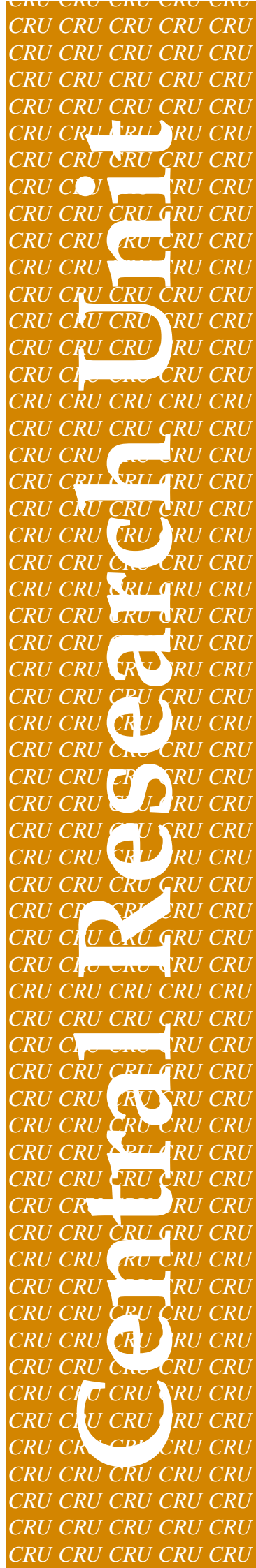


REVIEW OF INTEGRATION AMONG PLANS FOR THE COAST IN SCOTLAND: Analysis of the SCF Coastal Plans Inventory



SCOTTISH EXECUTIVE



**REVIEW OF INTEGRATION AMONG
PLANS FOR THE COAST OF SCOTLAND:
Analysis of the SCF
Coastal Plans Inventory**

**Arup Scotland
Brady Shipman Martin**

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**Scottish Executive Central Research Unit
2002**

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LIST OF ABBREVIATIONS USED IN THIS REPORT

(L)BAP	(Local) Biodiversity Action Plan
CFLG	Cromarty Firth Liaison Group
EU	European Union
FCF	Firth of Clyde Forum
ICZM	Integrated Coastal Zone Management
LA21	Local Agenda 21
LCA	Landscape Character Assessment
MFP	Moray Firth Partnership
NHZ	Natural Heritage Zone [plan]
NPPG	National Planning Policy Guidance
OIC	Orkney Islands Council
SAC	Special Area of Conservation
SCF	Scottish Coastal Forum
SNH	Scottish Natural Heritage
SPA	Special Protection Area

EXECUTIVE SUMMARY

1. ArupScotland, in association with Brady Shipman Martin, have been commissioned by the Scottish Executive Central Research Unit to undertake a research project entitled “Analysis of the Coastal Plans Inventory”, based on a database of plans developed by the Scottish Coastal Forum (SCF) in 2000. The Inventory records documented planning activities currently being undertaken which are considered to have an impact on the coastal zone.

2. The research had two main aims, to identify the level of integration that exists between plans and management strategies with a coastal zone, and identify measures to strengthen the level of integration between plans.

3. To achieve these aims, the research has four key objectives:

- To review the relationship between existing plans and management strategies which affect the management of the coast.
- To assess the extent to which they contribute towards a co-ordinated approach to coastal zone management.
- To establish the extent to which coastal management strategies prepared by voluntary partnerships influence partner organisations’ plans and strategies.
- To identify where linkages and mechanisms require strengthening, and to suggest methods of achieving this.

4. Amongst the various definitions for Integrated Coastal Zone Management (ICZM), the most appropriate to this research is considered to be

“The multidisciplinary process that brings all those involved in the development, management and use of the coast within the framework which facilitates the integration of their interests and responsibilities. The aim is to achieve common objectives and to provide programmes for the protection and sustainable management of coastal resources and environments.” (Cordah 2001):

5. The context for ICZM in Scotland is provided by NPPG13 Coastal Planning and is also enshrined in development planning policies contained in the relevant Structure and Local Plans. In addition, the “Focus on Firths” project, organised by Scottish Natural Heritage, encouraged the development of a number of local coastal fora. Fora are voluntary partnerships supported by statutory authorities and represent a ‘bottom-up’ approach to coastal management and planning.

6. The research also draws on the findings of the EU Demonstration Programme on ICZM that involved the analysis of 35 case studies (some of them adopting the fora approach) between 1997 and 2000. In particular, the research methodology reflects the four ways of plan/policy integration (i.e. horizontal, vertical, territorial and temporal) as identified by the EU Demonstration Programme. The EU Demonstration Programme also provides the key principles against which the level of policy/strategy integration will be assessed.

7. The Coastal Plans Inventory contains both statutory and non-statutory plans. The basis of this study is to review the current plans available at the time of study. The assessment uses the following techniques:

- Categorising the plans according to their 'type'.
- Identifying the position of the plan in a hierarchical statutory framework.
- Assessing the level of plan integration against a three-fold system, i.e. 'Level A', 'Level B' and 'Level C', 'Level A' having the lowest level of integration and 'Level C' the highest.
- Counting the integration scores (particularly the number of 'BC' and 'C' level scores) and ranking them accordingly.

8. The research seeks evidence of integration through the analysis of four case studies in Scotland: Firth of Clyde, Cromarty Firth, Orkney Islands and the Aberdeen and Aberdeenshire Coast. They represent areas with different type/number/coverage of hierarchical plans, geographical characteristics (e.g. mainland versus island, urban versus rural) and coastal management initiative (e.g. a fora or ICZM initiative). The Aberdeen and Aberdeenshire Coast is chosen as an area without an ICZM Strategy prepared by a coastal initiative.

9. In this research, it is considered more appropriate to use qualitative rather than quantitative indicators. For this reason the following three 'search areas' are examined. To enable consistency in analysis, the following main headings are used:

- **Completeness**: this relates to the **completeness** of plans and management
- **Quality and Best Practice**: this concerns the **quality** of output and use of **best practice** in drawing up the plans
- **Consensus**: This relates to the level of public participation and **consensus** between conflicting interests in the coast when compiling the plans

10. These 'search areas' therefore allow a qualitative assessment of the level of integration and provide a future platform for the formulation of quantitative indicators.

11. Key findings of the research indicate:

- That the level of integration amongst the first rank plans is substantial. Integration and cross-referencing of policies/strategies across the other plans is relatively less obvious.
- That all authorities and agencies are conscious of the need for co-ordination and meaningful participation across all sectors.
- That the presence of voluntary initiatives assists in the development of a long-term strategic vision for coastal management. Findings indicate that in the absence of these fora, plans/strategies tend to be more short-term focused and potentially neglect the coast.
- That there is a need for more up front public consultation and participation techniques including 'planning for real' in the preparation of ICZM plans.
- That while the EU principles and best practice are reflected in ICZM plans generally there is a risk that these may not be understood or implemented in those areas that do not have any fora or specific coastal strategies.

- There is an absence of any conscious synchronisation of time scales and cycles in the overall plan making/review process. Until this begins to happen integration of plans and strategies will continue to be spasmodic.
- That all parties appear to subscribe to the concept of sustainable development. However the effort toward sustainable development is primarily driven by the environmental side of the balance sheet.

12. To conclude, integration of plans/strategies relating to coastal management in Scotland is currently sitting on the boundary between the voluntary and statutory led approach. Some of the case studies show a fragmented approach and a national coastal strategy could assist in setting a context for the voluntary partnerships to develop integration. In addition, the national strategy should consider the role it would have in dissemination of the EU principles and best practise. The national strategy should also set the agenda for ICZM activities and identify baselines and standards for ICZM in Scotland. This would have the benefit of developing a more holistic ICZM, that is, not biased towards economic or environmental issues.

CHAPTER ONE INTRODUCTION

1.1. ArupScotland, in association with Brady Shipman Martin, have been commissioned by the Scottish Executive Central Research Unit to undertake a research project entitled “Analysis of the Coastal Plans Inventory”, which has been developed by the Scottish Coastal Forum (SCF) as the first stage in analysing coastal management activities in Scotland. The Inventory can be accessed on the SCF web site at www.scotland.gov.uk/environment/coastalforum.

1.2 The SCF recognised the need for an inventory of existing planning and management activities as an important step to delivering Integrated Coastal Zone Management (ICZM) in Scotland, and in 2000 developed a database of plans based on responses given by statutory and non-statutory bodies across Scotland. The Inventory records all documented planning activities currently being undertaken which are considered to have an impact on the coastal zone. The Inventory is not complete as the compilation depended on voluntary responses from a number of statutory and non-statutory organisations, and 100% participation was not attained.

1.3 The Report of the Database Compilation, published by SCF in February 2001, highlighted the need for research into the extent that current coastal planning and management activities are integrated, i.e. consistent and influenced by other plans and policies. The aim of the research study is to analyse whether the integration of coastal zone activities is demonstrated or considered through plans and policy documents prepared by the participatory bodies in ICZM and influenced by the ICZM strategies prepared by voluntary coastal management partnerships.

1.4 The research aims are:

- To identify the level of integration that exists between plans and management strategies that impinge on the management of activities within the coastal zone
- To identify measures to strengthen the level of integration between plans

1.5 The research objectives are:

1. To review the relationship between existing plans and management strategies which affect the management of the coast
2. To assess the extent to which they contribute towards a co-ordinated approach to coastal zone management
3. To establish the extent to which coastal management strategies prepared by voluntary partnerships influence partner organisations’ plans and strategies
4. To identify where linkages and mechanisms require strengthening, and to suggest methods of achieving this.

1.6 The research study also considers how an environment can be created to facilitate the co-ordination of coastal planning activities, based on local circumstances. This project would inform the development of ICZM co-ordination in Scotland, and would take into account the development of other plans that will have an influence on coastal planning in the future. These would include Local Agenda 21 Plans, Biodiversity Action Plans and River Basin District Management Plans under the Water Framework Directive.

1.7 The study will inform the SCF in its activities of developing a National Strategy for Scotland's coasts and inshore waters. The first phase of developing the National Strategy is the analysis of the current situation and visualisation of instruments and mechanisms for ICZM delivery.

AIMS OF REPORT

1.8 This report details the activities undertaken to fulfil the aims of the research and to report on the findings and draw conclusions and make recommendations. The report follows the following structure:

Chapter Two:	Context
Chapter Three:	Review of the Coastal Plans Inventory
Chapter Four:	Relationship between Plans and Strategies
Chapter Five:	Selection of Case Studies
Chapter Six:	Measures of the Level of Integration
Chapter Seven:	Results of Case Study Reviews
Chapter Eight:	Research Findings and Conclusions
Recommendations	

CHAPTER TWO CONTEXT

2.1 This research study is one of a series undertaken by the SCF on the state of ICZM in Scotland in anticipation of an EU Council Recommendation on ICZM. These reports can be viewed at the SCF's web site at www.scotland.gov.uk. Studies also underway include "current state of the art" in ICZM systems, the effectiveness of local coastal fora in delivering ICZM and a scoping study on the socio-economic patterns of the coastal zone.

2.2 For the purpose of the research a review has been undertaken of the variety of definitions used for ICZM. The research depends on having a practical and comprehensible definition of ICZM. It has been concluded that the definition quoted in the recent Cordah research report *Indicators to Monitor the Progress of ICZM: a review of world-wide practice* (Cordah 2001) is appropriate and is therefore adopted here, that is:

"The multidisciplinary process that brings all those involved in the development, management and use of the coast within the framework which facilitates the integration of their interests and responsibilities. The aim is to achieve common objectives and to provide programmes for the protection and sustainable management of coastal resources and environments."

2.3 ICZM has gradually been established in Scotland and is mainly driven at the local level. National policy has developed from Agenda 21 and the Convention on Biological Diversity, and is enshrined in development planning policy through NPPG13 Coastal Planning. In parallel with the national policy development, Scottish Natural Heritage ran the "Focus on Firths" project, which encouraged a number of local coastal fora to be set up. These fora do not currently cover the whole of the Scottish coastline, and are voluntary partnerships usually supported by the statutory authorities and draw on members with a wide range of interests, (social, economic and environmental). They rely on a holistic, "bottom-up" approach to coastal planning, seeking a broad consensus, to influence those bodies with the regulatory powers to determine policy and planning initiatives. Coastal initiatives can comprise of plans produced by coastal fora as well as management plans produced by normally the local authority to develop ICZM ideas. Although coastal management plans have been developed in several areas, the extent to which these strategies influence or deliver ICZM is not fully appreciated.

