TOWARDS SUSTAINABLE ESTUARY MANAGEMENT IN ENGLAND

FINAL REPORT

March 1999

Part 2 - Evidence of Analysis

THE EVIDENCE OF ANALYSIS REPORT

CONTENTS

COVERING NOTE

The Evidence of Analysis presents:

- Information on the rationale and method used (e.g. derivation of the financial input data).
- Limitations to the data sets.
- A significant amount of information on the findings of this study which has had an important bearing on our discussion and conclusions.
- Selected graphs.

There is regular cross referencing between this report and the Results and Recommendations Report to assist the user in accessing more detailed information if this is required.

Appendix 1 - Awareness raising analysis

1.1 Introduction

For the purposes of this study, awareness raising has been classified as an output of estuary management. All estuary management processes in England are carrying out work that is geared towards awareness raising. It is not clear whether or not all of these awareness raising activities are assisting in progress towards sustainable development.

1.2 Rationale

The data set can be broadly subdivided into two categories:

1. Statistical information that outlines the amount of awareness raising occurring, and the level of importance that participants in this study place upon it, (e.g. percentage of consultees who view awareness raising as a strength of estuary management; percentage of estuary management partnerships producing an action plan). All of this information is drawn from telephone interviews.

2. Summary information about why awareness raising is considered to be important in estuary management, and examples of the types of activity being undertaken by different estuary partnerships.

1.3 Method statement

Each of the data sources listed below has been examined and information that relates to awareness raising within the context of the estuary management process has been extracted. Primary data sources for this information are:

- Summary table of the telephone interviews.
- Review of progress towards English Nature's corporate objectives for the sustainable use of England's Estuaries.
- Interim review of the progress of English Nature's Estuaries Initiative.
- Summary of results of exploration of good practice from elsewhere in the UK and overseas.

Using this data set, an assessment has been made in the Results and Recommendations report of:

- How awareness raising relates to the origins of estuary management in England.
- The types of awareness raising activity being carried out by estuary management processes.
- Whether awareness raising activities match the core functions of estuary management.

1.4 Confidence in the data

A reasonable amount of information has been supplied on the types of awareness raising activity being undertaken on England's estuaries. There is however, little detailed information on the nature of and rationale behind each activity and the evaluation of its quality.

Data collected on awareness raising is summarised below in Table 1. In addition, Box 1 provides as an example, a more detailed breakdown of awareness raising material recently produced by the Solent Forum and the Morecambe Bay Strategy.

Table 1   Summary of data collected on awareness raising.

Data source	Reference to Awareness Raising
Summary table of the telephone interviews	**Questionnaire A19.** **What added value do you see coming from your EM Initiative?** 63% cited cross sectoral working / integration / co-ordination as added value. **Strengths, questionnaire A** 52% saw estuary management process as raising the profile of the estuary. 41% saw the estuary management process raising partners profile as a strength. 4% saw events and initiatives as a strength. 33% saw a easier path through consultation due to the estuary management process as a strength. **Strengths, questionnaire B** 77% saw improved communication as a strength. 69% saw the estuary management process as raising the profile of the estuary. 23% saw the estuary management process raising partners profile as a strength. 38% saw events and initiatives as a strength. **Questionnaires A & B** 10% saw awareness raising as a type of influencing. **Strengths, questionnaires A & B:** 57% saw improved communication as a strength. 62% saw the estuary management process as raising the profile of the estuary. 43% saw the estuary management process raising partners profile as a strength. 14% identified events and initiatives as a strength. **Quantifiable outputs- % of projects participating in telephone questionnaires that produce the listed outputs** Newsletter-67%, Leaflets-75%, Posters-25%, Events-100% Media / Press-100%, Presentations-100%, Meetings-100% Annual Report-42%, Action Plan-33%, Events calendar-17%, Progress reports-33%, Website-33%, Projects-67% Workshops-83%, Conflict Resolution-50%, Piggy back on other publications-100%.
Audit of House of Commons Select Committee on the Environment – Report on Coastal Zone Protection and Planning	No mention of awareness raising.
Audit of Governments Response to the House of Commons Select Committee on the Environment - Report on Coastal Zone Protection and Planning.	Government agreed with the Select Committee that given the complexities of the issues, and the need for focus on the coastal zone, it is in all cases vital that responsibilities should be as clear as possible. It does not believe that there is widespread poor co-ordination. However, the division of responsibilities for coastal defence, pollution, for research and for local estuary management have been criticised. Policy Guidance for the coast was subsequently produced. This helped to make clear the legislation that is operative within the coastal zone. Individual estuary management plans should also outline the legislative framework for relevant organisations at local level.

