

CHAMPIONING COASTAL COORDINATION IN CORNWALL

Does the development of a coastal partnership for Cornwall, underpinned by the 'Coastal Based Approach', represent a beneficial use of future funding?
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FINAL REPORT
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Wildlife Trust**



**Environment
Agency**



**CORNWALL
COUNCIL**
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**Cornwall Catchment
Partnership**

Document information

The Cornwall Championing Coastal Coordination (Cornwall 3Cs) Project is a three-month scoping study looking at whether developing a coastal partnership for Cornwall, underpinned by the Coastal Based Approach, would be appropriate and represent a beneficial use of future funding.

The project is funded by a Partnership Grant from the Environment Agency's Water Environment Improvement Fund in order to scope the potential for enhancing and strengthening coordination for coastal sustainability and resilience in Cornwall. It is led by Cornwall Wildlife Trust and managed through a project Steering Group consisting of the Cornwall Wildlife Trust, Cornwall Council (Strategic and Delivery), Environment Agency (Strategic) and Natasha Bradshaw (independent advisor).

Following a tender process, 'Kaja Curry Consulting and Services' was appointed to undertake the work. Kaja Curry has over 30 years' experience of environmental management, partnership working and delivering coastal coordination in Devon and Cornwall.

EXECUTIVE SUMMARY

“Cornwall’s coast is unique and complex, and many organisations, communities and individuals are involved in its use and management. With climate change, changes in population, community structures, fishing, commercial and recreational activity the one certainty is that the future management of the coast and marine environment is not the same as the past - and will need to adapt. These pressures mean that it is simply not possible to find a long-term sustainable way to manage the coastal environment without coordinating, prioritising and balancing coastal activity. It will require concerted effort in this co-ordination, but without this targeted investment, the cost of allowing piecemeal opportunistic and individualistic changes will impact the resilience of our coast and its valuable resources and habitats. It will be difficult to reach agreement, but this is exactly why it is necessary to champion coastal coordination.”

Quote taken from a response to the online survey

This “Championing Coastal Coordination in Cornwall” report finds that due to the complexity at the coast, the development of a coastal partnership for Cornwall, underpinned by the ‘Coastal Based Approach’, is required to ensure the delivery of the Government’s 25 Year Environment Plan. The report identifies objectives and critical success factors for improving coastal coordination and considers a number of options on how this can best be delivered. On the basis of this, it recommends that a detailed business case be developed to secure funding for a coastal partnership, that further discussions take place with key partners and that the findings of the report are disseminated to stakeholders.

Introduction

1. These findings are based on both desk-top research and stakeholder engagement that have included:
 - a review of different coastal partnerships and their approaches from around the country along with past and current coastal and estuarine management in Cornwall;
 - an exploration of the current strategic context and drivers, existing partnerships, mechanisms and their linkages within Cornwall and identification of gaps and areas of opportunity;
 - use of two study areas in Cornwall to further explore the issues of place-based partnerships and delivery;
 - findings from stakeholder engagement that explored perceptions and issues relating to delivering coastal coordination;

- identification and evaluation of options with cost estimates for delivering a coastal based approach for Cornwall.
2. This report is the culmination of a three month study, funded by a Partnership Grant from the Environment Agency and was one of 14 projects from across the country which explored various aspects of delivering coastal coordination.
 3. The project has been undertaken by 'Kaja Curry Consulting and Services'. Kaja has over 30 years' experience of environmental management, partnership working and delivering coastal coordination in Devon and Cornwall.

Findings from desk-top study:

4. The study looked at a range of partnerships from around the country to identify the different models and approaches. It found that, whilst there is no single blueprint to define an effective and successful coastal partnership, there are key success factors which include having a clear objective and focus; an appropriate host authority and governance structure which is suitably balanced in relation to the public / private / civic representation; an appropriate geographical scale, a mechanism to share and disseminate information and a knowledge base based on data and experience.
5. Cornwall's coastal partnerships date back to the early 1990s when they focused on the key estuaries of the south coast. Since then, their activity levels have been directly proportional to the amount of funding available to them, and their current levels are virtually unviable as funding from central government has declined. This has come at the same time as the number of marine and coastal environmental designations have increased along with the level of human impacts.
6. Governance within coastal and inshore areas is complex and fragmented, with a complicated statutory framework involving many organisations, for which delivery is through a tangled web of strategies and plans. Within Cornwall, there is an evolving framework which has attempted to integrate coastal and marine matters, but for which there are still some gaps with key partners absent at many levels. Overall, there is no single coastal partnership and the Marine Management Organisation is not well represented at a senior level.
7. At a geographic scale, whilst there are some levels of activity around Plymouth and the Tamar, the Fowey and the Fal, there are also large parts of the county for which there are absolutely no active coastal partnerships and this is particularly true on the north coast.

Findings from stakeholder engagement:

8. The findings from the extensive stakeholder engagement found that 24% found working across the land/sea interface difficult and 43% cited the complexity of requirements as a key challenge. With the multiple organisations involved, many wanted closer working with the DEFRA family and the fishing sector and saw great opportunities for delivering multiple benefits with their projects, but often struggled with how to involve other partners at the right level.
9. The awareness of, and integration of work into others' strategies was patchy; awareness was good for the CIOS Growth Strategy and Local Nature Recovery Strategy, but very low for the South West Marine Plan and the Cornwall Strategic Economic Plan

10. 96% of respondents thought the current coastal governance system was either not- or only partly-fit for purpose; that it lacked a shared vision, was overly complex, had poor land-sea integration, and that it needed better collaboration. 97% supported the implementation of the Coastal Based Approach in Cornwall.
11. Respondents wanted to see a platform to enable coastal communities to engage more broadly with businesses and local government in order to better manage the coast; a forum for sharing information on marine and coastal habitat restoration; capacity-building around marine and coastal stewardship; strengthening the marine / coastal element of local place-based plans and projects; improved data sharing and a GIS hub and a more consistent approach to planning for coastal change and climate.

Key learning points:

12. Regarding implementing a Coastal Based Approach for Cornwall, the key learning points are that collaborative working is critical and that a dedicated 'Coastal Champion' is needed to act as the 'glue' that brings the organisations together and link projects with a central facilitation role that enables information-sharing amongst practitioners.
13. Given the scale of changes that they are facing, coastal communities must be placed at the centre of delivering coordinated coastal management and the use of focused 'nested' plans in complex areas is useful for delivering a scalable approach that rolls out the learning from the two study areas to provide coverage across the county, including the North Cornish coast where there are significant geographic gaps. Monitoring and shared quality data needs to be at the heart of decision-making and Natural Capital Assessments and GIS data are critical to this.
14. Capacity to deliver in the coastal area is extremely low, with many of the existing partnerships having seen their budgets reduced over the past years to the extent that they are barely operating.

Objectives for Championing Coastal Coordination:

15. Seven objectives were identified as follows:
 - Work without boundaries across the land /sea divide to deliver a sustainable coast and inshore marine area.
 - Bring together key strategic stakeholders in order to deliver coastal coordination.
 - Share data and knowledge in order to support effective decision-making and monitoring.
 - Utilise all available funding streams to ensure maximum benefit for delivering sustainable outcomes in the coast and inshore waters.
 - Act as a conduit for broader engagement with marine and coastal stakeholders.
 - Use a natural capital approach to support decision-making as well as for wider engagement and understanding.
 - Ensure that the whole of Cornwall is covered by a place-based approach which may include 'nested' plans for areas of increased complexity.

Critical Success Factors & Options

16. Ten critical success factors for implementing the Coastal Based Approach have been identified:

- Supports delivery of 25 YEP & builds on the 'natural capital approach', delivering stacked multiple benefits including net gain, marine recovery and addressing the effects of climate change;
- Is an independent partnership, bringing together key stakeholders with a balance of public, private and civic/academic representatives and with a neutral chair;
- Delivers efficiencies through stronger collaborative working, shared understanding and integrated decision-making;
- Has a shared evidence base in the form of an ecosystem assessment developed through the natural capital approach and includes shared integrated monitoring from the outset;
- Employs a dedicated Coastal Champion(s) to act as the facilitator;
- Garners broad support and understanding across all levels of the community with increased community empowerment;
- Uses nested, place-based approach to plans ensuring a county-wide coverage.
- Recognises the role of existing partnerships but also that they need financial assistance to do anything more and that given the increased complexity, a higher level of support will be necessary compared to terrestrial systems;
- Increases the visibility, awareness and value of the coast;
- Delivers a joined-up approach.

17. The report proposes three options plus a 'do nothing', and assesses their initial benefits / risks. These are Option 1: Do nothing; Option 2: Coordination (similar to the Catchment Based Approach) with Fund; Option 3: Using existing partnerships with a basic Natural Capital Assessment and Option 4: Full county-wide two-tiered approach with a full Natural Capital Assessment.

Recommendations

18. Coastal Coordination is critical if we are to deliver the national targets and strategic priorities relating to nature conservation and the climate emergency.
19. Delivering coastal coordination that is compatible with the objectives and critical success factors identified through this report requires additional funding resources. Given that Option 1 (do nothing) does not deliver any of the objectives or critical success factors, it is recommended that exploratory discussions are needed to secure resources for delivery of one of Options 2 – 4.
20. Whilst this document raises key issues around coastal and marine management, further discussions with stakeholders are needed to confirm the course of action in addressing them. This is particularly true of how marine matters are represented on the strategic bodies within Cornwall and the role that the MMO has in driving forward the Marine Plan.
21. The findings of this document should be disseminated widely to stakeholders, particularly those who input into the work, be it through one to one interviews or through the online survey.
22. Further work is needed, which will include a full business case with the outputs and outcomes, monetarised where possible, along with a full risk assessment of the option most likely to match the funding available.

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ABBREVIATIONS

Abbreviations have been used extensively throughout this document:

| | |
|-------|--|
| 25YEP | 25 Year Environment Plan |
| AONB | Area of Outstanding Natural Beauty |
| CaBA | Catchment Based Approach |
| CIC | Community Interest Company |
| CoBA | Coastal Based Approach |
| CP | Coastal Partnerships |
| CPN | Coastal Partnership Network |
| CIOS | Cornwall and the Isles of Scilly |
| CMLG | Cornwall Marine Liaison Group |
| DEFRA | Department for Food and Rural Affairs |
| EA | Environment Agency |
| FCERM | Flood and Coastal Erosion Risk Management (Strategy) |
| GIS | Geographical Information Systems |
| ICZM | Integrated Coastal Zone Management |
| IFCA | Inshore Fisheries and Conservation Authority |
| JNCC | Joint Nature Conservation Committee |
| LEP | Local Economic Partnership |
| LNP | Local Nature Partnership |
| MCZ | Marine Conservation Zone |
| MMO | Marine Management Organisation |
| MPA | Marine Protected Area |
| NE | Natural England |
| PPMLC | Port of Plymouth Marine Liaison Committee |
| SAC | Special Area of Conservation |
| SMP | Shoreline Management Plan |
| SPA | Special Protection Area |

| | |
|--------|---------------------------------------|
| SSSI | Site of Special Scientific Interest |
| SWFRMP | South West Flood Risk Management Plan |
| SWIMP | South West Inshore Marine Plan |
| TECF | Tamar Estuaries Consultative Forum |

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1 INTRODUCTION

1.1 Background

The Cornwall 3Cs Project is part of a national Environment Agency initiative entitled the 'Championing Coastal Coordination' (3Cs) project which is run with support from Natural England, the Marine Management Organisation and the Association of Inshore Fisheries and Conservation Authorities. It is a collaboration seeking to explore how to enhance and progress coordination for coastal sustainability and resilience in England.

1.2 National challenges facing coastal and estuarine areas

The Environment Agency's (EA's) National 3Cs Project was set up in order to address the major challenges faced in coastal and estuarine environments. The EA's Expression of Interest document (Environment Agency, 2021a) describes that with its highly interconnected landscapes and seascapes, along with the complex mix of ownership and governance arrangements, coastal management poses a set of compounded challenges unlike those seen inland. The high number and diversity of public and private sector interests coupled with the complexity of planning, management and governance in the coastal area, along with the high environmental significance of estuaries for the biodiversity which they support, means that integrated working is even more critical.

These issues at the coast can be considered to be a 'wicked problem' in that they are complex and interconnected in nature, lacking clarity in both their aim and their solutions (Conklin, 2001). Due to their nature, Wicked problems cannot be tackled by traditional approaches, but are best tackled through a collaborative approach, one where all stakeholders are engaged in order to find the best possible solution. This approach typically involves fact finding, information sharing, workshops and meetings with the development of a 'community of interest' (Roberts, 2000).

The National 3Cs Project also addresses the challenges coastal communities face being as they are on the frontline of climate change, facing as they do increased risks from the impact of coastal change through storms, flooding and coastal erosion, and the related challenges of prioritising future land and sea management. Coastal areas additionally attract intensive investment in development, such as housing, ports, recreational and transport infrastructure. Left unmanaged, public access and societal health can suffer and ecosystem health can deteriorate since coastal and estuarine habitats provide vital ecosystem benefits such as carbon sequestration, flood mitigation, food provisioning and biodiversity improvement.

Whilst there has been increasing understanding of these pressures individually, there has been no single government-supported approach to delivering integrated coastal zone management on the ground and it is this subject area that the EA's National 3Cs project seeks to explore.

1.3 National 3C's Project: vision, aims and themes

The vision for the National 3Cs Project, run through the Environment Agency, is to strengthen and support a national framework covering the entire English coast with an aim to better coordinate local improvements to coastal environments through a collaborative approach of organisations from the public sector, private sector and civil sectors (Environment Agency, 2021b).

The programme has been designed to address challenges identified in the 25 Year Environment Plan (H M Government, 2018a) around how best to place natural capital evaluation at the heart of decision-making whilst also ensuring an integrated approach as described in Annex 1 of the 25 YEP (H M Government, 2018b p 96).

The National 3Cs project was set up to test and trial activities around three key themes:

1. Achieving coordinated planning and delivery of locally owned plans and place-based initiatives through governance frameworks;
2. Identifying and developing 'Coastal Champions' to strengthen capacity and capability in local stewardship;
3. Restoring and recovering natural habitats in estuarine and coastal areas.

1.4 The Cornwall 3Cs Project

The Cornwall 3Cs Project involves scoping the potential for enhancing and strengthening coordination for coastal sustainability and resilience in Cornwall using the Coastal Based Approach including an exploration of options for a platform for coastal communities to join up with businesses, local government and other partners to better protect, restore and enhance the coastal environment. As well as looking at the county level, the project places particular emphasis on groups and activities in Mounts Bay and the Fal Estuary. These two areas have been selected as project case study areas to take into account the different geographic scales that may be required for effective coastal co-ordination, and considering both open coastal (Mounts Bay) and estuarine (Fal) communities.

The brief identifies Cornwall's marine heritage as being of national significance and therefore requiring a joined-up approach to protecting its valued coastline, improving the coastal environment and in ensuring coastal communities are resilient in the face of change.

The project was led by a steering group consisting of Cornwall Wildlife Trust as the project lead, Cornwall Council (Strategic / Delivery), Environment Agency (Strategic) and Natasha Bradshaw (an independent advisor).

1.5 Geographical Extent & Isles of Scilly

The Isles of Scilly is a small archipelago some 30 miles off the south west tip of Cornwall. It has its own separate local authority which effectively has the same status as a unitary. A recent Devolution Deal has enabled health and social care services along with flood protection to be brought together with Cornwall.

It had been hoped that this work could have included the Isles of Scilly in order to ensure a holistic and integrated approach. Unfortunately, due to time constraints, this was not possible. However, much of the findings are still relevant and it is hoped that the report will still be of value to them. It is also hoped that future discussions might be able to take place with them so that they can help shape the next stages.

1.6 Approach and Method

The work was due to be undertaken in three key stages as set out in the following table:

Table 1: Cornwall 3Cs Stages of Delivery

| Stage | Description |
|---------|---|
| Stage 1 | <ul style="list-style-type: none"> ○ With Steering Group input identify members for a ‘Cornwall Coastal Based Approach Stakeholder Group’ and hold the first group meeting to formalise proposed work plan and set milestones. ○ Define the spatial extent for Coastal Management Units for case study areas: Mounts Bay and Fal Estuary. This will be primarily led by project Steering Group and expert input. ○ Complete a rapid desktop assessment of existing national and international models. |
| Stage 2 | <ul style="list-style-type: none"> ○ Stocktake and analyse existing partnerships and mechanisms across Cornwall, to determine gaps, function and effectiveness. ○ Link with Cornwall marine mapping portal to ensure shared appropriate outputs. ○ Develop two case study areas: Mounts Bay and Fal Estuary. ○ Review existing plans (including Environmental Growth Strategy, Marine Strategy, Local Nature Recovery Strategy, Shoreline Management plans, Flood Risk Management plans etc), data sources, groups, aspirations and other related documents in the case study areas to analyse. ○ Review, develop and test partnership possibilities with existing groups and undertake stakeholder engagement, using both online survey methods and face to face / group discussions where appropriate) and ensure structured, analysable feedback. Making it clear to interested stakeholders that this is a scoping study, to manage expectations. ○ Develop possible future options for methods of delivery of a Coastal Based Approach in Cornwall at different scales (e.g., county and case study level), based on cost and sustainability. This should include risk analysis for each option and consider options for integration into existing groups and strategies. ○ Develop cost estimates, cost benefit analysis for each proposed option. ○ Present future options to Steering Group for further refinement. |
| Stage 3 | <ul style="list-style-type: none"> ○ Evaluate options and cost estimates for the implementation of a Coastal Based Approach in Cornwall and identify the preferred delivery option risks and benefits. ○ Complete a final project report and presentation of the findings to the Steering Group. |

2 CONTEXT AND BACKGROUND

2.1 The need for a collaborative approach

The Government's 25 Year Environment Plan (25YEP) aims to “*reverse the loss of marine biodiversity and, where practicable, restore it*” (H M Government, 2018a), and to “*mitigate climate change, while adapting to reduce its impact*”. It goes on to recognise the importance of placing natural capital at the heart of all decision-making which can itself be better understood through system-based thinking by recognising that system problems are shared problems and are caused by no one party in isolation and are therefore best managed collaboratively (H M Government, 2018b) and sets out that if done well, can deliver multiple stacked environmental, economic and social benefits.

There is growing acceptance within many circles that the current method of managing our coastal areas is failing to address the increasing challenges of climate change and intensification of use (van Assche et al., 2020) (Schlüter et al., 2020) and the subsequent detrimental impact on the natural marine environment.

This was further highlighted in a recent report by the United Nations Environment Programme (Fletcher et al., 2021) entitled “Governing Coastal Resources: Implications for a Sustainable Blue Economy” which sets out the case for constructing a stakeholder community that reflects the connections between land-based activities and coastal resources, rather than the more constrained partnerships currently in existence.

2.2 Coastal Based Approach

The Coastal Based Approach (CoBA, 2021) is an idea to establish partnerships covering the English coast in order to support integrated, place-based delivery for coastal ecosystems and communities. It is based on an approach that recognises the large number of public bodies and private sector interests at the coast which has made planning and management complex with insufficient involvement on the coastal interface.

The concept of CoBA is to provide flexible, collaborative, inclusive and effective leadership for the coastal communities by formalising and building resilience into pre-existing community-led structures and providing local capacity to cover areas currently under-represented. The concept is also to assist existing and new local coastal partnerships in order to provide national consistency along the entire English coast.

CoBA is based on the Catchment Based Approach (CaBA) which began in 2010 under the Environment Agency as a vehicle for addressing land use and water issues and has now grown to provide coverage for every river catchment in England.

2.3 Marine Pioneer Programme

The Marine Pioneer Programme (2017 – 2020) tested the delivery of the 25 Year Environment Plan by trialling new tools and methods to apply a Natural Capital Approach to decision-making; by demonstrating a joined-up and integrated approach to planning and delivering; by exploring new funding opportunities and by ensuring that lessons and best

practice were shared. The findings were based on work carried out as part of the North Devon Biosphere Project and in Suffolk working with the Coastal Partnership East.

The lessons learnt from the Marine Pioneer Project are described in the MMO's report "*Marine Pioneer Programme (2017-2020): Testing delivery of the 25 Year Environment Plan*" (MMO, 2021 pp36) and in this one of the themes that were explored was "Integrated Planning and Delivery" within which seven key recommendations were made:

- **Integrating planning and delivery** with an emphasis on as much recovery and improvement of the environment and climate as possible;
- **Build evaluation in from the start** in order to understand the effectiveness and impact of planning and delivery throughout the process;
- **Amplify the systems approach and connect different people, organisations and government agencies across the marine, coastal and terrestrial environment** incorporating environmental, social and economic processes that span land and sea with inclusive involvement from the start;
- **Make use of 'System Health Specialists' or Coastal Champions to connect and coordinate the planning and delivery system:** in order to build and manage the relationships needed to build integrity and health through the governance framework to connect decision-makers.
- **Within marine and coastal areas, assign local, nested geographic areas** in collaboration with local people that link up to terrestrial systems that mirror environmental systems and feed spatially explicit data into regional plans supported through CoBA.
- **Develop locally owned plans and place-based initiatives** that share local goals and priorities and incorporate data from all different sectors of the community, including that gathered by citizen science, recognising the role of existing coastal/estuary partnerships which could be strengthened to further address these aims.
- **Redistribute / distribute resources** to educate and empower local people to enable them to work together.

The MMO report goes on to identify that Coastal and Estuary Partnerships and Forums can play a key role if they are supported and empowered.

3 REVIEW OF COASTAL PARTNERSHIPS AND APPROACHES

3.1 Introduction

Coastal Partnerships (CPs) come in many forms and there is no single agreed type or best practice of how such Partnerships should be set up, what the membership should be, what the governance should look like, or how it should operate. In 2008, Entec (Entec, 2008) defined them as “a Partnership or Forum that brings together all sectors to advocate sustainable management of an estuary or coastal zone based on ICZM principles”. However, they also went on to identify a number of other types of groups including coastal defence groups; European Marine Site Management Groups; AONB Groups; Marine Nature Reserve Groups and the final category they called Other.

Of more interest is the value that CPs provide, particularly as the primary delivery vehicle for Integrated Coastal Zone Management. In 2008 DEFRA’s strategy for implementing ICZM identified that effective coastal management is reliant on partnership working at and between all levels of governance and that CPs were important for bringing together organisations and individuals with an interest in the coast to seek solutions to coastal issues (DEFRA, 2008). Since then, only a very small number of systematic reviews of coastal partnerships have been undertaken. More recently in 2012, the Coastal Partnerships Network (Coastal Partnership Network, 2013) concentrated more on the roles they played of which for most was as a neutral, broad based and honest broker, with environmental management also being important.

3.2 Method

As part of this work, a selection of different partnerships and forums from around the UK have been assessed in the form of case studies. These comprised the following as listed in the table below. Entec’s range of definitions has been amended to reflect the characteristics of these groups. These groups have been selected to represent the diversity of Coastal Partnerships, both in terms of their structures, their scope and in the activities they undertake.

Table 2: Review of Coastal Partnerships

| | Name | Type |
|----|------------------------------------|---|
| 1. | Dorset Coast Forum | Coastal Partnership |
| 2. | Pembrokeshire Coastal Forum | CIC and Coastal Forum |
| 3. | Coastal Partnerships East | Coastal Management relating to flood and coastal erosion |
| 4. | North West Coastal Forum | Regional Coastal Partnership |
| 5. | Tamar Estuaries Consultative Forum | European Marine Site Management Partnership & Forum |
| 6. | North Devon Biosphere Partnership | Ecosystem Approach combining coastal and catchment management for the Biosphere Reserve |
| 7. | Marine Pioneer Project | Other – this brings together the learnings from the Suffolk and North Devon |

| | | |
|--|--|--|
| | | Biosphere projects and focuses on augmenting current structures. |
|--|--|--|

One of the concepts that the Environment Agency's 3C's Project as a whole wants to explore, is the ownership of complex systems in order to maximise the collaborative partnership outcomes by working across the public, civil and private sectors and thereby make better use of limited resources.

In order to explore this further, for each partnership, the composition of their board or steering group has been assessed and categorized into civic / public / private, and plotted as per Crilly's Concept Diagram (presentation at Coastal Futures 2022) in order to give a visualization of where they sit within the civic / public / private triangle. The results are shown in the "Governance Composition Diagram" which is shown as a triangular or ternary plot whereby the sum of all three components is 100 per cent.

3.3 Results

Each of the six partnerships have been assessed and summarized in Appendix 2: Summary of Coastal Partnerships (other places). They are all very different, but there are a number of key findings which emerge:

1. **Focus theme:** whilst the coastal partnerships examined still broadly fell into the categories devised by Entec in 2008, there has been some developments:
 - a. North Devon Biosphere Partnership stands apart as being the only one that is combining a catchment-based approach with a coastal based approach, whilst making full use of a comprehensive evaluation of its ecosystem services to drive its work agenda.
 - b. Coastal Partnerships East represents an evolution of the classic coastal defence group into a more holistic approach that includes an emphasis on nature-based solutions and engagement.
 - c. Pembrokeshire Coastal Forum represents a group that is very much focusing on the emerging blue economy and particularly on marine renewables.
 - d. Tamar Estuaries Consultative Forum is an example of a Partnership that is focused on upholding the requirements for the Marine Protected Area designations, and this brings with it a clear statutory driver which is helpful in securing funding from the relevant authorities.
 - e. Dorset Coast Forum represents a classic Coastal Partnership that has focused on sharing information and as such has a very broad membership to support this.
 - f. The Marine Pioneer project is slightly different, as it is not a project in itself but rather represents the learning from a suite of research activities designed to test the best methods for implementing the 25 Year Environment Plan.

2. **Hosting and Structure:** It is noticeable that five of the six partnerships are hosted within local authorities; Pembrokeshire is the only one that is not as it is a Community Interest Company and has a governance structure that reflects this, comprising mostly of individuals from the private sector. The findings of the Marine Pioneer project concludes that the best approach is to use and where necessary augment

existing structures and partnerships.

3. **Membership of the Governing board:** the make-up of the governing board is clearly important and it is interesting to note the contrast between those Forums hosted within local authorities that have membership drawn from the relevant authorities, and the CIC which is made up of people that have applied to be on it, bringing with them their knowledge, skills and experience.
4. **Public/ Private / Civic Partnerships:** The Board or partnership membership for each of the Partnerships has been plotted and is shown in Figure 1 below. This diagram is useful as it shows the diverse nature of the partnerships. The legislation-driven TECF is clearly identified as a public –private partnership and, along with the Coastal Partnership East, is exceptional in having no civic representation at all; however, given that by its nature, this is an organisation representing the competent authorities, then it is to be expected, and in the case of Coastal Partnership East, it is strongly focussed on sharing internal expertise. Nor is it surprising to see that the Dorset Coastal Forum, with its broad membership, is very much towards the Civic corner of the triangle. The two that sit closest to the middle, and therefore represent true public / private / civil partnerships are the North Devon Biosphere and PPMLC (the wider stakeholder group for TECF).
5. **Scale:** Of the six, two are regional (Coastal Partnership East and North West Coast Forum); two are county-wide (Pembrokeshire and Dorset) and two are area based, primarily focused on a designated site (TECF and North Devon), although it is interesting to note that North Devon's boundary is drawn much wider than just the designated feature.
6. **Work Priorities:** Community engagement for projects is a common theme amongst the six partnerships, be it around specific projects or developments or for broader strategies such as Shoreline Management Plans. Also, the emerging agendas around blue carbon, marine renewables and supporting aquaculture are also seen, as is activities to improve water quality. The Marine Pioneer project went one step further by stressing the need for locally owned plans and place-based initiatives that share local goals and priorities, incorporating different data from all different sectors of the community.

