

CPN Championing Coastal Coordination

A National Framework Final Report

Executive Summary

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

In this report, the Coastal Partnership Network (CPN) proposes the need for a flexible and enabling 'National Framework' for coastal coordination as a strategic prerequisite to rationalise and prioritise local delivery, whilst achieving consistent and coherent integration and implementation of national policy at the local scale. The National Framework was co-designed through a collaborative and participatory process, leveraging the extensive collective experience of Coastal and Estuary Partnerships (CEPs) and other national and regional coastal, catchment and marine networks to build the business case for future investment in the partnership approach across and along the full length of the English coast. This process generated several headline recommendations, supported by a suite of regional and local projects evidencing their value and benefits across multiple socio-economic and environmental strategies when investment is made in the CEP approach.

The CPN established a cross-sector National Working Group (NWG) to oversee the delivery of the project and to provide the broad governance responsible for defining and refining the final suite of recommendations presented below. The content of this report has been based on the collective oversight of the NWG and embodies the value that suitably designed and governed participatory processes can deliver.

Headline Recommendations

The 3Cs National Working Group recommends that a *National Framework for Coastal Coordination* (NFCC) be delivered in two phases, with associated levels of financial support:

Phase 1. Central Government invest £4.071M over three years to support the development, management and initial delivery of the NFCC, including delivery of:

- Framework development oversight and design; Convening and secretariat for a Collaborative Coastal Governance Group (CCGG) to drive the development and establishment of a national supporting framework for coastal coordination (CPN: £653,940)

- Action research evidence-base focused on 50 pre-existing and emerging CEPs (£3M)
- Design and development of a Coastal Hub and Coastal Data Hub with associated assets: an online tool supporting knowledge exchange and building capacity within and between networks (£242,000)
- Further research to fill gaps in knowledge needed to establish the NFCC over the longer term and where support is needed most (£100,000)

Phase 2: Ongoing development and delivery of the NFCC beyond the 3-year initiation phase on the basis of a 1:2 match with private and civil society finance as the central component of a ‘blended finance’ business model. (We estimate the framework will cost £1.3M annually to operate effectively and therefore recommend that £431,000 be contributed by the government on an annual and ongoing basis).

Framework High-Level Objectives (HLOs)

The central challenges prevailing along the coast remain constant but local contexts change. The NFCC is therefore structured to provide a consistent foundation for coordination, whilst allowing for locally responsive and reflective delivery. It is essential that local communities are empowered to influence local agendas and shape solutions whilst operating within and supported by an overarching framework. The NFCC presents six high level objectives - with associated action-plan points - to help support local and national delivery:

1. *Enable stronger coastal leadership and a collaborative culture in each sector*

Leadership is needed to facilitate and enable coastal coordination across sectors - across borders, socio-economic and environmental drivers - and to help develop a more collaborative culture in each sector.

2. *Enable shared understanding to support coordinated delivery across the land-sea interface*

A national supporting framework and more regular exchange of information and coordination between delivery partners can accelerate integrated delivery linking planning, policy, administrations and sectors across the land and sea for landscape-scale delivery.

3. *Building capacity across framework delivery partners and wider sectors to enable multi-level governance and inclusive decision making*

A learning and development programme to build skills and thematic knowledge across and between sectors can level up understanding of each other’s work and increase trust and accountability in decision making.

4. *Streamline communications across the complex myriad coastal messages and across sectors*

A Coastal Hub, co-developed assets and a commonly agreed language to enable clearer communication within sectors and with the general public.

5. *Improve evaluation of Partnership working to attract blended investment and grow Partnership working across sectors*

Build on the pilot evaluation and develop a monitoring tool for CEPs to evidence the Return on Investment (ROI) in the social and knowledge capital that leads to multiple benefits for natural and economic capital.

6. *Enable long-term systemic change through providing evidence to shape future coastal governance*

A new national framework will fill a much-needed leadership gap, providing the mechanism to generate and feed local and national experiential and integrated evidence, research, and case studies into advocacy groups to help review, shape and shift future coastal policy.

With dedicated funding, the CPN can enable the improved collaborative governance and leadership required for the development and delivery of the new national framework. It would support existing and emerging local CEPs to build on their current practice to coordinate delivery and communications across the land-sea interface. CEPs need wider recognition and coordinated support to deliver their neutral convening role without compromise. This will improve their effectiveness at increasing collaboration across sectors and engaging coastal communities in decision-making. A new national framework would secure the role of CEPs into the future and realise additional multiple benefits to society, the economy and the environment. CEPs offer:

1. Existing partnership structures supporting collaborative governance at the landscape scale across administrative boundaries.
2. Experienced engagement and facilitation staff hosting strong local networks, bridging knowledge exchange and engaging coastal communities in decision-making.
3. Skilled and cost-effective project delivery for a wide range of partners, supporting statutory delivery through non-statutory activities.

With dedicated funding CEPs can:

- Support the integrated delivery and evolution of terrestrial and marine planning.
- Scope collaboration regional Coastal Groups to agree cost-effective and longer-term environmental solutions to shoreline management
- Facilitate WFD integration with the EA FCRM capital programme and Marine Strategy targets.
- Support local and system level coastal habitat restoration planning.
- Support the integration of Local Plans and economic strategies for realising wider benefits through nested coastal plans across the land-sea interface.
- Support transboundary working between Devolved Administrations particularly for cross-border estuaries and Marine Protected Areas.
- Develop a mechanism to communicate with hard-to-reach stakeholders and communities to involve them more meaningfully in the development stage of projects and policies.

1. Introduction

Our coastal towns, cities and rural coastline are melting pots – for people, the environment and the economy. Coasts and coastal communities are microcosms of wider society; they are hugely diverse, ever-changing and emblematic of our national identity. They are distinctive, dynamic places of transition where issues are intensified, amplified and distilled in ways that are only encountered where the land meets the sea. The Coastal Partnerships Network (CPN) operates to support grass-roots coordination and partnership working at the coast, and to drive the delivery of social, environmental and economic benefits for coastal communities where the impacts of the challenges above are most keenly felt.

England's coast is a densely populated, highly interconnected land and seascape, with a diverse mix of land ownership, governance and economic competition between diverse and legitimate interests. It is increasingly recognised that sustainable management of our infrastructure and natural assets, whilst improving coastal community economies and resilience in the face of climate change and other concerns, poses complex systemic challenges. Yet, we have one of the most stunning and diverse coastal landscapes of any country in the world and a unique coastal culture and heritage. Our coast has still not met the full potential for solar, wind and marine renewable energy and many of the natural carbon capture solutions to the climate emergency, including carbon capture, can be found in the restoration of our coastal and marine habitats, which are also a vital source of food for the UK. The proven [health and wellbeing](#) benefits of access to blue space (Wheeler et.al, 2012) could not be more relevant and important in a post-covid world. There is no question that our coast, sea and coastal communities are key to driving the 'Green Recovery' and that, if planned and delivered properly, this can result in clear and substantial benefits to communities, the environment and the increasing need for action on climate change.

These issues – and their inherent complexity – demand strategic, adaptable and locally-relevant solutions. These can only be defined through collaborative processes – whether they be for wellbeing, welfare, health, climate resilience, nature recovery, ocean sustainability, blue economy or community cohesion. Coastal and Estuary Partnerships (CEPs), in their many varied forms, hold the key to unlocking this complexity. They offer a professional, flexible, responsive and representative gearing mechanism to support collaboration and coordination at the coast. This National Framework for Coastal Coordination (NFCC) presents a detailed rationale for supporting CEPs, and how doing so delivers resource, governance and regulatory efficiencies at scale – the strategic response our treasured coasts and coastal communities deserve.

Legislation and Policy Delivery

There have been seismic changes in the coastal and marine legal and policy landscape for coastal communities of the UK over the last few decades (Boyes and Elliott, 2016; Earll, 2018). This reflects the growing focus on the need to shore-up ecosystem function as the primary support system for all our lives, alongside delivering economic and social sustainability. In an attempt to rationalise people, planet and place, a new paradigm of 'systems thinking' has emerged with increasingly refined attempts at integrating and aligning policy delivery. From national government to local groups, the imperative to explore, examine and define solutions through collaborative processes is being addressed and expressed through various initiatives such as (among many others):

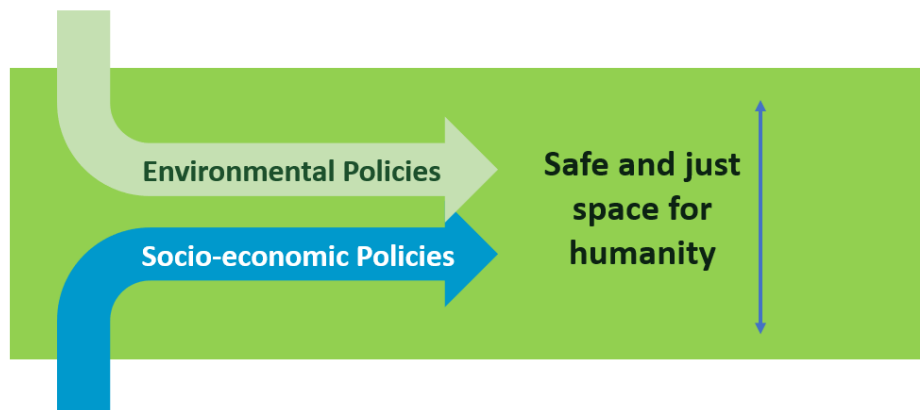
- Natural Capital Approach and the [Marine Pioneer](#) projects
- Whole-scape Approach to Marine Management ([WAMM](#))
- Catchment Based Approach ([CaBA](#))

- Coastal Based Approach ([CoBA](#))
- Restoring marine and coastal habitats ([ReMeMaRe](#))
- Sediment Cell Approach ([Coastal Groups](#))
- Shoreline Management Plans ([Coastal Groups](#))
- Local Nature Recovery Strategies

Environmental and socio-economic policies driving ocean sustainability, adaptation to climate change and the levelling-up agenda are highly complex, but include legal drivers such as:

Environmental Legislation	Socio-Economic Legislation
Flood and Coastal Erosion Risk Management (FCERM)	National Planning Policy framework
Marine and Coastal Access Act	10 Point Plan for a Green Industrial Revolution (Green Recovery; Green Jobs)
UK Marine Strategy	Building Back Better: our Plan for Growth
Water Framework Directive (River Basin Management Plans)	Levelling up White Paper
Environment Act (Net Gain, Marine Natural Capital Ecosystems Assessment)	Industrial Strategy
Fisheries Act (Fishery Management Plans)	Clean Growth Strategy
Climate Act	Net Zero
Nature Recovery Green Paper (30 x 30 nature recovery commitments)	Health and Social Care Act

Environmental and socio-economic legislation are often seen as opposing forces; bringing them into alignment offers significant benefits for all:



Bringing all perspectives to the table offers opportunities to maximise buy-in to action for the environment, whilst creating clearer links and conduits to collaboration. This helps realise the socio-economic benefits to coastal and inland communities and their economies, grounded in – and strengthened by - the realities and priorities of local communities. Facilitating effective collaboration delivers the ROI, cost efficiencies and reductions in risk so vital to private companies and public bodies with responsibilities at the coast.

1.1 The Coastal Partnerships Network and Coastal and Estuary Partnerships: Championing Coastal Coordination

The [Coastal Partnerships Network](#) (CPN) has been supporting collaboration to enhance and progress coordination for coastal sustainability and resilience since 2006. They help connect 55 CEPs and over 30 coastal initiatives around the UK and their aims are:

- To provide a national platform for knowledge exchange between local CEPs and other marine and coastal sectors.
- To facilitate the development and sharing of best practice at the national level.
- To promote the benefit and value of the partnership approach on behalf of CEPs.
- To advocate for integrated coastal management and the partnership approach to government and industry sectors.

The CPN is run by a passionate voluntary committee of 10 CEPs and 2 Environment Agency (EA) staff, ensuring knowledge exchange through a quarterly newsletter and Annual Forum (paused in 2020). The CPN has been hosted by the Thames Estuary Partnership (TEP) since 2018, where dedicated funding has enabled the network to undergo strategic development and a step-change in impact. Under the leadership of TEP, the CPN has increased its activity; broadened collaboration across coastal, marine and catchment sectors and fora; provided more support to local CEPs; and forged strong alliances with socio-economic coastal fora to create a unified coastal voice for the coast. With a 10 Year Strategy and Business Plan, the CPN is becoming a Charitable Incorporated Organisation (status pending) and will start working towards the professionalisation of the Network and growing the capacity to support CEPs and their work to help support local coastal management and communications into the future. Collaborative working enables smaller partnerships and communities to have a voice, both regionally and nationally. This is particularly important to ensure local needs, issues and impacts are considered in strategic decisions and policy. Working together as part of a national coastal network ensures that the

work of smaller partnerships and projects is considered, and so it is recommended that resources are available to encourage and enable them to be involved in a national coastal network.

Due to this long-term, voluntary coordination and collaborative ethos, the CPN has established itself as a credible, trusted, and influential platform, with a high utility for national fora and sectors with responsibility for, or interest in, the coast. Utilising these existing relationships, the CPN swiftly mobilised the network to deliver a successful collaborative and inclusive process with the allocated 3Cs funding. This report and the recommendations presented represent a snapshot of what a fully resourced CPN - and CEPs themselves - can achieve. The resulting 3Cs-process demonstrates exceptional ROI and impact, showcasing the passion and dedication of CEPs in delivering positive outcomes for the coast, its environment and its communities.

1.1.1 3Cs Governance

The CPN convened a cross-sectoral National Working Group (NWG) of 19 national and regional representatives from the public, private sectors and civil society sectors and across socio-economic and environmental interests, to oversee and guide the project, including eight CEPs leading demonstration projects and cross-border engagement. The process of co-designing, refining and delivering the recommendations was facilitated by 3KQ - a professional third-party facilitator – through a series of iterative workshops and offline sector engagement led by the sector representatives themselves:

- Public:
 - Coastal Group Network
 - Local Government Association Coastal Special Interest Group
 - Coastal Communities Alliance
 - Marine Management Organisation
 - Association of Inshore Fisheries and Conservation Authorities
 - Defra
 - Natural England
- Civil Society:
 - Rivers Trust
 - National Trust
- Private:
 - Seabed User Developers Group
 - National Coastal Tourism Academy
- Coastal and Estuary Partnerships:
 - Berwickshire and Northumberland Marine Nature Partnership
 - Devon Maritime Forum
 - North West Coastal Forum
 - Thames Estuary Partnership
 - The Wash and North Norfolk Marine Partnership
 - Severn Estuary Partnership
 - Solent Forum
 - Solway Firth Partnership

1.1.2 Supporting National Workstreams

The final recommendations are supported by evidence from five national workstreams, which ran alongside the national recommendation process to underpin and inform the evolution of the recommendations. Each of these workstreams represent key elements that underpin collaboration across the coast and were identified at the proposal stage as areas that needed deeper cross-sectoral

consideration to understand needs on all sides.