Data source	Reference to Awareness Raising
Analysis of the consultation on English Nature's Strategy for the Sustainable Use of England's Estuaries.	No mention of awareness raising.
Progress towards English Nature's corporate objectives for the Sustainable Use of England's Estuaries.	**EN objective / issue:** Encouraging estuary managers to understand the aims and implications of sustainable development. **Progress to date:** Estuary management plans contain a definition of sustainable development. The policies / objectives seek to articulate the principle of sustainable development through policy guidance. **Strength:** Awareness of sustainable development raised. **EN objective / issues:** Promoting sustainable development opportunities such as re-use of existing development to reduce demand for previously undeveloped areas. **Progress to date:** estuary management plans generally contain policies that encourage recycling of brownfield land for development in preference to greenfield sites. **Weakness:** No attempt has been made to measure the link between the existence of relevant estuary management plan policies and influence the recycling of land.
Interim Review of the Progress of English Nature's Estuaries Initiative (Grabrovaz 1995).	**"To raise awareness of the importance of estuaries" is one of the overall objectives of English Nature's Estuaries Initiative.** **Progress to date:** Key focus of the estuary management process has been to raise awareness. Indeed, the management frameworks and networks established to prepare estuary management process has been an effective tool at raising awareness. Many examples of best practice e.g. posters, events, newsletters, setting up news group's etc. **Quantifying outputs / benefits:** Few attempts to measure changes in perception and awareness Grabrovaz review (1995) concluded that good progress has been made but did not attempt to quantify increased awareness (value based judgement). Increase involvement and raising awareness is patchy amongst those engaged in the process and between sectors: • Representation – private sector and local community involvement can be very patchy (Small & Medium sized Enterprises). • Communication and co-ordination – officers engaged in management and working groups may be aware but is the message being conveyed vertically and horizontally throughout their organisation / network?
Workshop evaluation sheet analysis	The process of co-ordinating, arbitrating conflict and raising awareness was seen as key for the estuary management process and not the planning documents itself. The plan was seen as a way of getting people involved.
1:1 meeting with English Nature (7.1.99)	**Strength:** Links have been established with communities either directly or indirectly via publicity material. Therefore, the image of estuaries must have improved.

Data source	Reference to Awareness Raising
1:1 meeting with Mr Richard Chapman (DETR – European Wildlife Division).	No mention of awareness raising.
1:1 meeting with Mr Simon Hopkinson (DETR Countryside Division).	No mention of awareness raising.
1:1 meeting with Dr Malcolm Vincent (JNCC).	Lot of concern within NCC about attrition re. Planning decisions and Bills, e.g. Folkestone Docks, Cardiff Bay. The value that NCC placed on estuaries didn't match the views of the public. Recognition of this by NCC resulted in the review report produced by Davidson et. Al. The report was then used as the basis from which NCC council decided to adopt a new approach to NCC's work on estuaries. NCC / English Nature goal: To carry out work that would decrease the steady attrition on England's Estuaries.
1:1 meeting with Paul Webster and Diane Beck (Government Office North West).	No mention of awareness raising.
1:1 meeting with Peter Barham (Environment Agency).	The estuary management process has assisted with: • Raising awareness of organisations and estuaries. • Raising awareness and contributing to thinking on sustainable development.
Summary of results of exploration of good practice from elsewhere in the UK and overseas.	**How do you promote and publicise the work of your project?** Chichester Harbour Conservancy • No response. Dorset Coast Project • Meetings with the forum, press releases/ media coverage, Internet (in prep.), CD-ROM (in prep.). Forth Estuary Forum • Events (e.g. Tall Ships Visit). Magazine articles, seminar series, small amount of PR, e.g. radio. Fraser River Estuary Management Plan • Web page, annual reports, newsletters, fact sheets. Sefton Coast Management Scheme. • Bi-annual coastal newsletter (Direct mailing 1000 people) and available through libraries and coastal centres. Internet. Partners carry out their own events using the scheme logo. Journals and conference proceedings. Solent Forum • Leaflets, website, bi-annual newsletter, displays at events, bi-annual forum meetings.
Write up of North & South Workshops and EPO Workshop	No specific reference was made to awareness raising in the options presented though comment was recorded about the usefulness of the estuary management process and specifically partnership working in raising awareness and helping to prevent conflict via shared understanding.

Data source	Reference to Awareness Raising
Table of opportunities and threats, to accompany analysis of strengths and weaknesses contained within telephone interview analysis	Note – the numbers in brackets are the numbers of responses specifically mentioning the opportunities and threats out of a sample of 37.

Improved communication:

- Improved communication of co-ordination (3).
- Raised awareness of estuary (7).
- Direct personal contact speeds up the identification of problems before they become major – a point of contact to enable clarification.
- Networking with other interests (6), pulling diverse groups in same direction.
- Communication and awareness of others roles improved (3).
- Greater awareness of activities on water – both an opportunity and a threat of interference.
- Communicating and dispelling unfounded beliefs.
- All decision makers have the strategic perspective.

Positive publicity:

- Demonstrating environmental responsibility.
- Communication and publicity can potentially be shared and better co-ordinated.
- Greater awareness of issues e.g. Sea Level Rise.

Promotion of the work of individual stakeholder organisations:

- Improved awareness of government and NGOs related to priorities.
- Improved understanding of mutual objectives (5).
- Improved understanding of the role of organisations dispels unfounded beliefs (8).
- Make organisations become more politically astute.
- Co-ordinated awareness and greater awareness.
- Communication awareness has increased.
- Alternative mechanism for pursuing nature conservation gains (2)
- Better communication plus PR and give focus points, improves awareness of the role of the company (preaching to the converted), better understanding of the regulatory and financial framework that the company works (but still does not alter attitudes). Stung for investment rather than equitable distribution.
- Opportunity to promote scheme development (via newsletters etc.)

Box 1

Solent Forum
- Towards Strategic Guidance for the Solent, March 1996.
- Strategic Guidance for the Solent, December 1997.
- Bi-annual newsletter 'Solent News' (Circulation approx. 500).
- Solent Events List Autumn / Winter 1998.
- Explore the Solent (visitor leaflet), July 1998.
- Solent Science Conference Interim Report, November 1998.
- Website www.solentforum.hants.org.uk. Containing information about the work of the Forum and its members. Information is placed on the site free of charge for those Forum members who do not have access to a website.
- Two day Science Conference, September 1998.
- Exhibited at the International Festival of the Sea, August 1998.