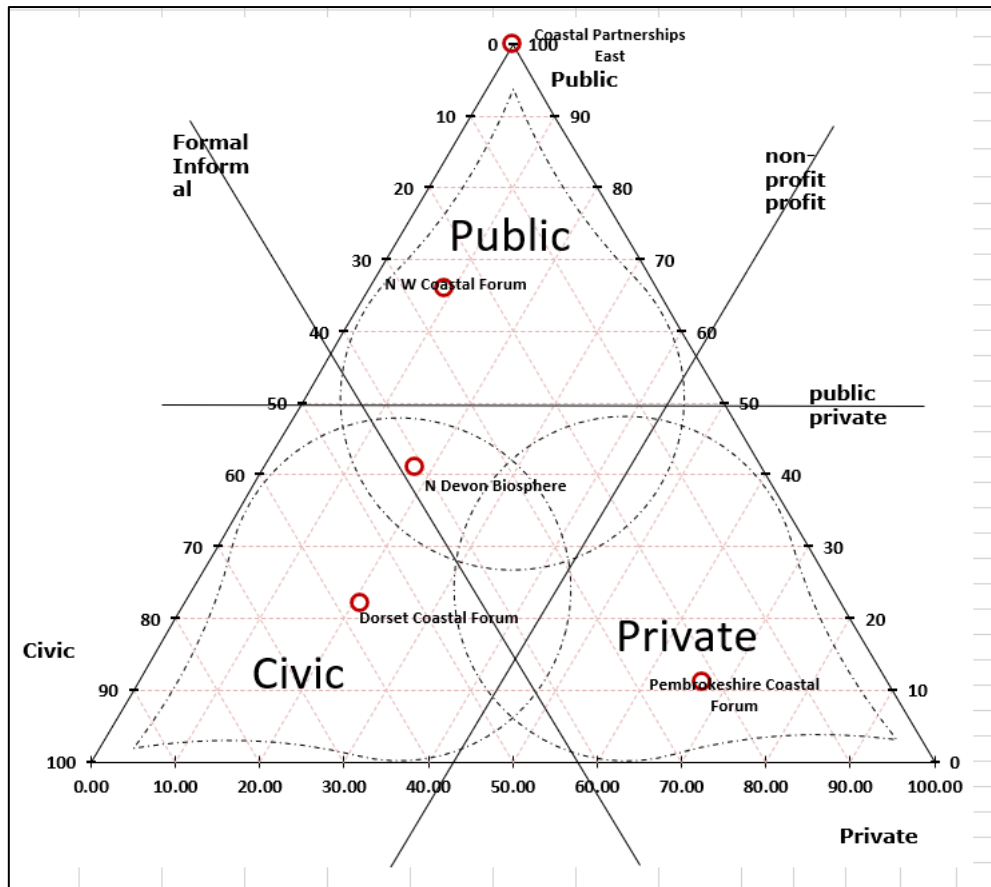


Figure 1: Governance Composition Diagram for the Other partnership data plotted onto the 3Cs initiative conceptual model (Environment Agency, 2021b) and adapted from (Brandsen et al., 2005).

7. **Disseminating information:** The two county-based partnerships have a large database of coastal stakeholders (700 for Pembrokeshire and 400 for Dorset) with whom they engage with either through meetings or electronically with newsletters; sharing best practice and exchanging knowledge. TECF also has a mechanism whereby it cascades information out through its user-groups and also uses social media extensively.

The two county-based partnerships also sit on their respective Local Nature Partnerships, thereby ensuring that coastal matters are represented on these strategic groups. The Marine Pioneer also stresses the importance of disseminating information to empower local people to enable them to be stewards of their local area.

8. **Knowledge Capital:** What is clear from their websites, is the degree to which the Partnerships hold a lot of knowledge, both in terms of the staff who hold the broader understanding of how their area works, as well as in the physical or electronic records and reports; making them available on their websites. This is particularly true of the long-established partnerships such as Pembrokeshire and North West. However, it has become a problem for some when they have moved to a new website, and a lot of the old historical reports do not make it over in the migration to the new site (e.g., Dorset Coast Forum). This is unfortunate as the role of being a

repository to marine information is an important one if the knowledge and understanding acquired through time is to be built on into the future.

3.4 Conclusions

The six partnerships plus the lessons from the Marine Pioneer, whilst very different, do highlight some critical success factors around the structure of their governing boards and the degree to which they represent the public / private / civil sectors, the scale at which they operate, and their prioritization of work particularly relating to the new emerging agendas of the blue economy and marine renewables. It is also useful to see that the two county-based partnerships themselves sit on their respective Local Nature Partnerships, thereby ensuring that coastal matters are represented on these strategic platforms, whilst the Marine Pioneer finds that utilizing existing structures and augmenting others is best.

But overall, it is also clear that there is no single 'blueprint' that we can all use as the best example for a coastal partnership. Each has evolved to meet its own particular issues and using the resources available. Nevertheless, there are key lessons which will be useful for framing the way in which we look to explore options for identifying and delivering improved coastal coordination for Cornwall and these will be further explored in Section 9.5 Critical success factors.

4 COASTAL AND ESTUARINE MANAGEMENT IN CORNWALL

The concept of coastal zone management first reached mainstream thinking in the UK with the publication of the House of Commons Select Committee Report on Coastal Zone Protection and Planning in 1992. However, prior to this, there were a number of initiatives at some sites such as the Tamar Estuaries which did operate an early form of collaborative working.

Cornwall was an early-adopter of many of the approaches to environmental management and has been at the forefront of new ways of working; taking part in early pilots and experimenting with innovative partnerships.

This chapter summarises the work previously undertaken throughout the county and also explains the links between the designated marine areas with their evolving management structures.

4.1 Countryside and coastal management in Cornwall

Prior to the 1980s, there were no environmental partnerships to speak of operating in Cornwall and little environmental management. It was not until the mid-1980s, when the job creation scheme known as the Community Programme, proved the catalyst to jump-start environmental improvement initiatives in the county (B Shipman 2022, pers comm). Much of this work included work at the coast such as coastal path improvements and dune stabilisation but a consequence was the establishment of countryside services in a number of the district councils as well as the County Council and these went onto focus activities on the Cornwall Area of Outstanding Natural Beauty and its associated Heritage Coast with a number of them employing Beach Rangers.

4.2 English Nature's Estuaries Initiative

With the advent of English Nature's Estuaries Initiative, funding became available to undertake work on some of the county's estuaries which was carried out with varying success. In 1992 English Nature launched their 'Campaign for a Living Coast' with the Estuaries Initiative forming part of the campaign. The aim for the Estuaries Initiative was to raise awareness of estuaries and to adopt an integrated approach to estuarine management in an attempt to shift the balance from un-coordinated development towards sustainability. English Nature's Estuaries Initiative established management plans and partnerships at more than 40 English estuaries during its period of operation from 1992 until 2006 (Jemmett A et al., 1999).

Amongst the estuaries to benefit from this initiative were the Tamar Estuaries, Fowey and the Fal, with work also being undertaken to explore broader countryside management work for the smaller estuaries of the Camel and Hayle.

At the end of English Nature's Estuaries Initiative, a review concluded that they remained relevant particularly where they had a role around community engagement, public engagement through user groups and special interest groups and European marine site

management plans, provided that they were able to secure ongoing core funding (Morris, 2008). Another critical success factor for those that managed to survive, was the ability to react in the face of a rapidly changing wider agenda.

4.3 European Marine Sites

In 1992, the UK signed the EC Habitats Directive and with it came the first Special Areas of Conservation (SACs), many of which overlapped with the Estuaries Initiative Sites. Subsequently the management of the Special Protection Areas (SPAs) was integrated to create European Marine Sites which included the Fal and Helford Estuary and Plymouth Sound and Tamar Estuaries. With it came funding to develop management plans which, in the case of the Tamar, was produced by consultancies with limited stakeholder support. Management Groups were also established to develop the single coordinated management framework to ensure that the sites are maintained in favourable condition.

Later, others were also designated and these included:

- Isles of Scilly SAC Complex (2005)
- Isles of Scilly SPA (2001)

More recently, additional European Designated Sites have been designated for the following marine sites:

- Start Point to Plymouth Sound & Eddystone SAC (2017)
- Falmouth Bay to St Austell SPA (2017)
- Lizard Point SAC (2017)
- Land's End and Cape Bank SAC (2017)
- Bristol Channel Approaches SAC (2017)

The designation of these sites did not see any management schemes established in the same way that they had for the previous sites so the process for engaging with stakeholders as part of their ongoing management is not as established, relying as it does on existing structures where they exist, statutory advice from Natural England and the Joint Nature Conservancy Council and the Inshore Fisheries and Conservation Authorities.

In addition to the marine SACs and SPAs, there are also a number of coastal but terrestrial sites which have been designated for non-marine features, but nevertheless lie adjacent to marine and estuarine waters. These include:

- Polruan to Polperro SAC
- Marazion Marsh SPA

4.4 Voluntary Marine Conservation Areas

In Cornwall, the first Voluntary Marine Conservation Areas (VMCAs) were designated in the 1980s and 1990s with the assistance and support of English Nature and the then Cornwall County Council.

Five were originally designated consisting of Helford (1987); Looe (1995), Polzeath, St Agnes (1997) and Fowey Estuary (1999) and they have worked to engage communities, raise awareness of the importance of the local area and encourage sensible use of natural resources.

Helford is the longest standing and has been a model in the UK for its success in sustaining community involvement, interest and support for its activities and many other sites, particularly in south west England, have emulated its approach.

Between 2007 and 2013, Cornwall Wildlife Trust, with funding from Heritage Lottery Fund, helped to co-ordinate and re-invigorate these 5 VMCA's, to ensure they had longevity and share best practice between their voluntary committees and groups. Funds were available to train locals in monitoring their own seashore, running events and working with local schools to raise awareness of marine conservation in their areas. The success of this work was then built on between 2015 and 2021 through the Trust's Your Shore Beach Ranger Project, where the network of community groups was expanded from the original 5, to 17 local marine conservation groups.

The current 17 local marine conservation groups are collectively known as the Your Shore Network which is coordinated by Cornwall Wildlife Trust. All are volunteer led and autonomous groups. A selection of the groups is officially affiliated with Cornwall Wildlife Trust with others independent from the charity, however all still consider themselves within the Your Shore Network. (R Williams, 2022, pers comm).

4.5 Marine Conservation Zones

A number of Marine Conservation Zones (MCZ) have been designated in the inshore waters of Cornwall (0-12nm) under the Marine and Coastal Access Act 2009:

- Hartland Point to Tintagel MCZ
- South West Approaches to Bristol MCZ
- Padstow Bay and Surrounds MCS
- Camel Estuary MCZ
- Newquay and the Gannel MCZ
- Cape Bank MCZ
- Runnel Stone (Lands End) MCZ
- Mounts Bay MCZ
- Helford Estuary MCZ
- The Manacles MCZ
- Upper Fowey and Pont Pill MCZ
- Whitsand and Looe Bay MCZ
- Tamar Estuaries MCZ.

Again, at the time of designation, there was no requirement to establish new management structures, rather they are managed through the advice packages prepared by Natural England and JNCC unless an existing structure was already in place or through specific CIFCA bylaws where fishing activity impacts designated features only.

4.6 Conclusion

The history of coastal and estuarine management in Cornwall does highlight just how quickly new designations have come into being, whilst the development of the management structures to ensure community and broader stakeholder engagement has not necessarily followed and has not been possible in the absence of coordinated funding to enable it.

5 STRATEGIC CONTEXT

The marine and coastal environment is well documented as having a highly complex governance and legislative framework. When mapped out this has been described as the ‘ultimate horrendogram’ as it runs to over 200 pieces of legislation that have direct implications on marine environmental policy and management (Boyes & Elliott, 2014) and included in the Appendix. Whilst it has undoubtedly changed since then, it is useful to include as it shows the horizontal relationship between international treaties through EU legislation (most of which is still valid in the post-Brexit UK) through to national legislation.

In 2014, as part of the EU Valmer Project, governance mapping was undertaken for the Plymouth – Fowey area and a diagram was produced to show the complex relationships between the key pieces of driving legislation and the various strategies and sectors relevant to that stretch of coastal waters. This is shown in Figure 2 below (Valmer Project, 2014).

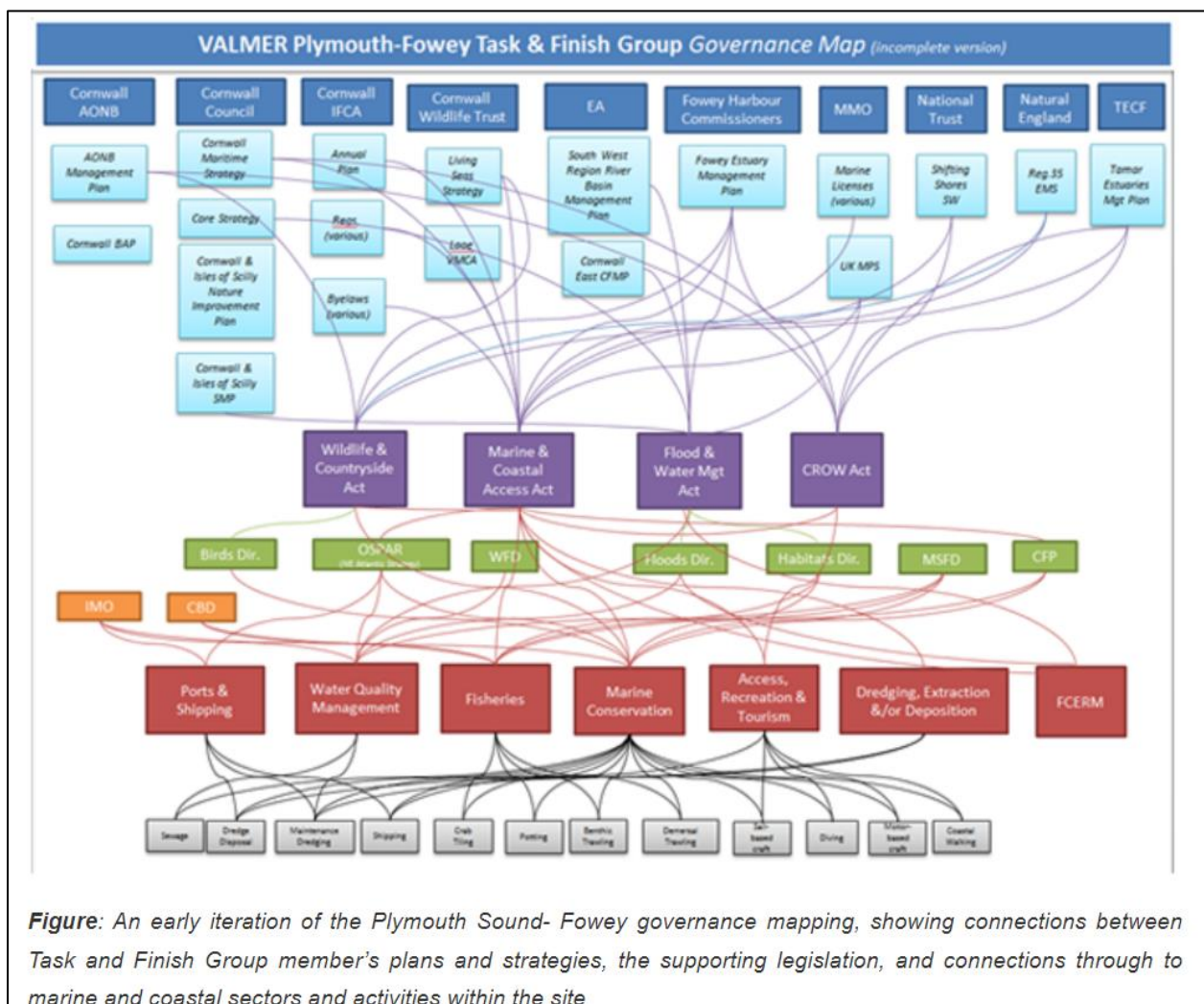


Figure 2: Governance map for coastal waters between Plymouth and Fowey (Source: Valmer EU Project)

In a rapidly changing strategic environment, there is always a danger that any identification of key legislative drivers will be out of date very quickly. Already since 2014, things have moved on with new drivers relating to climate emergency, blue carbon and marine

renewables now also being on the agenda along with a new sense of urgency driving the need to deliver changes more quickly, for example around coastal adaptation. Notwithstanding this, the following represents the key current drivers:

5.1 National

5.1.1 DEFRA 25 Year Environment Plan (2018)

Sets out the Government's plans to improve the UK's air and water quality and to protect threatened wildlife and to deliver net gain.

It includes targets for water including coastal waters and bathing beaches and links to the River Basin Management Plans. It includes goals relating to reversing the loss of marine biodiversity, improving protected marine site management, sustaining populations of key species and delivering productive and healthy seafloor habitats and ecosystems. Also relevant to the marine and coastal themes are goals and targets around flooding and coastal erosion which include bringing public, private and third sectors together and including integrated decision-making. Sustainable fishing is also identified as is having regard for climate change, minimising waste including marine plastic pollution, managing and where possible eliminating the use of harmful chemicals including Polychlorinated Biphenyls and enhancing biosecurity including the management of invasive non-native marine species.

5.1.2 National Flood and Coastal Erosion Risk Management Strategy (2020)

As required by the Flood and Water Management Act 2010, this strategy describes what needs to be done by all Risk Management Authorities (RMAs) involved in flood and coastal erosion risk management to better manage the risks and consequences of all types of flooding including rivers, the sea, ordinary watercourses, surface water, sewers and coastal erosion and will require the RMAs to work with individuals, communities, third sector businesses, farmers, land managers and infrastructure providers.

5.1.3 Marine Policy Statement (2011)

The Marine Policy Statement provides the framework for preparing Marine Plans and taking decisions affecting the marine environment and sets high level objectives to promote sustainable economic development, enable the movement to a low-carbon economy, to ensure a sustainable marine environment and to contribute to societal benefits of the marine area. The statement recognises that integration between marine and terrestrial planning is necessary and that coastal areas, and the activities taking place within them are managed in an integrated and holistic way in line with the principles of Integrated Coastal Zone Management. Much of the delivery of the Marine Policy Statement is through the Marine and Coastal Access Act 2009 which sets out marine licensing, establishes the IFCAs and marine conservation zones.

5.1.4 UK Marine Strategy (Updated 2019)

The UK Marine Strategy provides the framework for delivering marine policy at the UK level and set out how the vision for clean, healthy, safe, productive and biologically diverse oceans and seas will be delivered. It sets out a 3-stage framework for achieving good environmental status in our seas through protecting the marine environment, preventing its

deterioration and restoring where practical, while allowing use of marine resources. The strategy covers 11 descriptors including biodiversity; non-native species; commercial fish; food webs; eutrophication; sea-floor integrity; hydrographical conditions' contaminants; contaminants in seafood; marine litter and underwater noise.

Part 3 of the UK Marine Strategy sets out progress will be measured using data and indices collected as part of the delivery under other legislative drivers.

5.2 Regional

At a regional level there are a number of key strategic documents which include matters relating to the coastal and marine environment.

5.2.1 Draft South West Flood Risk Management Plan

The South West Flood Risk Management Plan (SWFRM) sets out how flood risk will be managed in nationally identified flood risk areas for the period 2021-2027.

5.2.2 Draft South West River Basin Management Plan

The South West River Basin Management Plan describes what needs to be done to protect and improve the water environment in the South West in order to achieve the targets set out in the 25 Year Environment Plan for clean and healthy water. It is led by the Environment Agency and provides information and objectives to enable public bodies to make planning and licensing decisions, decide on conditions for permits and to target action.

5.2.3 Shoreline Management Plans

Shoreline Management Plans (SMPs) have been developed by Coastal Groups with members mainly from local Councils and the Environment Agency and they identify the most sustainable approach to managing the flood and coastal erosion risks to the coastline for the next 100 years. At a national level, the EA has a responsibility (as set out in the Flood and Water Management Act 2010) to ensure that a nationally consistent and coherent set of SMPs exist.

There are two SMPs that cover the coastline of Cornwall.; the main one is SMP17 Rame Head to Hartland Point covering the bulk of the coastline including the Isles of Scilly. SMP16 Durlston Head to Rame Head covers the remaining portion consisting of the western bank of the River Tamar and down the coast to Rame Head.

5.2.4 South West Inshore Marine Plan

Developed by the Marine Management Organisation, the South West Inshore Marine Plan (SWIMP) implements the National Marine Policy. It covers the coastline from the River Severn border with Wales to the River Dart in Devon, and therefore includes all of the coastline of Cornwall and the Isles of Scilly, and extends out to 12 nautical miles. The SWIMP provides a policy framework to inform decision-making on the activities that can take place in the marine environment and how the marine environment is developed, protected and improved in the next 20 years.

5.3 Cornwall & Isles of Scilly

There are a number of plans and strategies produced that translate the legislative and national strategic drivers into actions for Cornwall. These come under the key economic, environmental, social, health and cultural themes and are briefly listed below;

Leadership & Governance (Lead: CIOS Leadership Board)

- The Cornwall Plan 2020-2050
- Climate Change Action Plan 2019
- Devolution Deal
- Localism in Cornwall: The Power of Community 2021

Economic (Lead: CIOS Local Enterprise Partnership)

- CIOS Strategic Economic Plan 2017 – 2030 (Vision 2030)
- CIOS Industrial Strategy
- CIOS Local Skills & Labour Market Strategy 2022-2030

Environmental (Lead: CIOS Local Nature Partnership)

- Local Nature Recovery Strategy / Nature Recovery Plan
- C&IoS Environmental Growth Strategy
- Environmental Management Plans
- Cornwall Catchment Partnership Strategy
- AONB Management Strategies

Planning & Housing (Lead: Cornwall Council)

- Cornwall Local Plan 2010 – 2030
- Cornwall Local Transport Plan - Connecting Cornwall 2030
- Countryside Access Strategy
- Cornwall Climate Emergency Development Plan
- Neighbourhood Plans
- Cornwall Local Flood Risk Management Strategy
- CIOS Shoreline Management Plan

Health & Wellbeing (Lead: CIOS Health & Wellbeing Board)

- CIOS Health and Wellbeing Strategy

Others

- Cornwall Council Ports and Harbours Strategy
- Cornwall Maritime Strategy 2019-2030

It is therefore clear that there are a large number of documents and strategies active within Cornwall. Most of them come under Cornwall Council and are lead through partnerships and boards.

5.4 Linking statutory drivers with delivery

The strategies listed above, along with their delivery vehicle and their relationships to the driving legislation and national bodies is shown in Table 3 below which is based on work undertaken by Bradshaw (unpublished thesis, p47-48). Additional information has been provided relating to the specific delivery vehicles for Cornwall along with some observations in the last column.

