



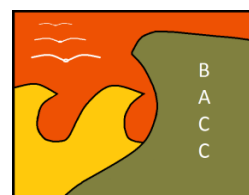
WWF-UK in partnership with  
Natural England

## How to determine governance requirements and structures for MPAs



Evidence on the value of coordinated  
management

June 2017



# **How to determine governance requirements and structures for MPAs**

## **Evidence on the value of coordinated management**

Prepared for:

WWF in partnership with Natural England

Prepared by:

Teresa Bennett, Natural Values

Roger Morris, Bright Angel Coastal Consultants

14<sup>th</sup> June 2017

## Contents

1.	Introduction.....	4
2.	Evidence of the value of co-ordinated management.....	5
	Case Study 1: Values of and issues with partnership working” .....	7
	Case Study 2: Cost of devolved area options for delivering improved condition in Wales” .....	8
	Case Study 3: Added value of MPA partnerships’ .....	9
	Case Study 4: Value of Coastal Partnerships’ .....	11
	Case Study 5: Berwickshire & North Northumberland Coast.....	13
	Case Study 6: The Wash and North Norfolk Coast EMS” .....	14
	Case Study 7: Dee Estuary .....	15

## 1. Introduction

This document forms part of the toolkit on *How to determine governance requirements and structures for MPAs* and covers examples of the added value of coordinated management.

This document provides evidence of the value of coordinated management for effective working on the ground and/or improvement in site condition. Its purpose is to provide examples that may help relevant organisations to identify appropriate governance arrangements. It was prepared following a combination of desk research and interviews with a selection of people involved in MPA management. It is not a comprehensive study on the value of coordinated management but merely provides examples of the benefits and challenges of coordinated management.

## 2. Evidence of the value of co-ordinated management

Whilst there has been considerable effort to develop local governance structures and management schemes, ways of evaluating the change brought about by such mechanisms<sup>1</sup> are under-developed. The recent designation of MCZs has prompted evaluation of the various management approaches. As different approaches for MPA management are progressed across the UK, it will be necessary to evaluate the effectiveness of each approach.

The key questions are:

- What is the value of co-ordinated management?
- Does co-ordinated management result in improvements to condition or reduced threats and pressures on MPAs?

An evaluation of MPA management in Wales has identified both values and issues in local partnership working. It has highlighted the need for co-ordinated management at a national level to deliver management for improved site condition (Case Study 1).

As a consequence, the Welsh Government established the MPA Management Steering Group. Following consultation (Case Study 2), the most cost-effective approach to management was considered to be funding of targeted action for improved condition at the local level and wider scale projects and the multi-site level.

Natural England was asked by Defra to provide information on the monetary value of MPA management partnerships and site level coordination (Case Study 3). The analysis concluded that the cost to the Defra family of organisations and Local Authorities for MPA management in the absence of local partnerships would be greater than the contributions made to existing partnerships. Furthermore, if existing partnerships ceased to exist, the added value that they offer would be lost.

Coastal Partnerships have been found to be of value in assisting public bodies deliver statutory functions at the local level (Case Study 4). Their detailed understanding of local issues and the networks developed with local stakeholders are key aspects to this

---

<sup>1</sup> Morris, K.A., Bennett, T., Blyth-Skyrme, R., Barham, P.J. & Ball, A. 2012. A Review of Effectiveness of Management Schemes for European Marine Sites. Report for Defra (Contract reference MB0113). <http://randd.defra.gov.uk/Default.aspx?Module=More&Location=None&ProjectID=18032>.

role. Furthermore, the role of the Coastal Partnerships has been found to be of considerable monetary value to a range of beneficiaries, including Local Authorities.

There are many benefits arising from participatory working. They include: the development of social capital i.e. building trust and commitment; enhancing understanding; and building consensus<sup>2</sup>. The value of coordinated working is seen in many local partnerships and groups. For example: several Project Officers engage in one-to-one meetings to build relationships and exchange information (Case Study 5); and partnerships are found to be valuable for coordinating action and intelligence sharing (Case Studies 6 & 7).

Crucially, a partnership approach means that resources can be pooled. In doing so, the contributions of individual participants are leveraged to deliver much more than individual bodies might achieve from limited funds. The most obvious leverage occurs when partnerships secure funding the programmes such as LIFE and the Heritage Lottery Fund.

---

<sup>2</sup> Jones, P.J.S., Burgess, J. & Bhattachary, D. 2001. An evaluation of approaches for promoting relevant authority and stakeholder participation in European Marine Sites in the UK. English Nature (UK Marine SACs Project): [http://www.ukmarinesac.org.uk/pdfs/stake\\_holder.pdf](http://www.ukmarinesac.org.uk/pdfs/stake_holder.pdf).