Morecambe Bay Strategy
- Morecambe Bay Strategy. October 1996.
- Morecambe Bay Standing Conference (has met four times between 1996 and 1998).
- Agenda for Action, 1998.
- Baywatch newsletter.
- Bay by Day diary of events.
- Public Health Seminar.
- Great *Spartina* Debate.
- Mermaids Purse (coastal education project).

Appendix 2 - Conflict prevention analysis

2.1 Introduction

For the purposes of this study, conflict prevention has been classified as an output of estuary management. Definitions have been produced in order to clarify the difference between conflict prevention, conflict resolution and consensus building. These are located within section 7.2 of the Results and Recommendations Report.

2.2 Rationale

The data set can be broadly subdivided into two categories:

- Statistical information that outlines the type of conflict prevention / resolution related work being undertaken in estuary management, and the level of importance that participants in this study place upon it, (e.g. percentage of consultees who view conflict resolution as a strength/weakness of estuary management; percentage of estuary management partnerships that have positively resolved conflict). All of this information is drawn from telephone interviews.
- Summary information about the origins and role of conflict resolution and conflict prevention in estuary management, and examples of conflict resolution activities being carried out by different estuary partnerships.

2.3 Method statement

Each of the data sources listed below has been examined and information that relates to conflict prevention within the context of the estuary management process has been extracted. Primary data sources for this information are:

- Summary table of the telephone interviews.
- Analysis of the consultation on English Nature's Strategy for the Sustainable Use of England's Estuaries.
- One to one meetings with key stakeholders.
- Summary of results of exploration of good practice from elsewhere in the UK and overseas.

Using this data set, an assessment has been made of:

- The role of conflict resolution / prevention in estuary management.
- The degree to which estuary management is successful in positively resolving conflict on estuaries.

This assessment is presented within section 7.2 and discussed in section 8.2 of the Results and Recommendations Report.

2.4 Confidence in the data

The amount of information provided during data gathering on conflict prevention and conflict resolution is limited. As a result, the sections within the Results and Recommendations report on conflict prevention should be viewed with caution because there were few opportunities to question consultees on the detail of the conflict resolution process.

Data collected on conflict prevention is summarised below in Table 2. In addition, Box 2 provides as an example, a case study on conflict resolution of water-skiing problems on the Lune Estuary.

Table 2   Summary of data collected on conflict prevention / resolution.

Data source	Reference to conflict prevention / resolution
Summary table of the telephone interviews	**Questionnaire A.16. Has the estuary management process positively disadvantaged the interests of you organisation?** 15% said yes. **Questionnaire B.16. Can you think of examples where the estuary management process has positively resolved conflict in the area?** 15% said yes. Questionnaire B, strengths: 31% saw conflict resolution as a strength of estuary management. 77% saw conflict avoidance as a strength of estuary management. Questionnaire B, current issues: QB. 8% saw independence and impartiality as a current issue. QA+B. 3% saw independence and impartiality as a current issue. Questionnaire A & B: 39% saw conflict resolution as a type of influencing. Questionnaire A & B, strengths: 19% saw conflict resolution as a strength. 24% saw conflict avoidance as a strength. Questionnaire A, weaknesses: 19% felt that a weakness was that the process is susceptible to the power of big partners. Questionnaire A & B, weaknesses: 11% felt that a weakness was that the process is susceptible to the power of big partners.
Audit of House of Commons Select Committee on the Environment – Report on Coastal Zone Protection and Planning.	Management plans should chiefly take account of problems relating to recreation, fishing and the potential for environmental damage, and archaeological interests, with different emphasis dependent upon the particular pressures of the area. Our assessment that "Management plans will have different themes depending upon the particular pressures of the area" is an interesting point. Estuary management plans have become very wide, and don't necessarily home in on key pressures.
Audit of Governments Response to the House of Commons Select Committee on the Environment - Report on Coastal Zone Protection and Planning	No mention of conflict resolution.

Data source	Reference to conflict prevention / resolution
Analysis of the consultation on English Nature's Strategy for the Sustainable Use of England's Estuaries.	**Issue raised:** Need a method for adjudicating between conflicting views – consensus voluntary approach has limits. Local estuary managers need enhanced power to implement. (by Clwyd County Council and RSPB). **Has it been addressed?** Issue not addressed. Attempts at the consensus approach are backed up by the statutory duties of the agencies. **Issue raised:** Failure to accept that some issues are of overriding concern and that consensus may not be realistic. Estuary management plans need to clarify their relationship with the responsibilities of the statutory agencies (e.g. DOE, MAFF, and RYA). **Has it been addressed?** Partially addressed – the majority of estuary management plans state that the fall back position if consensus is not working is the statutory system.
Progress towards English Nature's corporate objectives for the Sustainable Use of England's Estuaries	**English Nature objective / issue:** Managing other activities and their effects to protect remaining areas of nature conservation value within developed areas of estuaries and maintain the viability of such areas. **Progress to date:** Estuary management plans cannot manage the effects of these activities. The estuary management plan is advisory and can only encourage the individual stakeholders to take account of its guidelines. **Strength:** In the estuary management process's ability to co-ordinate and facilitate. **Weakness:** Estuary management plans do not have the power or authority to manage the activities of others.
Interim Review of the Progress of English Nature's Estuaries Initiative (Grabrovaz 1995).	No mention of conflict resolution in audit.
Workshop evaluation sheet analysis.	The process of co-ordinating, arbitrating conflict and raising awareness was seen as key for estuary management and not the planning documents itself. The plan was seen as a way of getting people involved.
1:1 meeting with English Nature (7.1.99).	**Your overall feelings about the success of English Nature's Estuaries Initiative - now that the programme is drawing to a close. Did it meet/fail to meet/exceed your original expectations?** Dynamic behind Estuaries Initiative was the torrid time that Nature Conservancy Council had in the 1980's, with regular: • Conflict. • Public inquiries. • Isolation from other users. This made Nature Conservancy Council / English Nature and nature conservation unpopular. As a result, English Nature began to search for new ways to deliver nature conservation on estuaries, and began to interest people in the idea of sustainability. Additionally the following needs were identified: • Defuse issues before they reach the conflict stage. • Reduce casework.