These included:

- Finalising an audit of coastal and estuary partnerships for the CPN, begun in 2018 as part of a ten-year review of their evolution, reporting trends in geographical coverage by scale, type and host bodies.
- Scoping an evaluation tool that could robustly describe the value and impact of working through a Coastal and Estuary Partnership, learning from the CaBA monitoring tool and pulling in social capital expertise from the New Economics Foundation, led by consultants Natasha Bradshaw and Pamela Buchan. Social and knowledge capital is what drives natural and economic capital delivery i.e. funding for Partnerships to coordinate across sectors and enable the conversations and relationship building that will lead to the right solution, in the right place, at the right time.
- A marine and estuarine data portal review to build on the CaBA Coastal Data Explorer and understand where the gaps in data and data aggregation mechanisms may be, which could be developed to improve local and regional coastal management. Data underpins collaboration and in estuaries and coasts there is often either a monitoring deficit and no data, or a wealth of data that is inaccessible behind a paywall. Without good data, good decisions cannot be made.
- Accelerating coastal habitat restoration planning was explored through comparing the ReMeMaRe Strategy against existing environmental and socio-economic policy drivers, a survey to CEPs, and a review of previous work to catalogue CEP projects and campaigns to understand where projects are underway and future resources needed.
- Exploring the role of an enabling framework in supporting evidence provision and building relationships across sectors to influence future coastal policy through dedicated coordination of the OneCoast Coalition and scoping themes for a future Coastal Inquiry through the Coastal Communities All Party Parliamentary Group (APPG).

With dedicated funding, the CPN can enable the collaborative governance and leadership needed to develop and deliver the national framework necessary to establish stronger representation from each sector, particularly the private sector and civil society. The bottom line is that supporting mechanisms that improve integration, coordination and collaboration at the coast delivers significant efficiencies for all concerned. CEPs have been doing this work for decades, and the value of their contributions has never been more important.

2. What's the Problem? Barriers to Collaboration

Partnerships are the hard currency through which society can take positive action with a long-term and grounded perspective. Holding and navigating complexity requires focused, professional facilitation aimed at bringing people together to understand the issues, agree priorities and retain clear governance structures and processes that build confidence and accountability for action at the coast. This implies the need for effective collaboration and associated coordination.

CEPs have been providing this cohesive, convening function for decades, but suffer from barriers that undermine delivery. The complexity of issues at the coast presents a dilemma: how to retain a functional and consistent approach to partnership working whilst remaining reflective of – and responsive to - local context?

Common barriers to collaboration at any given location include, but are not limited to:



1. **Policy and regulatory complexity:** Policy cohesion, driver overlap, driver competition



2. **Resource constraints:** Time, money, personnel, equipment



3. **Geo-political issues:** Land-sea interface, regulatory footprint, community cohesion



4. **Socio-environmental disconnect:** Resolving opposing drivers



5. **Governance:** Coherence, quality, durability, accountability, authority

2.1 Policy and Regulatory Complexity

Successive UK governments have struggled valiantly to establish an integrated policy and legislative landscape upon which regulation, management and accountability can be built. Fully integrating all relevant legislative, policy and regulatory functions (social, environmental and economic) at the coast may not be possible, however.

Figure 1 below outlines just the environmental regulations at play on the coast. The UK does have an integrated marine policy framework (the UK Marine Strategy and Policy Statement) which relies almost entirely on the legal weight and suitability of other legislative instruments to effect positive change. Adding social and economic dimensions to this 'horrendogram' makes the picture even more complex.

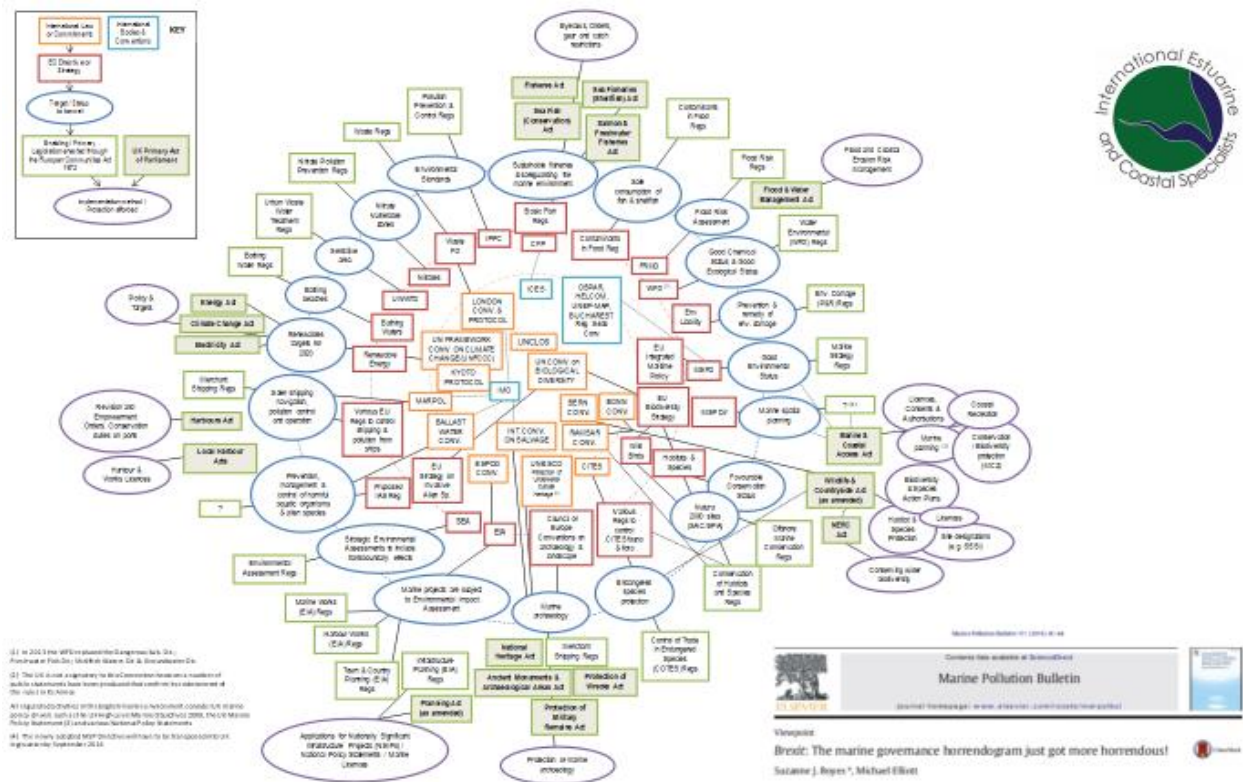


Fig. 1: the Ultimate horrendogram, illustrating the complexity of policy and legislation in the marine environment of relevance to the UK (Boyes and Elliot, 2014). For a larger version see Appendix 1.

Such complexity need not lead to defeat, however, nor need it perpetuate unconstructive and inefficient siloed ‘thinking and doing’. The benefits of integrating and coordinating policy responses - regardless of driver or sector - offers inspiring opportunities: tremendous value can be derived through the collective search for shared values, priorities and resource-needs. Understanding, rationalising and leveraging these different functions and perspectives is critical to ensure that there is alignment, wherever possible, at the local level along the coast. This is a multi-dimensional puzzle: there are land-sea disconnects, environment, social and economic disconnects and national/local regulatory disconnects. Bringing different regulators together, along with the industries and activities they regulate, helps build understanding and common ground, from which clear priorities can be drawn and acted upon. Transforming the ‘base metal’ of national government, regulatory regimes, socio-economic and environmental drivers – along with the finance needed to support this transition – into local value and positive action is the alchemy of CEPs.

Whilst regulatory bodies and Risk Management Authorities may have clear remits - with well-defined and measurable processes, targets and indicators of change – they all suffer from the resource constraints. They accept the risks associated with delivering their duties but have limitations on fulfilling any legal duties to collaborate, which would reduce individual risk. The case for integration between legal and policy silos and value of collaborative governance mechanisms is made in the Coastal Based Approach (CoBA) trial briefing paper for the 3Cs project (Appendix 2; Bradshaw, 2022). Supporting institutions to operate strategically at the local level, whilst remaining within remit, delivers benefits for all and overcomes some of the inertia caused by a lack of duty to work with others.

2.2 Resource Constraints

Time is money. Most coastal development, flood and erosion protection and community resilience processes require a considerable investment in terms of time and stakeholder engagement. If delivered

in isolation, this can lead to both double-spend of finances as well as stakeholder-fatigue. Many institutions, including Local Government, are operating under significant resource constraints and supporting them in their regulatory or other duties in terms of communications, compliance and decision-making processes offers benefits to all concerned.

Rationalising the investment in these processes makes sense in terms of both resource allocation, Return on Investment (ROI) and impact. This situation is further exacerbated by poor policy alignment, which again can result in a piece-meal approach to finance and funding, duplication of effort, and conflicting demands on projects in terms of compliance, monitoring and evaluation of projects.

The current Levelling Up Agenda, combined with efforts to combat Climate Change and the Biodiversity crisis, represents a step-change in the need for integrating coastal management. Aligning or streamlining policy, optimising stakeholder engagement and blending investment from interested parties can significantly improve outcomes, but requires an 'integration' or gearing mechanism that can help bring people – and processes - together. CEPs provide appropriate integration across the piece by offering access to neutral, highly representative stakeholder engagement platforms that can facilitate knowledge exchange, support integrated project design/delivery and ensure joined-up action at every level.

The more complex a process (in terms of coordination and integration) the higher the costs, and therefore the more cost-effective it becomes to support CEPs. This '**spectrum of collaboration**' is fleshed out below.

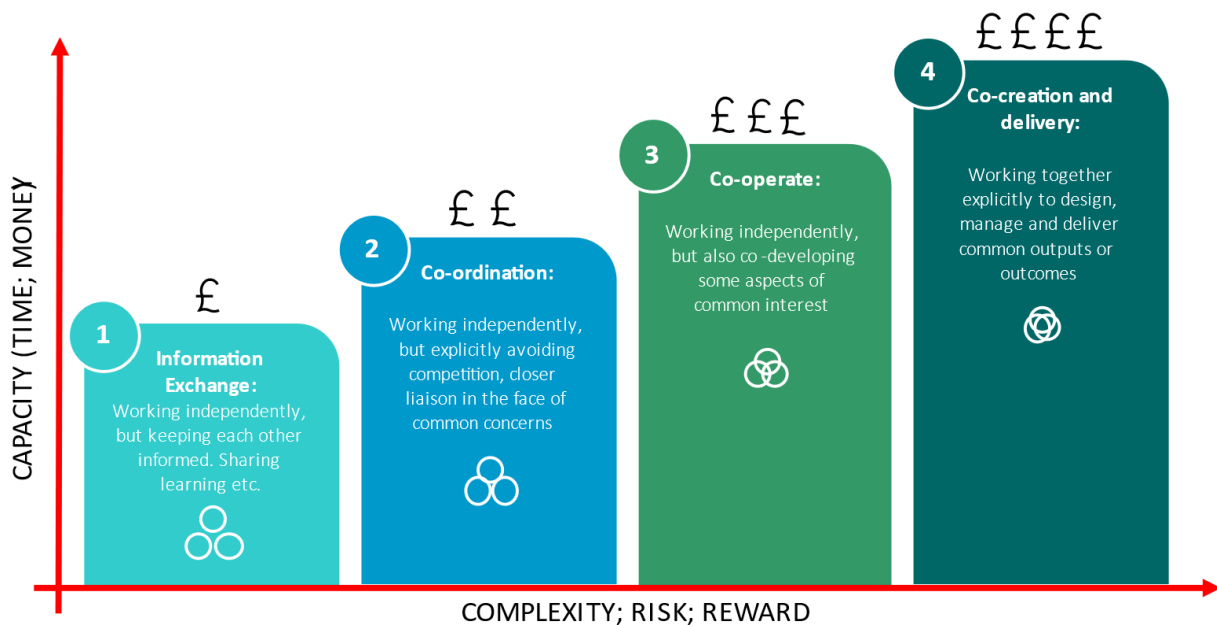


Fig. 2: Adapted from *The Spectrum of Collaboration* (3KQ)

Local Authorities and others are faced with a problematic dilemma: evidence and regulatory needs and duties are increasing; resources to acquire evidence and participate in governance are decreasing. Finding mechanisms that deliver value for money on the ground and increase capacity to address regulatory burdens through cost-effective processes can significantly improve the impact and operations of Relevant Authorities. CEPs need coordinated financial and capacity support to deliver their neutral convening role without compromise.

Despite the need for sufficient and reliable funding to optimise their impact, the finances of many CEPs have increasingly become dependent on project funding to survive as core funding by partners becomes

less available. This drastically undermines the central value of CEPs as neutral convenors and facilitators, meaning this role has to be delivered as part of a funded project or at core cost to the CEP itself.