Table 3: Governance roles of statutory and advisory bodies for the coast and delivery in Cornwall

Based on Bradshaw (unpublished thesis, p47-48)

| FUNCTION | INSTITUTIONAL LEAD / RESPONSIBILITY | | LEGAL BASIS | POLICY DELIVERY MECHANISM | | | COMMENT |
|-------------------------------------|-------------------------------------|--|--|---|--|--|--|
| | Government Dept | Government Agency / Advisory Body | | National / Regional Level | County Level | Sub County / Local | |
| Foreshore & seabed ownership | Crown Estate & private owners | | Crown Estate (1961) | Seabed User Developer group (Secretariat on behalf of the CE) | Crown Estate Agents (Coastal). | No local forum or other delivery vehicle. | Cornwall CE Agent is based in Southampton. Other major fundus owners are Duchy of Cornwall (estuaries), other private estates, harbour authorities and local authorities. |
| National Infrastructure | BIS | Infrastructure Planning Commission (IPC) | Planning Act (2008); Housing & Planning Act (2016) | National Policy Statements | Proposed development consultations through Cornwall Council (CC) and others. | Local consultations as required. | National Infrastructure Projects have been limited to A30 road improvements. |
| Land planning & development control | MHCLG | Local Government Assoc & Local Authorities | Planning Act (2008) Planning and Compulsory Purchase Act (2004) Town & Country Planning Act (1990) Housing & Planning Act (2016) | National Planning Policy Framework (NPPF); Planning Policy Statements; Coastal Towns Working Group; Coastal Communities Alliance. | Cornwall Local Plan and DPDs. Sustainable Community Strategy | Neighbourhood Plans; Localism Officers; Coastal Community Teams | Coastal Community Teams no longer receive funding but continue to be supported through the Localism Officers where possible. |
| Marine planning & licencing | DEFRA | Marine Management Organisation (MMO) | MaCAA (2009) EC Maritime Spatial Planning Directive (2012) | Marine Policy Statement (MPS); SW Inshore and Offshore Marine Plan | None | No forums exist. Local officers are based in Cornwall but they focus on enforcement. | Licensing is carried out from Newcastle. There is nowhere locally that the implementation of the Marine Plan is discussed, managed & reported although MMO officers are available. |
| Environment | DEFRA | Environment Agency, Natural England, Historic England and others | EU Withdrawal Bill (2020) Habitat & Species Regulations Environment Act (2021) | 25 Year Environment Plan Nature Recovery Network | System Operators tbc. Cornwall Local Nature Partnership; Cornwall Local Nature Recovery Strategy and specific Marine Nature Recovery Strategy. | Management Plans for Fal & Helford SAC; Plymouth Sound & Tamar Estuaries MPA; Fowey Estuary MCZ. | The estuary management plans are not yet consistently reflecting the opportunities around for either marine recovery or environmental growth. |
| Biodiversity | DEFRA | Natural England, Environment Agency, Forestry Commission, MMO | Natural Environment White Paper (2010) ⁷ | Local Nature Partnerships (LNPs) | Cornwall Local Nature Partnership; Cornwall & IOS Environmental Growth Strategy; | Only on a project basis. | No formal basis for cascading targets down to areas. |

| FUNCTION | INSTITUTIONAL LEAD / RESPONSIBILITY | | LEGAL BASIS | POLICY DELIVERY MECHANISM | | | COMMENT |
|---|-------------------------------------|--|---|---|--|--|---|
| Sector | Government Dept | Government Agency / Advisory Body | | National / Regional Level | County Level | Sub County / Local | |
| Flood and coastal erosion risk management (FCERM) | DEFRA / MHCLG | Environment Agency, Local Authorities | Flood and Water Management Act (2010); Coast Protection Act (1949) | FCERM Strategy (2020). SW Regional Flood and Coastal Risk Management Committee; SW River Basin District Flood Risk Management Plan (Draft); | Cornwall & IOS Coastal Advisory Group (SMP); SW Coastal Group (Advisory, linked to SMP); Shoreline Management Plan; Cornwall Local Flood Risk Management Strategy; Cornwall Climate Emergency Development Planning Document (DPD). | Discussions at a community level tend to use the most active local forum which is in place; often utilising the network of Coastal Community Teams. Coastal Change Management Areas (16 identified in the DPD). | Historically, flood protection works and therefore discussions with wider stakeholders, have focused on delivering flood protection benefits only. However, there is now an increasing urgency to deliver wider multiple benefits, and the local stakeholder consultation groups need to recognise this and bring in the additional organisations required. |
| Economic development | MHCLG / BIS / HCA | Local Government Association | Local Growth White Paper (2010) | Local Enterprise Partnerships (LEPs) | Cornwall Local Enterprise Partnership; Cornwall Marine Network (CMN) | The LEP has numerous themed task groups but no place-based groups. | The LEP is public / private partnership, responsible for setting and driving the economic strategy and setting local priorities. The CMN has over 300 members. |
| Industry | BEIS | | Industrial Strategy White Paper (2017) | Local Industrial Strategies led by Mayoral Combined Authorities or LEPs. ⁹ | Cornwall & IOS Industrial Strategy (Draft) | No implementation plan currently published. | |
| Health and Well-Being | Dept of Health | Local Authorities, CCG and NHS England | Health and Social Care Act (2012) | Health and Wellbeing Boards (HWBs) ⁸ – statutory forums | Cornwall Health & Wellbeing Strategy (Draft) | Place-based plans will be developed across the three Cornish localities of West Cornwall, Central Cornwall, North and East Cornwall plus one for Isles of Scilly. | The health agenda is widening, as it is now recognising the importance of access to blue and green natural spaces as being important for mental and physical health. |
| River Basin Management (RBM) | DEFRA | Environment Agency (EA) | Water Environmental (WFD) Regs to support EC Water Framework Directive (WFD) 2000 and UK Regulations | River Basin District Committees S W River Basin Management Plan (Draft); | Cornwall Catchment Partnership & Strategy; Tamar Catchment Partnership & Strategy. | Sub county delivery carried out on a project basis. | |
| Shoreline management | DEFRA | EA & LA | Flood and Water Management Act (2010) requires for EA to ensure & oversee a coherent network of SMPs. | Shoreline Management Plans | Cornwall & Isles of Scilly Shoreline Management Plan; C&IOS Coastal Advisory Group (CISCAG)) | 14 Cornish locations identified as priority with actions identified for each which will require integrated working. | This links to Flood and coastal erosion risk management above. |
| Marine environment | DEFRA | JNCC | UK Marine Strategy (2019) to support EC Marine Strategy Framework Directive | Marine Protected Areas | Cornwall Marine Liaison Group (informal) | Tamar Estuaries Consultative Forum; Fowey Estuary Partnership; Fal & Helford SAC Management Group and Advisory Group. | There are no local groups for the newer marine SACs or SPAs. |

| FUNCTION | INSTITUTIONAL LEAD / RESPONSIBILITY | | LEGAL BASIS | POLICY DELIVERY MECHANISM | | | COMMENT |
|-----------------------------|-------------------------------------|---|--|---|--|---|--|
| Sector | Government Dept | Government Agency / Advisory Body | | National / Regional Level | County Level | Sub County / Local | |
| Fisheries management | DEFRA | Individual IFCA's – MMO appointees and LA members | MaCAA Act; Fisheries Act; Sea Fish (Conservation) Act; Sea Fisheries (Shellfish) Act; Salmon and Freshwater Fisheries Act | CEFAS government advisory body | Cornwall Inshore Fisheries & Conservation Authority Byelaws, Orders, gear and catch restrictions | Local IFCA Officers attend place-based meetings where they can. | The Cornwall IFCA is insufficiently resourced to attend place-based meetings on a regular basis. |
| Ports & harbours | MCA DoT | British Ports Association | Ports Act (1991) Harbours Act, Merchant Shipping Regulations etc. Transport Act 2000 | Local Harbours Acts; South West Ports Assoc. Local Transport Plans | The 12 Cornwall Council ports are managed by the Cornwall Council Harbour Board. There is no strategy for all Cornish ports and harbours. Cornwall Local Transport Plan (Connecting Cornwall: 2030). | For those ports within the designated estuaries, they do come together through their respective management groups, i.e., Tamar Estuaries Consultative Forum, the Fal & Helford Management Group and the Fowey Estuary Partnership. Port of Falmouth had a masterplan but this is out of date. | There is currently no means of bringing all the Cornish ports together. |
| Nature conservation | DEFRA | Natural England | Habitats and Species Directives, NERC Act; Wildlife & Countryside Act (1981); National Parks & Access to the Countryside Act (1949) etc. | Conservation of Habitats and Species Regs MCZs, SSSIs, EMS, SPAs, SACs, Ramsar sites etc. | Biodiversity and Species Action Plans, Cornwall AONB Service and Management Plan & Heritage Coasts, LNRs, Nature Improvement Areas etc | Reserve Management Plans. Project based delivery where funding allows. Many protected marine and coastal sites lack integrated management structures. A strong network of 17 community-based groups around the county undertake on the ground projects. | There are many projects to manage and improve sites, but there is no way of bringing all the marine and coastal work together other than through the Marine Liaison Group. |
| Heritage & archaeology | DEFRA | Historic England/English Heritage | National Heritage Act; Protection of Wrecks Act | Sites of Historic Importance Protected Wrecks | 7 protected sites off Cornwall plus very many other wrecks and marine heritage. | Local site management only. | Marine heritage and archaeology are poorly represented on local management groups. |
| Recreation | DEFRA | EA and water companies | Bathing Waters & Urban Waste Water Treatment Regulations | Bathing Water beaches | Local authority & Environment Agency | 89 designated bathing beaches in Cornwall. Many have Friends of groups. | There is some overlap with the Your Shore Groups mentioned above. |
| Countryside & Rights of Way | DEFRA | NE and LAs | CROW Act (2000) | English Coast Path | Cornwall Council, S W Coast Path Team, S W Coast Path Association | Numerous site-based projects where funding allows. E.g., EU funded 'Experience' project. | Strong links to the tourism and recreation agenda. |
| Climate Change | DEFRA | Various (all) | Energy Act, Climate Change Act, Electricity Act | Various (all) | Cornwall & IOS Leadership Board; Cornwall Climate Change Action Plan; Climate Emergency Development Plan Document. | Numerous local action groups active at the local level. | There is potential to further extend this into the marine environment beyond the flooding and coastal erosion risk management. |

| FUNCTION | INSTITUTIONAL LEAD / RESPONSIBILITY | | LEGAL BASIS | POLICY DELIVERY MECHANISM | | | COMMENT |
|------------------------------|-------------------------------------|-----------------------------------|--|---------------------------|--|--|--|
| Sector | Government Dept | Government Agency / Advisory Body | | National / Regional Level | County Level | Sub County / Local | |
| Planning, plans and projects | Various | Relevant authority | Planning Act (as amended), Environmental Assessment Regs ¹¹ : | Coastal Concordat | Proposed development consultations through planning process. | Stakeholders are consulted through parish councils, harbour authorities. | Discussion may take place at a local level, but more frequently, consultees do not discuss the issues together. There is scope for better use of the coastal concordat to shape the development to deliver increased outcomes. |

5.5 Emerging issues

It is useful to understand the drivers and national strategies and the way by which they are delivered within Cornwall. The table also starts to identify some key emerging issues relating to whether coastal and marine issues are specifically represented, whether the delivery mechanisms cover coastal and marine issues, the way this translates to place-based delivery and the importance of cross-cutting work.

These will be further examined in the following chapters.

6 EXISTING PARTNERSHIPS AND MECHANISMS

6.1 Introduction

As has been seen in the previous chapter, there are a number of delivery mechanisms for Cornwall relating to coastal and marine matters and this chapter will explore them further. In particular, they will be assessed to determine how well marine and coastal issues are recognised and represented within their work and to what degree they link to other relevant partnerships and delivery mechanisms. The basis of the partnerships and mechanisms are those listed in “Table 3: Governance roles of statutory and advisory bodies for the coast and delivery in Cornwall” in the previous chapter plus others that emerge and in particular:

- Strategic leadership groups
 - Cornwall and Isles of Scilly (CIOS) Leadership Board
 - CIOS Local Enterprise Partnership
 - CIOS Local Nature Partnership
 - CIOS Health & Wellbeing Board
- County-based partnerships & mechanisms
 - CIOS Coastal Advisory Group (SMP)
 - Coastal Community Teams
 - Cornwall Catchment Partnership
 - Cornwall AONB Board
 - Cornwall Council Harbours Board
 - Cornwall Council Maritime Strategy Implementation
 - Cornwall Inshore Fisheries and Conservation Association
 - Cornwall Marine Liaison Group
 - Cornwall Marine Network
 - Cornwall Your Shore Groups
 - Tamar Valley AONB Board
- Place-based initiatives
 - Estuary Partnerships
 - Fal & Helford SAC Management Forum
 - Fowey Estuary Partnership
 - Tamar Estuary Consultative Forum
 - Place-shaping groups

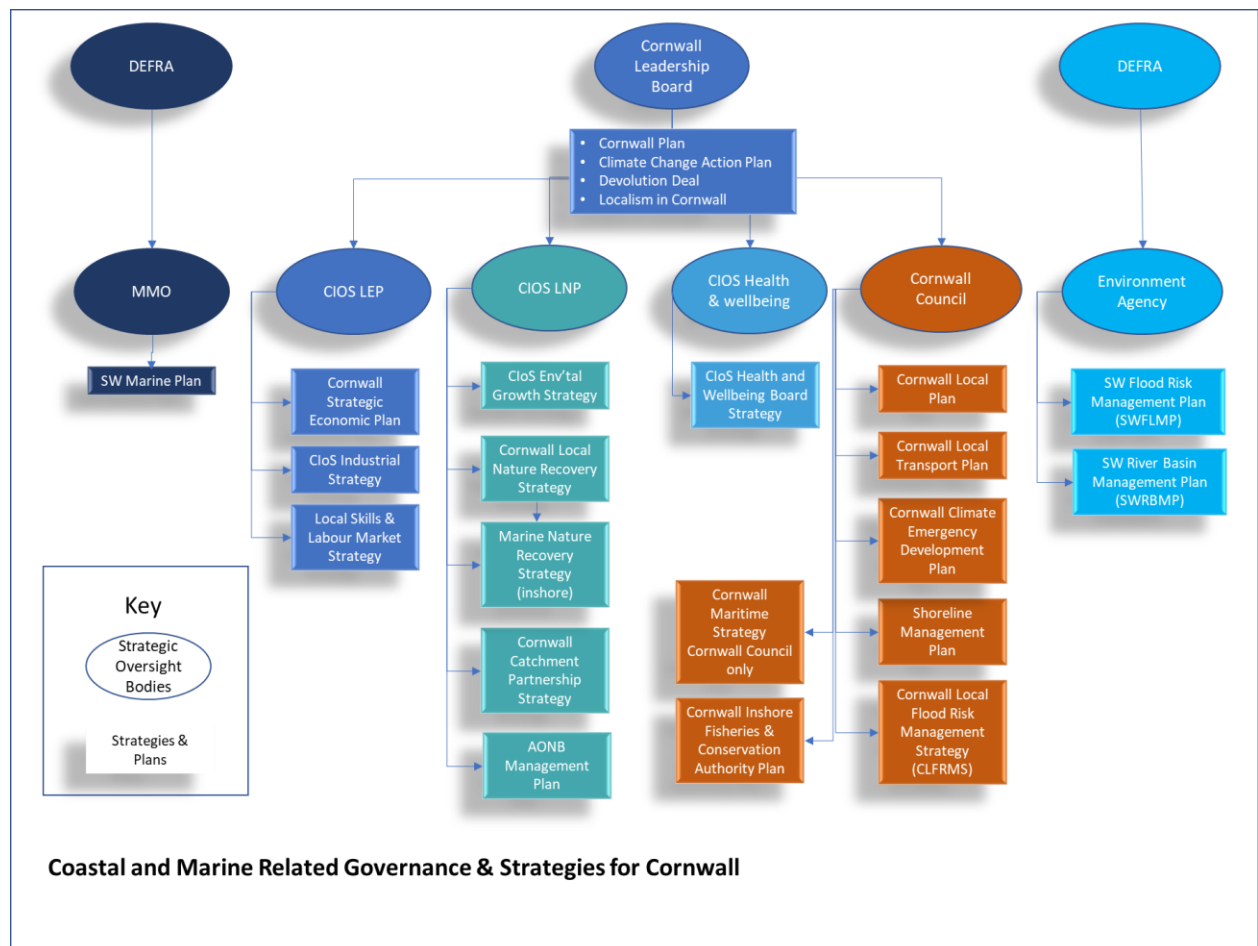
As has previously been mentioned, the Isles of Scilly has not been included geographically in this project but the findings may nevertheless apply in principle and any involvement in future work will be subject to further discussions.

6.2 Strategic leadership

Cornwall has recently prioritised work to align its key strategic documents with the major global challenges around the climate and ecological emergencies. For example, the [UN Sustainable Development Goals \(SDGs\)](#) and the [United Nations Framework Convention on Climate Change](#) agreements and has worked hard to put meaningful plans and strategies in place to set out how the targets will be delivered in the county with implementation structures to match.

Strategic leadership is provided by the Cornwall and Isles of Scilly Leadership Board which consists of members representing the key organisations across the county. This is a constantly evolving framework but currently consists of members from each of the subordinate boards covering economic, social, environment and health matters and it is this that sets the framework for the vision across the county. Combined with this are the key strategies and plans which sit under this structure alongside those for the marine environment and those produced by the Environment Agency (see Figure 3).

Figure 3: Strategic Leadership and Key Documents in Cornwall



The role of each of these strategic bodies is set out in “Table 4: Strategic Leadership and links to marine / coastal” along with the extent to which the marine and coastal issues are represented, both in terms of whether it is included within their remit and the degree to which marine and coastal expertise is included in their board members.

Table 4: Strategic Leadership and links to marine / coastal

| Name | Summary | Links to Marine/Coastal | Governance | Comment |
|---|---|---|--|---|
| CIOS Leadership Board | Brings together the leaders of the organisations across Cornwall and Isles of Scilly. | Marine and coastal links are not mentioned within the role of the Board. | Board consists of 13 members; the chairs of the key strategic groups plus councillors. | Marine and coastal issues are not specifically mentioned, but it aims to have these matters embedded within its subordinate Boards. |
| CIOS Local Enterprise Partnership Board | As a private / public partnership, it is responsible for setting and driving the economic strategy, setting local priorities and overseeing activities. | Strong direct links: Areas of growth identified for supporting off-shore power generation and marine technology. | Board includes 11 reps from the private sector, 3 CC reps and 1 IoS rep. At least one comes with naval/marine background. | There is recognition of marine-tech as a growth sector. |
| CIOS Local Nature Partnership Board | Collaboration of local partners working to grow nature and leading nature recovery. Their role is to provide local, joined-up strategic leadership for the natural environment. | Links to marine and coastal and these are recognised through the key documents. | Marine and coastal issues are represented through a designated board member. | Positive recognition of marine and coastal issues. |
| CIOS Health & Wellbeing Board | Integrates commissioning across the NHS, public health and social care services. | Recognises the role of access to greenspace for health. | No links to marine or coastal issues. | Marine and coastal matters have low visibility on the Board. |

The public sector is constantly evolving as it seeks to address emerging issues and pressures whilst adapting to increasing understanding and complexity. The role of broad-based partnerships involving multiple organisations is generally accepted and has been fully adopted by the Cornwall and Isles of Scilly Leadership Board and into the three subordinate strategic partnerships for the economy, the environment and for health and wellbeing.

However, marine and coastal matters are not specifically represented, with there being no designated marine representatives at the very senior level. This may, in part, be due to the Council's intention to integrate marine into all activities which is of course highly desirable. However, despite the sea and the coast playing such a key role for Cornwall, there is no mention of the need to deliver integrated management across the land / sea divide at this leadership level.

But this in itself leads to a dilemma, since it is broadly accepted that integrating land and sea into management leads to better understanding and therefore decision-making.

Paradoxically, it appears that the structures to enable this do not exist on a county /inshore basis in Cornwall and further work is required to fully integrate these two environments with far more focus required for the coast.

In terms of organisations present, the key one notable for its absence at all levels is the one tasked with managing the marine environment, namely the Marine Management Organisation (MMO). The MMO does have an office in Cornwall but this is operational only and they are not currently structured to engage in this manner.

6.3 Cornwall Partnerships (coastal & marine)

There are a range of key partnerships in Cornwall; both county-wide, place-based and project based; and Table 5 gives their subjects of focus across the key marine and coastal themes which they cover and is based on an assessment of minutes, strategies and plans as they appear on websites and of the author's knowledge of their work. Whilst it is true that many of the partnerships get involved in a wide range of work, the table is designed to show their key areas of focus. The table also shows the make-up of each partnership, split by whether they represent the civic / public / private sectors represented as a percentage of their board membership, as per Crilly's work (2022) and these will be discussed in a later section.

Most are fairly specialised, focusing on key functions or activities. That is not to say that they do not consider themes outside of their core activities; many will do, but for most, it will not be their priority. The Cornwall Council Maritime Strategy Implementation Group, is seen to have the broadest remit, cutting as it does across many themes. However, the Maritime Strategy is a council-focused document and there is no corresponding strategy to cover a broader vision for the waters around Cornwall and for functions beyond the Council's remit.

Table 5: Current County and place-based coastal partnerships in Cornwall

| Group | Coastal / Marine Themes | | | | | | | | | | | | Percentage of steering group Public / Private / Civic percentage | Comment |
|---|------------------------------|--------------------------|-------------------------|---------------------|--------------------------------|---------------------------------|------------------------------------|------------------------|----------------------|------------------------|-------------------------|--|--|--|
| | Ports, shipping & navigation | Water quality management | Fisheries & aquaculture | Marine conservation | Access, recreation & transport | Dredging, extraction & deposits | Flood & coastal erosion management | Nature based Solutions | Community resilience | Blue carbon and energy | Planning & construction | | | |
| County-based partnerships: | | | | | | | | | | | | | | |
| CIOS Coastal Advisory Group (SMP) | | | | | | | | | | | | | 50/25/25 | Advisory Group bringing together council / statutory bodies / landowners/ nature conservation. |
| Coastal Community Teams | | | | | | | | | | | | | No data | These vary from community to community but generally focus on enhancements and community initiatives. |
| Cornwall Catchment Partnership | | | | | | | | | | | | | 40/33/27 | Strong partnership that delivers the 'catchment-based approach' across Cornwall. |
| Cornwall Area of Outstanding Natural Beauty | | | | | | | | | | | | | 55/9/36 | Strong partnership that has some impact on the land adjacent to the coast but rarely works below low water mark. |
| Cornwall Council Harbours Board | | | | | | | | | | | | | 100/0/0 | Group to manage Council owned assets only; it does not link with other harbours around the county. |
| Cornwall Council Maritime Strategy Implementation Group | | | | | | | | | | | | | | This is an internal Cornwall Council group which works to deliver the Maritime Strategy. It does not involve stakeholders from outside of the Council. |
| Cornwall Inshore Fisheries and Conservation Assoc | | | | | | | | | | | | | 53/0/47 | Has limited capacity to get involved in anything beyond its core statutory duties. |

| Group | Coastal / Marine Themes | | | | | | | | | | | Percentage of steering group Public / Private / Civic percentage | Comment |
|---|------------------------------|--------------------------|-------------------------|---------------------|--------------------------------|---------------------------------|------------------------------------|------------------------|----------------------|------------------------|-------------------------|--|--|
| | Ports, shipping & navigation | Water quality management | Fisheries & aquaculture | Marine conservation | Access, recreation & transport | Dredging, extraction & deposits | Flood & coastal erosion management | Nature based Solutions | Community resilience | Blue carbon and energy | Planning & construction | | |
| Cornwall Marine Liaison Group | | | | | | | | | | | | 43/7/50 | Broad membership base; shares information between key marine stakeholders with particular emphasis on conservation. |
| Cornwall Marine Network | | | | | | | | | | | | 2/96/2 ¹ | Marine business support group. |
| Cornwall Your Shore Groups | | | | | | | | | | | | 2/2/96 | Focuses on increasing community awareness and engagement as a means to conserving the environment. |
| Place-based partnerships: | | | | | | | | | | | | | |
| Fal & Helford SAC Management Forum | | | | | | | | | | | | 56/31/13 | Insufficient resources to enable full time officer. Limited in what can be achieved given the size and complexity of the site. |
| Fowey Estuary Partnership | | | | | | | | | | | | 43/43/14 | Is well embedded within the Harbour Authority and works well with other partners. There is a lot of potential for further work on the Fowey. |
| Hayle Harbour Advisory Committee | | | | | | | | | | | | 10/2/8 | Brings together the key organisations for Hayle. Unsure how active it is currently as last info on website from 2017. |
| Tamar Estuary Consultative Forum | | | | | | | | | | | | 78/22/0 | One full time officer backed by a strong and committed Forum chaired by the QHM. |
| Port of Plymouth Marine Liaison Committee | | | | | | | | | | | | 33/24/43 | Broad-based consisting of the users of the waters. |

¹ Based on estimate

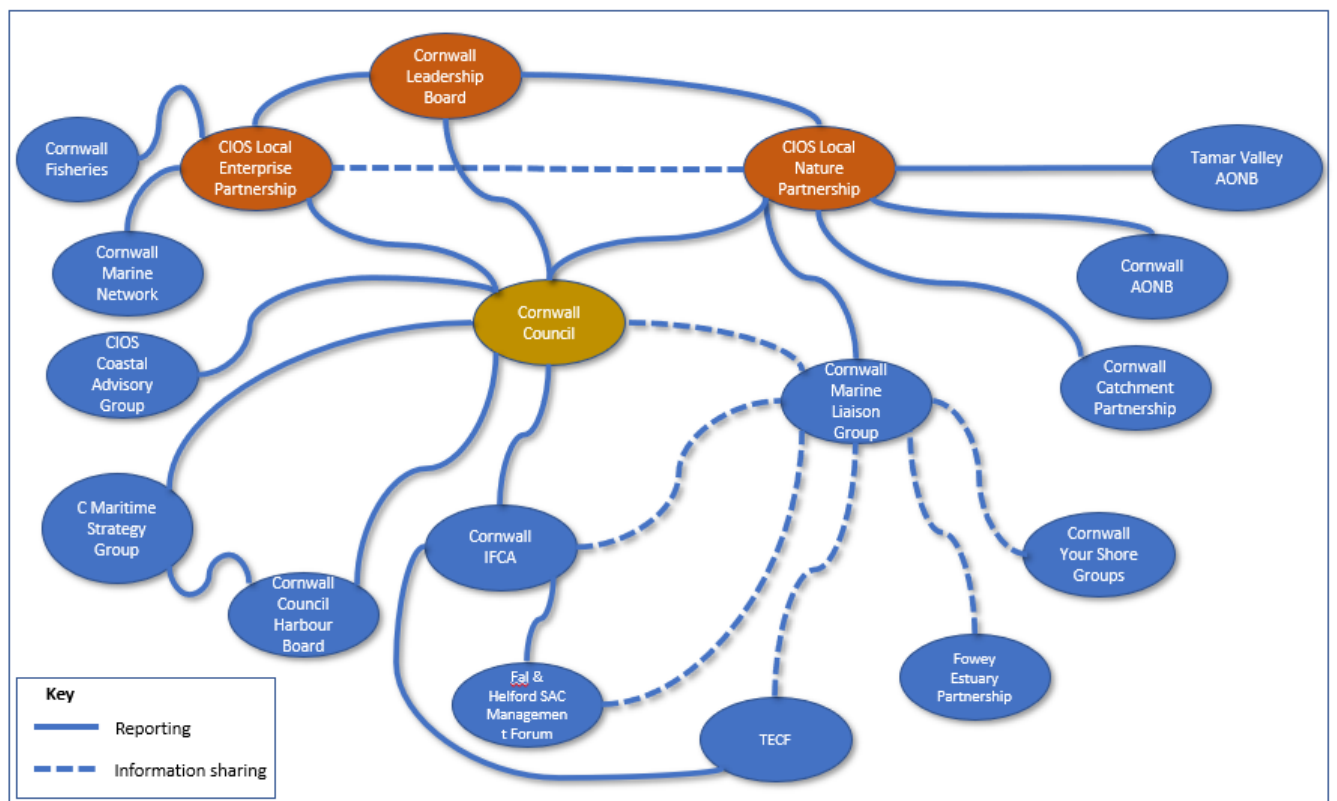
6.4 Cross-partnership working

As Figure 4 illustrates, there is a high level of cross-representation and linkages between the different partnerships and groups. Given that Cornwall has a relatively small population, there are not a large number of officers, so it is often the same individuals who end up sitting on many different groups, often nominally representing many groups, but in reality, this can be just their employer.

There are four key hubs, or nodal centres, for marine and coastal issues; namely the CIOS Local Nature Partnership, the CIOS Local Economic Partnership, Cornwall Council and the Cornwall Marine Liaison Group. The latter is particularly visible as the key body by which information is shared and organisations are updated on matters relating to marine and coastal matter, and at any single meeting, there can be many different organisations in attendance.

At a county level the CIOS Local Nature Partnership is the key strategic partnership overseeing marine and coastal environmental matters and this reports up to the Cornwall Leadership Board.

Figure 4: Key engagement with wider strategic partnerships (coastal and marine)



Cornwall Council is visible as a nodal centre, but in reality, this is spread across many departments with different individuals and councillors involved. This reflects the way in which marine and coastal issues are embedded within the Council and are integrated into many of the

Council's core activities, but also means that some of the join-up is not evident. Also, in the last few years, Cornwall Council has withdrawn from the Estuary Partnerships, no longer sending councillors along to the meetings or being involved in the Partnerships. Whilst officers have attended on occasion, work pressures have meant that this is now the exception and so there is no longer this connection to the Council.

Yet again, the Marine Management Organisation is not a particularly active member of many of the partnerships. Whilst MMO officers do attend various partnership meetings, their involvement tends to be limited to advising on marine licensing matters and does not extend to actively driving the implementation of the Marine Plan, nor on how to achieve more holistic integrated coastal zone management so that there is a clearer line of sight between shaping a vision for an area of marine space through to working in partnerships to guide the delivery.

The fishing sector is also visible as one that is not particularly well connected, and where there are connections then they tend to be limited to the Cornwall IFCA and to the Local Economic Partnership, with few linkages to on a broader level.

6.5 Place-based partnerships

Active management for Cornwall's three key estuaries of the Fal (and Helford), the Fowey and the Tamar began in the 1980s through funding provided by English Nature as part of its Estuaries Initiative. Since then, their levels of activity have reflected the funding available and for the Fowey and Fal and Helford, there is currently insufficient funding to carry out much proactive work. This reduction in their capability to deliver is the result of sustained withdrawal of funding by Natural England, Environment Agency and the local authority to the extent that neither Fowey nor the Fal have active Management Plans and meetings occur infrequently with Fowey not having held a meeting of the management group since 2019. See Appendix 3 for more details of the level of activity that they currently sustain.