Data Source	• Stop the tide of habitat loss within estuaries by raising awareness. Reference to conflict prevention / resolution
1:1 meeting with English Nature (7.1.99)	This sets the context for the Estuaries Initiative. It is hard to quantify the success of this. On the plus side there has been an improvement in 'atmosphere' and a reduction in feelings of 'them and us'. This has done a lot of good. However, English Nature's overall feeling is that estuary management plans lack substance. They deal well with peripheral issues, but can't deal with the really big issues. Weakness: Lack of real influence on the big issues e.g. ports. An important point to understand is the significance of 'depth of partnership'. Many projects have developed a partnership that is sufficiently strong to produce a draft EMP. In order to move beyond this, the partnership needs to develop further. Objective for estuary management 25 years from now: More consensus between regulatory authorities, and an effectively co-ordinated sectional approach to estuary management which has an environmental / sustainable development ethic deeply embedded across all sectors.
1:1 meeting with Mr Richard Chapman (DETR – European Wildlife Division).	No mention of conflict resolution
1:1 meeting with Mr Simon Hopkinson (DETR Countryside Division).	No mention of conflict resolution.
1:1 with Diane Back and Paul Webster (Government Office North West).	Concern regarding the duplication and apparent confusion of initiatives in the coastal zone. This could potentially lead to conflict between initiatives. Is there a role at the regional level to simplify the process?
1:1 with Peter Barham (Environment Agency).	Joint objective setting could help avoid conflict though there is a danger of the objectives becoming nebulous.
1:1 meeting with Dr Malcolm Vincent (JNCC):	Lot of concern within Nature Conservancy Council about attrition re. planning decisions and Bills, e.g. Folkestone Docks, Cardiff Bay. The value that Nature Conservancy Council placed on estuaries didn't match the views of the public. Recognition of this by Nature Conservancy Council resulted in the review report produced by Davidson et. al. The report was then used as the basis from which Nature Conservancy Council decided to adopt a new approach to its work on estuaries.
Summary of results of exploration of good practice from elsewhere in the UK and overseas	**Can you think of examples where your project has positively resolved conflict in the area?** Chichester Harbour Conservancy: • Yes, lots. Do you want details. Dorset Coast Project: • Conditions of operations of ship-to-ship transfer area in Lyme Bay. • Handling local input to CFP reform and retention of 6/12 mile limit. • Backing for possible World Heritage bid. Forth Estuary Forum: • Yes, quantifiable ? Fraser River Estuary Management Plan: • Many conflicts between port-related land uses and conservation interests – main success have been systems for directing development away from valuable habitats.

Data Source	Evidence of conflict prevention / resolution
	Sefton Coast Management Scheme • The underlying 'conflict' between access for recreation and nature conservation (which led to the establishment of the scheme) has been very much solved. Currently the scheme is trying to set out the need for a balance between woodland habitats and open dune habitats, and also trying better to explain the need to work with coastal processes. Solent Forum • The emphasis of the project is co-ordination, communication and information dissemination, and not conflict resolution.
Write up of North & South Workshops and Estuary Project Officer Workshop.	No reference made to conflict resolution in the workshops which examined issues and future options.
Table of opportunities and threats, to accompany analysis of strengths and weaknesses contained within telephone interview analysis.	Use conflict resolution to focus communities on estuary.

Box 2

Case study: Conflict resolution of water-skiing problems on the Lune Estuary, Lancashire

This box provides one of the few examples successful examples of conflict resolution in estuary management. The core of the conflict resolution process took two months, and the solution reached is reported to be still effective.

Background
The Lune Estuary, Lancashire is an important wildlife site, designated as an SSSI, special Protection Area and candidate Special Area of Conservation. An area of the estuary in the vicinity of the 'Golden Ball' pub at Snatchems is a popular location for water-skiing and personal watercraft use.

In the early 1990's local wildfowlers (who own the land) and bird watchers became concerned that birds were being disturbed by personal watercraft using small channels in the estuary. In addition water-skiers were occasionally picnicking on salt marsh areas that are used as bird roosts.

The bird interests approached English Nature in order to seek action to stop water-skiing and personal watercraft use on the Lune. In turn, English Nature approached Lancaster City Council (the Local Authority), to explore whether bylaws could be brought in to regulate activities. The situation simmered for several years until 1994, by which time work was underway on the Morecambe Bay Strategy. Lancaster City Council approached the Estuary Project Officer to see if he could attempt to resolve the conflict.