Case Study: Thames Estuary Partnership

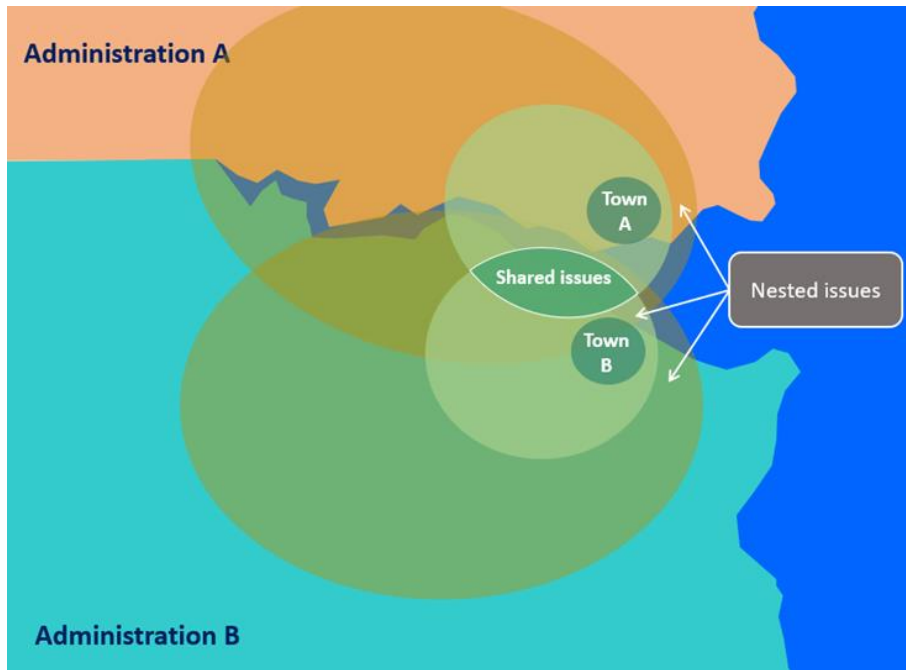
Thames Estuary Partnership (TEP) is the lead organisation on this 3Cs project, current host and active member of the CPN and it represents estuarine management as a 3Cs consultee. Funding from central government has not been allocated since the initial days of pump priming in the early 1990s which established Estuary Partnerships, like TEP, in key areas to provide the role of the neutral convenor. The core founding partners of TEP span public (EA, NE, Local Authorities), private (Thames Water, Port of London Authority) and civil (RSPB, UCL) sectors and all initially provided core funding to enable the role of the neutral convenor. Over the 20+ years TEP has existed, that core funding has eroded away to just three core funding partners – Essex County Council (public), Thames Water (Private) and UCL (civil, in-kind hosting support). TEP has a membership model but it is not enough to support the core roles needed to enable the Partnership convenor role alone. This has resulted in TEP needing to pull in more project funding and in most cases deliver the core neutral convening platforms as part of project delivery. This places unnecessary stress on a small team and puts them in direct competition with larger, better resourced civil organisations who have a clearer remit linked to physical impact, e.g. river restoration. This has issues on many levels, for it not only represents the challenges of reducing public resources, but also the erosion of the collaborative potential and role of the neutral convenor in arguably one of the busiest and most challenging estuaries in the country, where coordination and collaboration driven by a neutral organisation is increasingly critical.

2.3 Geopolitical Issues

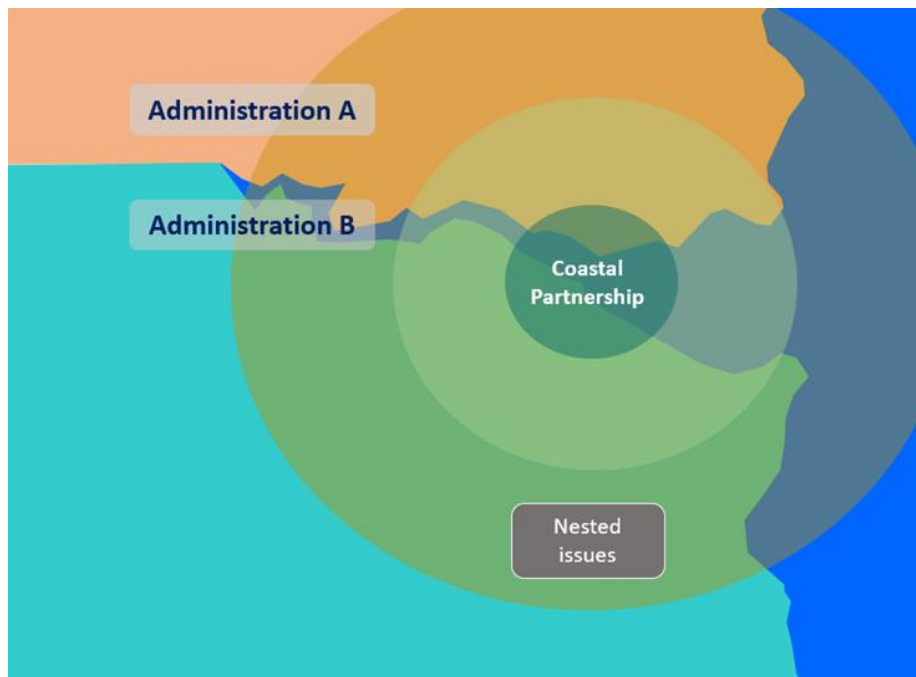
Sustainable use of our coast suffers from geo-political disconnects – between people, places and regulatory regimes. The first and foremost of these is the separation between marine and terrestrial systems, leading to different regulations and processes for industries and other stakeholders across this divide. A 'gearing mechanism' to join these worlds together is essential.

Other disconnects exist due to political, geographical and cultural boundaries, leading to a requirement for an integrated, nested approach to coastal management. Natural processes rarely, if ever, mirror political and cultural boundaries. This exacerbates disconnects between administrative, community and regulatory system boundaries. This can be seen as a tendency to avoid or overlook horizontal mixing and integration of action, priorities and development *along* the coast in a spatial sense.

For example, towns A and B lie near each other. They share many things in common, but there are also key cultural and political differences between them. In addition, issues can be viewed at different (nested) scales, adding to the complexity of this simplified situation. This complexity is compounded by political and geographical boundaries at the coast:



A CEP can help rationalise competing demands, bring different institutions and administrations closer together, and deliver benefits – both socio-economic and environmental - regardless of the culture and geo-political context. This primary convening function, bringing people together to find solutions to shared issues, is at the heart of the value of CEPs. Building such social capital takes time and resource, but once established, it generates order-of-magnitude savings and benefits for all concerned.



2.4 Socio-Environmental Disconnect

Someone once said: “It’s hard to be green when you’re in the red”. This speaks directly to the socio-economic pressures we are forced to address, and the trade-offs these sometimes lead to, when faced with choices between environmental sustainability and our own short-term imperatives. This can be seen as a ‘false choice’ (our futures are intimately bound up with the fate of the environment), but for many

sectors it remains a reality that choices based on short-term financial implications make easy and rational sense.

Perhaps nowhere is this pressure more keenly felt than at the coast - at the meeting point of land and sea - where the complexities of policy, the competition between drivers - social, economic and environmental – and the reality of the impacts of climate change combine to exert tremendous pressure on coastal communities in stark and unrelenting ways. A systems-thinking approach to these issues can help to bring socio-economic and environmental drivers into closer alignment and reveal durable, long-term solutions built on common-ground and shared perspectives.

Socio-economic drivers and environmental regulations can appear as opposing forces, one constraining and the other seeking continual growth and expansion. When aligned with a

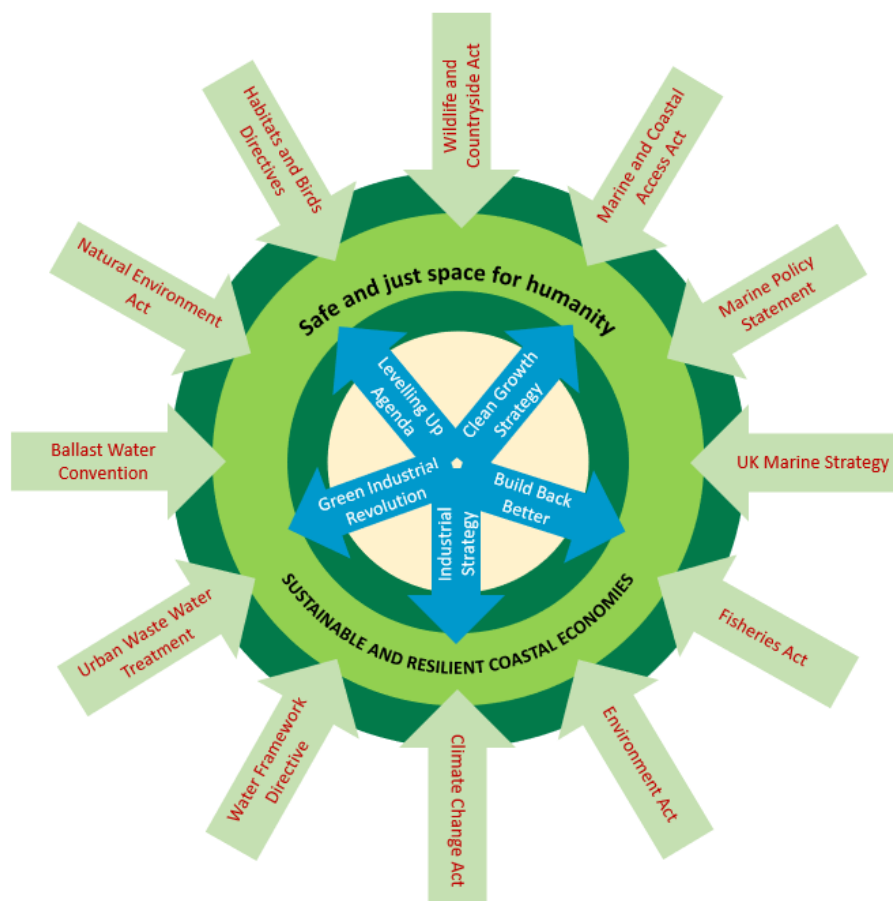


Fig. 3: Drivers acting on coastal restoration projects specifically, based on the ReMeMaRe project described in Appendix 3 and 4.

common goal of achieving resilient, sustainable, safe and just communities, they can be seen as being mutually supportive in directing actions toward the ‘safe and just space for humanity’. Environmental overshoot and social shortfall are replaced by efforts to operate within the economic ‘doughnut’ of sustainable development.

2.5 Governance and Leadership

As with all other elements, governance at the coast is complex. Governance is the framework of authority and accountability that defines and controls the outputs, outcomes and benefits from projects,

programmes and portfolios. It can be achieved by the government, a market or a network. It is essentially the decision-making among those involved in a collective problem, involving the political processes that exist within and between formal institutions. When governance is working well, it provides sufficient reporting and control activities to ensure that the sponsor and other senior leaders/stakeholders are kept informed of progress.

Many institutions recognise the need to lead on issues at the coast, either as statutory and regulatory duties, or as key components of their business. This is not always matched by the resources needed to lead, and perhaps reflects the '180 degree' perspective often associated with coastal communities' economies when compared to inland communities. Coastal communities are fully formed, they are not otherwise complete communities slashed in half by the land-sea interface and many derive their livelihood (e.g. fisheries) or economic support (e.g. tourism) from the sea and many more could.

To develop the framework further and enable delivery throughout England and the UK, the CPN and CEPs need to fill some of the gaps in our knowledge of what is needed where. Currently there is not full CEP coverage of the English, Welsh and Northern Irish coastline. The following would be crucial to inform what investment is needed where around the UK to improve local coastal coordination:

2.6 Collaborative Governance

Collaborative governance offers a lens through which to evaluate the need for, role of, and effectiveness of, existing participatory engagement mechanisms driving integration across the land-sea interface. It promotes the direct engagement of public agencies with non-state stakeholders and citizens for informal, cooperative decision-making, sharing power and enabling joint decision-making. The legal drivers which support integration through collaborative coastal governance are discussed in the next section.

Overall, there are not many legal duties towards co-ordination to achieve an integrated approach to resource management which would help to ensure sustainability and stewardship of the coastal ecosystem in itself. Most of the legislation relates to the use or management of specific assets (e.g. water quality, sediment, fishing). Current resource governance is dominated by sectoral silos and can be resistant to strategic innovation, perhaps because many public bodies have been apprehensive about stepping beyond their statutory remits or have limited capacity to do so. However, recent legislation is encouraging a more joint approach which supports more strategic, holistic approaches as illustrated in Appendix 2 (Bradshaw, 2022) and elaborated through the parallel 3Cs project 'A socio-legal review of the coastal based approach (CoBA): Severn trial'.

3. What's the Solution: The Case for Coastal and Estuary Partnerships

3.1 Coastal and Estuary Partnerships: Coastal Champions

Neutral, convening local Coastal and Estuary Partnerships show leadership, build trust, add value and create cost efficiencies through enabling partnership delivery and funding models.

Partnership working lies at the heart of all positive action for the environment, for social justice and for economic prosperity. With dedicated funding, the CPN can operationalise the NFCC and support existing and emerging local CEPs to build on their current practice to coordinate delivery and communications across the land/sea interface.

CEPs grew out of local need and have survived through changes in administration, legislation, and austerity. They survived because the communities they serve needed and respected them and the value added by their existence is far greater than the cost of running them. The cost efficiencies created and impact realised, through their social and knowledge capital drives sustainable and integrated management across and along the coast. Their neutral platform and convening power is trusted by all sectors locally.

There is a symbiotic relationship between Dorset Council and the Dorset Coast Forum which enables some of the priorities within the council as well as the many local plans and strategies along the coast to be met and delivered. The Dorset Coast Forum, as a neutral facilitator, provides a well-respected platform to ensure coastal communities, their member expertise, and different sectors are brought together to input into a vast range of work relating to the coast. They have coordinated work, brought in funding, and provided networking opportunities for us that have brought social, environmental and economic benefit to the Dorset coast and its communities.” Cllr Ray Bryan, Portfolio Holder for [Highways, Travel and Environment](#), Dorset Council

CEPs offer:

1. Existing partnership structures supporting collaborative governance at the landscape scale across administrative boundaries
2. Experienced engagement and facilitation staff hosting strong local networks, bridging knowledge exchange and engaging coastal communities in decision-making
3. Skilled and cost-effective project delivery for a wide range of partners, supporting statutory delivery through non-statutory activities.

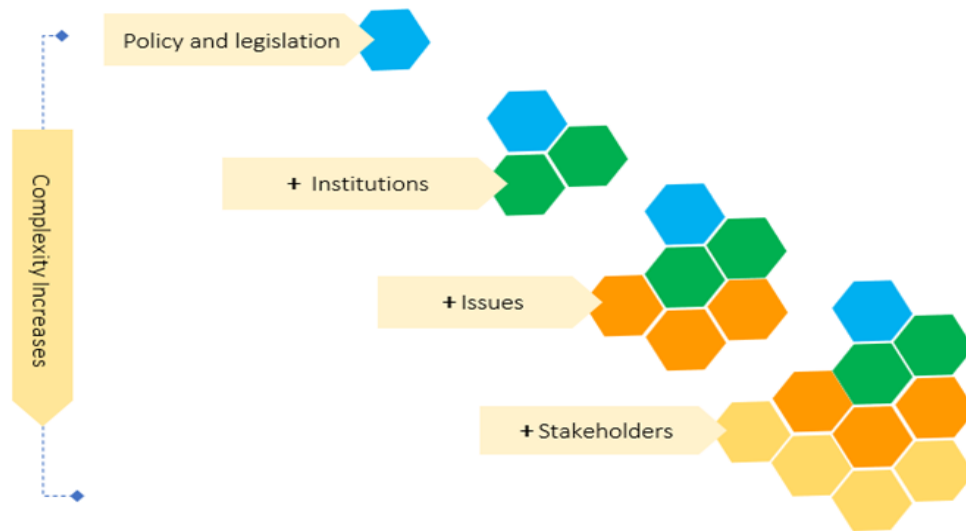
With dedicated funding they can:

- Support the integrated delivery and evolution of terrestrial and marine planning.
- Work with regional Coastal Groups to agree cost-effective and longer-term solutions to shoreline management.
- Facilitate WFD integration with the EA FCRM capital programme and Marine Strategy targets.
- Support local and system level coastal habitat restoration planning.
- Support the integration of Local Plans and economic strategies for realising wider benefits through nested coastal plans across the land-sea interface.
- Support transboundary working between Devolved Administrations particularly for cross-border estuaries and Marine Protected Areas.