2.4 The EU has been engaged in developing ICZM policy over recent years. The EU Demonstration Programme on ICZM, that was based on analysis of some 35 case studies and ran for 3 years (1997-2000), included projects that employed the fora approach, which included the Forth Estuary Forum in Scotland. The Demonstration Programme resulted in a Communication from the Commission to the Council and the European Parliament on "Integrated Coastal Zone Management: A Strategy for Europe" (COM/00/547) and a proposal for a European Parliament and Council Recommendation concerning the implementation of Integrated Coastal Zone Management in Europe (COM/00/545).

2.5 The EU Demonstration Programme identified the ways in which integration should occur in the plans and strategies for effective coastal management. :

- *“horizontal integration of policies, management arrangements and development plans amongst different sectors, services and agencies at a given level of government;*
- *vertical integration of policies, management arrangements and development plans from national through to local levels of government;*
- *territorial integration taking into account the interrelationships and interdependencies between the terrestrial, estuarine, littoral and offshore components of the coastal zone;*
- *the consistent integration of sustainable development objectives policies, plans and management strategies through time.”*

2.6 Co-ordination of coastal management strategies is hindered by a number of factors:

- *“Fragmentation of institutional arrangements including gaps and overlaps in responsibilities within and between administrative levels;*
- *Lack of awareness of the socio-economic and environmental benefits of effective coastal management;*
- *Perceived conflicts between short-term socio-economic needs and longer-term sustainability issues;*
- *Lack of implementation and enforcement of key aspects of planning and environmental legislation;*
- *Competition amongst sectoral agencies or amongst neighbouring local authorities, sometimes worsened by political rivalry.”*

2.7 The aim of the SCF’s proposed national strategy is to establish a framework for the future progress in ICZM for the whole of the Scottish coastline. The Scottish Executive, in association with SCF, has recently published research on how the existing Scottish local coastal fora are implementing the eight principles of ICZM identified in the Commission’s Demonstration Programme on ICZM, namely that ICZM should be based on:

- A Broad "Holistic" Perspective (Thematic and Geographic)
- A Long Term Perspective
- Adaptive Management (responding to new information and conditions) During a Gradual Process
- Local Specificity
- Working with Natural Processes
- Participatory Planning
- Support & Involvement of all Relevant Administrative Bodies
- Use of a Combination of Instruments

2.8 It is emphasised that a national strategy should build on the work of the coastal fora and ensure the current “bottom-up” approach is not lost in the development of “top-down” national policy (Gubbay 2001). However, the strategy would rely on information on the extent to which current ICZM initiatives have been successful in Scotland, and on what is happening in areas that the coastal fora do not presently cover. Determining success criteria and the measurement of success would be one of the potential outcomes of a review, to which this report contributes, of the current level of integration between the policies and plans for the coast. The extent to which existing policy such as NPPG13 is effective in assisting this integration is also considered. The key outcomes would include the extent to which a

national strategy could improve integration, and other measures that could deliver results, such as guidelines for coastal initiatives or standards on the content/scope of management strategies.

CHAPTER THREE REVIEW OF THE COASTAL PLANS INVENTORY

3.1 The first stage in the study was to review the Inventory to determine:

- the breadth of coverage and
- any matters on completeness with regards considerations in the selection of potential case studies.

3.2 As noted in the Report of the Database Compilation, the database contains plans, guidance and statements of policy. All provide input to the management of the coast and marine environment. Plans should also not be assumed to only include statutory land use plans such as development plans. In addition, not all plans detail the process of arriving at recommendations or actions, and thus do not discuss the other plans taken into consideration in the development of the plan. Therefore for the purpose of this report references to plans will include all documents encompassed by the Inventory.

3.3 For the purpose of this report, the plans in the Inventory have been registered according to their “type”. The categories under type have been used for this assessment, and are detailed in the table below.

Table 1: Plan Categories

Ref	Type of Plans	Abbreviation (where used)	Author(s)
1	• Archaeological assessments and plans		Historic Scotland
2	• (Local) Biodiversity Action Plans	(L)BAPs	Local Authorities
3	• Coastal Management Initiative Plans	ICZM Plans	Coastal Fora / Local Authorities
4	• Codes of Practice, Good Practice Guides		Business, Industry and their representative organisations
5	• Fish Farming Framework Plans		Highland Council only
6	• Fishery Management Plans		Local Authorities, Scottish Executive
7	• Landowner Management Plans		Landowners
8	• Landscape Character Assessments	LCAs	SNH
9	• Local Agenda 21 Plans	LA21 Plans	Local Authorities
10	• Local Plans (draft, adopted, finalised)		Local Authorities
11	• Major Incident and Emergency Plans		Port Authority or Local Authority
12	• Natural Heritage Zone Plans (in draft)*.	NHZ Plan	SNH
13	• Nature Conservation Plans		SNH, SWT, RSPB, Local Authorities
14	• Oil Spill Contingency Plans		Local Authorities, oil terminal operators or MCA
15	• Planning Guidance and Advice		Scottish Executive
16	• Port Waste Management Plans		Port Authority
17	• Special Areas of Conservation Management Plans	SAC Plans	SNH
18	• Shoreline Management - Coastal Defence Plans		Local Authorities
19	• Structure Plans (draft, adopted, finalised)		Local Authorities
20	• Subject Plans (sectoral, etc)		Local Authorities
21	• Tourism Access and Recreation Plans and Studies		Local Authorities/SNH

* – final plans being called Natural Heritage Futures

3.4 The basis of the study has been to review the current plans available at the date of the research study. It is known that the Inventory is already “out-of-date” as plans have been subsequently published, and the Inventory therefore presents somewhat of a “snapshot” of planning activities at the time of compilation in 2000. There is a mechanism by which users of the database can e-mail corrections and additions, and it is planned that a full review would be undertaken two years after first publication. It was considered important that the latest plans are reviewed as part of this study to again represent a snapshot of the current situation.

3.5 Several plans have been considered in the study, which are not mentioned in the Inventory, either because they were not published at the time, or that the organisations contacted for plan details had not included them in their response.

3.6 In addition, two types of plans are available where there is no representation in the case study areas chosen, as the case studies are based on geographical areas. These are:

- Area Waste Management Plans (only one regional plan published to date, for the Forth Valley);
- Fish Farming Framework Plans (only applicable for Highland Council).

CHAPTER FOUR RELATIONSHIP BETWEEN PLANS AND STRATEGIES

4.1 The Coastal Plans Inventory is intended to be a register of statutory national and local plans governing the coast and all principal non-statutory plans. Within this framework, the documents are registered with supporting information on their coverage (UK level to local), their status (non-statutory, statutory and international obligation) and their geographical extent (based on the local authority areas that are covered).

4.2 The first stage of the research project was to evaluate the significance of each plan in relation to influencing the management of the coastal zone. Plans and policies may not show a level of integration with other plans due to a variety of reasons, which may include the date of publication, the legal status of the document and the extent to which the plan has a direct influence on ICZM.

4.3 Some plans will have a more significant impact on the coastal zone, and are therefore critical to the delivery of ICZM. These plans would be expected to show the highest level of integration in an ideal scenario. Plans could also be statutory or non-statutory, and therefore the links and level of consideration in other plans can be judged. In addition, many of these plans may have a planning cycle, i.e. are reviewed and updated on a regular basis, and there may be an “ideal” timing under which integration may occur.

4.4 All of these points are considered to assess the completeness of the system, i.e. integration depends on the nature of the system. Significant gaps in the system itself may prevent integration in some critical areas. These gaps in the system relate to policy and geographic coverage across time.

4.5 This section presents an analysis of the relationships between plans based on their hierarchy and links, their importance towards delivering ICZM and their planning cycles.

STATUTORY INFLUENCE

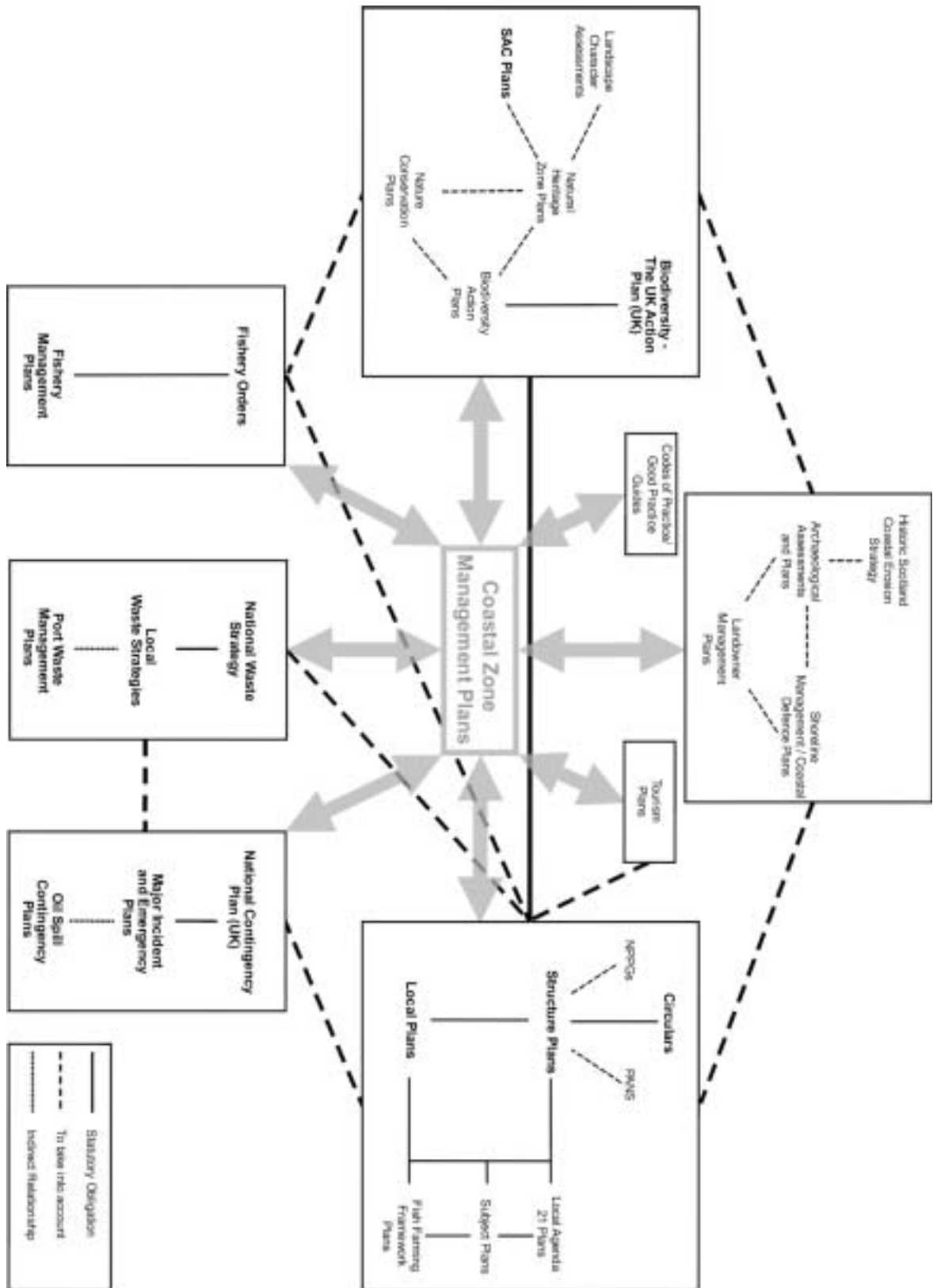
4.6 An assessment has been made to try to indicate the position of the plans in the Inventory in a hierarchical statutory framework, as it applies in Scotland. As noted above there are various plans that are statutory plans produced by regulatory authorities, as well as many other non-statutory plans produced by statutory bodies or non-governmental groups and local landowners. The graphic below attempts to put all of the available plans in a hierarchical framework, and to illustrate the links between different plans and policies. In general the categories detailed in Table 1 have been used, though the national policy documents have also been expanded upon, in order to show the statutory links between documents. The graphic does not show individual links between different sectors, but attempts to group plans into those which would be expected to have more direct relationships, such as planning, nature conservation and waste.

