



Department
for Environment
Food & Rural Affairs

Three-year Report on the East Inshore and East Offshore Marine Plans

For the period 2 April 2017 – 1

April 2020

Presented to Parliament pursuant to
Sections 54 and 61 of the Marine and
Coastal Access Act 2009

March 2020



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PB 14618

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Please note:

On 23 June 2016, the EU referendum took place and the people of the United Kingdom voted to leave the European Union. The UK has now left the EU. There is now a transition period until the end of 2020 while the UK and EU negotiate additional arrangements. During this period, the current rules on trade, travel, and business for the UK and EU will continue to apply. The outcome of negotiations will determine what arrangements will take effect on 1 January 2021. References in marine plans to European legislation, insofar as it is currently or will become part of UK law at the end of the transition period, may require some changes in relation to our obligations under EC Directives. Any such changes will be addressed at the most appropriate point during plan drafting or revision, as required.

Contents

Three-year Report on the East Inshore and East Offshore Marine Plans	5
Executive summary	5
1 Overview of the East Inshore and East Offshore Marine Plans	8
1.1 When the plans were adopted	8
1.2 Outline description of the East inshore and East offshore marine plan areas.....	8
1.3 Vision, objectives and policies	8
1.4 Implementation	11
2 Overview of monitoring and reporting on the East Marine Plans	12
2.1 Monitoring and reporting requirements	12
2.2 The first Three-year Report on the East Marine Plans (2017)	12
2.3 Monitoring approach for the second Three-year Report on the East Marine Plans (2020).....	13
2.4 Sources of monitoring information	14
2.5 Context, process and outcome monitoring	15
2.6 Challenges and limitations.....	15
3 Context	16
3.1 Background to context monitoring.....	16
3.2 Context monitoring findings	17
3.3 Concluding statements.....	23
4 Process.....	23
4.1 Background to process monitoring	23
4.2 Process monitoring findings	25
4.3 Concluding statements.....	31

5	Outcomes	32
5.1	Background to outcome monitoring.....	32
5.2	Outcome monitoring findings by East Marine Plans' objectives	33
5.3	Concluding statements.....	46
6	Next Steps	48
	Annex A High level marine objectives.....	49
	Annex B Summary of indicator findings by objective	52
	Annex C Monitoring approach	59
	Annex D Summary of outcome indicators used to monitor policies	62

Three-year Report on the East Inshore and East Offshore Marine Plans

Executive summary

Background to the East Marine Plans, monitoring approach and reporting

1. This report reviews the impact of the [East Inshore and East Offshore Marine Plans](#) (the East Marine Plans) since their adoption in April 2014, and the first [Three-year Report on the East Marine Plans](#) (the Three-year Report) published in April 2017. The plans, which cover the marine area from Flamborough to Felixstowe, include 11 objectives supported by 38 plan policies. They help deliver the government's vision and high level marine objectives (HLMOs) set out in the national [Marine Policy Statement](#), details of which are included as [Annex A](#) High level marine objectives
2. The report reviews changes in relevant matters since the plans were adopted (in line with requirements of Section 54 of the [Marine and Coastal Access Act 2009](#) (MCAA) and assesses if those changes affect the relevance of the plans. The report provides an assessment of the effect of plan policies and their effectiveness, and progress towards the plan objectives and the relevant HLMOs (in line with requirements of Section 61 of the MCAA 2009). To address these requirements the report is structured around context, process and outcome monitoring, in the line with the first Three-year Report.
3. The monitoring approach makes best use of existing monitoring programmes supplemented by additional data gathering and surveys. The first Three-year Report noted limitations in approach which led to a range of improvements, for example collecting data at the level of policies and not just objectives, informed by an independent review. Compared to the first Three-year Report, the improved approach and evidence base has enabled a better evaluation of the East Marine Plans with reporting across all objectives, assessment of policy effects, and consideration of policy effectiveness for the first time.

Context

4. The Marine Management Organisation (MMO) has kept relevant matters under review including changes in the key characteristics and uses of the marine plan areas and in legislation, policy and other plans (including marine plans around England). Taken together, changes in context since the plans were adopted may affect their relevance and help determine if the plans may need to be amended or replaced.

5. The review found that there have been significant changes in context. Key characteristics and uses that have changed include more Marine Protected Areas and offshore wind developments with potential implications for both and other uses. The United Kingdom's departure from the European Union is likely to affect many aspects of the plans, for example fisheries, although exact details will depend on the outcome of negotiations during the transition period. There have been notable developments at a national level including policies and strategies in respect of climate change, the environment (such as the 25 Year Environment Plan), energy and industry. The development of other marine plans has taken account of these emerging issues such that there are numerous policy 'gaps' in the [East Marine Plans](#) when compared to [draft North East and draft South East](#) Marine Plans.
6. There is compelling evidence to suggest that an update of the plans, including the objectives and policies, should be considered.

Process

7. Process monitoring considers the implementation of the marine plan. The purpose is to determine the degree to which the plan and plan policies are being applied. Monitoring considered use of the marine plan by marine licence applicants, the MMO Marine Licensing function and other decision-makers, as well as the degree to which the East Marine Plans are integrating with other plans.
8. The monitoring shows there has been an increase in the consideration of the East Marine Plans as a whole and of plan policies by both marine licence applicants and the MMO Marine Licensing function. This finding is supported by survey results which suggest that decision-makers external to the MMO are also considering the East Marine Plans within their decision-making processes. There has been increased integration of the East Marine Plans with local plans.
9. The second reporting cycle findings demonstrate improvements in how the plan and policies are considered and applied and in associated monitoring. However, evidence is limited in many cases and challenges remain. Further improvements, many of which are underway, include more extensive use of a Marine Plan Policy Assessment Tool and enhancing stakeholder surveys to facilitate implementation and increase monitoring returns. However, it is for decision-makers to ensure they implement marine plans and they do not have a duty to contribute to monitoring.

Outcomes

10. Outcomes for eight objectives were consistent with anticipated progress, partial progress was shown for two with no clear progress demonstrated for the remaining one objective. This compares positively with the first Three-year Report where progress could only be shown for five objectives. The relationship

between plan objectives and HLMOs suggests that the East Marine Plans are contributing towards most if not all of the HLMOs.

11. Compared to the first Three-year Report, the improved approach to monitoring and better evidence base enables some reporting on policy effects. There is evidence for a range of policies having their intended effects and supporting progress towards ten plan objectives (1-10) and all eleven when other contributing measures are taken into account. The strength of evidence for policy effects and the degree to which primary and secondary policies show positive effects is variable for different reasons.
12. Compared to the first Three-year Report, the improved approach to monitoring and available evidence enables some assessment of the effectiveness of policies. Evidence of improved application of the marine plans suggests that policies that have their intended effect are demonstrating effectiveness in securing progress towards objectives. However, there are instances where this appears not to be the case. Limitations in the evidence and the potential impact of influences other than marine plans mean caution must be exercised in drawing conclusions about effectiveness.
13. Limitations in reporting on outcomes include deficiencies in available data for some objectives and for a range of policies. Improvements planned or underway include closer tracking of the application of policies and working to acquire data from external sources earlier. Outcome monitoring has also identified improvements that would need to be made to plan content.

Conclusion and Next Steps

14. The positive impact of the East Marine Plans has been demonstrated through the effects of policies and progress towards objectives. This is as a result of increased use of the plans and continued integration into decision-making processes.
15. Whilst there have been improvements in the monitoring approach and results, the report identifies several limitations, some significant, with implications for monitoring, implementation, and plan content. Further improvements are underway or planned for implementation and monitoring.
16. Given the limitations identified and the significant changes in policy context, there is compelling evidence to suggest that an update of the plans and their content should be considered.
17. Informed by this report and advice from the MMO, the Government will make a decision on whether or not to amend or replace the East Marine Plans

1 Overview of the East Inshore and East Offshore Marine Plans

1.1 When the plans were adopted

18. The East Marine Plans were prepared by the Marine Management Organisation (MMO) on behalf of Government and adopted by the Secretary of State for the Department for Environment, Food and Rural Affairs (Defra) on 2 April 2014. These plans were the first marine plans to be adopted in England.

1.2 Outline description of the East inshore and East offshore marine plan areas

19. The East inshore and offshore marine plan areas stretch from the coast at Flamborough Head to Felixstowe. The plans' remit extends from the mean high-water spring tidal limit to the maritime boundaries with the Netherlands, Belgium and France, and covers an area of approximately 55,000 square kilometres. Delineation between the inshore and offshore marine plan areas exists at 12 nautical miles. A map of the plan areas can be found in Figure 1.

1.3 Vision, objectives and policies

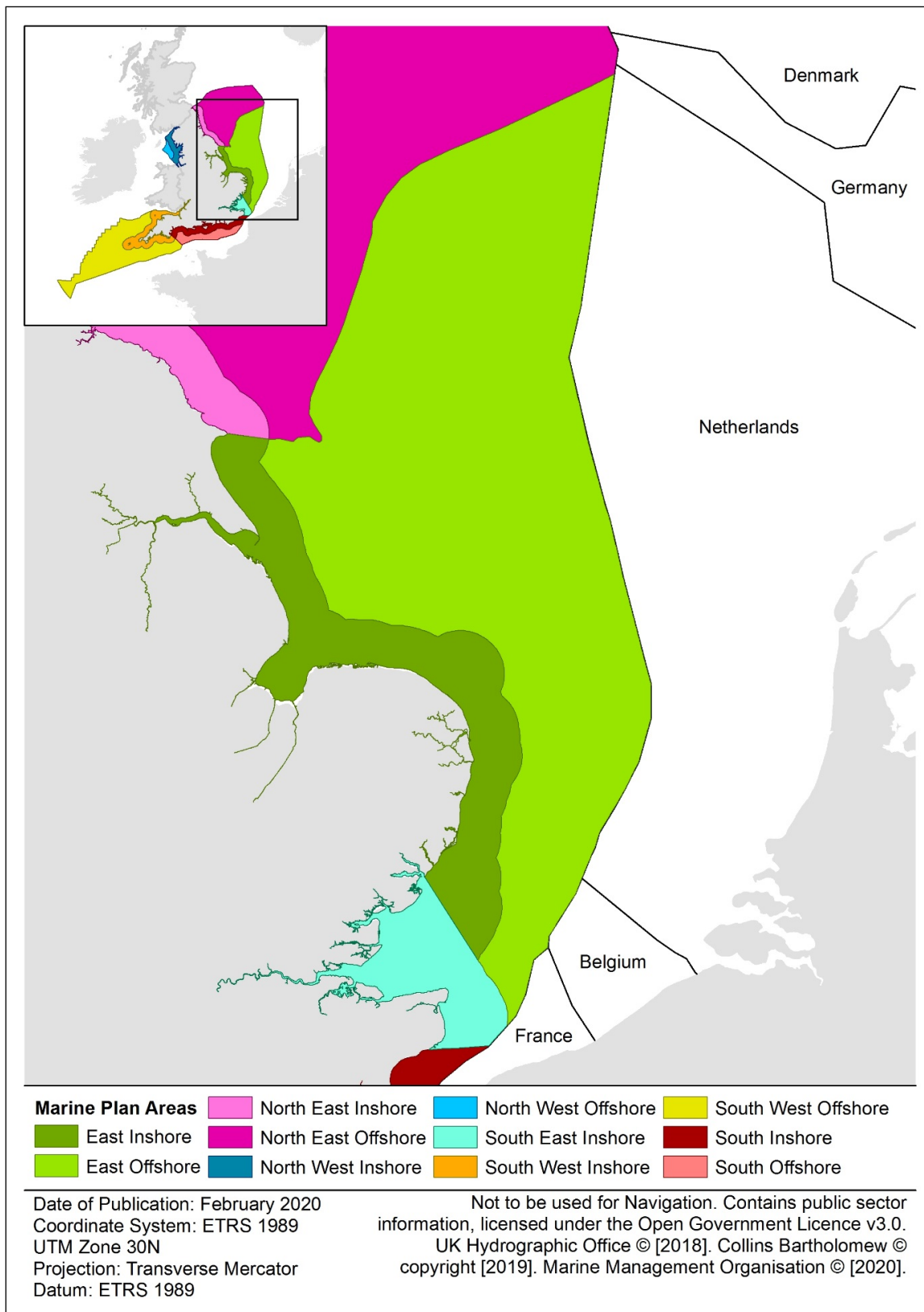
20. The East Marine Plans help deliver the UK's vision for "clean, healthy, safe, productive and biologically diverse oceans and seas" and the supporting high level marine objectives (HLMOs) of the Marine Policy Statement (MPS). To do so, the East Marine Plans include a 20-year vision and their own objectives that describe how the plans' vision will be achieved. Objectives can also be viewed within [Annex A](#) of this report.

21. The relationship between the East Marine Plans' objectives and HLMOs is shown in [Annex B](#). The marine plan objectives relate to all the themes covered by the HLMOs:

- achieving a sustainable marine economy
- ensuring a strong, healthy and just society
- living within environmental limits
- promoting good governance
- using sound science

22. The relative contribution of the East Marine Plans to realising different HLMOs is likely to vary geographically depending on local factors and the contribution of other existing measures.
23. Plan objectives are delivered through 38 plan policies accompanied by supporting information and signposting to relevant legislation, guidance and existing measures. The relationship between objectives and supporting policies is summarised in Table 2 of the East Marine Plans and in [Annex B](#) in this report.
24. Individual policies are often relevant to several objectives. Where policies are closely associated with specific objectives, they are identified as primary contributing policies. In cases where a policy indirectly contributes towards an objective they are referred to as secondary contributing policies.

Figure 1: East Inshore and Offshore Marine Plan Areas



1.4 Implementation

25. Section 58 of the Marine and Coastal Access Act 2009 (MCAA) places a duty upon all public authorities to:

- take any authorisation or enforcement decision in accordance with the appropriate marine policy documents unless relevant considerations indicate otherwise; and
- have regard to the appropriate marine policy documents in taking any decision which relates to the exercise of any function capable of affecting the whole or any part of the United Kingdom (UK) marine area, but is not an authorisation or enforcement decision.

26. In the East inshore and offshore marine plan areas, the UK MPS and the East Marine Plans are the appropriate marine policy documents. Public authorities making decisions that may affect the UK marine area include, but are not limited to, the MMO, local planning authorities, The Planning Inspectorate, the Environment Agency and Inshore Fisheries and Conservation Authorities.

27. Marine plans should be implemented in a proportionate, consistent, targeted, transparent and risk-based manner, in line with the principles of better regulation. To simplify fulfilment of regulatory requirements associated with marine planning, implementation of plans is intended to integrate within current decision-making processes as far as possible. An example of this is [self-service marine licensing](#). Only certain low-risk activity categories – for example, burial at sea – are eligible for this service; all of which have been pre-screened by the MMO Marine Licensing function to ensure compliance with all policies in the East Marine Plans.

28. Whilst there is no legal requirement to do so, the MMO, in agreement with Defra, has worked to support and encourage effective implementation by public authorities to ensure marine plans are taken into account in their decision-making processes and to inform monitoring. Measures since the first Three-year Report that have helped to improve awareness and implementation of the plans during this reporting period include:

- A commissioned report, [External Decision-Making and Implementation Mapping of Marine Plans \(MMO1155\)](#), which provides an understanding of decision-making using marine plans in England's marine plan areas.
- Development of a Marine Plan Policy Assessment Tool (MPPAT) in 2017 for use by the MMO Marine Licensing function to assess marine licence applications against plan policy. The tool and associated training have been further developed in 2019, including provisions for use by the MMO's Marine Conservation function.

- Local marine planners providing specific advice, guidance and structured refresher training sessions to various marine plan user groups, including sharing the MMO’s internal implementation experience with other bodies (54 in total across the East marine plan areas since 2017, including 17 local authorities, 12 coastal groups and nature partnerships, seven statutory bodies and six harbour authorities).
- [Explore Marine Plans](#), which superseded the Marine Information System, provides an improved digital service to help marine plan users find and apply relevant marine plan policies. It was developed through extensive user research in compliance with [Government Digital Service \(GDS\) Standard](#).

2 Overview of monitoring and reporting on the East Marine Plans

2.1 Monitoring and reporting requirements

29. Monitoring is carried out in reference to Section 54 of the MCAA 2009. This places a “*duty to keep relevant matters under review*” and captures a broad requirement to report against contextual changes that have occurred since plan adoption.