- Develop a mechanism to communicate with hard-to-reach stakeholders and communities to involve them more meaningfully in the development stage of projects and policies.

3.2 Managing Complexity

Nowhere are the issues, policies and governance structures as complex as they are at the coast. As complexity increases, so do the demands on all aspects of governance and delivery in terms of cost, time and durability. A coherent, robust and adaptable structure is therefore needed to help navigate and retain connections between and within organisations with shared priorities.



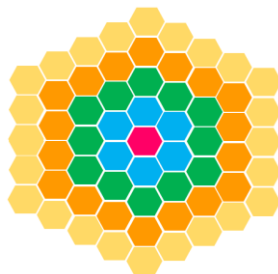
Of course, issues, policies and people do not exist in isolation. This ‘ecosystem’ of actors and components is weakened by atomisation (that is, the tendency to operate in isolation without due consideration of other relevant parts). A systems-thinking approach aims to bring these components together: to recognise, establish and extract value from the interconnections that exist between people, policy and place.

- CEPs help bring together the component parts of the coastal governance ecosystem to establish a platform that enhances coherence and efficiency in decision making and delivery.

From **silos**:



To **integration** and **coordination**:



3.3 Established Platforms for Engagement

CEPs have a long history of enabling the creation of a joint vision, bringing together a broad range of stakeholders to agree and deliver joint priorities. CEPs can be seen as a bridge between public bodies, the private sector, and communities and are respected at the local level as honest brokers. They are typically embedded within their communities and are trusted as independent. ***They need coordinated financial and capacity support to deliver their neutral convening role without compromise.*** This will improve their effectiveness and increase collaboration across sectors, taking their work to the next level. CEPs offer:

- 1) **Existing Structures** supporting consultation on local issues, plans, and providing evidence for shaping policy delivery and development. They provide a framework which can support local co-ordination, consultation and delivery feeding up into a national picture.
- 2) **Experienced Engagement Staff** supporting the work of Arm's Length Bodies and Risk Management Authorities to deliver messages and neutral, facilitated, inclusive engagement processes enabling more impactful delivery across multiple areas of legislation.
- 3) **Skilled and Cost-Effective Project Design and Delivery:** CEPs are highly proficient at enabling co-design and providing management and leadership of small and large scale, interdisciplinary projects that bridge the land/sea interface. They are involved in and have directly delivered EA Environment Programme projects, Marine Protected Area management and many are involved in the new Flood and Coastal Risk Innovation projects. The CPN 3Cs CEP-led regional demonstration projects showcase this ability. The projects ranged from scoping the need for regional coordination, scoping how to improve local collaboration under key thematic areas and showcasing current practice, initiating local coastal habitat restoration planning, understanding the role of coastal guardian programmes for marine stewardship and preliminary reporting on Marine Nature Recovery alignment with local terrestrial Nature Recovery Strategies. Evidence from each is seeded throughout this report.

'While on paper a list of conversations and discussions had, and connections newly or re-established, does not look particularly impressive, in terms of the role Coastal and Estuary Partnerships perform and the day-to-day work we do, it is difficult to overstate how critically important, valuable and productive these kinds of 'intangible' outputs are. In recent years, core funding cuts have significantly reduced the capacity of Coastal and Estuary Partnerships like the Devon Maritime Forum to engage in this networking and social capital building activity. The relatively small amount of funding provided by the CPN 3Cs project for the State of Devon's Seas work, has not only enabled work to progress this agenda further in a few months, than in the previous five-years, but it has also laid some important groundwork for future county and regional wide collaboration on a range of marine and coastal issues.'
Devon Maritime Forum, 3Cs SW Regional Demonstration Project

The reports from each of the regional demonstration projects can be seen in Appendices 16-26:

Case Study: Eco-CoBS – Morecambe Bay Partnership supporting the Flood and Coastal Resilience Innovation Programme

Ecological Coastal Buffer Strips - Eco-CoBS - is one of 25 pioneering projects awarded funding by DEFRA under the Flood and Coastal Resilience Innovation Programme (FCRIP) to test new approaches to tackle the threat of flooding and improve coastal resilience.

In designing the programme, the local Risk Management Authorities invited Morecambe Bay Partnership to lead on engagement activities and employ a part-time Engagement Officer. The Partnership has an existing network of contacts and is embedded in the local community. It is locally respected and has the skills and track record to deliver effective and innovative engagement.

3.4 Integration in 3D

Integrated approaches are critical for coordination and collaboration at the coast and, if done well, can lead to capital projects with support from the community and financially blended budgets. The work of CEPs has similarities with Catchment Partnerships and many coastal stakeholders believe the Catchment Partnership model is based on the CEP model. Catchment Partnerships and associated hosts (e.g. the Rivers Trusts) have become valued partners for many local authorities and DEFRA bodies and in some areas around the UK. CEPs and Catchment Partnerships work well together for a wholescale approach. Investment now in CEPs, similar to the investment already made in Catchment Partnerships, would enable our committed Coastal and Estuary Partnerships to amplify their effectiveness across the coastal and marine environment to meet the challenge the 3Cs fund is looking to address.

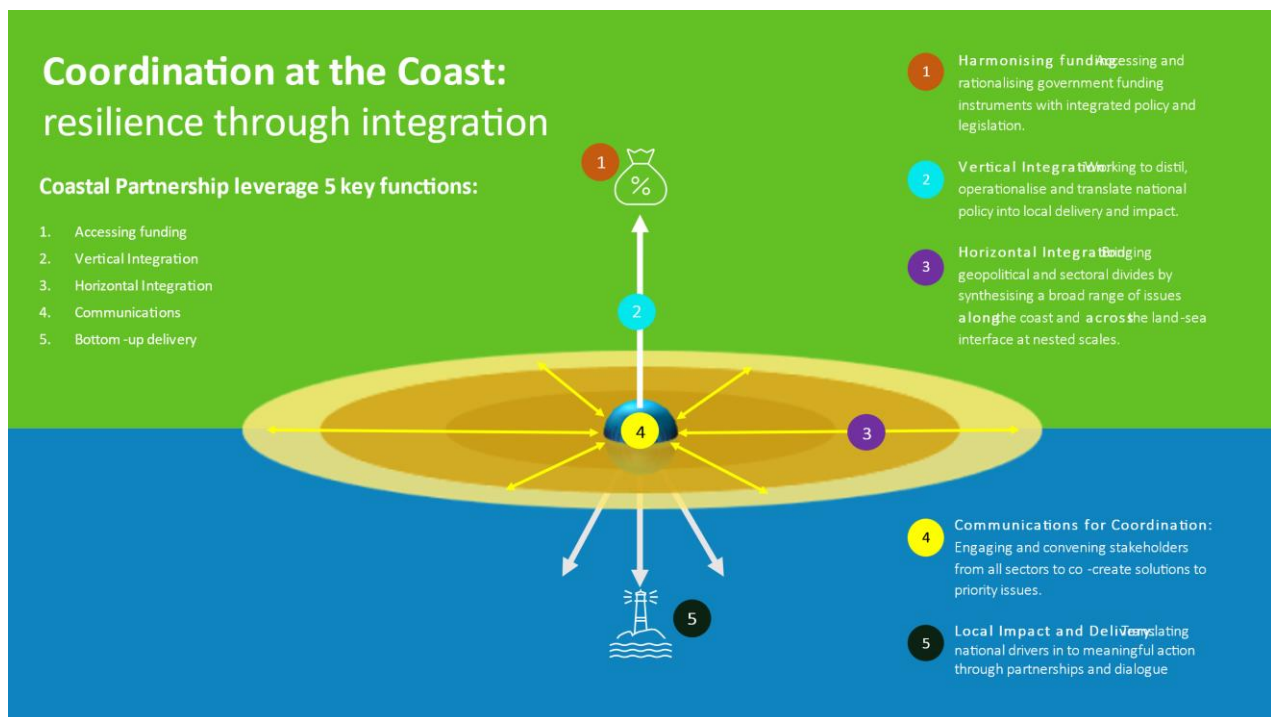


Fig 4: 3D representation of the integration and coordination across the land/sea interface activated when working through a CEP.

The value of working with CEPs as mechanisms for integration and coordination is echoed by the 3Cs NWG representatives.

'Industry values working with the wider, more representative nature of partnerships and more closely linking the objectives of environmental protection (and enhancement) and economic growth. Greater commitment to sustainable development and a better platform for delivering is enabled through CEPs as unifying bodies. As CEPs have no statutory duty, they can rightly be seen as a unifying body unconstrained by specific responsibilities'

Seabed Users Development Group (SUDG)

3.5 Flexibility and Adaptability

There is no standard model for a CEP. We see this as a fundamental strength: being flexible and politically independent allows open and honest conversations, the sharing of ideas and work, and mutual support across coastal stakeholders. Successful partnerships reflect a local need and help their members to deliver their functions and duties. We recommend that local people are best placed to decide what type of partnership and suite of services would work for them.

The list of thematic delivery areas earlier suggests the types of services a CEP can provide with extra capacity. Through a framework development period, each CEP will need to be consulted to understand what services are already provided and where there is capacity to either undertake more or deepen their practice. This reflects the diversity of challenges around the coast: every coastal community is different and each CEP will know what needs to be done in their area.

3.6 CPN Audit

From 2018 – 2022, the CPN undertook an audit of current CEPs across the UK. The starting point for analysis was data included in the article 'Improving Governance Through Local Coastal and Estuary Partnerships in the UK' (Stojanovic and Barker, 2008) and the 'Baseline Report for Developing Partnership Working at the Coast' commissioned by the Marine Management Organisation (CPN, 2013). The data held in these reports was updated through questionnaires conducted through telephone interviews or email responses with UK CEP officers and desk-based research.

Other coastal initiatives were identified through further desk-based research and highlighted the thematic focus of coastal initiatives, in addition to the CEPs previously identified. This research informed the analysis of the CPN audit data which progressed voluntarily in 2020/21.

Developing a Typology for CPN

The method and analysis described above led us to determine type, scale and host bodies as categories for CEPs, as can be seen in the infographic (Figure 5). There are 50 partnerships considered to be of most relevance to the CPN, which are diverse, but some common characteristics emerge to inform a CPN typology.

Type: Coastal and Estuary Partnerships (CEPs)

The sub-type categories identified have been streamlined into 'estuary focused' and 'open coast focused' for simplicity and ease of understanding in this context. This delineation does not imply that these categories are absolute – some partnerships will engage in work that extends across both an estuary and open coastal stretches.

Scale: Geographic Extent

CEPs work across different scales which are categorised into regional, county-based and landscape. As the infographic shows, most operate at a landscape scale around a particular estuarine system or stretch of coastline. We have here defined landscape scale as a whole estuary or coastal area based on natural characteristics (rather than administrative boundaries). Almost a fifth of partnerships are county-based, a scale designation that adheres to administrative boundaries, whilst seven work at a regional scale. Regional scale partnerships are defined as such as they cover a substantial area of more than one county. All CEPs have arisen from local need, so operate at the scale identified in relation to their objectives and funding partners' aspirations. They provide unique repositories of knowledge and insight across the geographical extent they reach. In some cases smaller partnerships are nested within a wider (e.g. county-based or regional) partnership.

Host Bodies

Across the country, CEPs are hosted by a number of different organisations: local authorities, universities, charities, port/harbour authorities and IFCAs. Several are voluntary and home-based, whilst others are independent organisations and registered charities, community interest companies or companies limited by guarantee. There is significant variety.

CPN Infographic

The infographic map displays the location of 50 CEPs which are believed to be sustained by local partners as ongoing collaborations, with the location based on the secretariat's office/host body. It includes more recently formed Local Authority Partnerships (England) and Marine Planning Partnerships (Scotland) - but does not include an additional 30+ coastal initiatives which are more thematic/project-based (and more likely to be short-term partnerships). It displays the geographical extent (scale) of the six Coastal and Estuary Partnerships leading the CPN's 3Cs regional demonstration projects. As can be seen by these polygons, each CEP works far beyond the geography of its office location.

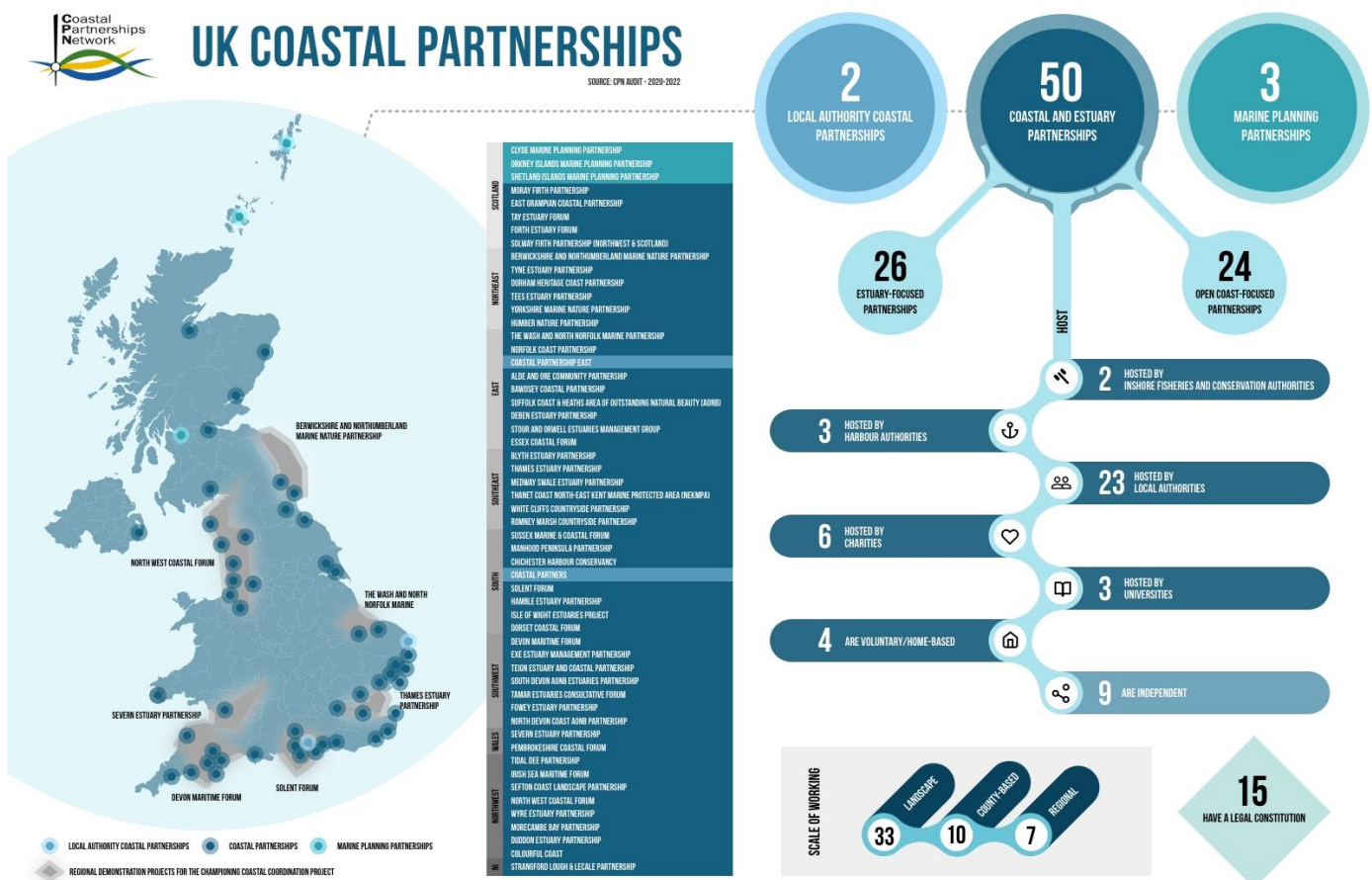


Fig. 5: An infographic summarising the findings of the CPN Audit. For a larger version see Appendix 8.

