



# **Coastal Zone Management and Local Area Agreements**

How Coastal Partnerships in might engage with the  
process

Compiled by Jim Masters  
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## Introduction

Local Area Agreements (LAA) signify a desire by UK central government to de-centralise the delivery of key services for local communities. They represent a new emphasis on delivery and targets, where a local area agrees and decides what its priorities are, and how they are going to be acted on. LAA's are seen as the key vehicle through which the process of devolution will be put in to practice, they "***pave the way for local authorities to look less to Whitehall for direction and legitimacy, and more to the communities they serve.***" (Hazel Blears). They represent a 'contract' between central government and local authorities.

They aim to **engage citizens and to deepen local democracy, promoting stronger, more cohesive communities.**

The criteria for selection of Devon LAA 2008-2011 outcomes were:

- Requires the Sustainable Community Strategy visions and priorities
- Requires multi-agency/partnership working
- Focuses on prevention and causes rather than on tackling symptoms
- Considers areas and or groups in greatest need
- Based on evidence
- Demonstrates creativity, innovation and ambition
- Delivers measurable outcomes within three years

When first promoted, different sectors were encouraged to engage with the LAA process as a means of securing funding over the period of the agreement (3 years). To this end, they have been touted as a panacea for all projects, and have been accompanied by much anxiety with regard to money. There have been many false dawns and red-herrings regarding engaging with the process, although clarity is beginning to arrive.

It is clear that partnership working is highly favoured for local delivery by central government, but the LAA does not represent the only source of money for this to happen. It is important, however, to address this change in attitude to delivery and remain 'fit for purpose' as a new structure of local government unfolds.

This paper aims to shed light on the LAA process, show how and where it might be influenced and highlight areas of opportunity that exist at present, as well as suggested courses of action.

## **Background**

### **‘A Story of Place’**

This is the title given to the LAA process. An LAA is intended to reflect the ‘story’ of an area, showing how different areas of priority might be improved through clear and measurable actions.

In setting the priorities, each sector is encouraged to develop an evidence-based case, through focused stakeholder engagement. This is a key element in the process.

The LAA plays only a part, however, in the evolving picture of local government where locally distinct issues are paramount.

Coastal Partnerships, and Integrated Coastal Zone Management specifically, embody many of the philosophies implied within the guidance to local governments in that they represent an integrated, partnership-based approach with buy-in, involvement and good governance at their heart. They represent the desire to tell the ‘story of a place’ by increasing local identity and sense of value in one’s community.

### **Illuminating the Process**

There are several layers to the LAA process:

#### **1. Strategic Partnership**

Each local government has been tasked with establishing Strategic Partnerships that convene to begin defining what the key priorities might be for a given area. These partnerships are constituted of the key government organisations and agencies with a remit to deliver local services, such as education, health, welfare, safety, environment, economy and culture.

#### **2. Sustainable Community Strategy**

The Strategic Partnership then works together, through local consultation and negotiation, to develop a ‘Sustainable Community Strategy’. This is a stand-alone document which acts as a 10 year vision for the area in question. This document provides the high-level strategic priorities for an area that can be referred back to during its life-time. Once agreed it is difficult to amend.

#### **3. Local Area Agreement**

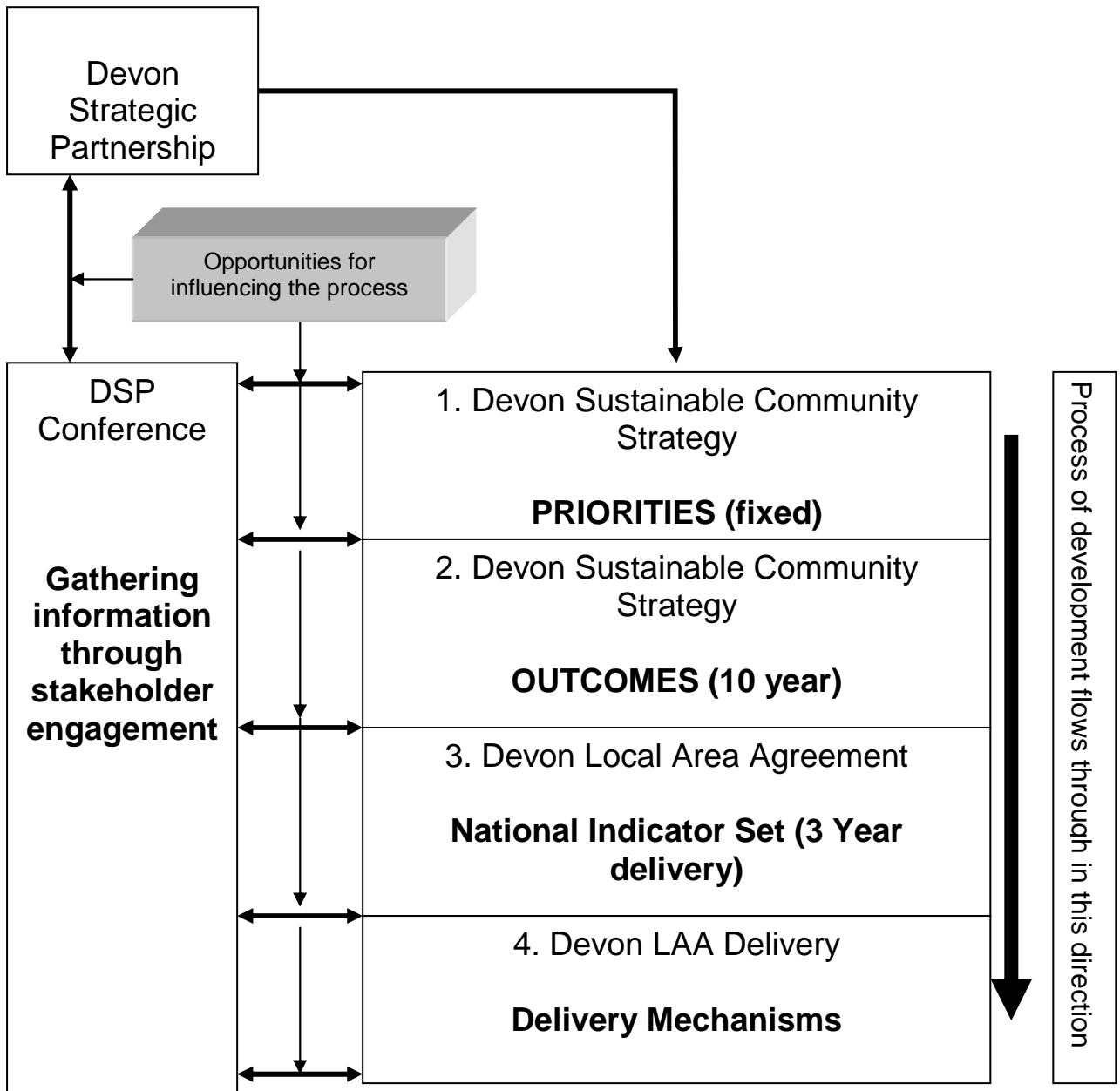
The LAA for each area then hinges on the content of this Sustainable Community Strategy (SCS). The LAA ‘gives expression’ to the SCS through a set of National Indicators that are negotiated with central government.

