and an academic base representing an advisory body. Each has used in some ways different approaches to identifying and then following through on coastal issues.

Case study 1 – NE England

This regional review was commissioned by the Countryside Agency, English Nature, Rural Development Service and Northumberland Coast AONB Partnership to evaluate the status of coastal management in the North East of England. The review process consulted with regional and local stakeholders to provide an assessment of the current perceptions and expectations of coastal (land and sea) management practices and concerns in the region.

The resulting report reviewed, for the first time on a regional scale, the strengths and weaknesses of achieving the eight Principles of ICZM, along with levels and quality of interactions between different stakeholders that have an influence on, or are influenced by coastal management. The project used a combination of a desk study, questionnaires and workshops to both carry out the study and validate the outcomes. The desk study aimed to capture regional and local policies relevant to the coast and to identify as many as possible of the current activities within the region. To capture data relevant to ICZM a survey was carried out between December 2005 and May 2006 using a semi-structured questionnaire which was sent to 198 different stakeholders in the NE region. Stakeholders were selected to represent each Local Authority (LA) area and key organisations within the North East that have jurisdiction over the coast (planners, policy makers, community officers, biodiversity officers, port authorities).

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The review revealed that perceptions of coastal management varied considerably and tended to be sectoral and linked the remit of the organisation, Only 43 % of respondents included all three pillars of ICZM (environmental, economic and social) within their understanding of coastal management.

In the NE England there is a high level of both formal and informal interactions between organisations. Partnerships and national statutory organisations have the greatest numbers of linkages with other coastal groups. Voluntary and charitable organisations have the fewest number of interactions.

The greatest obstacle to improved integration and involvement with other stakeholder organisations is a lack of funding and coordinated initiatives. Various challenges and issues were identified on the future of coastal management for short, medium and long term time scales (Figure 1). The short term issues were focused on the local area, producing locally specific economic and social concerns. Medium term issues were more related to regionalised concerns in relation to management and development pressures. Long term issues identified globally significant environmental problems, such as climate change and sea level rise.