4.7 The text in bold refers to statutory plans, those required under legislation or under national policy. The national level refers primarily to the Scottish level, though some are required under UK-wide legislation. Many policies and legislation pre-date devolution.

4.8 The diagram shows that the “hub” of planning for the coastal zone should centre on the ICZM plan. However, as shown by the linkages, it is obvious that coastal planning is actually currently focussed on the development plan process. This is to be expected, as most planning for the coastal zone appears currently to stem from land use planning. The activities with no direct relationship to land use planning are not to be considered as less important. It could be the case that these plans are the major drivers for ICZM or are the main contributors to the delivery of ICZM on the ground.

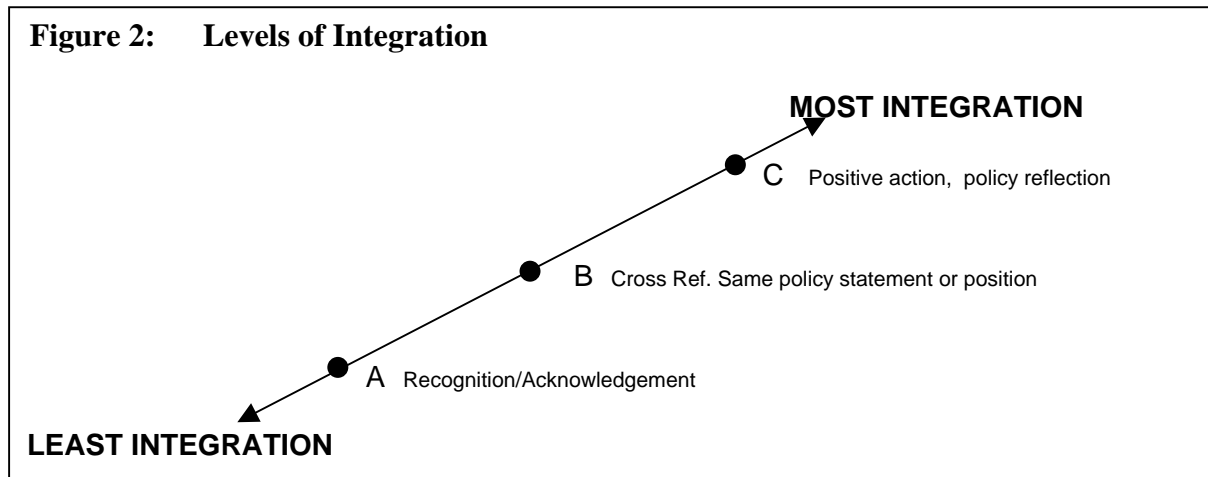
4.9 Direct links from the ICZM plans have not been shown to individual plans, as the theory would be that all policies and plans would have a link to this document and therefore the diagram would become very cluttered with connections. There are also some connections that are currently unknown or unclear and have not been included, and areas where there is possibly an indirect relationship, though it is not defined through legislation.

Figure 1: Plans Hierarchy



LEVEL OF INTEGRATION EXPECTED IN POLICY

4.10 In a perfect world, the level of integration between plans would be high, with co-ordinated and cohesive policies across the board. However, given the wide variety of interests in the coastal region, there are some plans that should show a higher degree of integration as they are more significant in achieving on the ground improvements and controlling impacts. The diagram below illustrates the levels of integration that may exist in ICZM:



- Level A Recognition / Acknowledgement of other plans. Lowest level of integration.
- Level B Possible Quotation or Reference between plans: Influence reflected in policy or vision over some common areas.
- Level C Quotation or Reference: Reflected in policy or vision and influence, and related action proposed or recommended. Highest level of integration.

4.11 There are some cases where the degree of integration may depend on the relevance of the type of plans being considered. For example, given our category of Codes of Practice, the category contains a wide variety of plans that for some sectors are very relevant and must be integrated into plans, but for other sectors the code of practice may only relate to a small section of their operations and therefore may not be as significant. In these cases, an AB or BC rating can be given.

4.12 Therefore, the plans which should cross reference at the highest level of integration should be assessed in great detail. Other plans would only be expected to give a minor acknowledgement of some of the suite of plans identified, and in particular should be referencing other plans within their sector or with direct impact on their sector. It should be borne in mind that when the assessment of integration is undertaken, some plans would be expected to show a low level of references to other plans. The above is the “ideal” situation, rather than what the statutory framework as it stands in Scotland at present requires or allows. Therefore the indicators chosen in the methodology should also recognise this factor, and thus the method of assessment does not diminish the role that these plans play in the integration of coastal management activities.

4.13 The table below details the assessment made of the level of integration to be expected between plans. The levels were determined through the writers’ experience of the planning process and the statutory and non-statutory hierarchy and not on existing academic research.

Table 2: Prioritisation of Plans

Ref	Category	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
1	Archaeological assessments and plans	●	B	C	A	B	B	C	B	C	C	A	B	C	A	C	A	B	C	C	B	B
2	Biodiversity Action Plans		●	C	B	B	C	B	B	B	C	B	C	C	A	C	A	C	C	C	B	B
3	Coastal Management Initiative Plans			●	C	C	C	C	C	C	C	B	C	C	B	C	B	C	C	C	B	B
4	Codes of Practice, Good Practice Guides				●	C	C	A	A	A	A	C	A	B	C	C	C	B	B	A	B	B
5	Fish Farming Framework Plans					●	C	B	B	A	C	B	C	C	C	A	A	C	B	C	B	A
6	Fishery Management Plans						●	B	B	B	B	C	B	B	C	A	B	C	B	B	A	A
7	Landowner Management Plans							●	C	B	C	A	B	C	A	C	A	C	C	C	B	B
8	Landscape Character Assessments								●	A	C	A	C	C	A	C	A	C	C	C	A	A
9	Local Agenda 21 Plans									●	C	B	C	C	B	C	B	C	C	C	C	C
10	Local Plans (draft, adopted, finalised)										●	B	C	C	B	C	B	C	C	C	C	C
11	Major Incident and Emergency Plans											●	B	C	C	B	C	C	C	C	C	B
12	Natural Heritage Zone Plans												●	C	A	C	A	C	C	C	C	B
13	Nature Conservation Plans													●	C	C	A	C	C	C	B	B
14	Oil Spill Planning Guidance and Advice														●	B	C	C	B	B	B	A
15	Planning Guidance and Advice															●	A	C	C	C	C	C
16	Port Waste Management Plans																●	B	C	C	B	A
17	SAC Management Plans																	●	B	C	B	C
18	Shoreline Management - Coastal Defence Plans																		●	C	C	B
19	Structure Plans (draft, adopted, finalised)																			●	C	C
20	Subject Plans (sectoral, etc)																				●	B
21	Tourism Access and Recreation Plans and																					●

4.14 From the table above, a count was undertaken of the number of BC and C level scores that each type of plans are expected to achieve, and is noted on the table below:

Table 3: Ranking of Integration Scores

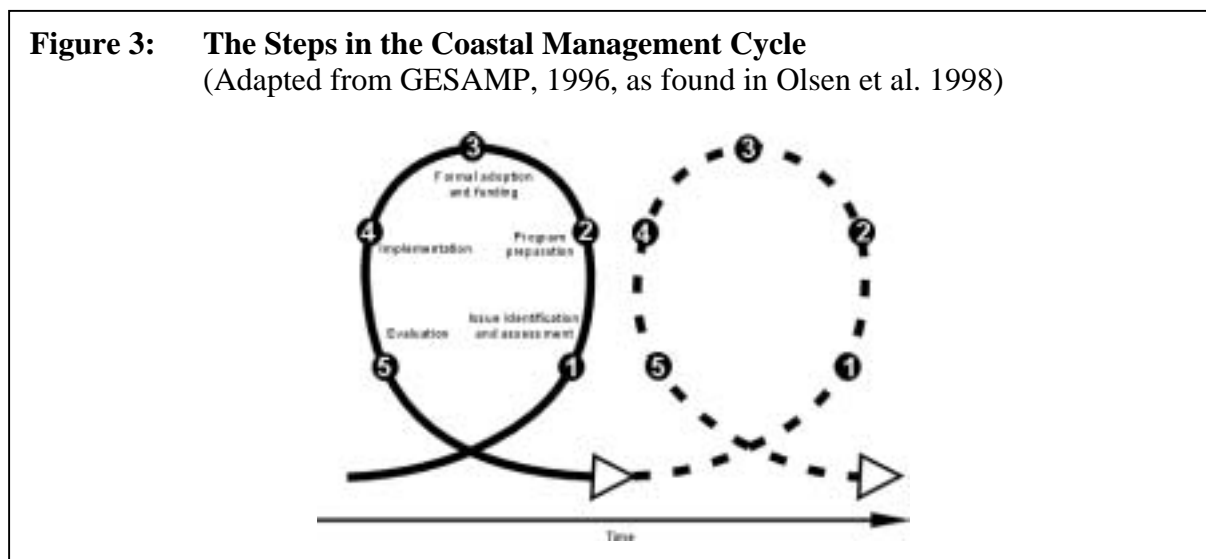
Ref	Type	Combined Cross Reference (BC and C expectation)	'RANK'		
			R1	R2	R3
1	Archaeological assessments and plans	9			✓
2	Biodiversity Action Plans	13		✓	
3	Coastal Management Initiative Plans	17	✓		
4	Codes of Practice, Good Practice Guides	8			✓
5	Fish Farming Framework Plans	10		✓	
6	Fishery Management Plans	11		✓	
7	Landowner Management Plans	11		✓	
8	Landscape Character Assessments	10		✓	
9	Local Agenda 21 Plans	11		✓	
10	Local Plans	15	✓		
11	Major Incident and Emergency Plans	8			✓
12	Natural Heritage Zone Plans	12		✓	
13	Nature Conservation Plans	18	✓		
14	Oil Spill Contingency Plans	8			✓
15	Planning Guidance and Advice	17	✓		
16	Port Waste Management Plans	5			✓
17	SAC Management Plans	17	✓		
18	Shoreline Management - Coastal Defence Plans	16	✓		
19	Structure Plans	17	✓		
20	Subject Plans	14		✓	
21	Tourism Access and Recreation Plans and Studies	14		✓	

4.15 Plans within Rank 1 would be expected to show a high level of integration across all policy areas. Therefore the Rank 1 plans include the coastal management initiative plans, development plans, shoreline management plans, nature conservation, SAC plans and Planning Guidance and Advice. Rank 2 plans are still expected to heavily influence each other, but are unlikely to need to acknowledge all plans, especially outside their own sector. These include biodiversity and NHZ plans, the landowner, landscape and Local Agenda 21 plans, tourism and subject plans, and the fishery plans. Looking at this list, it seems likely that BAPs have been under evaluated, and should perhaps be a Rank 1 plan. The ranking system does not weight the plans by their importance to the statutory planning process, and since BAPs have an important role within this, therefore should be within Rank 1. Rank 3 plans are only expected to acknowledge plans within their own sector, but show a high level of influence within their sector, such as the plans relating to ports, codes of practice and archaeology plans. It should be emphasised that the ranking outlined above has been developed to numerate integration and in no way indicates the importance or otherwise of the plans.

PLANNING CYCLES

4.16 A large factor in the assessment of planning activities would be the consideration of the time element. There are various steps in the ICZM development cycle, as described in Olsen *et al* (1998). These are:

1. Issue identification and assessment
2. Programme preparation
3. Formal adoption and funding
4. Implementation
5. Evaluation
6. Cycle then starts from the beginning again.



4.17 Olsen estimates that this cycle would take approximately 8 – 15 years for most coastal zone initiatives. However, where the ICZM practices have not been long established, then it is likely that the first development cycle would take longer to complete, but then as experience in plan preparation increases, the cycle would tighten and a more structured process would emerge. This is likely to be the case in Scotland. Also, some elements of the proposed cycle are a continuous process, namely issue identification and programme preparation, where it reacts to emerging trends and new legislation.