#### **4. Delivery Plans**

The LAA itself, once established, requires local delivery and spatial elements to ensure that each of the National Indicators is effectively implemented in their fullest sense. At this stage there is room for interpretation and further negotiation of how they might be best delivered.

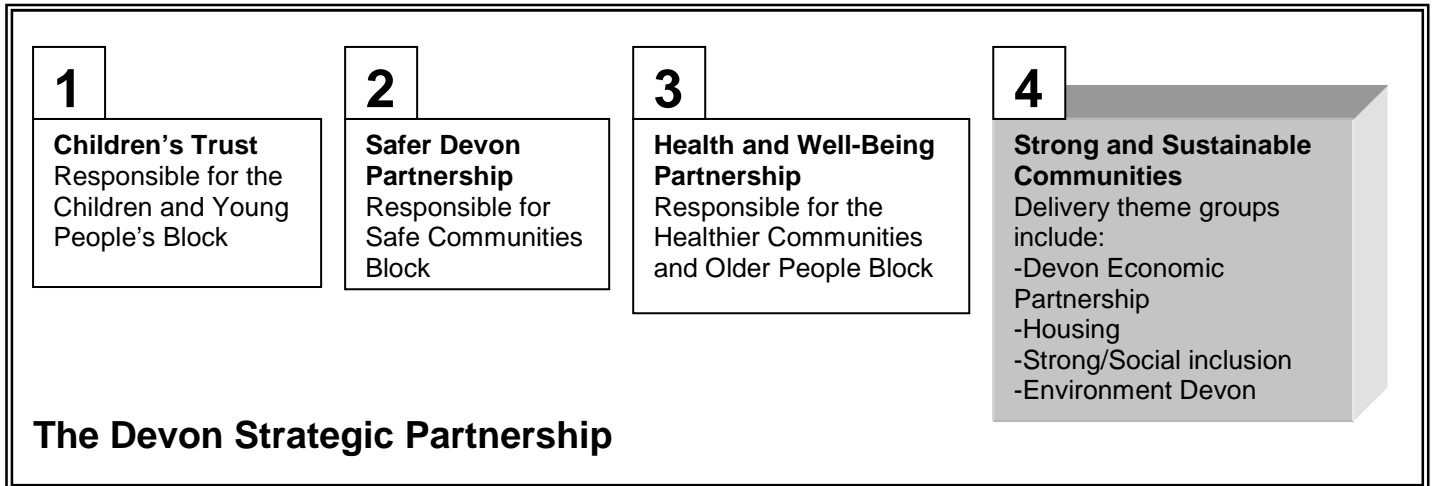
**Diagram 1.** The different levels and relationships of the LAA process

As this diagram shows, the LAA, once agreed, has a life-span of three years during which time the agreed National Indicators are acted on. After this period the Sustainable Community Strategy is re-visited for further negotiation over a fresh set of indicators. As such, there are several opportunities for engaging with the process.



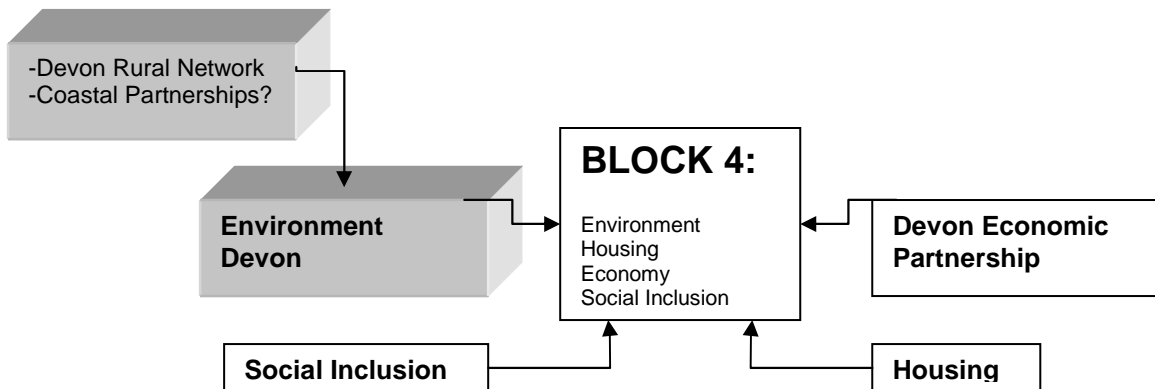
# The Devon Strategic Partnership

The DSP consists of four different themed areas, with the '4<sup>th</sup> Theme' being a key area for coastal partnerships to consider. The integrated nature of coastal partnerships, however, means that the services they deliver may well fall in to some of the other themes. Each 'theme' is informed by relevant networks and existing partnerships that feed information in to the whole process. The key networks and partnerships for the 4<sup>th</sup> Theme are the Devon Rural Network, Devon Economic Partnership and Environment Devon.



## Engaging With the 4<sup>th</sup> Theme

Ensuring the relevant bodies are lobbied about coastal issue and priorities will need to take place mainly through the 4<sup>th</sup> Theme of the DSP. These bodies then lobby in turn for relevant priorities to be included in the ensuing Sustainable Communities Strategy. It can be seen that Devon Rural Network is already influencing greatly the thinking of Environment Devon. Coastal Partnerships need to replicate this influence for coastal issues.