## Case Study 1: Values of and issues with partnership working<sup>3,4,5</sup>

### Values:

- Locally based partnership working is considered to be good practice for MPA management and has been shown to 'contribute to positive management of sites' through:
  - Information sharing
  - Identifying and delivering management actions
  - Sharing resources.
- Project officers are considered essential to coordinate and maintain partnerships which, in their absence, can begin to break down. The main functions of a Project Officer are to prepare the management plan and to coordinate delivery of management actions. More effective implementation of local site management has been achieved when facilitated by a dedicated Project Officer.
- Local partnerships have been found to be important for providing opportunities for raising awareness and understanding of MPAs. While increased awareness can assist with conservation of an area, there has, however, been no analysis of the contribution that this has made to delivering effective site management.
- Local stakeholder or liaison groups provide an important mechanism for bringing together knowledge and expertise and involvement in site management processes.

### Issues:

- A wide variety of management structures has developed for MPAs across Wales with no coordinated strategy to deal with them as a network.
- Insufficient priority may be given to MPA management due to the large volume of reactive and other work faced by Public (Management) Authorities.
- Lack of mechanisms to address issues that affect a suite of MPAs, e.g. fisheries, pollution, marine litter.

<sup>3</sup> Hatton-Ellis, M., Kay, L., Lindenbaum, K., Wyn, G., Lewis, M., Camplin, M., Bunker, A., Winterton, A., Howard, S., Barter, G. & Jones, J. 2012. MPA Management in Wales 1: Evaluation of current MPA management in Wales and a summary of new MPA management tools. CCW Marine Science Report No 12/06/01.

<http://senedd.assembly.wales/documents/s61680/Countryside%20Council%20for%20Wales%20-%20MPA%20Management%20in%20Wales%201.pdf>.

<sup>4</sup> Hatton-Ellis, M., Kay, L., Lewis, M., Lindenbaum, K., Wyn, G., Bunker, A., Winterton, A., Howard, S., Barter, G., Camplin, M. & Jones, J. 2012. MPA Management in Wales 2: Evaluation of current MPA management in Wales. CCW Marine Science Report No 12/06/03.

<http://senedd.assembly.wales/documents/s61681/Countryside%20Council%20for%20Wales%20-%20MPA%20Management%20in%20Wales%202.pdf>.

<sup>5</sup> NRW. Managing Marine Protected Areas in Wales: Options for Managing Sites as a Network - Draft

## Case Study 2: Cost of devolved area options for delivering improved condition in Wales<sup>6,7,8</sup>

The MPA Management Steering Group was established in 2014 by the Welsh Government. Stakeholders were consulted on a range of options for site management. The Steering Group assessed the costs of the preferred option for a localised approach with seven management areas and a further option of four management areas. Indicative costs of the two options ranged from £1.3 to £1.5 million over a five year period, requiring a contribution of up to £14K per year from each Relevant Authority. The Relevant Authorities decided that they couldn't afford to fund either option. Furthermore, Natural Resources Wales considered that funding such structures would not necessarily result in improved site condition. The Steering Group therefore concluded that neither option was feasible. Instead, the Steering Group focussed its efforts on providing guidance for site level action. It also identified larger projects across the network, based on those sites that were most at risk from different pressures and threats. It is anticipated that the results of funding improved management at the local level, and large scale project work on wider issues, should be seen through improved site condition.

---

<sup>6</sup> <http://gov.wales/docs/drah/publications/170508-mpa-letter-to-management-authorities-en.pdf>.

<sup>7</sup> <http://gov.wales/docs/drah/publications/170508-mpa-supporting-information-for-management-authorities-en.pdf>.

<sup>8</sup> Consultation on options for governance is used as an example in section 2.2 of the 'Techniques for engaging stakeholders in dialogue about MPA governance' element of the toolkit.



### Case Study 3: Added value of MPA partnerships<sup>9,10</sup>

Experience has shown that many Relevant Authorities and bodies with an interest in managing MPAs and other natural assets are unable to deliver their statutory functions on their own. English Nature's Estuaries Initiative and the European Marine Site 'Management Schemes' bear witness to this. At an individual level funds would not have been available either for employment of a co-ordinator, or for elements of monitoring or specific action. Yet, together, it has been possible to secure a range of tangible results, for example:

- Coordinating MPA management planning and reporting
- Development of networks and relationships within and outside the partnership
- Facilitating stakeholder groups to seek views and input to management
- Securing external funding for projects
- Raising awareness and promoting MPAs
- Independence of coordinator to build relationships and trust between partners
- Maintaining an overview of MPA management and responsibilities
- Monitoring local activities, e.g. recreational activities
- Networking and sharing experience with other MPA groups

In 2014, the minimum national authority contributions required to maintain 16 existing MPA partnerships was estimated to be at least £132,000. If the partnerships did not exist and the task of managing MPAs was picked up solely by the Relevant Authorities (national bodies and Local Authorities) it was estimated that the costs incurred would be much greater. Furthermore the additional benefits of partnership working would be lost. The cost of re-establishing 10 partnerships over a 4 year period has been estimated to be £1.89 million.

