



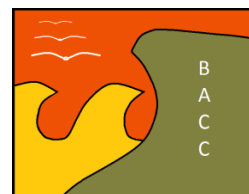
WWF-UK in partnership with  
Natural England

## How to determine governance requirements and structures for MPAs



Project Summary Report

June 2017



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

## **Project Summary Report**

Prepared for:

WWF in partnership with Natural England

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14<sup>th</sup> June 2017

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# 1. Introduction

The purpose of this brief report is to document the approach taken with the preparation of the toolkit on *How to determine governance requirements and structures for MPAs*.

## Background

This project forms a component of the UK SEAS project being undertaken by WWF-UK and Natural England. The purpose of the UK SEAS project is to develop, test and demonstrate management approaches and improve the knowledge base to enable more effective management, sustainable financing, stakeholder engagement and participatory monitoring and enforcement of three MPA regions in UK seas (North Devon, the Outer Hebrides and Wales<sup>1</sup>). The intention is for approaches developed within these case study MPAs to be applied elsewhere in the UK and European seas.

WWF and Natural England recognise the challenges with implementing effective management across the UK network of MPAs, for which designation is due to be completed by 2018. The UK SEAS project, therefore, aims to support governments by demonstrating pragmatic and sustainable management to inform management of the UK MPA network, thereby easing the way from designation to effective management.

The Marine Pioneer project areas set up by Defra (one in East Anglia and the other in North Devon<sup>2</sup>) have been established to test tools and governance approaches in the management of marine natural capital. Identified good practice and innovative solutions are to be included in the development and implementation of the 25 Environment Plan<sup>3</sup>. The North Devon case study area for the UK SEAS Programme will be delivered in conjunction with the Defra Marine Pioneer project area.

The need for partnership working on MPA management is a key component of the UK SEAS Programme. Coordination of management across complex sites, or groups of sites, relies on good partnership working to build relationships with a range of stakeholders to achieve a broad consensus of approach. Governance approaches to the network of

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<sup>1</sup> Specification Annex 1 'WWF-UK: UK SEAS Programme-Sustainable Environments at Sea Summary Note February 2017'.

<sup>2</sup> <http://www.northdevonbiosphere.org.uk/news/biosphere-becomes-a-defra-pioneer-area>.

<sup>3</sup> Letter to the Chair of the Natural Capital Committee from the Secretary of State for the Environment, 2016. Available at: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/548176/letter-160824-leadsom-to-ncc.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/548176/letter-160824-leadsom-to-ncc.pdf).

marine sites need to take into account the range of marine designations including European marine sites (EMSs) and Marine Conservation Zones (MCZs). Existing and new partnerships need to take account of the best available information to identify effective management and funding models. Partnerships are not expected to have the same governance structures; instead they should fit the 'local' circumstances to achieve a self-sustaining management regime.

## 2. Project purpose and objective

### Purpose

The purpose of this project was:

to collate and review existing guidance and project information to produce a toolkit of information on governance arrangements for Marine Protected Area (MPA) management.

### Project objective

The objective of the project was to collate existing guidance and recent projects in the UK on governance arrangements for MPA management to produce a toolkit of information on the following:

- How to go about identifying options for local and regional governance models for MPAs or groups of MPAs
  - Analysis of options
  - How to best engage with stakeholders to determine future structures
- Writing management plans
- Up to date evidence on the value of coordinated management with concrete examples where governance systems have led to effective work on the ground/improvements in condition

### **3. Approach to the preparation of the toolkit**

The approach to the preparation of components for the toolkit involved desk research and interviews with key contacts.

#### **Desk review**

Information provided by project partners and sourced from the internet was reviewed in relation to:

- Governance structures.
- Stakeholder engagement to determine governance structures.
- Writing management plans.
- Evidence of the value of coordinated management.

