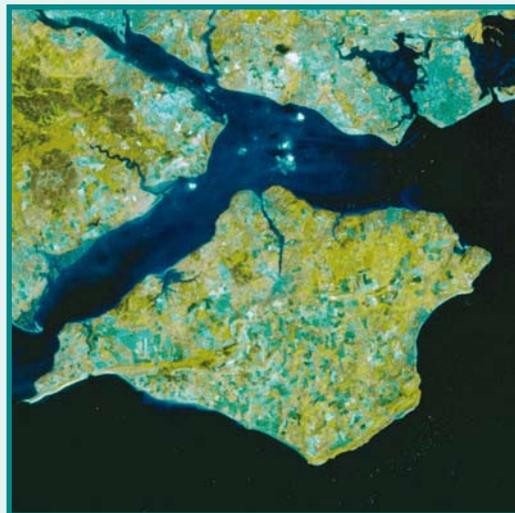




Southern Marine Planning Conference

30 September 2010

Conference Proceedings



This conference was organised by the Solent Forum. It reviews the marine planning process to date and sets out the findings of the Forum's Towards Solent Marine Planning project (SoMaP). This project commenced in Autumn 2009 and more details can be found at www.solentforum.org/forum/SoMaP/.

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Effective marine planning: A systematic review of evidence



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This paper presents a meta-analysis of the peer-reviewed literature related to marine spatial planning (MSP) in order to identify and evaluate claims of effective practice. MSP is the favoured approach to the governance of marine space in many countries and in Europe is being encouraged by the European Union's 'roadmap' for maritime spatial planning and provision of funding opportunities related to marine planning (European Commission, 2008 and 2009). A total of 96 papers were reviewed, which collectively contained a total of 49 claims of effective practice. These were dominated by claims related to stakeholder involvement, which comprised 49% of the total. It was concluded that in order to be effective, MSP should draw from the best available evidence base, involve informed stakeholders, integrate with existing sectoral and spatial plans, adopt an ecosystem-based approach at an appropriate spatial and temporal scale, be implemented through a legally binding framework, and be subject to rigorous monitoring. Despite the clear consensus around these claims, the evidence supporting these claims was rarely underpinned by primary research, making the results a reflection of what is anticipated will deliver effective practice, rather than what has been proven to deliver effective practice.

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Marine Planning and Coastal Change – Joining the Dots

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The impact of coastal processes on terrestrial spatial planning has been an important topic over the last year. New Shoreline Management Plans (SMPs) have been substantially developed and CLG has updated its own planning guidance for the coast to better balance risk from coastal change with the sustainability of coastal communities and businesses.

During this time, the Environment Agency has encouraged those involved in terrestrial spatial planning to inform the development of SMPs, and to properly account for the outcomes of their local SMP in their own activities. Shoreline management planning and terrestrial spatial planning are beginning to 'talk', and marine planning should also be part of the conversation. This presentation explores the key meeting points between marine planning and coastal management.

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MCZ Planning and Socio-economics

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The Marine & Coastal Access Act (MCAA) 2009 provides for the identification and designation of Marine Conservation Zones (MCZ) within English territorial and offshore waters. Section 117 of the Act provides that 'In considering whether it is desirable to designate an area as an MCZ, the appropriate authority may have regard to any economic or social consequences of doing so'. The Ministerial Statement on the Creation of a Network of Marine Protected Areas (11th March 2010) noted that 'In ensuring we create an ecologically coherent network, the Government wants to minimise any adverse social and economic impacts and wherever possible to work with the grain of sustainable economic use of the seas.'

While minimisation of socio-economic impacts is therefore an important goal, the Project Delivery Guidance (Natural England and JNCC, 2010), which sets out the process that MCZ Regional projects should follow in developing proposals for MCZ networks, provides little guidance on how socio-economic factors might be incorporated into site selection. Indeed, there is less than 1 page of guidance on this topic.