In addition, experience has shown that the creation of a partnership gives some resilience to funding pressure: most contributing bodies do not want to be responsible for drawing the programme to a close. This is demonstrated by those 'Estuary Partnerships' and European Marine Site Management Schemes that still provide elements

<sup>9</sup> Natural England. 2014. Further information: The value of MPA management partnerships and site level coordination.

<sup>10</sup> Morris, K.A., Bennett, T., Blyth-Skyrme, R., Barham, P.J. & Ball, A. (2012) A Review of Effectiveness of Management Schemes for European Marine Sites. Report for Defra (Contract reference MB0113). <http://randd.defra.gov.uk/Default.aspx?Module=More&Location=None&ProjectID=18032>.

of secretariat and co-ordination for MPA management. Their survival was considered to be in jeopardy when the review of effectiveness of management schemes was conducted in 2012. Yet, despite increasing pressure on budgets within individual authorities many continue to function.

Furthermore, an analysis for an English Nature Board paper in the early 2000s indicated that a leverage ratio of at least 10:1 was achieved from contributions to Estuary Partnerships that were operating at the time. There is no reason to think that any lesser rate of leverage obtains today and therefore the £132,000 estimated above is likely to achieve leverage in the region of £1.32 million.

## Case Study 4: Value of Coastal Partnerships<sup>11,12</sup>

Coastal partnerships have been established to focus on the delivery of local objectives and have formed a resource for local and national public bodies in delivering their statutory functions. They have developed a detailed understanding of local issues and the legislative context, as well as social capital in the relationships with key personnel and stakeholders involved in the management of their local area.

An analysis of Coastal Partnerships across England identified one of their prime purposes to be: assisting public authorities in carrying out their functions on the coast.

The survey found the shared, common values and services to be:

- Stakeholder engagement and consultation
- Communication, awareness-raising and networking
- Bringing sectors together at the land sea interface
- Provision of information and data

A study on the financial benefits of partnership working at the coast identified huge cost savings (based on 2008 figures):

---

<sup>11</sup> Coastal Partnerships Network. 2013. Baseline report for developing partnership working at the coast. Commissioned by the MMO. Reference RMP6320.

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/312716/cpn\\_baselinerreport.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/312716/cpn_baselinerreport.pdf).

<sup>12</sup> Entec. 2008. Profiting from Partnership: Putting a price on member benefits. Financial benefits to working in partnership at the coast.

<http://webarchive.nationalarchives.gov.uk/20130402151656/http://archive.defra.gov.uk/environment/marine/documents/protected/iczm/profit-partnership-exec-summ.pdf>.

<b>Role of the partnership</b>	<b>Beneficiary</b>	<b>Monetary value to the beneficiary</b>
Supporting Local Authority functions and legal obligations.	Public sector: Local Government	At least £89,000 per year.
Forum for Government Agencies, with a regulatory role, to engage with stakeholders.	Public sector: Government Regulator	Up to £2,200 per year per region (group of counties).
Local monitoring of potentially damaging activities on wildlife and assisting with survey work.	Public sector: conservation advisors	£130,000 per year per county.
Collaborative working provides a means for attracting funding.	Public Trust: Conservation Trusts	Up to £5,300 per year at the county level.
Source of local knowledge and opportunity for engagement for consultants working on their clients' projects.	Private sector: environmental consultants	£32,000 per year (to the environmental consultant).
Provision of ecological expertise. Acting as an intermediary between industries, regulators and conservation bodies.	Private sector: coast-based industries	Up to £12,500 per year (to one coastal industry company).
A communication route for companies to promote their activities and engage with local stakeholders.	Private sector: offshore renewable energy provider	£34,500 per year (based one project).
Forum for partnership working with landowners on improved land management practices, funding for innovative projects and conflict resolution.	Private sector: landowners	Up to £103,000 (based on one landowner).
Developing improved relationships between water companies, environmental regulators and conservation bodies and partnership working on joint initiatives.	Private sector: water company	Up to £4,600 per year, £36,000 potential savings in one-off remedial work and £330,000 project investment (for one company in one county).