Resolution
The following conflict resolution steps were taken;

1. A meeting of water-skiers and personal watercraft users was organised at the Golden Ball Pub in Spring 1994, and a representative from the British Water-ski Federation were invited along to give a presentation.

2. The Estuary Project Officer and an officer from Lancaster City Council set out the concerns of the bird interests and outlined the options for proceeding. These options were:
- A voluntary code of conduct.
- Statutory regulation of boating activities.
- A ban on water-skiing on the estuary.

3. Although the initial reaction from the water-skiers / personal watercraft users was hostile, by the end of the meeting 90% of the people present realised that solving the problem was in their interests, and agreed to nominate some people to look at resolving the issue.

Outcome
Within two weeks, the water-skiers had agreed a code of conduct amongst themselves. A meeting between wildfowlers, birdwatchers and water-skiers was held at Lancaster City Council's offices. After a frosty start to the meeting the group discussed the code of conduct and the bird interests agreed that, subject to a few minor amendments, it would solve 90% of the problem.

The people involved held a number of meetings over the following couple of years to keep on top of the situation. Water sports representatives found that over 90% of water-skiers and most jet skiers were willing to observe the code of conduct.

Reasons for success
Attitude: all involved approached the problem with an open mind.
Approach: water-skiers welcomed the fact that the estuary project officer and the local authority officer came out of the office to face the music (rather than sending officious letters).
Status: the 'professional' representatives involved on all sides were all well respected. In addition, the estuary project officer knew how to water-ski.
Action: everyone went straight to the heart of the problem, without 'beating round the bush'.

Source: Dr J. Andrews (North West and North Wales Sea Fisheries Committee).

Appendix 3 – Influencing and co-ordinating the plans of others

3.1 Introduction
There is a multiplicity of statutory and non-statutory plans that operate within estuaries. Since 1992 the sheer number of plans and initiatives that have been prepared has created potential for duplication and overlap.

In the absence of explicit Government guidance on the integration and co-ordination of plans in estuaries (and more widely in the coastal zone), local approaches and partnerships have been established on different estuaries.

3.2 Rationale
The analysis identifies the main initiatives and plans affecting estuaries and makes an assessment of their relationship and degree of integration with estuary management plans.

3.3 Method Statement
Two primary data sets were used for this analysis:

- Structured telephone interviews carried out with 37 stakeholders.
- Data collected in 1997 by English Nature as part of a progress review of estuary management.

The data set was supplemented with follow-up telephone conversations with stakeholders, Estuary Project Officers and chairpersons. In particular, specific questions were asked about the type of influencing of the plans of others.

The analysis focused on the relationship between estuary management plans and:

- Regional initiatives and Regional Planning Guidance (RPG).
- Local Environment Agency Plans.
- Shoreline Management Plans.
- Local Authority District and Borough Plans.
- Local Authority County Structure Plans.
- Special Area of Conservation management scheme.
- Other plans and initiatives including Biodiversity Action Plans, AONB plans, Local Authority functional service delivery plans.

The results were tabulated and compared to the English Nature 1997 data set and with the views of the stakeholders. Discussion of the results draws on specific examples from individual estuary management processes.

3.4 Results
Confidence in the data
Quantitative data has been presented in Tables 3 and 5. Tables 4a and 4b are a qualitative assessment of the responses to telephone interview supplemented by further consultation with stakeholders. These key findings of the quantitative analysis are supplemented by a qualitative discussion of the results of consultation.

It has been assumed that the responses to the telephone interviews, English Nature's 1997 survey and the follow-up questions are objective. It must be noted that the data set is quite small and there are many variables including:

- The stage at which individual estuary management projects is at.
- Some of the projects that responded during the present study were not included in the 1997 data set and vice versa.

Telephone interviews

Table 3 presents a summary of the responses to the telephone interviewees when asked to cite examples of whether estuary management plans were influencing the decision making process. Table 3 is the sum of data from questionnaire A and B.

Table 3 How do the estuary management projects influence decision making?

QU 20 – INFLUENCING DECISION MAKING:		
Yes	21	57%
No	1	3%
	5	14%
Not yet (too early to say as plan not in implementation).		
	10	27%
Not directly attributed to the estuary management process. Note: Not directly attributed response includes views that were not sure if there is a direct relationship between the estuary management process, plans of others' and decision making or not, though intuitively the thought this was the case.		
TYPE OF INFLUENCING:		
Local plan polices	7	23%
Influence Local Plans	17	55%
Structure Plans	8	26%
Decisions and planning applications	9	29%
Conflict resolution	12	39%
SAC facilitation	6	19%
Other coastal initiatives – LEAPs, SMPs and other CZMPs.	10	32%
Regeneration	4	13%
Awareness raising	3	10%
E.U. funding	3	10%
RPG	3	10%
Byelaw	1	3%
BAPs	3	10%

These data provide evidence that the estuary management process is having an effect on the plans and initiatives of others'. More information is required however, on the type of influencing and how it has been achieved. In particular, a concern has been identified about how direct the influence of estuary management plans on the local planning process.

Tables 4a and 4b summarise a more detailed analysis of the responses to the questionnaire. Some of the original responses were clarified with supplementary questions being asked of stakeholders e.g. clarification of the type of policy influence.

Table 4a – Estuary management plan (EMP) influence and co-ordination with Local Environment Agency Plans (LEAPs), Shoreline Management Plans (SMPs) and Natura 2000 sites.