## The Third Sector

It is clearly stated that the LAA needs to engage with the 'Third Sector' (voluntary, NGO and charity sectors) and to place these organisations at the heart of the DSP. The 'Third Sector' represents communities as 'providers of local community services'. It is also stated that Local Authorities should **"pass on the stability of their three-year financial settlements to the Third Sector wherever possible. In relation to grants for the Third Sector organisations, the starting point should be three year funding in all cases."**

Allied to this is the 'duty to involve' local people as well as businesses to give local people more opportunities to have their say and get involved in the issues that effect their local area. It is this process that is essential in order to capture the 'story of place' necessary to obtain buy-in from all partners at local, regional and national levels.

## The Sustainable Community Strategy

*"The role of the Sustainable Community Strategy is to set out the strategic vision for a place. It provides a vehicle for considering and deciding how to address difficult cross-cutting issues such as the economic future of an area, social exclusion and climate change. Building these issues into the community's vision in an integrated way is at the heart of creating sustainable development at a local level."*

### The Strategic Community Strategy project takes five stages:

#### Stage 1 - Evaluation:

- an evaluation of the existing Community Strategy for Devon

#### Stage 2 - Evidence Base:

- an evidence base for Devon

#### Stage 3 - Visioning:

- a vision for Devon

#### Stage 4 - Prioritisation:

- the new Sustainable Community Strategy

#### Stage 5 - Outcomes and Action Planning:

- the new 2008-2011 Local Area Agreement

The Sustainable Community Strategy for Devon is taking shape, and is currently at stage 5. of the process above. The Priorities are agreed and immutable, the outcomes are still being drawn up, however. See how the outcomes and priorities relate to each other below:

### Devon Strategic Partnership Sustainable Community Strategy Priorities and Outcomes

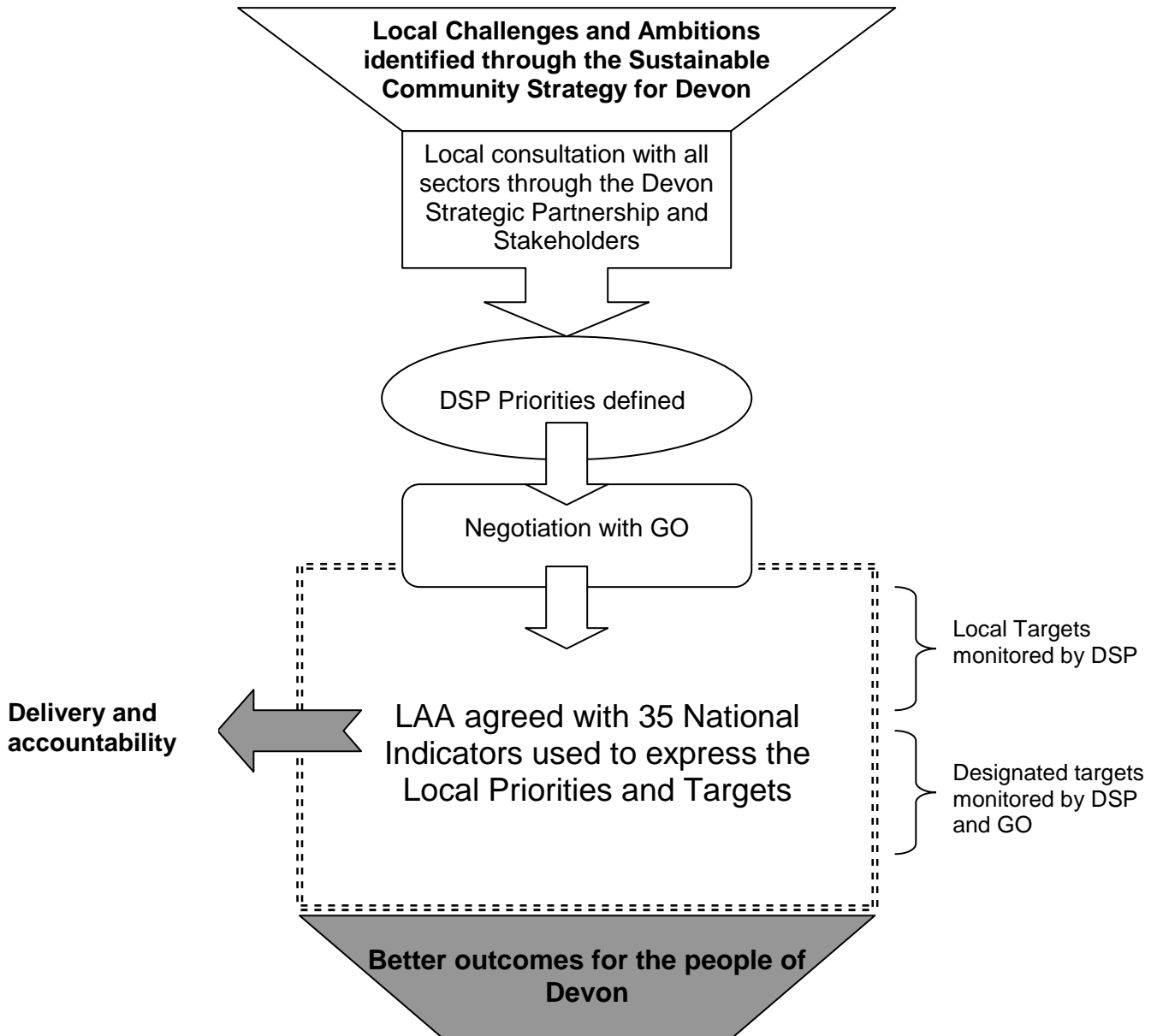
No:	Sustainable Community Strategy Priorities (agreed and approved)	No:	Draft Sustainable Community Strategy Outcomes - 10 year (aiming for no more than 20) - for approval by DSP Partnership Board 16th January 2008
	Improve the quality of life for everyone in Devon by:		
P1	Supporting our County's world class natural environment, our built environment and cultural heritage to improve the look and feel of the places where we live	SCS1	Reduce quantities of all waste
		SCS2	Improve the built environment and quality of public spaces
		SCS3	Adapt to and mitigate the effects of climate change in Devon including reducing carbon emissions in Devon, and ensuring resilience to flooding
		SCS4	Promote Devon's cultural heritage and sense of place
P2	Working to ensure strong, prosperous and inclusive communities with a sustainable	SCS5	Improve fair access to services and facilities.