4.18 Table 4 below shows the planning cycles of all the plans referenced in the Inventory. Obviously where the issue of plans coincide, the greater the probability that the policies and objectives of plans would be reflected in each document, and similarly when plans are reviewed account can be taken of the most recent policy. For example, it would be expected that structure plans and local plans revised in the last few years would take account of NPPG13 (Coastal Planning), which was published in 1997. However, the research has shown that this is not necessarily the case although the reasons have not been investigated as part of this research.

Table 4: Planning Cycles

Ref		Cycle	Updates
1	Archaeological assessments and plans	-	are unlikely to be updated regularly
2	Biodiversity Action Plans	-	may be updated, but no set guidance on how or when
3	Coastal Management Initiative Plans	-	may be updated, but no set guidance on how or when
4	Codes of Practice, Good Practice Guides	-	would be updated only when necessary, i.e. the previous plan is out-of-date
5	Fish Farming Framework Plans	-	may be updated, but no set guidance on how or when
6	Fishery Management Plans	-	may be updated, but no set guidance on how or when
7	Landowner Management Plans	-	may be updated, but no set guidance on how or when
8	Landscape Character Assessments	-	are unlikely to be updated regularly
9	Local Agenda 21 Plans	None	(50 year horizons, though short-term conditions may necessitate updates)
10	Local Plans	5 years	
11	Major Incident and Emergency Plans	-	may be updated, but no set guidance on how or when
12	Natural Heritage Zone Plans	-	may be updated, but no set guidance on how or when
13	Nature Conservation Plans	-	may be updated, but no set guidance on how or when
14	Oil Spill Contingency Plans	5 years	
15	Planning Guidance and Advice	-	may be updated, but no set guidance on how or when
16	Port Waste Management Plans	2 years	
17	SAC Management Plans	6 years	
18	Shoreline Management - Coastal Defence Plans	-	are unlikely to be updated regularly
19	Structure Plans	5 years	at least 10 year forward planing vision
20	Subject Plans	-	may be updated, but no set guidance on how or when
21	Tourism Access and Recreation Plans and Studies	-	are unlikely to be updated regularly

CHAPTER FIVE SELECTION OF CASE STUDIES

5.1 Following a structured overview of all (ICZM) planning activity, it was proposed to use a case study approach, adopting a number of case study areas to research in greater detail. A selective approach will achieve the most meaningful research results, the main interest being, not in the specific issues experienced in each, but how these issues are being managed. To select the case studies the Inventory was reviewed and in doing so the relationships between plans and management strategies across the country with regards to their characteristics. Four basic distinctions were suggested:

- The type, number, coverage and hierarchy of plans represented (statutory, non-statutory, voluntary);
- The nature of the geographical area covered by the plan, for example, island coastal zone, coastal zone with high/low levels of urbanisation, estuaries etc.;
- The range of sectoral issues covered such as coastal erosion, tourism/fishing, energy production, etc.;
- The type of management initiative (or absence of) such as a voluntary partnership (coastal forum), ICZM initiative, ICZM plan etc.

5.2 Secondary issues considered included:

- Current activity of the coastal management forum if present;
- Project officer on board and ‘functional’ and the identification of the host organisation of the project officer;
- Availability of documentation

5.3 Four case studies were identified, based on geographical area:

Table 5: Case Studies

<p>FIRTH OF CLYDE</p> <ul style="list-style-type: none"> • ICZM Strategy • Forum (Firth of Clyde Forum) • SNH Host • Medium term established forum • Project Officer full-time • 7 Local Authorities, 4 Structure Plans • Industrial • Mainland 	<p>CROMARTY FIRTH</p> <ul style="list-style-type: none"> • ICZM Strategy • Forum (Cromarty Firth Liaison Group) • Local Authority Host • Long-established ‘forum’ • Project Officer Full-time • 1Local Authority, 1Structure Plan • Rural • Mainland
<p>ORKNEY ISLANDS</p> <ul style="list-style-type: none"> • ICZM Strategy (Scapa Flow) • No Forum • - • - • - • 1Local Authority, 1 Structure Plan • Rural • Island 	<p>ABERDEEN AND ABERDEENSHIRE COAST</p> <ul style="list-style-type: none"> • No Strategy • No Forum • - • - • - • 2 Local Authorities, 1 Structure Plan • Industrial/Rural • Mainland

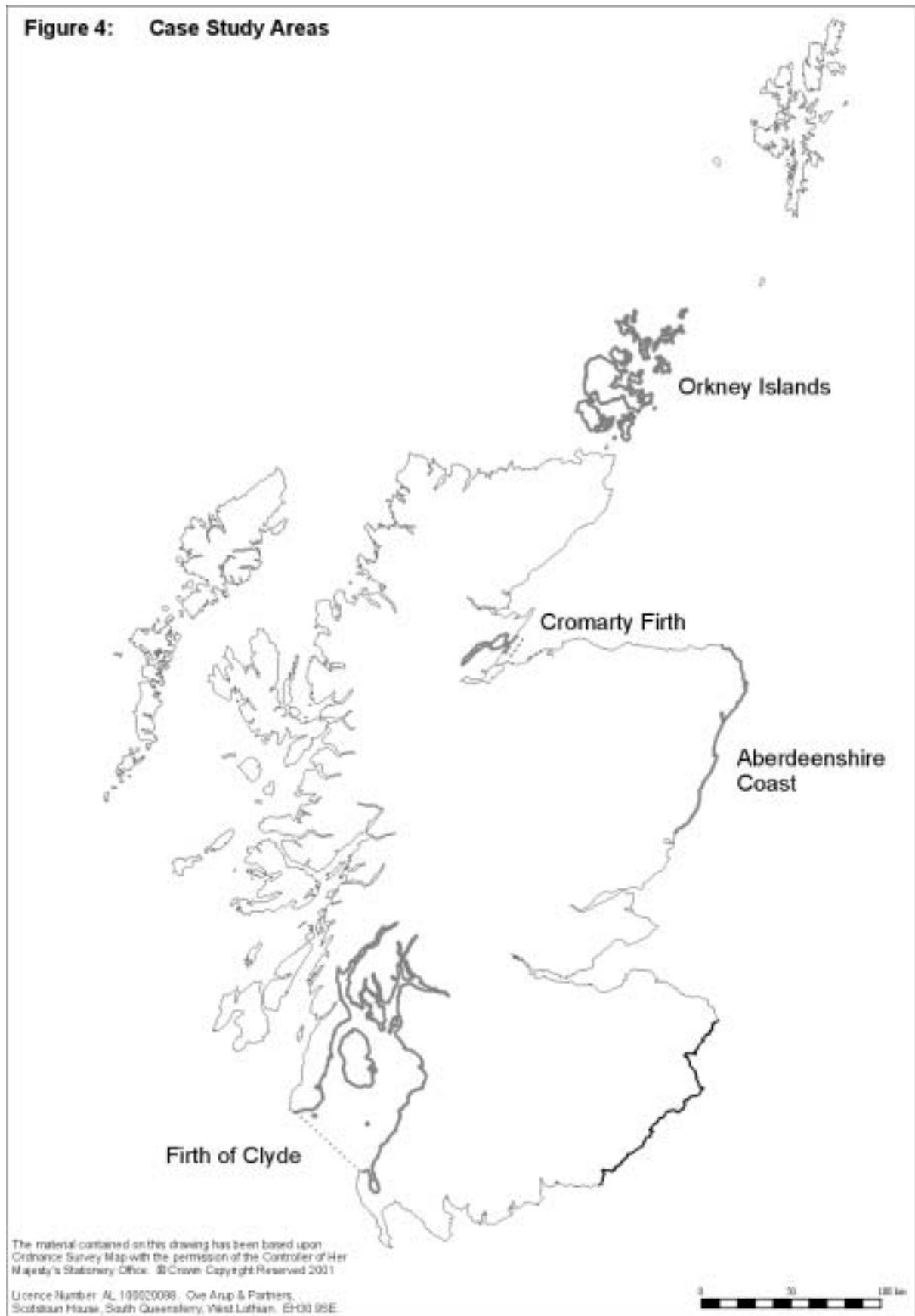
5.4 It was considered that, as the purpose of the project is to look at integration, it would be advantageous to concentrate on those areas of coast covered by a strategy, or at least a forum. Areas of coastline in Scotland which are not covered by a forum or strategy/management document include:

- West coast of Argyll and Bute and Highland
- Northernmost coastline of Scotland
- The Borders coast
- Much of the coast of Aberdeenshire
- Shetland
- Western Isles

5.5 Aberdeen and Aberdeenshire was chosen for comparison as an area without an ICZM strategy prepared by a voluntary partnership. Also, it was the area with more than one Local Authority and so had the potential to demonstrate integration between authorities. The other areas are within the one Local Authority boundary.

5.6 The chosen case study areas are illustrated in Figure 4.

Figure 4: Case Study Areas



CHAPTER SIX MEASURES OF THE LEVEL OF INTEGRATION

NEED FOR INDICATORS

6.1 The research study involved the development of a set of indicators to assess integration within the plans in the case study areas. Some work has already been carried out in this area and The Scottish Executive, in association with SCF, recently published research into the use of indicators to measure the state of the coastline and the effectiveness of ICZM (Cordah, 2001). Indicators are effective in the measuring of performance of ICZM projects and to simplify the communication of information.

6.2 The recent indicators detailed in the Cordah report focused on providing quantitative data to simplify and compare. However, if the objective is to measure integration between plans and strategies, it is unlikely that quantitative indicators would be of much use. The purpose of this study is to examine emerging trends and innovative practices, and therefore there will be a need for qualitative study. The generation of “meaningless” numbers was avoided.

APPROACH TO ASSESSMENT OF LEVEL OF INTEGRATION

6.3 Assessment implies some form of quantitative and/or qualitative measurement and this, in turn, requires the identification of a common baseline or starting point against which achievements or performance can be measured. It also requires that we have some firm idea of what it is we are trying to achieve through the process of Integrated Management in Coastal Zones.

6.4 Since the study is seeking evidence through the analysis of a number of case studies, baselines will be needed for both the national and local levels.

THE BASELINE

6.5 The main factor to be considered regarding baselines is the extent of coverage of plans in the case study areas. As ICZM initiatives are currently undertaken at the local level and as a voluntary action, plan preparation activities are assumed not to be comprehensive at this point in time. Therefore an assessment would be made for each of the case study areas on the presence and absence of plans, compared to the expected full range as detailed in Table 1 and Figure 1. An analysis would also be made at the same time of the geographic coverage of plans within the case study areas. In addition, an assessment would be made of plans against the planning cycle as detailed in Table 4 to determine the stage in preparation of the documented plans.

THE IDEAL SCENARIO

6.6 What we are trying to achieve, the ‘ideal’ of ICZM, is reflected in its definition, viz.

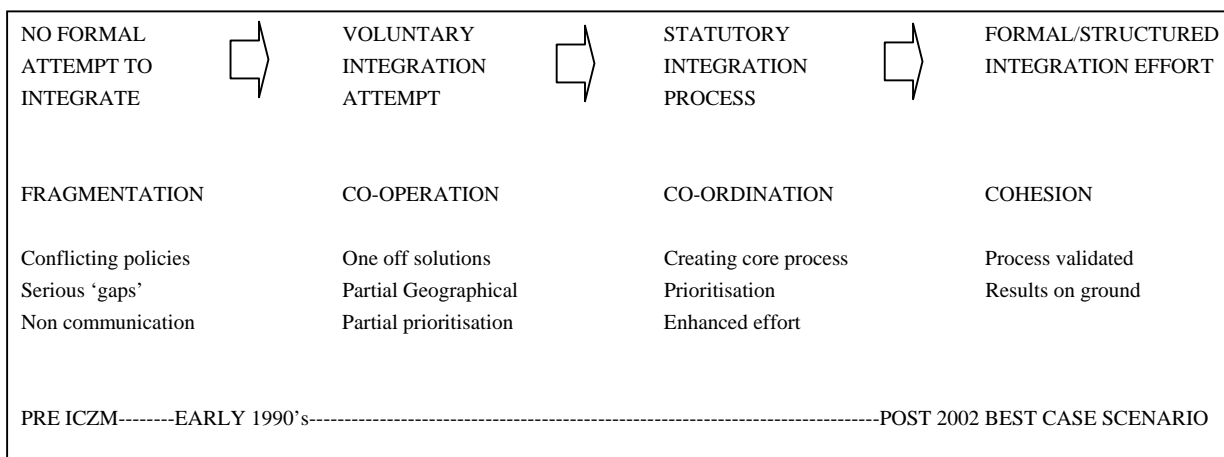
‘A multidisciplinary process that brings all those involved in the development, management and use of the coast within the framework which facilitates the integration of their interests and responsibilities.’