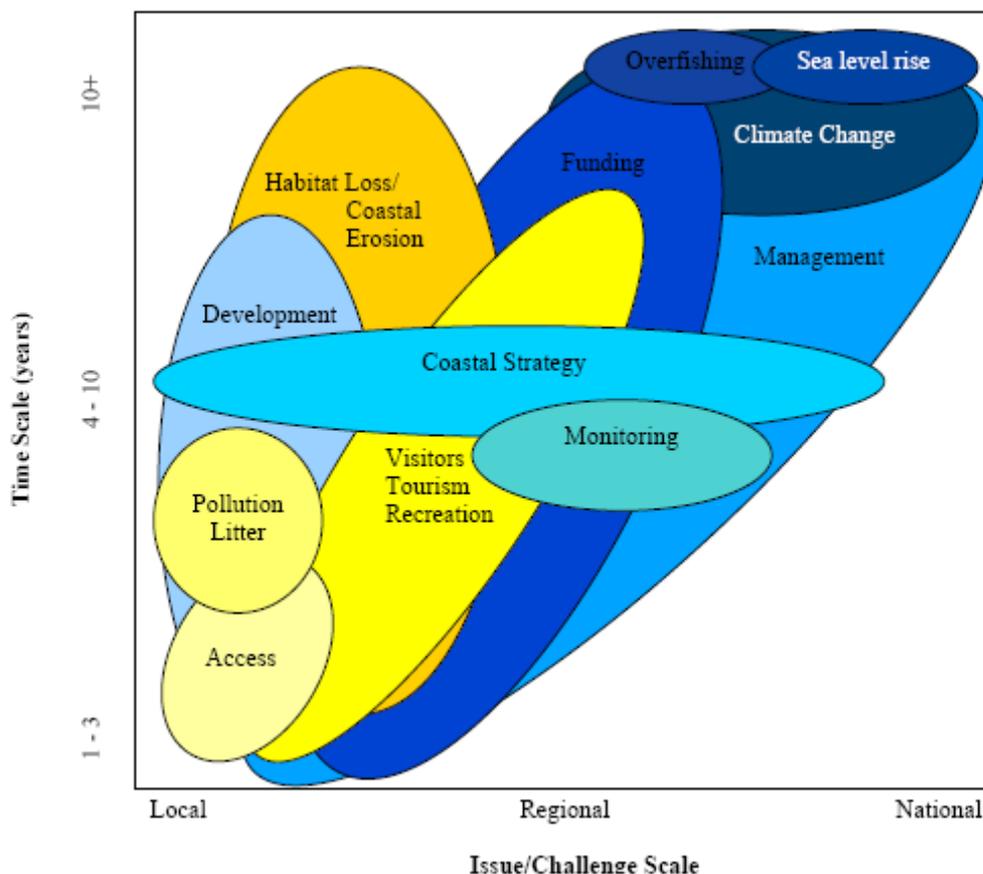


Figure 1. A summary conceptual model of the issues and challenges for coastal management in the NE area as determined from questionnaire responses. Published in the report: **Integrated Coastal Zone Management in the North-East of England: a regional review.**

The EU ICZM Recommendation identified 8 guiding Principles for integrated coastal management. The study attempted to determine the extent to which each of these 8 Principles was being addressed in the region. The Principles of ICZM that were found to be strong in the North-East region are:

- Principle 1. Broad thematic perspective
- Principle 4. Local specificity
- Principle 6. Involvement of relevant administrative bodies

The Principles of ICZM that were found to be weak in the North-East region are:

- Principle 2. Long-term perspective
- Principle 3. Adaptive management
- Principle 5. Working with natural processes
- Principle 6. Involve all the parties concerned
- Principle 8. Mix of instruments

The study identified the following issues as impediments to the implementation of ICZM:

Widening perception

- *There is a lack of common understanding about the holistic nature of ICZM.*
- The benefits of coastal management and ICZM as a holistic planning tool need to be more clearly explained and more widely promoted.

Increasing collaboration

- A regional “forum” with a clear purpose could effectively help integrate and improve coastal management in the region.
- Development of increased and strategic regional-scale collaboration can help to deliver the benefits of increased collaboration.
- If a more participatory framework is developed, there needs to be overall co-ordination and also availability of adequate resources (staff and funding in the long term).

Enhancing implementation

- Regional planning must be cohesive enough to not just address the short term issues, but the longer term (and generally environmental and larger spatial scale) issues; funding and resourcing cycles must reflect this long-term commitment to the coast. Such cohesive planning moves management away from reactive issue-specific actions, towards ICZM.
- There should be an increased emphasis on delivery and implementation of coastal plans and strategies in the future, rather than more planning. Coastal management in the future should move forward in a way which emphasises action and implementation of plans and policy to enhance coastal management.

Monitoring & information management

- To map the progress of ICZM in the region, a cost-efficient and effective monitoring scheme needs to be implemented. This needs to focus on the delivery and implementation of plans and strategies and the resultant enhanced quality of the coast. A structure needs to be set up to act as an evaluation group for the monitoring.
- The electronic database of 200+ stakeholders associated with this report should be kept up to date and made freely available to interested parties.

This approach of desk study, questionnaires and workshops constituted a relatively intense interaction between project staff and stakeholders over a comparatively short time scale, and was able to quickly establish local issues with recommendations on setting a management framework that would allow them to be addressed. However, no mechanism became established in order to carry on this process and follow through on any of the recommendations and it is questionable whether any of the stakeholders considered it necessary to do so. The lesson learnt from this approach is that any process that will move from identification of issues to activity to resolve them needs also to establish a clear need and motivation to do so. In this case an absence of a local “champion” may have been the missing and is required in order to be successful. A further weakness in this approach – although very successful in identifying issues – is that it is difficult to make stakeholders feel that they are part of the process as the structure of the project gives an impression that they are there to provide the information for others to use. Therefore their ownership and stewardship of the outcomes is low.