Tamar Estuaries Consultative Forum has managed to sustain a full-time officer which is largely due to the higher number of relevant authorities in relation to the Marine Protected Area who all contribute towards the costs. In that sense, it is large enough to have sufficient critical mass to attract funding, and has been able to augment this by involvement with European funded projects. The developmental pressures imposed by the city of Plymouth also ensure that the City Council is supportive of collaborative management and together the organisations recognise the value of working together and sharing resources.

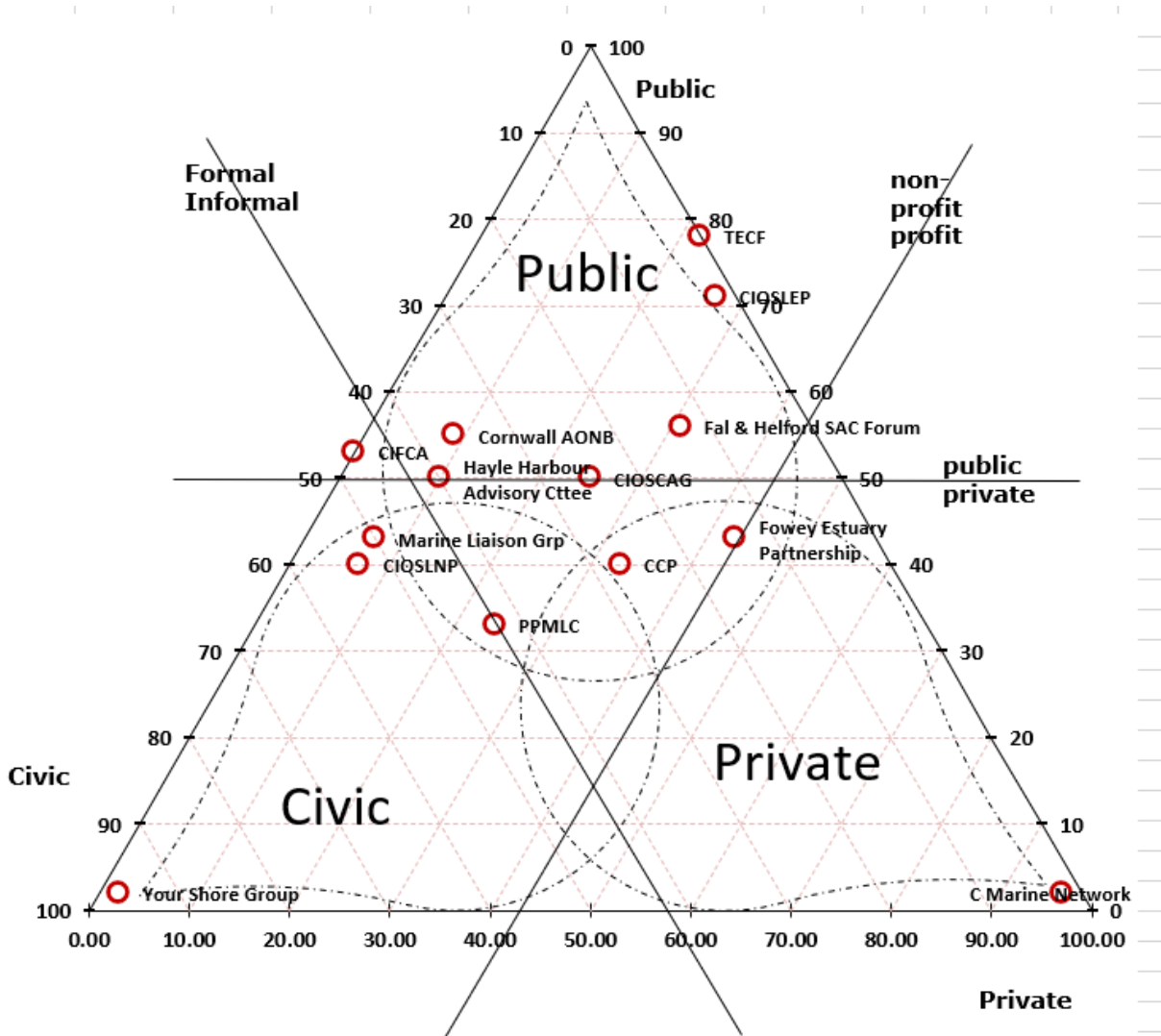
6.6 Public / Civic / Private collaboration

Figure 5 shows the Cornish partnerships plotted onto the Governance Composition Diagram which is adapted from Crilly's collaboration triangle and gives an insight into how each one balances interests between the public, private and civic sectors. Some have purely a predominantly single focus, such as the Your Shore Group which is made up of volunteers or

the Cornwall Marine Network which is a business focused partnership. Others are mainly a mix between two types of sectors, often the public and the civic, such as the Marine Liaison Group and the Cornwall AONB, or alternatively, they are public private partnerships such as the CIOSLEP and TECF.

Only a few manage to strike a balance between the three sectors, Fowey Estuary Partnership and the Port of Plymouth Marine Liaison Committee achieve it with some success, representing as they do the broader users of their waters, whilst the Cornwall Catchment Partnership delivers the exemplar balanced partnership.

Figure 5: Governance Composition Diagram of Cornwall's coastal-related partnerships

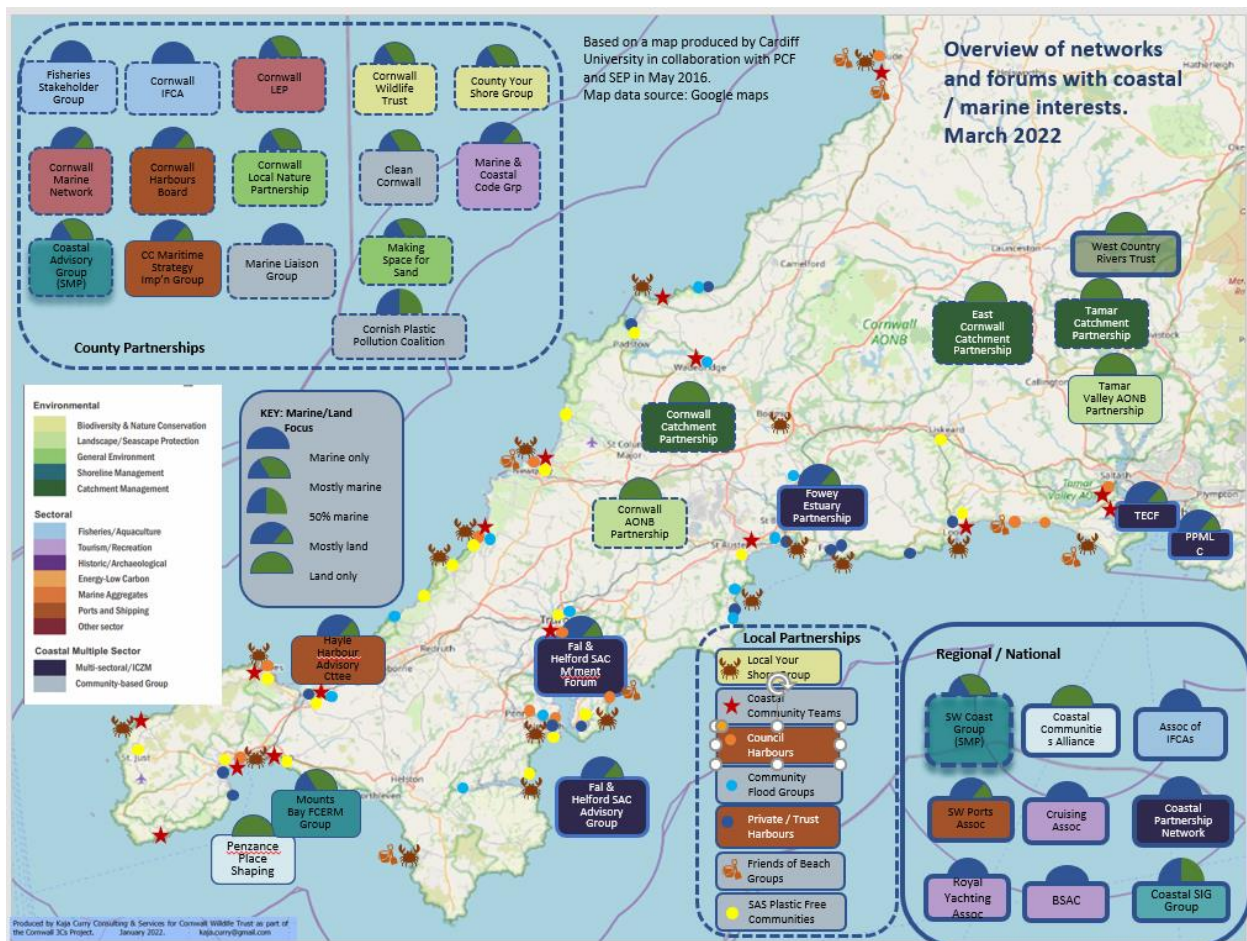


6.7 Geographical distribution

In order to assess the geographical spread of coastal and marine networks and forums across the county, they have all been plotted in Figure 6 using a method first undertaken by Cardiff University in 2016. The map shows each group by their theme, and also the degree to which they are marine or terrestrial focused. The very local Your Shore groups, harbours, community teams and Friends of Beach groups have all been plotted by way of an icon.

The map does much to show the focus of activity and forums around the key centres of population and major estuaries, namely the Tamar, Fowey, Fal and Helford and Mounts Bay on the south coast. On the more exposed north coast, and in the absence of large bays and estuaries, activities are scattered along the settlements with smaller clusters at the larger towns of Newquay and Bude.

Figure 6: Map of Cornish coastal & marine networks & forums
Based on work originally by Cardiff University 2016



Regional and national groups are also shown; of which there are surprisingly few. And once again there is nothing to actively drive the implementation of a single vision for the coast and inshore waters of south west England.

6.8 Identifying areas of opportunity

Strategic: This chapter has looked at the existing partnerships and mechanisms across Cornwall and has seen that the strategic leadership in Cornwall has emerged as one structured to address the key challenges of climate and ecological emergencies whilst also tackling the health and levelling up agenda and delivering sustainable economic growth. The principal strategies that have emerged from this are grounded and built on the partnership approach whilst the delivery mechanisms that follow are generally logical with the key organisations involved.

The coast and marine environment sit well within all of these, but the extent to which it is acknowledged varies and there are gaps around integration across the coast and into the inshore marine area.

This clear strategic vision is not matched in the marine area, and with the absence of the Marine Management Organisation, as the key player in the marine environment, at the county-strategic level, the result is that there is a gap in the shared vision which should be looking at the area as a whole and not as two distinct parts.

Visibility of coast and marine: the Council has done much to raise the profile of coastal and marine issues and to integrate it into all relevant areas but there is still scope to ensure that the marine and coastal interests are reflected in their work and board membership of the key strategic bodies. This is true for the Health and Wellbeing Board, who with their wide remit, may not consider the role of our coastal waters on their work as well as the CIOS Leadership Board. One way to address this could be through nominated individuals who become the focus for marine matters in the same way as the Local Nature Partnership.

Cross-sectoral working: there is strong working between most of the partnerships, with a reporting structure that ensures issues and actions are channelled up to the strategic leadership within Cornwall. However, this is not true for all sectors; fisheries is one sector that is not particularly linked in well, relying as it does on the Cornwall IFCA, and there being few other mechanisms other than the CIOS LEP's Fisheries Group. Also, the estuary partnerships are no longer formally linked to the Council since they withdrew the support of councillors, and given that estuary partnership meetings are the key vehicle for disseminating and sharing information, then this is not an insignificant gap.

A hub for information sharing: Strong communication hubs and nodes for information sharing, are important for encouraging collaborative working and stronger innovation. Cornwall Marine Liaison Group plays this role well, with strong links to the environmental sectors but it is

run without a dedicated resource and so relies on the good-will and commitment of a few key staff. There is also an opportunity to broaden the membership to include nature-based solutions and community health in order to provide some of this join-up. The knowledge and links which the group has is also of value, and this could be capitalised to deliver wider benefits for integrated working as this not currently being done by anyone within Cornwall.

Governance balance: Many of the partnerships sit at one side or another of the Governance Composition Diagram, and where it is relevant, there may be opportunities to bring in other partners to make for a more balanced partnership as each sector brings with them their own strengths and skills.

Effectiveness of working; The Coastal Partnerships across Cornwall are operating as well as they can, given their current rate of finances. Indeed, the fact that they are still operating is mostly down to the commitment and passion of a few key staff who are determined to ensure that the work continues. However again at the local level there is no single management plan for delivering a single integrated vision for their areas.

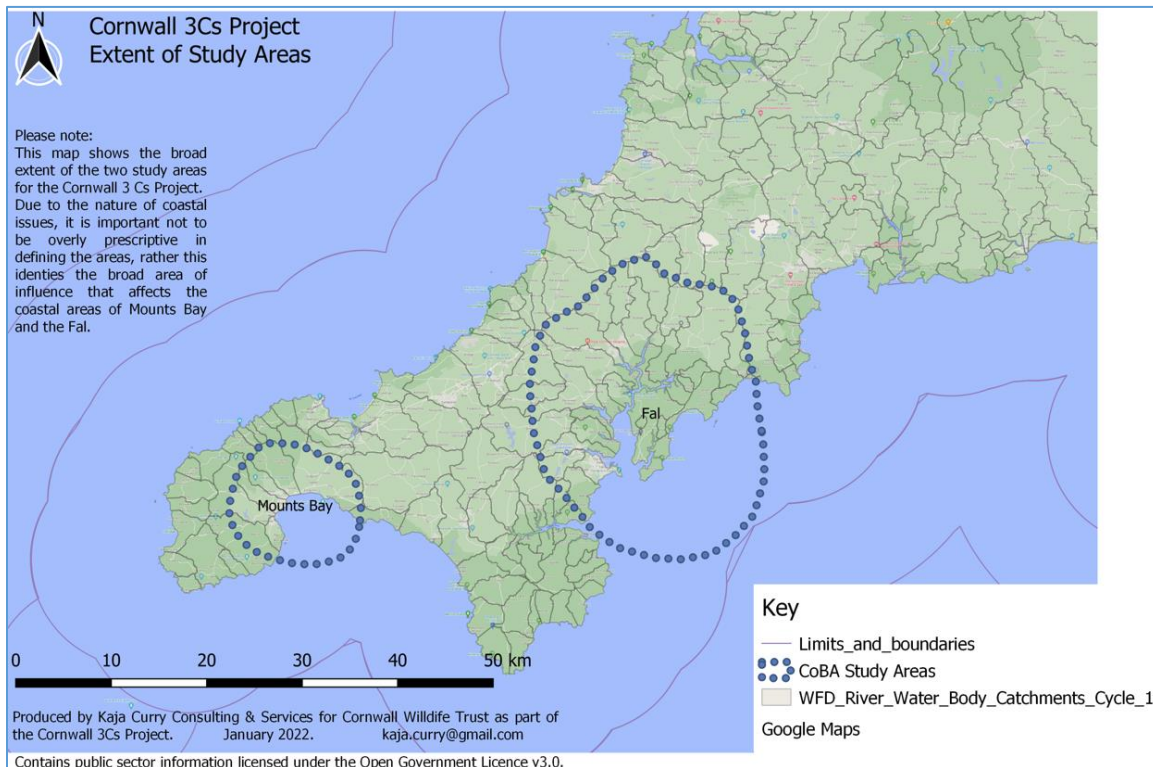
Geographic distribution: Coastal and Estuarine Partnerships in Cornwall have centred around the main estuaries which are located on the southern coast and in Mounts Bay. Elsewhere they are associated with the towns and settlements. There are therefore significant gaps on the north coast where no such groups exist to bring together the many groups in order to drive integrated place-based strategies.

7 STUDY AREAS

7.1 Introduction

Two areas have been identified for further study as part of the project. They are the Fal and Mounts Bay areas and are shown on Figure 7. The boundaries of the areas are not solid lines, but rather show the area of focus, including the wider catchment and marine influence, and will extend as far inland or out to sea as is required.

Figure 7: Extent of study areas

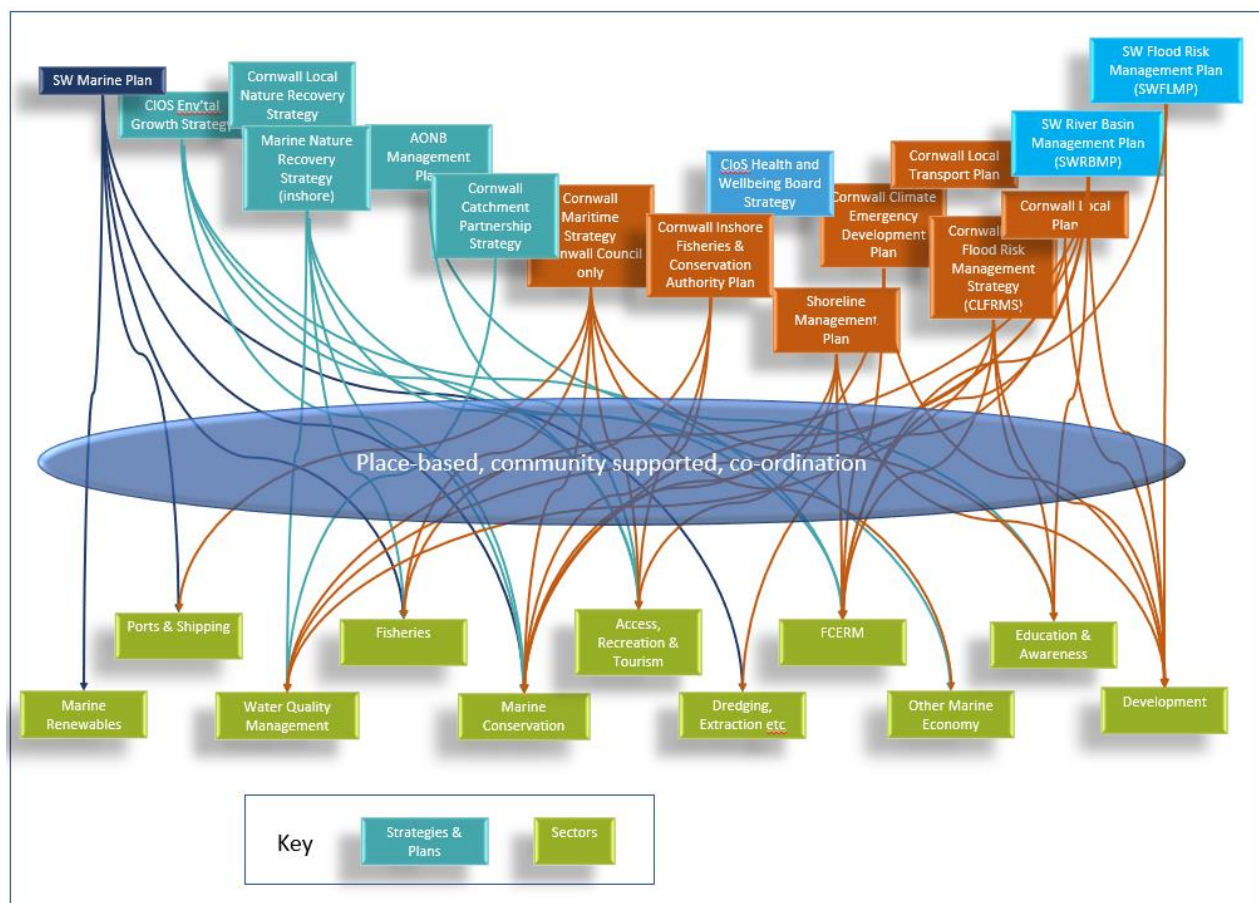


7.1.1 Challenges for place-based management

The challenge for place-based management is how to bring all the strategies into play for specific defined areas, particularly when those areas are providing valuable ecosystem services.

The scale of the problem is illustrated in Figure 8, which shows how all the strategies impact on specific coastal and marine sectors. However, since they all also impact on each other, integration is needed at a local scale to ensure that interventions work properly together, and critical to this is giving local communities the skills to be able to understand, support and assist with this process.

Figure 8: Challenge of delivering at place-based scale



7.2 Fal Estuary

7.2.1 General

The Fal Estuary is a drowned river valley, or ria, which drains into Falmouth Bay. For the purposes of this document the name will be used to describe all the tidal waters to the north of a line from Pendennis Point on the South West across to St Anthony Head to the South East, and to extend inland as far as the tidal limits. This will therefore include the waters of Falmouth, Penryn, Mylor, Restronguet, the upper Fal to Truro and Tresillian, the Percuil River and St Mawes and Carrick Roads.

The river complex areas are part of a ria system, typified by steep sides and slow tidal currents, with subtidal rocky shores and exposed intertidal mud on creeks and river branches.

The landward extent of the area is made up of the farmland and rural stretches interspersed with coastal villages and settlements with the key larger settlements of Falmouth, Truro and St Mawes.

7.2.2 Environment

The area is of high environmental value and has the following key designations:

Falmouth & Helford Special Area of Conservation (SAC): this extends up to Penryn and includes the Percuil Estuary and up the Carrick Roads as well as the Upper Fal. The protected features include sandbanks, mudflats, large shallow inlets and bays, saltmarsh and estuaries and reefs.

Falmouth Bay to St Austell Bay Special Protection Area (SPA): this is a large area which includes much of the same waters as the SAC within the Fal area, and the area is protected due to its importance for seabirds and in particular black-throated diver, great northern diver and Slavonian grebe.

SSSIs: in addition, there are several coastal SSSIs which overlap to a large extent with the coastal areas of the SAC.

7.2.3 Flood protection

The Fal is covered by three SMP management units: MA11 (Lower Fal), MA12 (Upper Fal), and MA13 (Pendennis Point to Rosemullion Head) for which the policies are broadly Hold the Line at the core settlements of Falmouth, Penryn, St Mawes, St Just, Flushing, Restronguet and Mylor in such a way that does not adversely affect the integrity of the SAC by impacting on the intertidal designated sites. Moreover, the SMP2 highlights the potential increase in opportunities to create further intertidal habitat as part of an approach that uses nature-based solutions which will require a combination of measures that include an integrated approach across the coastal margins. In particular, actions are needed to address flood risks at Devoran, Mylor Quay, Flushing and Penryn (SMP2).

7.2.4 Key Issues and projects

The Fal Estuary exhibits the classic issues facing a busy estuary in terms of balancing the need for critical habitat conservation and restoration, along with managing the effects of climate change and sea level rise whilst driving economic growth, as shown in Figure 9.

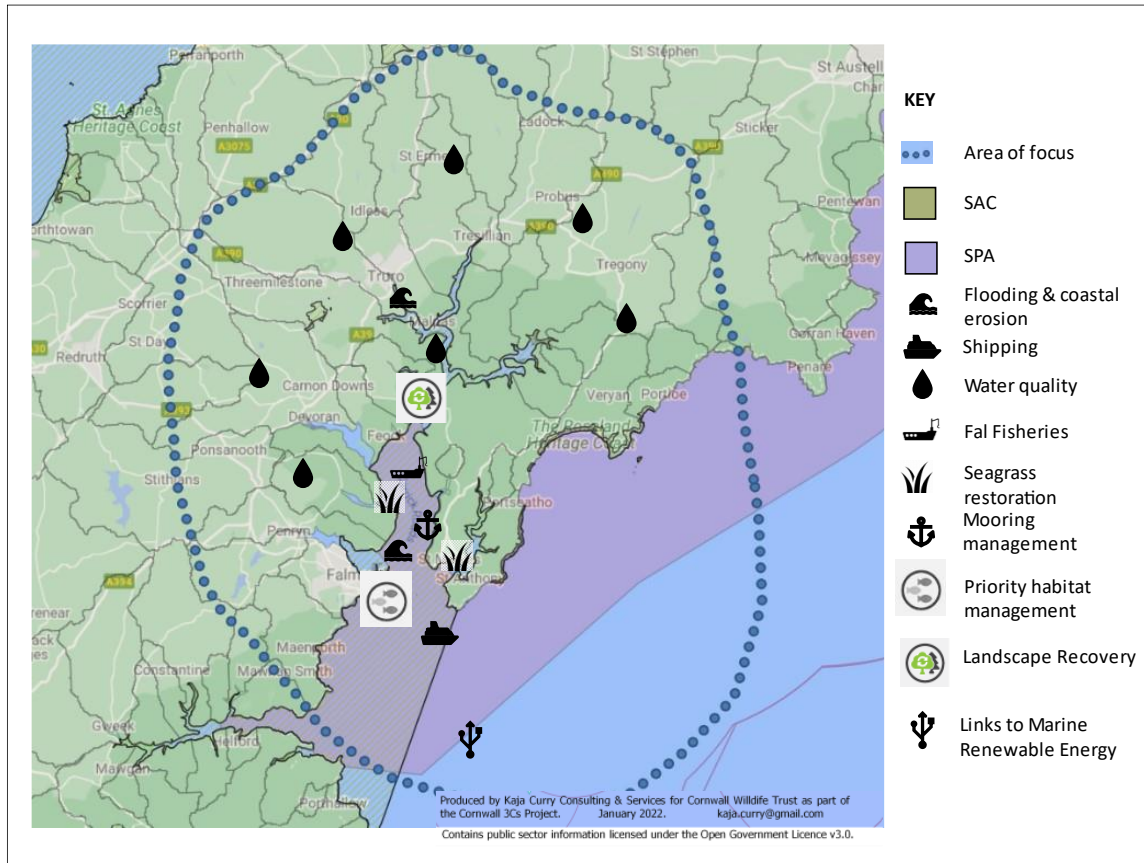
Some of these issues are being delivered through a number of partners and projects as follows:

Fal Harbour is an active Trust Port covering the Inner Harbour, the Penryn River up to Coastlines Wharf, southern part of the Carrick Roads and a large part of Falmouth Bay. It has the power to introduce harbour directions subject to consultation with its Port User Group, and it also operates a range of committees including a Marine Safety Committee and Advisory Group. It is undertaking work on sustainability and is looking to engage more with the local community.

Seagrass restoration and mooring management: activities are being undertaken through ReMEDIES, an EU funded project, to trial advanced mooring systems at Mylor with further work

at St Mawes and Flushing and there is scope to identify and carry out further seagrass restoration and potentially creation work in the Fal. Trial eco-moorings are being tested through a partnership with Tevi, EU project looking at innovation.

Figure 9: Fal Study Area: key issues and pressures



Maerl restoration is likely to be a priority for the harbours, as if a means is identified to successfully achieve this, then there will be a clear compensation mechanism that will enable further port improvements to be undertaken.

Management of non-native invasive marine species: Coming to the end of a project looking at controlling Pacific oysters and other invasives.

Nature-based flood management: The Shoreline Management Plan has identified the potential for creating intertidal habitat as a means of flood protection, particularly further up the Fal.

Native oyster fishery: The Fal estuary is home to the only remaining oyster fishery which uses traditional sail vessels in UK. There are issues regarding water quality impacts and local markets for this fishery.