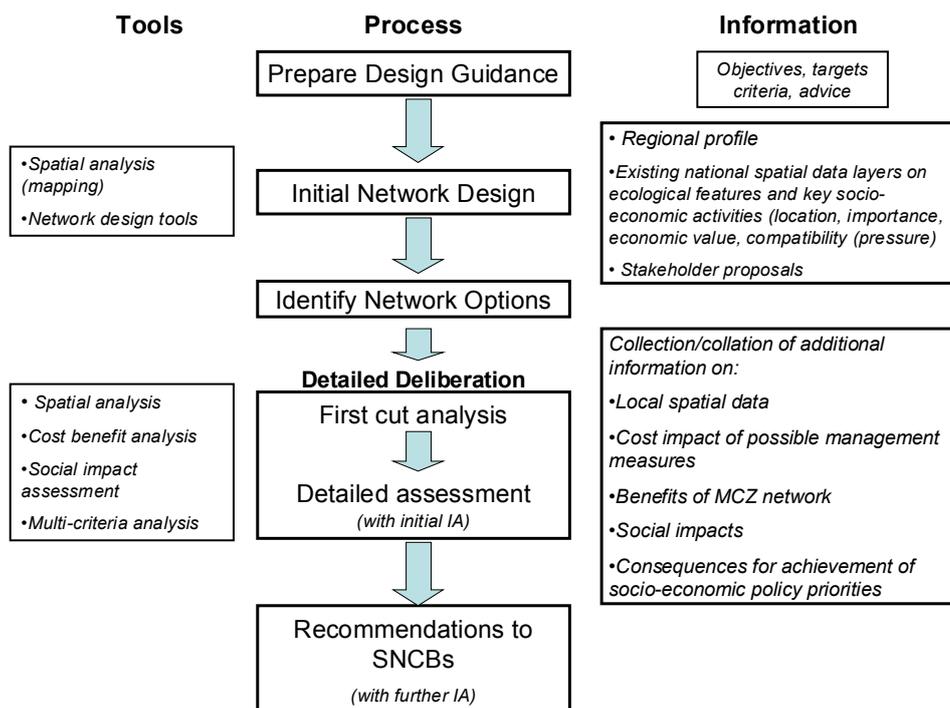
Hull et al (2010) reviewed experience from a number of MPA initiatives around the world in terms of how and to what extent socio-economic factors were incorporated into site selection processes. A key finding of the review was that where insufficient attention was paid to socio-economic factors, the MPA initiatives generally foundered. The study set out an overall approach that might be followed to incorporate socio-economic factors in MCZ network selection in England based on international experiences and having regard to likely data availability (Figure 1). In particular, the study concluded that:

- Consideration of socio-economic factors should start early in the process of MCZ identification;
- The early phases of network design should focus on the identification of the broad options for ecologically compliant MCZ networks to identify the basic choices and trade-offs that might need to be made;
- The availability of spatial data layers identifying the location and importance of socio-economic activities is important in facilitating the initial spatial analysis of options;
- Evaluation of spatial overlap between socio-economic activities and potential MCZ locations coupled with information on likely compatibility between activities and MCZ features can provide an initial indication of the likely consequences for socio-economic interests;
- The use of MPA network design tools (such as Marxan) is helpful in seeking to develop MCZ network solutions which meet both the broad range of ecological criteria and take account of socio-economic factors;
- Following initial network design, more detailed analysis of MCZ network options is required to identify likely socio-economic costs and to refine network design. Identification of the true socio-economic costs is recognised as being particularly challenging as it needs to take account of the behavioural responses of socio-economic interests when faced with possible costs, cumulative effects of regulatory and market forces on individual sectors as well as the interactions between different socio-economic sectors.

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Figure 1: Illustrative Process Flow for Incorporating Socio-economic Factors into MCZ Network Design (from Hull et al, 2010).



The methodology has been successfully applied in exploring initial options for the development of the MCZ network in the Net Gain MCZ Region (ABPmer, 2010). This study identified that there were wide choices in the location of MCZ to achieve an ecologically compliant network and that it is possible to steer site selection away from key socio-economic interests using MPA network design tools.

However, while the study is helpful in identifying some of the possible broad choices for network design, it is recognised that a lot more detailed information will be required to identify specific cost impacts arising from the different options. Ultimately, such detail is likely to be necessary to inform decisions on trade-offs between different socio-economic interests.

The early experiences with MCZ planning provide some useful lessons for wider marine planning. In particular:

- Spatial planning in the sea is complicated – it has to address interactions between different sectors, cumulative pressures on individual sectors and (unpredictable) responses of markets to regulatory intervention;
- We need a lot of detailed information to understand the possible trade-offs;
- There is currently a lack of clarity on how to make trade-offs (the draft Marine Policy Statement doesn't fill this gap);
- Stakeholders will find it hard to fully engage in a planning process until they can understand what the implications might be;
- The complexity of the process and information requirements means that it is vitally important to maintain transparency at all stages of the process and to take stakeholders with you on the journey;
- A balance needs to be struck between top-down and bottom up approaches to planning. Too much of either is unlikely to deliver desired outcomes.

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Hull, S.C., Frost, N.J., Saunders, J.E., Rupp-Armstrong, S., Hime, S., Tinch, R., Claydon, J. & Jones, P., 2010. Determining how and what to take into account in the planning of marine protected area networks - socio-economic data. Report to Defra MB0104. Final, January 2010.

Natural England and JNCC, 2010. Project Delivery Guidance on the process to select Marine Conservation Zones. Final Report, July 2010.

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Balanced Seas: Progress in the identification of Marine Conservation Zones

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Balanced Seas, the regional Marine Conservation Zone Project in the southeast, have recently held their fourth Regional Stakeholder Group (RSG) meeting, which focused on inshore areas and Features of Conservation Importance (FOCI). One of the working groups at the meeting looked specifically at the Solent, discussing Broad Areas of Interest (BAIs) and suggesting new areas for consideration. The Solent Forum has since hosted an informal Local Group meeting to discuss these suggestions. The second iteration will be given to the Science Advisory Panel on 29th October, with feedback expected by Friday 12th November.