Regional Coordination

For the purposes of the CPN audit, the 'regional' scale was allocated to CEPs which work substantially across administrative boundaries beyond the county-wide scale. Regional focus through the demonstration projects brought to light some conflicts of thought between CEP officers, with some expressing a need for more regional coordination across a larger scale and others expressing concern with this as they already effectively collaborated at a regional scale when needed. Certainly regional hubs would seem a good idea to link in with other mechanisms, such as Coastal Groups and the regional coastal monitoring programme the CGN established in 2010, to connect with coastal processes

spanning across administrative boundaries. Needs will be different depending on the region and there is an issue around differing regional descriptions driven by policy administration; a lack of clear description of what constitutes coastal, and clarification needed on what 'regional', in terms of CEP working, is. There is a need for further discussion and investigation into the right approach to enable a two-way flow through the framework at a scale that works for the need the framework is seeking to address, but respects the local, regional scales.

A strategic level is needed for meaningful collaboration - e.g. the South partnerships involved in the 3Cs South Regional Demonstration Project were already working together, but the 'South' is not an appropriate term for them, as this is a much broader area and would not be meaningful. Whereas, regional – or strategic area – coastal coordination is supported in the North West, due to the long established North West Coastal Forum. The NWCF has been run by a single volunteer for many years. 3Cs capacity has reinvigorated the Forum, although the major concern expressed by nearly all the stakeholders was the need for sufficient resources, including staff capacity (for the delivery body and within bodies that might want to participate) and funding for regional coordination. The North East has a long tradition of liaison at a regional level over coastal and marine issues but no established regional forum. Through a workshop, as part of the North East Regional Demonstration Project, local stakeholders agreed that a North East Coastal Network would be created, building on the informal networking arrangements which currently exist. This Network will take ownership of the Action Plan that is emerging from 3Cs activity and its implementation.

Landscape-Scale Collaboration

CEPs play a unique role in promoting collaboration across coastal and estuary ecosystems, at a landscape scale. As illustrated through the CPN audit (see Figure 5; Appendix 8), there are at least 40 CEPs which coordinate information exchange and support decision-making across an estuary or coastal area, regardless of administrative boundaries which may otherwise divide the approach to governance of shared resources. This helps to bridge connections between people and place, encouraging decision-makers to work collaboratively.

Needs will be different depending on the region, shaped largely by these differing regional narratives and contexts. **Phase 1** of this proposal would address the need to clarify terms such as 'coastal' and 'regional', in terms of where and how CEPs work, as well the option to develop meaningful collaboration at the strategic level and how this should be organised.

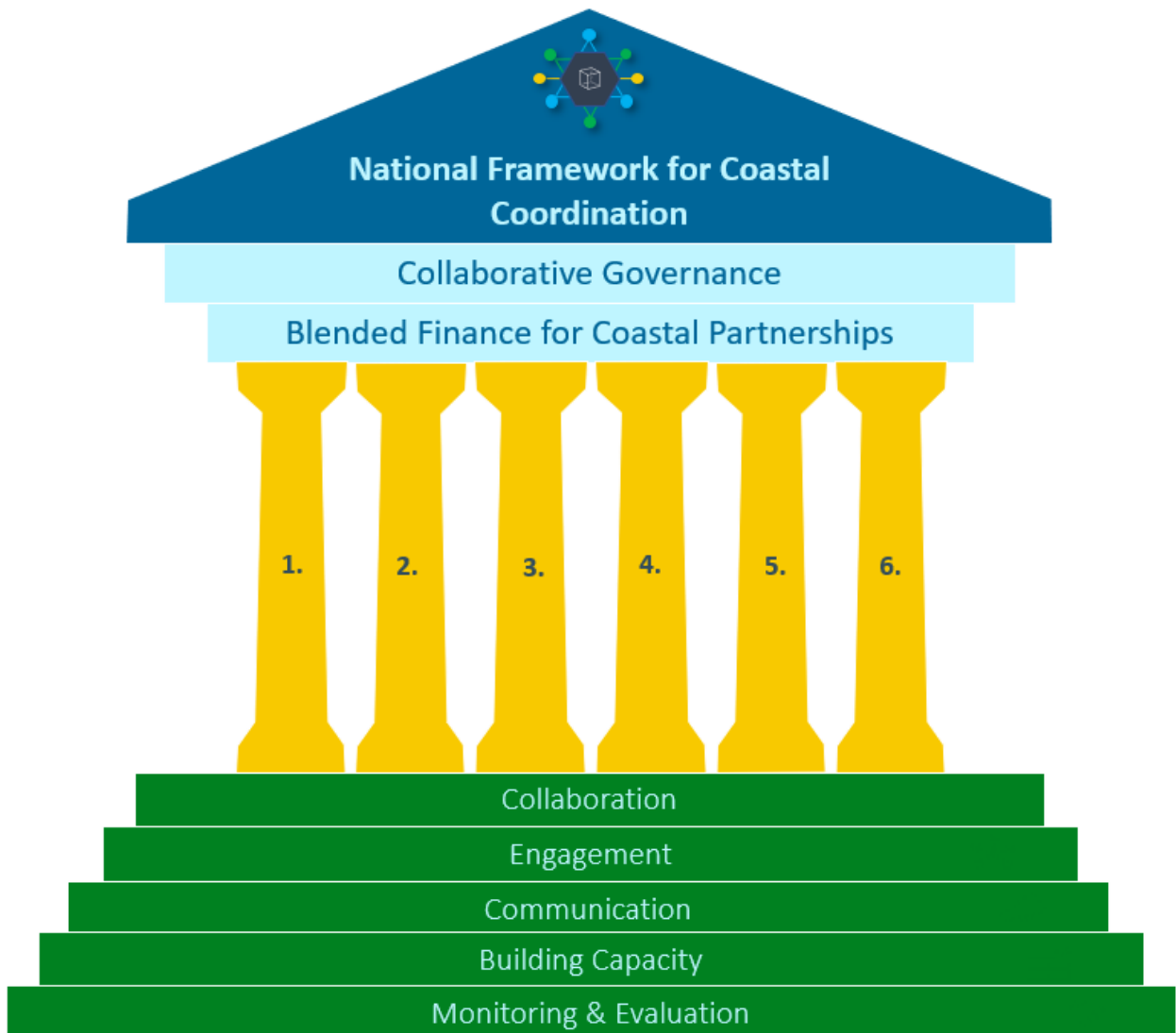
Recommendations for the National Framework

The audit infographic will be used by the CPN to continue dialogue with CEP officers over the emerging typology, and for other purposes (e.g. monitoring and evaluation).

The CPN will seek further capacity to gather the geographical extents for all CEPs to more accurately represent the coast/estuaries covered by their activity. This will also help to identify any overlaps or gaps in coverage. With a full picture of operating activity and an emerging typology, communicating the purposes of CEPs, compared to other initiatives, will be simpler. It will also enable better recognition of their contribution to co-ordinating coastal governance.

- Gap analysis across sectors to understand where the CEP approach may be needed and wanted, where none exists currently.
- Scoping representativity and focus in existing and emerging CEPs and other partnership mechanisms through consultation and engagement to understand evolution and future need.
- Scoping the need for regional level coordination through robust consultation and analysis of regional need.

4. The National Framework for Coastal Coordination



We need a systematic approach to collaborative governance for the entire coast of England and the UK, enabling the lessons and experience of the Coastal Partnerships Network, Coastal and Estuary Partnerships, Coastal Group Network, Coastal Groups, Catchment Based Approaches, and the Marine Pioneers (amongst others) to be converted into a routine communication and delivery mechanism. This would provide clear benefits to the Government and its agencies in the joined-up delivery of a wide variety of policies and programmes, to bring about multiple benefits for coastal communities, economies and nature. It would provide leadership and assist facilitation on coastal matters at a time of growing awareness of the needs of the coast and the challenges induced by climate change.

It is the recommendation of this project, supported by the cross sector National Working Group, that the CPN and CEPs be funded to support a Collaborative Coastal Governance Group in the further development and establishment of a National Supporting Framework. The Framework would seek to enable delivery of six high level objectives, with overarching governance provided by a Collaborative Coastal Governance Group ([see Objective 1](#)):

Higher Level Objectives

1. ***Enable stronger coastal leadership and a collaborative culture in each sector***

Leadership is needed to facilitate and enable coastal coordination across sectors - across borders, socio-economic and environmental drivers - and to help develop a more collaborative culture in each sector.

2. ***Enable shared understanding to support coordinated delivery across the land-sea interface***

A national supporting framework and more regular exchange of information and coordination between delivery partners can accelerate integrated delivery linking planning, policy, administrations and sectors across the land and sea for landscape-scale delivery.

3. ***Building capacity across framework delivery partners and wider sectors to enable multi-level governance and inclusive decision making***

A learning and development programme to build skills and thematic knowledge across and between sectors can level up understanding of each other's work and increase trust and accountability in decision making.

4. ***Streamline communications across the complex myriad coastal messages and across sectors***

A Coastal Hub, co-developed assets and a commonly agreed language to enable clearer communication within sectors and with the general public.

5. ***Improve evaluation of Partnership working to attract blended investment and grow Partnership working across sectors***

Build on the pilot evaluation and develop a monitoring tool for CEPs to evidence the Return on Investment (ROI) in the social and knowledge capital that leads to multiple benefits for natural and economic capital.

6. ***Enable long-term systemic change through providing evidence to shape future coastal governance***

A new national framework will fill a much-needed leadership gap, providing the mechanism to generate and feed local and national experiential and integrated evidence, research and case studies into advocacy groups to help review, shape and shift future coastal policy.

4.1 Objectives

Objective 1:

Enable stronger coastal leadership and a collaborative culture in each sector

Leadership is needed to facilitate and enable coastal coordination across sectors - across borders, socio-economic and environmental drivers - and to help develop a more collaborative culture in each sector.

Cross-sectoral commitment to, and confidence in, collaboration is evidenced through investment in partnerships. This requires visible institutional leadership, an understanding of 'Collaborative Advantage' and a willingness to invest in long-term processes as opposed to short-term projects. There is a vital role here for Local and National Government: hosting and supporting a partnership demonstrates commitment and encourages more reluctant - but no less important - sectors to participate.

Supporting Components and Processes:

- Strategic planning at business and institutional level.
- Institutional commitments to partnerships and partnership-working.
- Appreciation for the value of the Collaborative Advantage and the Partnership Delta.
- Mapping connections between and within sectoral remits, operations and realms.
- Mapping connections between operational drivers – legislation, policy, compliance and regulation.

The National Framework will support:

- Stronger collaboration and partnerships that can deliver joint goals and large-scale project development and delivery, by building stronger and wider networks.
- Development of successful collaborative funding bids, to enable joined up landscape scale plans and speed up nature recovery actions and climate resilience planning and delivery.
- A louder unified voice to influence policies and enable greater understanding of new issues and government schemes.

Action Plan to deliver this Objective:

- Establish a Collaborative Coastal Governance Group to strategically oversee the framework development and delivery.
- Expand the representation on the CCGG to include more private sector and civil society representatives.
- Identify, bring in and support sector Champions.
- Branding exercise for the framework to make sure all come on the journey together.
- Establish a collaborative platform to enable hybrid and virtual meetings.
- Establish ways of working and Terms of Reference to ensure all CCGG representatives and their organisations are fully committed to collaborating and can ensure replacements and new representatives can be onboarded.
- Establish a cross border working group
- Develop a targeted private sector (land and sea) and industry engagement plan, to better understand delivery drivers and overlaps to encourage step change.
- Improve socio-legal understanding to understand the legislative barriers to collaboration through engaging the legal governance research community.

- Improve socio-legal understanding of sectoral responsibilities through engaging the research community, to evaluate how to resolve barriers to collaboration and facilitate more efficient working.
- Engage and connect with thematic coastal fora and develop MoUs for collaboration, e.g. with AONBs, MPAs, CaBA.

Objective Rationale

The CPN 3Cs National Working Group (NWG) has agreed in principle to transition into the Collaborative Coastal Governance Group (CCGG) to oversee the development, delivery and evolution of a supporting national framework once the framework has been established. Cross sector and cross-border collaborative governance is needed to ensure the framework works for all sectors and provides an on-boarding mechanism for when people change roles. A collaborative leadership model drives good stakeholder and community engagement. Without good engagement supported by good communications, we will lack the cohesiveness to achieve the long-term systemic change sorely needed in coastal management and climate resilience planning and delivery.

Sector champions are needed within the CCGG to provide thought leadership, enable innovation in process and delivery, aid knowledge exchange and advise on engagement to improve understanding across and between sectors, so learning can be taken back into their sector community and effect change to break down siloed working. To find these sector champions and to improve representation on the CCGG, deeper sector and community engagement is needed. As the framework is developed further, the CCGG will scope who needs and wants to be involved, develop a mechanism for future identification of sector champions and a way to onboard and support replacements as individuals move on, ensuring organisational memory and institutional relationship building is sustained longer term.