P2	and vibrant future		
		SCS6	Devon should be a county where everyone is entitled to equality of treatment, feels safe and respected and where there is no unfair discrimination in the provision of goods and services or employment
		SCS7	further equality outcome? ( ESSG looking at this )
		SCS8	Address the challenges and take advantage of the opportunities presented by demographic change in Devon
		SCS9	Secure a continuing and vibrant role for our communities, including villages and smaller settlements.
P3	Creating the conditions to enable Devon to have a strong and growing economy, and ensuring maximum opportunities are available for everyone to contribute to and benefit from it	SCS10	Improve capacity, skills, and performance so more people are working and their skills meet future needs.
		SCS11	Develop sector specific growth
		SCS12	Increase innovation and technology transfer
		SCS13	Improve transport connections and develop infrastructure provision necessary to support economic growth
P4	Ensuring the availability and balance of appropriate housing	SCS14	Increase the availability of good quality homes, including increasing delivery of good quality homes and making more efficient use of existing stock.
		SCS15	Improve housing options for the homeless and vulnerable clients
P5	Inspiring our County's young people to achieve their best and supporting them in tackling the issues that concern them most (Outcomes to flow from the CYPP)	SCS16	tba (to be linked to the CYPP)
		SCS17	Encourage our children and young people to have high aspirations (TBC)
P6	Promoting health and personal wellbeing for all so that people are as healthy as possible	SCS18	Ensure fewer residents experience early death, ill health and injury
		SCS19	Reduce poverty in Devon

P7	Tackling behaviour that intimidates, hurts or offends people in Devon	SCS20	Tackle the causes of behaviour that intimidates, hurts or offends
<b>Cross Cutting Themes</b>			
CCT1	Value diversity, using equality of opportunity for everyone as a guiding principle		Themes will be tested in all actions but outcomes included in P2 above
CCT2	Improve accessibility to the services and opportunities people want and need, taking into account demographic change.		Themes will be tested in all actions but outcomes included in P2 above
CCT3	Address the challenges and seize the opportunities of climate change, and reduce our impact on the environment		Themes will be tested in all actions, but outcomes included in P1 above

## Developing a Local Area Agreement

The development of the Local Area Agreement takes place over a series of small steps, with much negotiation and adjustment taking place at each stage. It is an iterative process, and one which requires broad consultation.



## What does an LAA look like?

An LAA will consist of a series of specific targets, which can be delivered through clear actions, monitored and assessed for progress, and reported back on in 3 years' time. The final LAA consists of a set of no more than 35 'National Indicators' that have been chosen, through negotiation, from a complete set of 198. This complete set has been drawn up by central government and represents the areas of work they want to see being delivered locally. The reason for the negotiations is so that there remains some central government checks and balances over what local areas are up to. It also adds consistency across the country and will no-doubt lead to league tables of one sort or another. The current list of LAA priorities for Devon can be seen below:

LAA1	Reduce quantities of household, commercial and industrial waste arising and landfilled.
LAA2	Improve the quality of public spaces and secure green (including play and leisure) infrastructure as part of new developments
LAA3	Identification and prioritisation of, OR improved understanding of the principal vulnerabilities in Devon to potential climate change impacts projected during the period covered by the Sustainable Community Strategy.
LAA4	Improve business productivity of the renewable energy sector in Devon.
LAA5	Reduce carbon dioxide emissions through carbon management in local authorities and DSP partners
LAA6	Improve business resource efficiency: carbon, energy, water and waste
LAA7	Improve soil management and farm business resources efficiency; reduce erosion, pollution run-off and flooding.
LAA8	Targeted conservation and enhancement of Devon's biodiversity and geology.
LAA9	Improve access to services and facilities through coordination of transport services and access to information technology, ensuring dignity and respect for all.
LAA10	Promote independence
LAA11	Improve support and services for carers and users
LAA12	Increase participation in cultural activities
LAA13	Maintain and increase levels of physical activity and sport
LAA14	Provide coordinated support to unlock the economic potential of Devon's most disadvantaged communities
LAA15	Work towards the economic inclusion and social integration of vulnerable populations
LAA16	Promote active, empowered and influential communities
LAA17	Develop and harness skills to achieve a competitive economy
LAA18	Encourage the adoption and use of ICT by priority business sectors for growth
LAA19	Develop an innovation strategy and delivery network across Devon to achieve an economic uplift and increased GVA.
LAA20	Maintain the transport infrastructure to ensure expeditious movement by all transport modes to minimise overcrowding and congestion and improve air quality
LAA21	Deliver major infrastructure improvement schemes which form part of the Regional Transport Strategy
LAA22	Ensure that Devon has an appropriate range of employment space.
LAA23	New communities and growth points (Sherford and Cranbrook)
LAA24	Reduce the gap in benefit claims rates and employments rates between priority communities and the average for Devon
LAA25	Create a Devon agricultural council to drive improved conditions for Devon's agricultural businesses
LAA26	Increase the delivery of rural and urban affordable housing
LAA27	Improve housing options for the homeless and vulnerable clients.
LAA28	Ensure that the people of Devon feel and are safe from harm
LAA29	Narrow the gap between the lowest attaining 20% of children 0-19 and the achievements of all young people in Devon.
LAA30	Promote health and reduce health inequalities
LAA31	Reduce the harm arising from people's use of the public highway, including deaths, injuries, distress, illegal and anti-social behaviour
LAA32	Reduce the harm caused by alcohol and drugs
LAA33	Reduce fuel poverty
LAA34	Reduce antisocial behaviour
LAA35	Reduce the social, emotional and cost impacts on victims and on wider society by tackling the causes, and ameliorating the effects, of prejudice and hate crime.
LAA36	Reduce the social, emotional and costs impacts on victims and the wider society by tackling domestic violence and abuse
LAA37	Tackle the most harmful offending behaviour
LAA38	Reduce youth offending
LAA39	Tackle the most serious acquisitive crime

## **Engaging with the Process**

There are several ways in which the whole SCS and LAA process can be influenced. Much of this is down, however, to the willingness of the Local Authority in question to entertain ideas of coastal priorities. The best place for action at each location will be dependent on how far down the LAA process has progressed. It is also worth noting that having councillors or members of the Strategic Partnership board that have a keen interest in or good understanding of maritime issues will help greatly.

The FIRST thing to consider, if you have the opportunity, is how to influence the Sustainable Communities Strategy, as this document then informs the rest of the process. You need to identify the key personnel within the Local Authority who are orchestrating the development of the SCS in order to find out timetables and processes being used. These will vary from location to location.

### **Step 1: Influence the Strategic Partnership Board**

If the process is in its infancy, then try to reach a strategic member of the Local Authority with a portfolio for coastal issues and educate them about the value of coastal partnerships. Their keen interventions can then be used to keep coastal issues as high priorities throughout the process.