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Adapt and Evolve: new ways of working for the Coastal Partnerships

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The issue has been triggered by an on-going debate within the Solent Forum Steering Group, but is actually applicable across the whole range of coastal partnerships – it's a look at a tough future, but essentially a positive and confident look. There's a cliché that "When the going gets tough, the tough get going!", but it's not easy to define what tough means in this context. Another cliché is undoubtedly that the Darwinian message of species evolution is that of the "Survival of the fittest" – but dig a little deeper and it's very clear indeed that those species that survive and prosper are the ones that are able to adapt most successfully to the pressures of a changing environment. In as far as the coastal partnerships are a threatened species in a rapidly changing environment – the message for us is simple but stark: adapt or face extinction!

To see what this adaptation implies, we need to start by establishing what the partnerships are now – which is far from easy, since there are some very real differences, particularly in organisation and governance. But it's probably reasonable to suggest that they represented (Solent Forum was established in 1992) a newly-defined task of integrated multi-sector coastal management, an innovative delivery of this task (specifically neutral, non-aligned, non-executive) and a focus on the new bottom-up stakeholder participation (as opposed to consultation) approach. The implications of this starting point are clear:

- The old engineering dominance of the coastal zone was beginning to yield to a more balanced mix of skills and viewpoints
- Management was aiming to become more broadly owned and consensual
- Stakeholder expectations rose as they become genuine partners in the management process

And as decision-making became more broad-based, it also aimed to become better informed and skilled. So what's new? At risk of huge over-simplification, we can say three things:

- Environmental change – local out-turns of global systems, but also simply-local events.
- Socio-economic change – in the developed world an increased economic well-being coupled with a greater social and environmental sense of responsibility – plus a the recent impact of the austerity era.
- A response, and a driver, of governance change – adaptive management, information-led management and MMO-coordinated management.

These are the drivers of the changes to which the CPs have to respond and adapt: if they don't adapt so as to become fit for purpose, then they are likely to go the way of the dodo into extinction and obscurity – and who could say that was wrong?

In our very rapid transit through this review of evolving CPs, it is convenient to look in turn at the three core drivers – Environmental, Socio-Economic and Governance – and then turn briefly to the response of the CPs. Interestingly, these drivers can be viewed as externalities – we are impacted by them but cannot effectively control them – whereas the response is an internality where in large measure we control our own destiny.

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The environmental driver represents a conventional starting point – in many senses as familiar as any part of our affairs – but nonetheless controversial for that. But despite the public and media obsession with sea level rise, it's important to broaden our viewpoint to include wider issues of weather and sea state, together with impacts on ecosystem services and water quality, and recognise that some changes may be beneficial. Such changes have, over the last decade, been putting increasing pressure on policy-makers – leading now to the beginnings of procedural and organisational change.

The socio-economic drivers are perhaps less familiar, but no less important or immediate. This time I would see two changes as the foundation – the slow but steady rise of effective stakeholder participation (very much a flagship of the establishment of the CPs, but astonishingly slow to emerge in really practical terms), and a tranche of modifications of management style (ecosystem services rather than just conservation, value for money, and - perhaps most far-reaching - adaptive rather than predictive management). The outcome is the third driver – the rise of statutory solutions (the Marine Bill and its implementation strategies) and the retreat of the operational authorities (particularly local government) into doing only those things that they are compelled to do by statutory pressure.

On the basis of the environmental and socio-economic pressures on ICZM, we have seen a substantial shift in the governance of the coastal sector – with major implications for the coastal partnerships. At the basis we see the socio-economic (at UK and EU scales) and environmental drivers which have eased the UK through a lengthy gestation to the launch of the Marine Bill and its operational agency – the MMO. This creates a whole new structure within which coastal management opportunities and constraints will be filtered. No-matter how you look at it, the operating landscape of the CPs has changed. We adapt to that or accept the consequences of marginalisation and contraction. In essence, the CP's are likely increasingly to be engaged in coastal management as such via the MMO layer rather than as a direct response to perceived environmental or socio-economic need. There is absolutely no compulsion here: no-one says that we can't be involved direct, but in practice few issues of any significance will fall outside the MMO remit, so engagement with them (how much, of what type, on what timescale and with what triggers) will be fundamental to CP evolution.

So how do the CPs respond to this changing situation? It's up to them – to “us” as the stakeholders who are the heart of the CPs. As the clouds clear and the dust settles (and the clichés fly!), four dimensions of adaptation begin to crystallise – though I stress this is just a starting point and the boxes could be filled out:

- New Functions - Stakeholder Services with proven business case; Shared Services for Local Government ; Informing Services (Consultation) ; Coast-Offshore Liaison Function
- New Funding streams - Reduce reliance on subscriptions; Increase partnership R&D grants; Add paid services; Payment at point of use? Focus on value for money
- New Alliances - Project Partnerships (UK and EU)? Service Partnerships (MMO? Other Agencies? SEMs?)
- New Members - Offshore interests? (renewable energy, non-renewables, aggregates, fisheries); MMO Representation?