Fal Landscape Recovery Project: this project is in its infant stages and is working with landowners to identify suitable sites.

It should be noted that the issues are not exhaustive, and there are plenty more including pressures from development and access and recreation.

What is important here is how interconnected they all are, and actions managing one may well have repercussions and implications for another as has already been shown in Figure 8.

7.2.5 Governance in the Fal Estuary

Within the Fal Estuary, the Fal and Helford SAC Management Group could be the logical hub for implementing integrated and co-ordinated implementation, however their focus is limited to managing the impacts on the designated SAC and not on wider activities. So, there could be options for extending it, or establishing another group subject to funding.

Other groups active in the Fal include voluntary groups as well as the boards and governance structures attached to the various trust, private and public ports and harbours within the estuary.

7.2.6 Summary

It is clear that the structures, as they currently exist, are insufficient to deliver the coordinated management required for the Fal area. However given the high level of engagement with marine matters, and the history of working together on the Fal, a framework that brings all key stakeholders together to manage the estuary as a whole would be hugely beneficial.

7.3 Mounts Bay

7.3.1 General

Mounts Bay is a large, sweeping bay, marked on Hydrographic charts as encompassing all waters from Gwennap Head all the way across to the Lizard. However, for the purposes of this document, the area of interest stretches from Mousehole in the South West, around Newlyn, Penzance and along to St Michael's Mount to Cudden Point.

The waters here are relatively sheltered from prevailing south westerlies, although still very exposed from the south and eastern winds.

7.3.2 Environment

Mounts Bay Marine Conservation Zone: this covers the area from Cudden Point west along the coast, including St Michael's Mount and onto Long Rock and includes rocky substrate as well as sand, muddy sand and recently identified nationally significant seagrass beds. Other features are the stalked jellyfish and the giant goby. Seagrass beds have a key role to play in blue carbon.

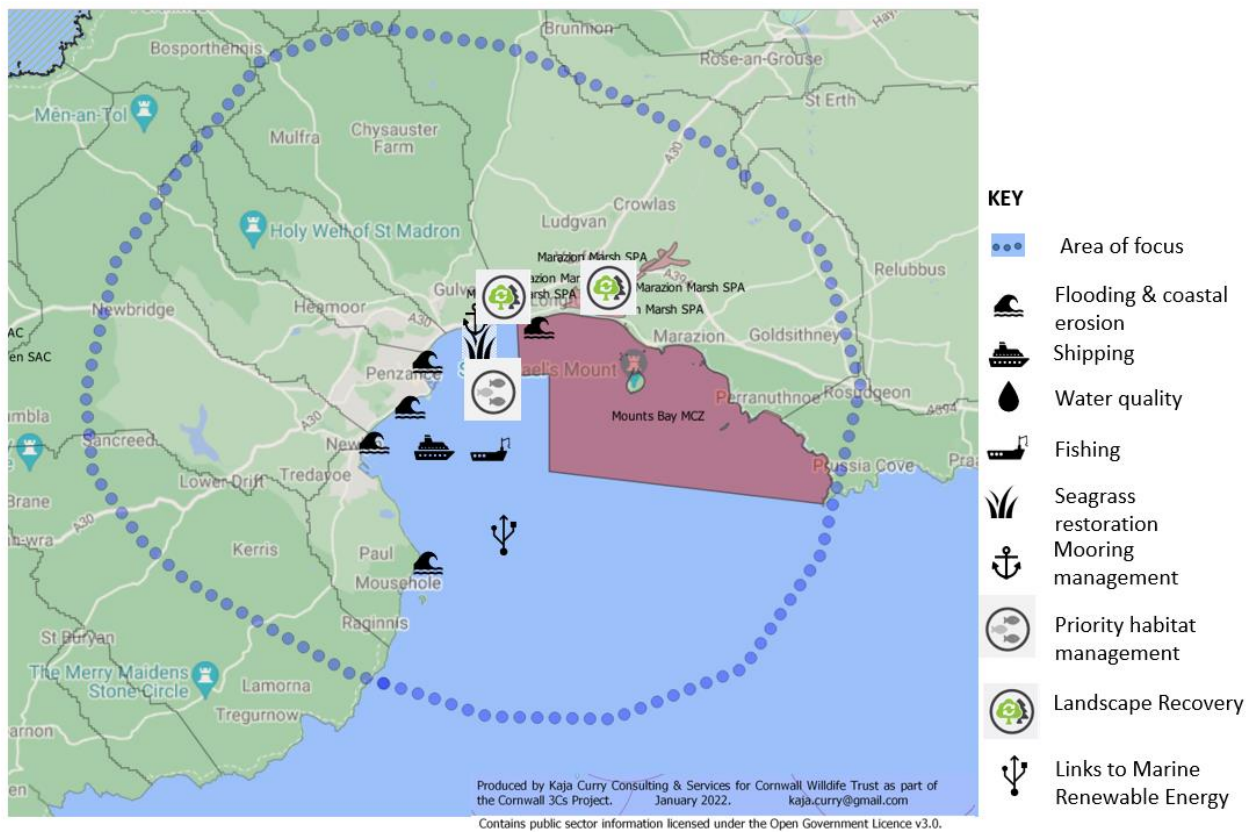
Marazion Marsh SPA: designated for its importance to key non-marine birds although their presence relies on the marsh habitat.

Site of Scientific Interest: There are a number of coastal SSSIs, including Cudden Point, St Michael’s Mount, Marazion Marsh and Penlee Quarry and Penlee Point.

7.3.3 Flood Protection

The Mounts Bay area is covered by four SMP management areas, namely 19 (St Michael’s Mount, Venton Cove, Marazion Town and Marazion Marsh); 20 (Longrock to Chyandour) 21 (Penzance Docks through Wherrytown to Newlyn) and 22 (Newlyn to Mousehole). With so many coastal communities potentially affected, the policies for all of these are generally Hold the Line west of St Michaels Mount, with comprehensive work required to maintain harbours and docks, adapt frontages to reduce coastal squeeze and to protect people from flooding.

Figure 10:Mounts Bay Study Area: key issues and pressures



7.3.4 Key issues and projects

With so many properties and critical infrastructure potentially at risk from coastal erosion and flooding, the EA have been working hard to develop an integrated Flood and Coastal Erosion Risk Management Strategy which includes the following key components (see Figure 10):

- Marazion Marsh Water Level Management Plan
- Marazion Dune Management
- Longrock coastal protection
- Penzance to Marazion Long-Term Beach Management Plan
- Penzance Harbour
- Promenade Phase 2 – Jubilee Pool to Alexandra Road
- Promenade Phase 1 – Resurfacing
- Promenade Phase 3 – Wherrytown
- Promenade Phase 4- Protective eco-reef and beach recharge
- Promenade Phase 5 – Newlyn Green
- Newlyn Breakwater Improvement (eco-reef);

7.3.5 Governance in Mounts Bay

Penzance Place-Shaping Group is a forum designed to develop regeneration which has been successful at bringing together key stakeholders whilst the Penzance Neighbourhood Plan combines public realm improvements and investment with a proposed Coastal Change Management Area. The Council's Localism Officer has a key role in bringing these groups together and working with the Environment Agency and others to design and implement the work.

With its three harbours of Penzance, Newlyn and Mousehole, harbour management in the face of coastal change and climate pressures, whilst maximising environmental benefits is a potential focus for this study area.

In addition, there is strong focus of work on marine awareness and public engagement. Cornwall Wildlife Trust has recently received funding to improve local people's access to the marine environment in Mount's Bay, and will be particularly aiming their work at children and young people.

7.3.6 Summary

Any group for Mounts Bay would then have to work alongside, or in a supporting role to the Place-Shaping Group and to work alongside Environment Agency to support them, particularly in relation to their engagement with the various stakeholders. Coastal expertise would be critical if the challenges that are being addressed are to be met.

8 STAKEHOLDER ENGAGEMENT TO EXPLORE PERCEPTIONS AND ISSUES

8.1 Introduction

A key part of this Cornwall 3Cs Project was to review and test partnership possibilities with existing groups and to undertake stakeholder engagement using both online survey methods and one to one discussion.

Research was therefore split into two tasks: one to one interview with key representatives from partner organisations and an online survey (14 February – 11 March 2022) which was open for some 3.5 weeks. Emails were sent out to a list of targeted stakeholders, inviting them to take part and urging them to forward it onto anyone they thought might be interested within their network.

The results of the interviews are presented first, followed by a summary of the online survey. The key findings will inform the discussion in the subsequent chapters.

8.2 Interviews

Nine semi-structured interviews, consisting of open-ended questions, were undertaken with a total of 13 participants during February and March 2022. Potential interviewees were selected through the stakeholder identification and analysis process which identified key individuals within the principal organisations and were approached by email and phone. The interviewees were a mix of officers and board members and came from the following organisations:

- Cornwall Council
- Cornwall Wildlife Trust
- Environment Agency
- Falmouth Harbour
- Marine Management Organisation
- Natural England

All interviews were recorded using transcribed using Otter.ai software.

Data was analysed by thematic analysis with the use of MAXQDA software which enables coding using themes that emerge from the data and the questions. The findings have been built into the discussion throughout but have been anonymised.

8.3 Online survey

The online survey, consisting of a combination of qualitative, open-ended questions and closed questions, was conducted using Microsoft Forms and hosted by Cornwall Wildlife Trust. The full survey is available in Annex A.

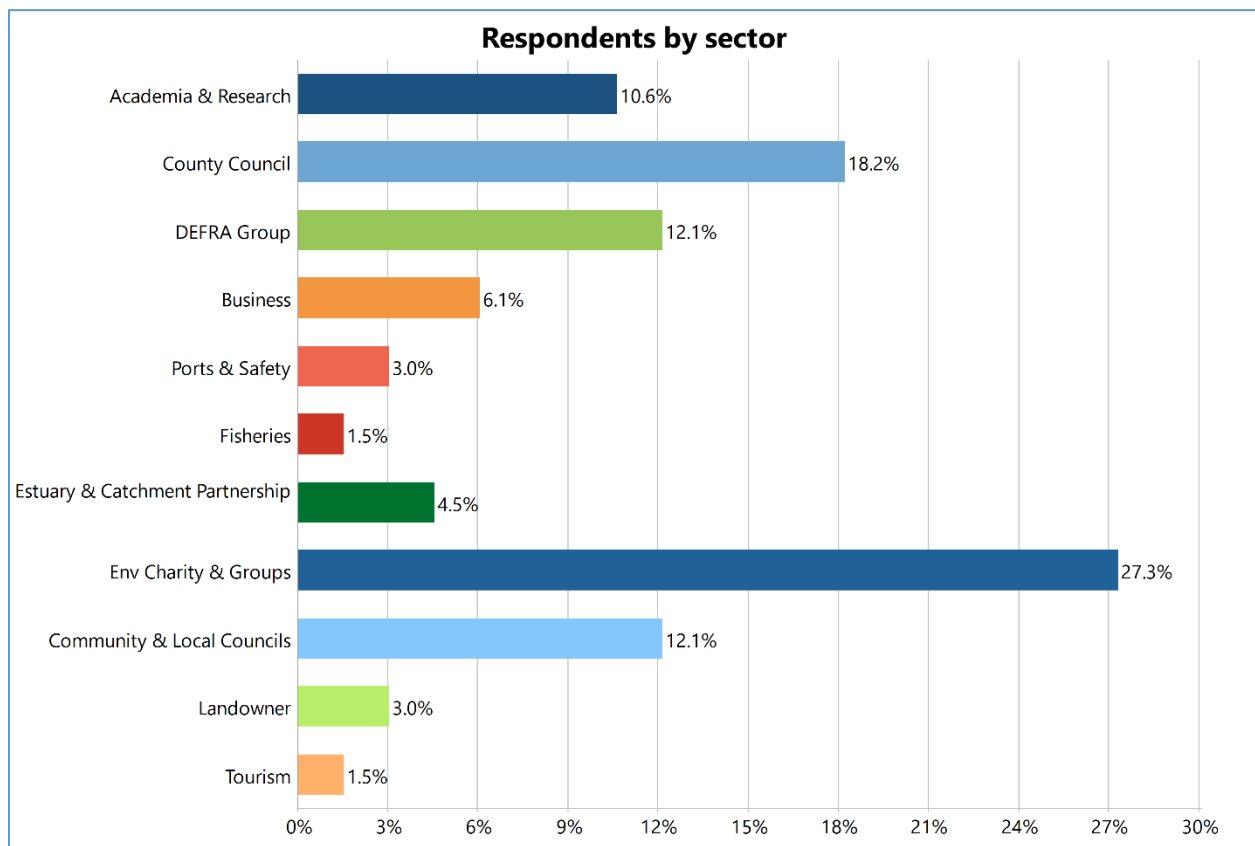
The data has been analysed using a combination of qualitative analysis for the open-ended questions and quantitative analysis for the closed, variable questions.

8.4 Online survey results

8.4.1 Respondents by sector

A total of 66 responses were received from 53 different organisations representing 11 different sectors (as shown in Figure 11: Respondents by sector. By far the sector with the highest representation was from environmental groups and charities which reflects the very high levels of concern and awareness amongst the community for the environment. However, there was also a high level of response from Cornwall Council and DEFRA, with them together accounting for over 30% of the respondents. Fisheries were the hardest sector to reach with only one response.

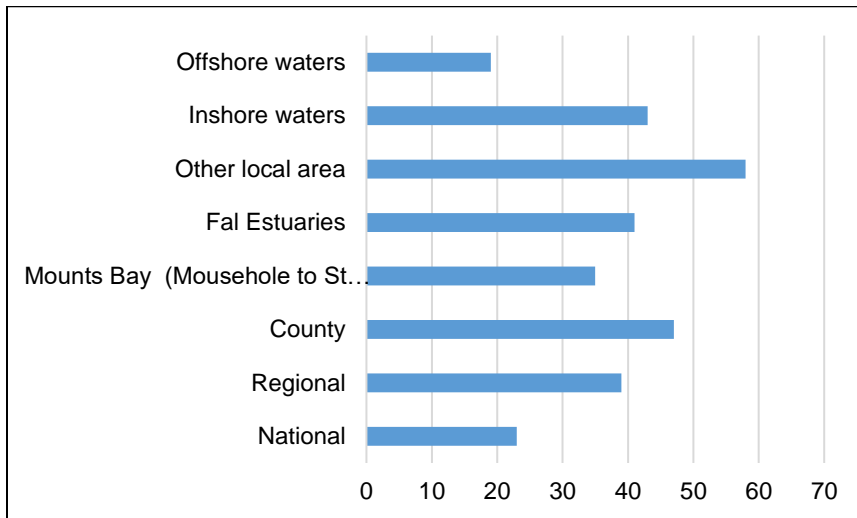
Figure 11: Respondents by sector (n=66)



8.4.2 Geographical area covered

Respondents were asked to state which areas their work covered; they were asked to select all that applied to them.

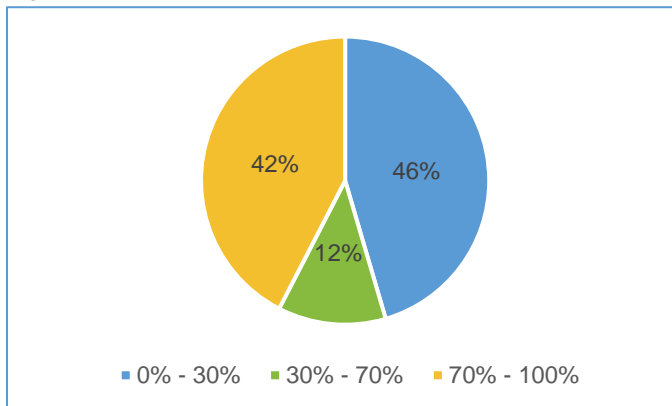
Figure 12: Responders' area of work



Many covered a specific area which reflects the high number of wildlife groups who responded. The smallest number was for those that work offshore.

8.4.3 Time spent on marine matters

Figure 13: Time spent on marine matters



There was almost an even split between those spending most of their time working on land and those working most of their time on marine matters. Amongst the responders, there were few (12%) who's work equally straddled both the land and the sea.

8.4.4 Main areas of work

Participants were asked to list their main areas of work and their responses illustrate the broad range of activities undertaken. Virtually all of the marine activities that were identified through the Valmer project and shown in Figure 2, are included with the exception of fisheries and fishing.

Figure 14: Word cloud generated from main areas of work (n=66)



8.4.5 Complexity of governance frameworks

It is often said that England’s marine and coastal governance system is highly complex with overlapping responsibilities and a web of legislation (Boyes & Elliott, 2014; O’Hagan et al., 2020).

It is therefore encouraging that just over half of the respondents assessed themselves as having a good knowledge of marine and coastal governance although equally the remainder medium or little understanding. In terms of those with high understanding, there is still recognition of how complicated it is “Our coastal governance is incredibly opaque, confusing and as a result often ineffectual” said one member of a marine charity whilst others recognised that “there is always something developing and changing so always something to learn.”

Those in large organisations generally knew where to go for help and support, but those in smaller organisations, or who traditionally had not engaged so much with integrated coastal management recognised that they needed more information but were unsure of where to go. This was particularly apparent in the coastal town councils who are now having to think more about this integrated working.

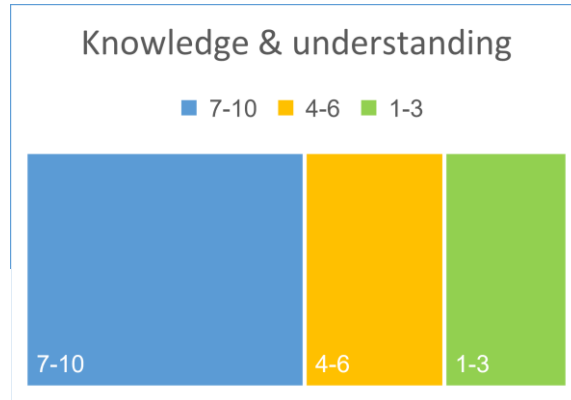


Figure 15: Knowledge and understanding of coastal and marine governance frameworks

(Self-scored on a scale of 1-10, with 1 being no/little knowledge and 10 being full knowledge)

8.4.6 Working collaboratively

Participants were asked to score how easy they found it to undertake a range of collaborative working activities and the results are shown in Figure 16.

The activity most people found the most difficult was understanding the marine and licensing process closely followed by working across the land/sea interface and having a meaningful input into complimentary projects and that this was true for a cross-section of the participants including professionals as well as those from the voluntary sector.

Figure 16: Ease of undertaking collaborative working

| | Very difficult/im possible | Difficult | Neutral | Quite easy | Very easy | Not relevant |
|--|----------------------------|-----------|---------|------------|-----------|--------------|
| Working across the land/sea interface: | 0% | 24.24% | 25.76% | 34.85% | 10.61% | 4.55% |
| Working with organisations outside your sector: | 0% | 12% | 21% | 55% | 11% | 2% |
| Understanding licensing & consenting: | 2% | 29% | 35% | 17% | 6% | 12% |
| Identifying & engaging with potential partners | 2% | 14% | 21% | 58% | 6% | 0% |
| Identifying & engaging with potential stakeholders | 0% | 17% | 17% | 52% | 11% | 5% |
| Accessing data/GIS | 3% | 12% | 29% | 44% | 5% | 8% |
| Meaningful input into complimentary projects | 5% | 18% | 27% | 44% | 5% | 2% |
| Sharing info & learning from others | 2% | 14% | 14% | 59% | 12% | 0% |

Individuals spoke of difficulties accessing up to date, accurate data: “Accessing the right data, particularly on the current state of the marine environment is difficult” and “data is not shared or easily accessed”.

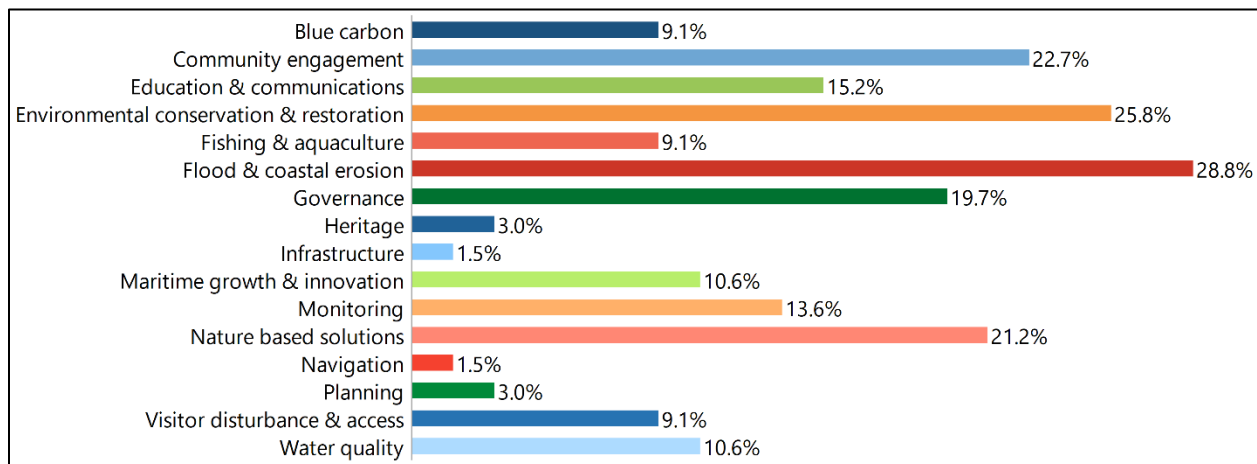
Many respondents further explained their issues in having meaningful input into complimentary projects, particularly around being aware of what is going on sufficiently to be able to align work programmes, especially with time constraints and for one commercially sensitive information.

Although small in number, one of those who found it consistently difficult across a number of the sectors, was an academic from the University who explained how difficult it was to make links to organisations who could use his particular expertise.

8.4.7 Work priorities

When asked about their work priorities were for the coming year, respondents listed items right across the coastal spectrum. Their answers have all been categorised and are displayed in Figure 17.

Figure 17: Work priorities



Most respondents gave three or even more priorities, usually falling into different categories, with many of the projects being complex and covering a number of themes. Flood and coastal erosion featured most often, closely followed by environmental conservation and restoration.

Projects often included common combinations; for example, flood and coastal erosion projects also contained elements of community engagement and nature-based solutions; similarly, nature conservation priorities often contained a strong focus on blue carbon and nature-based solutions. This was also seen in the business sector where there were links to blue carbon and nature-based solutions.

Better governance and the need to build stronger inter-organisational relationships to enable working together was mentioned by nearly 20% of responders, many identifying that delivery of their projects required a multi-partnership approach.

8.4.8 Key challenges

When asked to describe the key challenges that they faced in delivering their priorities, the answers broadly fell into five categories.

Complexity of requirements: these were mentioned by 43% of respondents and included the pace of change, the complexity of both the work required and the complexity of the partnerships and also a sense of the disconnection between the different levels of governance - *“current disconnection between communities and councils/government”*; *“...it feels disjointed at present with lots of players with lots of different agendas”* and what was lacking was a *“political will to make radical change”* and *“there is a disconnect at the planning level”*. Frustration was also

evident, with the sheer level and speed of change required to tackle the climate and ecological emergencies.

Cross-sectoral working: Cross-sectoral working, whilst accepted as the only way forward, was also identified as a key challenge, particularly when the partners' priorities were not aligned, or there was a perception that they did not understand, or were unwilling to consider the issues.

“Difficulty in collaborating and engagement with some organisations, as they have either lacks of resources, funding or have other workstream staff are told to focus on. This can result in lack of engagement from key user areas, or certain projects being narrow focused because of targets and not linking in with existing work.”

Others mentioned how difficult it was to identify who the right people were to work with, and how this in itself is resource-hungry.

Resources: Lack of, or difficulty in accessing, sufficient resources was cited by 62% of respondents, with many stating the difficulties of short-term funding and the time needed to secure sufficient funds. The impact of the funding cuts within the public sector was also noted as having a knock-on effect to others, as that they were not always “able to allocate resources”.

Several respondents mentioned that structurally, funding regimes did not recognise the special challenges that coastal communities faced, with most funding streams being geared for high concentrations of urban areas.

Of particular note was the lack of resources to “*support communities and education, understanding and acceptance of the need for change – and that these are difficult challenges requiring long term engagement.*”

Lack of knowledge, skills, technology and data: 21% of respondents cited lack of knowledge, appropriate technology and data as key challenges, “*reliance on technological advances that haven't yet occurred*” and “*lack of specialist knowledge to include and integrate nature-based solutions in coastal management planning*”. Lack of appropriate marine data was also mentioned.

Lack of understanding and support from others: There was a sense that many of the key organisations failed to understand the complexities and issue of working at the coast and marine environment. This was often linked to challenges with cross-sectoral working but also included the lack of awareness amongst other sectors of their actions and the subsequent need for change. The fishing industry was mentioned here, as were the recreational industry and planners. Also, the statutory bodies such as the MMO in terms of their inflexibility towards marine licensing for eco-moorings and the Police in terms of enforcing disturbance.

Community engagement: Community engagement was raised by many in terms of the challenge of working with the wider community in order for them to understand the issues that need to be faced and to move the debate forward in a meaningful way in order to discuss workable solutions (“*community acceptance of the need to adapt*”).

8.4.9 Working with others

Who do you work with? When asked who they currently work with, the answers demonstrate the breadth and complexity of partners right across the spectrum including the key statutory bodies, the voluntary sector, economic groups, academia and communities. Most were regional or locally based, but some also worked at a national or even international scale, highlighting the skills and expertise held.

Who would you like to work with? When asked who they would like to work with but are unable to, the most common response was the Environment Agency (13%) but other organisations were also mentioned including the MMO, Natural England, the fishing sector, Crown Estate, Duchy of Cornwall and ports and harbours. Critical infrastructure providers were identified by some as being particularly hard to reach for anything other than work on short timescales.

Data and research such as the Plymouth Coastal Observatory and academia in general, and mention was made of how difficult it can be to identify the right person to connect with.

Identifying people at the right level was also cited, with some organisations absent at a regional and therefore more strategic level, this was mentioned for the EA, and Network Rail.

The fishing sector were mentioned as one being particularly difficult, especially as many are small businesses, but also any “*anyone with industrial ambitions for developing the sea*”.

In summary though, there was a strong desire to work much closer with organisations across the board.

Many said that they found it difficult to know who to contact regardless of sector, and there were calls for means of making this easier.

8.4.10 Delivering multiple benefits

When asked whether they can deliver other economic, environmental or social benefits over and above their primary work, 88% said yes and the answers showed that this was becoming more accepted as the way forward “*socio-economic benefit is the key to sustainable development along with the principal environmental concerns*” and “*nearly all the conversations we have seek to answer how economically, environmental and community sustainability can be delivered*”. See Figure 18 for a word cloud generated from the responses.

In terms of those that answered no, these were generally either from respondents who had a very precise or specific role or from small organisations, particularly councils.

8.4.12 Integration with strategies

Knowledge of the key strategic documents. Respondents were asked to score how well they rated their knowledge of the key strategic documents that guide the work relating to the marine and coastal environment in Cornwall and the results are shown in Figure 20.