#### **Telephone interviews**

A list of key contacts was provided by project partners. Interviewees from a range of geographical areas and organisations were selected and contacted for interview. Semi-structured telephone interviews were held based on a series of pre-prepared questions and questions arising from desk research. Most interviews lasted for half an hour. Information from the interviews was used to support findings from the desk research.

#### **Reporting**

The following four documents were prepared:

- Governance structures toolkit containing an analysis of governance options
- Techniques for engaging stakeholders in dialogue about MPA governance
- Writing management plans toolkit
- Evidence on the value of coordinated management

## 4. Information reviewed

### Reports/papers/documents

The following information was used and cited in the toolkit documents.

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Coastal Partnerships Network. 2013. *Baseline report for developing partnership working at the coast*. Commissioned by the MMO. Reference RMP6320.

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DETR. 1998. *European Marine Sites in England & Wales: A Guide to the Conservation (Natural Habitats &c.) Regulations 1994 and to the Preparation and Application of Management Schemes*.

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Pound, D. 2009. *Adopting effective stakeholder engagement processes to deliver regional Marine Protected Area (MPA) network*. Natural England Commissioned Report, Number 008.

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Social Care Institute for Excellence 'easy to read' document on 'Co-production in social care: What it is and how to do it':  
<http://www.scie.org.uk/publications/guides/guide51/files/guide51-easyread.pdf>.

## Legislation/conventions

The following were referred to in the toolkit documents:

- The Conservation of Habitats and Species Regulations 2010.
- Convention on Biological Diversity, Ecosystems Approach:  
<https://www.cbd.int/ecosystem/>.

## Management schemes/plans/strategies & related documents

The following management plan related documents were referred to in the toolkit documents:

### Berwickshire and North Northumberland

- 'The evolution of the Berwickshire and North Northumberland Coast European Marine Site (BNNC EMS) into the Berwickshire and Northumberland Marine Nature Partnership'.
- 'Berwickshire & Northumberland Marine Nature Partnership: Memorandum of Understanding and Intention to Cooperate'.
- Berwickshire & Northumberland Marine Nature Partnership: *Principles of a Well-Managed Network of Marine Protected Areas*.
- Berwickshire and North Northumberland Coast European Marine Site: Management Scheme 2014: [http://www.xbordercurrents.co.uk/wp-content/uploads/2011/11/V2-BNNC-EMS-FINAL-MANAGEMENT-SCHEME\\_JAN-2016-v1.1.pdf](http://www.xbordercurrents.co.uk/wp-content/uploads/2011/11/V2-BNNC-EMS-FINAL-MANAGEMENT-SCHEME_JAN-2016-v1.1.pdf).

### Fal & Helford

- Fal & Helford Special Area of Conservation Management Scheme: <http://publications.naturalengland.org.uk/search?q=3118614&num=100>.

### Flamborough Head

- 2016-2021 Flamborough Head European Marine Site Management Plan: [http://www.flamboroughheadsac.org.uk/documents/17-03-15%202016-2021%20Management%20Plan%20Final\\_2017%20Update.pdf](http://www.flamboroughheadsac.org.uk/documents/17-03-15%202016-2021%20Management%20Plan%20Final_2017%20Update.pdf)

### Humber

- Humber Management Scheme 2015: Introduction: <http://www.humburnature.co.uk/admin/resources/2016-hms-1.-introduction.pdf>.

### Llyn Peninsula

- Pen Llŷn a'r Sarnau European marine site – Case History. August 2001. <http://www.ukmarinesac.org.uk/pdfs/casestudy-penllyna-rsarnau.pdf>.

### **Loch Maddy**

- Loch nam Madadh European marine site: Case History. 2002.  
<http://www.ukmarinesac.org.uk/pdfs/casestudy-lochnammadadh.pdf>.

### **Lundy**

- Lundy Marine Management Plan 2016:  
<https://www.landmarktrust.org.uk/globalassets/2.-old-website-images/lundy/marine-management-plan-2016-online-version.pdf>.