In each case, these vital stepping stones represent opportunities only to the extent that the CPs are willing to be imaginative, proactive and extremely determined in their pursuit: nothing is going to fall into our laps without real and sustained effort! And the outcome? Who knows? As a starter, the future is likely to be more broad-based and there are uncharted waters out there:

- The funding just has to be re-structured: the old models will simply collapse whether we like it or not – and very quickly.
- The partnership with stakeholders will continue to be the main purpose and the main mechanism – but to be meaningful and effective it may need to evolve into something based more on contribution in kind: teamwork and barter!
- How do we relate to the MMO? – there's the nub of the issue, the question that will reverberate around today's proceedings and beyond. Get this right and we have liaison and independence preserved as the new twin pillars.
- And the Marine Sector? Dive in! That's the horizon, whether we care to sail across it or not! Personally, I have no doubt at all of what we should do – adapt!

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Introduction to SoMaP

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The aim of SoMaP is to achieve the first steps in the process of establishing a Solent marine planning system, by starting to build a Solent-wide coastal and marine policy framework including a spatial database of plans, policies and activities by sector. The two strands of the project include understanding what data is required at this initial stage to strategically assess different sectors plans and policies in the Solent and; to work closely with a range of stakeholders represented in all sectors and governance of the Solent to obtain this information and explore their views towards a Solent scale marine plan.

The Solent Marine Planning Conference 2010, provided an opportunity to present the findings of the project. Further details can be found at: <http://www.solentforum.org/forum/SoMaP/>.

The SoMaP web based policy database can be viewed at: <http://www.solentforum.org/SoMaP/>.

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The role of stakeholders in the marine planning process

Bernadine Maguire

Who is a stakeholder?

Under the Marine & Coastal Access Act 2009, schedule 6 paragraph 7(3), a stakeholder in relation to the marine planning process has been defined as ‘any interested person’. “An ‘interested person’ may be defined as any person appearing to the MMO to be likely to be interested in, or affected by policies proposed to be included in the marine plan, as well as members of the general public”¹.

The need for stakeholder input

Stakeholder participation has been identified as one of a number of crucial steps necessary in the marine planning process to enable ecosystem-based management within the marine environment^{2,3}. The level of stakeholder involvement should reflect the existing complexity of the specific context within that particular area, which will require identification and understanding of the various users, their practices, expectations and interests⁴. There are a number of reasons why stakeholder involvement can potentially enhance the process, including:

- Heightened understanding of the complexities associated with the ecosystem
- Improved understanding of the human/social dimension of the ecosystem and its current management
- Clarity of the compatibility and/or conflicts that exist at present (and potentially in future) between multiple use objectives
- Resolution of conflict areas, where possible
- Determining current (and potential future) patterns of interaction^{3,4,5}

Research objectives

- Conduct a survey of stakeholders to determine opinions on their desired involvement in the marine planning process
- Undertake a stakeholder analysis for the Solent in relation to marine planning
- Develop a management model in relation to stakeholder involvement with marine planning in the Solent

Stakeholders desired involvement

Table 1: Summary of the proposed stages of the marine planning process

Stage	Description
1	Publish statement of public participation
2	Scope content of plan
3	Develop plan options
4	Public consultation on draft marine plan
5	Refine plan proposals
6	Possible independent investigation
7	Plan adopted and published
8	Implement, monitor and review

The stages in the process (Table 1) where desired involvement is most prevalent include stages 2, 3, 4, and 5. Between 47 – 65% of participating stakeholders, representing a large majority of the represented sectors, want to be involved with these core activities in the development of a marine plan for the area encompassing the Solent.

71% of respondents desire involvement which incorporates a form of horizontal interaction where two way direct communication and information exchange within and between stakeholders and those developing the plans are a central component. 21% of respondents desire a limited level of involvement with 6% of these requiring only a one way flow of information with no reciprocal exchange with the process.

Stakeholder analysis

It can be established, through a stakeholder analysis (Figure 1), the most efficient and effective means of stakeholder involvement within the various steps of the marine planning process^{3,4,6}.

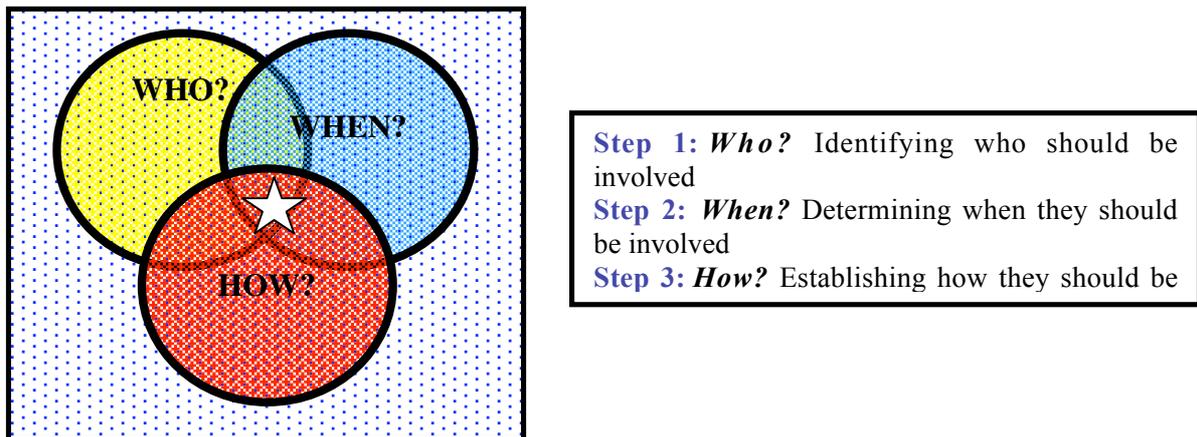


Figure 1: Components of a stakeholder analysis

Who should be involved?

