



**Establish Co-Management for Fisheries Workshop
Summary Report
May 2023
Authors: Diana Pound, Joel Pound,
and Sam Bavin**

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Contents

1	Background	1
2	Vision for the future	1
3	What does co-management mean to us?	2
4	Sharing Understanding	3
4.1	What wider trends and changes are taking place, that need to be taken into account?	3
4.2	What do you think are the main opportunities for co-management?	3
4.3	What are the benefits of co-management and who experiences those benefits?	4
4.4	What do you think are the main challenges, barriers, and constraints for co-management?	4
4.5	What do the different types of organisations or interest hope for from co-management?	5
4.6	What are the projects in the UK or elsewhere to learn from?	5
5	Sharing ideas about what works	5
5.1	What is working and taking things in the right direction?	5
5.2	What else needs to be done to increase the likelihood of success and overcome any challenges or issues?	6
5.3	To future proof co-management endeavours, what new and emerging things does co-management need to factor in and make the most of?	6
5.4	What kind of 'favourable wind' arrangements will best enable success? (What needs to be in place to best enable success?)	7
6	Working together more effectively and playing to strengths	7
6.1	When collaborations work well, what characterises them?	7
6.2	What ethics and principals work to guide effective co-management projects?	8
6.3	When it comes to implementing co-management, what could each part play for success?	8
7	Suggesting priorities	10
7.1	What would you like to see in the MMO roadmap?	10
7.2	What type of initiative would you most like the MMO to pilot to trial processes and tools for collaborative management?	
8	Durham Heritage Coast and Seascapes Development	14
9	Agents of Change	16
10	Eastern England Fish Producers Organisation	20
11	Inshore Potting Agreement	23
12	Poole Harbour	24
13	Nearshore Trawling Byelaw provides for recovery of inshore ecosystems	25
14	The Mid Channel Agreements	26
15	Lyme Bay Fisheries and Conservation Reserve	27
16	Scottish pelagic fishermen and factories become scientific data collectors	30
17	Multiple fishing industry-science projects and programmes over 20 years	32
18	Solway Code of Conduct	34
19	Scope	37
20	Introduction	38
21	Purpose/Services	43
22	Collaborative examples	46
23	Origins	50
24	Operating Principles	50
25	View Forward	53
26	References	55

1 Background

This document summarises the outputs of a productive online morning workshop held on the 27th of March 2023. In response to the re-design of fisheries management in the post-Brexit era, the Marine Management Organisation (MMO) is leading the development of a roadmap for the co-management of marine resources including fisheries. The roadmap seeks to address current challenges around industry engagement in England and enhance platforms and approaches to improve capacity for constructive debate and collaborative design of marine and fisheries management and policy. Stakeholders were invited to attend a workshop to contribute to and influence this roadmap, share case studies, and identify potential pilot sites for further work.

This workshop gave participants the opportunity to:

- Share understanding of the context
- Share ideas about what works
- Suggest priorities
- Identify ways of working together more effectively
- Short-list priorities

Of the 40 participants invited, 26 attended this workshop. They were from a range of backgrounds – such as the fishing industry, marine management, environment sector, academia - and had cultural, societal, or market knowledge of fishing. The group included people who have taken part in marine, coastal, and fisheries management projects with different forms and levels of stakeholder engagement and collaboration, and those seeking to develop co-management projects.

This summary is an overview of the event. It reflects the Workshop Record which contains all the points made by participants and should be referred to for more detail and in depth understanding.

Acronyms used in this report:

CEFAS	Centre for Environment Fisheries and Aquaculture Science
CIC	Community interest company
CPN	Coastal Partnerships Network
Defra	Department for the Environment, Food, and Rural Affairs
EA	Environment Agency
IFCA	Inshore Fisheries and Conservation Authority
MMO	Marine Management Organisation
NE	Natural England
REM	Remote electronic monitoring
PO	Producer organisation

Shared Stories

In the run up to and throughout the workshop, participants were encouraged to share their reflections of scenarios and projects they had been involved with that sought to take a co-management approach. These 'stories' contained key project achievements, success factors and learnings. A total of 11 stories were collected and can be read in full in the accompanying 'Shared Stories' document.

2 Vision for the future

As the workshop began participants were asked to imagine a successful future for co-management of fisheries in response to the following vision question: "Imagine it is 2035 and you are at an event celebrating successful collaborative and co-management projects. The two things that please you most are...."

The following text is a summary using people's own words:

The year is 2035 and we are attending an event recognising successful collaborative and co-management projects. There's so much to celebrate! There's a large variety of different projects being celebrated, and a co-management ethos is enduring beyond the lifespan of individual projects.

We have achieved our goal in implementing marine co-management and everyone thinks this is a better way of doing things. This approach has enabled regional and sustainable fisheries management that has led to stocks recovering and cleaner waters, and kept fisheries alive. This good work has made the UK an example of what can be accomplished by embracing a co-management approach, and we share our knowledge and skills with other countries.

This new way of working has fostered mutual understanding which has led to much greater trust and respect between stakeholders. Everyone is excited to collaborate, and adequate time is given to collaborative efforts.

The capacity and infrastructure is in place to deliver co-management, enabling transparent and wide-spread stakeholder participation in management and good quality research that embraces collaboration.

The celebration event has a large mix of stakeholders, representing lots of different interests. There's a lot of opportunity for interaction and quality dialogue for this engaged and empowered diverse network of individuals. A lot of fishermen have attended the event and are able to participate effectively, with great representation of small-scale operators, the inshore fleet and small fishing communities.

3 What does co-management mean to us?

After individually sharing what co-management meant to them, participants heard how others had responded. There were both overlapping and very different ideas. Recognising alternative perspectives and the breadth of meanings helped frame the remainder of the workshop.

Lots of participants felt that co-management meant sharing:

- Responsibility in decision making and management.
- Power and accountability.
- Space for sustainable activities.
- A framework where responsibility for management is shared between fishermen, government, supply chains, and other relevant stakeholders.

Participants also felt that co-management meant all stakeholders should have an active role in management. This includes creating opportunities for communities to introduce management, research, enforcement, and review regimes that are funded or supported by central government.

There was a suggestion that co-management encompassed people working in partnership to develop governance and management arrangements for fisheries together and make decisions and deliver work programmes collaboratively. Participants also articulated that co-management should involve collaborative decision making and be embraced at both national and local levels. For some, co-management represents an opportunity to bring together the fishing sector, regulators, science, and conservation sectors, and other marine users to manage marine spaces and achieve agreed sustainability objectives.

There was feeling that participation should be at the heart of co-management, with all stakeholder groups included and mutual trust and respect generated as a result. Some participants also suggested that co-management was defined by a bottom-up approach that empowers resource users in approaches that produce more enduring and sustainable outcomes for them – including allowing the fishing industry to catch the fish that it needs to catch.

To some participants co-management meant having greater shared understanding, with all parties acknowledging and considering the needs and constraints of others in decision making processes. This includes both understanding the struggles of fishing in smaller communities and the benefits of increased biodiversity.

4 Sharing Understanding

Next participants shared knowledge from different perspectives with each other, to help build shared understandings to inform the discussions that followed.

4.1 What wider trends and changes are taking place, that need to be taken into account?

Stakeholders were asked to share current trends and changes considering political, economic, social, technological, legal, and environmental factors:

Political: One comment was about uncertainty around cross border party politics and the remainder of comments focused on fisheries management including Fisheries Management Plans and top-down policy creating tension and a break down in trust. On the other hand, Regional Fisheries Groups provide smaller scale fisherman an avenue for discussion with government and scientists.

Economic: The focus of these comments was on the time and money pressure inshore fisheries are under which then hinders their ability to participate without support.

Social: This includes a similar comment to above about inshore fishermen feeling are so stretched they need support to participate on an equal footing to larger fleets and that the break down in trust has led to a loss of willingness to take part. Disappointment was expressed that the IFCA's don't seem to provide opportunity for fishermen in the way that was 'advertised as it was formed' and a concern that IFCA's and MMO do not seem to be working well together.

Technological: Changes include shifts to Inshore Vessel Monitoring Systems and being able to track fish trends and catch more effectively. It was noted that the technological advances of marine renewable energy impact fisheries.

Legal: This includes a perception of policy incoherence and lack of joined up thinking and questions about if the Fisheries Act provides the legal framework for collaborative management. Another point is that the Maritime and Coastguard Agency enforcement on medicals and vessel safety is reducing the trust of experienced fishermen.

Environmental: Challenges include climate change, spatial squeeze, pollution and Highly Protected Marine Areas. A point was made about a trend for environmental recovery with a tension around the pace this is taking place compared to policy ambitions.

4.2 What do you think are the main opportunities for co-management?

Participants felt there was an opportunity to value and validate fishers' knowledge, recognising and accepting it as legitimate. It was felt by some that previously this form of knowledge had not been accepted as it was not classed as 'scientific'. Participants also identified an opportunity to make fishing livelihoods part of management solutions, reframing fishermen as guardians of the sea and bringing people together around shared goals for the environment and fishing.

A varied cluster of ideas focused on a change in approach to current management. There were suggestions that a bottom-up approach should be implemented, that the authoritarian stance of past years should be discontinued, and that the merging of top-down and bottom-up approaches represented an important opportunity. There was also a suggestion co-management could facilitate a more joined up approach to marine management more broadly, with the joining up of offshore and inshore management cited as an example.

Another opportunity identified was a move to a more adaptive system of management that delivers socio-economic benefits for the inshore fleet and coastal communities. There was also suggestion that social and economic criteria should be included when allocating fishing opportunities, in line with Section 25 of The Fisheries Act 2020.

4.3 What are the benefits of co-management and who experiences those benefits?

The future of young people in the fishing industry was a key concern for several participants. It was articulated that, currently, young people see no stable profession for themselves in fishing and feel that circumstances cannot be changed. There was feeling, however, that co-management would give young people hope and belief that they could change the future. Similarly, there was feeling that co-management would help fishermen more broadly see a clear path for themselves into the future. Other suggested benefits of co-management included:

- Defining and achieving ecosystem-based management, taking a holistic approach to a complex and fluid environment, and having a better awareness and ability to respond to issues that arise.
- A fairer system with participation and democracy at its heart and measures in place to address the current bias towards industry sectors who can afford to engage.
- An adaptive system better suited to conflict resolution where decisions are made collectively - leading to a higher degree of acceptance of measures and regulations.
- Increased trust and cohesion, and improved networks and understanding between stakeholders.

4.4 What do you think are the main challenges, barriers, and constraints for co-management?

There was a strong focus on the relationships between management organisations and fishermen and fisherwomen in this discussion.

Lots of participants felt current mistrust between parties is a significant barrier to co-management approaches, and that the building of trust is essential for any future co-management initiatives to be successful. Concern was expressed that fisheries governance and management are not embedded in their context, that policy rationales were not explained locally, and that local people were not involved in decision-making processes. Some participants felt let down by previous management regimes and betrayed by what were perceived as the false promises of Brexit. There was also feeling that current enforcement approaches are severely damaging trust between management authorities and fishers. It was suggested that a bottom-up approach was needed to build trust and connect with people at a local level.

Beyond issues of trust, a further challenge identified was that policies and targets are being set at a national level (and influenced by international negotiations), removing the ability to adapt to the needs of local communities and their changing contexts. Current discussions at local level are also focused on hitting these national targets. For co-management to be a truly inclusive process, however, it was suggested that local communities need to be legitimately included at a much earlier stage.

Another challenge articulated was the lack of clarity on what the overarching objective for co-management is. At one end co-management could simply be a means to communicate more with stakeholders who continue to have regulations imposed on them. At the other, co-management could be a legitimately implemented participatory process. There was also recognition that varied stakeholder perspectives and priorities, lack of shared understanding and ambition, and siloed operational structures were further barriers to legitimate participatory co-management.

Other challenges, barriers, and constraints included:

- Time and availability of all involved.
- The necessary cultural shift required to embrace co-management.
- The disparity in representation and influence between large fleets and smaller vessels.
- The challenge of balancing social, economic, and environmental sustainability and delivering benefits in each.
- Accessibility and inclusivity considering varying levels of literacy and ability to engage in decision-making processes.
- Adapting to new technologies and competition for space.