6.7 This clearly identifies the process and the framework itself as being central features of the integration effort. It suggests that the better the underlying framework, the more comprehensive the process employed, the higher will be the level of integration achieved. The ‘ideal’ of ICZM is also reflected in the ‘Principles’ of ICZM as set (see chapter 2) out by the European Commission. Whilst these principles offer little scope for quantitative measurement, for the moment they represent the only practical guidelines available against which to assess the level of integration achieved in any given situation.

6.8 Accordingly what is needed is a picture of the stage reached in the evolution of integrated management systems in Scotland and the identification of a number of indicators to assess or measure its effectiveness.

6.9 ICZM probably has no formal starting point and no predetermined levels of achievement. However, the continuing evolution of ICZM in any area might be described as in the figure below:

Figure 5: Integration Timeline



6.10 The study will need, using appropriate indicators, to determine and describe where Scotland (as a whole) and where each case study is positioned on this continuum and then, given the present understanding of ‘best practice’ in ICZM and the principles of ICZM, assess where they ought to be. This is noted in the conclusions.

6.11 The analysis suggests that this investigation needs to be focused primarily on the efficacy of the ICZM process and framework in Scotland and that it is not necessarily concerned with the achievements of ICZM on the ground (though this cannot be overlook for the delivery of ICZM). Accordingly the search for appropriate indicators is centred on the system of planning and management for coastal areas.

6.12 The following ‘search areas’ were adopted.

The Completeness or Comprehensiveness of Plans and Management

6.13 The ‘completeness’ of the system in operation in Scotland and in the case study areas, as represented by the hierarchy of activity and the range of plan types and levels extant, allows the question “is it possible to achieve a high level of integration?” to be asked. Also, are there significant gaps in the system itself that would effectively prevent integration in some critical area? Is the system sufficiently robust?

Action: Analysis of the Inventory with this in mind.

6.14 Completeness of the hierarchical relationship between plans and initiatives having regard to:

- level of activity – National, Sub national/regional, local and sub-local (community);
- statutory versus non statutory;
- sectoral participation (opportunities for?);
- community participation.

Action: Comparison with the theoretical ‘ideal’ hierarchy of relationships.

6.15 The ‘completeness’ of the system, having regard to the geographical coverage of the range of plans. Again, it is necessary to inquire whether the system is so organised as to allow comprehensive spatial coverage (and hence sectoral coverage?) and are there physical gaps in the system?

6.16 Are all of the issues that are of importance in coastal zones (or the zones in question) being addressed by the appropriate agencies on all levels?

Action: Analysis of case studies for ‘gaps’ in coverage.

Best Practice and Principles

6.17 Is the approach to integration in line with EU ‘principles’ of ICZM thinking? Is it in line with so called ‘best practice’ (as detailed in the EU Demonstration Projects)?

Action: Analysis of documents to trace reference to current practice and experience, identify examples where experience might have indicated a different approach, etc?

6.18 Is the statutory process (at least) working? Are the rules being observed?

Action: Analysis to check that plans are up to date, consultations carried out, notification posted, policies followed, etc.

Quality of Output – Innovation/Creativity

6.19 Is there consistency amongst the policies and actions set out in the different plans across and amongst all levels of administration and interest?

6.20 Is there evidence that ICZM effort is giving rise to innovation in finding solutions to problems (opening up new opportunities), in ways of encouraging participation, ways of consulting and disseminating information, etc?

Action: Requires critical analysis of current documents.

6.21 Do current planning/management efforts and initiatives represent an improvement (assessed against the EU Principles for example) over earlier plans and initiatives or plans and initiatives which are not linked to an ICZM effort?

6.22 Is there evidence of a positive progression of attitude (to integration) on the part of authorities, statutory undertakers, the public, etc?

Action: Compare ICZM documents with non-ICZM documents, consult practitioners.

Participation and Consensus

6.23 Participation by all players and the generation of consensus are two central pillars of ICZM. Measurement of the levels of participation achieved through the process and of the level of consensus generated will be sought.

- Practical evidence of participation and the methods employed to facilitate participation.
- Evidence of effective dissemination of information and results.
- Evidence of interaction between authorities and groups, public and private, etc.

Action: Check case studies for records of meetings, lists of participants (classified by level, etc), evidence of task sharing, membership of action groups, evolving organisation to deal with specific issues/problems. Seek evidence from participants, interview key players to determine their perception of the level of integration so far achieved and their understanding of the system.

APPRAISAL ROUTINE

6.24 It is recognised that these ‘search areas’ will at best yield only qualitative indicators of the level of integration, however this would represent an advance on the present situation and would possibly provide a platform for the formulation of quantitative indicators in the future.

6.25 This study is a strategic review of the plans that have an influence on the coastal zone. To ensure consistency, the study team formulated a standard approach to the analysis based on the use of schedules and checklists relating to the areas of investigation outlined above.

6.26 Table 6 shows the structure used for the review process, detailing the elements considered across each case study. The next chapter summarises the findings of the case study reviews, concentrating on the main issues brought out in the review.

6.27 The case study reports do not detail all the reports studied. It is noted where there are gaps in the review, and where reports were not available at the time of the study, but details of each report are not included so not to prejudice the interpretation of this report.

Table 6 Assessment Structure

Basis for assessment	Focus	Measures	Ideal/standard
Completeness	Planning system	Vertical/horizontal levels acting 'in concert' within hierarchy.	Bottom up/top down represented
			Holistic, cross sectoral representation
			Adequate opportunity for community participation
		Timeliness	Timing and cycles of activity are 'harmonised'
		Comprehensiveness	Geographical cover
			Administrative cover
			Issue cover/range
		Accessibility	User friendliness
Wide dissemination, transparency			
Quality	Best practice	Adherence to Principles of ICZM	EU 'Principles'
		Compliance with legal requirements	Statutory basis for planning, etc.
		Demonstrate awareness of current practice	Current thinking on ICZM
			Use of data bases/sources
		Mechanisms employed	Multi faceted programmes
	Output	Consistency of policies/actions	Consistency and follow through
		Practicality	Capable of implementation
		Foresightedness	Credibility of 'vision'
		Creativity/innovation	Problem solving
			Conflicts resolved
Progressive attitude			
Consensus	Unity of action / purpose	Common issues, shared concerns	Synergistic actions
		Common priorities	Shared responsibility
		Joint/partnership action	Continuity of action
			Continuing participation
Continuing interaction			

CHAPTER SEVEN RESULTS OF CASE STUDY REVIEWS

CASE STUDY ONE: CROMARTY FIRTH

Introduction

7.1 The Cromarty Firth, within Highland, is covered by the longest established ICZM initiative. The Cromarty Firth Liaison Group (CFLG) was set up in 1992. The area has a considerable industrial heritage, especially at Invergordon and Nigg, mostly set up with the establishment of the oil industry in the North Sea. However, the area also has significant nature conservation interests as well as the continuation of the pre-oil agriculture and fishing industry. The establishment of the group was motivated by the Cromarty Firth Port Authority's consultations with the other regulatory bodies over the implications of the proposed SPA (Special Protection Areas) under the 1992 Habitats Directive. However, the CFLG has now merged with the Moray Firth Partnership (MFP), and is likely to take on the local delivery element of ICZM for the Cromarty Firth as part of the MFP. Their management structures will merge.

7.2 The CFLG is comprised of 10 members on a Management Group, four of whom are represented on a Steering Group. It is the only ICZM forum in Scotland that has completed one cycle of the coastal management cycle as found in Olsen (1999), as they have commissioned an evaluation and review of their Management Strategy and Action Plan by Cordah in 2001. The case study examined 18 documents covering 12 of the 21 categories. Known omissions from the 'ideal' system include a local waste management strategy and subject plans.

Completeness

7.3 The Cromarty Firth is at the advantage of being wholly within the administrative boundaries of the statutory bodies and does not fall between two catchments. Thus there is a consistency in action and allows one representative for each body on the forum.

7.4 The ICZM plan for the Cromarty Firth, published in 1998, is in two parts, the Management Strategy and the Action Plan. The Management Strategy details the long-term proposals for the area, and the Action Plan details short to medium term tasks to be undertaken. The Action Plan is coming to the end of its implementation period.

7.5 The plans examined ranged from a localised level to the Highland Council area. Of the Rank 1 plans, all are present for this area (though the Shoreline Protection Strategy could not be obtained). Four Local Plans cover the Firth, meaning that development planning is detailed at the local level. All statutory plans, which include the port management plans and development plans, are present, though the Local Plans are out-of-date. Most of the other plans have been published relatively recently, from 1997 to 2001.

7.6 Achieving full development plan coverage has taken some time. The current adopted Local Plans date from as early as 1985, and the most recent Local Plan dates from 1992, covering the period up to 1996. The previous Structure Plan ran from 1990 to 1998, with a new plan adopted in 2001. A new Local Plan covering the whole of the Firth is due to be

published in Spring 2002, and this will supersede the current Local Plans and bring the development plan coverage of the area up-to-date. Also, this new document may to a certain extent make a review of the current ICZM plan necessary.

7.7 Several other plans have not given a time scale for review and update. The ICZM Action Plan gives time scales attached to the actions suggested, and at this stage the plan is coming to the end of its implementation period. The intended review period is not clear for many documents. Most of the statutory plans give a date for review, though not all.

7.8 There is an apparent lack of community participation in many plans. That is not to say that there is no participation by the public, just that the plans do not always document if there have been efforts to take the public's views into account. Community Councils are a statutory consultee in the consultations on Structure and Local Plans and have also been included in the development of the ICZM plans. It is noted that the new Local Plan is being developed, and at this stage public contributions have been canvassed through workshops, so there is evidence that any previous lack of community involvement may be changing. The CFLG has also stated that it is noted that the wider business community, in particular small to medium sized organisations, have not been fully involved in the ICZM planning process, which they are looking to rectify.

7.9 With regard to accessibility of plans, the port documents are mainly controlled documents so are not widely available. Development plans are public documents and are available to view from the Council. Some other plans are available free on request. For the Cromarty area, only the NHZ plan is available on the Internet. With regard to their technical content, some plans could be more comprehensible to a lay audience, particularly in the introduction, as many are unclear on the reasons for the plan, the aims, and the assumed audience.

Quality and Best Practice

7.10 There does not appear to be any examples of non-compliance with current legislation. However, full implementation of NPPG 13 has not been achieved; the classification of the coast has not been undertaken in local development plans. This could be considered to be a potential hindrance to the completeness of the system. It is difficult to assess whether other policies of NPPG13 are taken up and are consistent with other plans. The SAC plan cross-references its proposed actions with those suggested in the ICZM plans, to avoid duplication of effort.

7.11 Some documents show good examples of vision, with the draft Natural Heritage Zone plan discussing what the environment should look like in 2025 if it is managed sustainably. Most plans have some sort of aims set out at the start. Most at least have short-term (2-5 year) goals.

7.12 The CFLG has undertaken an evaluation of the implementation of its strategy and has concluded that where a project in the action plan was required to fulfil statutory obligations, it has generally been completed, but there has been limited uptake on the actions where there was no legislative driver. It was noted that there has been a lack of uptake of the Strategy in other plans. However, because of the more consultative approach to conflict resolution, it is

felt that this does not necessarily demonstrate a lack of commitment or a disregard of the activities and role of the CFLG.

7.13 There is not a great deal of cross-referencing between the many plans for the Cromarty Firth. However, most of the plans do contain similar types of policies aimed at improving the quality of the environment and developing the economy and community of the area. Some documents are better than others at recommending more definitive actions for improvement. It is noted that, in contrast, the evolution of development plans has led to more general policies rather than detailed actions. It appears however, that policies are generally becoming more compatible with ICZM, with the environment achieving a higher status over the years and community and social improvements having a higher profile.