Deeper engagement is particularly needed with the private sector. Industry partners with close association with the coast can find involvement with CEPs very helpful and it is often considered by industry to be a useful way of demonstrating commitment to the principles of working together and for delivering common goals. In effect, involvement is a public statement by a company to be more than just a corporate entity concerned only for profit. There are plenty of opportunities for the private and public sectors to work together through CEPs. An area that needs greater coordination and integration across terrestrial and marine plans and private development and investment is that of the Blue Economy, Blue Carbon and emerging Marine Nature Recovery. Marine developers and The Crown Estate can work more meaningfully with the Inshore Fisheries and Conservation Authorities, the Marine Management Organisation and the coastal local authorities through the neutral convening power CEPs to ensure mitigation and Corporate Social Responsibility funds can reach the coastal community where their development interconnects with the land. This may require strengthening of legislation in some areas, but much can be improved through working in partnership without the need for legislation to enable it.

Going beyond the usual suspects for deeper coastal community engagement is also needed to reach those not engaged. Engagement needs to be broader and more inclusive of less frequently represented voices and perspectives of those with lived experience of the pervasive socio-economic issues at the coast. CEPs can enable more community participation in local planning and decision making and increasing community participation in sector identified areas of need:

- Ensuring Levelling Up provides the right kind of support in a Green Blue Economy, e.g. renewables and skills.
- Understanding the health benefits of coastal and marine environments.
- Celebrating coastal identities and heritage through arts and culture.
- Inclusive decision making through citizen juries and/or assemblies.
- Natural capital and wider benefits of flood alleviation schemes.

Collaborating across borders is critical to success as the ocean, our estuaries and the wildlife they support and we rely on don't care about human boundaries. The CPN and CEPs enable coordination and knowledge exchange across borders to promote a holistic approach to the sustainable management of marine and coastal ecosystems and communities. Whilst there are legislative barriers to collaboration with a mismatch of legislation, timing of initiatives and siloed funding streams, there are existing methods of pan-estuary stakeholder engagement mechanisms, as evidenced by the Solway Firth Partnership and Severn Estuary Partnership and Marine Protected Area management such as in the Berwickshire and Northumberland Marine Nature Partnership. Within the framework, there is a need for cross-sectoral inclusion across borders to consider both synergies and differences in cultural and present use of the marine and coastal environments. There is a need to offer support and management solutions which can best suit both sides while respecting the needs of the other and providing the whole system approach to the marine and coastal environment. The framework will facilitate a cross border working group with representatives from all the UK countries to allow discussion on the added complexity of working across UK devolved administrations. This will also provide opportunities to share best practice and case studies of working across borders.

What's in a name? For sectors to truly come together and feel ownership of this collaborative movement, the CCGG must go through a branding process to name the framework. The name of the framework must encompass the full spectrum of the social, economic and environmental challenges that come together across the coast and meaningfully link marine, coast and catchment working. The wholescape approach and Coastal Based Approach (CoBA) has gained traction in the environmental management sector but it does not seem to resonate with land-based planning and socio-economic sectors. However, the framing of climate resilience does, as it is high on the agenda for almost all public, private and civil society groups who feel the urgency for action that is rightly needed. It also encompasses social justice principles which for deprived coastal communities is much needed. Coastal communities are the frontline of climate change. The Levelling Up Agenda and achieving Net Zero targets can be achieved at the same time as contributing to the delivery of the 25 Year Plan. A branding exercise will bring out the best frame for the framework to enable the integrated approach we need across and along the coast.

How will we enable this?

To support this collaborative governance model, the geographical distances, differing budgets and limited time capacity of most working at the coast, particularly in the public sector and civil society, a collaborative platform to enable hybrid and virtual meetings must be developed. This flexible approach will ensure inclusiveness and ease of collaboration regardless of budgets and time deficiency. Ways of working will be established in Phase 1 and are further detailed in Section 5 below.

Exemplars

Partnership working such as Beneficial Use of Dredged Sediment (BUDS) with the ports industry, through the Solent Forum (SF), and the long-running Dredging Liaison Group, through the Thames Estuary Partnership (TEP), are exemplary approaches of thematic neutral convening that is seen as extremely valuable to the private sector. As part of CEP Steering Groups (e.g. Association of British Ports in SF), industry can play a useful role in applying wider thinking and a broader context for decision making. Industry can also play a significant part in funding – both as industry members of CEPs but also in funding delivery – e.g. litter initiatives, restoration opportunities (especially the case when Biodiversity Net Gain comes online as mandatory). With threats to core funding from public service cuts and increasing competition for project funding, the involvement of industry can be a potentially valuable source of funding.

Objective 2: *Enable shared understanding to support coordinated delivery across the land-sea interface*

A national supporting framework and more regular exchange of information and coordination between delivery partners can accelerate integrated delivery linking planning, policy, administrations and sectors across the land and sea for landscape-scale delivery.

As described earlier, our coasts, estuaries and the communities they support are highly complex. The systems that govern these environments are similarly complex and regulators, industry and others must navigate these systems with confidence whilst taking account of the needs across the system. Effective and timely knowledge exchange and dialogue builds a shared understanding of the issues at stake across the land-sea interface, and helps establish trust, respect and common ground from which integrated delivery can grow.

Supporting Components and Processes

Through the dialogue created by the NWG co-design process some key areas of opportunity for greater coordination and collaboration were realised. In particular, there is now an 'open door' to work with the Coastal Groups Network (CGN) to support the Shoreline Management Plan Action Plan Delivery and future Refresh process and seek to support better integration of SMPs, Local Plans and coastal habitat restoration and creation as part of Flood and Coastal Erosion Risk Management and Local Nature Recovery Strategies.

The National Framework will:

- Transition and transform understanding and management of complex natural systems whilst considering local and regional scales and human and environmental needs through sharing best practice approaches, sharing knowledge and learning with partners across the whole of the UK.
- Improve awareness of, understanding and access to, relevant catchment, coastal and marine data for better coordinated delivery.
- Build and improve capability and resilience through adaptive and integrated management.
- Nurture an understanding of the benefits of aligning environmental, social and economic issues at the coast.

Action Plan to deliver this Objective:

- Develop clarity of the NFCC role to avoid duplication of effort and improve collaborative working between different groups/fora, e.g. the CGN and MPA Officer Network.
- Continued national support for the ReMeMaRe Strategy nationally through the NFCC.
- Support CEPs in local refinement of national habitat opportunity maps through local, system level coastal habitat restoration planning to identify the local/regional opportunities.
- Develop best practice case studies to demonstrate successful cross sector approach to delivery, e.g. FCERM NBS delivery, WFD ecology and water quality improvements; community-led climate resilience projects.
- Facilitate knowledge exchange through events, webinars, newsletters, best practice case studies.
- Support national level players to be better aware of local partnerships and how they can contribute to delivery and/or implementation.

- Develop a process for planning and delivery of cross border initiatives e.g. coordination of plans and strategies - as the baseline for what is needed.
- Develop a mechanism for transferring local knowledge into the framework between and across disciplines.
- Develop a targeted Local Authority planning engagement plan (with different officers as relevant).
- Develop financial mechanisms through Marine Natural Capital/BNG and improved CSR so corporate financial contributions 'reach' the coastal community and support environmental improvements.
- Develop a Coastal Data Hub.

Objective Rationale

1. The Coastal Group Network and Coastal Groups

The Coastal Groups (CGs) and their primary coordination mechanism, the Coastal Group Network (CGN), share the ethos of partnership working exemplified by CEPs and the CPN. When the CGN was formed in 2008, there was an explicit intention for the Coastal Groups to liaise and be linked with the CEPs as illustrated in the figure below:

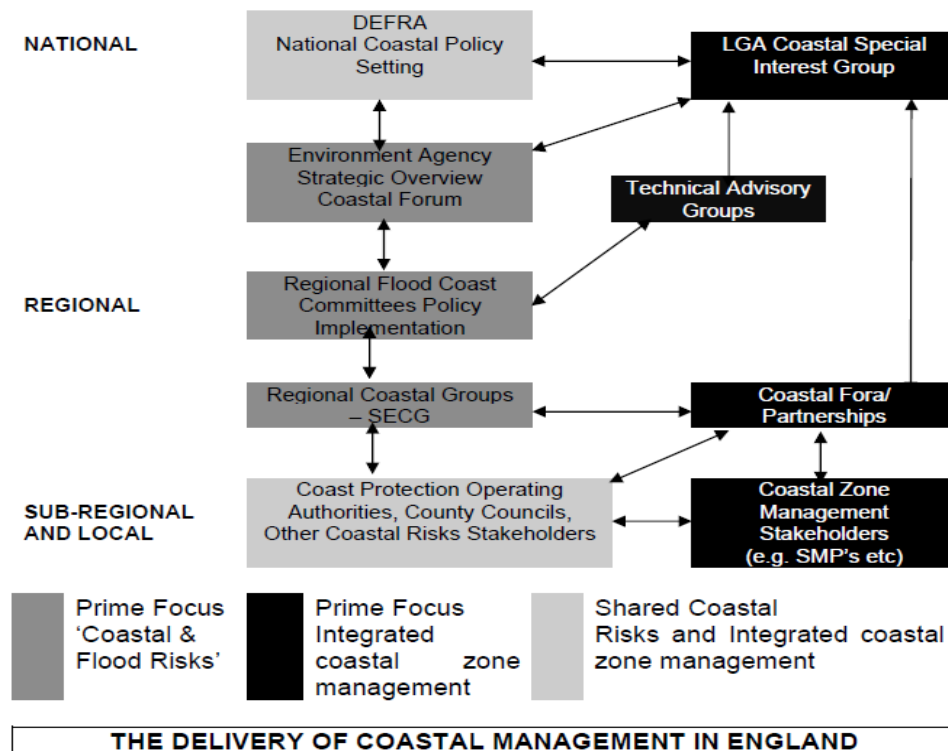


Figure 6: Original conceptual organogram used by the Coastal Groups to establish their approach and direction (2008, not a public document)

The evolution of the CGN and CPN has emerged in parallel but with a very different focus and funding arrangements. Many CGs were established to develop Shoreline Management Plans (SMPs). The CGs and the development of SMPs advocated the same ideals of partnerships: integration, sustainability and coordinated management - focused on local authority coordination over coastal erosion and defence. The principal difference being that the CGN are able to claim reasonable costs and expenses to assist Defra and the EA with strategic work. Where CEPs exist, there is evidence of good liaison and thriving co-

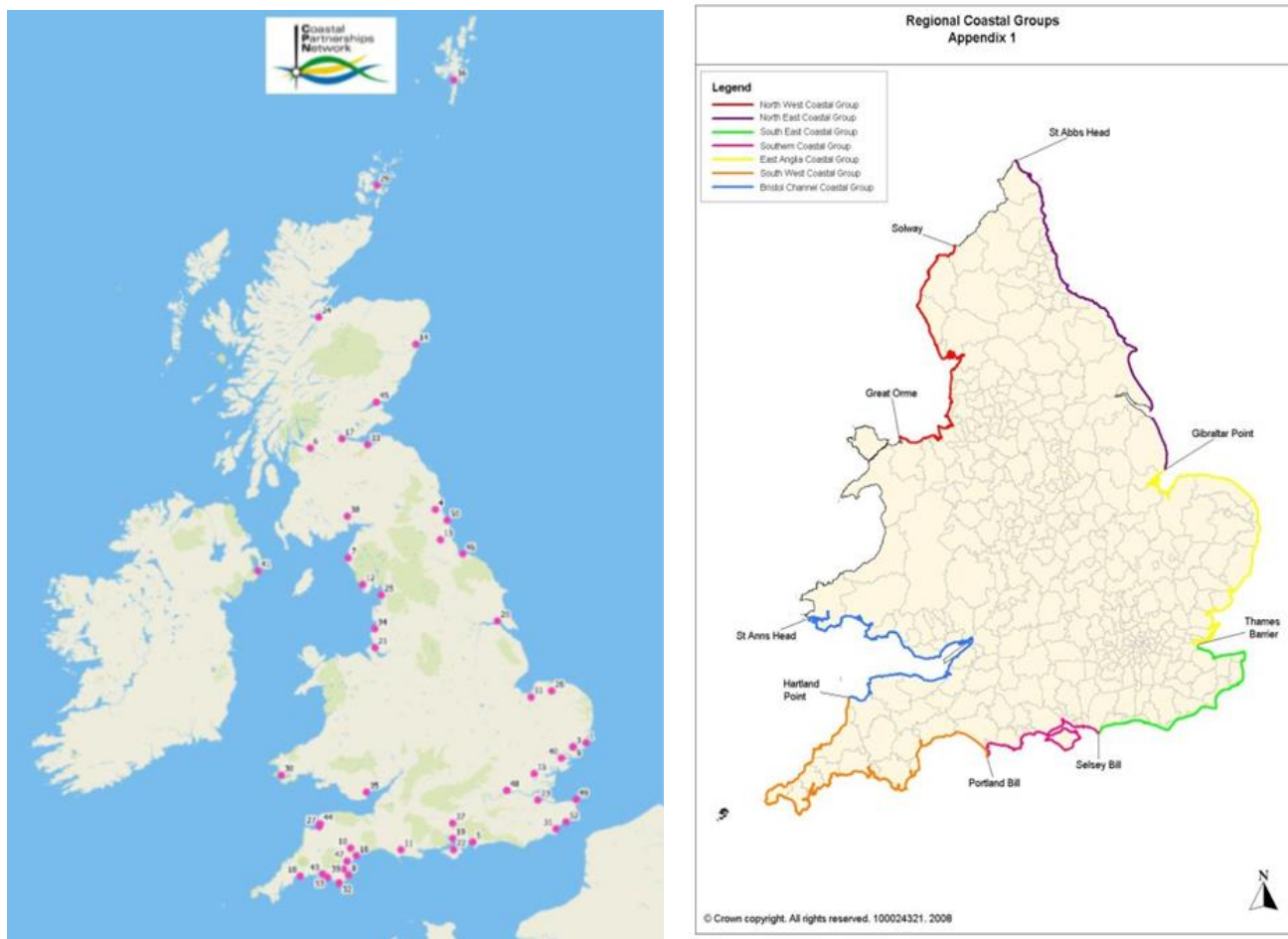


Fig. 7: Coverage of Coastal and Estuary Partnerships compared with Coastal Groups

existence between the two groups. There are large stretches of coast, however, where there is no CEP coverage (see Figure 7), making liaison difficult for the CGs which cover the entire English coast.