### **Case Study 5: Berwickshire & North Northumberland Coast**

Coordination of partnership working by a Project Officer involving one-to-one meetings has proved effective in building relationships, providing support and gathering information. Each year the Berwickshire & North Northumberland Coast (BNNC) Project Officer originally arranged a meeting with each partner and provided them with their own implementation brief listing their individual actions. The meetings acted as a 'refresher' for the partners and enabled the Officer to gain information on progress with the Action Plan for production of the Annual Report. *"It was an effective way of getting information"* (former BNNC Project Officer). However, as the EMS covered a large stretch of coast, the distance to travel for individual meetings was time consuming and costly. To save time and costs the Project Officer circulated an online survey to partners to request information on activities. This worked well for the first year but in the second year there was little response. *"Partners reported that they missed the face-to-face discussions"* (former BNNC Project Officer). Consequently, the individual meetings with partners were resumed for more effective management coordination.

## Case Study 6: The Wash and North Norfolk Coast EMS<sup>13,14,15</sup>

The Management Scheme for the Wash and North Norfolk Coast EMS effectively becomes a networking mechanism for monitoring and management involving the many Relevant Authorities, NGOs, commercial interests and local interest groups.

A range of different organisations is involved in monitoring various features and sub-features within the EMS. Information is also derived from the Advisory Groups on activities and potential risks to sites. Relevant Authorities fulfil their legal duties and all of the NGOs (e.g. the RSPB and Wildlife Trusts) undertake their own conservation management programmes. One benefit of the partnership is that information on the various monitoring programmes is brought together in one place. Any necessary management to improve site condition identified as an outcome of the monitoring or management programmes is listed in the Action Plan. Some management issues, such as dog disturbance to bird life, occur across the entire EMS and so benefit from a coordinated partnership approach to management.

Issues are also discussed with the three area-based Advisory Groups which form a key part of the management framework. They enable a two-way dialogue between Relevant Authorities and stakeholders on issues such as wind farms, tidal flood barriers, sea defences, traditional activities and common rights. Stakeholders talk about the potential impacts of such initiatives and Relevant Authorities benefit from local knowledge, expertise and support. This type of discussion has proved beneficial in helping to address certain issues before arising at Public Inquiries.

As part of partnership coordination the Project Officer is able to advise Relevant Authorities on the legal aspects of the EMS, which is particularly useful to anyone new in post. *"The management scheme is a platform for coordinated and efficient delivery of the many shared statutory duties to the EMS, alongside collaborative working with the local community."* (Project Officer, Wash and North Norfolk Coast EMS).

<sup>13</sup> Mortimer, D. Wash and North Norfolk Coast European Marine Site Management Scheme. <http://www.washandnorthnorfolkcoastems.co.uk/downloads/PDF/col-management-scheme.pdf>.

<sup>14</sup> Bosley, S.J. The Wash and North Norfolk Coast: Annual Management Plan 2015-2016. [http://www.washandnorthnorfolkcoastems.co.uk/downloads/PDF/Ann\\_Man\\_Plan\\_2015-16\\_290915.pdf](http://www.washandnorthnorfolkcoastems.co.uk/downloads/PDF/Ann_Man_Plan_2015-16_290915.pdf).

<sup>15</sup> Jones, P.J.S. 2011. The Wash & North Norfolk Coast European Marine Site—governance analysis. Pages 40-59 in PJS Jones, W Qiu and EM De Santo (Eds) *Governing Marine Protected Areas: getting the balance right - Volume 2*. Technical Report to Marine & Coastal Ecosystems Branch, UNEP, Nairobi.

## Case Study 7: Dee Estuary

There is no one partnership overseeing the management of the Dee Estuary, neither is there a Management Group for the EMS (historically there has been no need for a management scheme). Instead, management of the Dee is coordinated by four main groups:

- The Dee Estuary Conservation Group
- Dee Conservancy
- Tidal Dee Catchment Partnership
- Middle Dee Catchment Partnership

Each group includes the relevant organisations and individuals. As issues arise they are dealt with on a case-by-case basis by the appropriate group. At one of the meetings of the Tidal Dee Catchment Partnership there was general consensus that everyone was working well together. The group forms a useful forum for sharing information on the ground.

Members of the Tidal Dee Catchment Partnership (TDCP) share information, ideas, evidence and values, report on issues and progress, and co-operate on funding applications for significant projects across the English/Welsh border for the benefit of the wider estuary.

There is consensus that members of the TDCP work well together and have shared values and objectives across many themes including access, conservation, historic environment and responsible tourism.