### **Moray Firth**

- The Moray Firth Special Area of Conservation Management Scheme Revision 2 (2009) Amended January 2012. <http://www.morayfirth-partnership.org/assets/files/SAC%20REV%202/MF-SAC-MS%26AP-Rev-2-Second-Interim-Review-2011-amended-2012.pdf>

### **North East Kent**

- The North East Kent European marine sites Management Scheme (2001-2006).  
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- The North East Kent European marine sites Management Scheme 2007-2012.  
[http://www.nekmpa.org.uk/media/2044769/Management\\_Scheme\\_Overview\\_final\\_April07.pdf](http://www.nekmpa.org.uk/media/2044769/Management_Scheme_Overview_final_April07.pdf).

### **Papa Stour**

- Papa Stour European marine site: Case History.  
<http://www.ukmarinesac.org.uk/pdfs/casestudy-papastour.pdf>.

### **Plymouth Sound and Tamar Estuaries**

- Plymouth Sound and Estuaries European marine site: Case History.  
<http://www.ukmarinesac.org.uk/pdfs/casestudy-plymouth.pdf>.
- Tamar Estuaries Consultative Forum. 2012. Tamar Estuaries Management Plan 2013-2018. [http://web.plymouth.gov.uk/tecf\\_temp20132018.pdf](http://web.plymouth.gov.uk/tecf_temp20132018.pdf).

### **Poole Harbour**

- Poole Harbour Aquatic Management Plan 2006 Non-Technical Summary.  
[http://www.pooleharbouraqmp.co.uk/pdf/ph\\_amp2006\\_nontech\\_summary.pdf](http://www.pooleharbouraqmp.co.uk/pdf/ph_amp2006_nontech_summary.pdf).

- Poole Harbour Aquatic Management Plan, Amended 2011:  
[http://www.pooleharbouraqmp.co.uk/pdf/Poole%20Harbour\\_Aquatic\\_Management\\_Plan\\_2011\\_Update.pdf](http://www.pooleharbouraqmp.co.uk/pdf/Poole%20Harbour_Aquatic_Management_Plan_2011_Update.pdf).

### **Severn Estuary**

- Action Plans for the Severn Estuary SAC, SPA and Ramsar European marine sites:  
<http://sites.cardiff.ac.uk/asera/files/2015/06/Draft-2011-ASERA-Management-Scheme.pdf>.
- Marsh, C. 2011. Severn Estuary European marine sites Management Scheme 2011. Association of Severn Estuary Relevant Authorities (ASERA).  
<http://sites.cardiff.ac.uk/asera/files/2015/06/Draft-2011-ASERA-Management-Scheme.pdf>.

### **Solent**

- Solent European Marine Sites Review of Management Scheme 2011: Summary and Implementation Plan. 2011. [Summary and Implementation Plan](#) or [http://www.solentems.org.uk/sems/sems\\_review\\_2011/](http://www.solentems.org.uk/sems/sems_review_2011/).

### **Solway Firth**

- Solway Firth European marine site – Case History.  
<http://www.ukmarinesac.org.uk/pdfs/casestudy-solway.pdf>.

### **Stour & Orwell**

- Stour & Orwell Estuaries Management Strategy 2016-2020:  
<http://www.suffolkcoastandheaths.org/assets/Projects--Partnerships/Stour--Orwell/SO-Strategy-final.pdf>.