30. Monitoring is also carried out in reference to Section 61 of the MCAA 2009, to produce a report on:

- a) The effects of the policies in the marine plan
- b) The effectiveness of those policies in securing the objectives for which the marine plan was prepared and adopted are met
- c) The progress being made towards securing those objectives
- d) If an MPS governs marine planning for the marine plan authority’s region, the progress being made towards securing that the objectives for which the MPS was prepared and adopted are met in that region

31. Reporting must occur at intervals of not more than three years from the date of marine plan adoption. After each report, a decision will be made as to whether or not the plan needs to be amended or replaced.

2.2 The first Three-year Report on the East Marine Plans (2017)

32. The first Three-year Report was published on 1 April 2017. Drawing on the approach set out in the [East Implementation and Monitoring Plan](#), it reviewed the progress of the East Marine Plans against their objectives, and the HLMOs set

out in the MPS over the three-year period since adoption (2 April 2014 to 1 April 2017).

33. It was concluded that while there had been a number of context changes since adoption of the East Marine Plans, the changes and their impacts had not affected the overall relevance of the Plans. As a result, a [decision was made](#) that the East Marine Plans did not need to be amended at that time.
34. Outcome reporting focussed on objectives only, a detailed review of specific policy effects or effectiveness could not be given. Outcomes for five of the eleven objectives (see [Annex B](#)) were consistent with expected progress (3, 4, 9, 10 and 11). Insufficient data meant that progress could not be demonstrated against the remaining six objectives.
35. The findings of the first Three-year Report highlighted the limitations of the East Marine Plans Implementation and Monitoring Plan; for example, a lag in data availability for some objective indicators. This prompted a re-evaluation of the approach to monitoring for subsequent plans. Improvements to the approach include the use of policy specific monitoring indicators to inform future reporting.
36. Where relevant, the findings of the first Three-year Report have been referred to within this report.

2.3 Monitoring approach for the second Three-year Report on the East Marine Plans (2020).

37. In 2016 an [external review](#) of the East Marine Plans Implementation and Monitoring Plan was commissioned. This made recommendations to improve the monitoring and evaluation framework for marine plans.
38. Drawing on the recommendations and lessons learned from the first Three-year Report, an updated approach was developed for the next marine plan to be prepared (the [South Marine Plan](#)). The updated approach, developed in line with [Magenta Book](#) principles, was applied to all subsequent marine plan monitoring efforts and has informed the production of this second Three-year Report for the East Marine Plans.
39. The approach presents a logic model that provides a framework against which the impacts of a marine plan can be monitored (see [Annex C](#) for further explanation). It does this by:
 - describing what impact is envisaged from a policy or intervention;
 - showing the logical steps of how a policy or intervention generates that impact; and

- clarifying the required inputs and necessary activities to apply the policy or intervention.

40. Progress is then measured by indicators at each step within the logic model.

These provide data, that when monitored, enables the impact of the plans to be tracked. The refined approach sought to address data deficiencies and the ability to relate policy outcomes to objectives, by moving from indicators at the objective level to indicators at the policy level. In doing so there was an associated increase in the granularity at which the Plans are assessed and the diversity of data sources.

2.4 Sources of monitoring information

41. A wide range of indicators were developed and applied in producing this report to ensure monitoring allows for the requirements of the Act to be met. To minimise duplication of effort and make the best use of resources, monitoring draws on existing monitoring programmes (environmental, social and economic), and data generated by the MMO's marine licensing process, which inform both process and outcome monitoring. In instances where particular indicators have been updated, new baseline and progress data was gathered to establish the impacts of the East Marine Plans in line with the updated approach.

42. Indicators are supplemented by monitoring surveys that sought the views of stakeholders within the East marine plan areas, including applicants and decision-makers external to the MMO. Monitoring surveys have been completed four times since adoption of the East Marine Plans and twice since the last reporting period; 2018 and 2019. Survey questions included those related to how decision-makers use the plans in their own decision-making roles and how the plans have influenced plan or strategy development. The move to annual surveys was designed to increase data points and improve analysis over time.

43. Some monitoring indicators identified within the first reporting period were not maintained or developed further within this reporting period. This is because of a lack of relevance to specific plan policy or significant limitations with data. An example of the latter is the discontinuation of an indicator that assessed the ratio of near misses to collisions leading to hazardous substance release increases.

44. Monitoring at a policy-level presents a challenge for Objectives 6 and 7 where there are few policies each with a narrow focus compared to the broad scope of the objective. In those cases, the monitoring information has been supplemented by evidence at the objective level. The principle source of evidence is the assessment undertaken for relevant descriptors of Good Environmental Status (GES) under the UK [Marine Strategy](#). In the first Three-year Report, monitoring information was not available. Since then, an updated assessment of GES has been published in late 2019. The regional sea scale of the assessment is much

broader than the East marine plan areas, this limits the degree to which the assessment results can be applied to the East Marine Plans. However it does still enable some indicative commentary on progress towards Objectives 6 and 7.

2.5 Context, process and outcome monitoring

45. To understand the impacts of the East Marine Plans the monitoring approach addresses indicators for process and outcomes, in addition to an assessment of changes in context.
46. Context monitoring considers changes in the context in which the marine plans are implemented in line with the requirements of Section 54 of the MCAA 2009. Changes in context since the plans were adopted may affect their relevance and help determine if they need to be updated. Such monitoring also helps interpret findings of process and outcome monitoring.
47. Process monitoring considers the implementation of the marine plan. The main purpose is to determine the degree to which the plan and plan policies are being applied. If the plans are not being used, the potential for policies to have an effect will not be realised. This helps to confirm assumptions made regarding the steps necessary to achieve expected outcomes.
48. Outcome monitoring assesses progress towards objectives (and their contribution to HLMOs) and the effect of contributing policies. Together with process monitoring it should enable consideration of the link between policies and objectives and therefore effectiveness of policies. Together, both respond to Section 61 of the MCAA 2009.

2.6 Challenges and limitations

49. Marine plans are not the sole instrument of change. It is therefore important to recognise that there are other influences within the marine plan areas, some with overlapping objectives, and these can create challenges when trying to determine what proportion of an outcome can be attributed to the marine plan. This represents a key conceptual and practical limitation in the ability to demonstrate cause and effect, between progress for an objective to the effect of plan policies.
50. As a result, it is also difficult to define a robust 'counterfactual' - what would have happened in the absence of the plan. Applying a logic model approach to monitor the East Marine Plans has addressed some of these challenges. Assessing indicators at different steps in the logic model enables clearer understanding of where a policy may not be performing as expected.
51. The passage of time is implicit in the logic model that underpins the monitoring approach. Many of the outcomes sought by marine plan policy intervention will take years to progress, for example, the influence of a policy on a proposal's

location, through the consenting process, construction and then translation into economic and other expected benefits. Therefore, whilst data enables progress on outcomes to the right end of the logic chain to be shown (see [Annex B](#)), these outcomes may be associated with plan use during the previous reporting periods. As result it is expected that the impact of marine plans is likely to grow over time as the influence increases cumulatively.

52. The monitoring approach applied is pragmatic, making use of existing data sources collected for other purposes. However, the reliance on external monitoring programmes creates numerous dependencies, restricting quality of reporting outputs, particularly where existing monitoring programmes may already face constraints.
53. The MMO has conducted monitoring surveys in multiple years. The number of responses varied each year, with relatively low return rates on each occasion, which significantly restricts any quantitative analysis of results. As a consequence, quantitative analysis could not be carried out and surveys were supplemented with follow up verification interviews to gather detailed qualitative data that can provide, for example, industry-specific insights into plan use.
54. In many cases “don’t know” constituted the most common response. It was not possible to distinguish between instances where there was a genuine lack of knowledge on the part of the respondent or if this option was used as a default where other options were considered inappropriate. Where survey results are discussed a comparison is made only between respondents that offered either a positive or negative response.
55. Methodological changes to enhance the surveys have also had a limiting effect. Where survey and question structure has varied between years this impacts the evaluation of the results.
56. Limitations of individual data sources are considered within relevant sections of this report. Improvements have been made since the first reporting cycle and future iterations of monitoring reporting are seeking to address current shortfalls of certain data sources.

3 Context

3.1 Background to context monitoring

57. The East Marine Plans were developed within the context of prevailing international, national, and local legislation, in conjunction with relevant policies, strategies and plans informing marine planning at that time. The aspirations of plan-area stakeholders, and evidence such as future projections for resources and utilisation of the East marine plan areas were also guiding considerations.

58. In the years since adoption of the East Marine Plans the context may have changed such that the plans require an update to ensure they remain aligned to these contextual considerations.
59. In accordance with Section 54 of the MCAA 2009, the MMO has a statutory “*duty to keep relevant matters under review*”. The ‘matters’ include physical, environmental, social, cultural and economic characteristics (Section 54(2(a)), the uses of the area (Section 54(2(b)) and communications, energy and transport systems in the region (Section 54(2(c)). The MMO regularly reviews and acts on these matters, for example updating relevant information on Explore Marine Plans, such; as modifications to shipping separation schemes.
60. The matters also include “any other considerations” (Section 54(2(d)) that are relevant. It was identified in the first reporting cycle that these should include changes to relevant legislation, policy and plans.
61. In consideration of key characteristics, uses and systems, this report focusses on the wind energy sector and Marine Protected Areas (MPAs) to illustrate significant changes in the East marine plan areas. These sectors were selected as offshore wind development is an important growth sector within the region and the expanding MPA network has an increasing spatial footprint. Both have the potential to interact with each other and with other uses, such as communications and transport.
62. To assess changes in other relevant matters, a review of the policy and legislative framework (including relevant international and national legislation, national policy, plans and strategies) was conducted to focus on potential implications for the East Marine Plans. At a plan-area scale this involved analysing any change in aspirations articulated through terrestrial plans and strategies bordering the East inshore marine plan area.
63. Furthermore, since adoption of the East Marine Plans, the South Marine Plan has been adopted, and considerable progress has been made on preparing draft marine plans for the remaining four plan areas around England. The draft North East, North West, South East, and South West Marine Plans were out for public consultation and material considerations at the time this report was produced. Therefore, the East Marine Plans have been compared to the other plans to highlight policy gaps and other changes in marine plan content.
64. In addition, the East Marine Plans were subject to a thorough review, to identify potentially outdated content, broken hyperlinks and other minor text/formatting issues.

3.2 Context monitoring findings

65. Various elements of the context in which the East Marine Plans operate have changed significantly since they were adopted in 2014. Notable changes that

have occurred since plan adoption as well as specifically within the last three years (since the first [Three-year Report](#)) are outlined in the following sections.

Key characteristics and uses

66. Renewable energy policy in the East Marine Plans was developed to align with Round 3 of The Crown Estate's offshore wind leasing allocation. Many Round 3 projects have now been consented and are entering the construction phase, or are in the process of attaining consent, and planning is already underway for Round 4. Whilst not a major deviation in renewable energy policy direction, it represents a significant contextual update, with possible impacts across social, economic and environmental boundaries in the East marine plan areas

67. The case study below demonstrates how contextual changes can impact on the efficacy of marine plan implementation and relevance of individual plan policies.

CASE STUDY:

Policy Title: WIND2

Policy text: Proposals for Offshore Wind Farms inside Round 3 zones, including relevant supporting projects and infrastructure, should be supported.

The East Marine Plans responded to the increasing demand for offshore wind with two policies that safeguard relevant locations. [WIND2 – Offshore Wind and Renewable Energy 2](#) focussed on Round 3 zones, these are areas of potential development identified by The Crown Estate that already took into account, to some degree, the adverse impacts of wind farms on the environment and other marine users.

Marine licence applications associated with offshore wind proposals for Round 3 and other leasing rounds will be ongoing. However, a review of marine licence applications considering WIND2, reveals that the proportion of applications in which the policy was considered 'not applicable' by both applicants and the MMO has risen year-on-year, from 30% in 2017, 50% in 2018, and up to 55% in 2019.

This finding suggests that WIND2 is becoming less relevant. That is to be expected as the number of new Round 3 developments declines and planning for other locations, for example, Round 4 leasing, progresses. The policy will therefore need to be updated or replaced.

68. Alongside an indication that one of the current policies for offshore wind in the East Marine Plans is becoming less relevant (see case study), recent assessments regarding the cumulative impacts of Round 3 offshore wind development in the East marine plan areas suggest that pressures on interest

features, such as bird species and cetaceans, are increasing. It is apparent that policies for interests that interact with offshore wind, for example, environmental features or fisheries, probably need to be updated. The requirement to do so is likely to increase given national aspirations for the growth in renewables (in part to help deliver net zero carbon emissions), alongside concerns to protect wildlife (see, for example discussion of net gain in the National Considerations section below).

69. The number and extent of MPAs within the East marine plan areas has increased since the first Three-year Report. Four Special Areas of Conservation (SAC) have since been designated, including the Southern North Sea SAC, which extends over a large extent of the East marine plan areas. In addition, a new Special Protection Area (SPA) and an extension to an existing SPA have also been designated. In May 2019 the designation of a third tranche of Marine Conservation Zones was announced; there are now six in the East marine plan areas.
70. Responding to requirements of the [Habitats Directive](#) and [Birds Directive](#), the adopted version of the East Marine Plans was informed by a [Habitats Regulations Assessment](#) (HRA) that assessed the possible impact of the plan in relation to designated habitats and species. A new HRA of the plans and their policies would be undertaken as part of any update to the East Marine Plans.

International considerations

71. One of the most significant contextual changes for the East Marine Plans arose from the result of the UK European Union (EU) membership referendum on 23 June 2016, in favour of leaving the EU.
72. Legislative changes may be required in relation to our obligations under EU Directives and other measures. For example, the Fisheries Bill that, once enacted, will provide a new fisheries management framework for the UK, whilst respecting the mainly devolved nature of fisheries management.
73. European legislation is cited throughout the East Marine Plans; 72 references were highlighted during the monitoring review. Now that the UK has left the EU, once the transition period has concluded these citations will be superseded by amended or new legislation that should be reflected in the East Marine Plans.
74. As set out in the MPS (Section 1.2.3) and the 25 Year Environment Plan, coordination is needed to ensure marine plans work cohesively with adjacent marine plans in neighbouring countries. The East offshore marine plan area borders waters of France, Belgium and the Netherlands, so objectives and policies within the East Marine Plans should consider the national plans of these countries. [Belgium](#) was the first to adopt a national marine plan (in 2014), followed in 2016 by the [Netherlands](#). France has a [national sea and seashore](#)

[strategy](#) (adopted in 2017), however, it has yet to finalise a national marine plan. These documents have all been developed since the East Marine Plans were adopted and in accordance with Article 11 of the [EU Maritime Spatial Planning Directive](#) any plans adopted after 2016 should be coherent and coordinated across the marine region. Any changes to the East Marine Plans would need to consider these plans.

National considerations

75. Alongside the implications of exiting the EU, national legislation, policies, plans and strategies of marine relevance have continued to evolve and develop in response to emerging priorities, such as those related to the climate change emergency. The following analysis focuses on policy and legislative changes over the last three years (since the first Three-year Report) and known forthcoming or potential future changes. Legislation enacted since the first Three-year Report, which may have potential impacts on the East Marine Plans includes:

- [The Conservation of Habitats and Species Regulations 2017](#)
- [The Conservation of Offshore Marine Habitats and Species Regulations 2017](#)
- [The Marine Licensing \(Exempted Activities\) \(Amendment\) Order 2019](#)
- [The Water Environment \(Water Framework Directive\) \(England and Wales\) 2017](#)

76. There are other significant examples of new legislation enacted since plan adoption. For instance, the [Energy Act 2016](#), which is likely to affect how the oil, gas and marine renewable sectors (significant industries in the East marine plan areas) operate.

77. In addition to legislation, 19 national plans, and a range of policies and strategies that outline government objectives and priorities were reviewed.

78. The 25 Year Environment Plan, published in 2018, sets out the Government's plans to safeguard the environment and leave it in a measurably better state than before. The Plan introduced the concepts of environmental net gain and natural capital (a tool to understand the value of benefits we receive from the natural environment) and defined new targets for a range of environmental issues, all of which are relevant to the East marine plan areas.

79. The [Environment Bill](#), announced in July 2019 and reintroduced into Parliament in January 2020, is one mechanism that will deliver the 25 Year Environment Plan. It contains the intention to mandate biodiversity net gain for terrestrial planning decisions, including those affecting intertidal areas. This is also reflected in the [National Planning Policy Framework](#), amended in 2019. The East Marine Plans

will need to be updated to incorporate provisions in the Environment Bill (when enacted), such as net gain or natural capital, which will support the plans' objectives.