4.5 What do the different types of organisations or interests hope for from co-management?

Participants hoped co-management could build trust and mutual understanding between resource users, resource managers, policymakers, and scientists, and also that it would generate positive stories of working and achieving aims together. There was also hope that it could bring more people into future marine management discussions, including local councils and the wider public.

Some participants also held the ambition that co-management could enable fishers to participate, further contributing to the building of mutual understanding and creation of shared goals. There were also aspirations that co-management could deliver economic stability for the fishing industry (fishers and producer organisations) and that fishers could gain recognition as primary food producers.

It was noted, however, that management approaches to date have contributed to a dynamic in which fishing and fishers are framed in competition and conflict with the environment. Hope was articulated that co-management could highlight that everyone wants healthy seas, even if they have different motivations for doing so. There was feeling that work needs to be done to find both common ground between parties and productive ways of working together to find solutions and a more representative balance.

Other hopes included: improvement in policy coherence; contextually relevant management measures; trust in data and science; healthy and sustainable ecosystems; achieving the three pillars of sustainability; and the provisioning of adequate resources and development of capacity to achieve co-management.

4.6 What are the projects in the UK or elsewhere to learn from?

In this discussion stakeholders were asked to share co-management or participatory projects that they knew of that could be learned from.

In response to this question a long list was created and can be seen in the workshop record. It includes local initiatives for example to agree codes of conduct (Cumbrian and Scotland Border), Special Area of Conservation protection alongside static gear (Lyme Bay) or to take on the management of local areas (Scotland), and arrangements around Cornish sardines and mackerel, Shetland scallops, and Devon inshore potting. At national level initiatives include Defra and MMO setting up Regional Fisheries Groups to help inshore fishermen communicate with government and scientists and the MMO setting up quota advisory groups in the Southwest. National initiatives also included one set up by the Marine Conservation Society called Agents of Change: which is focused on building understanding of the importance of the seas in coastal communities.

From other countries people mentioned the Isle of Man scallop fishery, Australia and American fisheries management councils and an example of initiatives run by fishermen for fishermen in the Baja peninsula in Mexico and also Madagascar.

5 Sharing ideas about what works

In this session, participants spent time sharing and discussing ideas on what is working and what more will need to be done to shift towards co-management of fisheries.

5.1 What is working and taking things in the right direction?

It was suggested that there are increased efforts to support and enable the participation of fishermen in management discussions (with Fishing into the Future cited as an example) and that there are more opportunities for fishermen to contribute and be involved in decision making.

Participants reported examples of good quayside communication, with organisations coming down to the seafront to listen to fishermen. There was feeling that this kind of approach works best when fishermen's timetables are considered, and it is understood that fishing is not a 9-5 industry. There was feeling that this could be built upon by using more trusted contacts and involving more genuine

representatives of the fishing industry. Another positive identified is the willingness and desire from the fishing industry to take part in management discussions.

People expressed the view that there has been an increase in trust between scientists and fishers, more connectivity between different interests, and more transparency. There was also suggestion that there is good learning to be taken from fisheries science partnership projects and Regional Fisheries Groups because fishermen and women can give their input. This has encouraged increased participation. Some people highlighted that, in some places, management is working well. However, examples where stocks are high and fishers are reporting good catches seem to be overlooked.

There was suggestion that it is worth looking at examples of where there is good practice from the Inshore Fisheries Conservation Authorities (IFCA) model and the related tensions and challenges to synthesise learnings from the approach. It was also felt that the holistic approach of the Coastal Partnerships Network (CPN) is working well and taking things in the right direction.

Other factors perceived to be 'taking things in the right direction' were the implementation of the Fisheries Act, the availability of funding opportunities (e.g. the UK Seafood Fund), and opportunities to take fisheries management in a new direction post-Brexit. Several participants also shared the sentiment that having varied actors engaging in this workshop was impressive, and that it demonstrated the capacity for further such conversations moving forward.

5.2 What else needs to be done to increase the likelihood of success and overcome any challenges or issues?

Participants discussed the need for information and data accessibility, funding, and resources for effective decision-making in the fishing industry. It was also suggested that a cultural shift from top-down models to more inclusive approaches was necessary to increase the likelihood of co-management being a success. This includes true representation of fishing communities and the incorporation of fishers' voices in decision-making. The importance of clear objectives, leadership, and a shared understanding of priorities among economic, social, and environmental factors were also flagged as important.

To achieve successful co-management, participants suggested bridging the gap between inshore and offshore work, aligning approaches across regulators, and maintaining continuity in the process and the people involved. It was also felt that stakeholder balance would be needed to provide a foundation on which mutual dialogue through shared knowledge, trust, and confidence could be built.

Other suggestions for work to be done to increase the likelihood of success included: supporting younger generations; improving data interpretation skills; working out how to manage across borders; addressing personal and organisational issues in co-management; and improving the systems for defining protected areas.

Timeliness was perceived as a challenge – with some participants feeling that fish stocks and the inshore fleet are imminently threatened. Adapting to industry changes, building capacity for co-management at lower levels, and addressing concerns related to Brexit were also thought to be important. Those at the workshop also discussed the need for proper compensation for people losing out in allocations – with proactive work by the Community Interest Companies in Lyme Bay and Plymouth cited as potential examples to follow.

5.3 To future proof co-management endeavours, what new and emerging things does co-management need to factor in and make the most of?

There was feeling that, currently, there is a real opportunity to move forward with fisheries management plans and get them right to achieve desired objectives - such as implementing the ecosystems approach. Participants also felt that co-management needs adequate funding and support from the outset to succeed. Formal process evaluations, the implementation of continuous improvement mechanisms, and maintaining a balance between clarity and flexibility in planning were all suggested as potential means of future-proofing marine co-management work.

Participants discussed the need for establishing communication and trust among stakeholders, while equipping individuals with the right skills to equitably participate. The need to standardise fisheries data for co-management and to explore remote electronic monitoring (REM) technology for fully documented fisheries was also mentioned. Another future-proofing method suggested was proactive recruitment to mitigate the ageing of the inshore fleet.

There was also acknowledgement of the importance of incentives, and of fair compensation for stakeholders dedicating their time and expertise to co-management. It was felt that co-management would look different in different areas and that a flexible framework allowing for adaptation, devolution of shared powers to regional levels, and clear government roles would be important for ongoing success.

The need for transparency, stakeholder engagement, and trust-building also emerged during this session. Participants signposted local pilot projects, like Sussex Kelp and Lyme Bay, as examples where co-management based on principles of transparency had been successful in addressing conflicts. Other suggestions for future-proofing co-management efforts included clarity in policies, a legal framework that enables collaboration, and a commitment from stakeholders to the process and learning together.

5.4 What kind of 'favourable wind' arrangements will best enable success? (What needs to be in place to best enable success?)

Members of the group suggested a cultural shift is needed to move away from a single-issue focus, followed by new processes this will take time, space and resources to develop. Key factors for success include having access to people's knowledge, breaking down barriers in the current approach, and creating a shared understanding and interpretation of available information.

Effective communication of data and information is essential, along with flexibility and adaptability in management. Participants discussed the need to take risks to enable cultural change and acknowledged the importance of embedding co-management in legal frameworks and policy. Learning from global examples and not reinventing the wheel was also mentioned, as well as the need for management to be flexible, dynamic, and adaptive.

Inclusion of genuine fishermen in co-management processes is necessary, with support from regional fisheries groups and capacity building in both the fishing industry and government. Funding, resources, and collaboration across different sectors is required for success in this approach.

Participants identified the need for clear leadership, acceptance of responsibility, and commitment to implementing and demonstrating the effectiveness of this approach. Challenges in representation, particularly for smaller fleets, were acknowledged, along with the importance of supporting infrastructure and identifying areas for co-creation and funding opportunities.

6 Working together more effectively and playing to strengths

Next, stakeholders reflected on collaborations they had been involved in, what characterised them, and the ethics and principals that guided them. They then explored what part different groups and organisations could play in co-management.

6.1 When collaborations work well, what characterises them?

The workshop participants identified several key characteristics of successful collaborations. Shared understanding of the problem, established through clear communication, mutual understanding, and a common goal, was felt to be important. It was suggested that this shared understanding could be built and enhanced by having consistent representation across the process and committed individuals involved.

Trust, time, and respect are all crucial elements, fostering a conducive environment for discussion and decision-making. There was feeling that this, in turn, encourages a sense of ownership and accountability and ensures that everyone feels involved and responsible for the collaboration's

outcomes. Trust was also identified as the foundation of long-term relationships that contribute to a sense of teamwork and shared vision.

Participants also flagged inclusivity and balance as important, with equal representation of all stakeholder groups highlighted. Transparency in collaboration was also felt to be critical, as it makes the reasoning behind any decisions made clear to all parties – showing them that their input has been considered and valued. Participants also emphasised the importance of having a safe space for open dialogue and a platform for discussing policy objectives.

Effective leadership was also thought to be key in successful collaborations. Participants characterised a leader as someone who understands the needs of all parties and can bring people together. Other characteristics of successful collaborations included buy-in from government, government recognition of the value of collaboration, compensation for participants, and the celebration of project milestones.

6.2 What ethics and principals work to guide effective co-management projects?

The importance of treating others with respect and honesty, fostering a foundation of trust, and maintaining open dialogue all emerged as important principles to guide co-management projects. Participants discussed the need for transparency, accountability, and mutual respect, as well as transparent agendas and motivations. It was also felt that promoting accessibility for all parties involved is a key ethical concern.

Commitment to the process was considered vital for reaching shared objectives and finding common ground, while external facilitation and neutral coordination were suggested as guiding principles to ensure all voices are heard and prevent certain voices dominating. A just and fair process, rather than majoritarianism, was also deemed necessary.

Longevity and consistency were identified as further significant factors in co-management success, as well as focusing on the greatest good for the greatest number of people – particularly in fishing communities. Participants recognised the need for improved security and wellbeing in coastal communities, indicating that co-management needs to be a significant gamechanger in these areas to generate buy-in.

The inclusion of socio-economic factors in new legislation – and balancing socio-economic and environmental concerns in the decision-making process – was considered an important guiding principle for several participants. The importance of addressing conflicts of interest, embracing honesty, and promoting safe spaces for open communication were also acknowledged, along with the need for collective decision-making, confidentiality, and credible representation.

Participants also suggested equity and equality between and among stakeholders, effective communication, and innovative opportunities for fisheries management as important ethics and principles. Other suggestions included agreed protocols and structures to capture various views and outcomes from the co-management process and gaining formal agreement from stakeholders on due process.

6.3 When it comes to implementing co-management, what could each part play for success?

Producer Organisations & Fishers

The need for credible representative voices and identifying relevant management strategies for fishers are both key concerns for fishermen. Encouraging engagement among members of the fishing community and the sharing of knowledge, experience, and perspectives were also highlighted as important to the successful implementation of co-management from the perspective of fishers.

Participants acknowledged that not all fishers are members of producer organisations (POs), and that some organisations focus more on marketing products than managing quotas. It was felt that POs can provide valuable input in developing technical measures and act as an effective voice to engage the government. They could also help to determine what works and what doesn't. Questions

were raised, however, about who POs represent and their role in bridging gaps between large- and small-scale sectors.

The idea of a fishers' ambassador program and expanding fisherman's associations was proposed to give a voice to those currently underrepresented. Despite challenges – such as limited resources and fatigue – initiatives like CICs could help facilitate this process. There was feeling that POs could also potentially contribute to bycatch reduction and seabed impact management.

Participants highlighted the need for willingness among fishers and POs to engage with the bigger picture of the sea as a societal resource and the concept of intergenerational justice. Building consensus and having faith in new ways of working were identified as necessary, albeit challenging in the current climate. Cooperation with wider communities, including non-fishing coastal communities, was discussed as a route to successful co-management implementation.

MMO & Defra

Key suggestions for the role of MMO and Defra include capturing and disseminating evidence on the impact of co-management, establishing an objective evaluation process, and promoting honest and transparent communication with regards to the possibilities and limitations of co-management.

Participants discussed the need for clarity on the roles and responsibilities of Defra, MMO, and other organisations such as the IFCAs and the Centre for Environment, Fisheries, and Aquaculture Science (CEFAS). It was also suggested they should relinquish some decision-making power, accept some risk, and help build capacity and expertise in co-management and social science. There was feeling that consistency and continuity is needed in the roles and processes of MMO and Defra.