7.14 The Evaluation and Review report concludes that there was little investigation as to whether the CFLG had influenced the policies and proposals of the participating partners. To a certain degree this is demonstrated in the plans for the area, with little evidence that organisations have had a lot of regard to other plans, other than when they have had to through legislation. However, that is not to say that current plans are contradicting each other, and the standard of policies is considered to be moving towards sustainability and ICZM thinking.

7.15 The CFLG feels that the other ICZM fora have perhaps now overtaken them in their approach to ICZM, but they were the pioneers. The CFLG's structure has not assisted in implementation as they feel they do not have the same backing, being comprised of a small group of policy makers. This is one of the reasons for the merger with the MFP to ensure the long-term stability of ICZM in the Cromarty Firth.

Consensus

7.16 The plans show a range of methods employed to obtain views on the plans. The port plans do not appear to have required any outside consultation apart from the bodies specified in the implementing legislation. The statutory development plans are required by legislation to obtain the views of the public through allowing them to comment on the draft plan, though it is not clear if other bodies were actively involved in the writing of the plan. The ICZM plan demonstrates some innovation in its development by setting up topic groups to develop the policies used later in the plan. The proposed Local Plan which has yet to be published shows the next stage in developing consensus by holding open public meetings before the plan is written. Future plans are likely to require further public involvement to ensure that they are not just a top-down plan imposed on a community.

7.17 The ICZM plan takes a more participatory approach in its development, with representatives from different sectors inputting into the plan preparation, so conflicts are resolved at early stage. Very few of the other plans use this inclusive approach. The ICZM action plan makes sure that the different sectors represented are included in the projects being proposed. The ICZM plan shows shared responsibility, but as it is voluntary, it does not mean that this is actually followed through. It is noted that as there is no unifying coastal policy within the Highland Structure Plan, then it is difficult to determine if the ICZM plan is influencing the policies of the Structure Plan.

Conclusions

7.18 With the longest standing coastal forum and the earliest produced management strategy, plans for the Cromarty Firth should be expected to show a high degree of integration. To a certain extent this has been found, and the Cromarty Firth has certainly benefited from the work of the CFLG. There are areas which remain incomplete, and are likely to be due to certain key issues: the lack of implementation of NPPG13, the time taken to revise development plans and the historic lack of community participation in some plans.

7.19 The CFLG is to be praised for being the first group to go through the whole management cycle from plan preparation to evaluation, and has already started to build upon these findings. The merge with the Moray Firth Partnership appears to give the group a firmer standing for future development.

CASE STUDY TWO: ORKNEY ISLANDS

Introduction

7.20 Orkney has no formal ICZM Forum or other Initiative. However a report was published by Orkney Islands Council (OIC) in 1998 (updating a 1989 document, which was not reviewed) to discuss the baseline environment and potential benefits of an ICZM strategy for Scapa Flow. This document represents a 'proto' ICZM plan, though only covers a small area of the archipelago.

7.21 The case study examined 12 documents covering 8 of the 21 categories in the database. These included; Local Plans; Structure Plans; Archaeological Assessment and Plan; Biodiversity Action Plan; Guidelines (NPPG13); Landscape Character Assessment; Subject Plans; and Oil Spill Contingency Plan.

7.22 It is understood that the OIC intends introducing a Fishery Management Plan in the near future. No Local Agenda 21 Plan has been prepared and no nature conservation documents were available at the review. Neither were there any tourism or other sectoral plans available for review although it is more than likely that they exist in some form. The same is probably the case with Port Waste Plans.

Completeness

7.23 Whilst the primary 'Rank1' Documents, the Structure Plan and the Local Area Plan, are in place, the initial review would suggest that from an ICZM perspective there are gaps in coverage. The Scapa Flow study is a very useful document in giving information on the 'environment' at the time of the report, but is limited in its scope as a management strategy and also in its geographic coverage. The absence of other 'Rank 1' documents (wider ICZM initiative and Shoreline Management Plans) may not be significant since the whole of Orkney could be described as being under the coastal influence and thus coastal issues would be integrated into the economy and social fabric of the islands. The area has the advantage that it is wholly within the administrative jurisdiction of the OIC. The Council is involved in some capacity or other in all of the documents reviewed and is therefore the key to integration in this region.

7.24 With the exception of the Orkney Structure Plan 1993, which was reviewed for the purposes of comparison, all of the documents reviewed are current and date from 1997 at the earliest. Geographical cover is complete for the key plans that deal with the whole of the archipelago. Cover varies for some of the more specific studies and plans, for example the misleadingly titled 'Report on a Coastal Zone Assessment [archaeology] Survey of Orkney' which covers only some of the Orcadian islands.

7.25 Whilst not all of the documentation relating to Orkney was available for review, there is no evidence from the case study of failure on the part of any organisation to comply with statutory obligation.

Quality and Best Practice

7.26 Some of the documents reviewed were incomplete in that they lacked certain maps or other illustrations that would indicate the legibility of the plans/strategies. On the whole the reading suggested that most of the documents are ‘user friendly’.

7.27 It is difficult to comment on the quality of the documents but individually each document appears to fulfil its objective and the fact that the statutory plans are subject to rigorous review and analysis before adoption is a further assurance that their coverage is adequate.

7.28 All of the documents reviewed subscribe (or state that they subscribe) to the broad principles of ICZM as articulated by the EU Programme, although do not refer to the EU documentation. However, overall the impression is that the planning process is dealing primarily with the short term. Until the production of the new Structure Plan and the draft NHZ plan, there was little evidence of a long-term strategic view being taken to either development/conservation or to integration. Few of the documents reviewed look beyond the 10-year horizon and even those that do venture that far end up focusing on short-term action. Overall there would seem to be an absence of ‘vision’ in the documents apart from the structure plan.

7.29 This may be expected, since the statutory plans in particular are obliged to be practical and to be grounded in reality and this forces a short-term view. In the case of Orkney the lack of a ‘consistent’ voluntary coastal/integrated management initiative means that there is no vehicle for visionary statements and no forum for discussion of future scenarios. The Scapa Flow report however has taken on some of the key principles of ICZM, and notes some best practice issues, and thus sets up a good basis that could be developed.

7.30 The Local Plan is currently under review, and the only section of the new plan available was a preliminary draft of Chapter 6 on Coasts. Initial reading of the Coasts section suggests that it will rely heavily on Structure Plan policy. Both documents support the establishment of a coastal forum for Orkney.

Consensus

7.31 The Orkney suite of plans exhibits a high degree of consensus. This is hardly surprising given that the OIC are responsible for, or have participated in, almost all of the studies and plans that were reviewed. At the core, all parties appear to subscribe to the concept of sustainable development, and to the principle of public and cross sectoral participation, however, if the sampling of reports and studies is typical, the effort toward sustainable development is driven in the main by the environmental side of the balance sheet. There is little evidence of the involvement of the private/development sectors in the formulation of the plans.

7.32 If the difficulty in accessing the various documents and plans encountered by the study team is an indication of their general (public) availability, there would seem to be an opportunity for increasing dissemination of information using the latest technology. This could have the added advantage of increasing the participation and involvement of the community at large.

7.33 The documents reviewed had little documented on the consultation process (public or technical), however, it is acknowledged that extensive consultation was undertaken for the new Structure Plan. The system of public consultation in the past has not embraced participation and was based on securing public acceptance of plans prepared *in advance* by the Authorities; this is now changing.

Conclusions

7.34 In Orkney, within the limitations of the documents reviewed, there appears to be a high level of integration between existing plans and management strategies. This would appear to be due to having a small and close knit community, and the importance of the coasts to the economic well being of the islands.

7.35 The absence of documents focused on a strategic vision for Orkney means that co-ordination falls to the OIC and to the Structure Plan. This appears to work well for Orkney but might be considered a gap in the integrated management process in general. For example, there is surprisingly little reference in the documents reviewed, apart from the new Structure Plan, to the position of Orkney in respect of its geographic neighbours or the wider economic context.

7.36 There is little evidence in the documents reviewed of voluntary ICZM initiatives having any influence on plans or strategies, though the profile of integration and the importance of the coastal environment may have been raised by the Scapa Flow report. There would appear to be a need for some sort of collaboration between different sectors and it is noted that the new development plans support the establishing of an ICZM forum.

CASE STUDY THREE: ABERDEEN AND ABERDEENSHIRE

Introduction

7.37 The Focus on Firths project saw the successful establishment of a number of local Fora along the Scottish Coast. A fundamental role of the fora being to aid integration where there are perhaps complex administrative arrangements and issues with regards to management of the coastal zone. However, fora do not cover the entire Scottish coastline.

7.38 The Aberdeen and Aberdeenshire case study area corresponds with the Aberdeenshire Council local authority boundary up until Fraserburgh, where the Moray Firth Partnership boundary lies and includes the City of Aberdeen. Unlike some of the other areas in Scotland without a forum, this case study area has two local authorities within its boundaries, each with land use planning responsibilities in the coastal zone. The level of integration being achieved is therefore of significant interest due to the different administrations and interest groups and the absence of a forum to facilitate the ICZM debate. The area also does not have an ICZM plan or strategy, prepared by a voluntary partnership, for the management of the coast.

7.39 The case study area also has an interesting mix of uses and types of coast, with highly developed coast alongside large swathes of undeveloped coast of local and national nature and heritage value. Aberdeenshire does not have any isolated coasts as defined in NPPG 13.

Completeness

7.40 As discussed in Chapter Three there are a number of plans that have varying degrees of influence on the coastal zone and the area has at least one of each of the plan types applicable to its area.

7.41 Aberdeenshire has three draft development plans. This includes the two local plans, Aberdeenshire Local Plan Draft 2000 and Aberdeen City Finalised Local Plan 1999 and the new structure plan, North East Scotland Together 2001. Additional statutory documents include a full set of up to date Port Emergency, Waste Management and Oil Spill Contingency Plans for Aberdeen Harbour, Peterhead Bay Harbour and Peterhead Harbour. It appears that where statutory plans are required in this area that they have been prepared.

7.42 The area also has a range of non-statutory cross-sectoral documents, such as Nature Conservation plans, the Aberdeenshire Landscape Character plans, Coastal Protection Studies and Good Practice Guides. These plans deal with specific topics and coverage is related to each individual plan.

7.43 Accompanying these is a raft of new environmental and sustainability plans in response to both the City Council and Aberdeenshire Council's statutory obligations to prepare LA21 and also LBAPs. Aberdeenshire also has a number of recent plans tackling the sustainability issue including Aberdeen Futures and Aberdeen City Environmental Strategy 2001. The City and Aberdeenshire Council have prepared the majority of these plans. These documents are all saying the right thing, the degree to which they are implemented will be interesting to see.

7.44 The plans deal with the coast as a part of their overall remit or focus on specific topics as opposed to the coast as a whole. One of the gaps in plan coverage is an up to date ICZM document (or an ICZM group) that can focus and facilitate the ICZM debate. The current Structure Plan states that both Councils would support the preparation of ICZM plan (in line also with NPPG 13), and it is noted that the previous Grampian Structure Plan 1995 also made this commitment. As the Structure Plan is recent it is perhaps too early for this policy to be implemented but the support for developing ICZM is there. It is unclear as to how high a priority this is on the Council's agenda.

7.45 In general the plans for this area are user friendly, particularly the raft of environmental and sustainability plans. The Community Plan, (Aberdeen Futures), the LA21 Strategies and the BAPs are very readable, accessible and illustrative. The Internet is also a good resource for accessing plans. Aberdeen City and Aberdeenshire Council have made the majority of their plans available through this means. It is the non-statutory plans that are not so readily accessible to the public.

7.46 Participation is a fundamental part of ICZM. The statutory requirements for participation have been achieved in the development plan process and in most of the remaining documentation reviewed, the importance placed on community and stakeholder participation is evident. The environmental and sustainability plans such as the LA21 strategies and the Aberdeen Community Plan appear to have embraced the concept fully. The evidence includes, for example, accounts of Planning for Real days. The Aberdeen Beach Project is a good example of joint working between departments in the council and also with the wider community.

7.47 The 1986 ICZM plan for Banff & Buchan shows that participation was a key part of plan preparation. A working group was also established to facilitate the overall debate. The large number of representations made by interest groups and the community are included in the plan. These would be useful for monitoring purposes to see if concerns had been tackled through the policies in the plan. There is no evidence as to whether this has in fact taken place. Although this plan is in need of updating the principles of ICZM are reflected in its content.