### **Step 2: Gain access to the Partnership Board**

Ensure you have high-level partners supportive of your partnership who are in contact with the Partnership Board in order, again, to keep coastal issues high on the agenda. Also, identify the key networks and groupings (such as Environment Devon) who are officially informing the development of the Sustainable Communities Strategy.

### **Step 3: Gain access to stakeholder engagement opportunities**

There will be a clearly defined process of engagement for relevant stakeholders that will provide a regular input of information in to the development of the SCS and subsequently the LAA. Getting invited to these events ensures you have an opportunity to comment on and contribute to the official process.

### **Step 4. Lobby for the inclusion of specific 'maritime' clauses**

When the priorities of the SCS have been set, these are then translated in to outcomes. Again this provides an opportunity to influence the process. It may be possible to contribute to the wording of the 'outcomes' in order for them to reflect – literally – marine concerns and issues. Having a form of words that is inclusive explicitly of maritime issues at this stage makes their inclusion in the subsequent LAA far more likely.

### **Step 5. Lobby for specific 'National Indicators'**

The National Indicator set chosen by each LA will give expression to the SCS. You may be able to lobby for specific indicators that reflect the broad work of coastal partnerships. This is unlikely if you haven't been able to influence any of the previous steps.

### **Step 6. 'Lobby for specific Local Indicators'**

Based on your evidence, lobby for the Local Indicators to be drafted that reflect the nature of ICZM in your area.

### **Step 7. Defining delivery of the Indicator sets**

All is not lost. When the LAA has been drawn up, it still needs to be decided how it is going to be delivered, where and by whom. The NI set chosen by the Local Authority is therefore open to interpretation and this is one of the key places where coastal partnerships might engage with the process. This part of the process is as yet unclear, but it is thought that there will scope for coastal partnerships to establish their roles through careful identification of delivery procedures.

## **Presenting a Case**

Regardless of where a Local Authority is up to in its development of a SCS or LAA, it will be important for each coastal region to present a set of priorities based on a clear evidence-base. This evidence-based case for priorities needs to be built on stakeholder engagement and participation.

Coastal partnerships are well-placed to take a lead on developing this evidence-based set of priorities by using their own partnerships and networks. The partnerships need to identify who the key stakeholders are in their area to help them set priorities, and how they want to conduct the process.

I imagine that the stakeholder group could include:

- Funding partners for each partnership
- members of NE and the EA
- Existing action/topic/focus groups
- District council representatives
- RDA and Defra representatives
- Representatives of other sectors such as recreation and Third Sector organisations

The size of the group needs to be kept optimal for decision-making. If there are sufficient funds then a larger group can be accommodated where smaller groups (no more than 10) engage in facilitated workshops that are planned to draw out key priorities. This might require the contracting of professional facilitators or consultancies.

Where more than one coastal partnership exists for a given area, there will need to be some way of either combining priorities from each area, or presenting a strategic list that provides 'hooks' for expansion of work at a later date. For example "raising awareness for the value of the marine environment" is a strategic priority that can justifiably be linked to a wide range of detailed activities.

This priority and scoping work will do several things:

1. Provide succinct and evidence-based information supported by competent delivery bodies and mechanisms that allow high-level decision-makers to grasp issues quickly, confidently and easily.
2. Enable key funding organisations and bodies to have confidence in coastal partnerships as being focused bodies with clear outlooks and goals with a match between service and need
3. Present a strategic and concerted effort on behalf of maritime stakeholders that raises these issues to a level where they are considered in parallel with more familiar terrestrial issues

Undertaking priority-setting may not, in itself, guarantee inclusion in either a SCS or LAA, but I believe it will, by default, lead to a greater emphasis being placed on maritime issues and the need for integration on our coasts. Failure to do so can only be a missed opportunity and one that might be questioned as an oversight by key decision-makers in the future. No-one else is going to do it for us, we have to action ourselves for the good of our coasts and seas.

## Measuring Delivery

To be effective and for the evidence case to be strong, ICZM needs to show that it is a measurable process. Some of this can be done by using **sustainability indicators** that have clear, measurable elements. A lot of work has been done previously on Sustainability Indicator Sets, which are quantifiable measures that explain how things are changing over time. Indicators function to simplify, quantify and communicate trends and changes in order that they can be analysed and discussed by decision-makers who need to be informed about the state of the environment and economy and how and why they are changing.

The Sustainability Indicator Set devised by the EU for ICZM is as follows, and could also be used to help set priorities for action on the coast. I imagine that this dataset will need to be refined to some extent for each coastal area, but it serves as a good starting point for discussions.