There was feeling also that the international dimension of UK fisheries management should be considered, with Defra ensuring co-management is compatible with international negotiations. Transparency was highlighted as crucial, both in decision-making and negotiations, with no hidden agendas.

The importance of recognising successful past initiatives and incorporating them into future approaches was noted. Identifying the balance between socio-economic and environmental outcomes was discussed, as well as providing support and alternatives for those negatively impacted by decisions. Participants expressed the necessity for Defra to better understand small-scale fishing realities.

Improved cross-departmental collaboration and providing a buffer against political priorities were suggested as roles for both MMO and Defra. Participants also highlighted the need for fishermen to be included in discussions about coastal development and for MMO and Defra representatives to have a deeper understanding of fishing practices and livelihoods.

The establishment of funding streams and incentives for co-management arrangements was mentioned, along with facilitation of community interest groups. It was suggested that government agencies should contribute to research questions that inform policy implementation, and that commitment to co-management must be embedded in the management process.

IFCA & NE

Participants identified several key roles that IFCA and Natural England (NE) could play for success. The IFCAs' regional and local expertise, as well as their connection to local communities was flagged as important. Participants also recognised, however, the need for improvements to the IFCA model – such as separating engagement and enforcement roles to build trust.

Potential challenges for co-management emerged from discussion, including potential conflicts between IFCA policies and co-management groups and the need for a clear understanding of decision-making processes. Participants also highlighted the importance of learning from the experiences of commercial fishermen, who currently have varying levels of influence on IFCA decision-making.

Participants further suggested that the role of non-fishing activities, such as dredging, should be taken into account when considering the impact on fish stocks. The involvement of the Environment Agency (EA) was also seen as necessary. Communication and collaboration between fishers and IFCAs were also identified as crucial areas for improvement.

Additionally, those in workshop discussions acknowledged the diversity of the IFCAs, and the challenges posed by their varying regional structures. They suggested that good co-management practices should be identified and shared across different organisations. A need for collaboration, communication, and adaptability in the roles of IFCA, NE, and other stakeholders was identified for successful co-management implementation.

Researchers & NGOs

Participants highlighted the different yet complementary roles these groups play in the process. Researchers and academia contribute by providing scientific data and evidence-based insights, often partnering with the fishing industry. Social scientists have become increasingly important in understanding the human factors involved in fisheries management. There was feeling, however, that researchers must ensure their work is relevant and beneficial to communities while also maintaining objectivity.

NGOs on the other hand offer support through collaboration, expertise, fundraising, and lobbying efforts. They act as disrupters, pushing agendas that may not be advanced by other parties directly involved in fisheries. NGOs give voice to fishermen who may not have the resources or platform to express their concerns. While some NGOs have their own agendas, many work towards better collaboration between fishermen, researchers, and government agencies.

Co-management can help change the dynamic between NGOs and fishermen, fostering a more cooperative relationship. Researchers need to capture the value of co-management to provide evidence supporting its effectiveness to decision-makers. Engaging closely with communities and policy teams allows researchers to bridge gaps and better understand the realities of policymaking and fishing communities.

Participants also discussed the importance of fisher co-designed research and the need for funding support from the government. It was suggested that NGOs could act as impartial liaisons between government and fishermen, facilitating communication and support. Collaboration between environmental and welfare NGOs was also felt to be an essential step towards bridging gaps and collectively working towards the welfare of both fishers and increased abundance of fish populations.

7 Suggesting priorities

7.1 What would you like to see in the MMO roadmap?

In the final session, participants were invited to think about everything discussed during the workshop and write their suggestions for what they would most like to see in the MMO roadmap.

It had been intended that the group would prioritise their suggestions. The comments, however, ranged from commitment, to participation, action, and evaluation perspectives. Under these circumstances it would not have been appropriate to prioritise one aspect over another.

Participants suggested a steering group be formed, guided by the principles of stakeholder participation. It was also felt a joint statement should be created, committing to the purpose and process of co-management delivery. In terms of governance, it was suggested that regulators and stakeholders should engage in a relationship of equals - outlining clear roles and responsibilities, broader devolved responsibility, and a co-management decision-making framework.

There are a lot of suggestions around participation with a specific request for a clear participation and engagement plan (including stakeholder identification), and aspirations concerning how people connect to share ideas and collaborate, mechanisms to enable fishermen to participate, and recognition of conflict and how to manage it.

Participants felt the roadmap will need clear intent and clear definitions to succeed, as well as an adaptive approach welcoming innovation, new approaches, and new ways for fishermen to update what is working from their perspective. A clear action plan is needed to deliver timely responses to issues – such as the pressing problems facing the inshore sector. There was feeling that the roadmap needs to be supported with sufficient resources – including means to support existing management strategies that are working - and by building capacity for involvement among stakeholders.

Lastly, it was suggested that evaluation phases be included in the roadmap so that it can be improved and changed to fit contextual need as it progresses. These evaluations could contribute to an evidence base to demonstrate the value of co-management and enhanced collaboration.

7.2 What type of initiative would you most like the MMO to pilot to trial processes and tools for collaborative management?

In the final task of the day, participants put forward suggested priorities for types of initiatives to pilot to trial the processes and tools for collaborative management. Participants were then invited to prioritise the initiatives they most wanted to see happen. The prioritised list is below:

Idea	No. of nominations
▪ Skills sharing/capacity building	8
▪ Framework for sharing management responsibility	8
▪ Develop conservation initiatives through co-managed approaches	8
▪ Initiative that blends a range of interests to assess communication and negotiation	7
▪ Determine fair representation	7
▪ Stock-based fishery management plans	5
▪ Learning from the 10 IFCA's	5
▪ Extend co-management options beyond quota management	5
▪ Connecting policymakers/government and fishers	5
▪ MMO work with fishing industry group and spend time with them to come up with a pilot	5
▪ Steering or consultative group with stakeholder participation	5
▪ Funding support for small-scale fishers	5
▪ Regional management	4
▪ Ecosystem science approach to management	4
▪ Collate and communicate examples of where fisher engagement did and didn't influence decisions	4
▪ Collaboratively setting and then using clear balanced policies	3
▪ Resources	3
▪ Improved catching sector engagement	3
▪ Non-quota species	3
▪ Existing recommendations/arrangements	2
▪ Check-ins on outcomes of decisions	2
▪ Drift netting surveyed	1



Establish Co-Management for Fisheries Workshop
Shared Stories
March 2023

Contents

1	Durham Heritage Coast and Seascapes Development	14
2	Agents of Change	16
3	Eastern England Fish Producers Organisation	20
4	Inshore Potting Agreement	23
5	Poole Harbour	24
6	Nearshore Trawling Byelaw provides for recovery of inshore ecosystems	25
7	The Mid Channel Agreements	26
8	Lyme Bay Fisheries and Conservation Reserve	27
9	Scottish pelagic fishermen and factories become scientific data collectors	30
10	Multiple fishing industry-science projects and programmes over 20 years	32
11	Solway Code of Conduct	34

Shared Stories

This document is a record of stories shared by participants prior to and during a workshop on establishing co-management for UK fisheries.

1 Durham Heritage Coast and Seascapes Development

- | | |
|---|--|
| <p>1. Title:</p> | <p>1. Durham Heritage Coast
2. SeaScapes Development - £4m lottery funded programme for the sea area between the rivers Tyne and Tees</p> <p>Niall Benson involvement 2020 to 2022.</p> |
| <p>2. Location:</p> | <p>Northeast England between the rivers Wear and Tees</p> |
| <p>3. Aim/impact:</p> | <ol style="list-style-type: none"> 1. Landscape protection and enhancement including habitat restoration and participating communities. 2. Unveiling with community participation the hidden cultural and natural heritage of the inshore marine area between the rivers Tyne and Tees to around the 6m off. |
| <p>4. Who was involved?
Partners/funders/stakeholders</p> | <p>Local authorities, land owners, statutory agencies including water company, charities, local community representatives.
Wide range of funders; EU programmes, central and local government, National Lottery Heritage Fund, partners own resources.</p> |
| <p>5. Achievements?
(For projects in early stages - put what you hope for)</p> | <p>Long term protection for the unique coastal landscape and seascape.
Natural environment recovery from post coal mining despoilation.
Agree management and business plans.
Extensive community participation.
Increased understanding and appreciation of our natural and cultural heritage.</p> |
| <p>6. Key Success Factors?
(For new projects - put what you are building into the project to increase your chances of success)</p> | <ol style="list-style-type: none"> 1. Recognition of the value of Heritage Coast definition 2. Recognition of the heritage value of our coastal seascape area 3. Increased participation in delivery and governance of our coast and seascape areas 4. Continuing investment into the protection and enhancement of our coastal landscape and seascape |

7. Key learning: What worked or is working really well?

1. Common understanding of objectives
2. Common understanding of partnership working
3. Continuity of presence and knowledge centre

8. Key learning: What would you do differently if you could start again?

1. Started earlier on marine habitat restoration.
2. Closing the participative loop could have been done better on several occasions due to lack of resources and prioritisation.
3. Pulled harder on the political levers available.

9. Other useful info? (e.g. scale of impact local, national, international)

Scale is mainly local and regional although the recovery of the Durham Coast has been recognised nationally and internationally (UK Landscape of the Year Award 2010, Council of Europe Special Mention 2011)

Note: Niall Benson's involvement was in leading the Heritage Coast Partnership from 2000 to 2022 and in the development of the SeaScapes programme, subsequent delivery of this programme is being carried out by others.

**10. To find out more:
(List websites, documents, contacts etc.)**

www.durhamheritagecoast.org
www.exploreseascapes.co.uk

For a full case study report, please contact
Rachel.Holtby@marinemanagement.org.uk

2 Agents of Change

1. Title:	Agents of Change project learning
2. Location:	<p>1. Kingmere MCZ (West Sussex – Worthing and Littlehampton)</p> <p>2. Beachy Head East MCZ (East Sussex – Eastbourne, Bexhill and Hastings)</p> <p>3. Cromer Shoal Chalk Beds MCZ (Norfolk – Cromer, Sheringham and surrounding villages)</p>
3. Aim/impact:	<p>Aim: Increasing community support for well-managed Marine Protected Area</p> <p>Impact: Increasing understanding and connection between policy makers and community. Increasing local networks. Increasing local participation in decision-making process.</p>
4. Who was involved? Partners/funders/stakeholders	<p>Funders (all sites): Calouste Gulbenkian Foundation, Life Programme of the European Union.</p> <p>Funders (Norfolk): Seafarers UK, Wash and North Norfolk Marine Partnership, Norfolk Coast Partnership.</p> <p>Partners: Marine CoLABoration (with focus from Fauna and Flora International and New Economics Foundation).</p> <p>Stakeholders: Fishing community (commercial and recreational), IFCA, environmental groups, Councils (County, District and Parish), Natural England, education (schools and colleges), local media, local MP offices, local residents and more.</p>
5. Achievements? (For projects in early stages - put what you hope for)	<p><u>Kingmere MCZ:</u></p> <p>Understanding the societal (non-financial) impact of fisheries management on fishing community values through revisiting the site to interview site users two years post-management.</p> <p>Continuing to connect coastal communities with environmental and societal benefits, through an engaging website – www.kingmeremcz.uk.</p> <p><u>Beachy Head East MCZ:</u></p> <p>Initiating a localised campaign that supported the consultation and designation of Beachy Head East MCZ called #BackingBeachyHeadEast , with some support from Eastbourne and Hastings fishing fleets.</p> <p>Creating resources that were locally adopted – www.beachyheadeast.org</p> <p>Creating networks of supportive individuals/ groups/ organisations.</p>

Supporting community participation in the IFCA's informal management consultation of BHE MCZ, with workshop participation from MMO MCZ team, NE, EA, Councils and local MP offices, as well as stakeholders from across different groups (it felt a big achievement to have MMO, NE and EA staff actually come and participate in community workshops).

Cromer Shoal Chalk Beds MCZ

Checking back in on CVM results and asking societal hopes for the local area resulted in community vision for Cromer Shoal Chalk Beds MCZ and a project action plan for the area, including a Fishing-Environment education programme centred around the MCZ that attracted funding from sources new to Marine Conservation Society and has connected the wider society with local fishing community and marine environment.