80. At the time of the first Three-year Report, the Marine Strategy programme of measures to achieve GES did not introduce sufficient changes to warrant an update to the East Marine Plans. However, the 2019 update to Part One of the Marine Strategy (Assessment of GES) introduced new high level objectives, targets and indicators, which have a bearing on environmental objectives and specific policies within the East Marine Plans that are informed by the Marine Strategy.
81. The [Clean Growth Strategy](#) was published in 2017. It sets out proposals for decarbonising all sectors of the economy through the 2020s and explains how the UK can benefit from low carbon opportunities, while meeting national and international commitments to tackle climate change. The aims of this strategy, together with the [Industrial Strategy](#) (see following paragraph) are likely to influence a range of matters to be addressed by the East Marine Plans.
82. The national Industrial Strategy, published in 2017, aims to boost productivity and increase earning power throughout the UK. It defines four 'grand challenges', of which 'clean growth' is particularly relevant to marine planning. Sector Deals have been set out for the offshore wind and tourism sectors (among others) to address industry-specific issues to support the Industrial Strategy Objectives. The inclusion of these two sectors – major economic contributors in the East marine plan areas – could affect regional sustainable development objectives, with subsequent implications for the East Marine Plans.
83. Other important strategies include the [Maritime 2050](#) strategy that sets out the Government's vision for the future of the maritime sector, with potential implications for policies within the East Marine Plans.
84. These legislative and policy changes represent a significant development since the adoption of the East Marine Plans, and taken collectively have implications for the overall scope and content of the plans.

Local considerations

85. A review of local plans that border the East inshore marine plan area – discussed in further detail in section 5 of this report – reveals that in many cases they incorporate policy themes similar to the East Marine Plans and in some instances there is also close alignment between policies. This would indicate that similar marine priorities exist for the MMO and local authorities with the East marine plan areas. However, there is no indication at present how the current relevance of the East Marine Plans may alter as the wider contextual changes described above start to take effect at a local level.

Further development of marine plans in England

86. Marine planning in England has evolved significantly since the adoption of the East Marine Plans, through adoption of the South Marine Plan and drafting of marine plans for the North East, North West, South East and South West. These newer plans reflect recent and emerging legislation, current government policies/strategies relevant to the marine area, and a refinement of engagement and marine planning approaches. More specifically for the East Marine Plans, draft plans for the adjacent North East and South East marine plan areas are an additional consideration for decision-makers and sectors operating across more than one plan area.
87. To assess the East Marine Plans in the light of these developments they were compared to the neighbouring draft North East and South East Marine Plans. The East Marine Plans contain fewer policies than the draft plans (38 compared to 56). When each draft plan policy was compared against those in the East Marine Plans, 26 'gaps' were identified – a 'gap' indicates no comparable policy exists in the East. The apparent discrepancy in these values can be explained by the fact that some policies do not directly equate across plan areas. There are also a couple of policies unique to the East Marine Plans, such as ECO2 that addresses the release of hazardous substances as a result of increased collision risk, which was not required in later plans as the issue is addressed through other measures.
88. Some of these 'gaps' in the East Marine Plans are associated with emerging or increasing issues such as invasive non-native species, marine litter, underwater noise, water quality and MPAs over the six years since the plan were published. For example, in 2018 the Government published its 25 year Environment Plan, including aspirations for net gain, and biodiversity net gain in particular. The draft North East and South East Marine Plans contain holding policies that will apply once approaches for net gain and natural capital in the marine environment have been finalised. This aspiration is currently not supported at either the policy or objective level in the East Marine Plans.
89. For policies in the draft North East and South East Marine Plans with an aligned policy in the East Marine Plans (in other words, within the same topic area) there were some differences in the intent of the policy, for example, strength of safeguarding, or changes in the detailed wording in all cases. Refinement of policy wording (often to address stakeholder feedback) during development of the remaining marine plans can account for these differences, in addition to policies addressing distinct issues or sectoral considerations in different plan areas. Plans in adjacent areas are compatible, but the different approaches to policy wording may make interpretation across plan areas more difficult for decision-makers and sectors operating across multiple plan areas.

Plan content

90. The detailed review of the East Marine Plans identified over 400 minor text changes that should or could be made, to improve the plans or enhance their usability. These include out of date references or information, and broken or out of date hyperlinks, including to the Marine Information System that has now been replaced with Explore Marine Plans.

3.3 Concluding statements

91. Key characteristics and uses of the East marine plan areas have changed over the last three years. As priorities shift, such as expansion of offshore wind development to meet national renewable energy targets, policies in the East Marine Plans may need to be updated.

92. European legislation is cited throughout the East Marine Plans. The UK's withdrawal from the EU means all relevant references will need to be replaced with appropriate national legislation to avoid confusion and account for any material changes. The exact details of any changes will depend on the outcome of negotiations during the transition period to the end December 2020.

93. Known and emerging changes in national policy and legislation, such as the 25 Year Environment Plan and commitments to net zero carbon and associated strategies, are not currently addressed through policies in the East Marine Plans. Numerous policy 'gaps' are highlighted by comparison with the draft North East and South East Marine Plans.

94. The overall contextual framework in which the East Marine Plans operate has changed significantly since adoption and over the last three years. There is compelling evidence to suggest an update of the plans, including the objectives and policies, is merited. Any changes to improve or update information and signposting can be made at the same time as more substantive changes to plan content.

4 Process

4.1 Background to process monitoring

95. Process monitoring examines the implementation of the East Marine Plans and their policies. Its primary purpose is to determine if or how the plans are being used. If plan policies are not being applied, the policies will not be able to have an effect. It informs consideration of the 'effectiveness' of policies in contributing to relevant plan objectives, by connecting plan use with the policy effects discussed in the outcomes section of the report. A full list of policies is included in [Annex D](#).

96. In addition, process monitoring responds to requirements of the MCAA 2009 to keep under review the progress being made to secure objectives, specifically in regards to Objective 10 of the East Marine Plans (see [Annex B](#)). The objective aims to ensure integration with other plans and the regulation and management of key activities and issues, in the East Marine Plans and adjacent areas.
97. Process monitoring in this second reporting cycle focused on three parts, similarly to the first reporting cycle:
98. Use of the East Marine Plans for marine licence applications by applicants and for marine licence determinations. The MMO Marine Licensing function is a key decision-maker in the East marine plan areas that can provide readily accessible, detailed data on relevant decisions. This provides insight into use of the East Marine Plans by licence applicants as well as by the MMO as a decision-maker.
99. Other users, including decision-makers', implementation of the East Marine Plans in their own processes, which tells us how they are using the plans.
100. The degree to which other plans at a local level take account of the East Marine Plans, to assess integration with plans on land and the terrestrial planning regime.
101. The sources of evidence that have been used to inform process monitoring findings in this second reporting cycle, and make comparisons against the first Three-year Report include; marine licence applications taken from the [Marine Case Management System](#) (MCMS), surveys completed by external stakeholders and an internal assessment of statutory and non-statutory terrestrial plans and strategies.
102. The MMO Marine Licensing function is responsible for assessing and determining applications for marine licences. Marine licences are required for a wide range of [licensable activities](#), such as construction, dredging or the laying of deposits in the marine area. The MCMS, an online system used by applicants to submit applications, includes questions related to the use of marine plans.
103. 206 decisions were made by the Marine Licensing function in the East marine plan areas over the two year period from August 2017 to August 2019. Of these, a sample of 73 cases were identified as most relevant to assessing the use of the East Marine Plans. This sample was of completed marine licence applications only, and excluded consideration of Environmental Impact Assessment screenings, variations and self-service applications. The narrower sample therefore focussed on those decisions most likely to contribute towards the plan objectives.
104. Four stakeholder surveys have been carried out since plan adoption. These ran in 2014, 2016, 2018 and 2019. These were carried out using a range of online survey tools and distributed to stakeholders who signed up to the marine

planning newsletter mailing list, including decision-makers external to the MMO. Some of the questions asked in the surveys relate to whether decision-makers consider the East Marine Plans when making decisions and whether the East Marine Plans have been considered in the development of other plans and strategies.

105. Similarly to the previous reporting period, a review of terrestrial plans and strategies was carried out, considering those bordering the East inshore marine plan area. The scope of this review was extended for this period to encompass not only local authority plans, but also Local Enterprise Partnership plans, waste and minerals plans and also designated areas (National Parks and Areas of Outstanding Natural Beauty) management plans, which could all incorporate topics of marine relevance. This produced an increased sample of 33 relevant local plans or strategies adjacent to or overlapping with the East Marine Plans. The analysis sought to assess the integration of the East Marine Plans within relevant terrestrial plans comparing how they have changed since the first reporting cycle.

4.2 Process monitoring findings

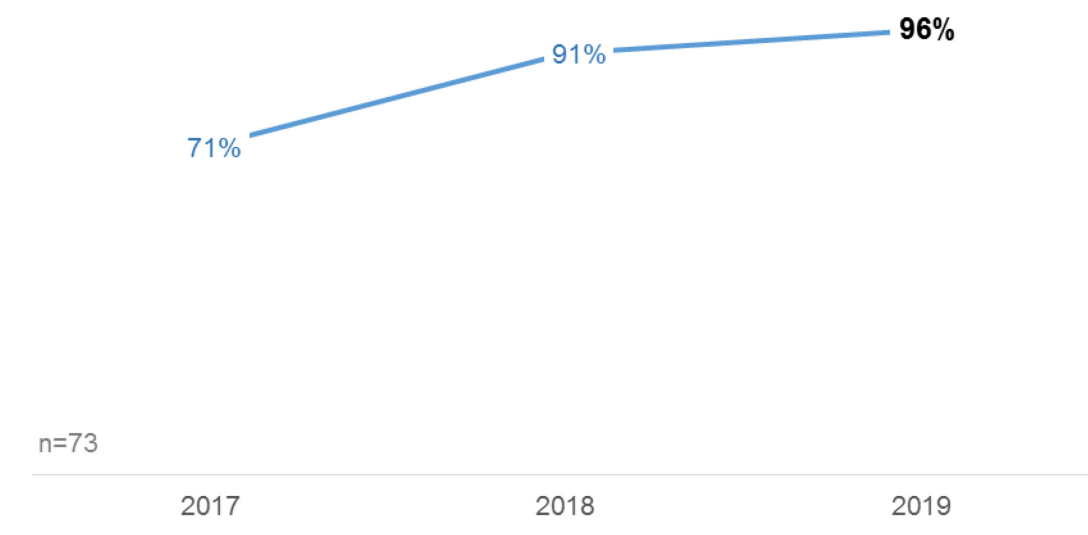
Marine licence applications and decision-making

106. The marine licence application and decision-making section addresses findings from case data collected from the MCMS. It starts with a focus on the use of the plans by marine licence applicants, before moving on to the MMO Marine Licensing function's use of the marine plans.

107. Self-service applications are omitted from this detailed review of licence applications. Since development and launch of self-service licensing in 2017, the service has enabled certain licensing decisions to be automated. All eligible activities are pre-assessed against the East Marine Plans' policies by the MMO Marine Licensing function, ensuring 100% compliance across eligible licenced activities. For those marine licensing applications that sit outside of the criteria for self-service, a MPPAT has been developed and applied since August 2017. This provides a framework and process for consideration of marine plan policy and allows improved monitoring of policy usage.

108. Based on data from the MCMS, consideration of the East Marine Plans by marine licence applicants has increased consistently since 2017. There has been a rise year-on-year by applicants stating the plan was considered as relevant within their application, from 71% to 96% (see Figure 2). The figures compare favourably with the first reporting cycle when consideration of the plan was only 67%. The results show a continued increase towards a high awareness and application of the East Marine Plans among marine licence applicants.

Figure 2. Proportion of applicants that considered East Marine Plans relevant in their marine license application

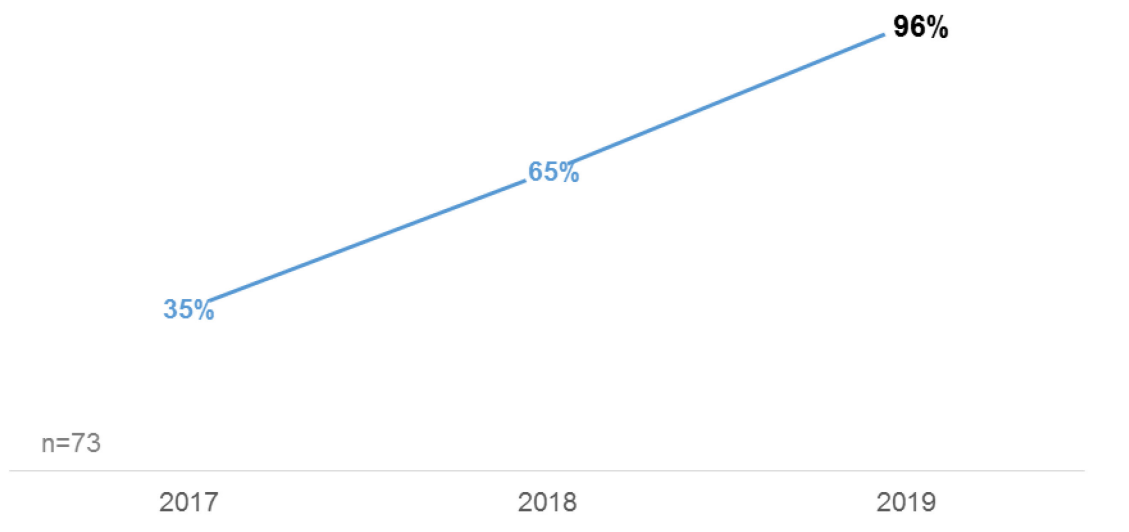


109. To understand the use of the plans at a more granular level, in order to determine which policies are being taken into account and how, an analysis was undertaken of individual policy references in marine licence applications and determinations. From the sample of 73 cases, the overall number of references to individual policies made by applicants in marine licence applications was 125 (39% of sample cases cited at least one plan policy). This has decreased slightly from the actual counts in the first reporting period from a sample of 88 cases where there were 211 policy citations (42% of sample cases cited at least one plan policy). The figures suggest a disconnect between consideration by applicants of the marine plan as a whole and specific reference to individual plan policy within applications, particularly given that overall plan consideration by applicants has increased to 96% from 67%, as discussed above.

110. Within this review period the most referenced policies by marine licence applicants were BIO2 and ECO2, with eight instances each. Both are environmentally focussed policies. Trends at policy citation level highlight that, typically, environmental policies are directly referenced the most, and economic policies the least. This differs from the first reporting period analysis where there was a greater mix of policy reference across economic, environmental and social themes. For applications that did cite specific policies, these tended to focus on those policies relevant to the applicant's own sector in other words, WIND1 and WIND2 for offshore wind applications, in combination with environmental policies. Therefore, not all relevant policies may have been directly addressed, noting that the plan should be considered as a whole.

111. The MMO Marine Licensing function assess compliance with the East Marine Plans for every application. 100% of the 73 sample cases reviewed for the second reporting cycle were recorded as compliant with the East Marine Plans in the final licence determination decision. This suggests that all decisions were taken in accordance with the Plans.
112. Policy level analysis of compliance was limited by the usage of the MPPAT, which contains policy level compliance data. Usage of this tool varied across the reporting period. Since its introduction in August 2017, 24 of the cases analysed (representing 33% of cases in this sample) had not used the MPPAT, and therefore detailed policy level consideration by case officers could not be readily accessed or evidenced as part of this review.
113. Of the remaining sample cases available for detailed policy analysis (49 cases), results showed that 59% of proposals were assessed by the MMO Marine Licensing function to have sufficiently considered all plan policies in their initial marine licence application, 8% of applications were returned to the applicant requiring further information pertaining to one or more plan policies, and 33% had instances of “no records” where no further conclusions can be drawn.
114. A comparison can be made with marine licence applicants’ consideration of the plan as a whole versus reference to individual plan policies (as discussed at the start of this subsection) and consideration of compliance within the MMO’s marine licence decision-making function. This shows that despite 100% of cases recorded as compliant with the plan as a whole, detailed policy level examples of compliance were limited by inconsistent use of the MPPAT and instances of “no records” in the data. This suggests that plan and policy compliance is not always being addressed directly within applications.
115. Overall, use of the MPPAT has still increased since its introduction in 2017 (Figure 3). New training and updates to this process completed in the latter half of 2019 are likely to provide improved evidence to support consideration of policy effectiveness in future.

Figure 3. Proportion of cases demonstrating use of the MPPAT by MMO case teams



116. It is difficult to draw robust conclusions regarding the use of particular policies, using the MMO Marine Licensing function as a proxy, due to multiple limitations. The major limitation, alongside a relatively small sample size, is that in just over a third of cases within the remaining sample available for policy level analysis, there are instances of “no records”. This means that even though all the cases were determined as compliant, a complete analysis of policy level compliance could not be completed. The findings from applicants’ East Marine Plans and policy considerations echo this. In both instances therefore, there is a significant limiting factor on policy effectiveness due to implementation.

