

UK Coastal Governance

Future Insights



Round #2 Delphi Participants

SUMMARY REPORT

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1 Overview

Research on UK Coastal Governance began in September 2017 to review existing and new methods to support coastal governance in the UK. This is a brief summary of the results of the second online survey. The research process is based on the Delphi method with three rounds of enquiry (two online surveys and a workshop). This process enables a group of relevant experts from disparate locations to engage in a collective dialogue, be part of the research and potentially take ownership of its outcomes. Of the 168 eligible participants from the Round #1 online survey, 115 went on to participate in the Round #2 online survey, a 70% response rate. There remains 2000 years of collective experience engaged in this research.

1.1 Progress to Date

Steps in the research process so far have included:

Round #1 online survey (Sept-Oct 2017) sent to a wide range of potential participants;
Round #1 report (January 2018) returned to 173 participants with a copy of individual responses;
Round #2 online survey (April-May 2018) sent only to Round #1 participants;
Round #3 workshop 'save the date' (June 2018) sent to 115 Round #2 participants.

The purpose of this Round #2 (R2) report (July 2018) is to:

- i) provide feedback on the aggregated results of the R2 survey, together with a copy of your individual R2 response;
- ii) verify that your response appears to be accurately reflected in this report;
- iii) provide the basis for discussion in the Round #3 workshop.

Verification Step

Alongside this report, R2 participants are invited to verify 19 individual statements associated with the results contained in this report. Results of this verification step will be made available at the Round #3 workshop in September 2018.

1.2 Scale and Sector Representation

For the R2 online survey participants were asked to focus their response based on their primary perspective, choosing one *scale* and one *sector*. The purpose of this was to help determine trends in the results based on participants scale/sector perspective.

Geographical Scales across the UK

Representation was sought from participants across the UK, plus a small proportion from further afield with exceptional knowledge of coastal governance in the UK. The highest proportion of participants chose the UK scale or an English perspective at the national or regional level. Devolved Administration, International/EU perspectives and county/sub-region or local perspectives were also offered, as shown in Table 1 below. These were similar proportions to the Round #1 survey. Results data was grouped and weighted according to six *Scale Groups* to enable more in depth analysis, as shown in Annex F.

Table 1
Participant Representation by Scale in
the Round #2 survey

SCALE	%	Number of participants (n=)
English regions	21	24
UK	20	23
England	12	14
Devolved Administration	18	21
International/EU	16	18
County/Sub-region/Local	13	15

Sector Groups

A broad range of sectoral interests continue to be represented through the R2 survey. A high proportion of participants (61% n= 71) fall into three sectors: *Conservation-environmental protection, heritage, landscape; Research/science/academic; and Government/Regulatory*. Participants involved in *cross-sector/planning & management or no sector/neutral role/interest*. Participants associated with

'private sector' interests in resource management or service provision (17% $n=19$) included 7 participants in fisheries/aquaculture, 3 port/harbour authority or navigation, 3 business/industry, 1 leisure/tourism and 1 utility/service provider. As shown in Table 2, a further group of 'public sector' (12% $n=14$) participants were associated with voluntary/community or landowner perspectives: 7 as Non-Governmental Organisations/voluntary sector: 4 as a Community Interest Group/User: and 3 as Landowner/Tenant/farming or land management. Results data was grouped and weighted according to these six Sector Groups to enable more in depth analysis, as shown in **Annex F**.

Table 2
Participant Representation by Sector in the Round #2 survey

SECTOR	%	Number of participants (n=)
Conservation	24	28
Research	21	22
Government	17	20
Cross-sector	10	11
'Private' sector	17	19
'Public' sector	12	14

1.3 Format of the Report

The following sections of this report describe the overall results and analysis based on sector and scale groups for the following five areas of the R2 survey:

- A Approach to governance across the land-sea interface (Q3-5)
- B Collaboration to strengthen coastal governance (Q6-8)
- C Organisations and the institutional framework (Q9-14)
- D Marine and terrestrial planning for the coast (Q15-20)
- E Socio-legal mechanisms for coastal stewardship (Q21-22).

Each section contains a small number of statements which form provisional recommendations.

Participants are asked to verify these provisional recommendations in preparation for the Round #3 (R3) workshop. Background detail on the results and analysis undertaken for each of the five themes is provided in corresponding Annexes (A to E) of this report.

2 Approach to Governance across the Land-Sea Interface (A)

The analysis of results (Q3-5) on the approach to governance across the land-sea interface led to the following potential recommendations. Further information is available in **Annex A**. Participants are invited to score these statements in the lead up to the Round #3 workshop:

Top-Down and Bottom-Up Approaches to Governance (Q3)

The R1 Delphi Participants Report (January 2018) indicated that the existing approach to coastal governance is fragmented, complex and lacks transparency and accountability¹. Opportunities to improve marine and terrestrial governance for the coast include:

- Invest more effort in facilitating linkage between top-down and bottom-up approaches;
- Continue to invest in bottom-up direction and decision-making;
- Stronger and clearer direction and leadership;
- A clearer national framework offering leadership (especially if it led to longer-term rather than project-based support for collaborative initiatives).

Engagement in Decision-Making (Q4)

The most supported approaches to governance are those that bring people together through partnership working, stakeholder engagement and co-design/management. Bottom-up approaches such as community-led decision-making and relying on more top-down approaches such as communicating decisions and consultation are less supported, but still valued.

¹ Opening statements such as this originate from the Round #1 UK Coastal Governance Report to Participants (July, 2018). Further information available here: <http://www.watersecuritynetwork.org/uk-coastal-governance/>

Factors Influencing Our Approach to Governance (Q5)

The most important factors for our future approach to coastal governance are improving accountability, long-term and integrated approaches. Statutory approaches should be supported through facilitating networks to better engage with them.

3 Collaboration to Strengthen Coastal Governance (B)

The analysis of results (Q6-8) on collaboration to strengthen coastal governance led to the following potential recommendations. Further information is available in **Annex B**. Participants are invited to score these statements in the lead up to the Round #3 workshop:

Collaboration Benefits and Challenges (Q6-7)

The benefits of collaboration are very well recognised, as are the time and resources necessary to drive it effectively. The benefits outweigh the risks so there is value in seeking to strengthen collaborative efforts across the land-sea interface.

Drivers and Barriers to Collaboration (Q8-9)

Collaboration maybe strengthened through:

- a) Long-term (as opposed to project-based) approaches;
- b) Political will to incentivise collaboration across the land-sea interface;
- c) Cross-sector collaboration supported by the private sector;
- d) Cross-boundary collaboration supported by no/neutral sector (with UK & DA support);
- e) Increasing staff capacity (particularly in England);
- f) Policy incentives towards the coast and to encourage collaboration;
- g) Legal incentives towards the coast at the local level;
- h) Voluntary initiatives.

There is little consensus about the need (or otherwise) to strengthen voluntary initiatives due to limited support from the private sector and most from the public and none/neutral sectors. There is little need to strengthen statutory consultations to encourage collaboration.

4 Organisations and the Institutional Framework (C)

The analysis of results (Q9-14) on organisations and the institutional framework led to the following potential recommendations. Further information is available in **Annex C**. Participants are invited to score these statements in the lead up to the Round #3 workshop:

Organisations Driving Collaboration (Q10)

Collaboration is mainly driven by initiatives established for the purpose of integration (e.g. Coastal and Estuary Partnerships), planning (e.g. Marine Planning Partnerships) or conservation (e.g. European Marine Site management groups). Community-driven, voluntary and non-governmental initiatives are effectively driving collaborative efforts at the local and national level. Government bodies, agencies and groups with more sectoral statutory responsibilities (e.g. Marine Planning Authorities, Coastal Groups for SMPs, IFCA's and Local Authorities) are more limited in their capacity to drive collaboration due to it not being a core part of their remit.

Characteristics of Effective Collaboration (Q11)

The right skills to drive effective collaboration include networking, facilitation, leadership and fairness. Partnership approaches are the strongest characteristic of effective collaboration if combined with staff capacity and continuity. The value of targets to drive collaborative effort are worthy of further exploration.

Actions to Improve Clarity and Understanding of Roles and Responsibilities (Q12)

Measures to support formal and informal communication and networking are well supported and could be strengthened through:

- a) Creating a single overview role for coastal matters at the national and/or local level;
- b) Divesting more responsibility from higher to local tiers of government;
- c) Linking services and co-ordinating management responsibilities, particularly in the government sector.

Leadership for Coastal Governance (Q13)

Leadership for UK coastal governance is dispersed across a large number of organisations from the UK, national and regional to local scale and mainly comes from public sector-led organisations. Leadership could be strengthened:

- a) at the UK scale from Ministerial and Government Departments
- b) at the national scale through Marine Planning Authorities, but clarity and drive is needed to consider how coastal governance sits alongside other statutory agencies.
- c) at the regional and local scale by Local Authorities and Coastal Partnerships with IFCAs playing an increasing role.

Collaboration at the Local Community/Ecosystem Scale (Q14)

To support collaboration at the local community/ecosystem scale, a cross-sector convening role is needed. This would build on existing and emerging governance structures such as Coastal, Catchment and Marine Planning Partnerships and/or explore new committee/board structures.

5 Marine and Terrestrial Planning for the Coast (D)

The analysis of results (Q15-20) on marine and terrestrial planning for the coast led to the following potential recommendations. Further information is available in **Annex D**. Participants are invited to score these statements in the lead up to the Round #3 workshop:

Effectiveness of Marine Planning for the Coast (Q15)

The marine planning system is not very effective across the land-sea interface for the coast at the current time.

Collaboration between Marine Planning Authorities (Q16-17)

The overlap between the marine and terrestrial planning system to 'secure compatibility' between plans is not effectively encouraging collaboration between planning authorities and stakeholders in the coastal area at the current time.

Options to Improve Collaboration between Marine Planning Authorities (Q17)

Strengthening resource capacity/expertise through the existing marine and terrestrial planning system, rather than develop a new approach for coastal planning.

Scale and Connectivity between Marine and Terrestrial Plans (Q18)

Statutory coastal plans nested within marine and terrestrial plans would be welcomed and could build upon existing voluntary coastal plans.

Leadership for Coastal Planning (Q19-20)

National and regional leadership is sought through improving coastal policy, to provide stronger direction and enabling support and political will for implementation at the local level.

6 Socio-Legal Mechanisms for Coastal Stewardship (E).

The analysis of results (Q21-22) on socio-legal mechanisms for coastal stewardship led to the following potential recommendations. Further information is available in **Annex E**. Participants are invited to score these statements in the lead up to the Round #3 workshop:

Promoting Coastal Stewardship (Q21)

Regulatory approaches effectively promote stewardship to some extent, but there is a need for societal/behavioural change and more secure finance to incentivise stewardship of coastal resources.

This could include:

- Seek to employ (a network of) local stewards promoting a sense of public/collective ownership and offering safe spaces for discussion, to act as custodians of natural assets.
- Focus on securing longer-term financing (e.g. through a levy or LEP) and invest in communication rather than a project-based approach.
- A review of the regulatory framework including:
 - i) national coastal policy
 - ii) statutory coastal plans
 - iii) statutory duty towards net environmental/natural capital gain for public benefit
 - iv) streamlining existing legislation
 - v) stronger fisheries management.
- Bringing together and co-ordinate efforts/initiatives such as:
 - i) Joint marine terrestrial or coastal plans
 - ii) Linking marine planning with inshore fisheries management
 - iii) Empowering local authorities (e.g. through a statutory duty on ICZM)
 - iv) Joining up catchment and coastal co-ordination.
- Focusing on mechanisms which will build trust in local communities.
- Building knowledge, skills and education.

Place-Based Coastal Governance (Q22)

Governance at a scale which links people's sense of place with the coastal ecosystem will improve stewardship action.

7 Next Steps

This report provides a verification step in the Delphi research process to the participants. The next steps are to:

- confirm whether the consensus apparent from the Round #2 survey, as reported here, adequately reflects your perspective²;
- indicate your scale of approval to each statement (regardless of whether you can attend the workshop)
- the Round #3 workshop will be based on the areas of consensus found through the verification process;

Where good levels of consensus have been found, the workshop will enable further exploration of options for implementation.