The criteria utilised within this research to determine the classification to establish ‘who should be involved’ included:

- Continuity of the relationship to the resource;
- Statutory role in the marine environment;
- Historical relations to the marine environment;
- Existing rights/licences to access resources within the marine environment;
- Degree of interest in the management of the area;
- Potential damage/impact incurred during or after marine planning;
- Compatibility of interests and activities.

Stakeholder	Classification		Stakeholder	Classification		
	Primary	Secondary		Primary	Secondary	Tertiary
Regulatory Authorities			Users			
Maritime Local Authorities	✓		Marine Business/Industry	✓		
NDPB-1	✓		Fisheries	✓		
NDPB-2	✓		Conservation	✓		
Ports & Harbours	✓		Land Management	✓		
National Park Authority	✓		Recreation – Angling	✓		
Heritage	✓		Recreation – Boating	✓		
Fisheries Management	✓		Coastal Partnership		✓	
Regional Government		✓	Consultancy			✓
			Educational Institution			✓

When should they be involved?

Stage		Stakeholder involvement	
0	Preparation	Primary stakeholders	coastal
1	Publish statement of public participation (SPP) and stakeholder engagement	All stakeholders (including communities)	
2	Scope content of plan	All stakeholders	
3	Develop plan options	Primary stakeholders	
4	Public consultation on draft marine plan	All stakeholders	
5	Refine plan proposals	Primary stakeholders	
6	Possible independent investigation	Targeted representations	
7	Plan adopted and published	All stakeholders	
8	Implement Monitor Review	All stakeholders Targeted stakeholders All stakeholders	

How should they be involved?

Stage	Stakeholder	How to involve?		
		Interaction	Level (Goal)	Mechanism
0	Primary	Horizontal	Concertation	Regional Stakeholder Group (RSG)
1	All stakeholders	Vertical	Consultation	Consultation on the SPP
2	Primary	Horizontal	Negotiation	Advisory Group/RSG
	Secondary		Concertation	RSG
	Tertiary		Dialogue	Forum
	Communities General public		Dialogue	Public meetings
	Primary	Horizontal	Negotiation	Advisory Group/RSG
	Secondary		Dialogue	RSG
	Tertiary		Dialogue	Forum

	Communities General public	Vertical	Information	Dissemination of information
4	All stakeholders	Vertical	Consultation	Consultation on draft plan
		Horizontal	Dialogue	Public meetings
5	Primary	Horizontal	Negotiation	Advisory Group/RSG
	Secondary	Vertical	Information	Dissemination of information
	Tertiary			
	Communities General public			
6	Targeted representations for involvement with the independent investigation.			
7	All stakeholders	Vertical	Information	Dissemination of information
8	All stakeholders	Horizontal	Dialogue	Forum
	Targeted stakeholders		Negotiation	Advisory Group/RSG
	All stakeholders		Dialogue	Forum

Management model

An overview of how each mechanism for involvement could interact is detailed in a management model, illustrated in Figure 2.