Case study 2 – The Severn Estuary Partnership

In the UK both statutory and non-statutory authorities increasingly rely on a non-statutory approach to compliment the statutory process and address co-ordination, integration and consensus-building issues in coastal zone and estuary management. The Severn Estuary Strategy (SES) is an independent organisation following international integrated coastal management principles in a large, multi-use estuary with complex management and planning arrangements. The SEP aims to bring together the various stakeholders involved in the development, management and use of the Estuary, and to encourage sharing of interests, responsibilities and research to achieve common objectives. The main consensus-building techniques used by the SES include a Stakeholder Decision Analysis process. These techniques involve stakeholders from the public, private and voluntary sectors. that has helped to instil more confidence between the various stakeholders, reduce tension, promote trust and co-operation, create a willingness to understand Estuary issues and become involved in the estuary management process.

The Partnership encompasses all those who have had a valued input into the Severn Estuary and incorporates a wide range of interests including Local Authorities, national agencies, industry, voluntary bodies and community interests. All of those with an interest in the Estuary are encouraged to become members of the Severn Estuary Partnership Forum, which meets annually to debate major issues and the progress being made. There is a Joint Advisory Committee (JAC) to ensure the continued endorsement by members of Local Authorities and other key organisations. The JAC meets bi-annually to inform on SEP progress and endorse the implementation programme. The Partnership is coordinated through a Partnership Project Officer hosted by Cardiff University and serves as an impartial promoter of the Partnership, a catalyst for the implementation of future action plans, and a facilitator of communication and networking. Through this structure the SEP has been able to:

- Give structure to previous ad-hoc consultation between organisations and identified opportunities for collaboration;
- Provide a mechanism for working towards consensus in relation to management of the Estuary;
- Develop consensus on the key issues that need to be addressed on the Severn Estuary;
- Develop a clear structure with a logical progression for issues, prioritisation, policies and proposals for action;
- Help promote awareness of each other’s perspectives on issues;
- Promote the importance of a strategic Estuary-wide view;
- Provide factual information on matters around the Estuary.

Throughout the development and implementation of the Severn Estuary Strategy, there have been various attempts to prioritise coastal/estuarine issues. An initial comprehensive scoping study of issues which included extensive stakeholder and public participation, was undertaken during the preparation of the SES/Environment Agency Joint Issues Report (1997). This was followed by further consultation before a more structured Stakeholder Decision Analysis was undertaken to prioritise issues by key stakeholders. The publication of the SES in 2001 provided a list of these prioritised issues (Table 3).

Table 3. Priority issues for the Severn: summarised from the Severn Estuary Strategy (2001)

Key Issues Summarised from the Severn Estuary Strategy 2001
<ul style="list-style-type: none"> • The future of coastal defences and the impact of climate change and rising sea level
<ul style="list-style-type: none"> • Increasing pressure on the Severn from urbanisation and development of coastal areas, specifically re. loss of important estuarine habitat and issues of shoreline development on floodplains
<ul style="list-style-type: none"> • Impact of the loss of rural areas surrounding the estuary and the effects of agricultural practises with re. pollution from land based sources