117. Examples of improvements put in place or underway include continued use of the MPPAT on all relevant applications and enhancing information that can be extracted from MCMS. Explore Marine Plans will help facilitate implementation through greater accessibility to marine plans and the supporting information.

Stakeholder surveys

118. Response rates varied each year, as did completion rates amongst respondents. In 2014 there were 25 completed responses, in 2016 there were five, in 2018 there were 10, and in 2019, following various efforts to increase returns, there were 27 completed responses from stakeholders. The previous Three-year Report was informed by the 2014 and 2016 surveys. While on each occasion surveys were sent out to 41 relevant decision-makers adjacent to the East inshore marine plan area, responses from other stakeholders were also accepted.

119. In 2018 and 2019, all external decision-makers who responded to the survey (n=7) said that they “consider the East Marine Plans in decision-making in my role”. This includes decisions such as making a determination on a planning permission. Although this shows a complete consideration by external decision-maker respondents, it does not account for other external decision-makers who did not respond to survey requests, as there is no legal compulsion for them to do so.
120. Responses from decision-makers also showed that in 2018, 100% and in 2019 80% of decision-makers either “strongly agreed” or “moderately agreed” that the East Marine Plans were considered in non-authorisation and non-enforcement decisions, such as developing and adopting plans and strategies.
121. Policies specifically identified by decision-makers through survey responses as being the most relevant for decision-making were aggregates (AGG1, AGG2), economic (EC1, EC2) and ports and shipping policies (PS1, PS2). This suggests these policies are being implemented effectively. Some of the policies identified as less relevant in the decision-making process were carbon capture and storage (CCS2), governance (GOV3) and oil and gas (OG1 and OG2) policies.
122. Drawing definitive conclusions from the surveys is complicated by limited response rates, particularly by decision-makers, and a large amount of “don’t know” responses to questions across years. Further, caution is required when comparing the results of the second and first reporting cycle due to changes made to surveys to improve the questions asked.

Terrestrial plans integration

123. The review of terrestrial plans and strategies that border the East inshore marine plan area identified 39 statutory and non-statutory plans, 33 of which were shown to have some level of marine relevance. The 33 included; 21 local plans, six minerals and waste plans, three Local Enterprise Partnership strategies and three designated area plans.
124. For the 21 statutory local plans assessed, those prepared by Local Authorities (not including minerals and waste plans), 52% referenced the East Marine Plans. This is an overall increase on the previous review where the figure stood at 42%.
125. Nine local plans that did not cite the East Marine Plans and were being updated during the previous review in 2016 have since been adopted. Of these, four that had not cited the East Marine Plans now include reference to the East Marine Plans within policies or policy context sections of the local plans.
126. All three designated area Management Plans assessed, including for Areas of Outstanding Natural Beauty and National Parks, cite the East Marine Plans.

127. Of the six minerals and waste plans relevant to the East inshore marine plan area (five have been updated since the previous review in 2016), three cited the plans, which suggests further awareness of Marine Planning and policies in the East Marine Plans could be required.

128. None of the three relevant Industrial Strategies prepared by the Local Enterprise Partnerships cited the East Marine Plans. Further implementation work with Local Enterprise Partnerships is being undertaken to progress use and integration with the East Marine Plans.

129. The following case study provides specific examples of how the East Marine Plans have been integrated into a variety of plans and strategies.

CASE STUDY: Integration with other plans

The first Three-year Report highlighted that the East Marine Plans were beginning to be taken account of and integrated into relevant terrestrial plans. This trend of increasing integration is shown to continue in the following examples:

The Broads Authority adopted their revised Local Plan which now includes references to the East Marine Plans and marine-related policies including MPAs, tourism and recreation, heritage assets and seascape.

East Suffolk Council have developed the [Waveney Local Plan](#) and the [draft Suffolk Coastal Local Plan](#), and have actively taken action to demonstrate how they have aligned their plans with marine plan objectives. There are also references to marine plan policies within local plan policies.

The Environment Agency have used the East Marine Plans in the delivery and development of flood risk management strategies, for example, Humber Flood Risk Management Strategy, particularly in Sustainability Appraisals and Strategic Environmental Assessments.

[Shoreline Management Plans](#) (SMPs) are currently going through a national refresh, and Coast Protection Authorities such as East Riding of Yorkshire Council have taken account of the East Marine Plans in relation to the refresh for [the Flamborough Head to Gibraltar Point Shoreline Management Plan](#), linking marine plans, local plans and the SMPs.

130. Monitoring in the second reporting cycle has shown there is continued progress towards integration of the East Marine Plans with terrestrial plans and strategies, as evidenced by citations and references in relevant plans. However, not all local plans were found to take marine plans into consideration. Frequently this relates to when the review and updating of these local plans is scheduled. One such example of this is North Lincolnshire Council where their local plan was adopted

prior to the East Marine Plans. The council is in the process of developing a new local plan and the MMO has fed into their consultation and provided an implementation session to ensure the new plan aligns with the East Marine Plans.

131. The monitoring of implementation of marine plans could be expanded to include non-statutory sources such as guidance that may include specific references to the East Marine Plans not present in statutory plans, and information gathered from decision-makers at events like implementation workshops.

4.3 Concluding statements

132. Findings in this second reporting cycle have shown that consideration of the East Marine Plans by marine licence applicants has increased to almost 100%, which indicates that awareness of the plans is high.

133. The MMO Marine Licensing function's assessment of marine plan policy compliance has increased to almost 100% since the introduction of the MPPAT in 2017. Use of the tool will continue to play a key part in future reporting cycles and the monitoring of policy use.

134. Applicants' proposals show more limited consideration of individual plan policies, which contrasts with the high level of policy compliance reported by the Marine Licensing function in assessing proposals. This disparity suggests that policy compliance is frequently addressed via complementary or existing measures rather than explicitly supported by policy citations. For example, an applicant's assessment of impacts on a designated site may be made without reference to the MPA1 policy within the application. Where this is the case, it limits the ability to fully draw out conclusions on the effectiveness of individual policies.

135. This second reporting cycle has evidenced an increased integration of the East Marine Plans with terrestrial plans and strategies. Over 50% of relevant plans make appropriate reference to the East Marine Plans compared to around 40% of a small subset of plans in the first reporting cycle.

136. Survey responses show that decision-makers external to the MMO are considering the East Marine Plans in their decision-making roles and when developing plans and strategies. Alongside this some qualitative insights into the relevance and effectiveness of particular policies was gained. However, significant limitations with surveys are such that detailed or more robust assertion regarding policy usage cannot be made.

137. The second reporting cycle findings have shown improvements in how the plan and policies are considered and applied, and in associated monitoring. In many instances data now exist to make comparisons against the first reporting cycle, which has highlighted improvements in a number of areas.

138. Limitations remain, which can and are being addressed by improvements in respect of implementation and associated monitoring processes (see section 4.2 for detail). However, many aspects of effective implementation will continue to require significant effort since, under the legislation, it is for external decision-makers to ensure compliance with the marine plans and not the MMO. Furthermore, external decision-makers do not have a duty to provide monitoring information or returns.

5 Outcomes

5.1 Background to outcome monitoring

139. Outcome monitoring assesses progress towards the intended impact (real world changes) of the marine plans, having determined (through process monitoring, see section 5) that the plans are being used and implemented through decision-making. Specifically, by reference to Section 61 of the MCAA 2009, outcome monitoring assesses progress towards plan objectives (Section 61(3)(c)), and therefore the contribution towards relevant HLMOs (Section 61(3)(d)), as well as the effect of plan policies that underpin achievement of relevant plan objectives (Section 61(3)(a)).

140. Outcome monitoring is focussed on the 'steps' in the logic model where the influence of the plans is indirect and where other factors or measures may influence the observed impacts – marine plans are not the sole instrument of change. However, where there is progress towards an objective, policies in support of that objective are having an intended effect, and there is evidence of those policies being applied through plan implementation, we can connect the steps in the logic model. On the assumption that the relevant plan policies are making a contribution to achieving objectives, we can then make an assessment of the effectiveness of plan policies (Section 61(3)(b)).

141. Each policy contributes to one or more of the East Marine Plans' objectives, see [Annex B](#). The approach to outcome monitoring focuses on policy specific effects. These findings are aggregated under the relevant objectives to enable an evaluation of progress towards the objective as a whole. As a result of this approach, policy findings will correspond with objective level findings, unless there is conflicting evidence from multiple contributing policies. A different approach applies to Objectives 10 and 11. Whilst Objective 10 is supported by specific policies it also reflects 'integration' more generally as a result of applying the plans as a whole. Objective 11 depends on progress in developing the evidence that underpins the East Marine Plans and their implementation.

142. Outcome monitoring is supported by data driven indicators and survey responses:

- Data driven indicators derive findings from sources both internal and external to the MMO. An example of an external source is the [Office for National Statistics](#). An example of an internal source is the MCMS. Data from 37 indicators (including sub indicators) have been analysed. Of these, 29 monitor policy specific outcomes. These are discussed under Objective 1 to Objective 9, in some cases indicator data may be relevant to multiple policies. The remaining eight indicators monitor plan or objective level effects (or the “wider effects of marine planning”) and are not policy specific. These support the assessment of Objective 10 and Objective 11.
- Survey responses have been collected from stakeholders external to the MMO, over 2014, 2016, 2018 and 2019. For 2018 and 2019 semi-structured interviews were carried out which have been used to inform case studies and key informant statements in this Three-year Report. Survey and interview outputs are included only where the findings add value to data driven indicator findings associated with policies or objectives. Policy specific survey questions were included for 17 of the 38 policies.

143. Monitoring findings are improved where data is available for periods before adoption (baseline) and an extended period after this. Given the scale and timeframe of marine plans, data required to measure progress towards objectives have extensive collection, analysis and reporting requirements. Following adoption of the amended approach to monitoring (discussed in section 2.3), more data is available than for the first Three-year Report to demonstrate policy effects and therefore progress against objectives.

5.2 Outcome monitoring findings by East Marine Plans’ objectives

144. This section discusses what the outcome monitoring shows. Findings are presented by objective with each sub-heading addressing, in order:

- Policy effects for primary contributing policies.
- A summary of policy effects for secondary contributing policies.
- Policy effectiveness for primary and secondary contributing policies, where the data supports it.
- A summary of progress towards the plan objective and a comparison to the previous reporting period.
- Limiting factors and areas for further improvement, such as more policy-specific data to make more robust conclusions on policy effectiveness.

145. Findings for **progress towards Plan objectives are highlighted in bold text**. A summary of findings for all objectives, including a list of all contributing policies, can be found in [Annex B](#).
146. Policy wording and indicator findings for all contributing policies can be found in [Annex D](#).
147. Individual policies often contribute to many objectives. They may be a primary contributing policy to one objective and a secondary contributing policy to others. Therefore only a brief summary of secondary contributing policies is presented under each objective header.
148. Limitations associated with findings drawn from survey responses, such as low and variable response rates, reduced the reliability of surveys based on findings when compared to data driven indicators. Therefore, survey results have not been discussed for each objective where sufficient information was available on policy effects/objectives without survey findings or where survey responses did not present clear findings.

Objective 1: To promote the sustainable development of economically productive activities, taking account of spatial requirements of other activities of importance to the East marine plan areas

149. [EC1](#) is the primary contributing policy to Objective 1. Monitoring of this policy provides the primary basis for reporting on progress towards the objective. The effect of the policy is indicated through Gross Value Added (GVA) in the East marine plan areas.
150. There has been an increase in GVA across various marine sectors in the East marine plan areas since plan adoption. The most notable increases in marine sector GVA have been in fisheries and telecoms and communications and renewables. This suggests that an effect is being made in line with the policy intent.
151. There are 23 secondary contributing policies for Objective 1. Monitoring data shows positive effects for 14 and neutral effects for three. The remaining six policies either had no data or were reliant on limited survey responses. Most policies relate to the objective by taking account of spatial requirements for their own and other marine sector activities. Positive effects are shown by an increase in proposals evidencing compatibility with other activities where required or in some cases providing further justification or mitigation where displacement may occur.
152. The findings above suggests that these policies are effective in contributing towards objective progress. However, there are exceptions. For example, the

neutral finding for PS1 suggests the policy may not be preventing encroachment on navigation routes. This may be due to inadequate policy implementation. Further discussion regarding implementation of spatial policies is included in the case study (Taking account of spatial requirements through compatibility) under Objective 2.

153. Monitoring evidence therefore indicates that positive progress towards Objective 1 is being made, as compared to the previous reporting period where there was insufficient evidence.

154. Limitations remain with monitoring and implementation of contributing policies. Improvements could be made to monitoring, to more reliably apportion the contribution of individual marine sectors, such as the growth in offshore wind, to economic performance as indicated by increased GVA. Currently this may include contributing terrestrial factors. With regards to implementation, there is evidence to suggest that in many cases relevant spatial plan policies are not taken account of. This emphasises the need for continued engagement and support with implementation and tools such as Explore Marine Plans.

Objective 2: To support activities that create employment at all skill levels, taking account of the spatial and other requirements of activities in the East marine plan areas

155. [EC2](#) is the primary contributing policy to Objective 2 and therefore monitoring of the policy provides the primary basis for reporting on progress towards the objective. The effect of this policy was monitored through assessing employment trends by sectors relevant to the East Marine Plans.

156. There has been an increase in marine sector employment since the adoption of the East Marine Plans. Figures rose from 71,000 in 2015 to 74,000 in 2018. However, a consistent trend is not apparent with highest employment figures shown in 2016. By sector, data shows that from 2015 to 2017 there has been an increase in employment in aquaculture, coastal protection, coastal tourism and recreation, navigational dredging, fisheries, oil and gas, ports and shipping and the telecoms and communications sectors. In these same time periods, there was a decrease in employment in aggregates and defence sectors and no change in employment in the renewables sector. This suggests some positive effects associated with EC2 have been realised since plan adoption however, a consistent trend is not apparent due to variability across sectors and time.

157. There are 25 secondary contributing policies. Similarly to Objective 1, many of these seek to ensure that the spatial requirements of relevant activity are taken account of by proposals for other activities; this is discussed in more detail in the case study below. Monitoring data shows positive effects for 16 policies and

neutral effects for four policies. There is no data or only limited survey responses available to monitor the remaining five policies.

158. Monitoring data shows largely positive progress towards securing Objective 2, as compared to the previous reporting period where there was insufficient evidence.

159. The same limitations and improvements discussed under Objective 1 apply to both primary and secondary contributing policies under Objective 2.

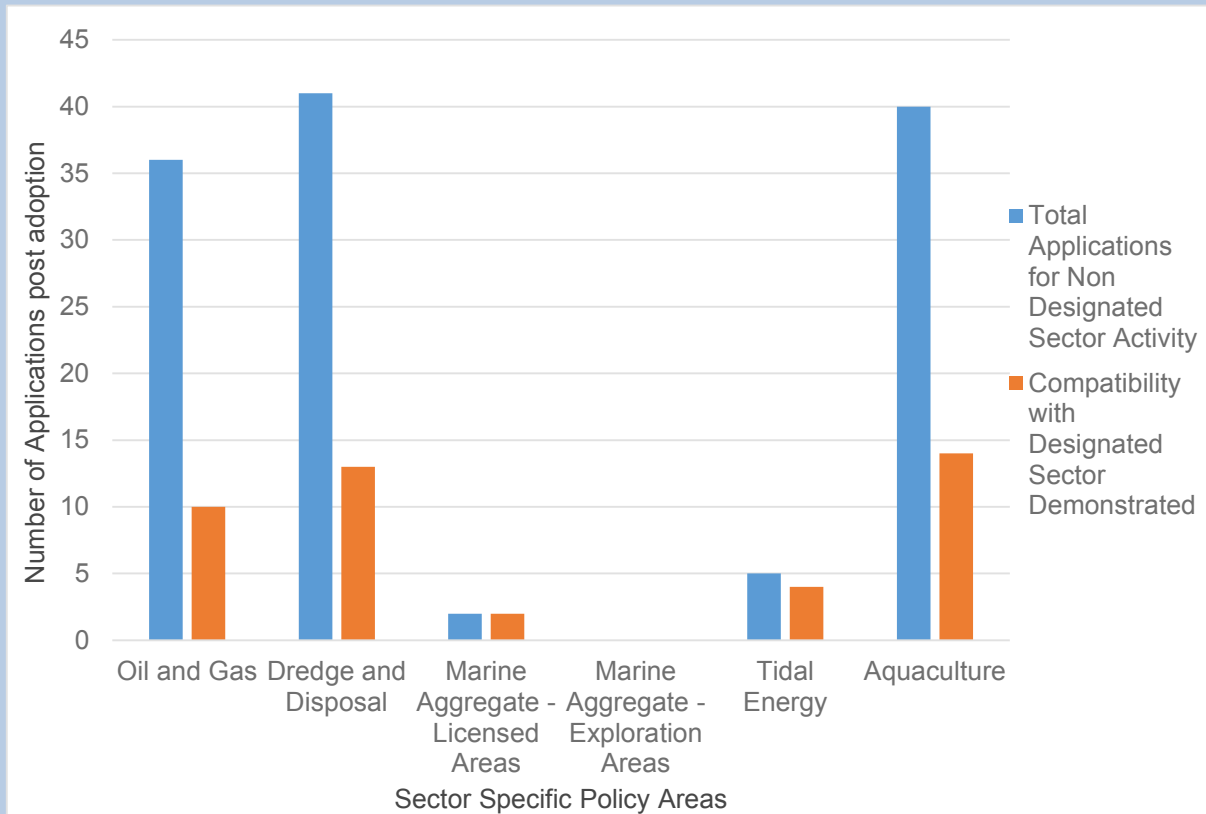
CASE STUDY: Taking account of spatial requirements through compatibility.