Supporting community participation in Eastern IFCA's Adaptive Risk Management process through 'Cromer Shoal Chalk Beds MCZ Stakeholder Group' : www.eastern-ifca.gov.uk/mcz-stakeholder-group/. To date, the group has 83 members, including fishermen, Visit North Norfolk tourism board, Councils, environmental groups, educators and academia, local MP and wider general public. Most recently, the Group met in December 2023 in person to discuss new management proposals by Eastern IFCA.

**6. Key Success Factors?
(For new projects - put what you are building into the project to increase your chances of success)**

Important elements required to complete the targets.

Taking a values-based approach to communications, highlighting where society is connected and working to reduce the unhelpful and negative 'fishing-vs-conservation' narrative that is perpetuated in the press and others that results in increased local animosity and reduced trust and willingness to engage.

Taking a system-based approach to understand community opportunities locally and where points of leverage exist.

Having an open listening approach and the flexibility to support community vision for local society and sea in a range of work areas, (able to work beyond narrow scope of fisheries management).

Deep listening work (Community Voice Method – in Sussex 'Seeking Balance' and in Norfolk 'Common Ground') in the communities where the project was to work, prior to project start.

Employing local experts* to support project conception, planning and development ahead of work starting with communities.

Employing local experts* where staff not as well known by local people throughout the project duration, to keep connected and support local face-to-face communication.

Working in partnership with organisations knowledgeable in different aspects of societal values and connecting with communities and gave our work credence in a variety of subject areas.

Being trusted to provide a neutral space to test language and feedback for regulators and community, ahead of communicating with the other.

Encouraging a holistic approach to community discussion from the start and acknowledging where there is disagreement.

(*By 'local expert' we mean people who live and are known in the town(s) and village(s) in the work area.)

7. Key learning: What worked or is working really well?

Taking a values-based approach to communications: has shown communities that there is common ground and a common goal – ultimately that everyone wants and needs a healthy sea, even if it's for different reasons. Starting with this evidence supports positive space for discussion.

Keeping outputs accessible: Language of government is inaccessible to the majority of community members and should not be seen as a tool to engage fishing and wider communities with. Agents of Change continues to provide translations of regulator work to communities. It should be noted that, particularly in inshore fishing communities, literacy levels are mixed and verbal / non-written alternatives should always be offered.

Long-term commitment to co-management work. Agents of Change project funding over 5 years+ has enabled the project to react and adjust to a previously unforeseen and highly unpredictable time for coastal communities, including Brexit, Covid-19 and changeable politics. This longer project duration has meant that the pushed back time scales of opportunities for communities to engage with fisheries management have been able to happen.

Positive track record: Having previously connected through Community Voice Method, Marine Conservation Society was already known, seen in a positive light and had demonstrable track record of deep listening locally.

Partnership working: the Agents of Change project, led by Marine Conservation Society (skilled in bringing societal values and blue health in the UK into management) and in partnership with New Economics Foundation (skilled in community organising around sustainable finance) and Fauna and Flora International (skilled in different community organising approaches around the world) brought new perspectives and exposure to different specialisms. Discussions with Councils were initially focused on finance, which meant we needed to draw on NEF expertise, where conversations with community groups centred around blue health and understanding diverse values (MCS + FFI).

Breaking down silos: It makes workshops and discussions more challenging to plan when you have people together who think that they disagree however, supporting stakeholder groups to continue in their silos is deeply unhelpful in supporting progress.

Mistrust and frustration is perpetuated from 'Chinese whispers' about what other community groups might be doing. Bringing people together to talk about their aims and hopes for the area has helped demonstrate willingness to engage with others they did not think they would otherwise agree with and increase productive conversations about sustainable management in to the future.

Not having specific set goals/ targets beyond that of 'increasing support': the Agents of Change project approach works in a locally-appropriate and relevant way, ensuring a bottom-up approach to community connection and project goals. The aims of the community are not fully known until the connections and discussions have taken place and it has been a huge benefit for the project not to have set what these might be from the start.

Being flexible enough to learn and adapt as we go: Example, key learning from Carole White showed that practitioners could do more to be upfront and communicate that management may mean that some people lose out on earning opportunities to support environmental needs (that management cannot always be win-win). This learning showed us the need to be clear about how we would take on discussion about trade-offs and support further discussion around just-transition. We changed our language and approach during community meetings to support recognition of the potential societal and cultural impact of management.

8. Key learning: What would you do differently if you could start again?

Better consider our 'exit strategy' and whether we should have one in the first place?... The project focused on getting started and getting people together so much so that the project has become a resource that is relied upon locally to provide capacity that connects people together. Without the Agents of Change project adding capacity to the local area, the community connectivity and participation in the management and celebration of local sea... but we haven't tested this yet.

9. Other useful info? (e.g. scale of impact local, national, international)

Scale of impact = local and national.

**10. To find out more:
(List websites, documents, contacts etc.)**

<https://www.mcsuk.org/ocean-emergency/marine-protected-areas/recovery-projects/agents-of-change/>

<https://marinecollaboration.wordpress.com/>

<https://www.frontiersin.org/articles/10.3389/fmars.2019.00619/full>

<https://cdn.gulbenkian.pt/uk-branch/wp-content/uploads/sites/18/2017/03/Gulbenkian-Our-ocean-has-value-lr.pdf>

3 Eastern England Fish Producers Organisation

1. Title:

Eastern England Fish Producers Organisation

2. Location:

East Yorkshire

3. Aim/impact:

Carrying out the function of a Producer Organisation in accordance with the CMO Regulation and other legislation applicable to POs for the benefit of its members and to *inter alia*:

- Promote the viable and sustainable fishing activities of its members
- Promote avoidance and reduction of unwanted catches
- Maintain and improve the conditions and sales of members are maintained and if possible improved

The PO's core activities are centred around:

1. Quota management on behalf of Members including administering individually held quotas and those held in a share pool ("Pot") including quota uptake, trades and sales transactions.
2. Representation and advocacy of members interests.

In terms of project related activities, several EEFPO members were participants of the Defra/MMO administered Full Documented Fisheries Scheme (previously Catch Quota trails) from 2008-2020 which successfully demonstrated member's cod avoidance to facilitate its recovery within the management.

We are presently leading a bid for funding for a project called Fishing I's to facilitate bycatch avoidance by:

- Reporting the location and quantities of unwanted catches by vessels which is collated and with high risk areas reported back to the project participants in order to invoke spatial avoidance.
- Utilise oceanographic sensors and underwater cameras attached to nets, combined with an oceanographic model utilising spatial time series data on oceanographic conditions to inform skippers targeting decisions and tactical fishing operations to improve catch efficiency and further minimise bycatch.

The proposal is to further a provisional agreement with Defra to implement the project as a fisheries management trial, where additional quota may be provided to incentive/ support the approach.

We are also an industry participant on the newly funded Coordinated Development And Implementation Of Best Practice In Bycatch Reduction In The North Atlantic Region (CIBBRiNA) a multi-partner European project to direct actions on reducing fisheries wildlife bycatch. This may include a UK case study to trial bycatch mitigation methodologies with EEFPO vessels centred on shark and seabird bycatch.

4. Who was involved?

Partners/funders/stakeholders

In our quota management and PO function we routinely work with the MMO and Marine Scotland to administer quota allocations, log and monitor landings, quota uptake, administer domestic and international swaps, economic link requirements and prepare and report on our operational plan.

More broadly we engage with a range of government bodies principally including Defra, MMO, ICES, Cefas and Marine Scotland to inform the development and implementation of fisheries and wider marine policy and science.

FDF: Defra/MMO, EEFPPO Members.

Our two current projects/bids:

Fish I's: Safety Net Technologies, Scottish Fishermen's Organisation, EEFPPO members. Current bid submitted to FISP.

CIBBRiNA: Various but in the UK including University of St Andrews and EEFPPO members. EU Life funded.

5. Achievements?

(For projects in early stages - put what you hope for)

Successful management of quota uptake by members within management limits.

Contributing to/influencing developments in fisheries policy and management delivery.

Projects:

Fish I's: Demonstrate bycatch avoidance, improve fishing efficiency and reduced environmental impact.

CIBBRiNA: Successful trials that demonstrate by-catch reduction and proof of concept application of new technologies (e.g. the use of magnets in reducing unwanted catches of sharks).

6. Key Success Factors?

(For new projects - put what you are building into the project to increase your chances of success)

EEFPPO was established as the Grimsby FPO in 1981 which along with other POs have become a well-established formal part of the management framework for fisheries. Success factors include:

- Secure sources of funding via a levy on members.
- A permanent staff.
- Collective management of resource tenure rights (quotas) that helps to provide flexibility among members in utilising those rights, whilst also providing a strong incentive for individual business compliance.
- Benefits to members by providing representation and a conduit for information on developments in policy and management affecting individual members businesses and access to funding for training purposes.

7. Key learning: What worked or is working really well?

Collective management of quota through co-management arrangements with industry via POs is well proven in terms of flexibility, compliance and providing focal points for the collective organisation of the industry. POs are seen as trusted intermediaries between fishing businesses, managers, science institutions and government.

Incentivisation through access to additional quota has assisted in the participation of fishing businesses in the FDF scheme and is an important element for motivating the development of the Fish I's project bid. A desire to be at the forefront of new approaches to improving sustainability is also important to a number of EEFP members and the organisation.

This has been supported by a fisheries administration that has in a number of ways been conducive to facilitating industry based approaches together with enabling access to funding. The framework is not yet in place to incentivise and expand the role of industry bodies such as POs to routinely take on other management functions.

8. Key learning: What would you do differently if you could start again?

Improvements in access to industry data would benefit the functions of the PO and the transactional costs of operating. This includes for example better access to vessel position data.

A favourable policy and institutional governance framework in which management is delivered that permits and sufficiently incentivises collective organisation within the industry is crucial to facilitating enduring levels of co-management with industry. The POs are an embodiment of previous success especially in their quota management functions, but other areas of policy such as in bycatch minimisation and benthic impact reduction have yet to lay down enduring widespread co-management based solutions.

9. Other useful info? (e.g. scale of impact local, national, international)

Our membership is currently 26 members including a mix of offshore vessels operating predominantly in the northern North Sea, principally operating out of Peterhead, and to a lesser extent west of Scotland, and smaller day boats operating along the Yorkshire coast and the greater Wash. The FDF programme operated with the larger offshore vessels, as will the two current projects/bids.

4 Inshore Potting Agreement

1. Title:	Inshore Potting Agreement
2. Location:	South Devon
3. Aim/impact:	Conflict management
4. Who was involved? Partners/funders/stakeholders	Static gear fishermen mobile gear fishermen MAFF (now MMO) Devon Sea Fisheries Committee (now IFCA)
5. Achievements? (For projects in early stages - put what you hope for)	Conflict reduction Space to fish Marine habitat conservation Co-management
6. Key Success Factors? (For new projects - put what you are building into the project to increase your chances of success)	Originally a voluntary agreement, lobbying of the Government resulted in the adding of the IPA (South Devon trawling and crabbing chart / South Devon Inshore Fishing Grounds) to fishing licences in 2002. Vessels are required to abide by the conditions set out by the management committee which consists of fishermen and regulators. The IPA now boasts two MPA designations.
7. Key learning: What worked or is working really well?	The management committee - makes decisions in partnership. Conflict still exists, but much less so. Fishing fleets are stewards of the area and therefore take pride in effective management of the area.
8. Key learning: What would you do differently if you could start again?	We would hope that the regulators of today would act sooner (in terms of less lobbying being required to move something from voluntary to legal, when voluntary begins to break down).
9. Other useful info? (e.g. scale of impact local, national, international)	There is a desire to replicate the IPA around the UK.
10. To find out more: (List websites, documents, contacts etc.)	Grounds - IPA / Mid Channel / Lyme - SOUTH DEVON & CHANNEL SHELLFISHERMEN