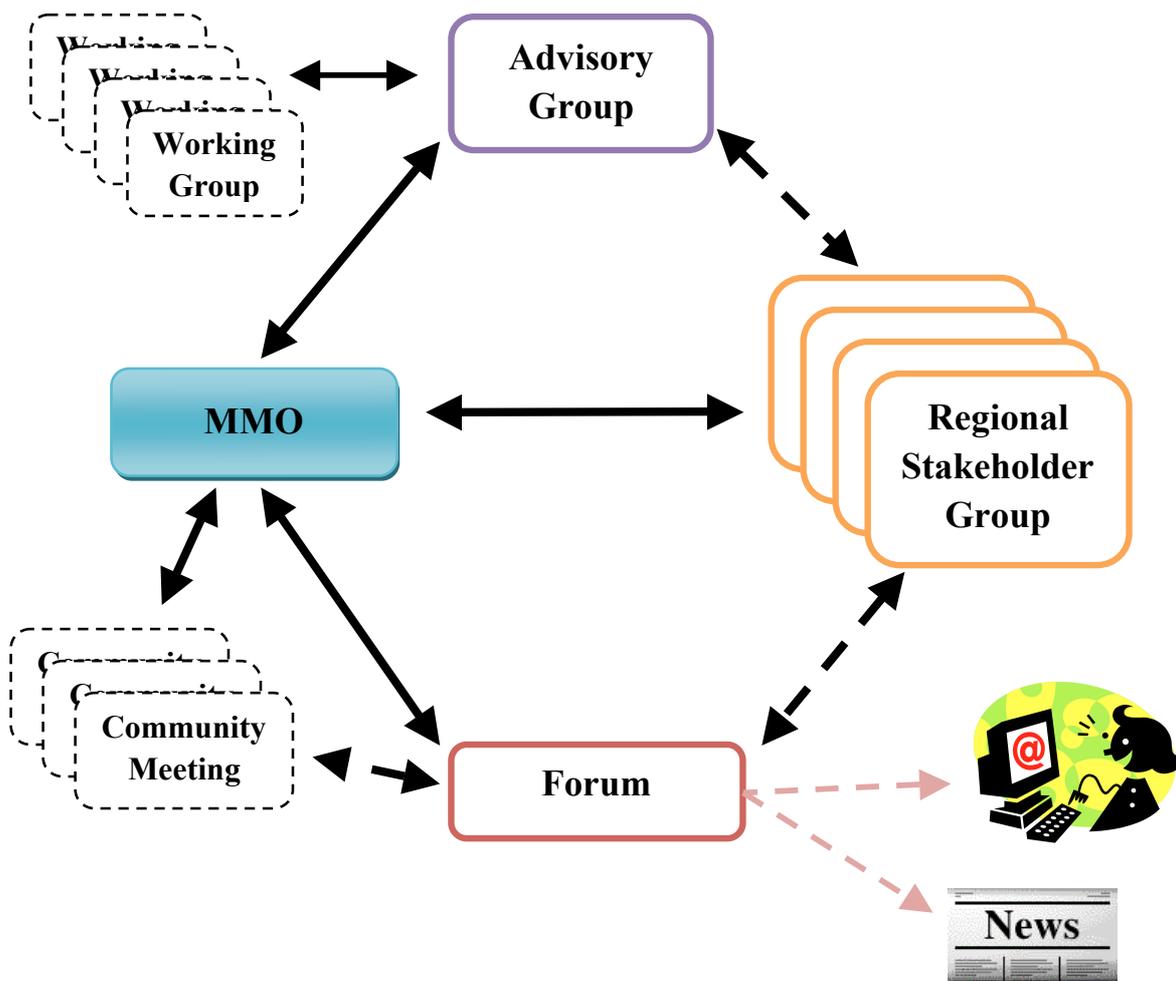


Figure 2: Proposed management model for stakeholder involvement with the marine planning process

Key recommendations

- Raise knowledge & interest in marine planning
 - Need to distribute effort to engage different sectors accordingly
 - Manage stakeholder involvement to enable an efficient & effective process
 - Use of coastal partnership, such as the Solent Forum, as the Regional Stakeholder Group for the area
-

¹ Defra. (2010). Consultation on a marine planning system for England.

² Schultz-Zehden, Gee & Scibior. (2008). PlanCoast project - Adriatic, Baltic & Black Sea: Handbook on integrated maritime spatial planning. Berlin: Sustainable Projects.

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⁵ Ramirez. (2000). *Stakeholder analysis and conflict management*. In: Buckles D, editor. *Cultivating peace: conflict and collaboration in natural resource management*. Ottawa: International Bank for Reconstruction and Development Staff.

⁶ Gilliland, P.M. & Laffoley, D. (2008). Key elements and steps in the process of developing ecosystem-based marine spatial planning. *Marine Policy*, 32, 787-796.

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Data requirements and management

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GeoData were commissioned by SoMaP to build a web-based system allowing users to search the SoMaP policy database. The database itself was generated by the SoMaP team and includes an incomplete list of policies by sector in the Solent region, concentrating on the case study sectors/areas (shipping movements, Hamble Estuary and coastal squeeze). The objectives of SoMaP in this regard is to show the methodology of searching the database as well as the detail that a planner or developer may require for each policy. GeoData have built a system which can be searched spatially and by sector; policies and detail about each policy are clearly displayed. It is hoped that this tool will be useful for marine planners and that once marine planning in the Solent begins, the database itself will be completed and updated.

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Project Evaluation and next steps

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Natural England were instrumental in setting up the SoMaP Project and have been a key member of the Steering Group. This presentation will evaluate the success of the project, showing the project achievements and assessing next steps. The two main aims of the project will be explored. Firstly, understand what information will be required to produce a successful marine planning system and second, to prepare Solent stakeholder for a marine plan.

The SoMaP Project collected policy information through meetings with a wide range of stakeholders throughout the Solent and a great deal of valuable information was collected across a great many sectors. The Solent Forums own DISC and Solentpedia datasets were also interrogated to supplement information gathered from stakeholders. The SoMaP Team developed and have populated a database with these policies together with the information describing them in more detail.

The project team focused on three case studies successfully demonstrating their methodology of collecting policy information at a finer scale. The culmination of this hard work is an easy to access, map-based method of searching the policy database. The map will show users a hierarchy of international to local policies and strategies for the Solent alongside related information.

Stakeholder engagement was achieved with a wide range of organisations SoMaP were able to inform and begin to prepare the Solent for marine planning. Numerous events and meetings have taken place and reports are being made available. Over 100 organisations across the Solent have played a part in this project significantly increasing the regions marine planning knowledge base.

