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MRI: Martin Ryan Marine Science Institute, National University of Ireland, Galway, Ireland

Case Study 2

Principle 2- Long term perspective

This presentation was compiled by **Dr Valerie Cummins** from University College Cork, Eire as a contribution to the INTERREG IIIB project Coastal Research and Policy Integration (COREPOINT).

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According to the EU Recommendation on ICZM, Integrated Coastal Zone Management (ICZM) should be based on *“a long term perspective which will take into account the precautionary principle and the needs of present and future generations”*. The Precautionary Principle implies that rather than await uncertainty, regulators should act in anticipation of any harm in order to prevent it. Consideration of the needs of present and future generations is implicit in the language of sustainable development which advocates *“meeting the needs of present generations without compromising the ability of future generations to meet their own needs”*.

Taking a long term perspective on coastal planning and management is a challenging aspiration considering the vested interests among various coastal sectors. For example, convincing industry stakeholders to apply the Precautionary Principle in a potentially vulnerable fishery can be met with significant opposition in light of the concerns over the protection of coastal livelihoods.

Bantry Bay located on the south west coast of Ireland is an area of outstanding natural beauty, predominantly rural in nature, with small urban communities in its surrounding towns and villages. Bantry Town is the largest urban area with a population of over 12,000 people. The long, narrow bay is characterised by a naturally deep water body, which stretches approximately 50km in length and up to 10km wide.

The Bantry Bay Charter project under the EU Life II Demonstration Programme, was initiated to develop a **consensus based Integrated Coastal Zone Management Strategy for Bantry Bay** and was led by the local authority, Cork County Council, in partnership with the Coastal and Marine Resources Centre, University College Cork, and the Nautical Enterprise Centre from the Cork Institute of Technology.

The Bantry Bay Charter Project was implemented between 1997 and 2002. The case study highlights both success and failure in implementing this Principle. Success is evidenced in the initial phase of the project (1997-2000) and failure is evidenced in the second phase of the project (2000-2002).



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Bantry Bay: Background and Issues