5 Poole Harbour

1. Title:	Poole Harbour Oyster, Clam and Cockle Fishery Management
2. Location:	Poole Harbour
3. Aim/impact:	Achieve a sustainable clam and cockle fishery within an environmentally sensitive site.
4. Who was involved? Partners/funders/stakeholders	Southern IFCA, Poole and District Fishermans Organisation, Poole Harbour clam and cockle fishermen, Natural England, Dorset WildlifeTrust, Poole Harbour Commissioners, Defra
5. Achievements? (For projects in early stages - put what you hope for)	<p>Objectives of Marine Protected Area are met. Security of tenure for Poole harbour shellfishers – one of the largest inshore fleets in the country. Largest oyster production area in England via several order Needs of different users (inc. navigation are met). Fishery mets international best practice standards (MSC) Sensitive habitats are protected Stocks stable Illegal fishing addressed Ability to invest in capital to support fishery (quay facilities and vessels) Viable incomes Greater social cohesion (collaboration) Systems for joint decision making incorporated into governance Better shared understanding of the fishery Better markets and stable prices.</p>
6. To find out more: (List websites, documents, contacts etc.)	<p>https://fisheries.msc.org/en/fisheries/the-poole-harbour-clam-cockle-fishery/ https://www.southern-ifca.gov.uk/poole-harbour-fisheries https://www.youtube.com/watch?v=3gRnjx7rmmM https://fishingnews.co.uk/features/poole-harbour-clam-and-cockle-fishery/ https://www.dorsetwildlifetrust.org.uk/blog/hazel-ormrod/dorset-clam-and-cockle-fishers-surveying-their-catch https://www.youtube.com/watch?v=jmROYwDF4wI https://www.researchgate.net/publication/339229667 Managing a dredge fishery within a marine protected area Resolving environmental and socio-economic objectives</p>

6 Nearshore Trawling Byelaw provides for recovery of inshore ecosystems

1. Title:	Nearshore Trawling Byelaw provides for recovery of inshore ecosystems
2. Location:	Off Sussex
3. Aim/impact:	To ban trawling across 302km ² of inshore seas off Sussex
4. Who was involved? Partners/funders/stakeholders	Sussex Inshore Fisheries & Conservation Authority (SxIFCA) and related partners and stakeholders
5. Achievements? (For projects in early stages - put what you hope for)	Nearshore Trawling Byelaw approved in March 2021, banning trawling across 302km ² of inshore seas off Sussex
6. Key Success Factors? (For new projects - put what you are building into the project to increase your chances of success)	Restoring essential fish habitats, including kelp beds and providing for the recovery of a thriving diversity of marine life off Sussex
7. Key learning: What worked or is working really well?	<p>Co-management process taken by SxIFCA: informal 'sounding out'; collaborative evidence-building, formal consultations, balanced representation coupled with majority voting system on co-management committee (SxIFCA)</p> <p>Decision reached in face of objections from trawler owners, but consensus was not going to be gained. The objections were vastly outnumbered by committee votes to support and supportive consultation responses.</p> <p>Support of the Sussex Kelp Partnership after the byelaw was approved by the Sussex IFCA committee as it helped generate public and political support.</p>
8. Key learning: What would you do differently if you could start again?	No such key learnings apparent as successful and effective.
9. Other useful info? (e.g. scale of impact local, national, international)	Regional impact but serves as example for other inshore ecosystem recovery initiatives.
10. To find out more: (List websites, documents, contacts etc.)	<p>https://www.sussex-ifca.gov.uk/habitats#kelp</p> <p>https://sussexkelp.org.uk/</p>

7 The Mid Channel Agreements

1. Title:	The Mid Channel Agreements
2. Location:	English Channel - South Of Salcombe
3. Aim/impact:	Conflict management Space to fish
4. Who was involved? Partners/funders/stakeholders	UK - mobile and static gear fleets from Devon France - mobile and static fleets from Normandy and Brittany Belgium - trawlers who fish the Channel Holland - trawlers who fish the Channel
5. Achievements? (For projects in early stages - put what you hope for)	44 years of (fairly) successful conflict management. Significant reduction in gear losses (reduction in derelict fishing gear entering the marine environment as a result of gear conflict).
6. Key Success Factors? (For new projects - put what you are building into the project to increase your chances of success)	Reduction in gear losses Reduction in hostility /conflict An illustration that fleets can (and do) work together without Government intervention
7. Key learning: What worked or is working really well?	Partnership working, discussion and collaboration
8. Other useful info? (e.g. scale of impact local, national, international)	International - there is a desire to replicate these agreements in other areas.
9. To find out more: (List websites, documents, contacts etc.)	Grounds - IPA / Mid Channel / Lyme - SOUTH DEVON & CHANNEL SHELLFISHERMEN

8 Lyme Bay Fisheries and Conservation Reserve

10. Title:

Lyme Bay Fisheries and Conservation Reserve

11. Location:

Lyme Bay and Torbay Special Area of Conservation

12. Aim/impact:

Aim: To develop, promote and implement best practice in fishery and conservation management within the Lyme Bay Fisheries & Conservation Reserve in order to maximise socioeconomic benefits for local coastal communities. Supporting the following principles:

1. The socio-economic and cultural importance of the fisheries within the area should be acknowledged and be central to fishery and conservation management which will aim to maximise the socio-economic benefit to local communities and secure their long term sustainability.
2. Protected habitats and species will be afforded appropriate protection from disturbance and damage. We recognise that a diverse and healthy marine environment is of paramount importance and that the habitats and communities within the Lyme Bay Fisheries & Conservation Reserve, including the SAC, should be managed to secure their long-term protection.
3. Best possible fishery management practices will be developed, promoted and adopted to secure the long-term viability of target species populations.

13. Who was involved?

Partners/funders/stakeholders

Blue Marine Foundation, Fishermen from Beer, Axmouth, Lyme Regis and West Bay, Devon & Severn IFCA, Southern IFCA, MMO, Natural England, Angling Trust, NUTFA, University of Plymouth, local authorities, local NGOs
 Funders: Barclays, Marks and Spencer

14. Achievements?

(For projects in early stages - put what you hope for)

A Memorandum of Understanding was agreed between the fishermen, IFCAs, MMO and Blue Marine (NGO) to work together to protect species and habitats and promote best practice fisheries management.

A voluntary Code of Conduct was agreed between the fishermen and IFCAs to limit pot numbers and net sizes within the area.

An education programme was funded in which local fishermen gave presentations to local schools.

Educational displays were developed promoting the collaborative approach.

Annual monitoring of the area by University of Plymouth, hiring local fishermen to take out researchers was carried out for over 14 years, with publication of over 25 scientific papers and reports on the ecosystem changes over time following the original trawling ban in 2008.

**15. Key Success Factors?
(For new projects - put what you are building into the project to increase your chances of success)**

Investment of time and funding to support a full time Blue Marine co-ordinator to maintain regular contact with the fishing community, organise regular meetings between the fishermen and develop communication outputs.

Regular (up to monthly in the early stages) meetings to listen to the fishing community and bring in regulators in an open forum setting.

Support for the infrastructure needed to ensure best quality fish (ice machine and chiller units) for the fishermen that supported the MoU and voluntary Code of Conduct.

Support for communication channels, including a dedicated website and social media platforms to engage a wider community.

Giving the local fishing community a voice through organisation of joint meetings and correspondence with government Fisheries Ministers and Defra officials.

Creation of the [Lyme Bay Fisherman's Community Interest Company](#).

16. Key learning: What worked or is working really well?

Annual monitoring of the biodiversity and key commercial species by University of Plymouth since 2008 provided the evidence of the benefits of sustainable fisheries management.

Regular meetings of the Lyme Bay Reserve Consultative Committee provides a forum for fishermen, regulators and conservation bodies to discuss management of the Reserve area. The fishing community and regulators have recently confirmed that these meetings provide a valuable forum for open discussion and sharing of information.

17. Key learning: What would you do differently if you could start again?

Not become involved in managing and funding infrastructure projects long-term and ensure that any infrastructure is the responsibility of the fishing community from the outset.

Invest less in the infrastructure and instead build up demand for locally sourced sustainably caught catch.

18. Other useful info? (e.g. scale of impact local, national, international)

Impact has been at all levels, with regular requests for visits and information from other regions of the UK and Europe to learn about how it works, including from other fishing communities and government bodies.

**19. To find out more:
(List websites, documents,
contacts etc.)**

[Lyme Bay - Blue Marine Foundation](#)

[BLUEPrint-for-MPAs-Case-Study-Lyme-Bay-.pdf
\(bluemarinefoundation.com\)](#)

[\(5\) LYME BAY: The Road To Recovery - YouTube](#)

[Project Overview | Lyme Bay Fisheries & Conservation Reserve
\(lymebayreserve.co.uk\)](#)

[Home - Lyme Bay Fisherman's CIC \(lbfcc.com\)](#)

Contact:

Sam Fanshawe, UK Projects Manager, Blue Marine Foundation
sam@bluemarinefoundation.com

9 Scottish pelagic fishermen and factories become scientific data collectors

1. Title:	Scottish pelagic fishermen and factories become scientific data collectors
2. Location:	Scotland
3. Aim/impact:	To enable fishermen to be active contributors to the information used to assess fish stocks and support management decisions
4. Who was involved? Partners/funders/stakeholders	Scottish pelagic fishermen, pelagic processing factories, government scientists, industry-scientists, academic institutions.
5. Achievements? (For projects in early stages - put what you hope for)	Conceived in 2016 and began implementation in 2018. By 2021, all (but one) Scottish pelagic vessels are collecting scientific data on their catches and the sampling scheme replaced the government onshore sampling programme. The data from vessels is being used in stock assessments by ICES, but has much wider application, for the vessels themselves and for ecological research on pelagic stocks and fisheries. New initiatives are planned to link scientific data collected from vessels with scientific data collected by factories.
6. Key Success Factors? (For new projects - put what you are building into the project to increase your chances of success)	<ol style="list-style-type: none"> 1. Identified need / opportunity for improvements 2. Establishing effective working collaborations with the necessary people – trust and competencies 3. Achieving application in stock assessment, thereby verifying the utility and the reward for those involved. 4. Attention to communication and fulfilling the multiple levels of ‘what’s in it for me?’
7. Key learning: What worked or is working really well?	<ol style="list-style-type: none"> 1. A focussed task which tries to avoid being contaminated by all the other possibilities. i.e. doing one job well 2. Regular meetings of the science partners and effective communication with crew, skippers and factories
8. Key learning: What would you do differently if you could start again?	Trying even harder to get initial face-to-face meetings among the main collaborators to discuss in person expectations, fears, limitations etc.. and how we might overcome them. In essence developing a development process for the journey that the individuals and institutions involved had to take. Framing this as a continuous development process.

9. Other useful info? (e.g. scale of impact local, national, international)

National and at ICES. Internationally communicated and may be a role model for other sectors and regions.

10. To find out more: (List websites, documents, contacts etc.)

Mackinson, S., Brigden, K., Craig, J., Clarke, E.D., Angus, C., Pert, C.C. (in press). The road to incorporating Scottish pelagic industry data in science for stock assessments. *Frontiers in Marine Science*.

Video on Self sampling (Fishing into the Future)

<https://www.youtube.com/watch?v=NNs2sOJjsdA>

How fisher self-sampling can enhance pelagic fisheries data collection (Katie Brigden, from World Fisheries Congress)

<https://youtu.be/x-HEdSEpVzo>

10 Multiple fishing industry-science projects and programmes over 20 years

<p>1. Title:</p>	<p>Multiple fishing industry-science projects and programmes over 20 years</p>
<p>2. Location:</p>	<p>England, multiple locations/fisheries</p>
<p>3. Aim/impact:</p>	<p>Enhancing the sustainability of commercial fishing (multiple specific projects and objectives)</p>
<p>4. Who was involved? Partners/funders/stakeholders</p>	<p>Cefas, Defra, MMO, Universities, NFFO, NUTFA, POs, skippers, Seafish, Marine Scotland, international marine science organisations, EU Commission, EU Parliament, eNGOs ...</p>
<p>5. Achievements? (For projects in early stages - put what you hope for)</p>	<p>Evidence collection: Catch data collection, wildlife bycatch mitigation, environmentally friendly fishing gear development, discard survival estimates, discard ban trials etc</p> <p>Impact: Initiating and managing funding programmes for industry-science funding programmes (e.g. FSP, FISP). Underpinning new EU/UK fisheries management policies, regulations and internationally negotiated outcomes.</p>
<p>6. Key learning: What worked or is working really well?</p>	<p>Agreeing clear objectives. Maintaining effective communication.</p> <p>A published review of EU pilot projects to reduce unwanted catches identified the most important factors associated with the viability of the pilot projects - fisheries crises; incentivization; funding; expertise; and leadership.</p>
<p>7. To find out more: (List websites, documents, contacts etc.)</p>	<p>Example outputs:</p> <p>Catchpole, Tom L. and Tim S. Gray, 2010. Reducing discards of fish at sea: a review of European pilot projects. <i>Journal of Environmental Management</i>, 91, 717-723.</p> <p>Gray, T.S., Catchpole, T.L. (2021). The Relation between Fisheries-Science Partnerships and Co-Management: A Case Study of EU Discards Survival Work. <i>Sustainability</i>, 2021, 13, 3108. https://doi.org/10.3390/su13063108</p> <p>M. J. Armstrong, A. I. L. Payne, B. Deas and T. L. Catchpole, 2013. Involving stakeholders in the commissioning and implementation of fishery science projects: experiences from the U.K. <i>Fisheries Science Partnership. Journal of Fish Biology</i>, 83, 974-996</p>

Stephen C Mangi, Sven Kupschus, Steven Mackinson, Dale Rodmell, Alexandra Lee, Elizabeth Bourke, Tom Rossiter, Jim Masters, Stuart Hetherington, Thomas Catchpole, David Righton (2018). Progress in designing and delivering effective fishing industry–science data collection in the UK. *Fish and Fisheries*, 19, 4, 622-642.