Figure 20: Knowledge of the key strategic documents

Knowledge of the Strategies (shown as a percentage)

| Strategy Name | very low | med low | medium | med high | very high |
|--|----------|---------|--------|----------|-----------|
| Cornwall Climate Change Action Plan | 20 | 17 | 32 | 26 | 6 |
| CIOS Environmental Growth Strategy | 20 | 23 | 18 | 26 | 14 |
| CIOS Shoreline Management Plan | 21 | 20 | 26 | 18 | 15 |
| Cornwall Local Flood Risk Strategy | 23 | 26 | 30 | 14 | 8 |
| Cornwall Local Nature Recovery Strategy | 20 | 18 | 20 | 36 | 6 |
| Cornwall Local Plan | 23 | 23 | 27 | 23 | 5 |
| Cornwall Maritime Strategy | 26 | 21 | 24 | 20 | 9 |
| Cornwall Strategic Economic Plan | 41 | 23 | 26 | 8 | 3 |
| South West Marine Plan | 38 | 17 | 20 | 20 | 6 |
| Cornwall Climate Emergency Development Plan Document | 26 | 30 | 18 | 15 | 11 |

The documents which a high proportion of the respondents have knowledge of are the Local Nature Recovery Strategy and the Environmental Growth Strategy, followed by the Shoreline Management Plan and the Climate Change Action Plan.

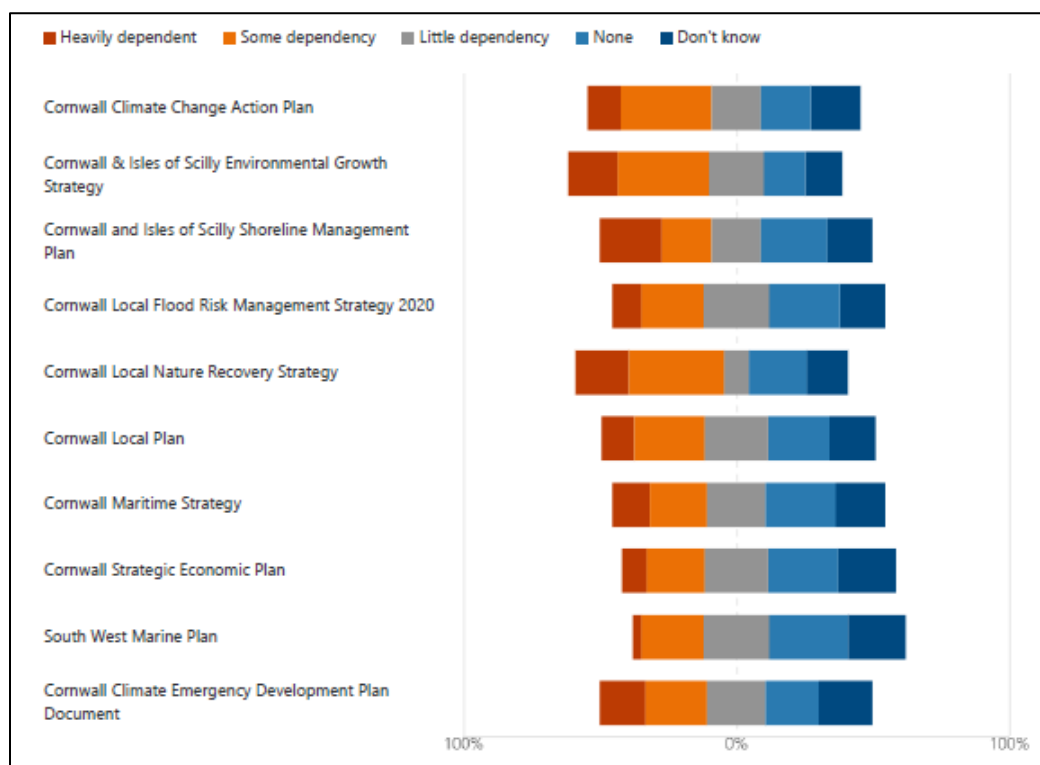
The strategies which the respondents knew the least about were the Strategic Economic Plan, the South West Marine Plan and the Climate Emergency Development Plan Document.

When asked to expand on this, many said that they had been involved in the production of one or more of the documents, and the Environmental Growth Strategy came in for particular praise. Many were aware of the documents but lack of time precluded them from reading them properly. Local community groups generally had low awareness of the documents whilst town councils recognised that whilst they had little knowledge of them, they did acknowledge that they needed to familiarise themselves.

Extent to which work driven by the strategies:

When asked about how much they used the strategies to shape and drive their work programme, the one most commonly used was the Cornwall Local Nature Recovery Strategy along with the CIOS Environment Growth Strategy and the two Climate Change documents.

Figure 21: The extent to which the strategies drive work and priorities



The South West Marine Plan was the strategy used the least, which is concerning given its statutory role in providing the framework which informs decision-making on what activities take place in the marine environment and how the marine environment is developed, protected and improved in the next 20 years.

8.4.13 Working with others

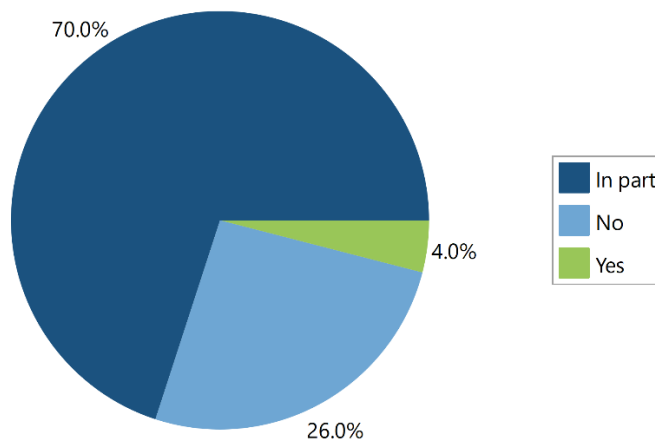
The response to questions 27 and 28 of the survey provided a comprehensive list of partnerships and organisations concerned with working in the marine and coastal environment and the full list can be found within Annex B. In all 165 organisations were listed ranging from national government bodies such as the Marine Management Organisation, DEFRA special interest groups and of course Natural England and the Environment Agency. There was also a full list of local groups including community and voluntary groups as well as charities.

In terms of the most popular partnership, the Cornwall Marine Liaison was the most popular with 9 occurrences recorded which reflects its broad appeal and ability to bring a lot of different organisations together.

What did become apparent when reviewing the data was the confusion amongst many of the participants over the names of the groups, on occasion advisory and management groups were confused, as were steering groups. In previous questions, participants had commented on how many groups there are, and how it is very confusing when they all have very similar names.

8.4.14 State of coastal governance

Figure 22: Is the current marine and governance framework fit for purpose?



After the figures had been corrected for those who had no knowledge (16 respondents), then only 4% of the respondents thought that the marine and coastal governance system was fit for purpose, with 26% replying no and the remaining 70% replying that it was only in part fit for purpose.

When asked to explain their responses, a number of key themes came through:

Lack of shared vision: Some queried whether a shared vision for the coast existed, as if it did, then they were not aware of “...it is fairly invisible in the formal structure of governance and investment” whilst others called on some key partners work together “we also need some of the key players/regulators from DEFRA to provide a more definitive set of shared visions for the coast and maritime environment.”

One summarised what was needed “What is needed is an overarching strategy outlining agreed aims, objective and an action plan to achieve its stated purposes, produces as a readable, jargon free, convincing model on with to make clarity and progress”.

Another, involved in marine renewables, wanted to take it further calling for a single marine energy governance body.

Complexity: was mentioned by 7 responders with comments such as “overly complex” with “several frameworks that overlap – they work but can be confusing to deal with” and “Its complicated so this does result in a lack of understanding of roles and responsibilities and geographical relevance.”

Land-sea integration: there was a strong call (13 respondents) for better integration between the land-sea interface “there should be greater co-ordination across the land-sea interface” and “I would like to see more linkup when considering the interaction between the terrestrial and

marine environments, considering a system approach rather than separating the two.” There was also a call to link the catchment and the coast.

The MMO was mentioned by several, as being difficult to deal with, and there were calls for coastal management to work better across the tidal line. This links to the previous reference to the MMO made in section 8.4.12 where the low awareness of the Marine Plans, for which they are the custodians, was highlighted.

Collaboration not silos: Cornwall was generally identified as doing well in certain sectors, with good networks and positive partnerships, but that there was still a lack of cross over between sectors and silos.

Key themes here were around the need for further collaboration, breaking down artificial walls in order to work together for a common goal whilst others stated that there were currently too many silos which resulted in too many groups and different meetings.

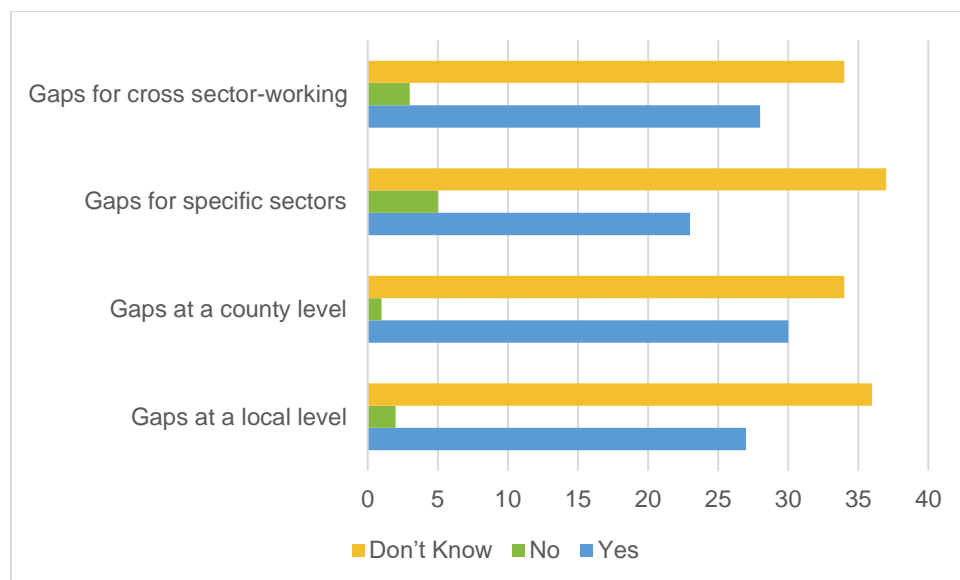
Some said that they had tried to reach out, but that they found it difficult for organisations to engage with their agenda around adaptive management.

Communication: There was generally a recognition that the current framework needed better dissemination and communication links, as often it comes down to a single sector representative to share information, which often fails due to lack of capacity.

Gaps: Six respondents mentioned gaps in the current framework; these gaps included geographical ones in terms of certain areas which lacked effective management such as marine protected areas. The gaps identified also included specific activities such as fishing practices and there was general concern over the gap left through Brexit and the detrimental impact this would have on the ability to enforce the current legislations.

8.4.15 Gaps in current partnership framework

Figure 23: Are there gaps in the current partnership framework?



When asked whether there were gaps in the current partnership framework, there were a high proportion who did not know. But of those who had an opinion, most identified that there were gaps at all levels, but with the gaps at the county level being highest.

Key gaps were identified, particularly between the private and the public sector, the absence of the fishing industry in most discussions and with local communities who felt that they were overlooked in many discussions. The acknowledgement of the health benefits of the marine and coastal environment was also mentioned as one which was overlooked and there were calls for every sector to have a marine representative.

On a local level, very specific gaps were identified, for example for Falmouth, gaps were identified *“more are required, particularly with the docks etc”* and for Mount’s Bay there was a call for more integrated working.

At a county level, respondents felt that there needed to be wider discussions in order to identify joint benefits as co-location becomes increasingly important in the marine and coastal area, and that if this was in place, then Cornwall could *“get behind the ambition for the Cornwall coast and marine environment as a world class corridor”* and that in the current climate *“the lack of a single overarching mechanism for co-ordinating and integrating all activity means there are gaps and missed opportunities at all levels”*.

The need for integration was mentioned consistently by many respondents, particularly as we move towards multifunctional projects and funding strategies as a means of prioritising and co-ordinating activity.

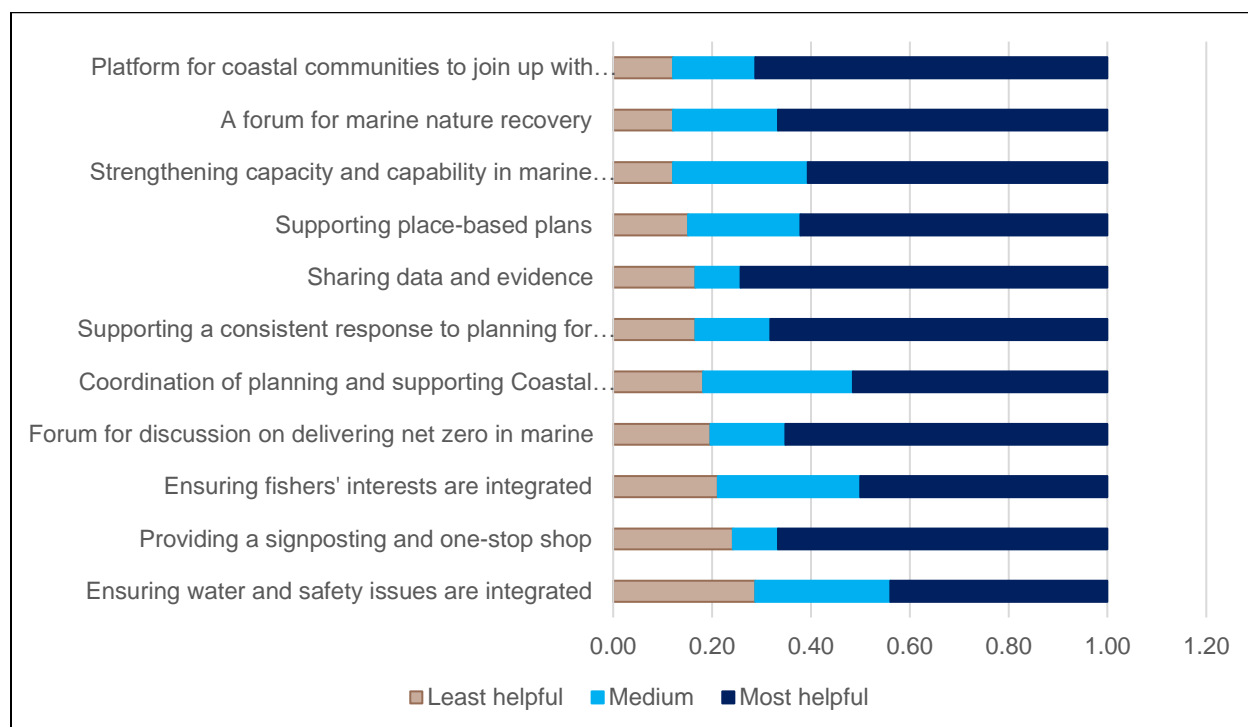
8.4.16 What would help?

Respondents were asked to score, on a scale of 1-5, which of a range of activities would be most helpful to them and their responses are shown in Figure 24. There were consistent high levels of support for every action with very little between them with over 80% of respondents identify most actions as either being helpful to most helpful to them.

The ranking of the scoring are as follows, with the most helpful listed first:

1. Providing a platform for coastal communities to engage with businesses, local government and other partners to benefit how our coasts are managed.
2. Providing a forum for discussion and sharing of information on restoration and recovery of natural habitats.
3. Strengthening capacity and capability in local marine/coastal stewardship.
4. Supporting the marine/coastal element of local place-based plans and initiatives.
5. Sharing data and evidence bases with access to GIS datasets and maps.
6. Supporting a more consistent response to planning for coastal change due to climate.
7. Coordination of planning and supporting of the Coastal Concordat planning process.
8. Providing a forum for discussion and sharing of information on restoration and recovery of natural habitats.
9. Ensuring fisheries' interests are integrated into decision-making.
10. Providing a one-stop shop for coastal matters and issues in Cornwall
11. Ensuring water safety and navigation issues are integrated into decision-making.

Figure 24: What would be most helpful?



Other useful supporting activities included delivering coordinated political support right across at all levels including at parish, council and through members of parliament and to ensure wider discussions across all sectors to enable co-location of key activities with collaborative discussion.

The need to raise awareness amongst all sectors was also identified and some mentioned the use of 'coastal champions' as means of doing this. There were some comments relating to ensuring information was shared, with suggestions for a shared project database with lessons learned.

Finally, there were calls to ensure the structures and partnerships already in place are used to their potential where they exist.

8.4.17 Risk of not improving coastal management

It was clear from the comments received, that respondents felt that without integrated coastal management, there would be continued degradation of sensitive coastal and marine habitats along with a risk of overexploitation of key wildlife sites; that coastal communities would become dis-engaged and those solutions would not be found to the critical challenges being faced around the climate and ecological emergency.

Coordination was seen as central to this, sharing expertise and collaborating on projects, and only through this would approach would the required multiple benefits be delivered through the

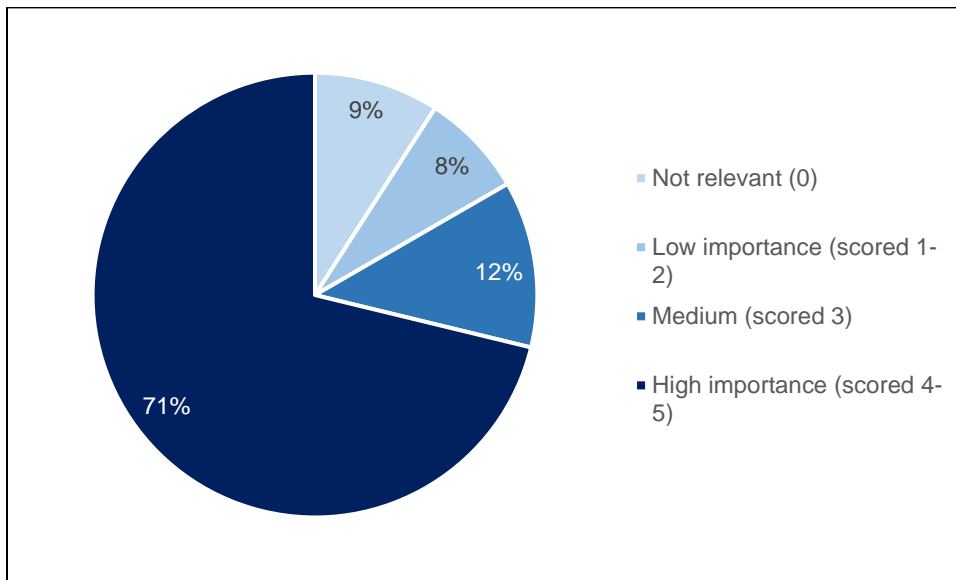
key interventions required for flood protection, coastal resilience, offshore energy regeneration and nature recovery.

Without this in place, there were risks of wasting resources and duplicating effort, whilst projects would not deliver their full potential.

8.4.18 Use of GIS data

The study wanted to explore how important GIS data was to the participants. They were therefore asked to score themselves and to explain how they use it. The results are given in Figure 25

Figure 25: Importance of GIS data



Importance of GIS data: GIS was clearly an important tool used by most of the participants with over 70% giving it high importance to their work or business.

How they use GIS data: When asked to explain how they use it, responses showed how valuable GIS is for managing activities in congested areas (for example in harbours), for researching where sensitive sites are, and for bodies such as town councils to identify the key issues and risks affecting their area.

Figure 26: Word cloud showing use of GIS amongst responders



GIS was also utilised at a strategic level, in order to identify and deliver priority areas of work, and as a useful tool to understanding the complexity of issues in particular areas.

Issues regarding sharing data was highlighted, and the need to go to various providers, and one responder said that for the Celtic Seas a data club was being developed to share between offshore renewable energy sites.

In addition to decision-making, GIS was identified as a key tool for monitoring and understanding change as well as to model future scenarios and risk areas.

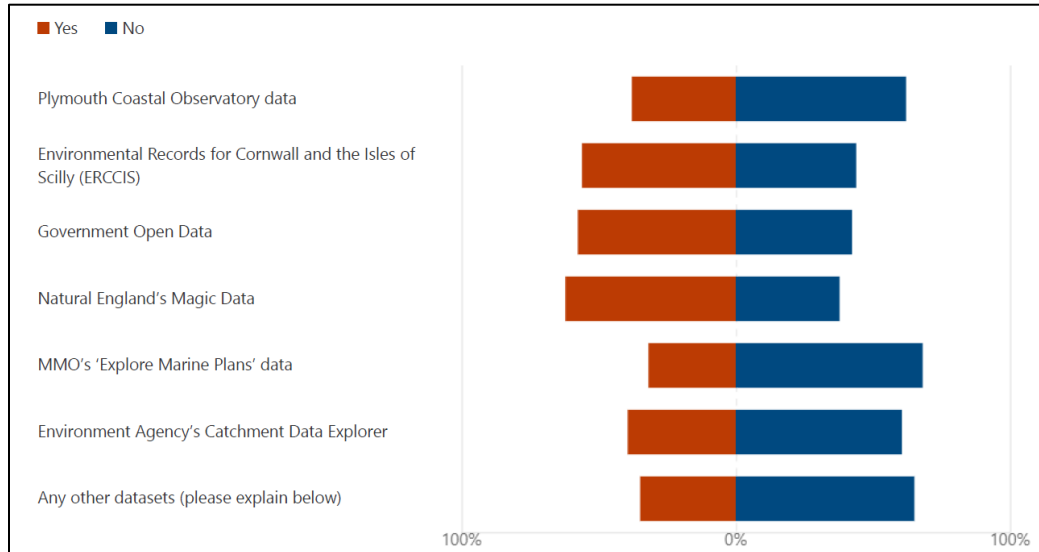
In summary, GIS was seen as the workhorse, *“For supporting decision-making processes in planning, project and funding bid support, and strategic policy and plan making to support higher level strategic plans.”*

Types of data held: For those who did use GIS, there was a range of data held which could broadly be broken down into:

1. Data held under license from other agencies such as UKHO and ERCCIS.
2. Easily available accessible / downloadable data from bodies such as DEFRA and particularly the MAGIC, EAs Catchment Explorer data and Plymouth Coastal Observatory.
3. Internally generated data for decision support and monitoring.
4. Data held that they were developing to be made available through a data hub, such as the emerging marine mapping portal being explored by Cornwall Wildlife Trust.
5. Data being generated which could potentially be shared with others or through a hub.

External data used: Figure 27 shows the extent to which various external data sets are used. It is clear that Magic and other Government open data is used extensively as is the county environmental records held by ERCCIS.

Figure 27: External data used



Single GIS Hub for Cornwall:

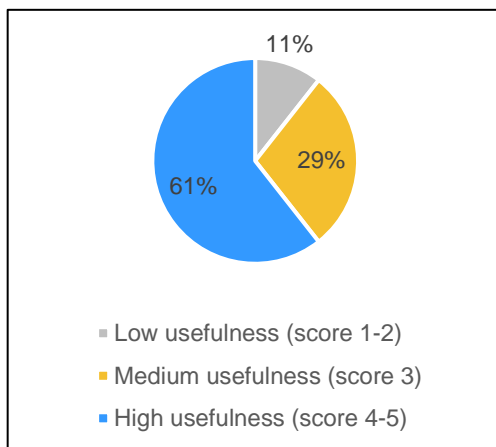


Figure 28: Support for a single marine/coastal GIS hub

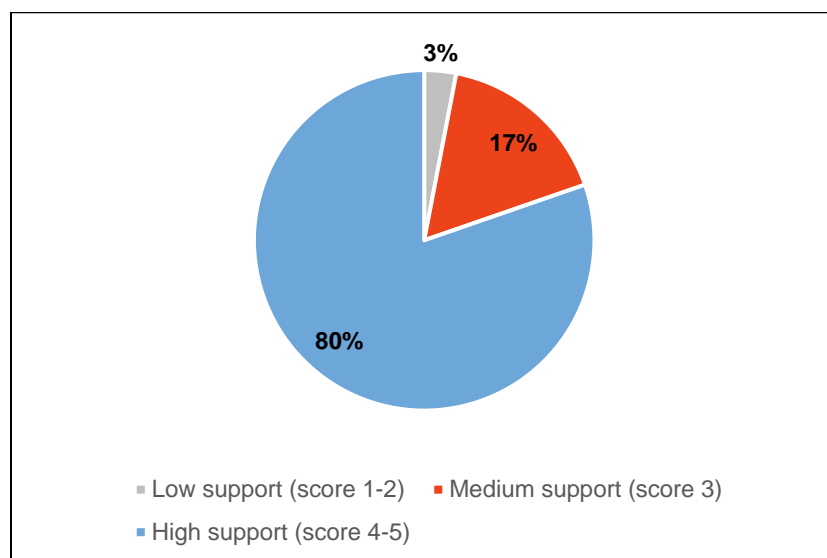
Figure 28 shows the strong support for a single marine/coastal GIS hub for Cornwall with 89% saying that it would be either of high or medium use to them. In the comments, a number of other hubs already in existence were mentioned, such as the Coastal Observatory, ERCCIS, MEDIN and the NBN, and also some in development, such as the Celtic Sea data repository.

Comments about the scale included how far offshore it should go and also the need to have integrated data for specific sites, such as Marine Protected Areas.

8.4.19 Support for a developing a Coastal Based Approach for Cornwall

The final section of the survey explored whether there was support for developing a Coastal Based Approach in Cornwall and the responses are shown in Figure 29.

Figure 29: Support for developing a Coastal Based Approach



In terms of comments, there was strong support for the principle “a coastal based approach is crucial for a peninsula county like Cornwall” but notes of caution that this could only be done with adequate funding and support due to real issues around capacity.

Respondents reiterated the need to build on existing frameworks rather than starting from scratch and that any work needed to also integrate fully inland as well as further out to sea.

Only 2 respondents (3%) gave low support to the idea, and one of those was based on the Isles of Scilly and therefore thought it was irrelevant to them as the question was about Cornwall.

8.4.20 Summary of findings

The findings can therefore be summarised as follows:

- Nearly 30% found it difficult to understand licensing and consenting, 24% found working across the land/sea interface difficult and 43% cited the complexity of requirements as a key challenge.
- Many wanted closer working with the DEFRA family, i.e. Environment Agency, Natural England and the MMO and it was noted that the fishing sector was absent from many meetings; many also saw great opportunities for delivering multiple benefits with their projects, but often struggled with how to involve other partners at the right level.
- The awareness of, and integration of work into others’ strategies was patchy; awareness was good for the CIOS Growth Strategy and Local Nature Recovery Strategy, but very low for the South West Marine Plan and the Cornwall Strategic Economic Plan
- 26% of stakeholders thought the current coastal governance system was not fit for purpose with 70% replying that it was only fit in part, explaining that it lacked a shared

vision, was overly complex, had poor land-sea integration with better performance from the MMO, and that there was a clear call for better collaboration.