Site	LEAP	SMP	Natura 2000 Sites
Colne	Too early.	Too early	N/A
Dart	Draft MOU with Environment Agency	Directly comment during consultation. MOU in progress	
Dee	CMP and Strategy developed in tandem. Draft LEAP makes explicit reference to the Strategy.	Project Manager on SMP Steering Group, detailed comment. SMP boundary expanded upstream to tidal limit beyond Coastal Protection Act boundary.	Discussion initiated on SPA scheme of management with Countryside Agencies.
Duddon			
Fal	LEAP and EMP developed in tandem, published and launched together in joint event.	Little direct influence. EMP draws attention to the production of a SMP.	SAC management scheme has replaced the EM process. Management Group replaced by Relevant Authorities Group.
Humber	No LEAP to be produced. The EMP will deliver the Agency's LEAP requirements.	Estuary Shoreline Management plans being produced. Relationship clarified between the EMP and the Flood Defence Committee – Environment Agency Action Plan produced.	N/A
Mersey	LEAP delivered through Mersey Strategy and joint Mersey Estuary Action Programme.	Little influence – estuary largely omitted beyond coast protection act boundary.	SPA arrangements yet to be developed.
Morecambe Bay	Close working and agreement with LEAP.	Check.	SAC scheme of management facilitated through EMP processes and structures. Relevant Authorities group a sub-group of EMP chair by same person.
Northumberland Estuaries – Aln	Lots of influence on the LEAP	N/A	N/A
Poole harbour	Close working relationship with LEAP.	Close working relationship with SMP.	N/A
Severn	MOU with LEAP. SES to provide the co-ordination framework.	MOU with SMP. SES to provide the co-ordination framework.	MOU with LEAP. SES to provide the co-ordinating framework for the Relevant Authorities.
Tamar	LEAP and EMP developed deliberately along same timescales. Direct influence and cross-referencing. Common personnel between the Management Groups.	Little direct influence on SMP as it is not a big issue. Supplied information, consultee.	EMP provides the SAC structures for Relevant Authorities and wider involvement. SAC fully integrated into EMP.
Tees	Directly involved in LEAP.		N/A
Thames	Joint approach with LEAP – producing one seamless document.	N/A	N/A
Wash	Likely that non-LEAP will be produced – subsumed within the Wash Action Programme.		Supports the SAC process – has accelerated the work.
Wear	No influence.	No integration between the two.	N/A

Table 4b – Estuary management plan (EMP) influence on Local and Structure Plans, at the Regional Level and other plans / initiatives.

Site	Local Plan	Structure Plan	Regional Plan	Other
Colne	Too early to say. – though exercise completed look at using the EMP as supplementary planning guidance.	Too early to say. – though the exercise is yet to be completed the EMP is viewed supplementary planning guidance.	Too early to say.	May pursue Heritage Coast definition – influence Local and Structure plans. Harbour closure order and developing new bylaws with community.
Dart	Formal undertaking by Local Authorities to use EMP in planning process.	Formal undertaking by Local Authorities to use EMP in planning process.		AONB MOU in progress. BAP direct influence.
Dee	4 Local Plans influenced by liaison with planning officers and greater emphasis on coastal zone and estuary.	1 Structure Plan and 1 Unitary Development plan has a coastal zone that mirrors the Strategy Zone.	On-going process of working at the regional level.	Local Authority plans directly influenced e.g. countryside management and county footpath strategy. Involved in E.U. funding bids – Ecosert.
Duddon	Difficult to directly attribute – stronger coastal policies now in the Local Plan.	Structure plan to contain greater coastal emphasis.	On-going process of working at the regional level.	
Fal	Direct influence on 1 Local Plan – policy and supporting text for coastal zone policies.	EMP and Estuary Officer directly influenced by preparing the appropriate chapter.	Involvement in the Atlantic Living Coastlines Project.	
Humber	Local Plan influence – small scale.	County CZMP influences.		County CZMP due for revision and will take account of the EMPs.
Mersey	Influenced 1 Local Plan	Influence on coastal policies of a Unitary Development Plan.	On-going process of working at the regional level.	Close linkage with the Mersey Basin Campaign. Involved in E.U. funding bids – Intereg, SRB, ERDF
Morecambe Bay	Directly influenced officer working, working group monitoring policy uptake.	Structure plan to contain greater coastal emphasis.	On-going process of working at the regional level.	
Poole Harbour	Local Plans have been influenced – questionable how direct the EMP was.	No information.	No information.	Direct influence local BAPs and integral part of Harbour Management Plan.
Severn	Plan not published.	Plan no published.	SES will work at the sub-regional level co-ordinating plans.	
Tamar	Direct influence on four local plans by working with planning officers. Drawn attention to issues e.g. intertidal reclamation, lead to joint policy.	Minimal influence on 2 structure plans.		E.U. Life projects. Atlantic Living Coastlines involvement.
Tees	Direct influence on local plans – greater attention to the estuary in policy.			Local Authority regeneration initiatives. Local Authority service delivery plans.
Thames	N/A – plan not published	N/A plan not published	Directly influenced the RPG -	
Wash	Too early to say.	Too early to say.	Too early to say.	Local BAPs have been influenced.
Wear	Too soon – timing wrong.	Too soon – timing wrong.	Too early to say	Influence water management, LA 21 process and Port management plans.

3.5 Discussion
Neither the results nor the discussion of results in sections 7.5 and 8.5 of the Results and Recommendations Report will be replicated here. This section will however discuss results not referred to in the main report.