A final report from the verification step and R#3 workshop conclusions will be made available to all participants (173) who participated in Round #1 and onwards. A final dissemination event will be open to all participants and a wider audience on completion of the Delphi process and associated research.

² This is undertaken through a JISC Online Survey emailed to participants on 31st July 2018.

ANNEXES

The following Annexes provide the background results and analysis justifying the above summary statements.

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A Approach to Governance across the Land-Sea Interface

3.1 Context

Participants' responses to questions in the Round #1 (R1) survey about the existing characteristics of coastal governance, were categorised into perceptions of a 'bottom-up' vs. 'top-down' approach³ which needed further assessment in Round #2 (R2). In between 'top-down' and 'bottom-up' are approaches to participation in decision-making which involve communication and consultation (at the 'top-down' end of the scale); stakeholder engagement, partnership working and public participation ('bring-together'); and co-management and empowering communities (at the 'bottom-up' end of the scale).

3.2 Top-Down and Bottom-Up (Q3)

The R1 Delphi Participants Report (January 2018) indicated that the existing approach to UK coastal governance is fragmented, complex and lacking transparency and accountability. Participants suggested that there are opportunities to improve marine and terrestrial governance for the coast. Participants were asked: **To what extent would you support the following approaches to improve coastal governance? [Q3].** Answers were ranked in order of importance (1=least important to 3=most important).

There was clear consensus amongst the participants that the primary approach should be to bring 'top-down' and 'bottom-up' approaches together, with 80% of participants (n=91) ranking this as their first choice. Of the participants who didn't chose this as their first choice, 14% (n=15) gave most support to 'bottom-up' and 8% (n=9) to 'top-down' approaches. A good proportion of participants (n=58, 53%) chose more 'bottom-up' direction and decision-making as their second choice. More 'top-down' direction and decision-making was ranked as least important with 63% of participants (n=68) compared to 33% (n=36) of participants ranking 'bottom-up' as least important (see Figure 1).

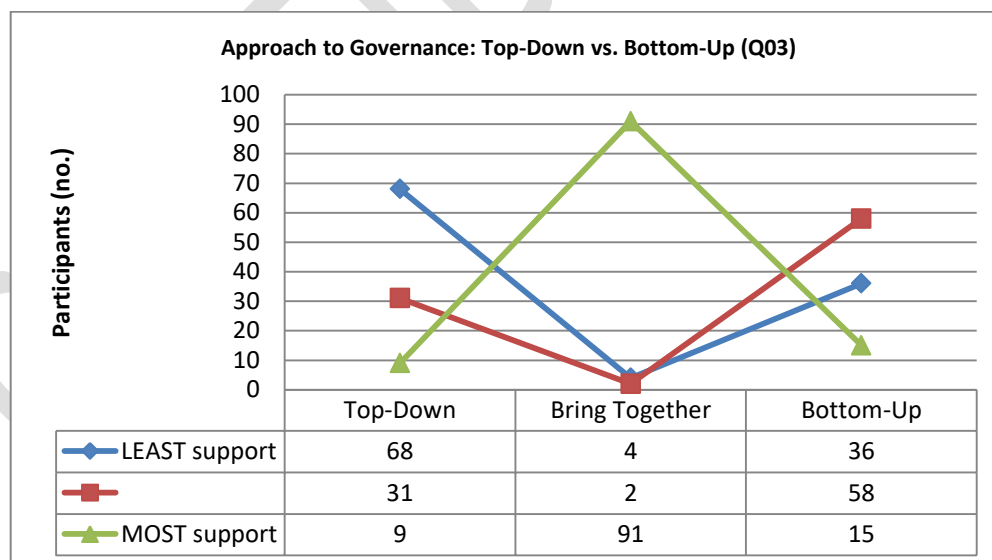


Figure 1 Participant's support for top-down vs bottom-up approaches to improve coastal governance
Participants ranked 1-3 for least to most important from 'More top-down direction and decision-making' / 'Efforts to bring top-down and bottom-up approaches together' / 'More bottom-up direction and decision-making'.

³ As defined in the R2 survey a 'top-down' approach is characterised by direction and decision-making led by central government and a 'bottom-up' approach led by coastal communities.

The average (sample means= \bar{x}) for each of the three choices was 2.76 (out of 3) for 'Bring Together' compared to 1.79 for 'Bottom-Up' and 1.46 for Top-Down' approaches.

The data was explored across scale and sectors to see if any differences could be detected in perspective. All scales and sectors favour 'bringing-together' the most, but the following differences did occur.

At all *scales* (international to local), participants felt that a bottom-up approach was more important than a top-down approach and this was most apparent for England and at the local level (see Figure 2). Participants offering an International/European (INT-EU) or UK perspective are more likely to consider a top-down approach more important than people representing national, regional or local scales. There is more support for a top-down approach at the English regional scale than English national or Devolved Administration (DA) scale.

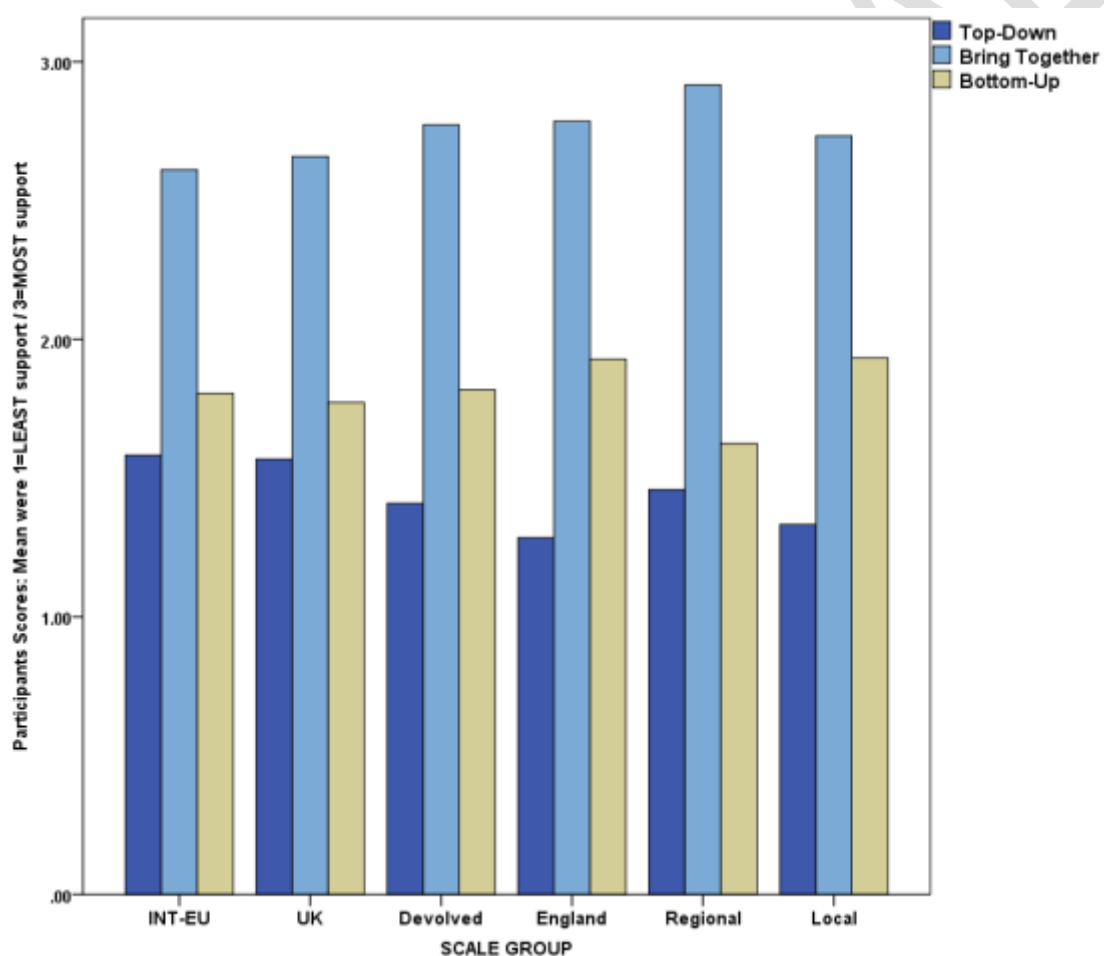


Figure 2 Approach to Governance: Number of Participants who gave support to Top-Down vs. Bottom-Up Approach (Q3) by Scale of participant's primary perspective.

For all *sectors*, participants felt that a bottom-up approach was more important than a top-down approach and this was most apparent in the public sector and least apparent in the conservation sector.

Participants were offered the opportunity to provide a short explanation for their answer to Q03 to which 107 out of 115 participants responded. The main reasons for bringing 'top-down' and 'bottom-

up' approaches together include: the effectiveness of implementing legislation and policy if communities take stronger ownership/responsibility; and good engagement/collaboration required to share understanding of strategic issues. Whilst there is a good level of support for bottom-up approaches, there is recognition that clear direction is needed from the national level, particularly as participants look towards the top-down approach to help fund collaborative effort. There is a need for stronger leadership and direction, or at least clearer communication and understanding to over-ride the perception of complexity in coastal governance.

3.3 Engagement in Decision-Making (Q4)

Participants were asked: **To what extent are the following approaches to engagement in decision-making important for future coastal governance?** [Q04]. Answers were ranked in order of importance (1=least important to 7=most important). Results are presented as mean rank scores (\bar{x}) out of 7.

The most important approach to engagement in decision-making was 'Partnership working' with 39% of participants ($n=45$) considering this as 'most important' with a mean rank value (\bar{x}) of 5.4 (out of 7). This was closely followed by 'Stakeholder engagement' ($\bar{x}=5$) with 30% of participants ($n=35$) ranking this as the next most important approach. Co-design and management were identified as the third most valuable approach ($\bar{x}=4.4$). The lowest importance was given to the more top-down and bottom-up approaches, namely 'communicating decisions', 'consultation', 'community-led decision-making' and 'public participation'. One third, 31% ($n=27$) participants ranked 'community-led decision making' as least important. As shown in Figure 3 below, this verifies and elaborates the results of Q3 that bringing together top-down and bottom-up approaches is most important.

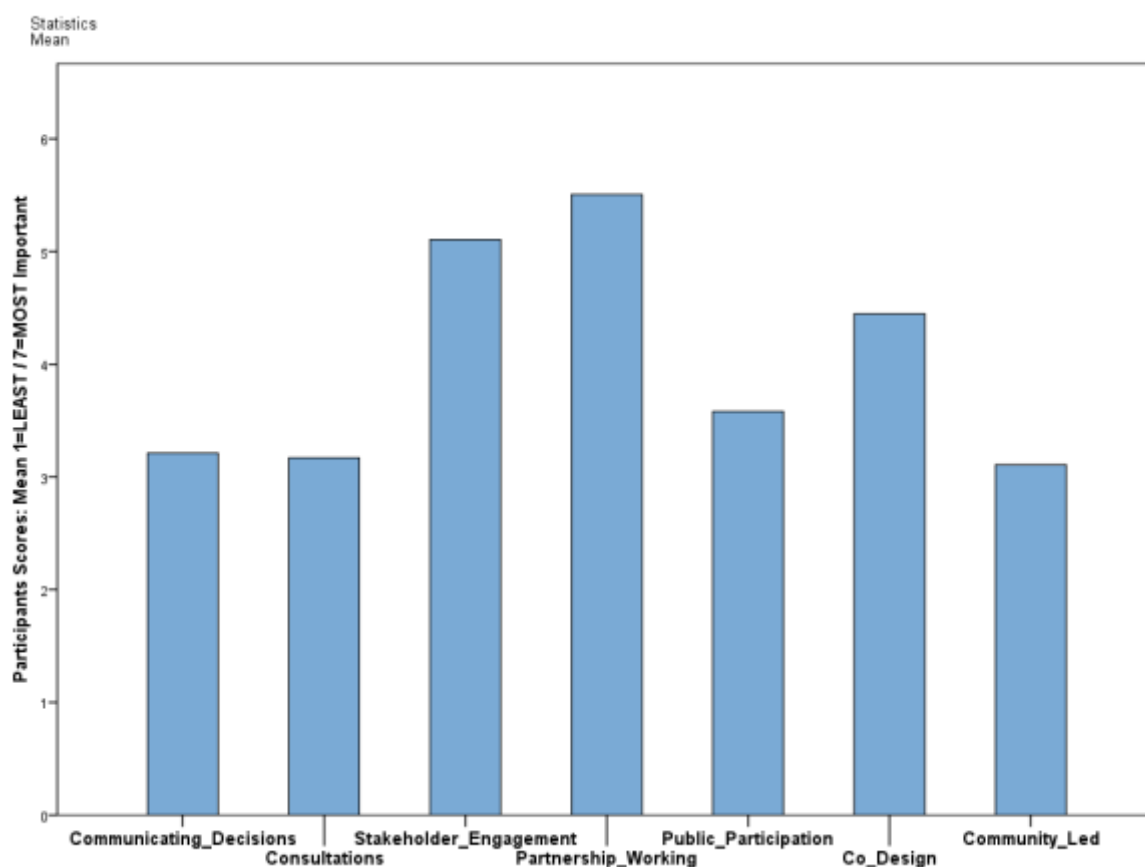


Figure 3 Approaches to Engagement in Decision-Making (Q4)

The data was explored across participant's self-selected primary perspective for *scale* and *sector* to see if any differences could be detected in perspective.