Activity 3.15: Prioritise local issues

<ul style="list-style-type: none"> • Issues concerned with the development of policy and planning guidance for the Severn Estuary
<ul style="list-style-type: none"> • The management of fisheries and the decline of fish stocks, including local Eel, Elver and Salmon fisheries through unsustainable fishing, added development, recreational pressures and the impacts of climate change
<ul style="list-style-type: none"> • Issues regarding the management of wildlife habitats and areas of geological value. The impacts of nature conservation designation on other users
<ul style="list-style-type: none"> • The loss of internationally important habitats and migratory bird populations through increasing development pressure, land-based and marine pollution and fisheries decline
<ul style="list-style-type: none"> • The effects of increasing traffic and planned transport facilities on the estuary. Issues of marine spatial planning re. conflict between recreational users, ports, industry and conservation
<ul style="list-style-type: none"> • The impacts of increasing tourism and recreation within the Severn. Issues of access to the coast and water use in the coastal zone
<ul style="list-style-type: none"> • Marine spatial planning re. Severn Barrage and weir proposals and the uncertainty of SAC designations
<ul style="list-style-type: none"> • Effects of pollution on human health and activities within the Severn. Issues regarding the visual impact of pollution and the implementation of pollution management through waste reduction initiatives.
<ul style="list-style-type: none"> • Environmental impacts of aggregate dredging and issues of mineral extraction regulation
<ul style="list-style-type: none"> • Need for information and scientific data for effective estuary management. Issue of wider public participation needed within the estuary management planning

The SEP has periodically provided the opportunity to reconsider priority coastal issues for the Severn. At a recent meeting of the Joint Advisory Committee (April 2005) the list of priority issues summarised in Table 4 below was agreed.

Table 4. Recent prioritisation of Severn Estuary issues (April 2005)

Recent Prioritisation of Estuary Wide Issues
<ul style="list-style-type: none"> • Need for new and improved coastal defences. Concern about the loss of saltmarsh, intertidal and beach habitats due to coastal squeeze.
<ul style="list-style-type: none"> • Concern over development within the coastal zone. Impacts of development on areas of natural, cultural, archaeological or scientific interest. Concern regarding the impact of new roads and transport infrastructure, specifically re. impact of one-way bridge tolls on traffic in west Gloucestershire.
<ul style="list-style-type: none"> • Issue of rural development and the representations of farming interests in land-use planning and management. Impacts of intensive farming practices in conservation areas and participation in conservation initiatives
<ul style="list-style-type: none"> • Inadequacies in coastal policy surrounding the Severn, variation in regional guidance, poor co-ordination and lack of sound science regarding the estuary
<ul style="list-style-type: none"> • Decline of Salmon catches and Eel and Elver fishery management
<ul style="list-style-type: none"> • Concern regarding the effects of pollution and recreational use on wildlife. Issue of the need for strategic management of biodiversity across the Severn, alongside the impacts of development on conservation interests
<ul style="list-style-type: none"> • Concerns over untrained recreational user's s affecting navigational safety.
<ul style="list-style-type: none"> • Issue of pollution from land-based waste disposal sources and contaminated land. Increasing coastal litter and fly tipping through development, urbanisation and the growing tourism and recreation industries
<ul style="list-style-type: none"> • Concerns over failure to achieve EU Bathing Directive and national Environmental Quality Standards. Issue of monitoring bathing waters
<ul style="list-style-type: none"> • Public concern over levels of substances in consented discharges, the visual effects of partially and untreated and sewage discharges and achievement of waste management targets
<ul style="list-style-type: none"> • Regulation of minerals dredging and the potential use of alternative materials. Effect of marine aggregate extraction on fisheries and wildlife and the relationship with coastal erosion, sediment transport and beach levels.

<ul style="list-style-type: none"> • Managing demands on water resources and balancing the need of abstractors with other uses
<ul style="list-style-type: none"> • Issues of the impact of development on the Severn’s landscape and seascape character and the adverse effects of flood defences, coast and river-bank protection.
<ul style="list-style-type: none"> • Concerns over the protection of the historic landscape of the Severn Levels and the inadequate information and awareness of the Severn’s archaeology and historical features

Tables 3 and 4, showing how identification of issues has evolved over time within the auspices of the SEP, demonstrate that a process that brings stakeholders within any initiative is likely to promote a more longstanding and substantive mechanism that not only identifies coastal issues but also provides a means to enact upon them.