### **The Wash and North Norfolk Coast**

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

## Websites

The following websites were referred to in the toolkit documents

- <http://www.argyllmarinesac.org/index.htm> & <http://www.argyllmarinesac.org/forum.htm>.
- <http://communityvoiceconsulting.com/cvm/>.
- <http://coproductionnetwork.com/>.
- <http://www.eastern-ifca.gov.uk/publications/community-voice-project/>.
- <http://www.futuresearch.net/index.cfm>.
- <http://gov.wales/docs/drah/publications/170508-mpa-letter-to-management-authorities-en.pdf>.
- <http://gov.wales/docs/drah/publications/170508-mpa-supporting-information-for-management-authorities-en.pdf>
- <http://www.kentwildlifetrust.org.uk/blog/fiona-white/2017/02/13/guardians-deep-assemble>.
- <http://www.participationcompass.org/article/show/137>.
- <http://www.scie.org.uk/publications/guides/guide51/what-is-coproduction/principles-of-coproduction.asp>.
- <http://www.severnestuarypartnership.org.uk/>.
- <http://www.strangfordlough.org/>.
- <http://www.suffolkcoastandheaths.org/estuaries/stour-and-orwell-estuaries-management-group/management-strategy/#ap>.
- <http://www.sussex-ifca.gov.uk/marineconservation-zones>.
- <http://www.thechaosgame.com/organisations/future-search/>
- <https://vimeo.com/150885111>.

## Information reviewed but not cited

The following information was reviewed as part of the project, although no reference made in the toolkit documents.

### Documents supplied by Natural England:

- Master Draft Site Audit 04.19.14
- Notes EMS officer Workshop 2nd - 3rd September 2014
- Note EMS officer workshop 2015

- MPA strategic management project Sept 2014 - EMS officer workshop 2 – Powerpoint presentation
- FINAL September 2014 MPA Network Project Board paper 15.09.14
- Area (Reference Number: 2003-18).
- Phase One FINAL Report - Existing MPA Arrangements
- CONSULTATION\_Local MPA Management\_Phase Two Final Report\_ 31\_07\_2015
- Phase Two Final Report\_APPENDIX\_31\_07\_2015
- Ospar Convention for the Protection of the Marine Environment of the North-East Atlantic. Guidelines for the management of Marine Protected Areas in the Ospar Maritime

**Documents sourced via desk research:**

- English Nature, SNH, CCW, EHS (DoE(NI)), JNCC & SAMS, 2001. *European Marine Sites - ecological sensitivity and management requirements. Managing activities and impacts within the UK's network of marine Special Areas of Conservation (SACs)*. English Nature, Peterborough. <http://www.ukmarinesac.org.uk/pdfs/synthesis1.pdf>.
- Essex Estuaries Management Group Management Scheme for the Essex Estuaries European Marine Site. Appendix A. <http://www.ukmpas.org/pdf/Sitebasedreports/EssexScheme.pdf>.
- Firth of Lorn Marine Special Area of Conservation Management Plan. <http://www.argyllmarinesac.org/pdfs/flfulldocument.pdf>.
- Loch Creran Marine Special Area of Conservation Management Plan. <http://argyllmarinesac.org/pdfs/lcfulldocument.pdf>.
- MMO. Marine Protected Areas (MPAs): MMO Strategic Management Table: March 2016. [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/543755/MMO\\_Strategic\\_Man\\_table\\_March\\_2016.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/543755/MMO_Strategic_Man_table_March_2016.pdf).
- Mortimer, D. 2002. *Wash and North Norfolk Coast European marine site: Case History*. <http://www.ukmarinesac.org.uk/pdfs/casestudy-wnnc.pdf>.
- North Yorkshire and Cleveland Coastal Forum. *A Strategy for the Coast 2012-2017*. <http://www.northyorkmoors.org.uk/discover/coast/reports-and-resources/Coastal-forum-strategy-to-2017.pdf>.
- Solway Forth Partnership. *Solway Forth Partnership: Business Plan 2015-2018*.
- Strangford Lough and Lecale Partnership. *Strangford Lough and Lecale Heritage Management Strategy 2013-2018*.