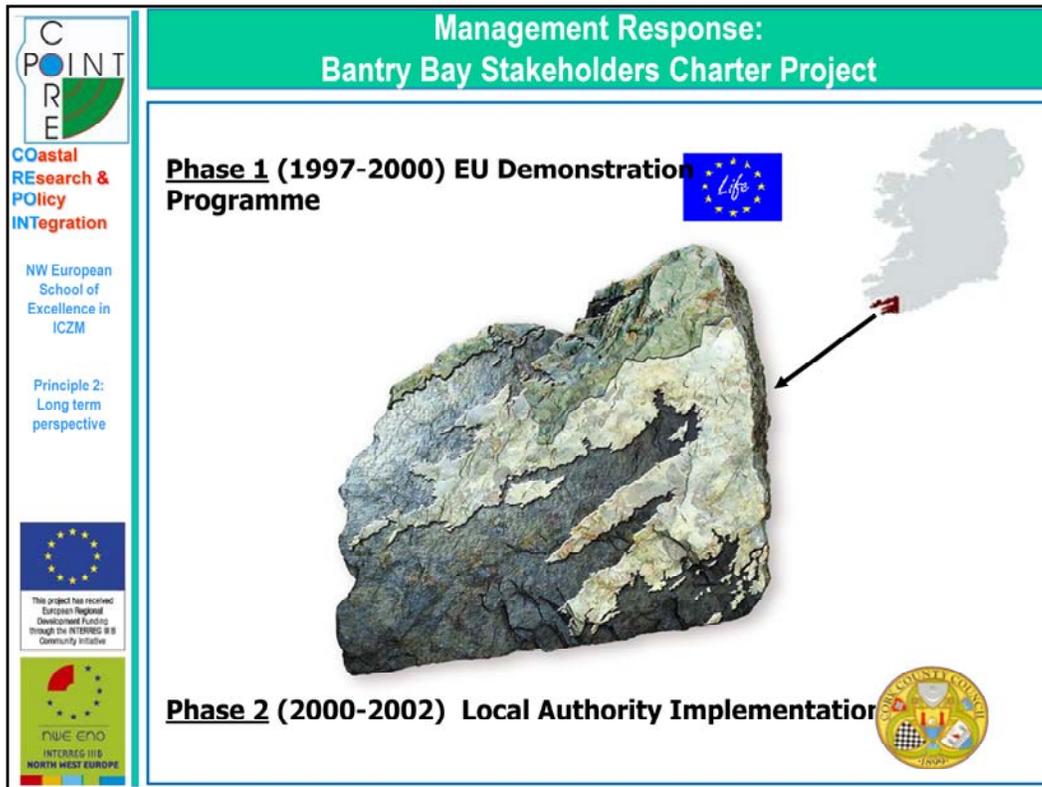

- Rural, scenic location in South West Ireland
- Naturally deep water bay
- Multiple uses
 - Oil tankers transportation
 - Fish Farming
 - Quarrying
 - Tourism
 - Fisheries Harbour
 - Extensive agriculture
- Issues:
 - Lack of coordination
 - Vested interests
 - Safety of oil trans-shipment
 - Ballast water
 - Use conflict

The bay hosts multiple and diverse activities. For example:

- Deep water for navigation by large oil tankers. *Issue: Safety concerns were exacerbated by the memory of the Betelguese Disaster, when an oil tanker caught fire, killing 51 people in 1979.*
- A super quarry exports stone by sea to UK markets. *Issue: Risk of contamination by disease transmitting organisms via ballast water for aquaculture.*
- Castletownbere on the north coast is the second largest fishery harbour in the country. *Issue: Overlapping demands on marine infrastructure emphasise the need for integrated planning, construction and use of infrastructure.*
- Aquaculture producing approximately 4,000 tonnes of rope mussels annually, worth an estimated €2.5million and employing over 200 people. *Issue: Sustaining increased aquaculture development and productivity in light of environmental and economic risks.*
- Extensive farming and tourism industries are important to the local economy. *Issue: Maintaining environmental quality, including protection of conservation areas.*

A combination of factors led to the identification of Bantry Bay as ‘an ideal location to assess the failings of the environmental management procedures and mechanisms in the coastal zone in Ireland and to pilot an alternative approach’ (Cork County Council *et al.*, 2001). These included:

- Multiple use profile of the Bay with potential for use conflict among various coastal interests
- Absence of a national or local strategy for coastal management
- Heightened demand for space and development driven by need to maximise diversity of resources
- Lack of coordination between statutory bodies with responsibility for promoting and regulating development within the area.



**Management Response:
Bantry Bay Stakeholders Charter Project**

Phase 1 (1997-2000) EU Demonstration Programme

Phase 2 (2000-2002) Local Authority Implementation

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Management response - The ICZM process brought together over 200 stakeholders to identify common issues and find meaningful solutions to problems ranging from governance to infrastructure developments. The extent of public participation in the process and the approach to consensus building among a vast array of stakeholders, were unique features of the management response. The success of the initial phase of the project (**Phase 1: 1997-2000**) was evidenced by the launch of the Stakeholder Charter agreed by all interest groups, following lengthy negotiations of around 23 different proposals. The vision presented within the Charter sees the coastal zone of Bantry Bay as a flourishing place with a quality of life enjoyed by all:

- Where the natural environment of the area is protected and improved.
- Where there is opportunity for all residents and future generations to live and work in the area.
- Where respect for environment and economic success go hand in hand.
- Where there are opportunities for recreation and fulfilment for residents and visitors alike.
- Where people work together for shared benefits and resolve differences to build a better future.

The Charter Document, produced at the end of the EU Life programme funding, demonstrates a commitment to maintaining a *Long Term Perspective* with numerous references to future generations in its objectives and recommended actions. The success of the project at the local level, coupled with the reputation of the project across Europe as a flagship project in public participation and consensus building for ICZM, led Cork County Council to agree to support an implementation phase. This **second phase (2000-2002)** of the project focused on implementing an Action Plan, lasted just under 2 years. It came to an end when funding was abruptly withdrawn by the Local Authority so despite embedding the Principle of a *Long Term Perspective* within the Stakeholders Charter, failure to take a long term perspective of the ICZM process from the outset, jeopardised the successful achievement of its aims. This lack of long term planning, and failure to demonstrate successful implementation of ICZM has dogged numerous ICZM initiatives across Europe over the last decade.

Tools & techniques for implementing the Principle

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- Stakeholders Charter
 - Issues Report
 - 70 groups & 200 issues
 - Process took 18 months (not 6 as scheduled)
 - Roundtable Meetings
 - 2 roundtable meetings
 - Working Groups (dispute resolution)
 - 50 meetings over 11 months
 - Six working groups
 - 23 proposals – basis of Charter
- Quality Assurance
- Dissemination Techniques
- GIS

The Bantry Bay Coastal Zone Charter
EU Seminar and Launch - Friday 29 September 2000
Details: Kevin Lynch, Planning Department,
County Hall.