In relation to geographical *scale* the following observations were made:

- At the INT-EU scale participants expressed the strongest support for co-design and community-led approaches;
- At the Devolved, England and regional scales there was strongest support for partnership working and stakeholder engagement;
- At the local level, partnership working and stakeholder engagement were most supported and consultation approaches the least favoured.

In relation to *sectors* the following observations were made:

- Communicating decisions is most supported by the conservation and private sector groups and least supported by the public sector, research community and neutral participants;
- Consultations are more favoured by the private sector than any other, receiving least support from government sectors;
- Private, public sectors and government appear to prefer stakeholder engagement to co-design which receives more support from conservation, research and neutral participants;
- A community-led (bottom-up) approach is least supported by the private and conservation sectors but receives more support from participants involved in research and with a neutral position.

The most supported approaches to governance are therefore those that bring people together through partnership working, stakeholder engagement and co-design/management. Approaches that rely on more top-down approaches such as communicating decisions and consultation are least supported, as are community-led decision-making.

3.4 Factors Influencing our Approach to Coastal Governance (Q5)

Participants were asked: ***To what extent are the following factors important for our future approach to coastal governance? Answers were ranked in order of importance (1=least important to 7=most important).***

There was most support for encouraging 'accountability', 'long-term' and 'integrated' approaches with 96% of participants ranking one of these factors as 'most important'. More support was given to statutory than non-statutory approaches. More support was also given to 'facilitating networks' than 'the role of chair/leader' and overall this was seen as less important than the other factors.

Further analysis of the results across *scales* and *sectors* revealed the following:

- Long-term approaches are most important at the INT-EU scale and to the private sector.
- Integrated approaches are most important at the Devolved scale and least important for England, where accountability is the biggest issue.
- Statutory approaches are more important to Government, the private sector, conservation and research sectors than the public sector or neutral participants. The public sector was the only sector to consider facilitating networks as more important than statutory approaches.
- The role of a chair/leader is least important to the Government sector as are non-statutory approaches.
- The public and private sectors plus neutral sector participants, view the role of a chair/leader as slightly more important than non-statutory approaches.
- Overall, the most important factors for our future approach to coastal governance are improving accountability, long-term and integrated approaches. Statutory approaches should be supported through facilitating networks to better engage with them.

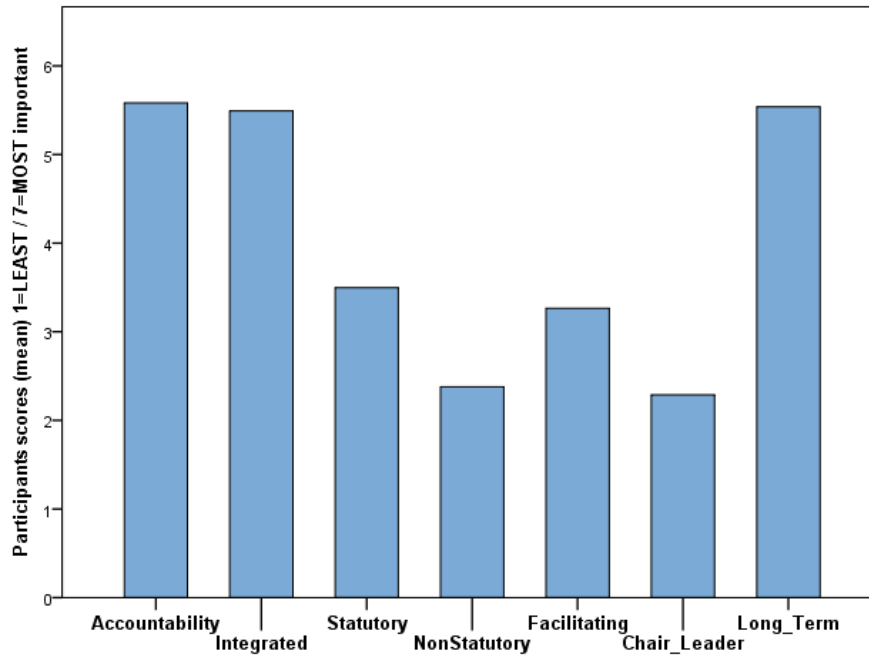


Figure 4 Factors Important for our Future Approach to Coastal Governance (Q05)

3.5 Proposed Statements for R2 Verification

Based on the above results and analysis, the following statements are proposed for verification. Participants will be given the opportunity to score these to identify the degree of consensus around these statements as potential recommendations. The Round #3 workshop will elicit discussion around these potential recommendations and pose questions about how to implement them.

Top-Down and Bottom-Up Approaches to Governance (Q3)

To address the current fragmented, complex approach to coastal governance which lacks transparency and accountability, opportunities to improve marine and terrestrial governance for the coast include:

- a) Invest more effort in facilitating linkage between top-down and bottom-up approaches;
- b) Continue to invest in bottom-up direction and decision-making;
- c) A stronger and clearer national framework offering leadership.

Engagement in Decision-Making (Q4)

The most supported approaches to governance are those that bring people together through partnership working, stakeholder engagement and co-design/management. Bottom-up approaches such as community-led decision-making and relying on more top-down approaches such as communicating decisions and consultation are less supported, but still valued.

Factors Influencing Our Approach to Governance (Q5)

The most important factors for our future approach to coastal governance are improving accountability, long-term and integrated approaches. Statutory approaches should be supported through facilitating networks to better engage with them.

B Collaboration to Strengthen Coastal Governance

4.1 Context

Over 70% of survey participants in R1 indicated that collaboration is significantly embedded in what they do. Many participants indicated that good collaboration would be underpinned by a shared vision for the coast with more democratic, transparent decision-making. However, over 60 responses referred to the lack of incentive to collaborate and views on *how* to go about collaborative effort differ. This section explores the benefits of collaboration and how to strengthen collaborative approaches with the aim of dealing with the complexity in existing coastal governance.

4.2 Benefits of Collaboration (Q6)

The concept of collaborative governance was explored in the R1 survey with participants associating it with working together (28%), a shared aim (27%), stakeholder input (18%) and generating a sense of ownership (14%). Further information was needed on what specific benefits are gained from collaborative effort. In R2 participants were therefore asked to ***‘Describe briefly what specific benefits you seek from collaboration?’***

Nearly all participants ($n=114$) provided a sentence or two in response to this question. Benefits of a collaborative approach are well recognised as a means of increasing understanding, by sharing knowledge and evidence and sharing perspectives which can lead to multiple benefits and better outcomes for all sectors. It may lead to stronger buy-in, a sense of collective ownership and (therefore) more responsible management and greater compliance with regulation. It promotes efficient use of scarce resources and builds capacity towards a more holistic approach, enabling the evolution of a shared and longer-term vision.

“Networks provide the rich material from which change can emerge”

“Collaboration brings together cross-sector knowledge, experience and expertise, together with a shared funding model and therefore shared ownership⁴”

4.3 Disadvantages of a Collaborative Approach (Q7)

Participants were asked: ***Are there any disadvantages to a collaborative approach?*** Nearly all participants ($n=112$) provided a sentence or two in response to this question. The main concerns raised were around the time and resources required to do it properly. Risks associated with it included domination of vested interests/powerful voices; lack of clarity over responsibilities; raising expectations, participation fatigue and stakeholder disillusionment; the quality of decision-making compromised by relying less on scientific evidence; consensus seeking leading to compromise and valid views lost; failure to achieve agreement - it can cause complications and may cause disharmony or conflict if not properly managed.

The following needs were identified to help mitigate against the above risks:

- balanced and strong leadership;
- clear responsibility for the process;
- ability to balance sectors;
- an appropriate convenor and space;
- monitoring progress and maintaining the momentum.

⁴ Delphi R2 participant’s responses (anonymous).

Good collaborative approaches were recognised as challenging and hard work and may not always be the best approach, especially if mismanaged and then resulting in more inefficiency. However, many participants expressed the sentiment that the time and resources invested were worth it if the risks could be minimised.

4.4 Drivers and Barriers to Collaboration (Q8 & Q9)

Greater clarification was required over *how* to strengthen collaborative efforts, building on the answers to the R1 survey. In R2 participants were asked: **Which of the following factors need most strengthening to improve the effectiveness of collaboration across the land-sea interface in coastal areas?** [Q8 & Q9]. Answers were ranked in order of importance (1=least important to 7=most important) for each question and combined for this analysis. Results are presented as mean rank scores (\bar{x}) out of 7.

Results

Nearly half (42% $n=47$) of participants ranked the need for a longer-term (as opposed to project-based approach) needing most strengthening to improve the effectiveness of collaboration across the land-sea interface ($\bar{x}=5.8$). One-third (32% $n=36$) of participants ranked political will towards the coast of most importance ($\bar{x}=4.9$). High ranking was also given for cross-sector collaboration ($\bar{x}=4.8$) and cross-boundary collaboration ($\bar{x}=3.9$). Staff capacity, particularly in statutory organisations was identified as needing strengthening. Policy incentives towards the coast and policy incentives to encourage collaboration were also ranked highly ($\bar{x}=4.3$). Least support was given to strengthening statutory consultations ($\bar{x}=2.7$). Further details are shown in Figure 5 below.