Case study 3 – Cork Harbour forum

The Cork Harbour forum was established to address the current fragmented approach to planning and management that means the full potential of Cork Harbour as a distinct and unique geographical unit is not being realised. The process that underpinned the development of this strategy involved a leadership and facilitation role by the local Coastal Research and Policy Integration (Corepoint) project partnership, widespread consultation with stakeholders through the Cork Harbour Forum, the organisation of two stakeholder workshops, and consultation with a Strategic Advisory Group, including key organisations with statutory responsibilities within the Harbour. This Strategy is based on a voluntary partnership between key statutory agencies and local stakeholders that will focus attention on the Harbour as a whole, and deliver a set of agreed actions to enhance the future management of the coastal zone. Although the strategy is a non-statutory one, it aims to bring about a new approach to coastal management in Cork Harbour by focusing the attention on the regulatory duties and powers of the statutory agencies to deliver their goals. The Strategy will be implemented through two key mechanisms:

- Partnership working (i.e. identification of objectives that can be facilitated by collaborative action in the short, medium and long-term).
- The integration of objectives into statutory planning documents and into the strategic policies of relevant organisations.

This process led to the identification of a range of coastal issues:

Industry, Transport & Development:

- **Economic development** - Need to recognise that the continued viability of the Port of Cork is important to the future of area. **Address port capacity** – for business and leisure.
- **Lack of infrastructure** – berths, piers, parking, services generally, access.
- **Difficulty of enforcing environmental control** - can be difficult to enforce statutory controls, for example on water quality. **Need to develop harbour capacity for leisure industry. Lack of promotion and marketing of the Harbour as an entity in itself. Need to link the Lower Harbour with the Docklands development.**

Natural Environment:

- **Lack of information** Habitat mapping Zoning in the Harbour Designated areas and zoning; Natural heritage and resources Functioning of processes in relation to the zoning of the Harbour Carrying capacity.
- **Lack of integration**- Development of marginal land without consultation; Potential conflict of industrial complex and environment.

Tourism, Recreation and Culture:

- **Address access to the harbour**, - road network, parking, access for recreation – beach, pier, and marinas.
- **Responsibility for foreshore** – need for clarification of the limits of statutory control in the Harbour.

- **Land/shore use** – need for strategic view of marina development, ISPAT redevelopment, Spike Island – World Heritage Potential.
- **Under-utilisation of amenity potential for Harbour.**
- **Need for identification & preservation of natural and cultural coastal/maritime heritage** not identified, maintained, promoted – Harbour trail should be developed.
- **Added value of inter-agency working** - needed to be examined. Partnership approaches important for promotion and dealing with inter-linked issues.

Management, Spatial Planning and Integration:

- **Lack of integration in planning and management.**
- **Mix of land uses** – causes problems.
- **Marine use** – need for integrated approach.

Having identified a series of issues, the Forum has developed a strategy for implementation that is based on a voluntary partnership between key statutory agencies and local stakeholders that will focus attention on the Harbour as a whole, and deliver a set of agreed actions to enhance the future development of the coastal zone. Although the strategy is non-statutory, it aims to bring about a new approach to coastal management in Cork Harbour by focusing the attention on the regulatory duties and powers of the statutory agencies to deliver their goals. The aim is to complement the work of existing organisations and to achieve added value for the stakeholders involved. The Strategy provides a framework where local stakeholders are encouraged to engage in positive action towards the promotion of Cork Harbour.

Key lessons from this approach is that to develop any substantive activity on identified issues stakeholders need to be fully integrated within the approach and process for implementation whereby they develop a strong ownership of the activities.

Conclusions

Identification of issues for coastal management is important. However, their prioritisation is less to do with a crude assessment of the “value” of the issue but rather the manner of interaction between the various stakeholders with an interest in both the coastal zone and the identified issue. Unless there is a mechanism and process to generate fora to provide opportunity for all interested stakeholders to debate and negotiate approaches to address issues in an integrated and holistic manner, as prescribed in the EU ICZM Recommendation principles. If this is not the case then issues tend to become the “property” of single sector, single interest groups, and each sector/group becomes embroiled in the norm of defensive coastal management, often in competition with other sectors/interests, with restricted and constrained stewardship of coastal issues.

References

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