No.	INDICATORS	MEASUREMENTS
<b>Goal: To control further development of the undeveloped coast, as appropriate</b>		
1	Demand for property on the coast	<ul style="list-style-type: none"> <li>• Size and proportion of the population living in the coastal zone</li> <li>• Value of residential property</li> </ul>
2	Area of built-up land	<ul style="list-style-type: none"> <li>• Percent of built-up land by distance from the coastline</li> </ul>
3	Rate of development of previously undeveloped land	<ul style="list-style-type: none"> <li>• Area converted from non-developed to developed land uses</li> </ul>
4	Demand for road travel on the coast	<ul style="list-style-type: none"> <li>• Volume of traffic on coastal motorways and major roads</li> </ul>
5	Pressure for coastal and marine recreation	<ul style="list-style-type: none"> <li>• Number of berths and moorings for recreational bathing</li> </ul>
6	Land take by intensive agriculture	<ul style="list-style-type: none"> <li>• Proportion of agricultural land farmed intensively</li> </ul>
<b>Goal: To protect, enhance and celebrate natural and cultural diversity</b>		
7	Area of semi-natural habitat	<ul style="list-style-type: none"> <li>• Area of semi-natural habitat</li> </ul>
8	Area of land and sea protected by statutory designations	<ul style="list-style-type: none"> <li>• Area protected for nature conservation, landscape and heritage</li> </ul>
9	Effective management of designated sites	<ul style="list-style-type: none"> <li>• Rate of loss of, or damage to, protected areas</li> </ul>
10	Change to significant coastal and marine habitats and species	<ul style="list-style-type: none"> <li>• Status and trend of specified habitats and species</li> <li>• Number of species per habitat type</li> </ul>
11	Loss of cultural distinctiveness	<ul style="list-style-type: none"> <li>• Number of Red List coastal area species</li> <li>• Number and value of sales of local products with regional quality labels or European PDO/PGI/TSG</li> </ul>
<b>Goal: To promote and support a dynamic and sustainable coastal economy</b>		
12	Patterns of sectoral employment	<ul style="list-style-type: none"> <li>• Full time, part time and seasonal employment per sector</li> <li>• Value added per sector</li> </ul>
13	Volume of port traffic	<ul style="list-style-type: none"> <li>• Number of incoming and outgoing passengers per port</li> <li>• Total volume of goods handled per port</li> <li>• Proportion of goods carried by short sea routes</li> </ul>
14	Intensity of tourism	<ul style="list-style-type: none"> <li>• Number of overnight stays in tourist accommodation</li> <li>• Occupancy rate of bed places</li> </ul>
15	Sustainable tourism	<ul style="list-style-type: none"> <li>• Number of tourist accommodations holding EU Eco-label</li> <li>• Rate of overnight stays to number of residents</li> </ul>
<b>Goal: To ensure that beaches are clean and that coastal waters are unpolluted</b>		
16	Quality of bathing water	<ul style="list-style-type: none"> <li>• Percent of bathing waters compliant with the guide value of the European Bathing Water Directive</li> </ul>
17	Amount of coastal, estuarine and marine litter	<ul style="list-style-type: none"> <li>• Volume of litter collected per given length of shoreline</li> </ul>
18	Concentration of nutrients in coastal waters	<ul style="list-style-type: none"> <li>• Riverine and direct inputs of nitrogen and phosphorous to inshore waters</li> </ul>
19	Amount of oil pollution	<ul style="list-style-type: none"> <li>• Volume of accidental oil spills</li> <li>• Number of observed oil slicks from aerial surveillance</li> </ul>
<b>Goal: To reduce social exclusion and promote social cohesion in coastal communities</b>		
20	Degree of social exclusion	<ul style="list-style-type: none"> <li>• Indices of multiple deprivation by area</li> </ul>
21	Relative household prosperity	<ul style="list-style-type: none"> <li>• Average household income</li> <li>• Percent of population with a higher education qualification</li> </ul>
22	Number of second homes	<ul style="list-style-type: none"> <li>• Ratio of first to second homes</li> </ul>
<b>Goal: To use natural resources wisely</b>		
23	Fish stocks and fish landings	<ul style="list-style-type: none"> <li>• State of the main fish stocks by species and sea area</li> <li>• Recruitment and spawning stock biomass by species</li> <li>• Landings and fish mortality by species</li> <li>• Value of landings by port and species</li> </ul>
24	Water consumption	<ul style="list-style-type: none"> <li>• Number of days of reduced supply</li> </ul>
<b>Goal: To recognize the threat to coastal zones posed by climate change and to ensure appropriate and ecologically responsible coastal protection</b>		
25	Sea level rise and extreme weather conditions	<ul style="list-style-type: none"> <li>• Number of 'stormy days'</li> <li>• Rise in sea level relative to land</li> </ul>
26	Coastal erosion and accretion	<ul style="list-style-type: none"> <li>• Length of protected and defended coastline</li> <li>• Length of dynamic coastline</li> <li>• Area and volume of sand nourishment</li> </ul>
27	Natural, human and economic assets at risk	<ul style="list-style-type: none"> <li>• Number of people living within an 'at risk' zone</li> <li>• Area of protected sites within an 'at risk' zone</li> </ul>

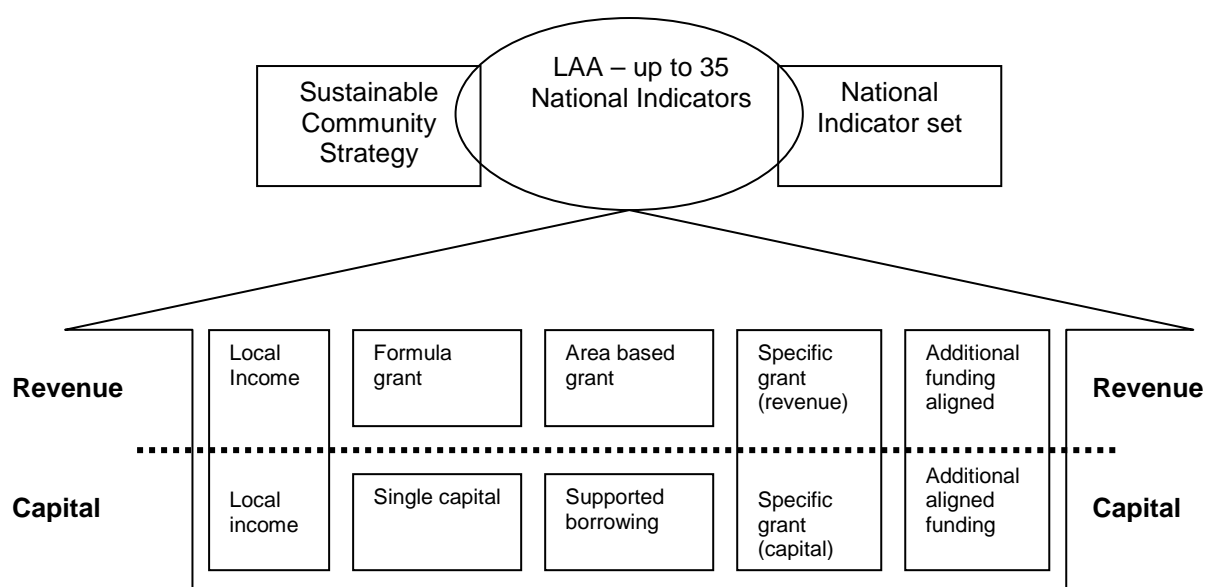
## A Slice of the Pie

### Funding and Grant Allocations

There is no new money associated with the LAA. It will be used to streamline and apportion funding in a de-centralised way, where previous ring-fenced money becomes non-ring-fenced and therefore it is up to each LA to decide how and where to spend it.

There are essentially three levels of finance for the LAA. Wherever possible, **non-ring-fenced general grants** will be used to fund core services. There will also be **non-ring-fenced Areas Based Grants** allocated to specific policy criteria rather than a general formula. There may also be **specific grants** where this can be justified.