The East Marine Plans should provide a clearer framework to account for relevant considerations. The aim of a number of spatially specific policies within the East Marine Plans is to safeguard areas for a specific sector's activities, and thereby support economic performance. In many instances this is achieved not by excluding an activity but by ensuring other proposals demonstrate compatibility with the safeguarded sector or activity. This is supported by a general policy (GOV2) to promote co-existence as well as sector specific policies such as OG1.

Taking account of spatial requirements is of particular relevance to Objectives 1, 2 and 10. Multiple monitoring indicators, survey questions and interviews addressed these considerations. Spatial and case specific data was obtained from marine licences and survey questions focussed on co-existence.

Asked whether they had seen an improved consideration of opportunities for co-existence, stakeholder responses were mixed. However, one stakeholder from the aggregates sector stated that "Coexistence is now discussed far more when we are meeting with our regulators and advisors than it ever has been. It's something that the marine planning process has started to highlight as one area where management is required to try and use the sea area that we have as efficiently as possible."

Figure 4. Number of licence applications for developments other than the sector shown within locations safeguarded or identified as important for that sector since plan adoption together with the number that demonstrate compatibility



Evidence of sector specific compatibility considerations being made represent positive effects associated with those sector specific policies. Despite positive findings that demonstrate instances of this occurring (see Figure 3), the licensing data shows that compatibility is frequently not demonstrated by proposals when policy guides that it should be. This shows that the effectiveness of these policies in contributing towards progressing objectives is limited and that this is potentially due to a lack of implementation.

A specific limitation is that these findings show instances only where sector specific policy considerations have been made explicitly. Therefore, instances where compatibility was not demonstrated do not necessarily equate to a potential conflict.

Despite areas for improvement needed both in monitoring and implementation, the data shows positive impacts and improved consideration of spatial requirements associated with Plan use, which is seemingly corroborated by stakeholder feedback.

Objective 3: To realise sustainably the potential of renewable energy, particularly offshore wind farms, which is likely to be the most significant transformational economic activity over the next 20 years in the East marine plan areas, helping to achieve the United Kingdom’s energy security and carbon reduction objectives

160. [EC3](#) is the primary contributing policy to Objective 3 and therefore monitoring of the policy provides the primary basis for reporting on progress towards the objective. The effect of the policy is assessed through the installed capacity (Mega Watts – MW) of offshore wind and a survey question on the need for proposals to support offshore wind energy generation.
161. There has been an increase of 107% (1,607.4 MW) in installed offshore wind capacity in the East marine plan areas since plan adoption, and a 75% increase since the previous Three-year Report. This indicates progress is being made towards Objective 3 and suggests the policy is having its intended effect. Survey responses provide supporting evidence to show the policy effect is being achieved, however this is limited by a lack of survey data for this policy area over preceding years.
162. There are eight secondary contributing policies to Objective 3. Of these, four indicators suggest positive effects aligned with policy intent. The remaining four policies either had no data or were reliant on limited survey responses. A level of effectiveness is demonstrated for a number of the contributing policies. However a lack of monitoring data prevents definitive conclusions being drawn for all policies.
163. **Monitoring data therefore shows positive progress towards securing Objective 3**, this is consistent with progress shown during the previous reporting period. However, this relies heavily on the findings associated with the effects of primary contributing policy EC3.
164. The reliance on primary contributing policy findings highlights a limitation in monitoring efforts for this objective. Improvements could be made by further development of monitoring indicators for secondary contributing policies and improved survey methodologies.

Objective 4: To reduce deprivation and support vibrant, sustainable communities through improving health and social well-being

165. [SOC1](#) is the primary contributing policy to Objective 4. It aims to support access and promote social activities. Monitoring of policy effects provides the basis for reporting on progress towards the objective. Policy effects are indicated through a decline in legal challenges or major complaints associated with this policy.

166. It is a positive finding to note an absence of legal challenges or major complaints across both three-yearly reporting periods since plan adoption. This suggests that application of SOC1 has helped minimise the displacement of social activities. However, whilst baseline data on access to the coast and marine area exists, it is not appropriate to compare the current monitoring findings to it, as the indicator for SOC1 relies on the policy being in place.

167. Objective 4 is supported by 15 secondary contributing policies. Monitoring data shows positive effects for seven policies, neutral effects for two and negative effects for one. There is no monitoring data available for the remaining five policies. Where data is available the findings suggest variability in the effectiveness of the contributing policies.

168. **Monitoring data shows some positive evidence regarding progress towards securing Objective 4**, consistent with progress shown for the previous reporting period. This progress has been predominantly demonstrated using monitoring data for secondary contributing policies, particularly those that are related economically.

169. Limitations with monitoring prevent a more robust commentary being provided against contributing policies and the objective. An example of this is the SOC1 indicator, which omits potentially useful data and is relatively narrow in scope. Improvements could be made to the indicator where it may be feasible to expand monitoring to capture the number of objections or minor complaints received against a proposal. Alternatively, further development of alternative indicators can be undertaken to more adequately address the scope of this objective and its contributing policies.

Objective 5: To conserve heritage assets, nationally protected landscapes and ensure that decisions consider the seascape of the local area

170. There are two primary contributing policies for Objective 5; [SOC2](#) and [SOC3](#). The effects of these policies are indicated by the effects of developments on heritage sites as well as visual resource and less development areas.

171. Findings for SOC2 show an increase in the number of heritage assets being added to the [Heritage at Risk Register](#) located within 300 metres of licensed proposals that are deemed capable of impacting the heritage assets, such as dredge and disposal activities. The number of assets added to the register almost doubled between 2016 and 2018. This shows an effect that is the reverse of the intent of the policy, as it suggests negative impacts on heritage assets are increasing. However, at present, the level of detail in the data recorded does not allow for confirmation whether this is due to the influence of external factors or a lack of successful implementation.

172. Findings for SOC3 show a small reduction in the number of new proposals submitted in areas characterised as less developed (from 6.6% to 4.4% of proposals). The proportion of proposals exceeding defined visibility thresholds, also reduced (from 40% to 15%). These findings suggest the intended effects of the policy are being realised.

173. Objective 5 has two secondary contributing policies; [TR1](#) and [TR3](#). Monitoring data shows an increase in the number of tourism and recreation businesses, although the number of employees in coastal tourism and recreation has fluctuated rather than increased. Sector diversity remained steady between 2015 and 2018. Findings suggest neutral or limited positive effects that appear to align with the policies' aims. Overall the policy findings suggest that contributing policies are effective, with the notable exception of SOC2.

174. Monitoring data shows positive evidence of progress towards securing Objective 5, improving on the previous three-year reporting period where there was insufficient data available to show progress.

175. Limitations with current monitoring prevent a thorough understanding of the effects observed for SOC2. Therefore more detailed monitoring may support a future assessment of the effectiveness of the policy in contributing toward this objective. Improvements therefore could be made to the associated indicators, for example, it may be possible to gather data on changes in the condition status of heritage assets close to licensed activities, to highlight where the policy may not be being implemented effectively or where the effects observed are attributable to external factors.

Objective 6: To have a healthy, resilient and adaptable marine ecosystem in the East marine plan areas

176. There are two primary contributing policies to Objective 6; [ECO1](#) and [ECO2](#). Policy effects are monitored using survey questions focussed on consideration of cumulative effects and the release of hazardous substances due to collision risk.

177. Findings for both ECO1 and ECO2 show agreement from stakeholders across survey years that there has been an improved consideration of cumulative impact and risk of release of hazardous substances due to collision risk. However, it is not possible to draw robust conclusions on whether these policies are having the intended effects due to the survey limitations and the lack of indicator data for the primary policies.

178. Objective 6 is supported by seven secondary contributing policies. Findings suggest positive effects associated with one policy ([DD1](#)), neutral effects associated with four policies and no data for two of the secondary contributing policies. Limitations with data and monitoring methodologies mean it is difficult to

draw robust conclusions from the findings with regards to the effectiveness of policies.

179. Although assessment towards plan objectives relies on monitoring of contributing plan policies, it is appropriate to note other relevant data particularly given the narrow focus to the policies and/or the limited monitoring data collected for them. In particular, as seven of the Marine Strategy's GES descriptors are relevant to Objective 6 (see [Annex B](#)), for example contaminant levels and marine litter, it is pertinent to refer to the recent summary of progress towards GES (see section 2.4 for limitations in aligning scale of this assessment with the East marine plan areas). For these descriptors just over half demonstrate positive progress. For the remaining descriptors there is either negative or unknown progress towards GES, at the Greater North Sea scale.
180. There is limited evidence that some policies are having an effect which, alongside the findings for GES descriptors, provides an **indication of partial progress towards the objective**. However, it is not possible to draw robust conclusions about the links between these and therefore the effectiveness of policies.
181. The limited findings for this objective could be partly addressed by improved monitoring, for example on the effect of particular specific policies or disaggregating assessment of GES to the level of the plan areas. However the findings also reflect limitations with plan content. There are too few policies covering too few elements of the ecosystem to support the broad scope of the objective (see paragraph 88 for examples when compared to more recent marine plans). This could only be improved via an update to the East Marine Plans.

Objective 7: To protect, conserve and, where appropriate, recover biodiversity that is in or dependent upon the East marine plan areas

182. [BIO1](#) and [BIO2](#) are the primary contributing policies to Objective 7. The effects of these policies have been monitored through assessment of the spatial coverage of priority habitats as well as survey questions focussed on two separate elements for these policies; maintaining biodiversity and enhancing biodiversity.
183. Spatial extent of four priority habitats (coastal saltmarsh, coastal sand dunes, saline lagoons and reed beds) have marginally increased in the East marine plan areas from 2014 to 2019. However, data underpinning this finding is limited by the extended time period over which it is generated as well as the frequency and location of habitat surveys.
184. Survey responses suggest an improved consideration of biodiversity. An increase in the proportion of positive responses was noticeable across 2018 and

2019 which further supports this perceived improvement. However, the overarching limitations of stakeholder survey data and the indicator specific limitations noted above, mean it is uncertain whether the intended policy effects are being realised.

185. There are seven secondary contributing policies, of which only two showed positive effects in line with policy intent. The remaining policies had either limited data or were reliant on survey responses only.
186. Objective 7 also relates to three of the Marine Strategy's GES descriptors (see explanation in Objective 6), for example; Descriptor 1: biological diversity which is reported on through ecosystem components such as cetaceans and birds. Progress is mixed or unclear for all three relevant descriptors and their associated components. Therefore at the Greater North Sea scale progress towards GES is not consistent and therefore does not strongly support a clear conclusion regarding progress towards the objective.
- 187. Monitoring data shows limited progress as demonstrated by the effect of the primary policies and supporting survey responses. Mixed or inconclusive findings associated with progress towards GES supports a conclusion of partial progress towards securing Objective 7.** Despite limited findings the development of this indicator data does represent an improvement over the previous reporting period where no data was available.
188. Limitations exist with both monitoring and plan content. Reliability with monitoring could be improved through increasing the number of survey respondents and improved data for the extent of priority habitats. This would improve assessment of the link between policies, objectives and wider impacts. Limitations with plan content reflect those raised previously under Objective 6; there are too few policies covering too few elements of the ecosystem to support the broad scope of the objective (see paragraph 85 for examples when compared to more recent marine plans). This could only be improved via an update to the East Marine Plans.

Objective 8: To support the objectives of Marine Protected Areas (and other designated sites around the coast that overlap, or are adjacent to the East marine plan areas), individually and as part of an ecologically coherent network

189. [MPA1](#) is the primary contributing policy for Objective 8. The effect of the policy is indicated by the trend in the result of condition assessments for MPAs over time. Policy findings are supported through a survey question that sought to identify if consideration of the MPA network had improved.
190. Positive survey responses across all years suggest consideration of the MPA network has improved. However, the proportion of MPA classified as destroyed,

part destroyed, favourable and unfavourable recovering have all remained the same when compared with baseline data. The proportion of area classified as unfavourable declining has increased in comparison with the baseline. Very few condition assessment have been updated from 2014 onwards. Taken alongside the over-arching limitations of the survey monitoring and the limitations of the condition assessment data outlined above, monitoring data for this policy cannot demonstrate a clear effect for MPA1 and therefore effectiveness in contributing to progressing the objective.

191. There are seven secondary contributing policies that support Objective 8, of which two show positive effects and two show neutral or limited findings. There is no data, aside from survey responses, for the remaining three.

192. Monitoring data for policy effects provide limited or inconclusive evidence suggesting limited or neutral progress towards securing Objective 8.

Despite limited findings there is an improvement in reporting over the previous period where no data was available.

193. The ability to show progress towards this objective is limited by monitoring data and plan content. It is expected that indicator data will improve as further condition assessments are undertaken, although this maintains reliance on third party survey data. Regardless of monitoring improvements, limitations will persist in relation to plan content, too few contributing policies, with restricted scope, impact the ability to link policy contribution with progress towards the wider objective (see paragraph 85 for examples when compared to more recent marine plans). Therefore, ongoing improvements to monitoring methods are required alongside a consideration of policy updates.

Objective 9: To facilitate action on climate change adaptation and mitigation in the East marine plan areas

194. The primary contributing policies are [CC1](#) and [CC2](#). Findings for these are limited to a survey question that aims to establish if there has been an improvement in consideration of climate change adaptation measures.

195. Survey responses suggest an improvement in consideration of climate change adaptation measures in 2018 but this dipped in 2019. The limited survey findings mean it is not possible to draw firm conclusions about the effect of the policies and their contribution towards progress on the objective.

196. Objective 9 is supported by seven secondary contributing policies. Positive effects are shown for three policies, limited or neutral effects for two and no data for two policies. The effects are significant for policies, such as [WIND2](#) and [EC3](#), which support climate change mitigation through transitioning to a low carbon economy. Six Round 3 offshore wind proposals have received planning permission in the East marine plan areas. This will continue to contribute to

offshore wind capacity (MW) in the East marine plan areas, which has seen a 75% increase since the previous Three-year Report. [CCS2](#), however, has had no discernible effects as there have been no instances of proposals coming forward. This finding shows variability in the effectiveness of contributing policies.

197. Policy effects suggest positive progress is being made towards Objective 9, as supported by the secondary contributing policy findings. The findings under this objective are closely linked with those under Objective 3. This is consistent with progress shown during the previous reporting cycle.

198. Limitations exist with the implementation and monitoring of the primary contributing policies. However that may be assisted by changes to plan content to make the wording of the policies more specific, for example to avoid impacts on existing uses or habitats that provide carbon sequestration.

Objective 10: To ensure integration with other plans, and in the regulation and management of key activities and issues, in the East Marine Plans, and adjacent areas

199. [GOV1](#), [GOV2](#) and [GOV3](#) are the primary contributing policies for Objective 10. The effects of GOV2 are indicated through the number of associated legal challenges along with survey questions supporting all three policies. However the objective is broadly supported through the implementation of all policies of the East Marine Plans along with their integration with other plans, as discussed in section 4.2. As a result, the effects of contributing policies along with broader objective level indicator findings are shown.