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Finding Space: Sharing Practicalities of MAREA with MSP

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The south coast Marine Regional Environmental Assessment (MAREA) is a non-regulatory commitment to better inform decision-making on future environmental impacts and conflicts associated with the activities of the marine aggregate industry. MAREA is not a large-scale EIA and unlike many previous large-scale planning and assessment studies, it has provided the industry with a practical tool for managing the scale and spatial extent of its future development plans. In addition, it has developed a pragmatic and scientifically robust assessment of cumulative impacts that avoids many of the pitfalls and misunderstandings commonly encountered by regulators and practitioners alike.

MAREA is not MSP but no other large-scale study of this nature exists within the south coast that has parallels with MSP and is able to share both spatial knowledge and perspectives from a key marine user in the region. We present the MAREA methodologies and show how they can benefit MSP by bringing together many of its core themes – namely, it takes a strategic and forward-look at planning future resources, addresses cumulative and in-combination impacts and conflicts, combines this knowledge-base to make more informed decisions about managing and protecting the marine environment through better allocation of space.

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Engaging communities in adapting to coastal change on the Jurassic Coast



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DEFRA launched the Coastal Change Pathfinder fund in June 2009, inviting local authorities to bid for resources to improve community engagement in the process of planning to adapt to coastal change. Dorset County Council - on behalf of a range of partners in Dorset and East Devon - submitted a successful bid, with funding of £376,500 being awarded by DEFRA on 1st December 2009.

The Project is focussing on six communities along the Jurassic Coast, where coastal change raises different and challenging issues. The project consists of a range of activities aimed at ensuring that coastal communities are better equipped to understand, debate and take part in decisions about coastal change.

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The Role of Seascape Character Assessment in Marine Planning

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C-SCOPE is a three-year, €1.8 million European partner project between the Dorset Coast Forum (DCF) and The Coordination Centre on ICZM in Belgium. One of its main aims in Dorset is to produce a Marine Spatial Plan for a pilot Marine Management Area (MMA). As part of the evidence base, C-SCOPE has commissioned LDA Design to conduct an innovative Landscape & Seascape Character Assessment.

Historically Seascape Assessment has tended to focus primarily on visual aspects. In developing a new approach LDA Design turned to Landscape Character Assessment best practice guidance, a technique that has been used successfully for several years in the terrestrial environment, to develop a new methodology for the Dorset Landscape & Seascape Character Assessment. The adopted approach helps to integrate a wide range of natural and cultural influences into the assessment process and as such establishes a more holistic overview of the coastal and offshore character.

The recently published Dorset Coast Landscape and Seascape Assessment maps and describes twenty three terrestrial, coastal and marine landscape/seascape character types. It presents analysis of the forces for change acting on each character type and proposes strategies to manage change based upon the definitions in the European Landscape Convention, which recommends that land and seascape policies should aim to 'protect, manage or plan' change. These strategies will be used to inform wider policy development within the Dorset Marine Spatial Plan.

Further information can be found at: www.cscope.eu and www.dorsetcoast.com.

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Planning for Marine Businesses in a Maritime City Region



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Businesses that rely on the marine environment account for between a quarter and one third of the gross value added in the Solent sub-region, perhaps more. They are a large part of the economic and social character of the area and their continued prosperity is vital for the future. The statutory planning system does very little to support growing marine businesses, and those that wish to expand face an uphill struggle. Is there a long-term danger of the marine economy draining away, and if so, what should be done? Martin Hendry provides an informed view of facts, attitudes, responsibilities and realities in the context of a changing world.

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The MMO View of Marine Planning

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England's marine area is important economically, environmentally and socially. However, it is becoming more crowded with demands on space for activities and environmental commitments. Technological advances and further demand for resources mean pressures and competition may increase. We also face broad challenges arising from climate change and ocean acidification, and how human activities and biodiversity will respond to them. These challenges require, amongst other measures, a strategic and planned approach.

The Marine and Coastal Access Act 2009, defines arrangements for a new system of marine management, including the introduction of marine planning, across the UK. The new arrangements provide for the creation of a Marine Management Organisation (MMO) which vested on 1st April 2010. The MMO will carry out planning functions for English waters, having been delegated most of the Secretary of State's functions as the marine plan authority in the English inshore and offshore regions. Marine Plans will interpret and present the policies within the Marine Policy Statement at a 'sub-national' level. A well-designed marine planning system should ensure that decisions in an area are made in a more strategic context, taking account of future implications, according to clearly set out policies and objectives.

Work on the first plans is due to start in April 2011. The presentation will outline some of the considerations, decisions, and developmental work that needs to be undertaken, to prepare for plan making, from the MMO's perspective.

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Sharing the Water: Recreation and Marine planning

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In the UK, an estimated 13.2 million adults participate in water based leisure activities. Recreation is a leisure time activity so ensuring effective representation in marine planning that is loaded with a commercial interests could be a major challenge. Marine spatial planning is a new area of planning for the UK. Marine planning is underpinned by sustainable development and understanding this in the UK is going to be vitally important if sustainable development of our marine space is going to be achieved. However, there are experiences around the UK that we can learn from. This short paper aims to raise some of the questions and issues to be taken into account when planning for our marine space. Experience from marine protected area management and coastal zone management abroad and the management in the UK of some of our harbour areas where a balance of interests is achieved provide excellent examples of how marine spatial planning can be achieved. Recreation plays an important part in achieving sustainable development in our marine area and incorporating it into the plans is going to be a worthwhile challenge.