- Respondents were clear what would help and the top six items were;
 - Providing a platform for coastal communities to engage with businesses, local government and other partners to benefit how our coasts are managed.
 - Providing a forum for discussion and sharing of information on restoration and recovery of natural habitats.
 - Strengthening capacity and capability in local marine/coastal stewardship.
 - Supporting the marine/coastal element of local place-based plans and initiatives.
 - Sharing data and evidence bases with access to GIS datasets and maps.
 - Supporting a more consistent response to planning for coastal change due to climate.
- GIS data is seen as very important by stakeholders and when asked 90% said that they would support a GIS data hub for Cornwall.
- There was very broad support for implementing the Coastal Based Approach in Cornwall with 97% support.

9 IMPLEMENTING A COASTAL BASED APPROACH FOR CORNWALL

9.1 Strategic case

Cornwall, like the rest of the world, is facing the 'Wicked Problem' of how to effectively manage the coast and inshore waters whilst addressing the complex challenges of addressing the effects of climate change, tackling biodiversity decline and managing increasing human pressures on the marine environment.

If Cornwall and its surrounding waters are to meet the ambitious targets set by the various national, regional and county strategies, then the speed of delivery is going to need to significantly accelerate with more effort focused on collaborative working across the coast. This is the message clearly received through the work of this project.

9.2 Economic case

There are clear lessons to be learnt from the forty years' experience of implementing coastal partnerships and the ten years of Catchment Partnerships. Through all of these, a key benefit has been the amount of savings and additional leverage that a relative small amount of central funding can provide. Entec (2008) found that the amount of time that public and private sectors saved through involvement in coastal partnerships amounted to £34,000 - £120,000 per year. More recently, catchment partnerships have achieved a significant leverage rate of 10:32 during 2018/19, meaning that for every £1 directly invested by Government, catchment partnerships raised a further £3.20 from non-Governmental funders including water companies, waste companies, landfill taxes, lottery funds and Local Authorities reflecting the ability Catchment Partnerships to engage with a range of stakeholders and secure investment from them (Collins et al., 2020).

9.3 The case for change

The current marine and coastal system of governance is not working as it should; so said 96% of respondents in our survey, with the system overly complex, lacking a single vision and requiring better co-ordination across the land-sea interface. Figure 8 illustrated the challenge for implementing coastal management, and in particular how all the different strategies interact on a place-basis. Without bringing all the key players together, implementation of strategies in isolation from others will always relate in tension and potentially conflict, which will mean that targets will not be met. There is therefore a need for integration at all levels as we move towards multifunctional projects with funding strategies to match.

Integration between the MMO's statutory Marine Plans as well as with, and between, all the other strategies that relate to the marine and coastal waters is critical, in order to deliver a single clear vision that includes smart, time constrained targets that support both national and local ambition, however, there is some concern amongst respondents that the current Marine Plans are not currently fit for this purpose and that absence of the MMO as a player at the county/strategic level is a significant omission.

Other key points arising from this report are as follows:

- Collaborative working is critical, and there is immense value in having 'Coastal Champions' as dedicated staff to enable this to happen, to act as the 'glue' that brings the organisations together and link projects through a central facilitation role.
- The development of more focused 'nested' plans in case study areas is a useful mechanism by which to test a new scalable approach.
- Information-sharing is critical if practitioners are to learn from each other and best practice is to be shared.
- Capacity to deliver in the coastal area is extremely low, with many of the existing partnerships having seen their budgets reduced over the past years to the extent that they are barely operating.
- Given the scale of changes that they will see, coastal communities must be placed at the centre of delivering coordinated coastal management.
- Monitoring and shared quality data needs to be at the heart of decision-making and for increasing understanding of the ecosystem services provided by the marine and coastal environment. Natural Capital Assessments are critical to this, as it is through the collation of the data, working with stakeholders, that the understanding of the significant role of natural capital comes. So it is as much about the process of collecting the data as it is the data itself.
- Case study areas are useful to test approaches, and Mounts Bay and the Fal Estuary are both sufficiently different to offer alternative learning opportunities, but this learning must be rolled out to the wider coast, particularly the North Cornish coast where there are clear geographic gaps. 'Nested plans' can be useful for areas of increased complexity.

9.4 Objectives

Given the key learning points described in the previous section, the objectives for championing coastal coordination in Cornwall are as follows:

1. Work without boundaries across the land /sea divide to deliver a sustainable coast and inshore marine area.
2. Bring together key strategic stakeholders in order to deliver coastal coordination.
3. Share data and knowledge in order to support effective decision-making and monitoring.

4. Utilise all available funding streams to ensure maximum benefit for delivering sustainable outcomes in the coast and inshore waters.
5. Act as a conduit for broader engagement with marine and coastal stakeholders.
6. Use a natural capital approach to support decision-making as well as for wider engagement and understanding.
7. Ensure that the whole of Cornwall is covered by a place-based approach.

9.5 Critical success factors

In order to achieve the objectives as outlined above, there are a number of elements which can be described as critical factors which will ensure the best chances of success, and are derived from the work of this project.

- i. Supports delivery of 25 YEP & builds on the 'natural capital approach'.
- ii. Needs to be independent with a neutral chair.
- iii. Delivers efficiencies through stronger collaborative working, and by bringing all stakeholders along together through shared understanding.
- iv. Delivers joined up and integrated decision-making through collaborative discussion.
- v. Collaboration through increased understanding. So, needs to have evidence base in the form of an ecosystem assessment through the natural capital approach.
- vi. Subject to funding, employs Coastal Champions to make the links; these are staff embedded within host organisations working as facilitators, or what the Marine Pioneer Project calls 'system health operators'.
- vii. Finds ways of moving towards the centre of the Governance Composition Diagram as illustrated in Figure 1 by ensuring representation from the public, private, civic /academic sectors.
- viii. Garneres broad support and understanding across all levels of the community with increased community empowerment.
- ix. Delivers stacked multiple benefits including net gain and marine recovery.
- x. Includes shared integrated monitoring from the outset.
- xi. Uses nested, place-based approach to plans ensuring a county-wide coverage.
- xii. Recognises the role of existing partnerships but also that they need financial assistance to do anything more.
- xiii. Recognises that due to the increased complexity, a higher level of support will be necessary compared to terrestrial systems.
- xiv. Increases the visibility, awareness and value of the coast.
- xv. Delivers a joined-up approach.

Most of these relate to the way in which any new arrangements should operate and will be useful in determining the 'modus operandi' of any new work.

9.6 Development of Options

Throughout this project, and taking account of all the research undertaken, along with the conversations, interviews and survey responses, it has become abundantly clear that more coordination is needed for coastal and marine matters if we are to meet the targets that have been set through the 25 Year Environment Plan and that this is only possible with additional funding.

In devising the options, there are a number of common components that are required:

Evidence and Natural Capital Assessments: NCAs provide the data, evidence and understanding of the value of the natural world and help inform decision-making and to measure the effectiveness of interventions. The Marine Pioneer project found that the value from undertaking NCAs came as much from the involvement of local stakeholders in the collection and mapping of the data as it did from the data itself. Options therefore include various levels from a full locally devised and measured NCA to a lighter touch and one that involves using proxy data from others.

Staffing & support for existing partnerships: Whether its 'coastal champions', 'system health operatives', 'coastal partnership officers' or another name, dedicated staff whose roll it is to facilitate collaboration and to act as a sign-poster is critical. Through this project, the importance of existing staff, currently operating in under-funded projects and partnerships, has been recognised. The options therefore suggest various ways of ensuring a single point of contact whilst supporting existing projects where possible thereby ensuring that the knowledge-capital held within projects is not lost. It is important that the officer has the right skills and experience to bring together parties from all marine sectors in order to stimulate collaborative working, and if they are seen as someone aligned too closely with the marine conservation agenda, then it may alienate some parties from the start.

Single GIS Portal: A single marine and coastal GIS Portal provides the platform for disseminating information from the natural capital assessments, but also provides a central point for all the local marine and coastal assets and features. It is important to support decision-making and for monitoring the impacts of actions and open access to information can deliver efficiencies and savings.

Geographic Cover: Whilst the south of the county is covered by existing, albeit underfunded, partnerships, there are barely any on the north coast which therefore needs to be addressed. Also, the issue around the Isles of Scilly has not been priced into the options at this stage, and may need further consideration at a later stage.

Differences between the coast and catchments: the Catchment Based Approach provides pots of £15,000 / catchment / year, which for Cornwall equates to two pots, plus another one for the Tamar which is partly within the County. Such an approach is not directly applicable to the coast, since the amount of coastline varies enormously per catchment as does the complexities

reflected by the number of Transitional and Coastal (TraC) waterbodies and the number of designated European marine sites. Cornwall scores medium in terms of its coastline length and high in terms of its European Marine Sites (RPA & ABPmer, 2021) and also at 16, contains over 17% of the 90 listed TRAC waters for England. This level of increased complexity, coupled with the marine nature of Cornwall, combines to make a strong case that a straight application of the Catchment Based metrics would not be sufficient and that additional funding is required.

9.7 Options

With this in mind, four options are proposed which require different levels of support:

- Option 1: Do nothing
- Option 2: Coordination (similar to the Catchment Based Approach) with Fund
- Option 3: Using existing partnerships with a light-touch Natural Capital Assessment
- Option 4: Full county-wide, two-tiered approach with a full Natural Capital Assessment

At this stage they are put forward as 'strategic options' as they

9.7.1 Option 1: Do nothing

This option is to do nothing and so leave things as they are. This option therefore does not have any costs associated with it.

9.7.2 Option 2: Coordination (as per the Catchment Based Approach) with Fund

This option uses existing partnerships as much as possible and to a degree follows the same approach as the Catchment Partnership Project but with one full-time officer rather than part-time in order to address the additional complexities found in the coastal and marine area.

This option also provides a small 'Coastal Coordination Fund' that would be available for existing and emerging partnerships to bid for, dependant on their need, since they are well placed to deliver increased outputs for relatively little input.

The Cornwall Marine Liaison Group would be amended to enable it to oversee the implementation and the host authority would be recompensed for the cost.

| Option 2: Coordination with Fund | 3-year costs | £ / year | Total |
|---|--------------|----------|-----------|
| Staff Costs & office costs | | | |
| Full time officer for 3 years @ £30,000 / year + 20% oncosts | | £ 36,000 | £ 108,000 |
| Payment to Cornwall Marine Liaison Group for managing @ £5,000/year | | £ 5,000 | £ 15,000 |

| | | |
|--|----------|------------------|
| Office costs and expenses @ £2,000/yr. | £ 2,000 | £ 6,000 |
| Project Costs | | |
| Coastal Coordination Fund (scalable fund, dependant on need, for progressing existing and emerging partnerships. | £ 60,000 | £ 180,000 |
| TOTAL | | |
| | | £ 309,000 |

9.7.3 Option 3: Using existing partnerships with light touch Natural Capital Assessment

This option uses existing partnerships as much as possible and to a degree follows the same approach as for the Catchment Partnership Project but with one full-time officer. Given the additional complexities of the coast and marine area, the costs are higher than for the catchment partnerships.

Option 3 includes a light touch natural capital assessment which would cover the Cornish waters as a whole and a GIS portal.

| Option 3: Using existing partnerships with light touch Natural Capital Assessment. | 3-year costs | £ / year | Total |
|--|---------------------|-----------------|------------------|
| Staff & Office Costs | | | |
| Full time officer for 3 years @ £30,000 / year + 20% oncosts | | £ 36,000 | £ 108,000 |
| Payment to Cornwall Marine Liaison Group for managing @ £5,000/year | | £ 5,000 | £ 15,000 |
| Office costs and expenses @ £2,000/yr. | | £ 2,000 | £ 6,000 |
| Project Costs | | | |
| Light touch natural capital assessment for Cornish waters assessing asset extent, condition and risk, to 2 nm. | | | £ 100,000 |
| Coastal Coordination Fund (scalable fund, dependant on need, for progressing existing and emerging partnerships. | | £ 60,000 | £ 180,000 |
| GIS portal costs – one off payment | | | £ 20,000 |
| TOTAL | | | £ 429,000 |

9.7.4 Option 4: County-wide, two-tiered approach

This Option provides a full county-wide approach that includes a senior officer for Cornwall and three part-time assistants for the county.

It includes a full natural capital assessment for Cornish waters, building on the approach taken by the North Devon Biosphere as part of the Marine Pioneer project, in order to ensure that there is a sound evidence base on which to inform decisions.

A GIS marine portal is also included and together the components would enable the delivery of nested plans and a network of Coastal Champions as a community of practitioners who together will deliver real improvements to tackle both the climate and ecological emergencies - helping to build more resilience around our coastal communities whilst delivering tangible nature recovery.

| Option 4: County-wide, two-tiered approach 3-year costs | £ / year | Total |
|---|-----------------|------------------|
| Staff Costs | | |
| Full time officer for 3 years @ £30,000 / year + 20% oncosts | £ 36,000 | £ 108,000 |
| 3 off 0.6 FTE assistants for 3 years @ £25,000 / year pro rata + 20% oncosts for across Cornwall | £ 54,000 | £ 162,000 |
| Office costs and expenses @ £4,000/yr. | £ 4,000 | £ 12,000 |
| Project Costs | | |
| Full natural capital assessment for Cornish waters assessing asset extent, condition and risk, to 2 nm. | | £ 170,000 |
| GIS portal costs | | £ 20,000 |
| TOTAL | | £ 472,000 |

9.7.5 Summary of options

The four options are summarised in the following table:

Table 6: Summary of options

| No. | Description | Staff & Office | | | | Projects | | | TOTAL |
|-----|---|----------------|-----------------|-------------------------|--------------------------|----------|------------|--------------------|--------------|
| | | Officer | Assistants | Office costs & expenses | Management costs to CMLG | NCA | GIS Portal | Coastal Coord Fund | |
| 1 | Do nothing | x | x | x | x | x | x | x | |
| | | - | - | - | - | - | - | - | £0 |
| 2 | Coordinator post plus Coastal Coordination Fund. | 1 FTE | x | ✓ | ✓ | x | x | ✓ | |
| | | £108k | - | £6k | £15k | - | - | £180k | £309k |
| 3 | Coordinator, support existing partnerships through Coastal Coordination Fund, reduced NCA, GIS. | 1 FTE | x | ✓ | ✓ | Light | ✓ | ✓ | |
| | | £108k | - | £6k | £15k | £100k | £20k | £180k | £429k |
| 4 | Full county-wide 2-tiered approach, full NCA, GIS. | 1 FTE | 3 off 0.6FTE | ✓ | x | Full | ✓ | x | |
| | | £108k | £162k | £12k | - | £170k | £20k | - | £472k |

9.8 Option appraisal

Table 7: Option appraisal

| No. | Description | Cost 3yrs | Benefits delivered / Risks involved |
|-----|--|-----------|--|
| 1 | Do nothing | £0k | <p>Benefits: Does not involve any additional direct expenditure.</p> <p>Risks: Does not achieve coordination. Does not support delivery of the 25YEP. Does not achieve any of the objectives or critical success factors identified through this project.</p> <p>Summary: The initial short-term benefit of not requiring any additional expenditure, will change to a negative cost-benefit after a few years as there will be further losses in terms of degradation of the environment, increased conflict between users and multiple benefits will not be delivered on new projects as the siloed approach to project delivery will continue.</p> |
| 2 | Coordination (similar to the Catchment Based Approach) with Fund | £309k | <p>Benefits: Coordination through a dedicated officer. Supports existing groups through the Coastal Coordination Fund. Safeguards knowledge capital. Coastal Coordination Fund ensures county-wide coverage.</p> <p>Risks: Partnerships may not comply with coordination framework. Coastal Coordination Fund requires clear oversight. Lack of NCA data will make monitoring more difficult. Lack of GIS portal will impact on evidence-based decision-making.</p> <p>Summary: This meets some of the objectives and critical success factors identified through this project, although there may be gaps in terms of the natural capital assessment and the GIS portal.</p> |

| | | | |
|---|---|-------|--|
| 3 | Using existing partnerships with a reduced Natural Capital Assessment | £429k | <p>Benefits: Coordination through a dedicated officer Natural capital assessment albeit light touch. Integrates within existing partnerships. GIS portal & monitoring. Delivers nested approach. Safeguards knowledge capital. Coastal Coordination Fund ensures county-wide coverage.</p> <p>Risks: Partnerships may not comply with coordination framework. Coastal Coordination Fund requires clear oversight. Coverage across the county could be patchy. Lighter touch natural capital assessment could provide data that is not sufficiently robust.</p> <p>Summary: This provides the framework for delivering a good proportion of the objectives and critical success factors although the reduced staffing levels could lead to patchy coverage across the county and some areas not being sufficiently covered. The light touch natural capital assessment could cause a problem in providing insufficient data.</p> |
| 4 | Full county-wide two-tiered approach with a full Natural Capital Assessment | £472k | <p>Benefits: Comprehensive approach. Coordination through a dedicated officer. Delivers nested plans. Comprehensive natural capital assessment. GIS portal & monitoring. Full integration, and network of coastal champions / community of practitioners.</p> <p>Risks: Risk of not being able to secure funding required.</p> <p>Summary: For minimal extra cost, Option 4 delivers all of the objectives and critical success factors identified through this project, thereby supporting the full delivery of the 25YEP through coordinated action.</p> |

9.9 Recommendations

Option 1, (do nothing) may initially look attractive in that at first sight it does not require any additional funding. However, neither does it meet any of the objectives or critical success factors identified through this project. This means that in the longer term, there will be a negative cost-benefit ratio, as in the absence of any interventions there will be further losses in terms of environmental degradation, as well as increasing difficulties in delivering projects due to additional conflicts between stakeholders and a loss of ecosystem benefits. This would lead to

management becoming more reactive rather than planned and proactive, which in itself will incur costs.

Given that there is currently insufficient capacity to deliver any coastal coordination within existing budgets, then delivery of the identified objectives through the critical success factors identified through this project is only possible through Options 2-4. These fully scalable options each deliver varying amounts of the objectives and critical success factors and there is a direct correlation between the amount of money invested and the benefits delivered.

Therefore it is a question of further exploring the level of funding that may be forthcoming from government sources, and further work will be needed once the bidding process has been made clear. Also, there may be other evolving work in terms of Natural Capital Assessments and shared GIS data that could enable some of the components to be delivered through other mechanisms.

In summary the key recommendations area;

1. Coastal Coordination is critical if we are to deliver the national targets and strategic priorities relating to nature conservation and the climate emergency.
2. Delivering coastal coordination that is compatible with the objectives and critical success factors identified through this report requires additional funding resources. Given that Option 1 (do nothing) does not deliver any of the objectives or critical success factors, it is recommended that exploratory discussions are needed to secure resources for delivery of one of Options 2 – 4.
3. Whilst this document raises key issues around coastal and marine management, further discussion amongst stakeholders are needed to confirm the course of action in addressing them. This is particularly true of how marine matters are represented on the strategic bodies within Cornwall and the role that the MMO has in driving forward the Marine Plan.
4. The findings of this document should be disseminated widely to stakeholders, particularly those who input into the work, be it through one to one interviews or through the online survey.
5. Further work is needed, which will include a full business case with the outputs and outcomes, monetarised where possible, along with a full risk assessment of the option most likely to match the funding available.

10 CONCLUSIONS

The picture that emerges from this report is clear. The overall message from stakeholders is that management of the coast and inshore marine area is lacking and that collaborative working through coordination is sorely needed if we are to meet the set targets for addressing the climate and biodiversity emergencies.

The Catchment Based Approach provides a useful blueprint, which with minor adaptations can be applied to the coastal environment in order to address the added complexity of coastal and marine working, and there is a strong case for applying it across Cornwall whilst building on the expertise and experiences of the existing smaller area-based partnerships. The emerging Coastal Based Approach would need to be backed up by a broad-based partnership that brings together the public, civic/academic/ private sectors in order to build on the cross-sector working required to tackle the challenging issues now faced, with strong emphasis on ensuring a cross-county approach whilst opening discussions to include the Isles of Scilly in the future.

There is overwhelming support in principle from stakeholders to take the Coastal Based Approach forward in Cornwall subject to funding being secured, and there is clear direction from them on the priority areas of work.

END.

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APPENDICES

Appendix 1: Brief for Work

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*Protecting Cornwall's wildlife
and wild places*

Championing Coastal Coordination Partnership Grant: A Scoping Study looking into Coastal Partnership for Cornwall, underpinned by the Coastal Based Approach

Background / Introduction

Cornwall Wildlife Trust works to protect Cornwall's wildlife and natural environment. Our vision is for a Cornwall that is rich in all wildlife, where people enjoy and care about the natural world and take steps to safeguard it for the future. We have been awarded a Partnership Grant from the Environment Agency Water Environment Improvement Fund to commission a consultant to scope the potential for enhancing and strengthening coordination for coastal sustainability and resilience in Cornwall using the Coastal Based Approach. The project Steering Group will consist of Cornwall Wildlife Trust (Lead), Cornwall Council (Strategic and Delivery), Environment Agency (Strategic) and Natasha Bradshaw (independent advisor).

Project Specification

The WEIF - Championing Coastal Coordination Partnership Grant is to support the testing and trialling of approaches that will inform how to enhance and expand current arrangements for:

- Coordinated planning and delivery of locally owned plans and place-based initiatives through governance frameworks to: better connect decision-makers in places; facilitate collaborative restoration planning and delivery; incorporate data from all different sectors of the community; strengthen policies and provide a direct link from national governance to local communities.
- Coastal champions to strengthen capacity and capability in local stewardship by: incorporating environmental, social and economic processes that span land and sea; including all willing to be involved in goal setting, planning and delivery; creating a network of action with regular feedback on impact; engaging at a range of levels to exchange knowledge, share and acknowledge what is valuable, understand multiple perspectives and gain a high degree of support for delivery; strengthening engagement, facilitation and outreach incorporating environmental data into decisions at a local business level.
- Restoration and recovery of natural habitats to: strategically protect and manage coastal natural capital from coastal change such as erosion and damage by climate related storms and sea level rise; improve community resilience to natural hazards, reduce impacts of biodiversity loss and; improve water quality for wildlife to thrive and provide 'blue carbon' and recreational opportunities through public access.

The project will scope the possible options for a platform for coastal communities to join up with businesses, local government and other partners to protect restore and enhance the coastal environment. The project will be led will be delivered by the consultant who will be supported by the Steering Group,

The project will be delivered the appointed consultant with expert input also provided by the project lead, Cornwall Wildlife Trust, and project delivery partner, Cornwall Council. The Steering Group will hold a project inception meeting with the consultant and this will be followed by fortnightly Steering Group meetings for the duration of the project.

The project will be carried out in three stages.

Stage 1

- With Steering Group input identify members for a 'Cornwall Coastal Based Approach Stakeholder Group' and hold the first group meeting to formalise proposed work plan and set milestones.

Registered charity name: Cornwall Trust for Nature Conservation Ltd. Trading As Cornwall Wildlife Trust Registered charity number: 214929

- Define the spatial extent for Coastal Management Units for case study areas: Mounts Bay and Fal Estuary. This will be primarily led by project Steering Group and expert input.
- Complete a rapid desktop assessment of existing national and international models.

Stage 2

- Stocktake and analyse existing partnerships and mechanisms across Cornwall, to determine gaps, function and effectiveness.
- Link with Cornwall marine mapping portal to ensure shared appropriate outputs.
- Develop two case study areas: Mounts Bay and Fal Estuary.
- Review existing plans (including Environmental Growth Strategy, Marine Strategy, Local Nature Recovery Strategy, Shoreline Management plans, Flood Risk Management plans etc), data sources, groups, aspirations and other related documents in the case study areas to analyse.
- Review, develop and test partnership possibilities with existing groups and undertake stakeholder engagement, using both online survey methods and face to face / group discussions where appropriate) and ensure structured, analysable feedback. Making it clear to interested stakeholders that this is a scoping study, to manage expectations.
- Develop possible future options for methods of delivery of a Coastal Based Approach in Cornwall at different scales (e.g., county and case study level), based on cost and sustainability. This should include risk analysis for each option and consider options for integration into existing groups and strategies.
- Develop cost estimates, cost benefit analysis for each proposed option.
- Present future options to Steering Group for further refinement.

Stage 3

- Evaluate options and cost estimates for the implementation of a Coastal Based Approach in Cornwall and identify the preferred delivery option risks and benefits.