200. It is a positive finding to note an absence of legal challenges or major complaints in relation to co-existence (GOV2) in the East marine plan areas since adoption of the East Marine Plans. This suggests that intended policy effects are being realised and is explored further in Case Study: Taking account of spatial requirements through compatibility. This is further supported by survey responses. Across all years they indicate improved consideration of the primary contributing policies areas, in particular; co-existence and the provision of infrastructure. However, survey responses regarding the consideration of GOV3 (avoiding displacement) appear inconclusive.

201. Section 4.2 shows an improvement of integration as demonstrated by an increase in local plans and strategies citing the East Marine Plans; increasing from 42% in 2016 to 55% in 2019. The benefits of improved integration should be realised through increased efficiency as proposals and associated decisions are guided by plan policy. Processing time for marine licence applications has been used as an indication of efficiency, showing an overall increase in time taken for determinations since plan adoption. This finding is limited as it fails to account for the influence of other external factors in marine licence decision-making.

However, it does suggest that improved efficiency as a result of an integrated plan led approach is not yet being realised.

202. **Policy specific and non-policy specific findings suggest progress is being made towards Objective 10.** This is demonstrated by continued integration with other plans as well as through the effects of GOV policies, particularly GOV2 which suggests an improvement in consideration of co-existence.

203. Limitations in the monitoring of primary policies could be improved through developing other data driven indicators and enhancing the stakeholder survey methodology. Areas for improvement also remain with implementation and integration (see examples underway or planned in sections 5.2 and 5.3).

Objective 11: To continue to develop the marine evidence base to support implementation, monitoring and review of the East Marine Plans

204. Objective 11 is not policy specific and therefore monitoring progress towards it is indicated through updates and changes to the marine evidence base, user interactions and the wider effects associated with marine planning.

205. There has been an increase in MMO evidence projects from 31 in 2014 to a total of 57 by 2019 with 12 during the period of the second Three-year Report. These were carried out both independently by the MMO and through partner led projects. Quite a few of these are directly or indirectly relevant to the East marine plan areas. The average quality assurance score for items on the marine evidence base overall has increased from 82% in 2017 to 84% in 2019.

CASE STUDY: Explore Marine Plans

The Explore Marine Plans service was developed between 2017 and 2019 to replace the Marine Information System. Explore Marine Plans brings marine plan data and policy information into a single service, allowing the user to overlay and interact with policy data. The policy search tool within Explore Marine Plans also allows users to identify policies that are relevant to their location of interest.

Explore Marine Plans was developed in line with the GDS Standard and involved over 200 stakeholders to identify and test user needs. Data management within the service has been improved and where possible the service draws in data as a feed, directly from data owners, reducing the requirement on the MMO to update and maintain datasets. Following approval by the Government Digital Service the new service went live in autumn 2019. In line with GDS requirements and good practice, the service will be kept under review and enhanced in response to user feedback, where possible and subject to resourcing.

206. With regards to user engagement, web analytics showed a slight increase in the unique visitor numbers to the East Marine Plans webpage from 2017 to 2019, with a range of 1431 to 1483. The average time on the page decreased in 2019 from 03:34 in 2017 to 01:00 in 2019. Unique page views of the East section of Marine Information System (MIS) peaked in 2018 at 2738. The service migrated to Explore Marine Plans in 2019, so data available for MIS in 2019 does not represent a full year, with Explore Marine Plans data not included in this review. The slight increases in visitor numbers could suggest an increase in user access of the evidence base of the plans demonstrating progress towards Objective 11.

207. Social media analytics showed blog views were highest in 2019 at 50,354. Total engagement on Facebook has increased from 70 to 146. There was a decrease from 502 total Likes and Retweets on Twitter in 2016 to 244 in 2019. This demonstrates overall positive progress in using social media to support the implementation of the East Marine Plans with the exception of Twitter at this time.

208. **Monitoring data suggest progress is being made towards Objective 11**, as supported by improvements to the marine planning evidence base. This aligns with progress demonstrated during the previous reporting period. However, engagement has been shown to be variable which emphasises the continued importance of stakeholder engagement to support use of the plans.

5.3 Concluding statements

209. **Positive progress has been made against eight objectives, partial progress for two objectives (6 and 7) and no clear progress for the remaining three objective (8)**. This is an improvement on the first three-year reporting period when only six objectives could be reported on with progress demonstrated for only five of them. Progress on plan objectives makes a contribution to the relevant HLMOs of the MPS, as related in [Annex C](#). The findings suggest that the East Marine Plans are making a contribution towards most if not all of the HLMOs.

210. Compared to the first Three-year Report, the improved approach to monitoring and improved evidence base enables some reporting on policy effects. The effects of specific policies have been shown to support progress towards 10 objectives (1-10). Findings for four objectives (6, 7, 10 and 11) have also been shown through wider or objective level effects.

211. The strength of evidence for policy effects and the degree to which primary and secondary policies show positive effects is variable for different reasons. For example, the primary and secondary policies for Objectives 1 and 2 generally show positive progress and effects although limitations in the data are still noted. The primary policy for Objective 3 shows positive effects but data is available for only three of the eight secondary policies (showing a positive effect) although

stakeholder survey findings suggest there may be more of an effect than the data suggests. The evidence for effects of plan policies in support of Objectives 6, 7 and 8 is more mixed partly due to limitations in survey data from third parties relied upon to report on effects and partly as a result of plan content, in other words, the narrow scope of the policies underpinning the objectives.

212. Compared to the first Three-year Report, the improved approach to monitoring and available evidence enables some assessment of the effectiveness of policies as evidence is now available both for progress on objectives and the effect of some policies. Where there are positive results for the effect of policies that support objectives which have progressed, it can be inferred that those policies are demonstrating a degree of effectiveness in securing such progress, particularly where process monitoring (section 4.2) shows improved consideration and application of relevant policies. Even based on this assumption, the strength of the link between policies and objectives varies. However, providing robust evidence for effectiveness remains challenging, partly due to the limitations highlighted in respect of reporting on objectives and policies but also due to the challenge of distinguishing between the influence of other factors as opposed to the East Marine Plans. In addition, there is evidence that some policies are not being 'effective' either as they do not appear to have been fully taken account of in implementation, for example OG1, or because the policy is becoming out of date and needs revising, for example WIND2.
213. Despite these challenges, the improvements to the monitoring approach have enabled a more granular evaluation of the impact of the East Marine Plans. The approach has enabled reporting against all of the Plans objectives compared to the previous review in which only five out of 11 objectives were reported against. The findings overall suggest at a broad level that the policies of the East Marine Plans are making a positive contribution towards securing the plan objectives and that these in turn are making a contribution towards the relevant HLMOs.
214. The revised approach, increased evidence available and further experience of applying the marine plans has also highlighted limitations and opportunities for improvement, in monitoring, implementation, or plan content.
215. For monitoring limitations there are a range of improvements that can (and are being) made to secure more comprehensive and robust evidence, whether in the development of indicators and the data relied upon or in monitoring surveys undertaken by the MMO (see detail under each objective in section 5.2).
216. Where implementation is identified as a limiting factor, further improvements can (and are being) made to address consideration and application of plan policies even where they do not need revising or updating (see section 4.2). In future, closer tracking of the application of policies and the resulting effect through the

logic chain should provide a clearer picture of effectiveness towards securing objectives.

217. Where plan content itself is a limiting factor this is likely to affect implementation and monitoring. Implications for plan content include where the scope of supporting policies is too narrow, for example Objectives 6,7 and 8, or the policies need to be updated, for example WIND2. Any improvement in this regard should be made when amending or replacing the East Marine Plans.

6 Next Steps

218. There have been improvements in both the monitoring approach and results since the first Three-year Report. These have enabled a better evaluation of the impact of the East Marine Plans in the second Three-year Report. Further improvements to monitoring, implementation and plan content have been identified to address outstanding limitations.

219. As discussed in the preceding sections of this report, improvements are underway or planned for implementation and monitoring. Changes to address plan content can only be considered further when amending or replacing the East Marine Plans.

220. Context monitoring provides compelling evidence to suggest that an update of the plans, including their objectives and policies, should be considered.

221. Informed by this report, the MMO will provide a recommendation to ministers on whether or not to amend or replace the East Marine Plans. Ministers will then make a decision, taking account of the MMO's advice and the second Three-year Report.

Annex A High level marine objectives

Table 1. The HLMOs from the MPS

Achieving a sustainable marine economy

1	Infrastructure is in place to support and promote safe, profitable and efficient marine businesses.
2	The marine environment and its resources are used to maximise sustainable activity, prosperity and opportunities for all, now and in the future.
3	Marine businesses are taking long-term strategic decisions and managing risks effectively. They are competitive and operating efficiently.
4	Marine businesses are acting in a way which respects environmental limits and is socially responsible. This is rewarded in the market place.

Ensuring a strong, healthy and just society

5	People appreciate the diversity of the marine environment, its seascapes, its natural and cultural heritage and its resources and can act responsibly.
6	The use of the marine environment is benefiting society as a whole, contributing to resilient and cohesive communities that can adapt to coastal erosion and flood risk, as well as contributing to physical and mental wellbeing.
7	The coast, seas, oceans and their resources are safe to use.
8	The marine environment plays an important role in mitigating climate change.
9	There is equitable access for those who want to use and enjoy the coast, seas and their wide range of resources and assets and recognition that for some island and peripheral communities the sea plays a significant role in their community.
10	Use of the marine environment will recognise, and integrate with, defence priorities, including the strengthening of international peace and stability and the defence of the

	United Kingdom and its interests.
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Living within environmental limits

11	Biodiversity is protected, conserved and, where appropriate, recovered, and loss has been halted.
12	Healthy marine and coastal habitats occur across their natural range and are able to support strong, biodiverse biological communities and the functioning of healthy, resilient and adaptable marine ecosystems.
13	Our oceans support viable populations of representative, rare, vulnerable, and valued species.

Promoting good governance

14	All those who have a stake in the marine environment have an input into associated decision-making.
15	Marine, land and water management mechanisms are responsive and work effectively together, for example through integrated coastal zone management and river basin management plans.
16	Marine management in the UK takes account of different management systems that are in place because of administrative, political or international boundaries.
17	Marine businesses are subject to clear, timely, proportionate and, where appropriate, planned regulation.
18	The use of the marine environment is spatially planned where appropriate and based on an ecosystems approach which takes account of climate change and recognises the protection and management needs of marine cultural heritage according to its significance.

Using sound science responsibly

19	Our understanding of the marine environment continues to develop through new
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	scientific and socio-economic research and data collection.
20	Sound evidence and monitoring underpins effective marine management and policy development.
21	The precautionary principle is applied consistently in accordance with the UK Government and Devolved Administrations' sustainable development policy.

Annex B Summary of indicator findings by objective

The table below sets out the objectives of the East Marine Plans alongside the related HLMO's from the MPS (the detailed wording of HLMOs can be found in [Annex A](#)). The table provides a summary of the policies that support progress towards plan objectives in 2017 and 2020. The primary and secondary contributing policies are linked to the table in [Annex D](#) that provides a summary of the outcome indicator findings for each policy. Progress report for Objectives 6 and 7 is based indirectly on relevant evidence from the 2019 assessment undertaken for relevant descriptors of GES under the UK Marine Strategy. The 'Pressure' descriptors that relate to human-induced pressures are particularly relevant to Objective 6; of these 8 and 9 relate to contaminants and 2, 5, 7, 10 and 11 combined could give an indication of cumulative effects. The 'State' descriptors that characterise biodiversity (1: biological diversity, 4: marine food webs and 6: sea floor integrity) are particularly relevant to plan Objective 7.

Table 2. Summary of indicators used to monitor progress towards objectives of the East Marine Plans in 2020



Positive progress made towards objective







Partial progress towards objective









No progress shown towards objective











No data available to report on progress





Related HLMOs	Plan objective	Primary contributing policies	Secondary contributing policies	Objective findings 2017 Report	Objective findings 2020 Report
1-4 18	1 To promote the sustainable development of economically productive activities, taking account of spatial requirements of other activities of importance to the East marine plan areas.	EC1	GOV1 , GOV2 , GOV3 , OG1 , OG2 , WIND1 , WIND2 , TIDE1 , CCS1 , CCS2 , PS1 , PS2 , PS3 , DD1 , AGG1 , AGG2 , AGG3 , CAB1 , FISH1 , FISH2 , AQ1 , TR1 , TR3		
1-4 18	2 To support activities that create employment at all skill levels, taking account of the spatial and other requirements of activities in the East marine plan areas.	EC2	SOC1 , BIO1 , MPA1 , DEF1 , OG1 , OG2 , WIND1 , WIND2 , TIDE1 , CCS1 , CCS2 , PS1 , PS2 , PS3 , DD1 , AGG1 , AGG2 , AGG3 , CAB1 , FISH1 , FISH2 , AQ1 , TR1 , TR2 , TR3		

Related HLMOs	Plan objective	Primary contributing policies	Secondary contributing policies	Objective findings 2017 Report	Objective findings 2020 Report
1-4 8	3 To realise sustainably the potential of renewable energy, particularly offshore wind farms, which is likely to be the most significant transformational economic activity over the next 20 years in the East marine plan areas, helping to achieve the United Kingdom's energy security and carbon reduction objectives.	EC3	EC2 , CC2 , GOV1 , GOV2 , GOV3 , WIND1 , WIND2 , PS3 , CAB1		

Related HLMOs	Plan objective	Primary contributing policies	Secondary contributing policies	Objective findings 2017 Report	Objective findings 2020 Report
5-9	4 To reduce deprivation and support vibrant, sustainable communities through improving health and social wellbeing.	SOC1	EC1 , EC2 , SOC2 , SOC3 , ECO1 , ECO2 , BIO1 , MPA1 , GOV1 , GOV2 , GOV3 , FISH1 , TR1 , TR2 , TR3		
5-7 9 18 21	5 To conserve heritage assets, nationally protected landscapes and ensure that decisions consider the seascape of the local area.	SOC2 , SOC3	TR1 , TR3		

Related HLMOs	Plan objective	Primary contributing policies	Secondary contributing policies	Objective findings 2017 Report	Objective findings 2020 Report
11-13 21	6 To have a healthy, resilient and adaptable marine ecosystem in the East marine plan areas.	ECO1 , ECO2	BIO1 , BIO2 , MPA1 , CC1 , CC2 , DD1 , FISH2		
11-13 21	7 To protect, conserve and, where appropriate, recover biodiversity that is in or dependent upon the East marine plan areas.	BIO1 , BIO2	ECO1 , ECO2 , MPA1 , GOV1 , GOV2 , DD1 , FISH2		

Related HLMOs	Plan objective	Primary contributing policies	Secondary contributing policies	Objective findings 2017 Report	Objective findings 2020 Report
11-13 21	8 To support the objectives of marine protected areas (and other designated sites around the coast that overlap, or are adjacent to the East marine plan areas), individually and as part of an ecologically coherent network.	MPA1	SOC3 , ECO1 , ECO2 , GOV1 , GOV2 , DD1 , FISH2		
3 6 8 18	9 To facilitate action on climate change adaptation and mitigation in the East marine plan areas.	CC1 , CC2	GOV1 , WIND1 , WIND2 , TIDE1 , CCS1 , CCS2 , PS1		

Related HLMOs	Plan objective	Primary contributing policies	Secondary contributing policies	Objective findings 2017 Report	Objective findings 2020 Report
14-18	10 To ensure integration with other plans, and in the regulation and management of key activities and issues, in the East Marine Plans , and adjacent areas.	GOV1 , GOV2 , GOV3	BIO2 , CCS2		
19-21	11 To continue to develop the marine evidence base to support implementation, monitoring and review of the East Marine Plans .	Objective level findings only	Objective level findings only		

Annex C Monitoring approach

The approach to monitoring of the East Marine Plans is based on a logic model, which provides an overview of what marine plans will achieve and how. It does this by describing the impact envisaged from a policy, showing the logical steps of how a policy generates that impact, and clarifying required inputs and necessary activities to apply the policy. Table 3 provides a definition of each step in the local model, and an example of each.