Stephen C. Mangi, Samantha Smith, Thomas L. Catchpole (2016). Assessing the capability and willingness of skippers towards fishing industry-led data collection. *Ocean & Coastal Management*, 134, 11-19.

<https://www.fishingintothefuture.co.uk/project/guidelines-industry-science-data-collection/>

11 Solway Code of Conduct

1. Title:	Solway Code of Conduct
2. Location:	Luce Bay and Wigtown Bay areas of the Solway Firth
3. Aim/impact:	The Code is intended to support good working arrangements for both the mobile and static fishing sectors and has been developed by local fishermen, businesses and related organisations.
4. Who was involved? Partners/funders/stakeholders	Scallop fishers and Creel fishers, West Coast Regional Inshore Fisheries Group (originally through Solway Firth Partnership)
5. Achievements? (For projects in early stages - put what you hope for)	Share space for scallop and creel fishery
6. Key Success Factors? (For new projects - put what you are building into the project to increase your chances of success)	Good working relationships between fishery sectors
7. Key learning: What worked or is working really well?	There have been recent changes in the West Coast Regional Inshore Fisheries Group (led by Marine Scotland) so I don't know if the code has been updated recently.
8. Other useful info? (e.g. scale of impact local, national, international)	Local impact on sharing space for scallop / creel fishery
9. To find out more: (List websites, documents, contacts etc.)	https://rifg.scot/region/west-coast previously at https://www.solwayfirthpartnership.co.uk/fisheries/code-of-conduct/



**Coastal Partnerships, their origins
and the provision of collaborative
management services**

ABSTRACT

Coastal partnerships bring together local coastal communities, provide expert local knowledge and are a successful platform for collaborative actions.

Niall Benson September 2022

Contents

Scope	37
Introduction.....	38
Purpose/Services	43
Collaborative examples.....	46
Origins	50
Operating Principles	50
View Forward	53
References.....	55

Scope

For the purposes of this report Coastal Partnership refers to Coastal and Estuary Partnerships (CEPs) hosted by lead partners such as Local Authorities, Harbour Authorities, Universities and others.

There are some 13 differing forms of partnerships and networks facilitating collaboration at the coast [Bradshaw, N. Enhancing collaborative governance for coastal stewardship in the UK, 2023].

For completeness these are:

1. Coastal and Estuary Partnerships
2. Coastal Community Teams
3. Marine Protected Area Management Scheme Groups
4. Areas of Outstanding Natural Beauty Partnerships
5. Catchment Partnerships
6. Local Nature Partnerships
7. Local Enterprise Partnerships
8. Shoreline Management Plan Coastal Groups
9. Inshore Fisheries and Conservation Authorities
10. Regional Flood and Coastal Committees
11. Local Nature Recovery Strategies
12. Landscape Partnerships
13. Ports and Harbours (Statutory Harbour Authorities)

Introduction

Coastal and Estuary Partnerships bring together local coastal communities to address issues of concern, provide expert local knowledge, develop and deliver plans as well as sharing information and resources.

Successful partnerships reflect a local need, provide a clear voice for the coast, deliver local priorities and help their statutory members deliver their functions and duties. Partnership interest is focussed on a distinct geographical unit rather than man-made administrative boundaries. This enables that section of coast to be managed in a coherent comprehensive way.

From the early 1990's over 50 CEPs have been set up around the UK coast. There are currently some 43 in England. These partnership initiatives have evolved from a 'bottom-up' approach, with people involved from local communities, clubs and user groups to local authorities, statutory agencies, industries, water companies, port & harbour authorities along with a range of NGOs. [CPN Audit, 2022]

The number of partnerships has fluctuated over the years with the loss of some and emergence of others reflecting local needs and resources.

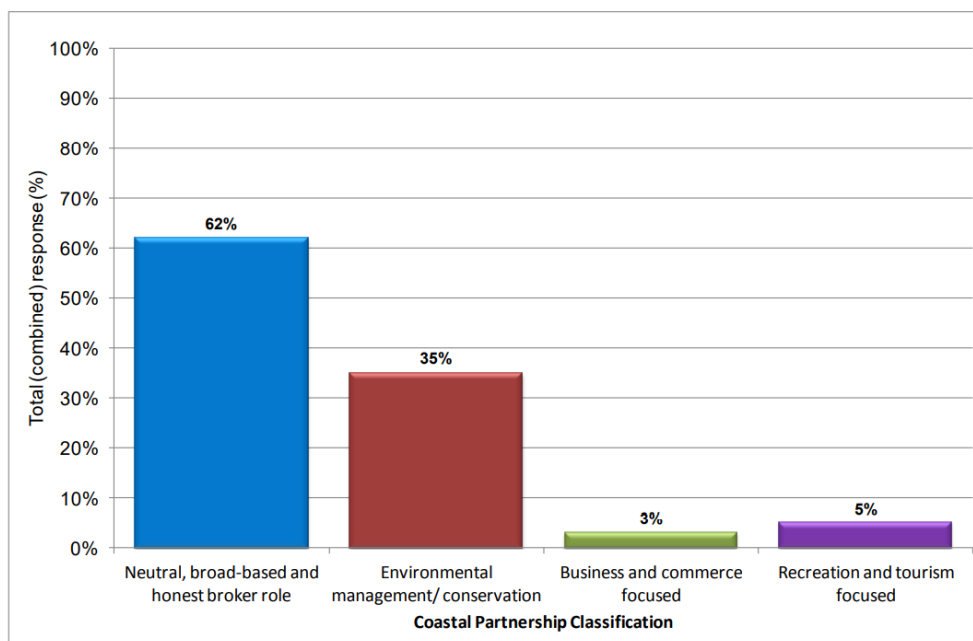
Purposes:

The objectives or purposes of CEPs vary considerably and reflect local needs, issues and geography. They can however be classified into four main groupings [CPN Baseline Report 2013]:

- Neutral, broad-based and honest broker role
- Environmental management/conservation
- Business and commerce focused
- Recreation and tourism focused

i) Coastal Partnership classification

Figure 3 illustrates that the majority of CPs in England consider themselves as providing a neutral, broad-based and honest broker role.



Governance:

Governance arrangements vary considerably, with only 30% having some form of legal status. [CPN Audit, 2022] Most are hosted by a lead partner with objectives, roles responsibilities and management arrangement agreed by partners in a Memorandum of Agreement or a Partnership Agreement. These are generally in a simple form. Legal status partnerships are generally charities, in the main hosted by a lead partner.

Equally there is variation in the management arrangements of coastal partnerships, with most having a lead officer reporting to a management board or Steering Group of Partner representatives. The management board or Steering Group will approve management and business plan arrangements and provide oversight of the lead officer and any other staff members.

Funding:

CEPs core staff team funding contributions come from local partners and partnership members. This may or may not cover all of the core staff costs. There is no statutory funding for Coastal Partnerships.

Funding for delivery of individual projects that support partnership purposes comes from a wide range of sources local, regional and national. Successful partnerships have significant track records in securing inward investment across a wide range of activity. On this basis they provide significant value for money, leveraging in support, in-kind benefits and the goodwill of many partners.

The financial benefits of Coastal Partnerships were researched for the 2008 Financial Benefits Study carried out by Entec for DEFRA. [Profiting from Partnership, 2008]

Benefits:

Tangible benefits arise from inward investment for project development and delivery. There are many examples of CEPs delivering:

- access, heritage and environmental improvement projects
- business development
- research collaboration
- stakeholder engagement

Intangible benefits include;

- improved communications between partners
- improved communications across coastal communities
- improved understanding and awareness of coastal issues
- access to information and contacts
- new collaboration opportunities
- advising on policy and planning
- mobilising community involvement in decision-making
- providing a trusted platform for debate
- providing a clear contact point for coastal communities

No matter what the origin or purpose of each CEP there are common activities and benefits that are available to and benefit all stakeholders. [DEFRA, 2008] Both collaboration and co-ordination were identified in this early study as key attributes of CEPs.

Table 1 Extract from Financial Benefits Study, DEFRA, 2008

Engaging with others	
• Inform on policy decisions	• Share data
• Learn about others' activities	• Work in collaboration
• Giving talks to inform and consult	• Make new contacts
A helping hand	
• Making legislation locally relevant	• Acting as an intermediary body
• Project co-ordination	• Informing on local activities
• Neutral facilitation	• Contacts list
Representation	
• Engaging and educating the public	• Take viewpoints to central Government
• Community events and learning	• Address un-resolved issues

Given the variation in purposes and the diversity in their approach, it is CEPs common core activities that make them well placed to deliver Integrated Coastal Zone Management. It is this very diversity, wide experience and networks that provide the potential to extend their influence and impact across the coast and inshore waters for more effective and inclusive management. This is an area that continues to be a complex operating landscape with multiple economic, environmental and cultural interests with a complicated legislative and administrative framework.

England

There are 43 CEPs around the coast of England [CPN Audit, 2020-22]. The majority of these are voluntary partnerships. These partnerships have arisen from local need on our coasts and inshore waters, serving their communities of interest and delivering multiple benefits for partners and stakeholders. [Financial Benefits Study, DEFRA, 2008]

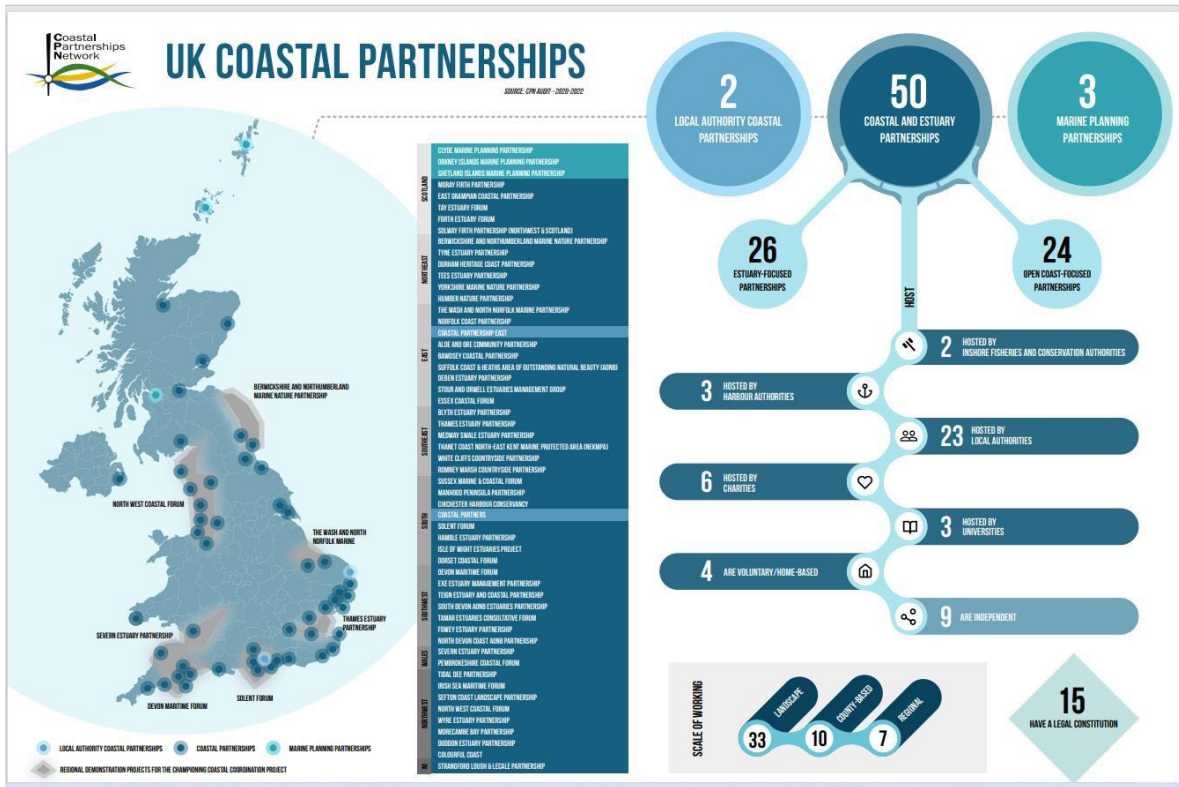
Statutory partnerships also exist as is the case with coastal Areas of Outstanding Natural Beauty where formal arrangements are statutorily required along with some European Marine Site Management Scheme Partnerships.