Tools & techniques that can be applied and advantages of adopting the principle

Tools utilised to help stakeholders to reach a common vision for the coastal zone of Bantry Bay, which encapsulated a *Long term perspective* led to the adoption of a **Stakeholder's Charter**, the cornerstone of Phase 1 of the project, it involved a number of steps including:

- Issues Report: 70 groups & 200 issues were identified and took 18 months (not 6 as scheduled)
- Roundtable Meetings: Two roundtable meetings were convened
- Working Groups (dispute resolution): 50 meetings over 11 months, inc. DCMNR; Six working groups; 23 proposals – basis of Charter

Part of this process involved capacity building in **Alternative Dispute Resolution (ADR)** techniques. However, serious concerns arose about the apparent 'engineering' of disputes as examples to pilot test ADR. Thus, the use of such a tool should be adopted with care where sensitivities exist about local conflicts.

Quality Assurance – A QA process implemented within the project utilising independent ICZM expert reviewers was a useful tool for monitoring progress on the project, and for checking project compliance with a set of overarching guidelines.

Dissemination Techniques – Dissemination techniques employed within the project covered a range of approaches from the publication of newsletters, to the hosting of public meetings, seminars and an Internet site. The need for ongoing dissemination cannot be under-estimated to facilitate communication and to achieve a *Long term perspective* for ICZM.

Geographic Information Systems (GIS) – GIS was used to collate and integrate information on the resources of Bantry Bay, to create a publicly accessible resource management tool for stakeholder use during the project and to coordinate the information needs of regulatory authorities.

Links to other Principles

National Planning Achievement Award 2000:



‘The Bantry Bay Coastal Zone Charter has broken new ground in the practical application of **public participation** techniques and consensus building in developing an integrated planning strategy for sustainable development’.






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Links to other principles

The Bantry Bay Charter Project also demonstrates the Principle of *Public Participation* very effectively. In fact the impact of the project in highlighting an approach to public participation in ICZM was recognised by the Irish Planning Institute, when it received the National Planning Achievement Award, 2000. The following citation was given at the award ceremony:

‘The single distinguishing feature of this project is the extent and involvement of all stakeholders in the community establishing an agreed basis for identifying issues of concern to the future management of the area, in generating proposals, and ensuring feedback through public consultation. The Bantry Bay Coastal Zone Charter has broken new ground in the practical application of public participation techniques and consensus building in developing an integrated planning strategy for sustainable development. As such it provides a model for environmental mediation, conflict resolution, and the development of constructive relationships between differing organisations and bodies in the area. There is no doubt that the techniques explored in this project will be relevant elsewhere, particularly given the emphasis placed on sustainable development and public participation in the Planning and Development Act 2000. It represents an exemplary approach to coastal zone management for the future.’



Conclusions and Outcomes

- The Bantry Bay Charter Case Study demonstrates that it *is* possible to achieve consensus on a *long term perspective* for a coastal area, among exceptionally large numbers of stakeholders with vested interests in an ICZM process.
- The key to operationalising this Principle lies in the implementation of well managed public participation techniques.
- The adoption of a long term perspective within an ICZM strategy becomes meaningless unless the ICZM *process itself* is supported by a long term view, incorporating mechanisms for full implementation.

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Conclusions and outcomes

Conclusions and lessons learned in relation to adopting a Long Term Perspective from the Bantry Bay Charter Case Study:

The Bantry Bay Charter Case Study demonstrates that it *is* possible to achieve consensus on a long term vision for a coastal area, among exceptionally large numbers of stakeholders with vested interests in an ICZM process.

The key to operationalising this Principle lies in the implementation of well managed public participation techniques that are flexible enough to deal with diverse stakeholder interests. This requires a significant effort on behalf of the project managers, which should not be underestimated. Furthermore, tools such as GIS can be useful for helping stakeholders to engage in a visioning process.

Finally, the adoption of a long term perspective within an ICZM strategy becomes meaningless unless the ICZM process itself is supported by a long term view, incorporating mechanisms for full implementation.



Questions

1. Is the description of the Principle on adopting a *Long term perspective* adequate as it appears in the EU Recommendation on ICZM?
2. What changes could have been made in the Bantry Bay Charter Project to ensure that a *Long term perspective* could have been adopted in a holistic way?
3. Is the impact of the Principle pertaining to a *Long term perspective* lessened if it is adopted in the absence of the Principle of *Public participation*?

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