Quality and Best Practice

7.48 Generally speaking the structure and local plans seem to be consistent, and have been over a period of time. Each contains policies that also link to national and UK guidance. Each contains policies for the coastal zone and associated policies for the conservation of natural heritage, planning for tourism etc. Conflicts will arise close to the coast when there is pressure for development (particularly around Aberdeen) where policies for economic development are conflicting with policies for the environment.

7.49 The environmental and sustainability reports do appear to have good consistency and cross group-working arrangements and are taking a more holistic view of issues in their economic, social and environmental context in a participatory manner. It is the 'stand alone' documents (majority of which are non-statutory) dealing with specific issues and topics that do not integrate as well within the hierarchy. This is the nature of subject or topic plans and it would be unrealistic to expect them to integrate with all other documents, though at least cross-referencing would be expected.

7.50 A good example of integration appears to be the ‘proto’ ICZM plan for Banff & Buchan (1986) which shows a strong bottom up management structure that was locked into the development plan process. The ICZM working group lobbied the District Council and had the findings of the ICZM plans integrated with the District Local Plan policies at the time.

7.51 Generally speaking the coast lacks an overall integration vision. The coastal policies contained in key documents (structure and local plans), focus on development planning and development control. These land-use planning documents are limited in terms of what they can do for the coast, except perhaps for providing a context for an ICZM plan. As key documents in ICZM, the plans give their support to initiatives that might in fact realise the vision that is regarded as lacking at present. The Structure Plan advocates that where appropriate local authorities and other agencies should work together to prepare coastal protection studies and input to coastal management plans where they are needed. The Aberdeen City Local Plan also gives support through saying it will promote the setting up of a coastal forum, as recommended in NPPG 13, in conjunction with Aberdeenshire Council.

7.52 Some plans for the area do have vision for parts of the coast. Nature Conservation and Nature Reserve plans have a vision for short stretches of coast, with plans detailing how the coastal environment will be managed and how the plans will be implemented. These are effective management tools and due to the designated status of the area they cover, the conflict with economic development is not a problem. The LA21 strategies again have a longer-term vision for areas that include the coast. For each of the key actions in the LA21 plan, the targets for implementation of key actions are clearly stated and the key partner responsible for implementation – the vision for the future is there. The biodiversity action plans deal with parts of the coast and importantly benchmark the situation in the coastal zone at the time of writing and where they want to be in the future.

7.53 Very often the vision in the plans above is focused on the environment. There is a lack of a holistic vision that joins up these individual actions, one that integrates the environmental with the social and economic aspirations relating to the coastal zone.

7.54 On the subject of good practice, the Moray Coastal LBAP (a part of the BAP for the North East) is a useful document for ICZM that could be duplicated elsewhere. The document gives good details on the state of the coast, the factors affecting it, principle objectives and the key actions to be taken. The key actions include, the development of a coastal strategy, promotion of integrated management to resolve conflicting management interests, assessing the trends in coastal pressures and plan current and future vegetation and erosion control. This is a locally driven process that fits in with national and international programmes designed to enhance biodiversity globally. There is a BAP steering group with a large representation of local interests, a bottom up approach with one of the primary aims being to provide a focal point for information exchange, raising the profile of the biodiversity issue, community involvement and partnership development. The BAPs for the North East of Scotland are ongoing and there is an opportunity if deemed necessary to prepare something similar for areas of Aberdeenshire.

7.55 Aberdeen City Council is producing a Climate Change Action Plan that includes research into the impacts of sea level rise, potential increases in flooding, storms and coastal erosion. The action plan will look at implications of developing along the coast in areas at risk. The Climate Change Action Group preparing the plan is working with other organisations and agencies in the formulation of the plan. When the plan is adopted, the

group will take it to other outside interests for example the business community and the general community to raise awareness.

7.56 Many of the plans have also engaged what is currently regarded as best practice. One example being that all the policies in the Structure Plan have undergone a sustainability appraisal routine.

7.57 Overall when we talk of quality it is important to remain objective in the absence of an ICZM document. It is unlikely that any of the existing plans would deliver an integrated distillation of good practice and vision for the coast. The policy documents that have been reviewed deal with coastal issues alongside many different policy areas and in many instances are cross referencing one another and integrating to a certain extent.

Consensus

7.58 Generally there appears to be a consensus amongst polices and the message coming through is consistent. There appears to be a great sense of commitment to sustainability and achievement of the objectives of the LA21 actions. The common concern for nature conservation, landscape, recreation and tourism and protection and diverse environment is coming through. There is a consensus that the principles of integration, community involvement, cross group working groups and environmental education are vital to the planning process. The main conflicts are arising where the pressure for economic development is highest.

7.59 There also appears to be consensus that a coastal forum should be established as supported in the structure and local plans. The Aberdeen Bay Coastal Protection Study report also recommends co-operation between interested parties within Aberdeen Bay and that this is continued through an Aberdeen Bay Coastal Group. How high this is on the agenda is difficult to say.

Conclusions

7.60 Statutory development plans play an important part in coastal management but cannot deal with all of the issues. The authorities have recognised this fact and appear to be in the process of supporting initiatives to encourage the necessary alternatives.

7.61 It would be useful for the coast to have more references in the LA21 and biodiversity action plans to raise public awareness and improve the profile.

7.62 The local authorities need to continue support for other plans that will have an influence on coastal planning in the future e.g. LA21's, BAPs, River Basin Management plans.

7.63 It might be the case that if there was a national strategy, as is the case with BAPs, ICZM would be equally successful at being transposed to the local level. In some cases it appears that national backing has brought about local action. The national strategy could deliver results such as guidelines on coastal initiatives or standards on content and scope of management strategies.

CASE STUDY FOUR: FIRTH OF CLYDE

Introduction

7.64 The Firth of Clyde, on the west coast of Scotland, extends from the upper tidal limit of the river Clyde to the tip of the Mull of Kintyre in the west and Loch Ryan in the south, and is covered by an ICZM forum, the Firth of Clyde Forum (FCF), established in 1994. The Firth is acknowledged to have representations of probably all sectors and interests in the coastal zone, mainly due to its size. There was considerable heavy manufacturing interests in the north of the Firth, but this has declined in recent times, leaving a legacy of vacant land and economic down turn. The area also has significant nature conservation, tourism, fishery and transport interest, and the coast is significantly urbanised.

7.65 The FCF has a wide range of members and has published an Integrated Management Strategy and Action Plan in July 2000. The case study examined 32 documents covering 13 of the 21 plan categories. Known omissions from the 'ideal' system include a local waste management strategy and separate fishing strategies (outwith the development plans).

Completeness

7.66 The Firth of Clyde covers a wide area and encompasses many administrative boundaries. There are eight local authorities and four structure planning authorities. The coverage of other organisations is more regional, partly because the area was within the single administrations of the old Strathclyde Regional Council and River Purification Boards.

7.67 Most plans therefore cover a substantial area. The FCF's ICZM plan is the only one that covers the whole Firth. Due to having joint structure planning authorities, Structure Plans are mostly strategic. BAPs are varied, some being prepared for a local authority, some for the wider structure plan authority - authorities are pooling together where there are similar habitats (e.g. Renfrewshire and Inverclyde), or where existing administrative co-ordination is in place (e.g. the three Ayrshire councils). LCAs and NHZ plans are prepared for the wider, regional level. Most local authorities are replacing local plans with a single plan for the authority area. LA21 strategies are prepared at the local authority level. Oil spill, port waste and port emergency plans, though specific to a harbour, group areas together for reporting. Of the Rank 1 plans, all are present, though only one small area has a shoreline management plan, which was not available to review. The plans examined have been produced since 1994, and most from 1998.

7.68 The statutory development plans are under review in most councils, with most producing a draft or adopted plan in the last two years. The only area that is still to be updated is the Local Plan for Argyll and Bute, which will be published in draft, after the new Structure Plan is approved. However, it is disappointing to see that even though all plans studied have been published after the FCF was set up, and considering a good number were published after the Management Strategy was produced, that there is not much direct reference made to either.

7.69 Regarding the ICZM plan, the action plan has not yet been fully implemented, and there has yet to be a review and evaluation. This is likely to change with the recruitment of

new staff and an application for European funding has been submitted to progress areas identified in the plan. To date there have been limited resources to undertake actions and to motivate participants to implement actions. However, the Management Strategy shows a good example of setting out long-term principles but having short-term (up to 18 months) and far more practical and realistic actions. The actions from the “Phase 1” plan hope to set up the mechanisms to improve communication, links and for later information gathering. The recently appointed project officer has also begun developing “Phase 2”.

7.70 As with other case studies, the Clyde also demonstrates an apparent lack of community participation in the preparation of some documents; this was conceded as a difficulty by the FCF. An exception is in LA21 plans which demonstrate the most effort made in community consultation, as many are undertaken as part of community planning activity. Also, it should be noted that Community Councils and the regulatory authorities are statutory consultees in development planning.

7.71 The Clyde also shows a high level of accessibility to plans. Most development plans, LBAPs, LA21, NHZ and the ICZM plans are available on the Internet, and although there may be a charge for a paper copy, they are available to view from council offices and some libraries. The LCA may be available to view locally, but is mostly only available from SNH Publications to purchase or on loan. Port documents are mostly controlled documents and not generally available. These documents are also the most technical, and could improve on the presentation for a lay person, when considered that they may be used in the preparation of other plans. This could assist achieve further integration.

Quality and Best Practice

7.72 There does not appear to be any non-compliance with legislation. However it is interesting to note how councils have implemented NPPG 13. Many authorities with a significant area of developed coast do not precisely refer to the classification text from the NPPG, but still have policies that provide protection from unacceptable development on the coast.

7.73 The ICZM plan was produced with the ICZM principles in mind and reference is made to them. As the principles had been published only a short time before, and the ICZM planning process to gain agreement between participants is so long, the document would not have been expected to fully comply with them. The only shortcoming is perhaps that of community participation.

7.74 It is perhaps the case that the statutory development plans now recognise how important the environment is and has developed good policies to deal with these issues. There are some very good examples of development plans in the Firth of Clyde area, which look to be making a good contribution to the regeneration of the area, even if they do not tackle the coasts as a separate topic. It is also interesting that issues such as tourism, aquaculture and minerals are now located in the environment section of development plans instead of in the economy section.

7.75 Many documents show good examples of long term visioning for the area. The NHZ plan discusses the future environment in 25 years time, and the LA21 plan for Renfrewshire also sets long term goals. The Structure Plans are required to plan at least mid term (5-10

years) and one includes targets to be met in the next 20 years. The LBAPs also plan long term, with some having short to mid-term actions for implementation. Other plans continue to plan in the short-term with no overall strategy for the long-term.

7.76 The ICZM plan and the LBAPs have identified the need for improved information access and sharing. For such a wide area, data collection looks to be a significant issue. It has also been noted elsewhere that the Water Framework Directive will create requirements for the clear demonstration of data management based on catchments (which includes the coastal area) and that this will make a tremendous impact in the future. It is not clear whether the actions for data collection may wait until the Directive is implemented.

Consensus

7.77 There is a range of mechanisms employed in plan preparations to obtain views and gather comments and much effort employed in the development plan process with some local plans having been preceded by “issues papers” to garner views before the draft plan is prepared. The ICZM plan made a conscious effort to engage participants in the plan preparation although outside of the usual players found this challenging. It can be concluded that some plans will only undertake the statutory requirement for consultation although a few show a willingness to engage the community in the development of the plan.

7.78 The ICZM plan achieved consensus by developing a consultative approach in developing general principles that can be agreed by all parties. Therefore conflicts are resolved at the plan preparation stage. As many sectors have been included as possible, so it is expected to be fairly representative, but the concern has been that a wider range of voluntary groups were not included. The FCF also report that it has been difficult to ensure that the strategy is implemented by the participants unless there is a particular interest or an individual commitment to an action. Statutory responsibilities are assumed to have been implemented, but there is a problem engaging a shared responsibility for the plan.

7.79 It is clear though that recent policy is becoming more consistent, in particular between the BAPs, ICZM plans and development plans. This may be a result of the setting up of the coastal forum, as well as directions from the government through planning guidance and legislation.