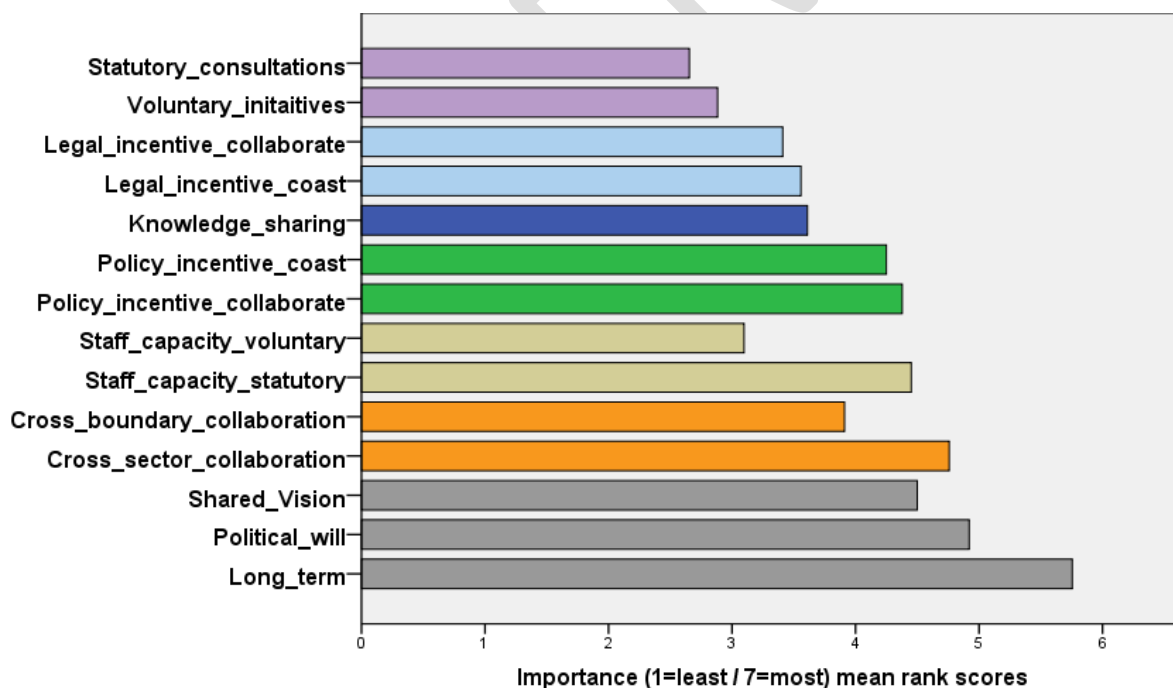


Figure 5 Factors Important for Strengthening Effective Collaboration across the Land Sea Interface (Q8 & Q9)

Further analysis of the results across *scales* and *sectors* revealed the following:

- The need for long-term approaches to strengthen collaboration was ranked highly for all scales, more so at the INT-EU scale ($\bar{x}=6.1$) than local scale ($\bar{x}=5.1$);
- The need for more political will is also felt most strongly at the INT-EU ($\bar{x}=5.6$) and local scale ($\bar{x}=5.1$);

- The need for cross-boundary collaboration is felt more at the UK and DA than local scale. The private sector gave most support ($\bar{x}=5.7$) to strengthening cross-sector collaboration and participants from no/neutral sector most support ($\bar{x}=5.1$) for strengthening cross-boundary collaboration.

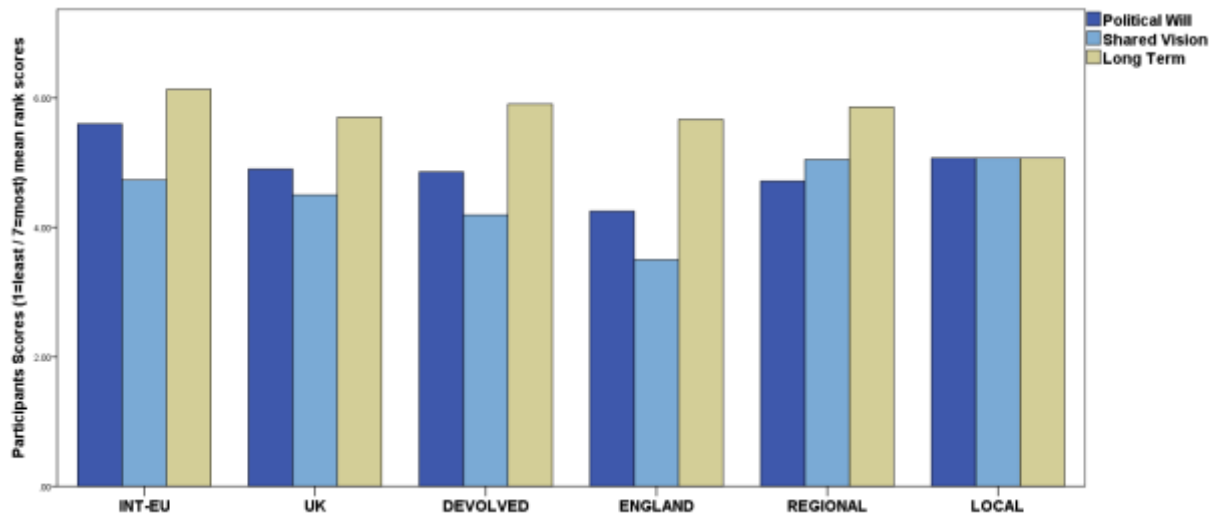


Figure 6 Top three factors for strengthening effective collaboration: comparison across geographical scales (Q8 & Q9)

Other factors important for strengthening effective collaboration were analysed by *scale* and *sector* and showed:

- Staff capacity is more of an issue in England ($\bar{x}=5.2$) than other scales and the strongest need to strengthen staff capacity is felt in the Government, conservation sectors and statutory organisations;
- Policy incentives towards the coast and collaboration are more supported than legal incentives for all scales, except at the local level where legal and policy incentives towards the coast are quite equally supported. This is seen as less important in DA.
- Legal incentives towards the coast is supported, more at the local level ($\bar{x}=4.2$) than the English level. Legal incentive to collaborate was supported to some degree at all levels except the local level.

The public and none/neutral sectors supported the need to strengthen voluntary initiatives much more than other sectors.

4.5 Proposed Statements for R2 Verification

Based on the above results and analysis, the following statements are proposed for verification. Participants will be given the opportunity to score these to identify the degree of consensus around these statements as potential recommendations. The Round #3 workshop will elicit discussion around these potential recommendations and pose questions about how to implement them.

Collaboration Benefits and Challenges (Q6-7)

The benefits of collaboration are very well recognised, as are the time and resources necessary to drive it effectively. The benefits outweigh the risks so there is value in seeking to strengthen collaborative efforts across the land-sea interface.

Drivers and Barriers to Collaboration (Q8-9)

Collaboration maybe strengthened through:

- i) Long-term (as opposed to project-based) approaches;

- j) Political will to incentivise collaboration across the land-sea interface;
- k) Cross-sector collaboration supported by the private sector;
- l) Cross-boundary collaboration supported by no/neutral sector (with UK & DA support);
- m) Increasing staff capacity (particularly in England);
- n) Policy incentives towards the coast and to encourage collaboration;
- o) Legal incentives towards the coast at the local level;
- p) Voluntary initiatives.

There is little consensus about the need (or otherwise) to strengthen voluntary initiatives due to limited support from the private sector and most from the public and none/neutral sectors. There is little need to strengthen statutory consultations to encourage collaboration.

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C Organisations and the Institutional Framework

5.1 Overview

Responses to the R1 survey highlighted the complexity of institutional arrangements including a lack of understanding, co-ordination and overlaps between organisations. This can result in poor accountability and a lack of trust or transparency in decision-making. Organisations are more likely to present barriers (than drivers) to collaboration, requiring significant resources to overcome them.

5.2 Organisations Driving Collaboration (Q10)

Participants were asked: ***To what extent are the following organisations currently driving collaboration for the coast? [Q10]. Each of the organisations listed were ranked on a scale of effort (1=makes least collaborative effort to 7=makes most collaborative effort).*** Participants were asked to generalise from their own experience and an open text box was provided to explain any significant variation or offer further Explanation for their answers. Results are presented as mean rank scores (\bar{x}) out of 7.

Results

The top three organisations considered to be most driving collaboration for the coast are:

- Coastal and Estuary Partnerships (\bar{x} =5.9);
- Marine Planning Partnerships (\bar{x} =5.2) and;
- European Marine Site (EMS) Management Groups (\bar{x} =5.1).

The highest rank score ‘makes substantial collaborative effort’ was assigned by 39% of participants ($n=44$) to Coastal and Estuary Partnerships compared to EMS Management Groups at 18% ($n=20$). A higher proportion of participants (31%) responded that they didn’t know what EMS Management Groups were compared to the Coastal and Estuary Partnerships (13%). Marine Planning Partnerships in Scotland were ranked highly, however a high proportion of participants (66% $n=68$) don’t know enough about them to comment on their ability to drive collaboration.

Table 3 Organisations currently driving collaboration for the coast (Q10)

ORGANISATION	Mean Rank Score (1=lowest/7=highest)
Coastal & Estuary Partnerships	5.96
Marine Planning Partnerships (SCOTLAND)	5.15
European Marine Site (EMS) Management Groups	5.09
Community-led initiatives and local voluntary approaches	4.98
Non-Governmental Organisations (NGOs) – national level	4.93
Marine Planning Authorities	4.79
Coastal Groups for Shoreline Management Plan (SMP)	4.68
Inshore Fisheries & Conservation Authorities (IFCAs)	4.67
Coastal Community Teams (ENGLAND)	4.29
Statutory Agencies	4.18
Public Service Boards (WALES)	3.74
Local Authorities	3.62
Regulators	3.56
Port/harbour authorities	3.24
Central Government	3.10
Consultants	2.47
Developers	2.40

The ‘public’ sector group (see Annex F, shown in blue in Table 3 above) of community-led initiatives/voluntary approaches and NGOs operating at the national level are also ranked highly for driving collaboration (\bar{x} =4.9) , with a higher proportion of participants expressing ‘Don’t know’ for the local (15%) compared to national (7%) efforts.

Many of the 'government' sector group and regulatory functions (shown in purple in Table 3) receive above average ranking scores - including Marine Planning Authorities (i.e. MMO and Marine Scotland), Coastal Groups for Shoreline Management Plans (SMPs), Inshore Fisheries and Conservation Authorities (IFCAs), Coastal Community Teams (CCTs) supported by central government and statutory agencies. It is of note that 20% of participants gave IFCAs a high rank score ($\bar{x}=6$).

Local authorities, regulators, port/harbour authorities and public service boards in Wales (shown in green in Table 3) received more average rank values. The organisations seen to be least driving collaborative effort were developers, consultants and central government. This does not account for the support these organisations may provide to other organisations/initiatives (e.g. Coastal Community Teams ($\bar{x}=4.3$) supported by the Ministry of Housing, Communities and Local Government).

Further Explanation

Of the 115 responses, 36 participants offered further explanation for their answers or suggested other organisations driving collaborative effort. These included the Crown Estate and Regional Inshore Fisheries Groups (Scotland) and a suggestion that a 'passionate individual' can drive effective collaboration.

Many comments related to the barriers to driving collaboration including the lack of a statutory duty/legal requirement to do so, budget restrictions, austerity cuts, organisations focusing on their primary functions/own agendas, a project-based approach and too many actors/operators. The lack of requirement to collaborate could mean the quality of engagement effort is compromised with variable attempts at it and poor skill-sets to lead it. Opportunities may exist, particularly based on the emerging experience in Wales with the Public Service Boards, via Area Statements and in Scotland through the Marine Planning Partnerships. Neither have been set up to deliver collaboration at the coast but maybe it could become a 'welcome by-product'. Simpler governance may help to optimise public benefit, especially if it encouraged a unifying vision. However, the coast is currently not 'fashionable' in a current governance context. In summary, there are many organisations doing something to drive collaboration but few actually champion the process.

5.3 Characteristics of Effective Collaboration (Q11)

Participants were asked: ***From the organisations you have selected above (in Q10) as strongly driving collaborative effort, can you identify what characteristics determine effective collaboration? [Q11].*** *Answers were ranked in order of importance (1=least recommended to 7=most strongly recommended) for each question, but combined for this analysis.* Results are presented as mean rank scores out of 7 (\bar{x}) with variance around the mean expressed as the standard deviation (sd). The criteria listed were based on the most commonly cited factors from the R1 UK Coastal Governance survey.

Results

The most effective characteristics of effective collaboration are considered to be 'partnership approaches' (40% $n=44$ $\bar{x}=5.4$) and least effective are 'set targets requiring collaboration' (38% $n=42$ $\bar{x}=2.7$) as shown in Figure 7. This may reflect the degree of familiarity with partnership approaches and lack of existing set targets in organisations, but based on the results from Q10 above, this question was asked to explore whether set targets were a means to drive more effective collaborative effort. Considering the results of Q9 (above) which indicated policy drivers to incentivise collaboration were supported, it may be worth further exploration to test this again outside of a ranked scale question.