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- Strangford Lough Management Scheme. (2000-2003).  
[http://www.strangfordlough.org/images/publications/DO1\\_15\\_539804\\_Strangford\\_Lough\\_SAC\\_SPA\\_European\\_Marine\\_Site\\_Management\\_scheme\\_2003.pdf](http://www.strangfordlough.org/images/publications/DO1_15_539804_Strangford_Lough_SAC_SPA_European_Marine_Site_Management_scheme_2003.pdf).
- Sussex Ifca. 2017. *Four year plan 2016 to 2020*.  
<https://secure.toolkitfiles.co.uk/clients/34087/sitedata/files/SSXIFCAAnnualPlan16-20-2017-04-20-122805.pdf>.
- The Crouch and Roach Estuary Project. 2005. *The Crouch and Roach Estuary Management Plan*.  
[https://www.rochford.gov.uk/sites/default/files/planning\\_crouch\\_roach\\_estuary\\_management\\_plan.pdf](https://www.rochford.gov.uk/sites/default/files/planning_crouch_roach_estuary_management_plan.pdf).

## 5. Telephone interviews

### List of interviewees

Name	Role/organisation	Date of interview
Jed Nicholson	Lead Advisor, Natural England	21/4/17
Claire Hedley	Marine Planner, MMO previously Project Officer, Berwickshire and North Northumberland Coast Partnership	24/4/17
Tony Child	MPA Officer, Thanet District Council	5/5/17
Laura Cornick	Senior MPA Advisor, JNCC	9/5/17
Simon Amstutz	AONB Manager, Suffolk Coast and Heaths AONB Unit	10/5/17
Owen McGrath	Marine Policy Officer, SNH	11/5/17
Kate Gillham	Head of Coastal & Marine Ecosystems and Use, SNH	Joint interview
Heather Davison	Flamborough Project Officer, Flamborough Head European Marine Site Management Scheme	12/5/17
Lucy Taylor	Severn Estuary Partnership & European Marine Site Officer, Severn Estuary Partnership and Association of Severn Estuary Relevant Authorities	12/5/17
Maggie Hatton-Ellis	Senior MPA Advisor, NRW	18/5/17
Sam Lew	Project Officer, Wash and North Norfolk Coast EMS	15/5/17
Mark Steward	Marine and Coastal Manager, Argyll & Bute Council	1/6/17

### List of others contacted

Name	Role/organisation	Response
Matt Jones	Suffolk Estuaries Officer, Suffolk Coast and Heaths AONB	Passed to Simon Amstrutz
Stephanie Clark	Exe Estuary Partnership	No response
Tim Dixon	Marine Conservation Manager, MMO	Declined interview due to purdah
Kaja Curry	Coastal Planning Coordinator, Tamar Estuaries Consultative Forum	No response

## 6. Overview

### Governance in general

The following are personal views on governance structures from experience and undertaking this research project.

- The critical starting point for governance is to look at what is needed to deliver MPA management. After that, consider if there is an existing mechanism that could take on the role.
- The focus of the management may be different if undertaken by a partnership established specifically for MPA management or one where MPA management is integrated with wider management and sustainability issues of an area.
- The spatial distribution of MPAs and grouping according to proximity/similarity seems a logical starting point for deciding on who/which organisation(s) should manage MPAs. Hence this approach has been suggested in the 'Governance structures' document.
- Complexity of MPAs, in terms of issues and numbers of public bodies, seems to be a factor to help determine where management plans are required and the need for coordinated management (especially where there may be overlapping remits and joint working is a more effective way of achieving improved site condition).
- Multiple site management to share resources and avoid duplication of effort is likely to be relatively more efficient than single site management.
- There is an obvious need for national coordination of MPA management to maintain an overview of an ecologically coherent network of well-managed MPAs. To do this there needs to be a list of contacts of coordinating organisations/lead organisations responsible for one or more MPAs, at least to:
  - provide with information on condition assessment;
  - to receive reports of progress towards improved site condition.