Marine recreation encompasses a broad range of activities including sailing, diving, power-boating, surfing, windsurfing, dinghy sailing, canoeing, swimming and probably other uses. In terms of facilities these are again varied and depend on the different uses. Swimming for example prefers flat water, surfing, prefers waves, wind surfing and kite surfing needs plenty of wind. Some require club houses, some parking areas and launching sites, others open spaces for rigging and those requiring larger boats pontoons, mooring areas, marinas and boat yards. In terms of marine space, these activities take place close in shore, off beaches, offshore in open water, in sheltered areas, through passages and harbours.

Recreation and sustainability

Recreation and in particular marine recreation has a valuable role to play in terms of sustainable development which underpins the Government's vision for marine spatial planning. This is the balance of economic, social and environmental benefits, uses and users. Recreation is able to support local economies and is a major employer particularly in the Solent. It provides income to areas which might otherwise not have any and it also provides a valuable social function in terms of people's health and well being. Having a hobby, being outside and active are all valuable benefits and are also underpinned by Government targets that might be overlooked when it comes to marine spatial planning but are an important component of achieving sustainable development.

More specifically in terms of the contribution to sustainability, socially in the UK, an estimated 13.2 million adults participate in water based leisure activities. Economically the UK leisure marine industry is worth an estimated £3bn annually and is an important employer in both central and remote areas. In terms of environmental benefits, marine leisure could actually have a positive impact on the environment. Involving leisure interests in the management of the marine environment will increase their understanding and ownership of the marine space and there are plenty of examples around the world where this has worked effectively.

Integrating recreation into MSP

The question to be asked is who is ultimately responsible for ensuring we end up with the sustainable development of our marine space? A sector like recreation is a major player with possibly a smallish voice. Members of the marine leisure industry are generally SME's with on average 5 employees and little spare resource to be acting as sector

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representatives or collecting data and information to ensure their interests are fully accounted for. So the challenge is how this sector which has a major social and economic role to play in our maritime country can be effectively included in marine planning? Equally from the user perspective, recreation is a leisure time activity so ensuring effective representation in marine planning that is loaded with commercial interests could be a major challenge. However, a sound understanding of the interactions of water based recreation can have substantial benefits in terms of marine planning by avoiding unnecessary conflict, holding up of consents and avoid the designation of 'paper parks'. So should recreational interests feel they have to compete? In fact, the sector does remarkably well to ensure its interests are heard and in the UK, the RYA and BMF² work tirelessly to ensure the interests of their members are taken into account.

Planning and balancing interests

In general the marine space is already managed through international laws and regulations and users respect and understand other users. There are of course some areas of conflict but appropriate management and building an understanding between users can generally solve this. It is our experience and belief that there are actually few areas of marine planning where recreational interests cannot share the water with other users and uses and where early consultation and involvement in the planning process has not led to acceptable compromises from all interests. A sound understanding of the interactions of water based recreation can have substantial benefits in terms of marine planning by avoiding unnecessary conflict, holding up of consents. In addition, involvement in planning and management could actually be beneficial and avoid the designation of 'paper parks' but lead to actively managed marine conservation zones.

Learning from elsewhere

There are many places around the world where marine protected areas have been established and are simply paper parks. There are also some excellent examples of where actively managed marine protected areas have benefitted the local environment as well as the economy and therefore the local community. In the UK, the Marine Act presents a great opportunity to produce actively managed areas but care needs to be taken to ensure they are actively managed and do not fall into the trap of paper parks with little form of management. Recreation can play and has been shown to play an important role in achieving active management. Examples such as the Bonaire Marine Park and the Great Barrier Reef in Australia are examples of recreation being integrated into the decision making process and into the management of the marine area.

Opportunities in the UK

The UK has an opportunity to start marine spatial planning with a clean slate. This is an opportunity to learn from successful examples of marine management elsewhere in the world. It is also the opportunity for planners to get a comprehensive understanding of all users and their contribution to a sustainable marine environment. We need to ensure we are developing an effective planning system and avoiding 'paper parks' that the marine managers were talking about 15 years ago in tropical areas.

Conclusions

Marine spatial planning is more than just conservation or economic development, Government policy underpinning MSP is sustainable development. That means the cross section of interests in the marine environment, whether they have any economic benefit or not should be accounted for. A system able to take into account the diversity of interests and show how social benefits have also been accounted for should be developed to fully achieve the sustainable development goal. The marine space is vitally important for a number of different users and uses and planners should ensure that these are planned for both for today as well as in the future. Recreation is a major player in the marine environment and it should be a key part of any planning system both as a contributor to the economy but also as an important social function. Careful planning and involvement of the recreational community could also carry massive benefits in terms of marine conservation and lead to activity managed marine protected areas rather than the designation of areas which are little more than lines on maps in a planners office.

¹ Earth to Ocean Ltd specialises in integrating sport, recreation and the environment

² RYA – Royal Yachting Association National Governing Body for yachting and powerboat racing and the BMF - British Marine Federation is the trade association for marine leisure industry