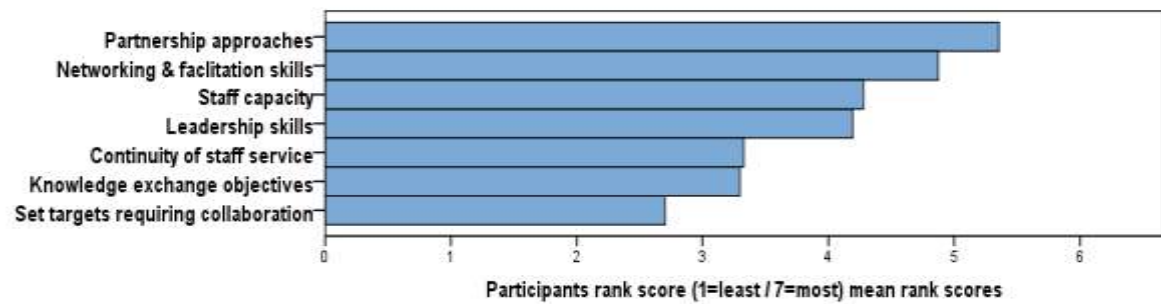


Figure 7 Characteristics of effective collaboration (Q11)

Explanation

Of the 115 responses, 34 participants offered further explanation for their answers. A third of these were not wholly comfortable with the request to rank the answers, which suggests this question (or part of it) could be re-visited in R3. Many of the responses referred to the need for the right people to drive effective collaboration: those that have capacity, continuity, good skills such as leadership, fairness and don't have competing interests in order to act as an 'honest broker'. Regarding targets, these won't necessarily be met unless the above conditions for staff to deliver them are met, but targets driven by legal or policy drivers (e.g. CaBA, CCTs) may be helpful and may help to unlock funding to support collaborative efforts.

5.4 Actions to Improve Clarity and Understanding of Roles and Responsibilities (Q12)

Participants were asked: **Which of the following action(s) would you recommend to improve clarity and understanding about the roles and responsibilities of the above bodies and initiatives for the management of coastal resources?** [Q12]. Answers were ranked in order of importance (1=least recommended to 7=most strongly recommended) for each question. The criteria listed were based on the most commonly cited factors from the R1 UK Coastal Governance survey.

Results

More formal communication and networking was ranked highest ($\bar{x}=5.4$) although there was significant variation around the mean for this answer ($sd=1.8$) followed by more *informal* communication and networking ($\bar{x}=4.9$) which had a lower overall score but better consensus ($sd=1.5$). Taking *scale* and *sector* into account:

- Formal and informal communication and networking was more supported by EU-INT, UK and local scale participants and least supported by Devolved and England.
- Participants representing the 'public' and 'none/neutral' sector groups showed less support for informal communication and networking than the other sector groups. This is interesting considering the 'public' sector group (community interest groups, NGOs, voluntary sector) and 'none/neutral' sector group (cross-sector, planning and management interests), would often be at the forefront of collaborative work – this maybe a symptom of the challenges associated with facilitating it (without strong leadership or support).

Above average scores were given to divesting more responsibility from higher to lower tiers of government ($\bar{x}=4.2$) and linking services and co-ordinating management responsibilities ($\bar{x}=4.2$). Taking *scale* and *sector* into account:

- The highest rank score for England was to divest more responsibility from higher to lower tiers of government and create a single overview role for coastal matters at the *national* level. However, local scale participants offered less support for divesting powers to the local level,

preferring more formal and informal communication and networking and linking services and co-ordinating responsibilities.

- Divesting more responsibility from higher to lower tiers of government was most supported by Government ($\bar{x}=5.05$). However, Government offered least support overall to creating a single overview role for coastal matter(s) at the local community/ecosystem scale.

Creating a single overview role for coastal matters at the national level ($\bar{x}=3.3$, $sd=1.8$) or local level ($\bar{x}=2.7$, $sd=2$) illustrated some divergence of opinion: 40% of participants ($n=45$) expressed strong support ($\bar{x}=6$ or 7) for the creation of a single overview role at the national level and 46% of participants ($n=52$) at the local level. Taking *scale* and *sector* into account:

- The public sector group supported the creation of a single overview role for coastal matters at the national level ($\bar{x}=3.8$) or local level ($\bar{x}=3.2$) more than any other sector.

The least support was given to streamlining powers ($\bar{x}=3.2$) with 39% of participants ($n=44$) expressing least support for this. However, DAs prefer streamlining of powers or creating a single overview role at the *local* community/ecosystem scale. Linking services and co-ordinating management responsibilities was most strongly supported by government sector participants.

Overall, most variation was apparent between the Devolved Administrations (DA) and England. This is an interesting illustration of the influence of devolution and perhaps a desire for the creation of a single overview role for coastal matters at the national level ($\bar{x}=3.3$, $sd 1.8$) or local level ($\bar{x}=2.7$, $sd 2$). Some 40% of participants ($n=45$) expressed strong support ($\bar{x}=6$ or 7) for the creation of a single overview role at the national level and 46% of participants ($n=52$) at the local level – so there is no clear direction at what level this would be best provided.

Explanation

23 participants provided additional explanation for their answers. A few participants expressed concern about the ranking required in answering this question (but less than the previous question). There was most discussion about streamlining but little consensus about it. On the one hand, streamlining is seen as a potentially attractive means of simplifying management - by reducing the number of organisations and need for networking. On the other hand participants saw that there is no need for streamlining if the other (collaborative) measures are given more priority. Divesting responsibility in lower tiers of government and/or creating a single overview role at the local level could be helpful towards stewardship, but would need strong steer from national level to encourage effective collaboration. Finally, political will was mentioned as critical more than improving clarity or understanding of organisations roles and responsibilities.

5.5 Leadership for Coastal Governance (Q13)

A quarter of responses to the R1 survey identified value in improving coastal governance for the benefit of the coastal ecosystem and future resource sustainability. However, a lack of political will or leadership at this time presents a barrier to achieving it and it is not clear where this leadership should come from. Participants were asked: ***Do you have any opinion about who (if any one organisation) is best placed to lead or champion the coast at each of the following scales? [Q13]***. An open text box was provided for each of the following scales: UK, National (Scotland, NI, Wales, and England), Regional or Sub-regional/County, Local Community/Ecosystem or Other.

Results

Just over half of participants responded to this question. The results are discussed here per scale and shown in Figure 8.

UK scale

At the UK scale, the most frequent response was Government Depts. (29% $n=29$) of which Defra was most commonly cited (24% $n=15$), central government (18%) split equally across political level and the national administrations. A few participants suggested IFCA's or a new form of them ($n=4$), MPAs ($n=4$), a statutory agency ($n=2.5$) or national NGO ($n=2$) or the Coastal Partnerships Network ($n=1$). Suggestions for new leadership (13% $n=8$) included a new Ministry for Coastal Affairs or sustainable management of natural resources, a cross-ministerial board, a UK Select Committee/cabinet office, one government department tasked with all relevant coastal governance and linking other government departments, a new department, a DEFRA/BEIS partnership, a UK version of the MMO, a simple statutory and national strategic framework or a locally based consortium of statutory and non-statutory organisations. 64 participants responded to this question but 8 were unsure of their answer or indicated 'no organisation' to lead at this level.

National scale

At the national scale (Scotland, NI, Wales & England), Marine planning Authorities (e.g. MMO, Marine Scotland) were most cited (29% $n=20$) followed by Government departments (16% $n=11$), national administrations (13% $n=9$) and statutory agencies (14% $n=10$). A few participants indicated central government ($n=3$) Local Enterprise Partnerships ($n=1$), Local Government ($n=1$), Coastal Partnerships ($n=1$), elected representative ($n=1$) or landowners ($n=1$) at this national scale. Suggestions for new leadership were made by 9 participants including a new central government group ($n=6$), new statutory agency ($n=1$) or wider remit for the IFCA+ (e.g. Seafish and CEFAS) ($n=2$). 71 participants responded to this question and only two were unsure of their answer or said 'no organisation' to lead at this level.

Regional scale

At the regional or sub-regional/county scale, local authorities were most cited to provide leadership, (27% $n=17$) equally split between county and local scale. They were followed by Coastal Partnerships (18% $n=12$) and IFCA's (17% $n=11$) possibly with a broader remit ($n=2$). A few participants suggested regional marine planning partnerships ($n=5$), Natural England ($n=4$) or the MMO ($n=2$). Suggestions for new leadership were made for a new committee/board ($n=2$) with representatives from regulators, community and experts or a new coastal system operator linking the coast to the inland catchment. 63 participants responded to this question and 5 were unsure of their answer or indicated 'no organisation' to lead at this level.

Local Community/Ecosystem scale

At the local community/ecosystem scale, 32% ($n=20$) participants cited Coastal Partnerships to provide leadership followed by local government (14% $n=9$) and NGOs (9% $n=5$) or IFCA's (9% $n=5$). Some participants suggested Parish Councils/Neighbourhood Plan groups ($n=3$), EMS, landscape or regional marine partnerships ($n=3$), elected representatives ($n=2$), Environment Agency because of offices and staff numbers ($n=1$) or landowners ($n=1$). Suggestions for new leadership were made by 4 participants including Coastal and Catchment Forums/Partnerships, sub-groups of Coastal-Catchment Forum or a new coastal system operator linking the coast and catchment. One participant suggested we need smaller regional champions as well as the 'do-ers in the community'. 60 participants responded to this question and 6 were unsure of their answer or indicated 'no organisation' to lead at this level.

Other comments made in response to this question included the need for smaller regional champions as well as the "do-ers in the community" and a suggestion that leadership would only arise if there is a legal duty to do so and there is funding available. Further details are shown in Figure 8 below.

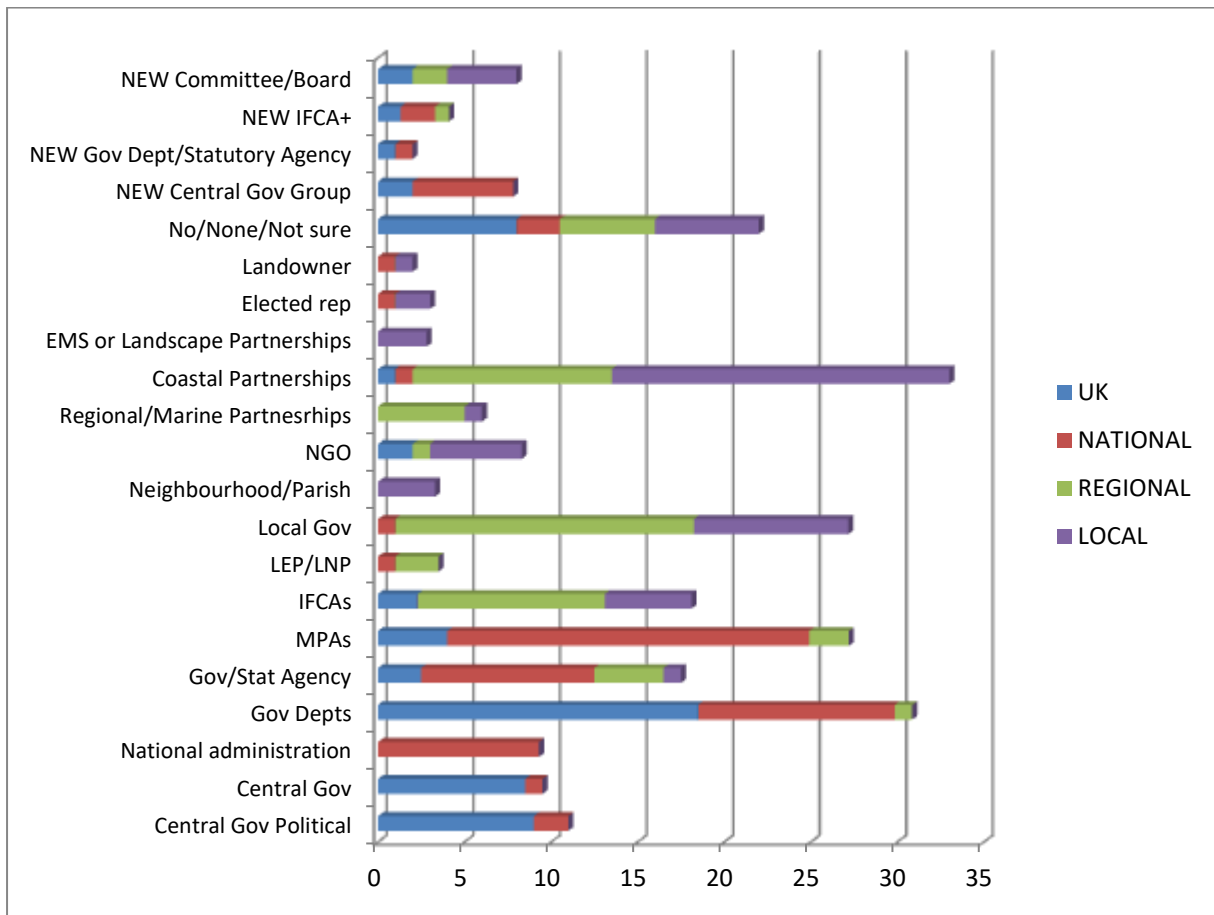


Figure 8 Number of Participants identifying existing or new organisations best placed to lead or champion the coast at different scales (Q13).