The Regional Agenda
Direct influence of the Regional Agenda is restricted to an example of direct influence over regional planning guidance on the Thames. Significant progress is however being made elsewhere. For example, in the North West Region (through the Partnership of Irish Sea Coast and Estuary Strategies) and sub-regional initiatives such as the Solent Forum and the Atlantic Area Living Coastlines Project are all seeking to influence the emerging regional structures.

As the regionalisation of England continues with the emergence of Regional Development Agencies, Regional Assemblies and the changing role of Government Office (DETR, DTI and DFE) it will be important that estuary management partnerships are fully conversant, involved and integrated into this process.

Other Initiatives:
Biodiversity Action Plans – estuary management plans are having an influence on where they are active and being developed in the area. It is too early to comment with confidence on how the relationship will develop.

Local Authority Service Plans – the data collected during this study was insufficient to make informed judgement on the influence of the estuary management plan on the service delivery plans.

Local Agenda 21 – little direct influence on the LA21 process has been recorded though there are examples of where the estuary management partnership has worked with the LA 21 process e.g. Wear. This may be due to the fact that the LA21 process is emergent and more embryonic than estuary management process. Indeed, many Local Authorities have yet to fully develop LA21 policies and frameworks that involve the community. One crucial questions to pose is whether estuary management plans able to delivery LA21 on an estuary by estuary basis?

National Funding – Estuary management features low on the list of beneficiaries for lottery funds. This is an issue that requires further clarification.

European Funding – the estuary management process is potentially an excellent mechanism to access European funds. Although bid preparation is time consuming, the benefits of having established networks and partnerships features significantly at the European level. Perhaps a significant added value of the estuary management process will be to provide a ready made partnership that can be used to access E.U. funds. The Tamar Estuaries and Firth of Forth Life Projects are examples of this leverage (see section 7.6 in the Results and Recommendations Report).

Aquatic Management Plans – the estuary management process greatly assists the process of developing a balanced and equitable estuary aquatic management plan for estuaries with significant recreational pressure. The delivery of statutory responsibilities of a Harbour Authority can be assisted by the voluntary means and

partnerships established as part of an estuary management partnership (e.g. Poole). But, the estuary management partnership does not replace the statutory mechanisms – it is a matter of choice.

Comparison with the 1997 English Nature data

During 1997 English Nature surveyed the chairpersons of estuary management partnerships by questionnaire to try to measure progress of the Estuaries Initiative. The chairpersons were chosen as they were considered to provide a more objective assessment compared to the Estuary Project Officers. These data are presented in **Table 5** and it should be noted that no data was input from the Blackwater, Colne, Medina, Medway / Swale, Tees, Wash and Yar either because it was too early in the process or no return was received.

The key findings of the 1997 survey were compared to the present study (Tables 4a and 4b):

- The 1997 survey showed 96% of Local Environment Agency Plans had been influenced compared to 81% in the present study.
- The 1997 survey showed 15% had a significant influence on Shoreline Management Plans with 77% citing some influence/involvement, this compares to 25% and 69% in the present study.
- The 1997 survey showed 26% of estuary management plans had a significant influence and 55% some influence on Local Authority development plans. This compares to 70% and 30% in the present study for those estuaries with published plans.

The differences in the data between 1997 and 1998 can be largely attributed to variations in the estuaries sampled. However, there are three important observations. Firstly, Local Environment Agency Plans continue be influenced by the estuary management process. Secondly, the influence of estuary management processes on the Local Authority Development Planning system is increasing. This is due to two main factors:
a), Estuary management plans that are published and approved by Local Authorities are well placed to influence Development Plans at the appropriate stage of the review process because timing and the status of the plan is important.
b), as the estuary management process matures and more plans come on stream there is a greater chance of influencing the planning function of Local Authorities.
Thirdly, considering the number of Shoreline Management Plans that have been published to date, little progress appears to have been made in joint working and integrating estuary and shoreline management planning.

Table 5 – Summary of the responses from English Nature – Qu 7 Influence on other documents?

Estuary	Local Authority Plans			Local Environment Agency Plans			Shoreline Management Plans			Heritage Coast Management Plans / AONBs		
	None	Some	Lots	None	Some	Lots	None	Some	Lots	None	Some	Lots
Aln	X					X		X				
Blyth	X				X			X		X		
Camel	X				X			X		X		
Chichester		X			X			X				
Coquet	X				X			X				
Dart		X			X			X			X	
Dee			X		X				X	N/A		
Duddon		X		Too early in the process to say.								
Exe		X			X							X
Falmouth		X			X			X		X		
Fowey		X			X			X				
Humber	X				X					N/A		
Langstone		X						X				
Mersey		X						X	X	N/A		
Morecam-be Bay		X			X			X		N/A		
Pagham		X			X			X		N/A		
Poole		X						X	X	N/A		
Portsmouth			X					X		N/A		
Ribble		X			X				X	N/A		
Salcombe		X		Plan yet to be prepared.								
Severn		X						X			X	
Solway		X	X		X			X				
Tamar		X						X				X
Solent		X		X				X		X		
Stour / Orwell			X		X			X			X	
Taw / Torridge			X		X							
Thames		X						X		N/A		
Tweed								X		X		
Wansbeck	X				X			X		X		
Wear			X		X			X		X		
Yealm		X			X				X			X
Total	6	17	8	1	13	12	2	20	4	9	4	4
%	19%	55%	26%	4%	50%	46%	8%	77%	15%			

The Co-ordinating role of estuary management plans

The degree of co-ordination provided by estuary management partnerships has been assessed by measuring the influence on the plans and activities of others' and through a qualitative assessment of the responses recorded in the telephone interviews and workshops. This qualitative assessment is supported by the quantitative data presented in Tables 3 - 5 above.