Local Authorities are free to use their total finance capacity as they see fit to support the delivery of local, regional and national priorities in their areas, including the achievement of LAA targets as illustrated in the diagram below:



The **Area Based Grants** will include several existing areas of grant. Those of possible relevance to coastal partnerships are:

- Aggregates Levy Sustainability Fund
- Cohesion
- Local Involvement Networks
- Positive activities for young people
- Rural bus subsidy
- Sea Fisheries Committee
- Working Neighbourhoods Fund

These Area Based Grants is a mechanism capable of allocating funding to District Councils as well as upper tier authorities. The Local Area Agreement will NOT be the only source of money in the near future. Partnerships should not panic to that end. Failure to engage, however, will give funders an added reason for backing out of partnerships that they might see as no-longer relevant to a larger and evolving picture.

## **Opportunities for Devon (a case study in the need for integration on the coast)**

Strategic Partnerships can be reluctant to consider specific marine priorities and issues. This is a reflection of both a lack of high-level influence at the DSP board, but also the familiar situation where the marine environment and its management is 'out of site, out of mind' and therefore often overlooked.

It may be possible to ensure that, where possible, the words marine and/or coastal are included in specific SCS outcome and LAA priority lists and criteria for selection in the LAA. Any strategic documents in support of ICZM (for example see appendix I) to deliver aspects of the LAA will also help. The earlier these can be produced the better. When this has been tried in Devon, there has been recognition that ICZM may have an important role to play in delivering aspects of the LAA.

In Devon, the LAA process is already fairly well advanced and opportunities to influence it are limited. Those opportunities that remain need to focus on influencing the delivery and spatial element of the LAA targets (yet to be decided). This recognises the importance of **Step 6**. above – the delivery of the National Indicator set. This pre-supposes that the priority setting has taken place.

### **An essential component**

The clearest opportunity that exists, both in Devon and elsewhere, is the setting of priorities for coastal issues and action, taking a collaborative, combined and joined-up approach where all agencies pool their concerns and needs. This process will essentially identify parts of the working remit for coastal partnerships in the future and represents the setting of new aims and objectives for these partnerships in a broader context. This does not negate the need for continued local delivery mechanisms, rather it places this within a bigger picture that is more acceptable and understandable to decision-makers, as well as addressing the need for true integration on the coast. It does not replace Management Plans where they exist but helps to package these in a strategic context such as their relationship to the Water Framework Directive and the SMP process.

### **The process for Devon could take shape in the following way:**

1. Coastal officers meet/communicate to determine which key stakeholders are needed setting priorities
2. A process for engagement is designed aimed at drawing out clear priorities for action on the coast
3. Invitations are sent to stakeholders inviting them to take part in a one-day process with clear aims and objectives for setting priorities on the coast
4. Each coastal officer undertakes a process of receiving priority messages from their own networks
5. Each coastal officer brings local priorities to facilitated strategic workshop process in order to ensure the local 'story' is captured
6. Working in small groups through facilitated workshops, the key stakeholders (maximum 20) agree a set of strategic priorities for action on the coast – facilitated by Devon Rural Network and the Devon Maritime Forum
7. These priorities are then matched with delivery and Sustainability Indicator sets, as well as parts of the LAA and SCS (see appendices II and III)
8. This is then cross-referenced with the existing SCS and LAA documents to highlight areas of compatibility and 'good fit'
9. A scheme is drawn up showing how the priorities on the coast might be delivered, by whom and when
10. The information gathered is compiled and presented to the DSP Board, possibly via Environment Devon as the leading advocate for environmental elements of the SCS

**OUTCOMES:**

1. Marine and coastal issues are placed firmly on the agenda of the LAA and SCS
2. Coastal partnerships address the need to re-align their services to meet the strategic needs of the County
3. A clear sense of purpose and dynamic coastal management is created
4. There is better integration of all needs and issues on the coast, cementing ICZM as the key delivery mechanism for sustainability

**Conclusions**

The LAA represents a major shift in the way local priorities are defined and delivered. Engaging with the process will place coastal issues more firmly on the map for Local Authorities and put coastal partnerships at the heart of delivering action on the coast. LAAs might not be a cure for all funding ills, but they provide a glimmer of funding-stability hope. Engaging with them will take time and focused action, but this ground work will benefit coastal partnerships to a greater extent than just presenting a case for coastal issues to be given priority in the delivery of Local Government.

## **APPENDIX I – A Strategic Selection Criteria Plan as delivered to the DSP team**

### **Devon Local Area Agreement 2008-2011**

#### **Integrated Coastal Zone Management**

##### **Suggested criteria for selection of Devon LAA 2008-2011 outcomes**

- Expresses the Sustainable Community Strategy's vision and priorities.
- Requires multi-agency/partnership working.
- Focuses on prevention and causes rather than on tackling symptoms.
- Considers areas and/or groups in greatest need.
- Based on evidence.
- Demonstrates creativity, innovative and ambition.
- Delivers measurable outcomes within three years.

##### **Template for completion for each of the proposed LAA 2008-2011 outcomes**

###### **1. Description of suggested outcome**

"Sustainable resource use for the maritime environment of Devon delivered through an 'Ecosystems Approach' management framework that incorporates social, economic and cultural influences, underpinned by ecosystems in their optimal state."

A healthy and robust natural environment acts as a key economic driver. Integrated Coastal Zone Management (ICZM) ties in with many of the priorities and suggested outcomes of the LAA and SCS, to list just a few examples:

###### **Supporting our County's world class natural environment and cultural heritage to improve the look and feel of the places where we live**

- Co-ordinating the reduction and recycling of marine waste
- Improving the quality of public spaces and green infrastructure
- Participation in cultural events and celebrations of our local distinctiveness
- Implementing measures to adapt to climate change, coastal erosion and flooding
- Overseeing the development and installation of marine renewable energy
- Increase productivity from the environment as a key economic driver
- Reducing soil erosion and run-off from farms and catchments
- Facilitating the delivery of the Water Framework Directive
- Protecting biodiversity and improving wildlife habitats through actions such as the establishment of Marine Protected Areas

###### **Working to ensure strong, prosperous and inclusive communities with a sustainable and vibrant future**

- Promoting inclusive decision making
- Increasing participation in cultural and sporting activities
- Supporting Increased economic inclusion
- Promoting active, empowered and influential communities
- Resolving conflicts of resource use

###### **Creating the conditions to enable Devon to have a strong and growing economy, and ensuring maximum opportunities are available for everyone to contribute to and benefit from**