There is no standard model for a coastal partnership, and this should be seen as a strength. Being flexible and politically independent allows open sharing of ideas and mutual support across a wide range of coastal stakeholders

More recently partnerships have been formed to address specific water quality and estuarine habitat issues and in other instances coastal, marine and maritime heritage, including place management (i.e Plymouth NMP) again as a management response to competing and complex issues across the land/sea interface

CEPs have a long history of collaboration, promoting partnership working, wider public engagement, education and awareness raising. They have been instrumental in driving local investment, policy development and crucially delivery.

CPN infographic for UK Coastal Partnership



Purpose/Services

Purposes:

The comprehensive 2013 Baseline Report on Coastal Partnerships carried out by the Coastal Partnerships Network for the Marine Management Organisation established that the core purposes across Coastal Partnerships were:

Purpose	Partnership provision
1. To assist agencies in carrying out their functions on the coast	97%
2. Environmental Management/Conservation	81%
3. Integrated management of the coast (ICZM)	76%
4. Meeting Statutory requirements	72%
5. Influencing policy and legislation	62%
6. Recreation and Tourism	57%
7. To provide broadly based consultative forum on the coast	32%
8. Business and commercial support	24%

Source Coastal Partnerships MMO 2013

iv) Purposes

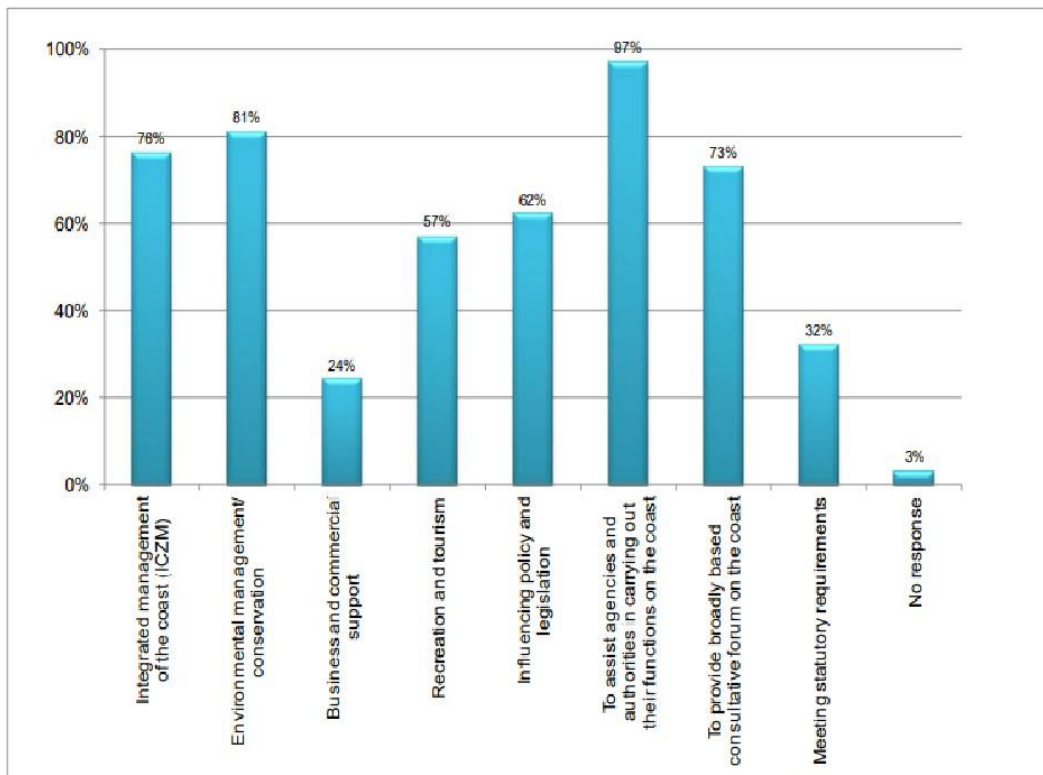


Figure 8: Purposes of all participating Coastal Partnerships in England.
Source: CPN

Services

The services provided by Coastal Partnerships were also analysed in the 2013 study.

Service	Partnership provision
Stakeholder engagement	100%
Provision of network opportunities	97%
Facilitation role	86%
Communication – dissemination of relevant information	95%
Community engagement and awareness raising	89%
Informing coastal/maritime planning, policy, legislation and strategy	65%
Providing a central point of contact	89%
Promote collaborative working	97%
Provision of an up to date database	45%
Commissioning or delivering relevant research	65%
Provision of coastal expertise	62%

Common service provision:

v) Services

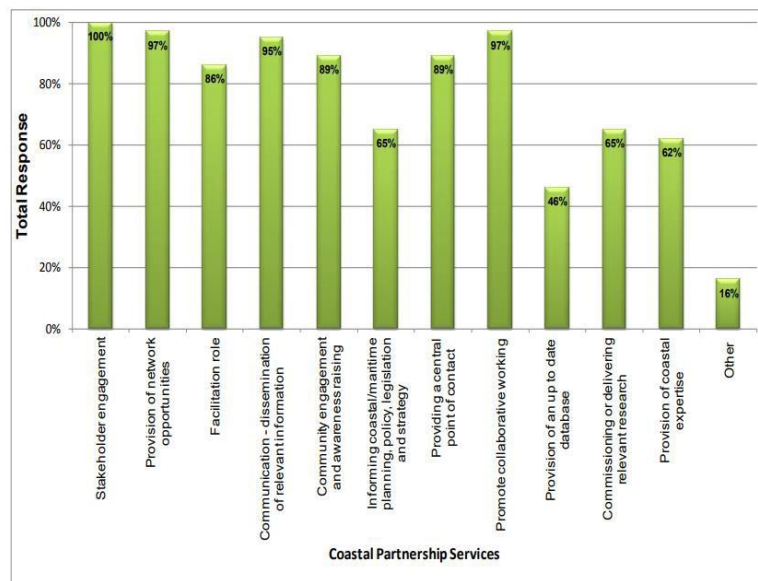


Figure 10: Services provided by all participating Coastal Partnerships in England.
Source: CPN

It is worth highlighting that 97% of Coastal Partnerships saw collaborative working as an intrinsic element of their function.

Along with core services there is also a proven track record of skills and experience in delivery of up to thirty years. These skills and experience were assessed in the CPN MMO Baseline Report in 2013 as:

- Impartiality and a proven role in conflict resolution and consensus building.
- The ability to work across sectors and between all levels of decision-making.
- Raising awareness of issues and a mechanism for community engagement.
- Horizon scanning to inform organisations of coastal issues.
- Attracting project funding and initiating collaborative ventures.
- Providing a gateway service and 'one-stop-shop' for information and contacts.
- Filling gaps where there are no sectoral responsibilities and mobilising voluntary support and involvement.
- Providing a (bottom-up) conduit to regional and national government.

Collaborative examples

Five representative case studies are provided based on reflecting the various types of coastal partnership and illustrating of the range of collaborations and delivery activities provided.

1. Coastal forum
2. Estuary partnership
3. Cross boundary partnership
4. Landscape/regeneration partnership
5. Marine based partnership

This is a small selection from the many hundreds of successful collaborations undertaken across the country. A brief internet search will provide a rich seam to illustrate the breadth, skills and experience that exists across the country.

1. Coastal Forum Case Study:

Dorset Coast Forum -

The Dorset Coast Forum (DCF) is an independent strategic coastal partnership, which looks at the long term, broad-scale issues facing the Dorset coast and its inshore waters. [DCF website introduction, 2022]

Dorset Mariculture Strategy – [Extract from 3Cs Report March 2022]

Dorset Coast Forum worked with a range of stakeholders and local fishermen, to develop The [Dorset Mariculture Strategy](#) which was released in August 2020, an exemplar strategy for regional sustainable development. DCF are working to deliver key action points in the strategy including the concepts of a National Aquaculture Centre of Excellence in Dorset and Aquaculture Innovation Parks, where businesses can develop new, novel technologies and techniques to advance aquaculture production across England.

In addition, Dorset Coast Forum:

- Works to increase direct foreign investment through the High Potential Opportunity (HPO) for Sustainable Aquaculture from the Department of International Trade (DIT), working with the LEP and other key stakeholders.
- Is supporting the design and development of a Marine Aquaculture course with Kingston Mauward college to ensure that the future skills are there to support the expanding industry.
- Leads on and maintains the Dorset Aquaculture Hub. This online resource brings together relevant information for the aquaculture sector to help develop sustainable business, provide information on regulations and licensing and permissions processes. The Hub also hosts CEFAS's Aquaculture Spatial Map which shows where aquaculture development is most likely to suit different species and cultivation methods.

2. Estuary Partnership

Thames Estuary Partnership –

The Thames Estuary Partnership (TEP) is an independent charity that improves and builds understanding of one of the world’s most famous rivers.

We bring together key stakeholders in the tidal Thames, working in partnership to improve the river both for London’s inhabitants and for the wildlife that it is home to. We work with governmental bodies, port and local authorities, riverside developers, NGOs, community groups, passionate individuals and the wider public to maximise our positive impact on this unique river. [TEP website introduction, 2022]

Thames Catchment Community Eels project

The Thames Estuary Partnership and the Zoological Society of London were collaborators on the Thames Catchment Community Eels project, which was led by the Thames Rivers Trust with Action for the River Kennet, South East Rivers Trust and Thames21.

The Thames Eels project engaged and informed communities about eels and rivers, through community and school eel education activities, which ranged from riverbank walks to ‘virtual’ eel workshops. These were covering topics including eel history, life cycle, habitats, pressures and what we can do to help.

As part of this project, the Thames Estuary Partnership:

- Extended the Fish Migration Roadmap study area with the addition of the Kennet, Loddon and South Chilterns catchments
- Engaged with stakeholders and local community groups to collect barrier data using the updated River Obstacles app
- Delivered workshops on the Fish Migration Roadmap and the Fish Migration Vision
- Delivered workshops on the basics of cartography and GIS

The barrier data collected has been incorporated into the [Fish Migration Roadmap](#) and into the Thames Basin Eel Management Plan (EMP) to aid the measures needed to improve the Thames River Basin for eels. [TEP Website, 2022]

3. Cross boundary partnership:

Solway Firth Partnership -

Solway Firth Partnership is an independent charity that works to support a vibrant and sustainable local economy while respecting, protecting and celebrating the distinctive character, heritage and natural features of our marine and coastal area. The Solway Firth Partnership is a Scottish Company Limited by guarantee and without share capital

Providing a means of engagement for wind farm developer and operator

Robin Rigg Wind Farm which was operated by E-On Climate and Renewables (RWE since 2019) in the Solway Firth since 2010 was the first commercial offshore wind farm in Scottish waters. Solway Firth Partnership continues to provide a means of engagement between RWE and local communities through distribution of the RWE 'Round Robin newsletter' as an insert in Tidelines magazine twice yearly. The Partnership also provides administration for the Robin Rigg Community Fund on both sides of the Solway to 2022. [Extract from SFP Business Plan, 2021-2024].