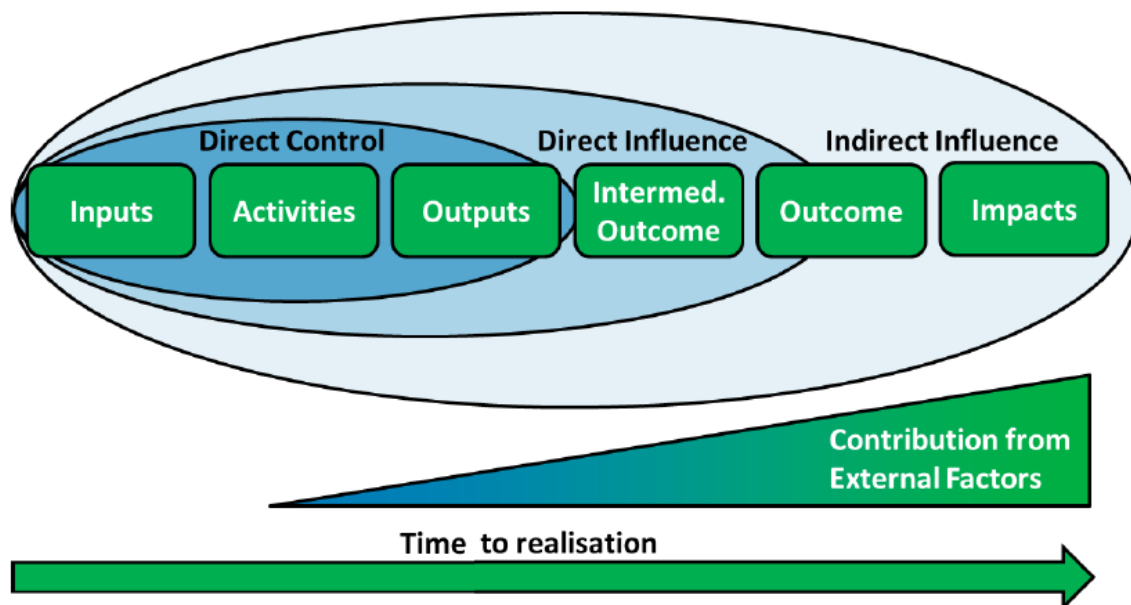
A logic model is formed of multiple interlinked logic chains. Logic chains have a consideration of time implicit within them; early steps in the chain (for example, activities) must happen before those at the end (for example, impacts). Timescales between inputs and impacts may vary between policies and in some cases may take years. For example, marine plan policies that may affect decisions made on marine licence applications would require a licence application to be submitted, approved in line with the policy and then for the licensed activity to be carried out. Only then can the intended impact of the policy be realised.

As logic steps progress from inputs to impacts, the level of influence exerted by the marine plan and specific policies is diluted by the effect of other influences. The relationship between inputs and impacts in a logic chain, and the increasing influence of external factors is illustrated in Figure 5. Within the logic model, the output is the East Marine Plans and all preceding steps are associated with the development of the plan. Therefore monitoring and associated indicators in this Three-year Report focus on the intermediate outcome, outcome and impact steps.

Table 3. Definition and example of logic model terms for marine planning

Term	Definition	Example
Input	Resources required to produce marine plans and the marine planning process	Staff resources
Activities	The marine planning activities undertaken	Training and capacity building events
Output	Marine planning products or services	Marine plans and policies
Intermediate Outcomes	What recipients do with (process) or receive from (effects) marine planning outputs	Plan-led decision-making
Outcomes	What recipients do with (process) or receive from (effects) marine planning outputs and preceding intermediate outcomes	Changes linked to plan policy (for example, improved economic productivity, enhancing biodiversity)
Impacts	Contribution to larger scale and/or longer term aims or goals that are broader in scope than marine plans	Contributing towards achieving HLMOs

Figure 5. The relationship between inputs and impacts in a logic chain and the increasing influence of external factors over time



Annex D Summary of outcome indicators used to monitor policies

The following table provides a detailed summary of the indicators used to monitor policy effects and progress towards objectives of the East Marine Plans. Where policies are referenced in the findings of the outcome section, a hyperlink is included to the relevant objective beneath the policy code.

Table 4. Summary of outcome indicators used to monitor policies for East Marine Plans in 2020

Policy Code	Policy Text	Policy Outcome Findings
<p>EC1 – Economic 1 (Objective 1)</p>	<p>Proposals that provide economic productivity benefits which are additional to Gross Value Added currently generated by existing activities should be supported.</p>	<p>Since the adoption of the East Marine Plans in 2014 there has been an overall increase in the economic performance of marine sectors in the East marine plan areas as shown by GVA data. This is a continuation of a trend in the data visible since 2009. Despite the overall increase there has been variation between years.</p> <p>At a sector level there have been notable increases in GVA for marine recreation and coastal tourism as well as in renewables.</p> <p>Survey responses on whether there was improved consideration of economic productivity showed:</p>

Policy Code	Policy Text	Policy Outcome Findings
		<ul style="list-style-type: none"> - Responses in agreement were more common taken over all survey years. - No clear trend with an increased number of responses disagreeing in 2016 & 2019. <p>Responses:</p> <p>2014 (n=23), 2016 (n=5), 2018 (n=9), 2019 (n=27)</p>
<p>EC2 – Economic 2 (Objective 2)</p>	<p>Proposals that provide additional employment benefits should be supported, particularly where these benefits have the potential to meet employment needs in localities close to the marine plan areas.</p>	<p>Marine sector employment figures rose in areas adjacent to the East marine plan areas from 71000 in 2015 to 74000 in 2018. However a consistent trend is not apparent with highest employment figures shown in 2016.</p> <p>At a sector level between 2015 to 2018 there has been an employment increase in the following sectors; aquaculture, coastal tourism and recreation, fisheries, oil and gas. A decrease shown in; aggregates as well as telecoms and communications. No change in employment in the renewables sector was shown.</p> <p>Survey responses on whether there was improved consideration of employment showed:</p> <ul style="list-style-type: none"> - Responses in agreement were more common taken over all survey years. - Positive responses rose between 2016 & 2019.

Policy Code	Policy Text	Policy Outcome Findings
		<p>Responses:</p> <p>2014 (n=24), 2016 (n=5), 2018 (n=9), 2019 (n=27)</p>
<p>EC3 – Economic 3 (Objective 3) (Objective 9)</p>	<p>Proposals that will help the East marine plan areas to contribute to offshore wind energy generation should be supported.</p>	<p>Data from the Department of Business Energy and Industrial Strategy showed 12 operational windfarms in the East marine plan areas with an increase of 1328 MW (75%) since August 2016 and an increase of 1607 MW (108%) since adoption.</p> <hr/> <p>Survey responses on whether there was improved consideration of support for offshore wind energy showed:</p> <ul style="list-style-type: none"> - Responses in agreement were most common. - Data available for 2019 only. <p>Responses:</p> <p>2019 (n=27)</p>
<p>SOC1 – Social and Cultural 1 (Objective 4)</p>	<p>Proposals that provide health and social well-being benefits including through maintaining, or enhancing, access to the coast and marine area should be supported.</p>	<p>No legal challenges or complaints related to policies addressing displacement and co-existence since plan adoption.</p> <hr/> <p>Survey responses on whether there was improved consideration for access to</p>

Policy Code	Policy Text	Policy Outcome Findings
		<p>marine related recreation showed:</p> <ul style="list-style-type: none"> - Over each survey year, the responses in agreement have increased. - Responses in agreement were most common in 2018 and 2019. - Responses in 2016 had the highest proportion of disagreement. <p>Responses:</p> <p>2014 (n=24), 2016 (n=5), 2018 (n=18), 2019 (n=27)</p>
<p>SOC2 – Social and Cultural 2</p> <p>(Objective 5)</p>	<p>Proposals that may affect heritage assets should demonstrate, in order of preference:</p> <p>a) that they will not compromise or harm elements which contribute to the significance of the heritage asset</p> <p>b) how, if there is compromise or harm to a heritage asset, this will be minimised</p> <p>c) how, where compromise or harm to a heritage asset cannot be</p>	<p>There has been an increase in the number of assets on Heritage At Risk Register that occur within or in close proximity to marine licences granted by the MMO. This has increased from 15 in 2016 to 27 in 2018. 74% of these occur near or within areas licensed for dredging and disposal activities.</p> <hr/> <p>Survey responses on whether there was improved consideration for conserving heritage assets showed:</p> <ul style="list-style-type: none"> - Responses in agreement were the most common across all survey years. - Responses in agreement were more common in 2018 than in 2019. - Responses in 2016 and 2019 showed more variability. - There were no responses available for 2016. <p>Responses:</p>

Policy Code	Policy Text	Policy Outcome Findings
	<p>minimised it will be mitigated against or</p> <p>d) the public benefits for proceeding with the proposal if it is not possible to minimise or mitigate compromise or harm to the heritage asset</p>	<p>2014 (n=24), 2018 (n=9), 2019 (n=27)</p>
<p>SOC3 – Social and Cultural 3</p> <p>(Objective 5)</p>	<p>Proposals that may affect the terrestrial and marine character of an area should demonstrate, in order of preference:</p> <p>a) that they will not adversely impact the terrestrial and marine character of an area</p> <p>b) how, if there are adverse impacts on the terrestrial and marine character of an area, they will minimise them</p> <p>c) how, where these adverse impacts on the terrestrial and</p>	<p>There has been a decrease in authorised proposals that exceed a sea visibility value of ≥ 185 since 2015. This has decreased 40% in 2016/16 to 15% in 2018/19.</p> <p>The proportion of proposals in less developed marine character areas has also decreased by 2.19% since 2015.</p> <p>Survey responses on whether there was improved consideration for seascape of the local area showed:</p> <ul style="list-style-type: none"> - Responses in agreement were more common in 2018 and 2019 than in 2014 and 2016. - 2018 had the highest proportion of responses in agreement. - The responses from the surveys in 2014 and 2016 also showed more variability than those after the first Three-year Report. - In 2016 responses in disagreement were more common than other

Policy Code	Policy Text	Policy Outcome Findings
	<p>marine character of an area cannot be minimised they will be mitigated against</p> <p>d) the case for proceeding with the proposal if it is not possible to minimise or mitigate the adverse impacts</p>	<p>answers.</p> <p>Responses:</p> <p>2014 (n=23), 2016 (n=5), 2018 (n=9), 2019 (n=27)</p>
<p>ECO1 – Ecosystem 1 (Objective 6)</p>	<p>Cumulative impacts affecting the ecosystem of the East Marine Plans and adjacent areas (marine, terrestrial) should be addressed in decision-making and plan implementation.</p>	<p>Survey responses on whether there was improved consideration for cumulative effects showed:</p> <ul style="list-style-type: none"> - Responses showed a lot of variability in all survey years. - 2019 had the most responses in agreement taken across all years, and less variability in the answers than in 2016 and 2018. - The proportion of responses in disagreement decreased from 2016 to 2019. - The highest proportion of responses strongly disagreeing was in 2016. <p>Responses:</p> <p>2014 (n=24), 2016 (n=5), 2018 (n=10), 2019 (n=27)</p>
<p>ECO2 – Ecosystem 2</p>	<p>The risk of release of hazardous substances as a secondary effect</p>	<p>Survey responses on whether there was improved consideration for the risk of release of hazardous substances due to collision risk showed:</p>

Policy Code	Policy Text	Policy Outcome Findings
(Objective 6)	due to any increased collision risk should be taken account of in proposals that require an authorisation.	<ul style="list-style-type: none"> - Responses were consistently in agreement across years. - Variability in responses was highest in 2019, followed by 2016. - Disagreement was lowest in 2018. <p>Responses:</p> <p>2014 (n=23), 2016 (n=5), 2018 (n=9), 2019 (n=27)</p>
BIO1 – Biodiversity 1 (Objective 7)	Appropriate weight should be attached to biodiversity, reflecting the need to protect biodiversity as a whole, taking account of the best available evidence including on habitats and species that are protected or of conservation concern in the East Marine Plans and adjacent areas (marine, terrestrial).	<p>Between 2014 and 2019 there an increase in spatial extent of four priority habitats has been shown in the East marine plan areas; coastal saltmarsh, coastal sand dunes, saline lagoons and reed beds.</p> <p>There has been no change shown in spatial extent of other priority habitats in the East marine plan areas. Habitat without spatial extent change include: vegetated shingle and mudflats</p> <p>No priority habitats have been shown to decline.</p> <p>Survey responses on whether there was improved consideration for wider biodiversity (including species protected or of conservation concern) showed:</p>

Policy Code	Policy Text	Policy Outcome Findings
		<ul style="list-style-type: none"> - Responses in agreement were more common in 2018 and 2019. - Responses in disagreement were most common in 2016. - In 2019, decision-makers almost all answered in agreement. This was the highest proportion of answers in agreement. <p>Responses:</p> <p>2014 (n=23), 2016 (n=5), 2018 (n=9), 2019 (n=27)</p>
BIO2 – Biodiversity 2 (Objective 7)	<p>Where appropriate, proposals for development should incorporate features that enhance biodiversity and geological interests.</p>	<p>Survey responses on whether there was improved consideration for proposals incorporating features that enhance biodiversity or geological interest showed:</p> <ul style="list-style-type: none"> - Responses in agreement were more common in 2018 and 2019 than in the first monitoring cycle. - Variance in responses was highest in 2016. - Responses in disagreement were lowest in 2018, but the lowest proportion of responses in disagreement was in 2019. - In 2019, decision-makers almost all answered in agreement. This was the highest proportion of answers in agreement. <p>Responses:</p> <p>2014 (n=24), 2016 (n=5), 2018 (n=9), 2019 (n=25)</p>
MPA1 – Marine	<p>Any impacts on the overall Marine Protected Area network must be</p>	<p>The proportion of Site of Special Scientific Interest (SSSI) area classified as destroyed and part destroyed have remained the same in comparison with the</p>

Policy Code	Policy Text	Policy Outcome Findings
Protected Areas 1 <u>(Objective 8)</u>	taken account of in strategic level measures and assessments, with due regard given to any current agreed advice ¹²¹ on an ecologically coherent network.	<p>baseline, prior to plan adoption.</p> <p>The proportion of SSSI area classified as unfavourable declining has increased in comparison with the baseline, prior to plan adoption.</p> <hr/> <p>Survey responses on whether there was improved consideration for any impacts on the overall MPA network showed:</p> <ul style="list-style-type: none"> - Responses in agreement were the most common in 2018, with no clear trend in responses over all survey years. - Responses in 2014 showed the lowest satisfaction with consideration for impacts on MPAs. <p>Responses:</p> <p>2014 (n=24), 2016 (n=5), 2018 (n=9), 2019 (n=27)</p>
CC1 – Climate Change 1 <u>(Objective 9)</u>	Proposals should take account of: <ul style="list-style-type: none"> • how they may be impacted upon by, and respond to, climate change over their lifetime and 	<p>Survey responses on whether there was improved consideration for climate change adaptation measures showed:</p> <ul style="list-style-type: none"> - Responses in agreement were more frequent in 2018 and 2019, than in the 2014 and 2016. - Responses in agreement were most frequent in 2018.

Policy Code	Policy Text	Policy Outcome Findings
	<ul style="list-style-type: none"> • how they may impact upon any climate change adaptation measures elsewhere during their lifetime <p>Where detrimental impacts on climate change adaptation measures are identified, evidence should be provided as to how the proposal will reduce such impacts.</p>	<p>Responses:</p> <p>2014 (n=24), 2016 (n=5), 2018 (n=8), 2019 (n=27)</p>
<p>CC2 – Climate Change 2 (Objective 9)</p>	<p>Proposals for development should minimise emissions of greenhouse gases as far as is appropriate. Mitigation measures will also be encouraged where emissions remain following minimising steps. Consideration should also be given to emissions from other activities or users affected by the proposal.</p>	<p>No policy specific data or survey questions available.</p>
<p>GOV1 –</p>	<p>Appropriate provision should be made for infrastructure on land</p>	<p>Survey responses on whether there was improved consideration for provision for infrastructure in the marine area which supports activities on land and in</p>

Policy Code	Policy Text	Policy Outcome Findings
Governance 1 <u>(Objective 10)</u>	which supports activities in the marine area and vice versa.	the marine area showed: <ul style="list-style-type: none"> - The questions asked about activities on land separately in 2018 and 2019. - Responses in agreement were most frequent across both questions and all years. There was no significant difference in responses in overall agreement for each question for both years. - Responses in 2016 were most variable compared to other years. - Decision-makers generally answered in agreement across survey years. - Overall responses in agreement were highest in 2018, with 2016 and 2019 both similar. Responses: 2014 (n=24), 2016 (n=5), 2018a (n=9), 2018b (n=9), 2019a (n=27), 2019b (n=27)
GOV2 – Governance 2 <u>(Objective 10)</u>	Opportunities for co-existence should be maximised wherever possible.	There have been no legal challenges or complaints related to policies addressing displacement and co-existence since plan adoption. Survey responses from all stakeholders on whether there was improved consideration for opportunities for co-existence showed: <ul style="list-style-type: none"> - Responses in agreement were the more common across all survey years. - Responses in agreement were proportionately higher in 2016 and 2018 than in 2019.