Overall, the results clearly show that leadership needs to come from the public sector, particularly at the UK and national scale. There was very little reference to the private sector, only through the role of Local Enterprise Partnerships. Government departments, statutory agencies and Marine Planning Authorities have a strong role to play at the UK and national scale and there were some useful suggestions about how this could be strengthened. The role of Local Authorities, Coastal Partnerships and IFCAs at the regional and local levels is strongly supported by participants. However the wide spread of responses to this question (>20 types of organisation), the proportion of participants who didn't respond to one or more scales (40-50%) or were unsure of leadership ($n > 20$) illustrates the existing complexity in current coastal governance arrangements.

5.6 Collaboration at the Local Community/Ecosystem Scale (Q14)

Participants in Round #1 indicated that greater collaboration is needed between and within organisation to improve clarity and understanding about their roles and responsibilities. This was explored in Round #2 from a local scale perspective. Participants were asked: **Which of the following initiatives would you prioritise to support collaboration at the local community/ecosystem scale?** Participants were asked to choose their top three in order of priority.

Results

All apart from 3 participants answered this question. 50 out of 112 participants selected Coastal/Estuary Partnerships as their 1st choice (30% of the total score). Other results were much more evenly distributed across the other 14 options with AONB/Heritage Coast/National Park (10%), IFCAs (9%), EMS management groups (8%), Coastal Groups (7%) and Marine Planning Partnerships (7%). Other organisations/initiatives identified by 19 participants, included comments suggesting local

authorities could have a stronger role and have a duty to consider the coast and that there is a need for collaboration across these group. Three participants were not comfortable with choosing their 'top 3' and said that their answer would be different for different parts of the UK. A useful example was provided: the Cornwall Marine Liaison Group which brings together statutory and non-statutory, private sector, academics and others three times per year as an example of true collaborative working.

Explanation (Q14b)

Participants were asked: *Of the initiatives you consider to most strongly drive collaborative effort, at the local community/ecosystem scale, are there any with common characteristics?*

The most common characteristics identified by participants were terms such as cross-sector/multi-sector convenors, facilitate communication, approachable, provide independence, promote consensual working, balanced representation, a sense of longevity, leadership (at all levels) and shared vision. Governance needs to be open, transparent and integrated with strong support from all levels of government. Access to information, knowledge, expertise are considered to be important.

Partnership initiatives strongly drive collaborative effort due to their defined focus, often at a local scale especially where they are seen as well supported, holistic groups with well-formed and trusted relationships leading to greater buy-in and self-regulation. Strength exists in the statutory role of initiatives such as Marine Planning Partnerships (Scotland) which may offer a route for voluntary coastal partnerships. However a clear structure, role and resources to implement are important with partners willing to share the effort and costs. A specific suggestion included utilising LEPs and PSBs to help lever in 'harder-to-reach' business sectors.

The value in an overview body to support lots of smaller initiatives was suggested, based on the current existence of many initiatives each with a narrow focus. Networks supported by stronger legal measures were proposed. Collaboration across land and sea could involve stakeholders who wear multiple hats.

5.7 Proposed Statements for R2 Verification

Based on the above results and analysis, the following statements are proposed for verification. Participants will be given the opportunity to score these to identify the degree of consensus around these statements as potential recommendations. The Round #3 workshop will elicit discussion around these potential recommendations and pose questions about how to implement them.

Organisations Driving Collaboration (Q10)

Collaboration is mainly driven by initiatives established for the purpose of integration (e.g. Coastal and Estuary Partnerships), planning (e.g. Marine Planning Partnerships) or conservation (e.g. European Marine Site management groups). Community-driven, voluntary and non-governmental initiatives are effectively driving collaborative efforts at the local and national level. Government bodies, agencies and groups with more sectoral statutory responsibilities (e.g. Marine Planning Authorities, Coastal Groups for SMPs, IFCA's and Local Authorities) are more limited in their capacity to drive collaboration due to it not being a core part of their remit.

Characteristics of Effective Collaboration (Q11)

The right skills to drive effective collaboration include networking, facilitation, leadership and fairness. Partnership approaches are the strongest characteristic of effective collaboration if combined with staff capacity and continuity. The value of targets to drive collaborative effort are worthy of further exploration.

Actions to Improve Clarity and Understanding of Roles and Responsibilities (Q12)

Measures to support formal and informal communication and networking are well supported and could be strengthened through:

- d) Creating a single overview role for coastal matters at the national and/or local level;
- e) Divesting more responsibility from higher to local tiers of government;
- f) Linking services and co-ordinating management responsibilities, particularly in the government sector.

Leadership for Coastal Governance (Q13)

Leadership for UK coastal governance is dispersed across a large number of organisations from the UK, national and regional to local scale and mainly comes from public sector-led organisations. Leadership could be strengthened:

- d) at the UK scale from Ministerial and Government Departments
- e) at the national scale through Marine Planning Authorities, but clarity and drive is needed to consider how coastal governance sits alongside other statutory agencies.
- f) at the regional and local scale by Local Authorities and Coastal Partnerships with IFCAs playing an increasing role.

Collaboration at the Local Community/Ecosystem Scale (Q14)

To support collaboration at the local community/ecosystem scale, a cross-sector convening role is needed. This would build on existing and emerging governance structures such as Coastal, Catchment and Marine Planning Partnerships and/or explore new committee/board structures.

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D Marine and Terrestrial Planning for the Coast

6.1 Overview

Recent and future changes in marine legislation put the land-sea interface under the spotlight. The R1 report highlighted the need for a clear overarching legal and policy framework that encourages connectivity between terrestrial and marine management. A long term approach would be embedded in planning and delivery, which would be targeted at a scale that properly integrates land and sea. Planning needs to address the mismatch in scale between regional marine plans and terrestrial local authority plans; promoting a better vision of the coastal ecosystem.

6.2 Effectiveness of Marine Planning for the Coast (Q15)

Participants were asked: **Overall and in your opinion, to what extent is the marine planning system working effectively across the land-sea interface for the coast?** [Q15]. Answers were ranked in order of importance (1=least important to 7=most important) for each question, but combined for this analysis. Results are presented as mean rank scores out of 7 (\bar{x}).

Results

One third (30%, $n=34$) of participants provided a score of 3 and one-fifth (20%, $n=23$) a score of 2 or 4 out of 7, indicating that the marine planning system is not very effective across the land-sea interface for the coast ($\bar{x}=3.4$). Most participants ($n=98$, 85%) provided a response to this question with a score, with only one participant not responding and a small proportion saying 'Don't' Know' ($n=16$, 14%) as shown in Figure 9.

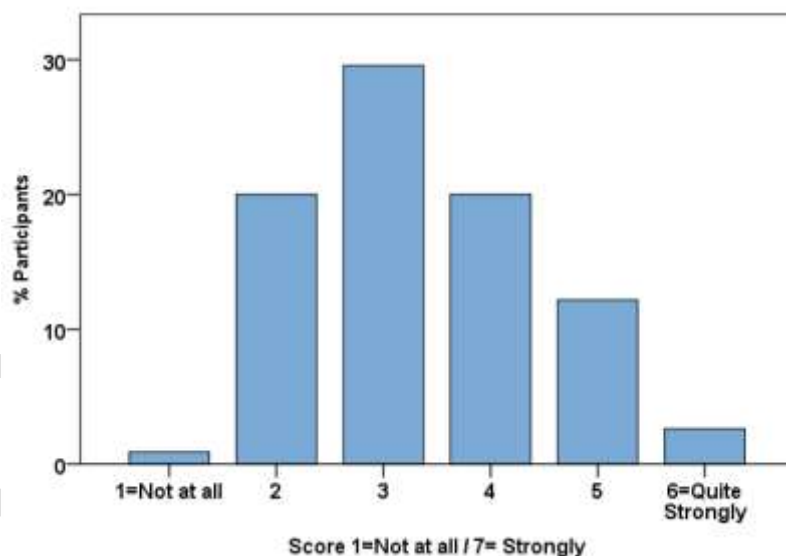


Figure 9 Effectiveness of Marine Planning for the Coast (Q15).

6.3 Collaboration between Marine Planning Authorities (Q16 & Q17)

The UK Marine Acts contain a requirement to 'secure compatibility⁵' between plans. The overlap between the marine and terrestrial planning system may encourage collaboration between planning

⁵ A one-page explanation of the legal duty to secure compatibility between plans was provided as a link from the Round #2 survey: UK Marine & Coastal Access Act (2009) Section 9 (2) (b) paragraph 3(1) and (2) with respect to securing compatibility with marine plans or Planning Act plans for areas which are related to the marine plan area); and Marine (Scotland) Act (2010) Schedule 1 3(2) [Marine Regional Plans]...must also take all reasonable steps to secure that any regional marine plan is compatible with the development plan for any area which adjoins area A.

authorities and stakeholder in the coastal area. Participants were asked: **How well is this working?** [Q16]. Answers were ranked in order of importance (1=least important to 7=most important) for each question, but combined for this analysis. Results are presented as mean rank scores out of 7 (\bar{x}).

Results

Results as shown in Figure 10, indicated quite a weak response to this question (\bar{x} =3.2), with 43% of participants scoring 2 or 3 and four participants suggesting that the marine planning system was working ‘not at all’ at securing compatibility between plans. Less participants responded with a score for this question (n =85, 74%) with only one participant not responding at all but a higher proportion (n =30, 26%) saying ‘Don’t Know’.

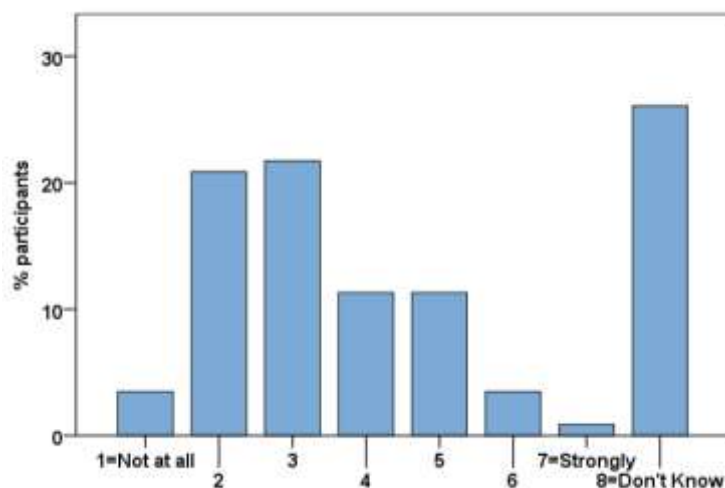


Figure 10 Effectiveness of Marine Planning for the Coast (Q16).

Explanation

The responses to the above two questions indicate that the marine planning system is working to some extent (\bar{x} =3.4) across the land-sea interface for the coast. The overlap between marine and terrestrial planning authorities to encourage collaboration between planning authorities and stakeholders in the coastal area is working less effectively (\bar{x} =3.2) but nearly one-third of participants said they didn’t know in response to this question, which indicates limited knowledge/engagement in the integration of the two planning systems or more time needed for it to mature.