Co-ordination varies according to several factors:

- Size and scale of the estuary.
- Administrative boundaries of other initiatives.
- Organisational administrative boundaries.
- Whether memoranda of understanding exist with other sites.
- The strength and depth of the estuary management partnership and the stage in the process e.g. plan preparation or implementation.

Scale of the estuary can determine the approach and scope of the estuary management process. On larger more administratively complex sites such as the Severn and Thames, the estuary management process has the potential to provide the overall co-ordination and integration framework for planning and administrative initiatives. Memoranda of understanding will help clarify relationships and improve the potential for integration and joint objective setting.

Fully integrated plans and initiatives is evidence of a strong partnership and a commitment by the stakeholders to the estuary management process. For instance, the commitment by the Environment Agency to work through partnership to help deliver its Local Environment Agency Plan requirements through the estuary management process is an example of emerging integration. The Agency will still produce its Action Plan to deliver its statutory requirements but again this can be integrated with the estuary management Action Plan
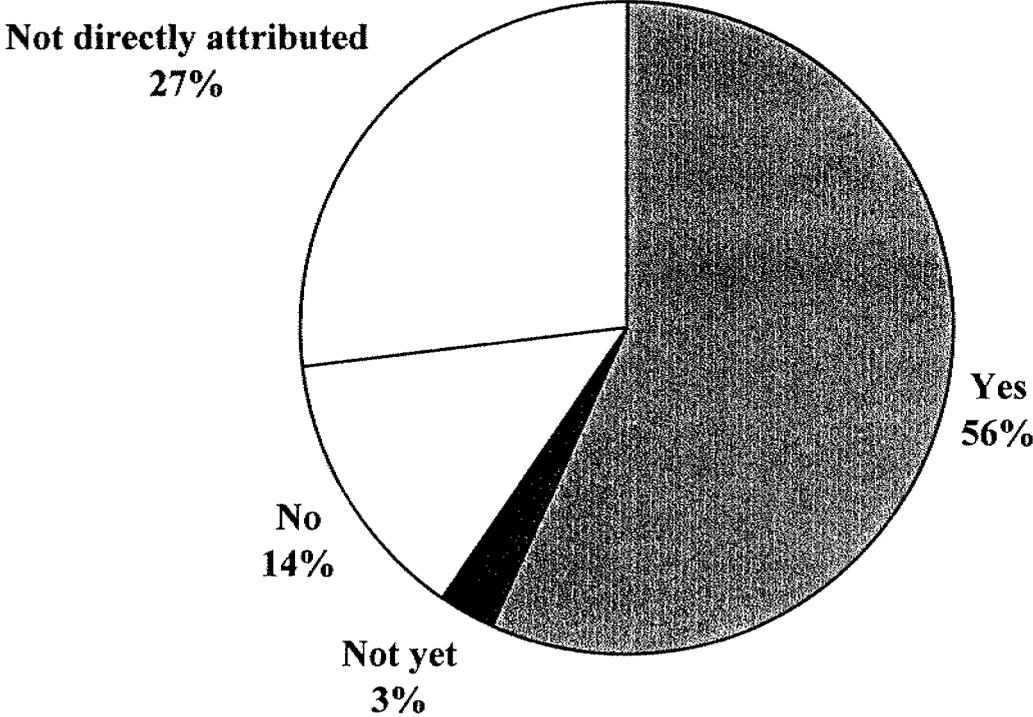
These observations suggest that the estuary management process is beginning to deliver significant benefits in the co-ordination and influencing of the plans and initiatives of others'. It is clear that no prescribed process or framework has evolved because of the uniqueness of individual estuaries. Indeed, the management structures and processes that have developed on different estuaries reflect site specificity and the local administrative structures.

Added Value
This analysis has identified the following examples and opportunities for added value:

- Assisting with joint objective setting of the partners by paying regard to the plan policy framework e.g. Humber.
- Economies of scale in the production of planning document integrated planning and action plans e.g. Mersey, Thames.
- Joint launching of initiatives at events co-ordinated by the estuary management partnership e.g. Falmouth Bay joint estuary management plan and Local Environment Agency Plan launch.
- Assisting the process of developing the management schemes for Special Areas of Conservation e.g. Morecambe Bay.
- Utilising estuary management frameworks for consultation over plans and proposals e.g. Local Authority Countryside Management Strategy on the Dee.
- Utilising the frameworks for E.U. funding bids e.g. Tamar, Firth of Forth.

Fig 1. Influencing the plans of others

Not directly attributed
27%

Yes
56%

No
14%

Not yet
3%

Fig.2 Influencing plans of others.

TYPE OF INFLUENCING	Number	%
1 = Local plan polices	7	23%
2 = Influence Local Plans	17	55%
3 = Structure Plans	8	26%
4 = Decisions	5	16%
5 = Conflict resolution	12	39%
6 = SAC facilitation	5	16%
7 = Planning applications	4	13%
8 = Other coastal initiatives	10	32%
9 = Regeneration	4	13%
10 = Awareness raising	3	10%
11 = E.U. funding	3	10%
12 = RPG	3	10%
13 = Byelaw	1	3%
14 = BAPs	3	10%

% of interviews.

Plans and initiaitves.