- Supporting the development of high-growth sectors such as maritime, environment, science and technology
- Provide workspace through the development of spatial planning frameworks
- Increasing sector-specific skills

## Inspiring our County's young people to achieve their best

- Providing outdoor education, volunteering and activity opportunities for children and young people

## 2. Evidence

The value of the natural and cultural heritage has been encapsulated in the Discover Devon Naturally research, which showed that:

- UK residents have a positive attitude towards sustainable tourism and show strong support for operators who protect the environment
- Devon has no one distinguishing feature, rather four key strengths; coast, countryside, moorland and heritage
- The environment, scenery and natural beauty are top of visitors and non-visitors immediate associations with Devon

A healthy and robust natural environment acts as a key economic driver. Many operations and sectors with maritime interests require marine and coastal ecosystems to exist in their optimal states - for example tourism, fisheries, recreation, commerce, education and social well-being. This requires a framework that does not view them in isolation, but that considers all factors acting as stresses or benefits and factoring these in to management decisions. These decisions need to be based on information exchange and a coherent integrated partnership approach as a pre-requisite for sustainability.

This integrated approach to coastal management (ICZM) has been promoted by the EU, and it is their recommended method of managing marine resources and activities. To this end the UK government was asked to undertake a stock-take of provision for ICZM. There is now an assumption that all coastal LAs will have a framework for the delivery of ICZM and this is a fundamental requirement underpinning the forthcoming Marine Bill (being drafted at present).

<http://www.defra.gov.uk/ENVIRONMENT/water/marine/uk/iczm/index.htm>

<http://www.defra.gov.uk/ENVIRONMENT/water/marine/uk/policy/marine-bill/index.htm>

This approach requires the development of partnerships that deliver not only key practical actions to the ends described above, but that also facilitate the development of 'social capital' as a key to empowering local communities.

<http://www.coastnet.org.uk/files/CF2007%20ICZM&CPs%20Working%20Together%20NB&TH.doc>

These partnerships are competent to deliver many of the 4<sup>th</sup> theme elements for coastal communities, as well as other theme areas such as health, well-being, education and inclusion. The Devon Strategic Partnership's Sustainable Community Strategy Evidence Base's themed analysis of issues highlights many of these issues, which coastal partnerships are competent to deliver:

- Capitalising on underused assets such as environmental quality
- Infrastructure issues to be overcoming by spatial planning (a major issue for finite marine frontage)
- Adapting to climate change
- Flood risk management
- Waste
- Soils and run-off
- Habitat fragmentation
- Access to and use of public spaces
- Funding advisory functions
- Participation and influence over decision-making
- Community development
- Contributions to emotional health and well-being
- Improving access to cultural provision
- Preservation and promotion of Devon's heritage
- Enhancing and promoting Devon's reputation
- Reducing carbon emissions through development of marine renewable energy

<http://www.devonsp.org.uk/sustainablecommunitystrategy/evidencebase.html>

## Coastal Partnerships

Coastal partnerships are essentially Third Sector agencies who promote and enhance social

cohesion, cultural diversity, economic stability and environmental quality by facilitating and acting on engagement with local communities, as well as delivering statutory duties where they exist regarding environmental protection. Their importance is recognised through the GO framework for the development of LAAs, and they need to benefit from the inherent stability of the three year LAA agreements as far as possible. Coastal partnerships are also important to include in SCS and LAA negotiations as they operate across many different sectors, and as such no one organisation has responsibility for delivery in this field.

There is a coherent thread regarding maritime issues running through most of the 4<sup>th</sup> Theme priority areas and, where appropriate, these have been flagged up on those. They will not need to be repeated here. Rather it is essential that a co-ordinated and coherent approach to these seemingly disparate elements is taken on the coast.

### **3. Delivery Strategy**

The suggested outcomes are relevant to all the coastal areas covered by the Sustainable Community Strategy. ICZM requires the co-ordinated efforts of a wide range of organisations and, as such, coastal partnerships are ideally placed to take this forward. They are in operation around the coast of Devon and are the prime delivery agencies for the described areas of the LAA and SCS. They have developed a considerable network of stakeholders working together in partnership, and as such reflect good governance - embodying the primary aims and objectives of devolution as required by Central Government.

The partnerships consist of a wide range of bodies, most of which will already be allied to the delivery of the LAA and SCS, including Environment Agency, Natural England, DCC, DWT, Industries (SWW), Harbour Authorities, AONBs, and residents commercial sectors (Associated British Ports).

The outcomes can best be delivered by a combination of related approaches:

A. Maintenance of local coastal partnerships focusing on the delivery of local targets and management plans as either statutory duties or targets as defined by the LAA (targeting action, local delivery and community engagement across themes)

B. Maintenance of a sub-regional coastal partnership providing a strategic overview and cost-effective network for all maritime stakeholders (delivering best-practice coastal management)

C. Continuation of local networks as a means of securing and building on social capital (local distinctiveness and inclusive decision-making)

D. Establishment of additional networks and partnerships in areas of low coverage (for example North Devon outside the Biosphere Reserve) (local economic development)

Delivery would take place at strategic locations around Devon, mainly where estuaries exist. 805 of the population of Devon live next to an estuary system and as such these provide the main areas of focus for coastal and marine resource management. These areas also often include populations of greatest need and deprivation and as such stand to benefit most from focused action.

The coastal partnerships serve to co-ordinate and communicate the other areas of action as suggested by the LAA when they take place in coastal areas (for example the recycling of marine litter, co-ordinating application of the Water Framework Directive, facilitating the Shoreline Management Plan process and providing opportunities for young people to access outdoor education and volunteering activities), as well as delivering on specific targets themselves.

### **4. Measurement considerations**

Below is a list of the National Indicators that would be appropriately addressed by coastal partnerships and the overarching theme of Integrated Coastal Zone Management:

NI 2: % of people who feel they belong to their neighbourhood

NI 3: Civic participation in the local area

NI 4: % of people who feel they can influence decisions in their locality

NI 5: Overall/general satisfaction with local area  
NI 7: Environment for a thriving Third Sector  
NI 50: Emotional health of children  
NI 57: Children and young people's participation in high-quality PE and sport  
NI 100: Young people's participation in positive activities  
NI 188: Adapting to climate change  
NI 189: Flood and coastal erosion risk management  
NI 191: Residual household waster per head  
NI 195: Improved street and environmental cleanliness (levels of graffiti, litter, detritus and fly posting)  
NI 197: Improved local biodiversity – active management of local sites