The overlap between the marine and terrestrial planning system to ‘secure compatibility’ between plans is not effectively encouraging collaboration between planning authorities and stakeholders in the coastal area at the current time.

6.4 Options to Improve Collaboration between Marine Planning Authorities (Q17)

Based on the results of the R1 survey, the following question was asked to elicit more information about how to improve integration and collaboration between marine and terrestrial plans and planning authorities. Participants were asked: **How important could the following factors be to improving collaboration between marine and terrestrial planning authorities for coastal planning?** [Q17]. Answers were ranked in order of importance (1=least important to 7=most important) for each factor and combined for this analysis. Results are presented as mean rank scores (\bar{x}) out of 7.

Results

Participants views were very varied with little consensus. However, nearly half of participants (n =50, 48%) said that a new approach to lead coastal planning (\bar{x} =2.9) was not needed, particularly in England

as shown in Figure 11. However, at the International-EU, Regional and Local scales this was more favoured and received strong support from the public sector (community interest-groups and NGOs/voluntary sector). Over a third of participants ($n=38$, 35%) said that they didn't favour the introduction of a single licencing authority for the coastal zone ($\bar{x}=3.3$), particularly in DA, although this was supported by the research community. Participants felt it was more important ($n=72$ 63%) to strengthen resource capacity/expertise ($\bar{x}=5$) particularly in DA. Participants also encouraged:

- Stronger forward planning objectives ($\bar{x}=4.8$) particularly at the UK scale and by private and conservation sectors;
- More legal/policy incentives ($\bar{x}=4.3$) particularly at the UK scale and by Government sector;
- Time for marine planning to mature ($\bar{x}=4.2$) particularly in England and DA, private and neutral sector (cross-sector, planning and management) respondents;
- More involvement of land, foreshore and seabed owners (e.g. Crown Estate) ($\bar{x}=3.8$) which was welcomed more at the regional and local level than UK or DA and by public and government sectors.

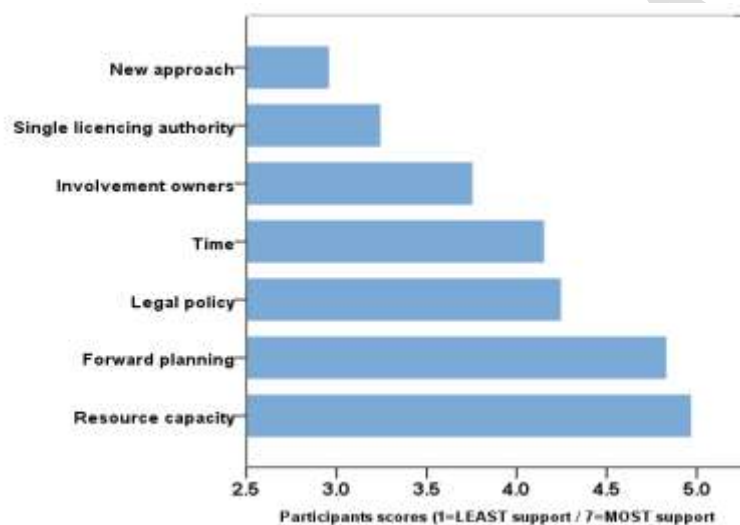


Figure 11 Factors important for improving collaboration between marine and terrestrial planning authorities (Q17).

Explanation

7 participants suggested 'other' aspects important for improving collaboration and further explanation for their answers was provided by 17 participants including:

- Importance of allowing time for marine planning to mature and need for review and evaluation of how it's being implemented (e.g. based on East Marine Plan).
- A clearer focus on marine plans resolving and balancing interests.
- More buy-in by local authorities and possibly a statutory role beyond the tide line to the terrestrial limit (e.g. Germany).
- At the local level, local marine/coastal planning by Parish Councils who know their area well and more locally based enforcement with visible engagement by local officers.
- Government departments working more closely together. Possible re-organisation of Defra-led bodies to simplify their jurisdictions.
- More and clearer consultation with other agencies/public/stakeholders.

A few participants had an issue with how the question could be interpreted or the ranking.

In summary, strengthening resource capacity/expertise and building on the existing marine and terrestrial planning system is more supported than a new approach for coastal planning.

6.5 Scale and Connectivity Between Marine and Terrestrial Plans (Q18)

Marine Plans are being prepared around the UK coast at the national level for Wales, Northern Ireland and Scotland including regional plans and the English Inshore and Offshore Regions. Terrestrial planning is undertaken at a more local scale across the UK. Participants in R1 reported a weakness in connectivity between marine and terrestrial planning. The different scales for marine and terrestrial planning may present a challenge for integrated coastal management and application of the ecosystem approach.

Participants were asked: **Which of the following measures would be most helpful to ensure representation of coastal stakeholders and communities in the planning processes?** [Q18]. Answers were ranked in order of importance (1=least helpful to 7=most helpful) for each question, but combined for this analysis. Results are presented as mean rank scores (\bar{x}) out of 7.

Results

Participants gave most support to *statutory* coastal plans nested within marine and terrestrial plans ($n=30$ 28% $\bar{x}=5$) and more investment in collaborative effort ($n=27$ 25% $\bar{x}=4.9$). A high number of participants ($n=27$ 24% $\bar{x}=3.2$) did not think *voluntary* coastal plans nested within marine and terrestrial plans would be helpful, which is interesting considering that is the current practice. This may imply that the plans need to evolve into statutory plans (rather than they are not at all helpful, although this needs to be verified). There was a notable difference between the participant's scale of response with the regions least supportive of statutory coastal plans and England least supportive of voluntary plans which preferred strengthening terrestrial planning at the regional scale. Public sector groups were least supportive of voluntary plans.

Table 4 Measures to support connectivity between marine and terrestrial plans (Q18)

Measure	Mean score
Statutory coastal plans nested within marine and terrestrial plans	4.95
More investment in collaborative effort	4.87
Strengthen marine planning at the local scale	4.74
Strengthen terrestrial planning at the regional scale	3.64
Design a new planning approach focused on the coast	3.47
More specific regulation for coastal interests and activities	3.33
Voluntary coastal plans nested within marine and terrestrial plans	3.17

Strengthening marine planning at the local scale ($\bar{x}=4.7$) maybe a feasible way of achieving this as it was more supported than strengthening terrestrial planning at the regional scale ($\bar{x}=3.6$). The English Regions and Government were less supportive than other scales and sectors. At the UK scale there was most support for strengthening marine planning at the local scale and least for strengthening terrestrial planning at the regional scale.

There was generally high support for more investment in collaborative effort, although least support was expressed at the UK scale and amongst none/neutral sector responses.

There was low support overall for designing a new planning approach focused on the coast ($n=35$ 32% $\bar{x}=3.5$) however there was high support for this ($\bar{x}=5$) from the public sector (community interest groups/users, NGOs and the voluntary sector. More specific regulation for coastal interests and activities ($\bar{x}=3.3$) was somewhat supported, particularly by Government.

Explanation

A few participants found this question difficult to answer or disliked the need to rank answers. The need for allowing time for the existing approach to mature before introducing new measures was emphasised, particularly as there is little evidence to show whether the current approach is working

for either marine or terrestrial planning. The need to define clearly what is meant by ‘regional’ scale was highlighted.

6.6 Leadership for Coastal Planning (Q19 & Q20)

To enable better leadership and engagement across the land-sea interface for coastal planning, there may be a need for stronger direction. Participants were asked: ***From which of the following levels would you most support stronger direction for coastal planning?*** [Q19]. Answers were provided for UK, National, Regional and Local levels in an open text box and were collectively analysed to provide mean rank scores out of 4.

Results

Most support was given to stronger direction for coastal planning coming from the national (\bar{x} =2.74) or regional/sub-regional level/county level (\bar{x} =2.69) with 34 (31%) and 38 participants (35%) giving most support to regional or national (Scotland, Wales, NI and England). Least support was expressed for stronger direction from the UK level ($n=55$ 51% \bar{x} =1.97).

Explanation

Of 112 responses to this question, 31 participants chose to give further explanation for their response. Many participants re-affirmed the need for stronger direction being a combination of top-down and bottom-up approaches (see Section A) including a suggestion that a national approach incorporating regional and sub-regional/local needs rather like a federal structure would be welcomed.

Suggestions for stronger top-down leadership included legal mechanisms e.g. nationally through the National Planning Policy Framework and strategic guidance for NI (and ROI). Getting a UK-wide coastal planning policy would be hard due to the Devolution Act, however the DA could enable regional/county or local commitment on the basis that UK direction can filter down to the local level. Overall, the UK level is seen as too far removed from coastal communities and there is too much difference between areas for a UK-wide approach (site specificity is key for ICM). National level leadership is mainly seen as an enabler and generator of political will and support.

The high level support for more support from regional leadership was further *expressed* as ‘nested’ plans and this being most effective from an implementation point of view, especially across the coastal boundary. There is a need to consider how well marine plans are working and the fast changing arrangements of coastal groupings at the sub-regional level. The need for local community support was clear.

The definition of scale was raised by a few participants:

- Local community may not align well with an ecosystem which is not necessarily local – more likely to be at a national or transnational level
- Geomorphological cells/discrete ecosystems are preferred over political boundaries.
- In Scotland a region is sub-national.

Two participants desired stronger leadership from Europe.

Other ways to promote more effective planning for the coast (Q20)

Participants were also asked: ***In your experience, are there any other ways to promote more effective planning for the coast?*** [Q20]. Answers were provided through an open text box to which 57 participants responded.

Results/Explanation (Q20)

Participants discussed plans and planning at the local level and the need to bridge more engagement, education and awareness between national and local community levels to help provide clarity over roles and responsibilities. More communication and collaboration opportunities would be helpful but must be well resourced and it may be better to build on existing communication mechanisms than

E Socio-Legal Mechanisms for Coastal Stewardship

7.1 Context

Participants in this research have so far suggested that the conditions for coastal stewardship⁶ could be improved through stronger and clearer frameworks: reducing fragmentation, simplifying the complex institutional framework and giving stronger backing to local codes and byelaws. This section explored socio-legal mechanisms which could further coastal stewardship.

7.2 Promoting Coastal Stewardship (Q21)

Participants were asked: ***To what extent does implementation of the following mechanisms promote stewardship of coastal resources at the current time?*** [Q21]. A shortlist was provided, based on responses to the R1 survey and a review of legislation which is most relevant for coastal management. Answers were provided on a scale of 1 =not at all to 7=strongly for each factor. Results are presented as mean rank scores out of 7.

Results

Site designations for conservation, landscape and heritage were considered the most helpful mechanism for promoting stewardship with 52% of participants (n=59) giving this a score of 6 or 7 and the highest mean score, as shown in Figure 13. This UK High Level Marine Objectives were considered important but quite a high number of participants (n=20 18%) didn't know enough about them to give a score. Marine planning and licencing and bathing water beach designations were considered to be quite strong at enabling stewardship. All mechanisms provided were given a rank score of over 3 except port & harbour powers and the Coastal Concordat for England & Wales which 45% (n=48) participants didn't know enough about.