- Ifcas could potentially act as regional area coordinators in English waters, given their remit for large areas of coast and sea. Sussex and Eastern Ifcas (haven't looked at others) appear to be taking a lead in their areas.
- In terms of Governance, there are two stages: firstly, developing the structure that is needed to create a management structure and plan; and secondly, how to implement the plan and corporate arrangements. An element of this is making sure that the participating bodies take the necessary measures, and invest the necessary officer time and financial/other resources to deliver management. That might involve bye-laws, patrolling etc, and responding to the outputs of monitoring programmes. In this respect, it may be helpful to focus a little bit on the process of monitoring and the feedback loops that follow particular outcomes. As such, how comprehensive does one need to monitor? It might be best to encourage a series of relatively simple metrics that can be delivered within a confined budget. In the end, Governance is all about the process of both objective-setting and determining whether those objectives have been met; and then taking appropriate action if they have not!
- From interviews held as part of this project the lack of information on condition assessment has come up in conversations in England, Scotland and Wales.
- In terms of the value of coordinated management, while there is certainly evidence on the benefits of joint working, the issue remains as to whether this has resulted in improved condition. Paragraph 4.2 from our 'Review of the Effectiveness of Management Schemes...' highlighted:

*'A great deal of effort went into developing management scheme processes and documentation, but very little thought has been given to how they would actually work and to whom they would report. This issue means that whilst management schemes have been in place for the past ten plus years, no real picture of their impact has been maintained. With increasing financial pressure, this needs to be resolved if they are to be retained. It is therefore recommended that a clearer structure for the roles, responsibilities, monitoring and reporting should be established.'*

## Situation in Scotland

The following is based on the discussion with Owen McGrath and Kate Gillham.

- With regard to structures in Scotland the emphasis appears to be on national coordination and delivery through a regionalised and community-based approach.
- While they are trying a more regional approach but it is likely to be a mix and match approach. Key message about approach taking is that it should fit local circumstances.
- Regional approach is being taken because of overlap between borders, features and management requirements.
- Regionalised approach being taken with the Outer Hebrides from the perspectives of the geographical location and island community.
- Other factors are influencing the approach in Scotland e.g. Community Empowerment (Scotland) Bill, which is forcing government agencies to look at services and how the community can be involved. Another aspect is the ability for communities to request a right to participate.
- SNH are looking at working with communities on 'place setting' to gain common understanding and a vision for the future. They are open to seeing what works elsewhere. The Area office in the Outer Hebrides is looking at the Community Voice Model. For the Inner Shetland Marine Plan the officer has taken alternative approaches to capture peoples' views e.g. sitting at the airport and speaking to people and captured views.
- Since the UK Marine SACs project, EMS projects have either: morphed into other groups (e.g. Papa Stour became part of the SACs for the whole of Shetland and Argyll developed a Marine Sites Group); meet occasionally (e.g. Loch Maddy group meets periodically); or meet as a need arises, do work and then disband.
- In a lot of sites the issues are about fisheries and fisheries management (mobile fishing gear and in some areas static gear) is most contentious in most sites. There

is a management programme by Marine Scotland to sort the issues out. At the moment they are focusing on areas with highest sensitivity and then rolling out to other sites, working at a high level then meeting local groups.

- Recreation is an issue in some areas. For example: Moray Firth bottlenose dolphin SAC, where the number of tourist boat operators may need to be managed; and Loch Sunart where recreational fishing is the issue as there is ongoing angling for common skate.
- SNH are not considering producing guidance for writing management plans. Instead, it is useful to have best practice examples, as whenever guidance is produced it becomes outdated very quickly.

## **Situation in Wales**

Observations:

- Much has been covered in the toolkit documents.
- While a nationally coordinated approach is being taken with a focus on funding work that delivers improvements in site condition, this work will need undertaking either by an individual organisation or by existing local Relevant Authorities Groups/partnerships.

## 7. Conclusions

The four documents produced as part of this project provide a starting point for developing governance structures.

While a considerable amount of desk research has been carried out on this project, it is not exhaustive and further information could be gained from further desk research and interviews with key contacts. As a recommendation, any further research should focus on key questions based on information needs.

Examples of international governance structures might reveal alternative approaches for MPA management, however, the different local circumstances, legislative and cultural backgrounds can mean that practice is not directly transferable to the UK.