A review of Shoreline Management Plans (SMPR) has been underway since 2017, bringing the SMPs up to date and fit for purpose following changes in Climate Change predictions. The delivery of the SMPR forms part of the EA FCERM Strategy and the CGs are looking at the interface with the local planning system and the SMPs and where they exist. The CGN/CGs can see the value of working with the CPN/CEPs and are considering strengthening their Terms of Reference to reflect this. The CPN/CEPs would seek to improve the integration of SMPs into other policy areas. The CGN have also connected CPN with the EA team leading on refresh of the Coastal Handbook to ensure there is full reference to the CPN/CEPs. The CGN have offered to share learning and tools (e.g. their process for working across borders) so CEPs and the CPN can learn from them and their experience. Their core principles of collaboration have provided lessons learned in that rigidity in process can stifle innovation which supports the need for a flexible and adaptive framework to be developed.

The CGN is committed to partnership working and is, subject to funding, supportive of continued working with the CPN on the development and delivery of a nationally supportive framework. A full synopsis and history of the CGN and CGs responsibilities can be seen in Appendix 9.

‘As we complete the SMPR work and establish an annual cycle of reviews for the SMPs, there is scope to increase the involvement of Coastal and Estuary Partnerships as they develop to help us deliver more schemes that may provide joint environmental and FCERM delivery. Furthermore, the rare and valued coastal habitats in the face of sea level rise will come under increasing threat as will many communities, so understanding these and being aware of FCERM future delivery needs makes a coordinated engaged approach essential for the future.’ Coastal Group Network, excerpt from SE Demonstration Project Report

2. Local Plans and Marine Plans

Local Plans and Marine Plans need to be better integrated across the land/sea interface to realise the blue economy, blue carbon and ecosystem service benefits of the marine environment.

Through this 3Cs dialogue, it has been recognised by some sectors that there is a need for a connecting Local Coastal Plan within Marine Plans and Local Plans to address the challenges of integration in policy and strategy. Existing Marine Plans and Local Plans do little more than signpost each other. Without integrated delivery across land and sea, climate resilience (e.g. coastal habitat restoration) and other opportunities may be missed. With the SMPR looking to engage with local planners more meaningfully, and the emerging Climate Adaptation Plans that coastal Local Authorities are developing, a first step towards integration is through the lens of FCERM and Nature Recovery Strategies.

However, there is a perception held by some stakeholders that statutory Marine Plans are not plans but a set of policies, and that there is a lack of internal coordination across teams and policies with the MMO. In 2015, the Secretary of State created the mechanism for Local Authorities and IFCA's to call in licences that had been approved if they were thought to be inappropriate or needed further evidence to prove their impact on economic and environmental disturbance. However, the already stretched Local Authorities and IFCA's have no capacity to assess the numerous licence applications in time and so they go through without local scrutiny. This results in a perceived democratic deficit, causing confusion, distrust and disaffection on the ground. Improvements need to be made to the process, communications about the process and to support greater capacity within the MMO, IFCA's, or within a trusted third party which is more locally based, such as a CEP.

Nested Coastal Plans are needed within Marine Plans and Local Plans to bring the two together across the coastal space and provide integrated planning and delivery through an inclusive decision-making process.

Nested Coastal Plans were discussed as a possible long-term ambition for the framework to champion. These not only help with implementation of land based and marine plans but could help accelerate delivery of the Restoring Meadows Marsh and Reef (ReMeMaRe) programme, enhancing strategic management for fisheries and furthering recognition of their unique contribution to the local coastal economy and improve understanding of the wider socio-economic links to Levelling Up, Net Zero and a Green Recovery.

As stated in [Objective 1](#), there are key opportunities to engage and work better with marine and coastal infrastructure developers and landowners (e.g. The Crown Estate) and wind farm developers to

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

CEPs could work with local authorities and IFCAs to replicate this approach and ensure fisheries are integrated into the wider social and economic activities (for example, local fisheries infrastructural needs joined up with the management of fisheries at sea). The distribution of fisheries quota could be allocated according to the socio-economic needs of the area. Institutionally, there is a positive feedback loop between improving the marine environment and therefore improvement of fish stocks which has not been articulated in socio-economic benefits.

Currently, there are few CEPs that work with their local fisheries industry and more can be done to join up land and sea management and communications. Positive messages to champion our systems where they work and push best practice to improve management locally through CEP support and communications, would help to improve understanding. Sharing knowledge through CEPs and IFCAs taking opportunities to present and network at each other's events, will provide local improvement. CEPs can create a framework in which statutory bodies can reach out to those in the industry, supporting monitoring, research and economic growth. This is particularly important as the fisheries and aquaculture sector adapts to new trade patterns and regulations following Brexit. There are also new opportunities in promoting and selling sustainably sourced fish and seafood locally (as consumers look for more environmentally friendly sources of protein), as well as developing the farming of seaweed which has been proven to have both environmental and health benefits.

3. Marine Protected Areas

Marine Protected Areas (MPAs) can also contribute to local coastal economies in myriad ways if management of them were better linked into local plans and be part of the strategic development and management of a coastal area.

Our MPA management system has world-class aspirations, but this system is poorly understood by stakeholders in general. A number of different organisations have responsibility for MPA management. IFCAs have responsibilities for inshore fisheries, the MMO has bylaw making powers around damaging activities on MPAs, Local Authorities have responsibilities in the intertidal area and EA/NE have various regulatory roles. One of the challenges with MPA management is that there are a wide range of overlapping regulatory responsibilities and duties (especially on cross-border sites). MPA Partnerships exist to help organisations and individuals to navigate through this and coordinate their activity. The MPA Officers Network has many overlaps in thematic areas of knowledge with the CPN and there is agreement to discuss how they will be more supportive of each other in future. Assistance in interpreting

national legislation and understanding how inclusion of MPAs in local plans could be improved as part of general coastal environmental management would be welcomed.

4. Coastal Habitat Restoration and Creation

Nature Based Solutions (NBS) for flood resilience contribute to Nature Recovery Strategies (NRS), Biodiversity Net Gain (BNG), Net Zero, and can provide socio economic benefits for health and wellbeing, food security, training, jobs and skills, alongside supporting essential ecosystem services.

Ensuring coastal habitats can be restored and created is a key piece of the puzzle missing in local climate resilience planning. The NWG identified two key policy areas where coastal habitat restoration could be better embedded in existing and emerging plans - FCERM through FRMPs and SMPs and NRS. During the project, the CGN recommended that all NBS opportunity areas should be mapped and made freely available. In the interim, the CPN signposted them to the ReMeMaRe habitat opportunity maps so they could start to see where local opportunities are. The only drawback is these do not constitute all types of coastal NBS possibilities and habitat types supporting the recommendation for local ground truthing of nationally produced maps through coastal habitat restoration mapping.

[Stronger Shores](#) is a Flood and Coastal Risk Innovation Programme project exploring these issues over the next 6 years, aiming to improve understanding of the coastal and flood protection value of marine habitats and their wider role in adapting to climate change and biodiversity management. The new approaches will involve restoring sub-tidal habitats, such as kelp beds, oyster reefs and seagrass, along the north-east coastline. Stronger Shores will be the first project to provide robust evidence on the costs and benefits of nature-based solutions to coastal protection. The findings will also help to provide a model for other authorities to use in their future risk management strategies, benefiting not only the region but the nation's approach to the climate crisis. In the North East Regional Demonstration Project: North East Coastal Network (NECN), NBS was an important issue at the workshops and there was recognition that a strategic approach with local sense-checking of nationally-produced opportunity mapping e.g. ReMeMaRe maps, was needed alongside capacity building locally to learn from best practice and share skills and resources. CEPs and the emerging NECN can facilitate and drive this forward.

Local Nature Recovery Strategies (LNRS) are key to integrating ecosystem services, but currently they are being developed differently in every area with different remits and boundaries.

For example, in the Thames Estuary, Kent's LNRS only goes to the Mean High Water (MHW) mark whereas, directly across the estuary, Essex's emerging LNRS has an ambition to include coastal waters beyond the Mean Low Water (MLW) mark at a distance meaningful for their local habitat potential. In Cornwall, they have taken a similar approach and are including the marine environment beyond low water in their LNRS. A consistent approach across all LNRS with coastal elements should be encouraged to take this approach. It is recommended that the government supports ambitious strategies for the coast and marine space that sets strategic Net Gain targets and solve the barriers of additionality to improving designated sites. CEPs locally and nationally are ready to support stakeholders coming together to deliver LNRS; getting the agreement of Defra family partners should enable an improved system of streamlined consents as currently this is a significant barrier to coastal restoration projects in terms of complexity and funding. This approach can feed into and help shape and develop emerging Marine Nature Recovery.

Case Study: Berwickshire and Northumberland Marine Nature Partnership bringing the marine environment into the Northumberland LNRS Pilot

The Berwickshire and Northumberland Marine Nature Partnership was involved in helping to shape the marine/coastal aspects of the Northumberland LNRS Pilot, demonstrating the role for CEPs to bring technical expertise into the LNRS process. Where LNRSs stop at mean low water, there is a role for CEPs in producing a parallel narrative that links subtidal areas to the terrestrial.

Case Study: The Strategy for Restoring Meadows Marsh and Reef (ReMeMaRe) is a multi-agency initiative, co-created by all the major restoration practitioners across the UK. The complexities inherent in coastal habitat restoration demand an integrated approach to delivery built on a shared understanding of the issues at stake. The CPN has been supporting the project through coordination over the last two years, and the process as a whole is building an exemplar of how to remedy this lack of cohesion across land and sea to ensure the accelerated delivery of coastal habitat restoration around England and the UK.

Through 3Cs, the CPN undertook a review of the drivers for coastal habitat restoration within existing socio-economic and environmental policies, surveyed CEPs about future ambitions and resources needed to support integrated delivery of coastal habitat restoration and reviewed a previous desk study of CEPs projects and campaigns to highlight how CEPs can support this critical work locally. The ReMeMaRe Strategy will contribute to the delivery of broad ranging ambitions set out in key higher level government drivers. The restoration of coastal and estuarine ecosystems not only support drivers established in the 25 Year Environment Plan but also support socio-economic ambitions established in the Building Back Better: our Plan for Growth, Clean Growth Strategy, 10-Point Plan for a Green Industrial Revolution, and Levelling Up White Paper. There is tremendous opportunity for coastal and estuarine restoration by working collaboratively through CEPs. The top species and habitats referenced with the potential for restoration within the CEP areas of jurisdiction are (in rank order) saltmarsh, seagrass beds, mudflats, native oyster reefs and kelp forests. Importantly, the ReMeMaRe opportunity maps provide a baseline and jumping off point for local, regional and system level coastal habitat restoration planning should resources be made available to CEPs and others to facilitate it. In addition, CEPs have the cross-sector knowledge to draw in other socio-economic data and interests to inform the local planning. This Case Study is examined in full in Appendix 4, supported further by Appendices 5-8.

5. Socio-Economic Issues and CEPs

The Levelling up agenda will impact on our coastal communities. Our tourism, maritime, creative, sustainable fishing, food, renewable energy and environmental economies have the potential to be world leaders but need further support if they are to accomplish their potential.

There is a plethora of opportunities to connect across socio-economic and environmental policies in more ways than through ecosystem services. This urgently needs recognition and investment from the Government to help secure the future of the coast and generate both economic resilience and environmental sustainability through greater connectivity, economic diversity, and by restoring pride in our coastal identity as an island nation. One area where Coastal Communities could grow is in the Green Recovery Agenda, with the potential of new green job opportunities across the UK. Green jobs should be at the heart of the government's levelling up programme for some coastal communities. Those towns and smaller cities struggling most with unemployment before the pandemic will have the highest labour market risk as the economy opens up again. But their analysis shows these areas have the highest

potential for environmental improvements and marine developments are set to increase over the coming years in the race to Net Zero, therefore, the coast has the greatest opportunity for green jobs growth including associated training and recognition of the untapped wealth of transferable skills that can be learned through green industry and environmental projects. Sharing and developing *green skills* across the framework and associated organisations and projects would benefit all, allowing for supporting local coastal communities in upskilling and learning about their local marine environment.

This is a clear and urgent opportunity to improve the lives of the millions of coastal residents and the experience of the 248 million visitors who visit it each year, so a collaborative approach with partners from all coastal sectors is welcomed by the 3Cs NWG and OneCoast Coalition. As outlined above, a nested Coastal Plan could bring these together for meaningful delivery, which becomes possible when knowledge exchange builds relationships and capacity across sectors to understand and identify the benefits of working across socio-economic and environmental drivers - levelling up understanding across sectors for increased 'coastal and ocean' literacy.

CEPs can help coordinate relationship building within and between LEPs and LNPs to go beyond environmental enhancements through BNG and recognise the opportunity to support green blue economies with green/blue jobs and skills and support the former Coastal Community Teams to ensure local needs and ambitions can be realised whilst at the same time supporting environmental improvements.

6. Marine Natural Capital Ecosystems Assessment Programme

There is an opportunity through Defra's Marine Natural Capital and Ecosystem Assessment Programme (MNCEA) to support progression of understanding of the socio-economic benefits of coastal habitats. CEPs could be supported to gather local evidence to input into research projects and test and trial any proposed monitoring frameworks, e.g:

- Development of a framework for monitoring and indicators for socio-economic benefits of environmental work.
- Recreational values and indicators to monitor them.
- Investigations into quality of data, e.g. saltmarsh/seagrass coverage.
- Investigations into coordination, governance and decision making across the land/sea interface.
- Testing methods for identifying who the existing beneficiaries of marine natural capital are.
- Investigations into the links between environmental quality and ecosystem services to understand the return on investment e.g. the benefits/costs of MPAs/HMPAs.

7. Building on the Coastal Data Explorer

Good, accessible data underpins integrated delivery and collaboration through improving understanding of the environmental conditions of a coastal space. Coastal/marine data are hard to interpret without substantial technical skills and a lot of time to sift through different platforms. A core objective within the ReMeMaRe Strategy is to create a centralised resource for sharing all estuarine and coastal restoration and regeneration information, technical advice, best practice, learning experiences and data.