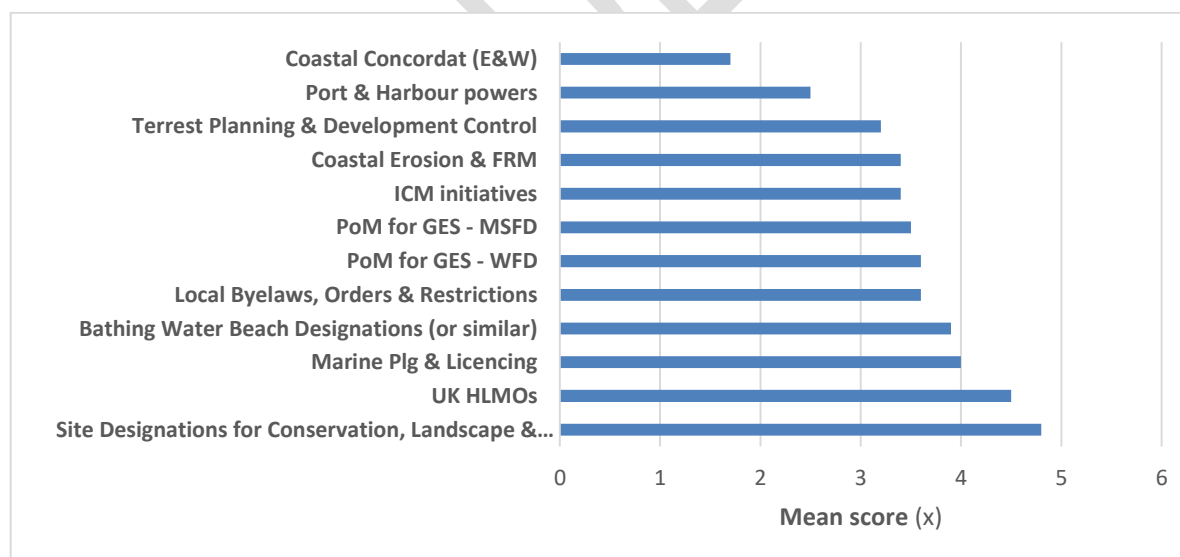


Figure 13 Mechanisms to promote coastal stewardship (Q21).

Explanation (Q21a. and Q21b.)

Short explanation for the above responses was provided by 25 participants. Participant's comments reflected the large range of mechanisms begin used, but suggested that they did not necessarily lead to behaviour change. The MSFD was cited in particular as an example of meeting regulatory targets without adding additional burden or affecting significant change. Initiatives such as EMS officers to

⁶ The *outcome* of governance processes which improve the management of coastal resources and the health of the coastal ecosystem for future generations.

support site management and ICM partnerships had limited capacity due reduced levels of funding and lack of political backing. Marine planning was considered too focused on ‘win-win’s, reliant on consultations and mitigation rather than a precautionary approach. Fisheries byelaws were cited as quite effective as they had not been specifically mentioned in this list but their lack of linkage with marine planning was an issue. The Coastal Concordat is seen as nothing more than simplification of an application process, not a tool towards stewardship and its application in Wales was queried by two participants. There was a general feeling that more would be needed to promote genuine stewardship beyond the existing regulatory activities.

“We can’t rely on the equivalent of ‘The Blue Planet’ raising the profile of every issue that affects the coast and its communities.”

Participants were asked (Q21b.): **Do you have any other ideas for legal, policy, non-governmental or social incentives which would enable better coastal stewardship?** [Q21b] to which 38 participants responded. A summary of the answers is provided in Table 5 from a ‘top-down’ to ‘bringing-together’ and ‘bottom-up’ perspective. There were also more fundamental ideas proposed through societal/behavioural change and ideas for better financing.

Table 5 Ideas for enabling better coastal stewardship

Societal/behavioural change	Resourcing/capacity building	Top-down/national level / regulatory	Bringing together	Bottom-up
Promote sense of public/collective ownership	LEP sponsored staff post	Environment Act post Brexit	Statutory duty on LA to deliver ICZM	Improve knowledge and skills
Employ local stewards offering safe spaces for discussion	Levy	National Policy. Long term policy incentives Statutory ICZM plans for coastal areas.	Quality Awards	
Network of stewards	Secure finance	Marine Park Authority	Join up catchment and coastal coordination	
Prioritise ecosystem services to balance decisions (through terrestrial planning & CaBA)	Coastal land management recognised in its own right.	Resolve inter-departmental differences/silo mentality	Empower Local Authorities to take holistic decisions and avoid project funding	
Custodians of natural assets	Lever more support from the Coastal Communities Fund and Heritage Lottery Fund	Marine managers to get more involved in local communities	Research, knowledge & info co-ordination	Local communities trust marine managers to make right decisions
Natural capital approach	Invest in communication	Statutory duty towards net environmental/natural capital gain/public benefit	Marine Planning Partnerships and Inshore Fisheries	
Education inc curriculum & TV campaigns, training, apprenticeships.		Review and streamline legislative frameworks (e.g. integrate WFD & MSFD)	Joint marine terrestrial plans	
		Fisheries management ‘wake-up’ – need MSFD or equivalent as little protection through EIA outside MPAs.		

There were also more suggestions for how to incentivise change the top-down/regulatory level such as new national coastal policy, creating statutory duties towards net gain and delivering ICZM, create Marine Park authorities and get marine managers more involved at the local level. From the bottom-up perspective there is a need to create the right circumstances for local communities to trust managers to make the right decisions. It is worth noting that there were quite a few suggestions for fundamental change of thinking such as promoting collective ownership for example by employing a network of local stewards to act as custodians of natural assets.

7.3 Proposed Statements for R2 Verification

Based on the above results and analysis, the following statements are proposed for verification. Participants will be given the opportunity to score these to identify the degree of consensus around these statements as potential recommendations. The Round #3 workshop will elicit discussion around these potential recommendations and pose questions about how to implement them.

Regulatory approaches effectively promote stewardship to some extent, but there is a need for societal/behavioural change and more secure finance to incentivise stewardship of coastal resources. This could include:

- A review of the regulatory framework including:
 - vi) national coastal policy
 - vii) statutory coastal plans
 - viii) statutory duty towards net environmental/natural capital gain for public benefit
 - ix) streamlining existing legislation
 - x) stronger fisheries management.
- Bringing together and co-ordinate efforts/initiatives such as:
 - v) Joint marine terrestrial plans
 - vi) Linking marine planning with inshore fisheries management
 - vii) Empowering local authorities (e.g. through a statutory duty on ICZM)
 - viii) Joining up catchment and coastal co-ordination.
- Focusing on mechanisms which will build trust in local communities.
- Seek to employ (a network of) local stewards promoting a sense of public/collective ownership and offering safe spaces for discussion, to act as custodians of natural assets.
- Focus on securing longer-term financing (e.g. through a levy or LEP) and invest in communication rather than a project-based approach.
- Building knowledge, skills and education.

7.4 Place-Based Governance: connecting scale with stewardship (Q22)

Participants were provided with a definition of a place-based approach⁷ and had been provided with a definition of stewardship in R1 to which extensive responses had been provided. The final question in this R2 survey asked participants ***To what extent do you agree with the following statement about a place-based approach to coastal governance? Answers were provided on a scale of 1=Don't agree to 7=Strongly agree.***

“Governance at a scale which links natural coastal processes with people’s sense of place will lead to stewardship of a coastal ecosystem”

⁷ For the purposes of this research, a place-based approach to governance is defined as bottom-up and focused on meeting the needs of a local community and ecosystem to support sustainable livelihoods.

Results

In response to this statement, 85% (n=95) participants agreed, with 27% (n=31) in strong agreement. Only 5% (n=6) disagreed and 11% (n=13) neither agreed nor disagreed. 33 participants provided explanation for their answer.

Explanation

Many participants expressed further enthusiasm for such an approach “this is really key to engagement and enforcement” emphasising the value in generating a sense of ownership and legacy value “coastal governance only really works if its designed to be specific to the area of coast in which it operates”. The use of recognised administrative boundaries around ecosystems as a primary governance area was expressed as an aspiration (particularly in cross-border areas). However there were caveats and challenges: not all people will engage with the scale required to link natural coastal processes with sense of place when an ecosystem maybe much larger than a coastal community. However it isn't just about scale, stewardship is likely to demand more than new governance.

“Aspirational: needs to be matched with common vision, government goodwill and local capacity”.

It would be challenging to avoid tiers of governance, although some of the most effective governance appears to be where there is less regulation and more local control – people can gravitate to protecting what is local, but this can be a barrier to change. Unfortunately one participant suggested that the current approach to marine planning is the antithesis of a place-based approach to promote local stewardship.

Proposed Statement for R2 Verification

This statement (Q22) received a high level of support during the R2 survey, but participants are offered an opportunity to score it during the verification process with the adjustment of as shown below, based on the explanatory comments received from participants (above).

‘Governance at a scale which links people’s sense of place with the coastal ecosystem will improve stewardship action’.

F Scale and Sector Grouping

For R2, participants identified themselves with one *scale* and one *sector* to enable more detailed analysis of participant's responses. Results were grouped into a smaller number of scale and sector groups as shown in Tables 1 and 2 below.

Grouping was necessary for *scale* assessment due to higher representation from England (14 participants) compared to each Devolved Administrations and more participants from SW England (17) compared to other English regions. Results from all questions were grouped and weighted according to the six **Scale Groups** as shown in Table 1.

Scale Group	Number of participants per Scale Group Scale selected by participants shown in brackets.	% of total participants in R2
1 'Int-EU'	18 - International (9) European (7) Other (2)	16
2 'UK'	23 - UK-wide (22) + Other (1)	20
3 'Devolved'	21 - Devolved Administrations: Scotland (8) Wales (10) NI (1) + Other (2)	18
4 'England'	14 - England (14)	12
5 'Regional'	24 - English Regions: NW (1), SW (17), NE (2) SE (3) + Other (1)	21
6 'Local'	15 - County/sub-region (5) and local community/ecosystem (9) + Other (1)	13

Table 1 Formation of Scale Groups to enable better representation of participants in analysis.
Each scale was weighted in proportion to the number of participants per group for equal comparison.

Grouping was necessary for *sector* assessment due to higher representation from three key types of organisation: Government, conservation and research/academia. Other sectors were therefore grouped into 'Private' representing mainly business interests and resource users vs 'Public' interests represented by NGOs and the voluntary sector at the local to national scale. Results from all questions were grouped and weighted according to the six **Sector Groups** as shown in Table 2.

Sector Group	Number of participants per Sector Group Sector selected by participants shown in brackets.	% of total participants in R2
1 'Private'	19 - Business/Industry/Commercial (3), Fisheries/Aquaculture (recreational/commercial) (7), Landowner/tenant/farming or land management (3), Leisure (tourism, recreation) (1), Port/harbour authority or navigation (3), Utility or service provider (1), Other (1)	17
2 'Public'	14 - Community interest group / user (4), Non-Governmental Organisation/voluntary sector (7), Other (3)	12
3 'Conservation'	28 - Conservation (environmental protection, heritage, landscape) (28)	24
4 'Government'	20 - Government / regulatory (18), Other (2)	17
5 'Research'	23 - Research / science / academic (23)	20
6 'None'	11 - Cross-sector / planning and management (role interests neutral) (10), Other (1)	10

Table 2 Formation of Sector Groups to enable better representation of participants in analysis.
Each scale was weighted in proportion to the number of participants per group for equal comparison.

H List of Acronyms

CaBA	Catchment Based Approach
CCT	Coastal Community Team
CAG	Coastal Authority Group
DA	Devolved Administrations (Scotland, Wales, NI)
DEFRA	Department of Environment Food and Rural Affairs
EA	Environment Agency
EBA	Ecosystem Based Approach
EC	European Commission
EMS	European Marine Site (Management Group)
ES	Ecosystem Services
ICM/ICZM	Integrated Coastal (Zone) Management
IFCA	Inshore Fisheries and Conservation Authority
INT-EU	International-EU scale
LA	Local Authorities
LCP	Local Coastal Partnership
LEP	Local Enterprise Partnership
LSI	Land Sea Interactions
MHWM	Mean High Water Mark
MLWM	Mean Low Water Mark
MMO	Marine Management Organisation
MP	Member of Parliament
MS	Marine Scotland
MSFD	Marine Strategy Framework Directive
NE	North-East England
NGO	Non-Governmental Organisation
NI	Northern Ireland
NW	North-West England
PSB	Public Service Board (Wales)
R1	Round #1 UK Coastal Governance online survey
R2	Round #2 UK Coastal Governance online survey
R3	Round #3 UK Coastal Governance workshop
SE	South-East England
SMP	Shoreline Management Plan
SW	South-West England
UK	United Kingdom
WFD	Water Framework Directive

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