Conclusions

7.80 The policies and strategies relating to the Firth of Clyde area are considered to be in the most part consistent among each sector, and at least attempting to integrate between sectors, especially regarding the environment. In the case of statutory development plans however, there is competitiveness between authorities for resources and for attracting business, which means that policies on the economy across the whole Firth of Clyde are lacking integration. It is difficult to see how the best location for new businesses taking a wide scale view for the whole Firth can be resolved when each local authority could be competing for economic investment.

7.81 Another interesting point is that if coastal issues are mentioned, they are included in the environment or development strategy in local plans, and not under the other sections on

economy, transport or community. ICZM plans could fulfil this co-ordinating role if priorities were changed. This is of particular relevance for the Clyde given its diversity and conflicts. If the organisations and individuals with an interest in the coast could see that the ICZM plan has a wider remit than the 'environment', then ICZM could start to have a bigger impact on planning for the coasts.

CHAPTER EIGHT RESEARCH FINDINGS

RELATIONSHIP BETWEEN PLANS

8.1 The study suggests that the level of integration amongst the first rank plans (coastal management initiatives, structure and local plans, nature conservation plans, planning guidance and advice, SAC management schemes and shoreline management plans) is substantial. However, some of this is the result of the hierarchical system that statutorily requires interdependence, e.g. Structure to Local Plans, these plans to NPPG 13. Integration across other plans is more difficult to ascertain, cross-referencing is often haphazard and the timing of plan preparation cycles lacks any overall co-ordination. The planning cycle is not required to be synchronised, but ideally should be as far as possible if overall integration is a goal. This will be more and more important when river catchment management planning under the Water Framework Directive is introduced. It is also noted that planning is but one tool of management. Integration needs to be sought on political, economic, community and social levels also to deliver ICZM.

8.2 The study also suggests that all parties appear to subscribe to the concept of sustainable development, however, if the sampling of reports and studies emerging from the case studies is typical, the effort toward sustainable development is primarily driven by the environmental side of the balance sheet. This is reflected in the proliferation of Biodiversity Plans, Nature Conservation Management Plans, Archaeological and Landscape assessment plans and so forth that have been prepared or are in preparation. These all feed into the Structure Plan element of the system, even if their influence is not always easy to identify. Subject plans, tourism and recreation plans, sectoral plans (such as the fisheries management plans) are poorly represented for coastal areas, although there is, here and there, reference to the intention to produce such plans.

8.3 Basically the co-ordination of most policies and plans/strategies takes place through the Structure Plans. There is evidence of cross-referencing amongst structure plans, local plans, NPPG 13, BAPS and LA21 plans within a given region, however cross referencing of other planning strands such as the various port management plans, subject plans, is not so obvious.

8.4 The dearth of plans, strategies, or studies relating to the economic and social dimension or to sectoral development of the coast is particularly noted. Whilst some such plans undoubtedly exist (e.g. internal documents of Scottish Enterprise and Local Enterprise Companies), and whilst the Structure Plans have sections dealing with the different sectors of activity, there is little evidence to suggest that these sectors are formally engaging in the ICZM strategic planning process. This could be seen as a weakness in delivering ICZM.

CO-ORDINATION IN THE COASTAL ZONE

8.5 Integration in plans requires a co-ordinated effort across all sectors with an interest in the coast. It has already been noted that in some case studies, there is a lack of community participation in some plan preparation. This could be contributing to an apparent limited awareness of the work of the fora and a lack of interest in the efforts of the fora. The local

community can be important in delivering ICZM on the ground. The current work in ICZM does appear to have limited incorporation of the ‘social’ element of sustainable development.

8.6 Local Authorities are leading the movement toward integration on the ground. The documents reviewed indicates that the local authorities are involved in some capacity in coastal planning/management activity and in some instances actively promoting activity.

8.7 Overall it is difficult to discuss the level of integration achieved without some baseline. However, there is ample evidence that all authorities and agencies are striving toward integration of plans and strategies relating to the coast and that all are conscious of the need for co-ordination and meaningful participation across all sectors. In short we would conclude that the level of integration across plans is relatively high and is likely to continue to improve in the future.

8.8 Nevertheless, ICZM in Scotland would benefit from a greater effort being made to highlight efforts to include the various perspectives of all the interested parties, including being transparent about the process. As yet, a good number of the plans examined had not detailed how the plan was prepared and who was consulted in the process.

EXTENT OF INFLUENCE OF THE COASTAL INITIATIVES

8.9 There are several factors which influence the integration of plans for the coasts, which includes the number of sectors and organisations involved in the coastal environment, the implementation of NPPG13 and the mechanisms used to obtain views and participate in the plan preparation process. For the case studies where a coastal fora is absent, there does appear to be a more fragmented approach to ICZM, where there is less evidence of plan integration.

8.10 The coastal fora are therefore an important influence on coastal policy where they are present. The review has shown that the co-ordination of policy requires a wider perspective that is brought by the fora, and in particular they can be successful in identifying the key issues from all the sectors represented in their boundary. Where they are absent, any coastal initiative tends to be inclined towards either the protection of the environment or development planning only.

8.11 The coastal fora would also appear to be essential both in order to facilitate the participatory process and to provide a mechanism for focussing on a long term strategic vision for the coast. Where they are absent the system tends to focus only on the short term and to be somewhat inward looking.

8.12 It is suggested that there is a real need for involvement of the voluntary coastal initiatives, particularly in relation to the development of a longer term and wider ‘vision’ for the coast in the future. It is also suggested that there is a need for up front public consultation and possibly use of techniques such as ‘planning for real’ in the preparation of coastal plans.

8.13 This would be the gap to which the ICZM plan should ideally fit. Priority should be given to ICZM to fulfil this co-ordinating role. The ICZM plan has a wider remit than the ‘environment’, and the study has concluded that ICZM plans are key in delivering integration

between policies and plans. The ICZM plans however need to take a more strategic role than is currently the case.

8.14 In addition, the EU ICZM Principles and best practice are still some way from being fully understood. The more recent ICZM plans have acknowledged the principles, but in those areas with no fora or specific coastal strategies, there is a risk that the efforts at the EU level will not filter through to the management on the ground. It may be that a national coastal strategy can include guidance on the interpretation of the EU Principles for local implementation.

LINKAGES AND MECHANISMS

8.15 The Structure Plans, as co-ordinating documents for development planning are lacking in ICZM terms because their remit is restricted to matters relating to land-use. Integrated management of coastal areas needs a co-ordinating plan that brings together those policies that deal with the marine, transportation, economic and social dimensions with equal weight. This mechanism is required to draw these strands together.

8.16 For the coastal zone, NPPG 13 is a core document and most authorities rely on this for guidance on definition/classification of the coastal zone. The other aspects of NPPG 13, such as guidance on sustainable development in the coastal zone, are potentially being overlooked. It is difficult to evaluate how successful NPPG 13 appears to be as a mechanism to deliver an element of ICZM, as the level to which it has been implemented is varied. In addition, the use and value of the coastal classification shows a wide variation between development plans, and only an analysis of planning approvals on the coast would potentially demonstrate its success or otherwise. However, undoubtedly its presence has put coastal issues to the fore in some regions, with some local authorities developing coastal strategies, which are highly beneficial to the development of ICZM initiatives.

8.17 Statutory Development Plans are important because they take a strategic and global view as do BAPs, LA21 plans and NHZ plans albeit from a selective perspective. This is allied to the observation that the majority of the rest of the plans reviewed produced little evidence of a long-term strategic view being taken to either development/conservation or to integration. Few of the documents reviewed look beyond the 10-year horizon and even those that do, in the main the ICZM plans, end up focusing on short-term action.

8.18 Agencies, local authorities and key players are all operating to different time scales and cycles for plan preparation and publication. There is little evidence of any level of conscious synchronisation of the different plans or their cycles and until this begins to happen integration of plans and strategies will continue to be spasmodic. ICZM plan authors in particular should also consider the preparation cycles of those plans which they seek to influence when determining the review cycles of their own plan. The introduction of further management plans under the Water Framework Directive will be a further factor to consider in building up an overall process that encourages integration.

8.19 ICZM plans should therefore consider the time scale of the overall vision for the strategy and of the period over which the plan applies. The time scales would depend on each individual area, as, for example, the coastline may be particularly dynamic or economic conditions may change more quickly. Differences in time scales may also apply to different

topics covered by the plan, as circumstances change due to national events, and may lead to updates required on a more regular basis than others.

8.20 The report has identified topics for indicators to the success of integration across plans, and the mechanisms used to try to achieve integration. It is recognised that the ‘search areas’ identified in this study generate only qualitative indicators of the level of integration, however this would represent an advance on the present situation and would possibly provide a platform for the formulation of quantitative indicators in the future. As noted, an effective baseline is also required to measure against, and this would require further study. It is noted research is currently being undertaken of current state of the art ICZM mechanisms which may contribute further to this aim.

8.21 If the difficulty in accessing the various documents and plans encountered by the study team is an indication of their general availability to the public, there would seem to be an important opportunity to increase dissemination of information on coastal areas and, as a possible consequence, increasing the participation and involvement of the community at large. Similarly, integration would appear to require that plans and policies are comprehensible to the lay person, as people from lots of different backgrounds are involved in plan preparation. This does not suggest a ‘dumbing down’ of reports, but more use could be made of non-technical summaries and explanatory text, detailing the purpose and main issues, and explaining the target audience of the main report.

CONCLUSIONS

8.22 In retrospect it is clear that the objectives that were set at the commencement of the study were challenging, not least in seeking to obtain evidence from the reading of a sample of relevant documentation. The constantly changing situation regarding the status of development plans, (and therefore redundancy of some of the documents reviewed) and the absence of a proper baseline against which to measure progress combine to make an exercise of this sought a snapshot of the current situation. Nevertheless, a number of important conclusions can be drawn to inform further work.

8.23 Scotland is currently sitting on the boundary between a voluntary approach and statutory led integration. Some of the case studies show a more fragmented approach and the coastal fora have an important role to play in assisting with integration delivery, which needs to be developed and nurtured. The national coastal strategy could set a context for this.

8.24 The coastal strategy should also consider the role it would have in dissemination of the EU principles, providing practical examples, and best practise. This would have the benefit of developing holistic ICZM that is not skewed towards economic or environmental issues. Current research on the state of the art ICZM systems would also inform in developing a ‘baseline’ or ‘ideal’ ICZM framework for Scotland.

8.25 Given the diversity of start and review dates and the absence of committed review dates in some cases it is concluded that there is a need for direction for the synchronisation of coastal management activities across the nation.

8.26 It is concluded that there is a need for further guidance from the national level on the management of the coasts. Each of the case studies and the individual fora appears to be

operating as if they were island regions with no consideration of influences outside their limited geographic scope. There is little evidence in the documentation reviewed that cross boundary issues (both in terms of geography and sector) are being tackled and there is evidence that there has been duplication of effort in some areas. The need for a national coastal strategy for ICZM is warranted both as a co-ordinating mechanism and as a means of guidance in regard to methodology, particularly in regard to participation/consultation on coastal management issues.

RECOMMENDATIONS

In light of our review of the case study areas and the conclusions on the previous page, the study team makes the following recommendations:

- A National Strategy for ICZM should be prepared to act as both a co-ordination mechanism and a means of guidance regarding methodology for ICZM.
- The EU principles and best practice should be clearly transposed through a National Strategy for ICZM to provide assistance to the ICZM process at the local level.
- An accurate ICZM baseline for Scotland, against which future ICZM performance can be monitored, should be established.
- A set of headline and core indicators for ICZM, not only to gauge integration between plan policies but to track performance of the entire ICZM process, should be developed.
- Consideration should be given to the cycle of plan preparation and publication in relation to ICZM plan preparation and its relationship to other plans in the Initiative area. An ideal scenario would have the synchronisation of plan preparation to secure integration.
- Continued support should be given to NPPG 13 as a valuable tool in classifying the coast and also as a resource in the preparation of plans and strategies and on wider management issues in the coastal zone.
- Wider dissemination of information on coastal issues should be encouraged with greater availability of plans and strategies relating to the coast together with promotion of more public participation in their preparation.

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