The Partnership continues to facilitate discussion on the development of other renewable energy projects in the Solway through meetings and conference workshops. SFP has also published webpages on Renewable Energy to provide the public with more information. [SFP website, 2022]

4. Landscape regeneration partnership

Durham Heritage Coast Partnership

The Durham Heritage Coast Partnership was formed following the award of Heritage Coast status in 2021 which came as a result of the successful work of the Turning the Tide Millennium Commission funded programme.

The Vision of the Heritage Coast Partnership is to guide the long-term management of the coastal zone.

“Integrated management of Durham Heritage Coast by and for local communities, which protects the natural and cultural integrity of the area whilst developing and meeting the area’s social and economic needs.”

A new Heritage Coast Management Plan 2018-2025 has been developed to guide the work of the Partnership.

The Partnership won the first UK Landscape of the Year Award in 2010 recognising the transformation of this coast from its infamous 'Black Beaches' into a Heritage Coast. [Extracted from DHCP website, 2022]

SeaScapes

The partnership sponsored and led on the development of the Tyne to Tees Shores and Seas – SeaScapes. A programme that came about through collaborative effort and brought the marine agencies into the partnership along with regional universities.

SeaScapes is the first National Lottery Heritage Fund Landscape Partnerships Scheme for the marine area. The programme is a £3 million 3 year programme exploring and celebrating the coastal and marine heritage between the rivers Tyne and the Tees. The heritage of the Tyne to Tees seascape is locally and nationally significant, and deserves to be better explored and celebrated.

5. Marine

Plymouth Sound National Marine Park

The National Marine Park has been developed collaboratively, declared locally, and delivered through a spirit of opportunity. We invite the nation to recognise the international significance of Plymouth Sound as we embark on our journey as a proving ground for this innovative new approach.

Building on our current work and existing structures, it will support a new approach to how we value and work in harmony with the natural environment to deliver the greatest benefit for all. Our vision is for a National Marine Park that supports thriving businesses, connected communities and inspired visitors.

The waters of Plymouth Sound are already home to a complex and diverse mix of uses – from naval and commercial ports to diving and fishing – which work effectively alongside some of the most highly protected areas designated for wildlife in the UK. Through our common endeavours these uses and strong partnerships will be respected and importantly developed further. [Extract from Plymouth Sound National Marine Park website, 2022]

Partners across the city created the UK's first-ever National Marine Park in 2019 and thanks to the lottery players the 'Park in the Sea' was awarded £9.5 million from the National Lottery Heritage Fund Horizon Awards in 2021 to fully develop the idea.

The Plymouth Sound National Marine Park have published an [Activity Plan](#) delivered through their Horizons project.

The Plymouth Sound National Marine Park Horizons Project aims to:

- Support the ongoing enhancement of our world-class natural environment and heritage landscape;
- Get the entire city and surrounding communities involved with the Sound;
- Increase access to our heritage so everyone can enjoy the benefits;
- Provide new employment opportunities and career pathways in sustainable future ocean jobs;
- Position Plymouth as a UK top day-visitor destination;
- Champion health and wellbeing with a new generation of engaged volunteers, communities and champions;
- Support the positive transition to net zero carbon by 2030.

Origins

Coastal partnerships emerged as key mechanisms for managing our coasts and estuaries originally from UK government and EU programmes during the 1990s as a means of managing local coasts and estuaries where a complex array of organisations with (sometimes overlapping) management responsibilities for different aspects of the coast along with local communities, balancing competing demands and addressing any conflicts to ensure the long-term future of these special areas. Early focus was through an environmental lens and maturing to adopt the principles of Integrated Coastal Zone Management as a means of embedding sustainability.

Coastal and Estuary Partnerships were supported initially with funds from nature conservation bodies with a limited mandate apart from sustainability. [Bradshaw, 2022 pers comm]

Operating Principles

Integrated Coastal Management (formerly Integrated Coastal Zone Management (ICZM))

Integrated coastal management (ICM) covers the full cycle of information collection, planning, decision-making, management and monitoring of implementation. It is important to involve all stakeholders across the different sectors to ensure broad support for the implementation of management strategies.

From their development and as a result of various funded demonstration programmes CEPs adopted or utilised the developed principles of ICM as useful guiding principles for operating across the land/sea interface.

It was the EU Recommendation on ICZM 30 May 2002 which provided the key principles [Box 1] This was further developed with the advent of the Maritime Spatial Planning Directive 2014 that included reference to integrated coastal management but fell short of requiring it for member states.

Of the six principles it is the final one that clearly describes how open collaboration and joint responsibility are required for successful management of our coasts and nearshore waters.

“involving all the parties concerned (economic and social partners, the organisations representing coastal zone residents, non-governmental organisations and the business sector) in the management process, for example by means of agreements and based on shared responsibility;”

In the UK the Marine and Coastal Access Act 2009 saw the introduction of marine planning but did not include any support, policy or strategy for integrated coastal management or for coastal partnerships at that time; subsequent support has been through ineffective ad hoc short-term funding; not respecting any of the key principles of ICM.

Box 1

Ref: [EUR-Lex - 32002H0413 - EN - EUR-Lex \(europa.eu\)](#)

Principles

In formulating national strategies and measures based on these strategies, Member States should follow the principles of integrated coastal zone management to ensure good coastal zone management, taking into account the good practices identified, inter alia, in the Commission's demonstration programme on integrated coastal zone management. In particular, coastal zone management should be based on:

- (a) a broad overall perspective (thematic and geographic) which will take into account the interdependence and disparity of natural systems and human activities with an impact on coastal areas;
- (b) a long-term perspective which will take into account the precautionary principle and the needs of present and future generations;
- (c) adaptive management during a gradual process which will facilitate adjustment as problems and knowledge develop. This implies the need for a sound scientific basis concerning the evolution of the coastal zone;
- (d) local specificity and the great diversity of European coastal zones, which will make it possible to respond to their practical needs with specific solutions and flexible measures;
- (e) working with natural processes and respecting the carrying capacity of ecosystems, which will make human activities more environmentally friendly, socially responsible and economically sound in the long run;
- (f) involving all the parties concerned (economic and social partners, the organisations representing coastal zone residents, non-governmental organisations and the business sector) in the management process, for example by means of agreements and based on shared responsibility;

Barriers

- There is a dearth of national policy relating coastal management with no clear strategy support for effective delivery mechanisms. There is however a plethora of legislation, policy and practice relating to terrestrial and marine planning, nature conservation, fisheries, mineral extraction, maritime use, recreation and health and safety. These create sectoral voices for individual interests
- There are few statutory duties relating to co-ordination and collaboration with legislators cautious of their use. There are very few examples with the most well-known being the Duty of Co-operate included in the Localism Act 2011 and subsequently in the Neighbourhood Planning Act 2017. If it were legally valid to extend this duty beyond mean low water by local authorities and others with plans this may well provide a legal underpinning not just for co-operation but also for collaborative co-management.
- Siloed government departmental policy and delivery, each governmental department focuses on the delivery of its own objectives. Examples include oil and gas exploration and development were excluded from the Marine and Coastal Access Act. National funding programmes have distinct boundaries at mean low water; even when joint interests and outputs would be complementary. Previously a cross departmental working group provided a means of addressing this issue.
- No direct Ministerial responsibility. Coastal interests are dominated by the environment, however health, economic and cultural development all have direct interests in the coast with 14% of England's population living around the coast [ONS, 2021]. The consequence of this is that issues only come forward in an uncoordinated and sometimes incoherent manner with only rare insights provided for the whole coast.

The complexity of the operating, technical and legal landscape results in many statutory agencies having direct responsibilities across the coastal zone; with no specific assigned lead authority, a direct Ministerial responsibility would provide clear focus.

- Resources – The short term and ad hoc nature of core funding has created a hand to mouth existence with inefficient short term “hamster wheel” effort reducing effectiveness and impact for the funding bodies, the partnership and partnership officers.
- The Crown Estate does not engage at local or regional level other than through appointed land agents. For the owner of half of our shore and all of the seabed to be missing from local and regional engagement is a serious omission for CEPs.
- There has been a long-term and fruitless search for a uniform national structure that can be managed easily by government. The attraction of a “one size fits all” structure for what are local arrangements camouflages the successful evolution of existing coastal partnerships addressing local needs and issues. “Local people are best placed to decide what type of partnership would work for them” [Dorset CF 3Cs report, 2022].

Supportive Actions

- Focussed national policy with a supportive delivery strategy
- A statutory duty to co-operate on all national agencies with a remit across the land/sea interface.
- Appoint a responsible Minister for the Coast
- Require Crown Estate to engage at regional and preferably local level, directly and not through agents.
- Support existing successful mechanisms with long term funding to support collaborative coastal management and resist the urge to conjure a one size fits all structure.

View Forward

It is timely that the DEFRA funded Championing Coastal Co-ordination 2021 specifically looked at improving the efficacy of managing coastal interests.

The Championing Coastal Coordination (3Cs) programme looked to examine best-practice at the coast in response to the challenges of our time – i.e., climate change, levelling-up and the biodiversity crisis – and how effective coordination of collaborative processes delivers better Return on Investment (ROI) for all concerned.

Through the programme the Coastal Partnerships Network (CPN) explored a range of approaches to effective management of coastal interests.

The results of this have been published on the [Coastal Partnerships Network website](#).

I have included the following two quotes from the CPN Championing Coastal Co-ordination reports; as they are relevant to the purpose of this paper.

“The benefits of Coastal Partnerships are diverse and reflect the distinctive qualities of each partnership, but include:

- *A proven role in consensus building and collaboration*
- *The ability to work across sectors*
- *Established local networks*
- *A trusted mechanism for community participation*
- *Ability to attract project funding and initiate collaborative ventures*
- *Gap filling in the absence of statutory or sectoral responsibility*
- *Experience of mobilising voluntary support and involvement*
- *Education and awareness raising “*

Separately:

Coastal, inshore fisheries have shaped the identity and culture of many coastal towns and cities and are often the reason why people visit, playing a key part of the coastal economy. However, the management of fisheries is outside the wider terrestrial planning and development system and is often a forgotten part of a local economic plan. The opportunities with production and food security are often lost. With Fisheries Management Plans emerging, there is an opportunity to get sustainable low impact inshore fisheries embedded within Local Plans. For example, the North Thames FLAG, led by Thames Estuary Partnership (TEP) in partnership with Cultural Engine, commissioned a Spatial Plan for the Port of Leigh-on-Sea recognising the needs of the fishermen and maritime sectors. Also commissioned were feasibility studies for dredging the main access channel in front of the Quayside and improvements to port facilities and energy infrastructure. These were adopted by Southend Borough Council and became part of the local regeneration plan leading to significant investment in upgrading Cockle Wharf as part of a successful Levelling Up proposal; eventually securing £15m. This would not have happened if the NTFLAG had not invested time and money in developing the spatial plan and associated studies and engaging with the Council.

Coastal and Estuary Partnerships (CEPs) could work with local authorities and IFCA's to replicate this approach and ensure fisheries are integrated into the wider social and economic activities (for example, local fisheries infrastructural needs joined up with the management of fisheries at sea). The distribution of fisheries quota could be allocated according to the socio-economic needs of the area. Institutionally, there is a positive feedback loop between improving the marine environment and therefore improvement of fish stocks which has not been articulated in socio-economic benefits. Currently, there are few CEPs that work with their local fisheries industry and more can be done to join up land and sea management and communications. Positive messages to champion our systems where they work and push best practice to improve management locally through CEP support and communications, would help to improve understanding. Sharing knowledge through CEPs and IFCA's taking opportunities to present and network at each other's events, will provide local improvement. CEPs can create a framework in which statutory bodies can reach out to those in the industry, supporting monitoring, research and economic growth. This is particularly important as the fisheries and aquaculture sector adapts to new trade patterns and regulations following Brexit. There are also new opportunities in promoting and selling sustainably sourced fish and seafood locally (as consumers look for more environmentally friendly sources of protein), as well as developing the farming of seaweed which has been proven to have both environmental and health benefits.

It should be noted that as the 3Cs programme progresses additional evidence, benefits, plans and arrangements will occur which may well have an impact on future arrangements for managing our coasts and inshore waters.

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