Complete a final project report and presentation of the findings to the Steering Gr

Appendix 2: Summary of Coastal Partnerships (other places)

| | | |
|--|--|---|
| 1. Dorset Coast Forum www.dorsetcoast.com | | Type: Coastal Partnership |
| Area Covered: | Dorset Coast and inshore waters Marine beyond 1nm and land | |
| Summary: | Dorset Coast Forum (DCF) consists of organisations working together to promote the social, economic and environmental benefits of the Dorset coast and surrounding seas. It is an independent, neutral and no-political coastal partnership which focuses on the long term, broad-scale issues facing the Dorset coast and its inshore waters and works in collaboration with DCF members, local authorities and external stakeholders. | |
| Aim: | The overriding aim of the Forum is to promote a sustainable approach to the management, use and development of Dorset's coastal zone to ensure that its inherent natural and cultural qualities are maintained and enhanced for the benefit of future generations. | |
| How it works: | Through working in partnership, the Dorset Coast Forum shares ideas, information and expertise. In addition, a key area of DCF's work involves stakeholder and community engagement. The Forum also undertakes work on a contractual basis e.g., the Dorset Harbours Strategy; consultation for the Weymouth Station Gateway and it has an Aquaculture Development Officer funded through grants. DCF sits on the Board of the Local Nature Partnership. | |
| Steering Group: | <ul style="list-style-type: none"> • Dorset Council; • Bournemouth, Christchurch & Poole Council; • Wessex Water; • Environment Agency; • Dorset Wildlife Trust; • Dorset AONB; • Jurassic Coast Trust; | <ul style="list-style-type: none"> • MMO; • Natural England; • National Trust (Chair); • Poole Harbour Commissioners; • Dorset Local Enterprise Partnership; • Southern IFCA. |
| Nos Civic / Public / Private 3 / 8 / 3 | | |
| Membership: | DCF has over 400 members from around 190 private, voluntary and public organisations including local authorities, fishing representations, commercial businesses, environmental, recreational, historical, maritime, business and tourism sectors. Membership is free of charge. Meets twice a year. | |
| Finance: | BCP Council; Dorset Council; Wessex Water; EA; Dorset Wildlife Trust; Plus, grant and project income. | Staffing: DCF Coordinator DCF Support Officer 4 Project Coordinators/Officers |
| Comment: | Good position to coordinate bids for funding. They have been successful at securing funding from Government and EU. They also produce broad marine recreational info. | |

| | | |
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| 2. Pembrokeshire Coastal Forum www.pembrokeshirecoastalforum.org.uk | | Type: CIC and Coastal Forum |
| Area Covered: | Coastal waters around Pembrokeshire. Seaward limit not defined but depends on project. Marine beyond 1nm and Land | |
| Summary: | Established following the Sea Empress disaster in 1996, it morphed into an award-winning Community Interest Company in 2000. It does this by providing independent stakeholder engagement, project development and partnership working, based on long term relationships with coastal partners. | |
| Aim: | PCF's vision is for "sustainable coasts and oceans for future generations". Their mission is "we inspire, collaborate and deliver solutions for sustainable coastal communities". | |
| How it works: | PCF does this by offering services around: - Stakeholder Engagement; - Partnership working; - Project Development - GIS Mapping - Market Research. PCF sits on the Board of the Local Nature Partnership. | |
| Priorities for coming year: | - Water Quality; - Education; - Climate Change Engagement (Climate Change Adaptation Strategy); - Marine Renewable Energy; - Stakeholder Engagement. | |
| Steering Group: | Governed by a Board of nine, consisting of experienced individuals, either working or retired, including an ex-MP (Chair) plus people from the marine renewables sector, marine tourism and conservation, marine renewable accountant, retired senior National Park officer, marine renewable engineer, Blue Marine Foundation senior officer, senior marine consultant and a business development manager for a marine engineering company. | |
| Nos Civic / Public / Private 2 / 1 / 6 | | |
| Membership : | Membership of the PCF Network is open to individuals and organisations with an interest in the coast and waterways of Pembrokeshire and stands at over 700. Enables members to stay informed on coastal matters, provides access to wide coastal network, provides neutral platform for knowledge exchange and promotion of organisations through newsletter, and sharing knowledge and good practice. | |
| Finance: | According to their Financial Statement for 2019/20, on a budget of £960k, 69% came from grants, 20% from sales and 11% from donations. | Staffing: 12 staff including Programme Managers and project-based staff. |
| Comment: | Members stress the importance of having a forum for impartial 2-way communication, the value of the network and the importance of providing a space for informed discussion and collaborative working. Also important for attracting funding. | |

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| | <p>They got the chair of Dorset Coast Forum to come and speak to potential partners when they were setting up. They say they are the UK's largest Coastal Partnership Team.</p> |
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| 3. Coastal Partnership East Coastal Partnership East Coast Management (coasteast.org.uk) | | Type: Coastal Management related to flood and coastal erosion. |
| Area Covered: | Coastline from Holkham in North Norfolk to Felixstowe | |
| Summary: | Launched in 2016, Coastal Partnership East (CPE) brings together the risk management authorities of the three councils and works in partnership with the EA, the Water Management Alliance, coast and estuary community partnerships and others along the 173km of coast in Norfolk and Suffolk taking a more holistic and proactive approach to coastal management. | |
| Aim: | Their vision states that they will work to achieve their vision without boundaries across their coastal local authorities prioritising their work based on the level of risk and need. | |
| Objectives: | <p>Their objectives are to:</p> <ul style="list-style-type: none"> • work with strategic partners to develop their understanding of coastal change; • provide up-to-date knowledge in order to support others such as planners and economic regeneration so as to maximise opportunities and minimise risk; to innovate and deliver new approaches to managing and adapting the coast and estuaries, enabling individuals and communities to have options for the future. • As Coast Protection Authorities they will maintain or improve coastal protection for the communities; • create and develop a resilient team with diverse skills striving to ensure our coast, its communities and its environment have a lasting future; • strengthen strategic alliances with risk management authorities and other key partners to deliver more for our communities and environment. • recognise the importance of a broader understanding of coastal management, beyond their own area of responsibility by continuing to work with Government, Arms Lengths Bodies and key partners at a national level to enable coastal Local Authorities to have the policies, tools and resources to deliver their work; • utilise all available funding streams to ensure the maximum benefit is gained by coastal communities and minimise the demands of local authority budgets and to develop and explore new ways of financing coastal management activity. | |
| How it works: | Through a Section 113 Agreement under the Local Gov't Act, the three local authorities share resources and expertise. Work is focused on monitoring coastal change; monitoring assets; risk management; resilient communities; and working together and as such the work is split between projects, repairs and maintenance, adaptation, consultations, resilience and wider work. There is also a strong research strand. | |
| Steering Group: | The CPE Board consists purely of local council members from the constituent authorities. There is also a supporting officer group from the local authorities. | |
| Nos Civic / Public/Private | 100%/0%/0% | |
| Finance: | No information available. | Staffing: 26 officers. |
| Comment: | <i>This group has a strong focus on managing retreat and nature-based solutions and as such works well with the many estuaries and AONB</i> | |

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| | <i>Coastal partnerships in East Anglia although there is no described overall framework.</i> |
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| 4. North West Coastal Forum North West Coastal Forum (nwcoastalforum.org.uk) | | Type: Regional Coastal Partnership |
| Area Covered: | Cheshire, Merseyside, Lancashire, Cumbria | |
| Summary: | <p>Multi-sector partnership bringing together coastal stakeholders from across the NW to work together across boundaries to deliver economic, environmental and social benefits for coastal communities in NW England. This is a well-established Forum (from 2000) but funding cuts has meant that it lost its full-time officer in 2017.</p> <p>Governed by Management Board made up of over 25 representatives from coastal stakeholder organisations. Board elects a Chair on a biennial basis.</p> | |
| Aim: | To promote and deliver integrated coastal zone management in the North West to secure the long-term sustainability of the region's coast. | |
| How it works: | <p>With the reduction of core funding from 2008, the NW Coastal Forum was able to continue for some years on a mixture of project grant funding and payment for services, such as with supporting the local coastal group. Currently there is minimal activity limited to hosting events and sharing information as it can, but most of this is down to a single individual who supports this through their long-standing commitment to the Partnership. They have also most recently fulfilled stakeholder engagement contracts for the MMO and the Partnership continues to do the following as and when funding allows:</p> <ul style="list-style-type: none"> • Holds conferences, events and site visits to highlight issues, inform stakeholders & showcase best practice; • facilitates workshops; • Influences policy by responding to consultations & active participation in national policy work | |
| Priorities for coming year: | Work for the North West and Wales Coastal Group to lead their SMP Refresh Comms and Engagement Task Group and also to deliver one of the 3Cs projects. | |
| Steering Group: | Management Board consists of: 8 Local Authorities although many no longer sending reps. | IFCA United Utilities MMO (Observer only) |
| Nos Civic / Public / Private: 6/13/3 | Historic England EA MCA RSPB NW Wildlife Trusts Ports Group | Other partnerships (incl Coastal Group Landscape Partnership, Morecambe Bay, Beach Management Forum); National Oceanography Centre Other charities. |
| Finance: | Currently intermittent project funding only. | Staffing: 1 voluntary part time (0.12FTE care-taker role only) |
| Comment: | No Business Plan since 2018. This is a well-established partnership which has delivered a lot of projects in the past and has played a key role in ensuring the statutory authorities of the north west work together on matters such as beach management, water quality, marine protected areas and various EU projects. However, without the certainty of secure core funding, there is a risk that all of that knowledge capital will be lost. | |

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| 5. Tamar Estuaries Consultative Forum & Port of Plymouth Marine Liaison Committee http://www.plymouth-mpa.uk/ | | Type: European Marine Site Partnership |
| Area Covered: | Plymouth Sound and Tamar Estuaries, broadly the extent of the European Marine Site/ Marine Protected Area | |
| Summary: | The Tamar Estuaries Consultative Forum (TECF) is a partnership of organisations and local authorities with statutory responsibility towards the management of the Plymouth Sound & Tamar Estuaries Marine Protected Area (MPA). TECF and its advisory groups – the Port of Plymouth Marine Liaison Committee (PPMLC) and the Wembury Voluntary Marine Conservation Area Advisory Group (WAG) – provide an effective and collaborative framework for managing the MPA whilst recognising the commercial, defence and recreational importance of the site. | |
| Aim: | TECF along with PPMLC works to maintain the Marine Protected Area in favourable conservation status whilst also agreeing, delivering, monitoring and reviewing the scheme of management for the additional economic and social benefits through an agreed sustainable management agenda for the Tamar Estuaries and to provide a framework for non-statutory partnership action. | |
| How it works: | Most of the competent authorities contribute towards the core budget which is sufficient for one officer, hosted by PCC, with additional funding generated separately for project work. | |
| Priorities for coming year: | Updating the management plan, developing a marine nature recovery plan, continuing support for seagrass restoration work, reduction of marine plastics and integrating with the emerging National Marine Park. | |
| Nos Civic / Public / Private TECF: 0 / 14 / 4 PPMLC 9 / 7 / 5 | TECF Steering Group: Queen's Harbour Master (Chair) Plymouth City Council West Devon Borough Council South Hams District Council Devon County Council Cornwall Council Associated British Ports Cattewater Harbour Commissioners Cornwall IFCA | Devon and Severn IFCA Devon Infrastructure Organisation Duchy of Cornwall Environment Agency Historic England Marine Management Organisation Natural England S Devon AONB South West Water |
| Membership: | PPMLC consists of representatives from the user groups and is designed for them to cascade information out to their interest groups. | |
| Finance: | £50,000 pa for staff and oncosts (2020 figures). | Staffing: 1FTE |
| Comment: | TECF is a well-established and highly respected partnership, which is focused on delivering compliance in relation to the Marine Protected Area. It's two tiers of management, which includes the stakeholder engagement vehicle of the PPMLC has proved effective although it does not benefit from a means of wider community-based engagement as the area based marine forums do. | |

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| <p>6. North Devon Biosphere Partnership (NDBP) Home (northdevonbiosphere.org.uk)</p> | <p>Type: Ecosystem approach to combining coastal and Catchment Management for the Biosphere Reserve</p> |
| <p>Area Covered:</p> | <p>The North Devon Biosphere Reserve comprises three zones: the core area around Braunton Burrows sand dune system; the Buffer Zone comprising the Taw Torridge Estuary and the Transition Zone comprising the catchment area and the marine area out to Lundy Island.</p> |
| <p>Summary:</p> | <p>Using an ecosystem approach, the NDBP is responsible for coordinating, on behalf of the constituent local authorities and stakeholders; the management of the Biosphere Reserve and also engaging with an appropriate range of relevant national, regional and local interests in the management of the area.</p> |
| <p>Aim:</p> | <p>Under the UNESCO statutory framework, the NDBP is required to develop the vision and strategy for the Reserve, facilitate and coordinate the implementation and to carry out a periodic review. The Partnership also champions the interests of the Biosphere and its communities and provides guidance to the Team about their work.</p> |
| <p>How it works:</p> | <p>The NDBP is a mature partnership with an innovative approach. It has mapped and evaluated its ecosystem services, including marine, and uses this data to drive its strategy bringing together the Catchment Plan, Nature Improvement Area, River Improvement Plan and also an Energy Plan, Marine Plan, Forest Strategy and others. It continues to secure project funding to deliver targeted actions.</p> |
| <p>Priorities:</p> | <p>The NDBP has secured £1.4m Community Renewal Funding to boost the blue and green economy promoting green and blue growth and investment while delivering improved well-being through nature-based solutions including offshore wind, aquaculture, marine biodiversity and blue carbon. Central to this is the new Biosphere Foundation which delivers new funding models including the Natural Capital Impact Fund to blend public and private investments and outcomes for nature; the "Natural Capital Marketplace" that uses markets and private investment for biodiversity off-setting and "Smart Biosphere" project to create a scaleable environmental intelligence platform to monitor, report and verify nature-based solutions. Other priorities are around delivering the 'Nature Improvement Area' (through the above), catchment sensitive farming, Marine Wildlife Aware Accreditation scheme and Nature Tourism initiatives.</p> |
| <p>Steering Group:</p> | <ul style="list-style-type: none"> • University of Plymouth (Chair) • North Devon AONB • N Devon Nature Improvement Area • NFU • N Devon Fisherman's Assoc • Local landowners • FWAG • Defence Infrastructure Organisation • Business sector incl chambers of commerce, large employers, • Three MPs • Beaford Arts • Devon Wildlife Trust • Coastwise • N Devon Biosphere Foundation • National Trust • University of the Third Age • Taw Torridge Estuary Forum • Tarka Country Trust • Royal Horticultural Society • West Country Rivers Trust • Devon & Severn IFCA |
| <p>Nos Civic / Public / Private 16 / 16 / 7</p> | |

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| | <p>North Devon Plus and Manufacturers Assoc;</p> <ul style="list-style-type: none"> • Universities of Kent, Bournemouth, Exeter, Liverpool and local college; • Four local authorities | <ul style="list-style-type: none"> • Environment Agency • Forestry Commission • Natural England; • North Devon Care Commissioning Group |
| Finance: | No records available. | Staffing: 9 staff of which most are land / catchment based. A recruitment drive is expected. |
| Comment: | Through an EU funded project, NDBP was an early adopter of the natural capital approach, and has built on this to drive its vision and strategy forward, successfully securing further partnership work and pilot status for the Natural Improvement Area and Pioneer work and continuing to innovate in new and exciting ways. | |

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| 7. Marine Pioneer Projects (Holtby, 2021; MMO, 2021) | Type: Findings from pilots testing the application of the 25 YEP using natural capital approach |
| Area Covered: | Two scales were tested: one for the North Devon Biosphere (see previous case) and another for an estuary in Suffolk. |
| Summary: | Using an ecosystem approach, the Marine Pioneer produced recommendations under seven themes, based on their findings and experiences: <ol style="list-style-type: none"> i. Using a natural capital approach ii. Integrated planning and delivery iii. New funding models iv. Fisheries management v. Protected area management vi. Community empowerment vii. Using a net gain approach |
| Aim: | The aim of the pilot projects was to test new tools and methods as part of applying the Natural Capital Approach in practice. Also, to demonstrate a joined-up approach to planning and delivery, to test new funding opportunities and to increase understanding of what works, sharing lessons and best practice. |
| How it works: | The Pilot projects ran as test beds for new approaches funded through grants from the MMO. They started by undertaking a comprehensive assessment of the natural capital assets and compiling a risk register linked to impacts from human activities. This was central to the approach and seen as critical in informing all future decision-making. |
| Project Recommendations | The project made the following recommendations relating to governance: <ol style="list-style-type: none"> i. To use the Natural Capital Approach to champion the environment as a stakeholder and to highlight the connectedness of different user groups; ii. Frame the NCA as a connecting tool that requires and encourages participation across different perspectives; iii. Provide open access learning and resources to empower citizens and stakeholders to take part in local decision-making; iv. Create designated, geographically defined, nested natural capital plans that span marine/coast/terrestrial environments. v. Create designated job roles as System Health Specialists to manage the relationships within and between the nested capital plan areas; as well as out into a larger national system; and to connect the government agencies to improve joined up working. |

Appendix 3: Cornish Coastal Partnerships

Active Coastal Partnerships in Cornwall

A. Cornwall Marine Liaison Group

Cornwall

Marine and coastal

Environmenta, Cornwall

Established in: 2003

Summary: Cornwall Marine Liaison Group (CMLG) is an informal partnership which aims to improve liaison and joint working between organisations involved in marine and coastal conservation in Cornwall.

Hosted by: Cornwall Wildlife Trust acts as the contact for all CMLG enquiries.

Aim:

- to informally improve information exchange and coordination between organisations involved in marine and coastal conservation projects and programmes in Cornwall;
- to act as a forum for general discussion of issues relevant to marine and coastal conservation in Cornwall
- to formulate action or joint position statements where specific issues are highlighted.

Current status: CMLG is active and meets three times a year with regular attendance of over 20 individuals. Members confirmed how useful it is for information exchange and updates.

Membership: Membership is open to any organisation involved in the conservation of marine and coastal biodiversity, either substantially, or wholly within Cornwall. Membership is reviewed annually and new members are agreed by consensus. Members are encouraged to disseminate information within their organisation.

Governance: There is a rotating Chair, agreed at the beginning of each meeting. There is no Chair representing the group between meetings.

Staffing: None

Comment: *the focus of the group is on marine conservation so there may be merit in discussions to explore broadening the remit to broader marine and coastal issues.*

It is also worth noting that attendance has increased since meetings are held on-line since there is no need to travel.

B. Cornwall Catchment Partnership

County Catchment) Marine up to 1nm and Land Environmental Cornwall (not Tamar

Established in: 2014

Summary: Broad based partnership. part of the national Catchment Based Approach.

Aim: To improve the water resources throughout Cornwall.

Brings together local people, communities, organisations and businesses to make decisions on managing the streams, rivers and lakes of Cornwall.

Example Projects: Loe Pool - worked with others to reduce nutrient input.

Key Documents: Cornwall Catchment Partnership Strategy: 2025 Ambitions

Priorities for coming year: Acting to support project delivery in the river catchments to achieve a catchment scale response to climate change, through three strategic themes: 1. Sustainable Land Management 2. Restored and Connected Habitats and 3. Connected Communities.

Integrating into Local Nature Recovery Plan and Nature Recovery Networks

Steering Group:

South West Water

Cornwall Wildlife Trust

Westcountry Rivers Trust

Environment Agency

Cornwall Council

Community (Flood Forum)

National Farmers Union

Country Landowners Association

Highways England

University of Exeter

Cornwall Area of Outstanding Natural Beauty

Natural England

Duchy of Cornwall Forestry

Imerys

Farming and Wildlife Advisory Group South West

Core funders: EA

Staffing: 0.6FTE

Comment: *Implementing the catchment-based approach in Cornwall.* Funded by the Environment Agency.

C. Fal & Helford SAC Management Forum

Estuarine

Marine beyond 1nm and Land

Environmental Fal & Helford

Summary: SAC Management Group so consists of Relevant Authorities.

Aim: Oversees management of the SAC and brings the organisations together by acting as a communication group; members come together to share information.

Current status: the Management Forum meets periodically. It does not have a work plan.

Key Documents: The management scheme is out of date and is need of a refresh. However, there are no staff available to do the work.

Priorities for coming year: The SAC Management Forum does not in itself set priorities. Rather it receives news on how member organisations are managing to deliver. One of the key areas of work being delivered by Cornwall Council is the management of recreation disturbance, for which an officer is employed. This includes seagrass restoration, awareness raising and eco-mooring. Other issues are water quality and habitat restoration.

Membership: Competent authorities including Natural England, CIFCA, Harbour Authorities, Cornwall Council, Environment Agency, Duchy of Cornwall.

Steering Group: Chair provided by Falmouth Harbour.

Core funders: No funding.

Staffing: Secretariat and the Chair are both provided by Falmouth Harbour.

Cornwall Council is the recreational impacts officer and also runs voluntary groups.

Comment: *This group has declined over the years and has not had a dedicated officer form many years and so the management plan is out of date. The group no longer reports to Cornwall Council and so has lost a lot of its drive since that was withdrawn. However, it is a valuable group with dedicated staff who are keen to do more if resources enable it.*

D. Fal & Helford SAC Advisory Group

River / Catchment
Helford

Marine beyond 1nm and Land

Environmental Fal &

Comment: *This group should be the wider user-group to support the Management Forum. The group focuses on environmental issues and there is very little representation from the different water user groups, particularly from further up the Fal towards Truro. The group has been, but is not currently particularly active.*

E. Fowey Estuary Partnership

Estuary

Environmental. Fowey Estuary

Summary: Oversees the environmental management within Fowey Estuary, including the MCZ.

Management: Hosted by Fowey Harbour Commissioners (FHC). Their environmental officer provides support and coordinates the work.

Steering Group: Fowey Harbour, Imerys (commercial operator), NT, EA, NE CWT, Cornwall Council.

Priorities for coming year: Marine non-natives, pacific oysters, culling and surveying with volunteers. Friends of Fowey Estuary. Funding for pacific oysters has ended from NE & CWT. But they are still tackling issue. Hoping to do some more suveying but this is not confirmed. Looking to continue with beach water quality and role as Beach Champions. Working with yachts to improve waste managemet and recycling. Continuing communications regarding recreational disturbance and are assessing impacts on seagrass.

Membership: the nearest thing they have to a local membership group is the Friends of Fowey Estuary Partnership, which is a local conservation group also active in the Estuary.

Comment: *This has been a strong group, but it has not met since the publication of the Marine Plan in 2019. The organisations who sit on the group have been unable to attend meetings and has generally lost its impetus. The management plan is out of date and was last internally reviewed in 2019. Their key document is an annual action plan which prioritises actions for the Harbour Authority for the coming year but does not include actions for other parties.*

F. Tamar Estuaries Consultative Forum

Please see Appendix 2.

G. Cornwall Marine Network

Although not a partnership in the usual sense of the word, they are included here as they have such a large membership base.

Cornwall

Economic Cornwall & IoS

Established in: 2002

Summary: Cornwall Marine Network was established in 2002 by local marine businesses to give identity to, and improve the economic prosperity of, businesses iin Cornwall's marine sector.

CMN is a private not-for-profit company, limited by guarantee and owned by more than 300 local marine businesses in C&IoS. CMN was created by marine employers to give specialist support which helps companies to grow by improving marketing, skills, innovation and productivity.

Aim:

Since 2005 they have secured £30million to invest in custom support. They offer a range of services and support to their members including their marine directory, jobs and events listings, support for accessing grants, apprenticeship agency, skills broker, quarterly law newsletter plus the project they deliver.

Example Projects: Cornwall Maritime Academy - raising awareness of career opportunities in the Marine sector, delivering vocational training and work experience to young people aged 10-24 with Marine Ambassadors.

Project to support Blue Health: connect to the sea, improve health and well-being and discover the breadth of economic, volunteering and recreational opportunities available in the local marine sector. - Falmouth and Penryn area only. EU Funded project.

Priorities for coming year: Marine-I: innovation in marine energy, marine manufacturing, maritime operations and marine environmental technologies. Runs until end 2022.

Steering Group: They have a Chair and a CEO who have a strong background in marine renewables and marine business cluster management with five directors.

Staffing: 11-50 employees

<http://www.cornwallmarine.net>

Comment: *Could we link to Marine-I theme on environmental technologies, or is there something that we could get them to work on?*

Also key research area of Marine-I includes coastal and marine environmental condition monitoring, marine pollution and ecology, mooring design and coastal engineering.

Appendix 4: List of Cornwall Coastal Community Groups

Cornwall Wildlife Trust Your Shore Groups

- Bude Marine Group
- Falmouth Marine Conservation
- Friends of Par Beach
- Friends of Poldhu
- Friends of Portheras Cove
- Friends of the Fowey Estuary
- Helford MCG
- Lizard Coast Watch
- Looe MCG
- Mount's Bay Marine Group
- Newquay Marine Group
- Perranporth Marine Group
- Polzeath MCG
- Rame Peninsula Beach Care
- St Agnes MCG
- St Ives Bay Marine Group
- Three Bays Wildlife Group
- Wild Roseland (Marine Project)
- Seven Bays Wildlife Group

Community Flood Groups (established and in development)

- Port Isaac
- Wadebridge
- Perranporth
- Portreath
- Angarrack
- Gweek
- Flushing
- Truro
- Mevagissey
- Lostwithiel
- Pentewan
- Par & St Blazey

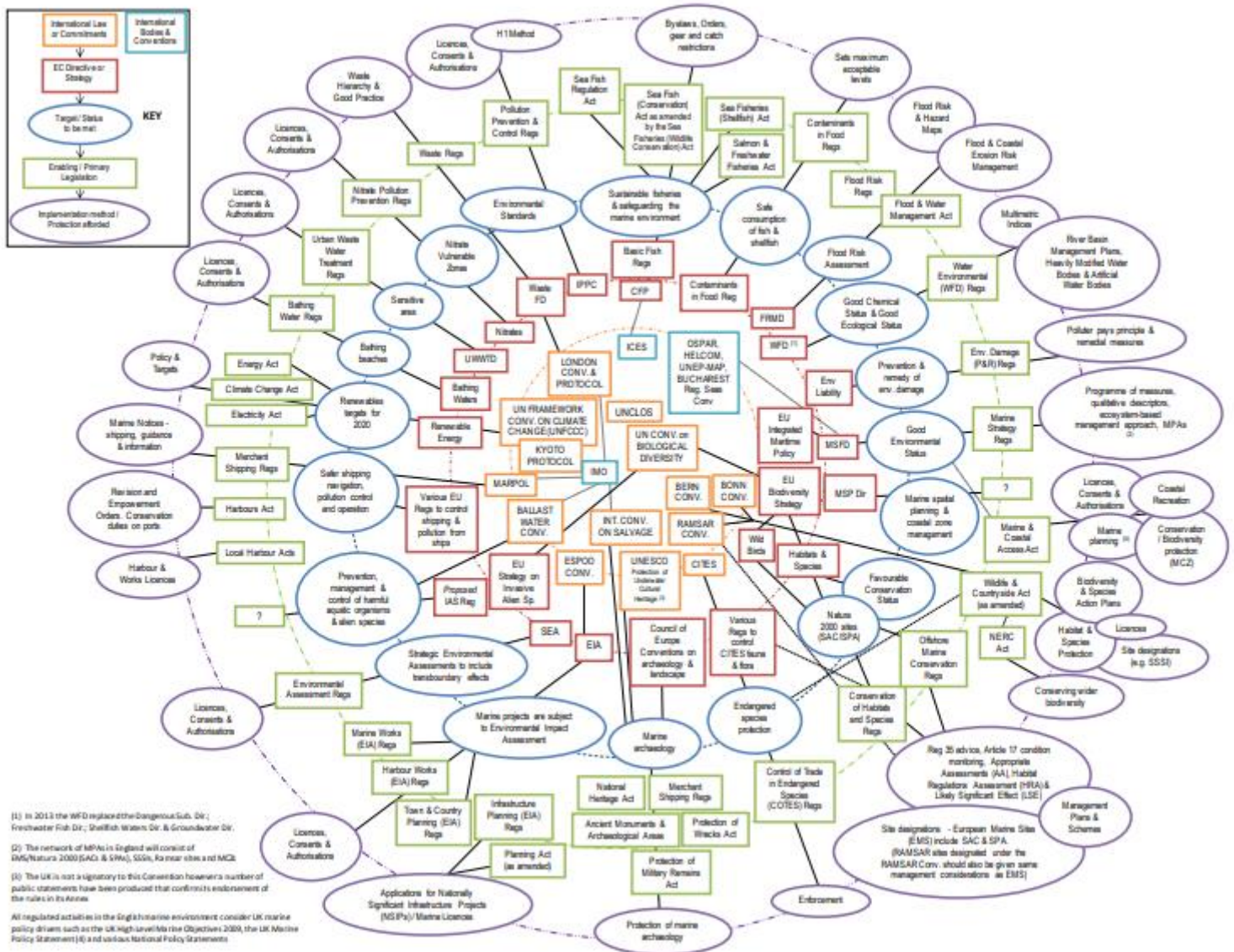
SAS Plastic Free Communities (certified only)

- Liskeard
- Looe
- St Austell
- Truro
- Falmouth
- St Mawes (covering Roseland, St Mawes, Portscathoe, Gerrans, Veryan)
- Helford River
- Marazion
- Penzance
- St Just
- St Ives
- Hayle
- Porthtowan
- St Agnes
- Perranporth
- Newquay
- Mawgan Porth
- Padstow

Friends of Beaches

- Friends of Par Beach
- Friends of Carbis Bay
- Friends of Fistral Dunes
- Friends of Pendower Beach
- Friends of Portheras Cove
- Friends of Fowey Estuary
- Friends of Seaton Valley
- Friends of Poldhu

Figure 30: International, European and English Legislation giving protection to the marine environment



ANNEXES (SEE SEPARATE DOCUMENT)

Annex A: Survey questionnaire

Annex B: Summary of results

Due to their size, both of these are provided in a separate document.