Policy Code	Policy Text	Policy Outcome Findings
		<p>Responses:</p> <p>2016 (n=5), 2018 (n=9), 2019 (n=27)</p> <p>Survey responses in 2019 on whether there was an increase in the number of proposals that provide opportunities for co-existence showed:</p> <ul style="list-style-type: none"> - The most frequent answer was “No”, followed by “Unsure”. - Stakeholders which identified themselves as Decision-making authorities, applicants, other stakeholders and advisory bodies all most frequently answered “No”. - Examples from those who answered in agreement included wind farms and fisheries co-existing. <p>Responses:</p> <p>2019 (n=26)</p>
<p>GOV3 – Governance 3</p> <p>(Objective 10)</p>	<p>Proposals should demonstrate in order of preference:</p> <p>a) that they will avoid displacement of other existing or authorised (but</p>	<p>Survey responses on whether there was improved consideration for avoiding displacement of other activities showed:</p> <ul style="list-style-type: none"> - 2019 and 2016 each had an equal number of responses in agreement and disagreement. - 2018 had the highest proportion of responses in agreement.

Policy Code	Policy Text	Policy Outcome Findings
	<p>yet to be implemented) activities^{1 5 3}</p> <p>b) how, if there are adverse impacts resulting in displacement by the proposal, they will minimise them</p> <p>c) how, if the adverse impacts resulting in displacement by the proposal, cannot be minimised, they will be mitigated against or</p> <p>d) the case for proceeding with the proposal if it is not possible to minimise or mitigate the adverse impacts of displacement</p>	<p>Responses:</p> <p>2014 (n=24), 2016 (n=5), 2018 (n=9), 2019 (n=27)</p>
<p>DEF1 – Defence 1</p>	<p>Proposals in or affecting Ministry of Defence Danger and Exercise Areas should not be authorised without agreement from the Ministry of Defence.</p>	<p>Baseline data prior to the adoption of the East Marine Plans (2012-2014) identified no proposals within Ministry of Defence (MoD) areas.</p> <p>Since adoption 19 proposals have been approved in MoD, 40% of these have a record of MoD approval.</p>

Policy Code	Policy Text	Policy Outcome Findings
		<p>No clear trend visible in MoD approvals on proposals across sample years.</p> <p>Variability in approval counts across sample years limits finding.</p>
OG1 – Oil and Gas 1	<p>Proposals within areas with existing oil and gas production should not be authorised except where compatibility with oil and gas production and infrastructure can be satisfactorily demonstrated.</p>	<p>Baseline data prior to the adoption of the East Marine Plans (2012-2014) identified six proposals within oil and gas production areas with none appearing to demonstrate compatibility.</p> <p>Since plan adoption the proportion of proposals appearing to demonstrate compatibility has increased to 35%.</p>
OG2 – Oil and Gas 2	<p>Proposals for new oil and gas activity should be supported over proposals for other development.</p>	<p>No policy specific data or survey questions available.</p>
WIND1 – Offshore Wind and Renewable Energy 1	<p>Developments requiring authorisation, that are in or could affect sites held under a lease or an agreement for lease that has been granted by The Crown Estate for development of an Offshore Wind</p>	<p>No policy specific data or survey questions available.</p>

Policy Code	Policy Text	Policy Outcome Findings
	<p>Farm, should not be authorised unless</p> <p>a) they can clearly demonstrate that they will not compromise the construction, operation, maintenance, or decommissioning of the Offshore Wind Farm</p> <p>b) the lease/agreement for lease has been surrendered back to The Crown Estate and not been re-tendered</p> <p>c) the lease/agreement for lease has been terminated by the Secretary of State</p> <p>d) in other exceptional circumstances</p>	
WIND2 – Offshore Wind and	Proposals for Offshore Wind Farms inside Round 3 zones, including relevant supporting projects and	Eight Round 3 offshore wind proposals have sought consent within East marine plan areas since plan adoption, of which 6 had received planning permission by end 2019.

Policy Code	Policy Text	Policy Outcome Findings
Renewable Energy 2 (Objective 9)	infrastructure, should be supported.	Continued growth and support of offshore wind sector demonstrated by increase of 1328 MW (75%) since August 2016 and an increase of 1607 MW (108%) since adoption.
TIDE1 – Tidal Stream and Wave 1	<p>In defined areas of identified tidal stream resource, proposals should demonstrate, in order of preference:</p> <p>a) that they will not compromise potential future development of a tidal stream project</p> <p>b) how, if there are any adverse impacts on potential tidal stream deployment, they will minimise them</p> <p>c) how, if the adverse impacts cannot be minimised, they will be mitigated</p> <p>d) the case for proceeding with the proposal if it is not possible to</p>	<p>Since plan adoption five proposals have received marine licences in areas of identified tidal stream resource. Of these, four proposals demonstrated compatibility.</p> <p>Compatibility with future tidal stream development for the remaining proposal is unclear as it did not appear to explicitly demonstrate compatibility.</p>

Policy Code	Policy Text	Policy Outcome Findings
	<p>minimise or mitigate the adverse impacts</p>	
<p>CCS1 – Carbon Capture and Storage 1</p>	<p>Within defined areas of potential carbon dioxide storage, proposals should demonstrate in order of preference:</p> <ul style="list-style-type: none"> a) that they will not prevent carbon dioxide storage b) how, if there are adverse impacts on carbon dioxide storage, they will minimise them c) how, if the adverse impacts cannot be minimised, they will be mitigated d) the case for proceeding with the proposal if it is not possible to minimise or mitigate the adverse impacts 	<p>Since plan adoption nine proposals have received a marine licence in areas of potential carbon dioxide storage. Of these, two have demonstrated compatibility.</p> <p>Compatibility with carbon capture storage for the remaining seven proposals is unclear. These proposals did not appear to explicitly demonstrate compatibility, but may have presented overriding considerations.</p>

Policy Code	Policy Text	Policy Outcome Findings
CCS2 – Carbon Capture and Storage 2 <u>(Objective 9)</u>	Carbon Capture and Storage proposals should demonstrate that consideration has been given to the re-use of existing oil and gas infrastructure rather than the installation of new infrastructure (either in depleted fields or in active fields via enhanced hydrocarbon recovery).	No policy specific data or survey questions available.
PS1 – Ports and Shipping 1	Proposals that require static sea surface infrastructure or that significantly reduce under-keel clearance should not be authorised in International Maritime Organization designated routes.	Since plan adoption six proposals were identified within or near to International Maritime Organisation routes that had potential to have an impact as identified by the policy (requiring static sea surface infrastructure or reducing under-keel clearance). All received a marine licence without appearing to demonstrate consideration of the policy.
PS2 – Ports and Shipping 2	Proposals that require static sea surface infrastructure that encroaches upon important navigation routes should not be authorised unless there are	Since adoption of the East Marine Plans there has been an increase in the number of proposals that have been granted marine licences that encroach upon high density navigational routes. Of these, nine were identified as having the potential to impact through static sea surface infrastructure.

Policy Code	Policy Text	Policy Outcome Findings
	<p>exceptional circumstances. Proposals should:</p> <p>a) be compatible with the need to maintain space for safe navigation, avoiding adverse economic impact</p> <p>b) anticipate and provide for future safe navigational requirements where evidence and/or stakeholder input allows and</p> <p>c) account for impacts upon navigation in-combination with other existing and proposed activities</p>	<p>Six of the nine appeared to demonstrate compatibility. The remaining three proposals did not appear to explicitly demonstrate compatibility, however all were associated with Nationally Significant Infrastructure Projects, suggesting consent was granted under exceptional circumstances.</p>
<p>PS3 – Ports and Shipping 3</p>	<p>Proposals should demonstrate, in order of preference:</p> <p>a) that they will not interfere with current activity and future opportunity for expansion of ports and harbours</p>	<p>Survey responses from stakeholders on whether PS3 was a consideration in decision-making related to proposals put forwards by others within port/harbour jurisdictions to ensure they align with business targets showed:</p> <ul style="list-style-type: none"> - No port and harbour authorities responded to the relevant questions in 2019. - The 2018 responses were mixed, with most respondents answering that the PS3 policy had been not considered by proposals put forwards by others within port or harbour jurisdictions.

Policy Code	Policy Text	Policy Outcome Findings
	<p>b) how, if the proposal may interfere with current activity and future opportunities for expansion, they will minimise this</p> <p>c) how, if the interference cannot be minimised, it will be mitigated</p> <p>d) the case for proceeding if it is not possible to minimise or mitigate the interference</p>	<p>- In 2018, one respondent answered that they had been involved to ensure alignment with or contribution to their business, and one answered they had not.</p> <p>Responses:</p> <p>2018a (n=3), 2018b (n=2), 2019 (n=0).</p>
<p>DD1 – Dredge and Disposal 1</p> <p><u>(Objective 6)</u></p>	<p>Proposals within or adjacent to licensed dredging and disposal areas should demonstrate, in order of preference</p> <p>a) that they will not adversely impact dredging and disposal activities</p> <p>b) how, if there are adverse impacts on dredging and disposal, they will minimise these</p>	<p>Baseline data prior to the adoption of the East Marine Plans (2012-2014) showed that zero out of five proposals for non-dredge and disposal activities that received a licence in dredge and disposal areas appeared to explicitly demonstrate compatibility with this activity.</p> <p>Since plan adoption 32% of licensed proposals demonstrated compatibility with dredge and disposal activities. Limitations in available data and methods mean the policy compatibility or application of the (b-d) hierarchy are inconclusive in the remaining licensed proposals.</p>

Policy Code	Policy Text	Policy Outcome Findings
	<p>c) how, if the adverse impacts cannot be minimised they will be mitigated</p> <p>d) the case for proceeding with the proposal if it is not possible to minimise or mitigate the adverse impacts</p>	
AGG1 – Aggregates 1	Proposals in areas where a licence for extraction of aggregates has been granted or formally applied for should not be authorised unless there are exceptional circumstances.	There was a decrease in the average number of proposals receiving approval in areas where a licence for the extraction of aggregates has been granted or formally applied for. Very few of these proposals were for activities other than those related to aggregate extraction. Of these, all proposals demonstrated compatibility with aggregate extraction.
AGG2 – Aggregates 2	Proposals within an area subject to an Exploration and Option Agreement with The Crown Estate should not be supported unless it is demonstrated that the other development or activity is compatible with aggregate	<p>Only two marine licences were granted for proposals in areas that are subject to an Exploration and Option Agreement with The Crown Estate.</p> <p>Both marine licences were for activities related to aggregate extraction and therefore compatible.</p>

Policy Code	Policy Text	Policy Outcome Findings
	extraction or there are exceptional circumstances.	
AGG3 – Aggregates 3	<p>Within defined areas of high potential aggregate resource, proposals should demonstrate in order of preference:</p> <p>a) that they will not, prevent aggregate extraction</p> <p>b) how, if there are adverse impacts on aggregate extraction, they will minimise these</p> <p>c) how, if the adverse impacts cannot be minimised, they will be mitigated</p> <p>d) the case for proceeding with the application if it is not possible to minimise or mitigate the adverse impacts</p>	<p>Since adoption of the East Marine Plans there has been 60 marine licences granted in identified areas of potential aggregate resource.</p> <p>Of these, only 18% appeared to explicitly demonstrate compatibility with aggregate extraction.</p> <p>For the remaining proposals it is unclear whether the applications considered the proposal and/or applied the (b-d) policy hierarchy.</p>

Policy Code	Policy Text	Policy Outcome Findings
CAB1 – Subsea Cabling 1	Preference should be given to proposals for cable installation where the method of installation is burial. Where burial is not achievable, decisions should take account of protection measures for the cable that may be proposed by the applicant.	No legal challenges or complaints related to policies addressing displacement and co-existence.
FISH1 – Fisheries 1	<p>Within areas of fishing activity, proposals should demonstrate in order of preference:</p> <p>a) that they will not prevent fishing activities on, or access to, fishing grounds</p> <p>b) how, if there are adverse impacts on the ability to undertake fishing activities or access to fishing grounds, they will minimise them</p> <p>c) how, if the adverse impacts</p>	No legal challenges or complaints related to policies addressing displacement and co-existence since plan adoption.

Policy Code	Policy Text	Policy Outcome Findings
	<p>cannot be minimised, they will be mitigated</p> <p>d) the case for proceeding with their proposal if it is not possible to minimise or mitigate the adverse impacts</p>	
<p>FISH2 – Fisheries 2</p>	<p>Proposals should demonstrate, in order of preference:</p> <p>a) that they will not have an adverse impact upon spawning and nursery areas and any associated habitat</p> <p>b) how, if there are adverse impacts upon the spawning and nursery areas and any associated habitat, they will minimise them</p> <p>c) how, if the adverse impacts cannot be minimised they will be mitigated</p>	<p>Between 2014 to 2019 an increase was shown in the spatial extent of relevant priority habitat; coastal saltmarsh.</p> <p>Between 2014 to 2019 no change was shown in the spatial extent of relevant priority habitat; intertidal mudflats.</p>

Policy Code	Policy Text	Policy Outcome Findings
	<p>d) the case for proceeding with their proposals if it is not possible to minimise or mitigate the adverse impacts</p>	
<p>AQ1 – Aquaculture 1</p>	<p>Within sustainable aquaculture development sites (identified through research), proposals should demonstrate in order of preference:</p> <p>a) that they will avoid adverse impacts on future aquaculture development by altering the sea bed or water column in ways which would cause adverse impacts to aquaculture productivity or potential</p> <p>b) how, if there are adverse impacts on aquaculture development, they can be minimised</p> <p>c) how, if the adverse impacts cannot be minimised they will be</p>	<p>Baseline data prior to the adoption of the East Marine Plans (2012-2014) identified three proposals within areas of potential sustainable aquaculture production. Of these, none considered impacts on future aquaculture development.</p> <p>Since adoption of the East Marine Plans there has been 40 proposals within these areas, over 30% of proposals demonstrated compatibility. Variations in the proportion of proposals demonstrating compatibility prevent a clear trend being shown.</p> <p>For the remaining 70% of proposals it is unclear whether the applications considered the policy. This limits our ability to show instances where the policy’s mitigation hierarchy has been applied.</p>

Policy Code	Policy Text	Policy Outcome Findings
	<p>mitigated</p> <p>d) the case for proceeding with the proposal if it is not possible to minimise or mitigate the adverse impacts</p>	
<p>TR1 – Tourism and Recreation 1</p> <p><u>(Objective 5)</u></p>	<p>Proposals for development should demonstrate that during construction and operation, in order of preference:</p> <p>a) they will not adversely impact tourism and recreation activities</p> <p>b) how, if there are adverse impacts on tourism and recreation activities, they will minimise them</p> <p>c) how, if the adverse impacts cannot be minimised, they will be mitigated</p> <p>d) the case for proceeding with the</p>	<p>No legal challenges or complaints related to policies addressing displacement and co-existence since plan adoption.</p> <p>Coastal tourism and marine recreation businesses increased from 2,810 in 2017 to 2,845 in 2018.</p> <p>The number of employees in coastal tourism and marine recreation has varied since 2015 to 2018. A peak in 2016 took the number of employees from 46450 to 54180. However, this has since dropped and in 2018 was at 47880</p> <p>Sector diversity (HHI) has remained steady between 2015 to 2018.</p>

Policy Code	Policy Text	Policy Outcome Findings
	proposal if it is not possible to minimise or mitigate the adverse impacts	
TR2 – Tourism and Recreation 2	<p>Proposals that require static objects in the East marine plan areas, should demonstrate, in order of preference:</p> <p>a) that they will not adversely impact on recreational boating routes</p> <p>b) how, if there are adverse impacts on recreational boating routes, they will minimise them</p> <p>c) how, if the adverse impacts cannot be minimised, they will be mitigated</p> <p>d) the case for proceeding with the proposal if it is not possible to minimise or mitigate the adverse impacts</p>	<p>Survey responses on whether there was improved consideration for recreational boating routes showed:</p> <ul style="list-style-type: none"> - The highest proportion of responses were those in disagreement. - Responses were only available for 2019. <p>Responses:</p> <p>2019 (n=27)</p>

Policy Code	Policy Text	Policy Outcome Findings
TR3 – Tourism and Recreation 3 <u>(Objective 5)</u>	Proposals that deliver tourism and/or recreation related benefits in communities adjacent to the East marine plan areas should be supported.	<p>Coastal tourism and marine recreation businesses increased from 2,810 in 2017 to 2,845 in 2018.</p> <p>The number of employees in coastal tourism and marine recreation has varied since 2015 to 2018. A peak in 2016 took the number of employees from 46450 to 54180. However, this has since dropped and in 2018 was at 47880</p> <p>Sector diversification (HHI) has remained steady between 2015 to 2018.</p>