Building on the development of the Coastal Data Explorer developed under the Wholescape to Marine Management (WAMM) project, the [Catchment Based Approach \(CaBA\)](#) Data & Evidence Team undertook a coastal data platform review and conducted a snapshot survey with coastal practitioners through the North East Regional Demonstration Project. A platform for data access, collaboration, and the storage and editing of an online database of coastal nature-based solutions could be developed. A version of an Esri Hub would meet several needs, such as hosting a web map for coastal practitioners, developed from the Coastal Data Explorer. It would also provide a space to host guidance, and to

signpost data and resources e.g. the SMP Explorer. Furthermore, it could provide the option for users to add and manage coastal nature-based solutions, which will be important in unlocking green finance for coastal communities to become more climate resilient in their development. The ReMeMaRe Survey and the SE Demonstration project demonstrated that local stakeholders wanted to advocate for universal monitoring metrics across restoration projects which would allow comparison across the seascape to make it easier to understand the successes and failures of restoration techniques. The addition of other socio-economic data such as historic landfill sites and cultural and heritage data should also be incorporated into the Hub. The full report and recommendations can be seen in Appendix 10.

Objective 3:

Building capacity across framework delivery partners and wider sectors to enable multi-level governance and inclusive decision making

A Learning and Development Programme to build skills and thematic knowledge across and between sectors can level up understanding of each other's work and increase trust and accountability in decision making.

Competing demands across sectors leads to conflict and opposition. All sectors need a form of learning to build the cross-sectoral knowledge and shared understanding of the issues and challenges faced at the coast to 'level-up' stakeholder capacity for participating in collaborative processes. Productive and positive collaborations – and all this implies – are built on relationships of mutual understanding, trust and respect, which are supported by a common language and knowledge base. A Learning and Development Programme can help ensure the joined-up delivery and implementation of policies and programmes and to engender long-term systemic change.

Supporting Components and Processes

Learning and development is not just about hard or soft skills (e.g. facilitation techniques), but about levelling up understanding across sectors about their areas of work and statutory/non statutory responsibilities, to provide the learnings and approaches needed to allow for the benefits of collaborative working to be fully realised.

These additional skills, learnings, and approaches are key to enabling delivery across all of the framework objectives. We see the capacity building objective being met through three strands of focus:

1. Thematic and Institutional Learning
2. The CPN Learning & Development Programme,
3. The Marine CoLABoration Community of Practice & The Compass Course.

The National Framework will:

- Build thematic learning opportunities, including leveraging best practice approaches to engaging the next generation of coastal champions.
- Develop the CPN Learning and Development Framework as a key component of capacity-building.
- Provide opportunities for stakeholders to engage with and benefit from the Marine CoLABoration tool kits, processes and community of practitioners.

Action Plan to deliver this Objective:

1. Thematic and Institutional Learning

- Develop a Thematic Learning framework to underpin consistent delivery around the coast.
- Examine, trial and apply best practice in engaging future coastal champions.
- Establish strong links between thematic learning and the CPN Learning and Development Programme.
- Build on the coastal governance mapping planned through Objectives 1 & 2 to provide a comprehensive picture of current work and responsibilities, alongside expertise and approaches used. Highlight the overlaps or continuities of work, to help with the design of a thematic learning programme.

- The design and launch of a cross-sector learning programme, containing, for example:
 - A series of webinars with NEF on understanding and applying community-led economic plans.
 - The development of Net Gain expertise to increase opportunities to collaborate with the private sector
- Encourage cascading and transfer of knowledge within organisations to initiate cultural change in favour of collaboration.

Objective Rationale

1. Thematic Learning - Across Sectors and Borders

Thematic learning will enable coastal and marine practitioners to share, improve, and promote their work so opportunities to support, assist, or collaborate can be identified and leveraged.

To achieve coordinated coastal management and support collaboration and integrated delivery, there is a need for the levelling up of understanding between organisations and across sectors, so we fully understand each other's work, expertise and approaches and crucially align how we talk about key areas for integrated delivery (e.g. Nature Based Solutions (NBS)).

This 'thematic learning' will be focused on improving collective understanding of coastal governance - understanding 'who does what where', for transparency of process, responsibility, and to identify opportunities to provide capacity to support. Coastal governance mapping would provide a comprehensive picture of current work and responsibilities, alongside expertise and approaches used. This could be used to highlight the overlaps or complementary work, where thematic learning could be beneficial. For example, developing sector-led technical guidance on NBS as part of flood defence and alleviation schemes for Local Authorities could help to open mindsets and support in these solutions over the long term would accelerate coastal resilience. CEPs have identified a need to develop Net Gain expertise in order to collaborate with the private sector and so, similarly, an exchange of expertise and development of technical guidance through the NFCC would be mutually beneficial when Biodiversity Net gain becomes mandatory. CEP Officers also have a key role to play in building capacity within other sectors so they can understand what CEPs can do to support their messaging and/or delivery.

The NFCC will also explore and apply best practice approaches to engaging the next generation of coastal champions. For example, some coastal groups are looking to develop an educational STEM offer to demonstrate that the opportunities that a career within FCERM can be very rewarding. Similarly, CEPs need to attract future CEP Officers and ensure that a career in CEPs is attractive and viable.

This cross-sectoral capacity building will also extend the learning from emerging CPN Learning and Development programmes, including the Marine CoLABoration initiated Compass Programme which seeks to build capacity in adapting and using CoLAB tools such as systems change analysis and taking a values-based approach to communications (see below). The associated CoLAB Community of Practice offers a space for interested individuals and sectors to come together for peer-to-peer learning and knowledge exchange and provides a platform for establishing connections and initiating collaborations. These are 'open door' programmes and will be extended to all who engage with or work through the NFCC, including those who may be unlikely to engage in the community of practice format, e.g. government agencies (Defra, EA, MMO, NE), local authorities, and the private sector. This will help to highlight the importance of values-based collaboration to a wider range of sectors, alongside the increased number of CEPs that will be reached through the CPN Learning & Development Programme.

2. From Individual to Institution: Collaboration for Cultural Change

Understanding each other's work, through thematic learning, will enable us to explore our continuities, overlaps, and the discrepancies in our approaches. This will help to highlight where collaboration would be possible and beneficial in aiding delivery.

Enabling this collaboration will likely, however, require a cultural shift within some organisations. As described in earlier objective sections, there are some institutional and statutory barriers to collaboration which are unlikely to change. These barriers can be tackled through individuals taking their learning within the NFCC back into their organisations, sharing with colleagues, and ultimately embedding it within their organisational practice. The NFCC can support this alongside an institutional process where new colleagues are inducted into the collaborative culture and ways of working. With this long-term approach, it may be possible to overcome key institutional blockers to collaboration.

For example, collaborative working with Local Authorities can sometimes be challenging due to their restricted time and resources to engage with processes outside of their statutory responsibilities and duties. With leadership through the LGA Coastal SIG and support through the NFCC, we can help local CEPs and other sectors engage with their Local Authorities in any way that works for them. This must be led by local needs and challenges respecting the diversity of coastal places and communities and learning from CEPs who have strong collaborative relationships with their Local Authorities.

Similarly, working with the CGN, local CGs and CaBA to unlock collaborative effort and funding with the Regional Flood and Coastal Committees (RFCCs) is a key area needed to join up across catchment to coast. The RFCCs appear more focussed on inland activity (e.g, Natural Flood Management) and there are parallels with NBS downstream and opportunities for downstream interventions close to or across the land-sea interface that could be realised through sectoral learning.

3. CPN Learning & Development Programme

The CPN Learning and Development Programme (LDP) is a learning exchange network that will support the training and development of CEP staff. It will enable the reciprocal circulation of key learning through sharing and absorbing skills and expertise, leading to development in key areas of identified need. It is one of the three delivery strands in the [CPN Business Plan](#).

CEPs represent the memory and knowledge base for local coastal issues and are respected locally for their breadth and depth of knowledge, network reach and relationship management.

Whilst they share their experience willingly with each other for the benefit of the coast, CEPs have no formal training or professional development route, and many do not have the budget to provide professional development to their staff. Therefore, gaining skills, attracting and retaining new talent and easily communicating their professional skills to others is very difficult.

CPN is a founding member of the [Marine CoLABoration](#) and is leading on the establishment of a Community of Practice and a structured modular learning programme, Compass, for organisations interested in learning how to use the tools developed by the Marine CoLABoration. This includes:

- **Foundations** (covering core CoLAB knowledge such as the fundamentals of collaboration, values and systems approaches),
- **Systems Approaches** (including Horizon Scanning),

- **Values Based Communications**

CEPs and ALB officers undertook the trial programme with CPN in 2021 to great success. This has led to the CPN and EA working on using the system change tools to plan and deliver the ReMeMaRe National Action Plan workshop together later in 2022, demonstrating how these tools can be adapted for CEP and partner's everyday work. For a synopsis of the CPN's planned approach and opportunities that would benefit the NFCC see Appendix 11.

Objective 4:

Streamline communications across the complex myriad coastal messages and across sectors

A Coastal Hub, co-developed assets and a commonly agreed language to enable clearer communication within sectors and with the general public.

Effective communications underpin successful delivery of the framework; building a central information resource to underpin consistency and accuracy of messaging will be essential. Communications bolster collaboration, playing a key role in creating a clear sense of the coordination and joint action that is central to the framework: as information flows smoothly and is well-communicated between partners, barriers to effective collaboration are reduced. In so doing, communications can also help to enshrine a sense of the value of the framework / network and its outputs for both internal audiences (those engaged in delivery) and external audiences (those to whom 'asks' will be made regarding policy development and funding). In this way, communications will play a dual role: 1) direct provision of tools and outputs and 2) underpinning a collaborative and participatory structure for delivery of the framework through nurturing local social capital.

Supporting Components and Processes

The NFCC provides a unique opportunity to develop a high level of consistency and competence in communications across the coast, delivered through the professional capabilities of Coastal and Estuary Partners staff. Establishing a clear baseline of best practice through a Communications Strategy, supported by clear capacity-building within the Learning and Development Framework outlined in [Objective 3](#) provides the structure on which to build the communications needs identified by the NWG.

The National Framework will:

- Develop a one-stop, common-access 'hub' for coastal issues, policies, formal resources and more informal knowledge exchange - A Coastal Hub.
- Build capacity through training in communications across the partners engaged in delivery of the framework.
- Develop a suite of tools, toolkits and templates, co-designed with CCGG to ensure practicality and applicability, and then rolled-out across framework actors to promote consistency and fluency of communication.
- Develop a clear communications strategy for delivery of the framework.
- Communications activity should be appropriately staffed - with dedicated personnel provided in the form of a Communications Manager and/or Coordinator.

Action Plan to deliver this Objective:

- Co-design, develop and launch a Coastal Hub.
- Develop a communications training programme.
- Develop communications assets.
- Develop a communications strategy.
- Recruit a Communications Manager and Coordinator.

Objective Rationale

Feedback from NWG workshops identified good communications as being the primary underpinning component of effective coordination. It was understood that, in the context of developing and delivering against a meaningful national framework for coastal coordination, it would be impossible to de-couple the two workstreams: strong coordination will rely on good communications, and the effectiveness of communications tools and approaches will need to be informed by coordinators / staff / framework partners with a clear view of the governance, policy landscape, delivery mechanisms and key narratives of the coastal arena in the UK.

Key Deliverables

A number of key deliverables for communications were identified through the course of workshop discussions, all of which fit under an overarching aim of: **streamlining communications across the complex, myriad coastal messages and across sectors - enabling and strengthening coordination of the framework.**

1. **Develop a one-stop, common-access 'hub' for coastal issues, policies, formal resources and more informal knowledge exchange - A Coastal Hub.**

An online hub is envisioned, drawing together information on activities at, or relevant to, the coast and associated policies in one place, accessible publicly and by all partners. The hub would require detailed specification development and scoping, including interview and stakeholder engagement to ensure all relevant sources of information are captured within what is foreseen to be an interactive and evolving 'user experience' (UX).

As an example of the kind of resources this hub would house, participants proposed content such as: primers and links to all relevant policy consultations (and consultation findings); a resource library including research and project summaries, policy briefings and other tools from coastal engagement work across the UK and; knowledge-exchange or networking functionality to connect coastal actors with others with expertise or experience in specific areas. It would also link to the Coastal Data Hub, recommended in Objective 2 and provide a gateway into existing monitoring programme websites (e.g. the SMP Explorer and FCERM delivery information).

2. **Build capacity through training in communications across the partners engaged in delivery of the framework.**

Delivery of the national framework will bring together many organisations, groups, networks, stakeholder-types and individuals. Within this diverse set of players, there will be huge variation in comms capacity, comms resourcing and approaches. Developing practical training on the 'signature' or common approaches to communicating to be deployed within the network of partners will bring value and benefit to all involved. It will also help strengthen the use and impact of comms tools developed alongside framework delivery.

To note, further co-design workshops may be required ahead of training delivery to facilitate a unified vision of i) comms approaches and ii) specific comms tools required.

In brief, training packages could include options such as (but not limited to):

- **Values-based communications methods** - in development as an approach to CEPs' communications and with potential to be used more broadly to connect all stakeholders to intrinsic value in coastal, estuarine and other environments
- **Accessible language use and tone** - reflecting commentary in some early workshops that similar training has been of value to some project partners previously, and acknowledging the highly technical nature of the subject area the framework covers
- **Communications tools and approaches** - specific training on use of tools and resources developed to support the framework
- **Packaging information for policy** - specific training on communications approaches and structures best-placed to share messages and asks with policy officials.

3. **Develop a suite of tools, toolkits and templates, co-designed with CCGG to ensure practicality and applicability, and then rolled-out across framework actors to promote consistency and fluency of communication.**

A suite of directly applicable and practical communications tools should be developed to facilitate consistency of communication across the framework delivery group, to provide useful and practical resources, and to build capacity amongst delivery partners,

Ensuring these speak to both the practical and thematic needs of the network of partners (eg. tools for social media are supplied, as are tools specific to the communication of issues around flooding), they should provide a template and guidance for meeting the core aims of the national framework. For example, a template could be developed for partners to communicate progress and achievements, supporting delivery of the framework's objective for systematic review and evaluation, or case study communication guidance could be developed to support partners in sharing on-the-ground policy implementation experience with key decision-makers.

Specific guidance on common use of language and terminology across the framework partners could also be supplied - based around capacity-building training and agreed approaches to language use as a consortium / network. A key consideration in this area was seen as being the 'boiling down' of complexity - or ability to convey complex, technical messages pertaining to coastal environmental issues in an impactful and accessible way.

In addition to guides and tools for partners engaged in delivering information bottom-upwards to government, it was foreseen that the framework could develop its own guides to help government in their own work - by providing methods for appropriate regional and local translation / tailoring of policy messages and issues.

Much of this co-learning may be achieved through the development / provision of on-the-ground case study examples from, e.g. local CEPs 'up' to government. Iterative, collaborative working to learn from policy case studies at the local level and establish guidance for government in its own communication could be an ambition of dedicated comms staff attached to the network (see recommendation 5).

4. **Develop a clear communications strategy for delivery of the framework.**

In order to address the complexity of the communications streams - and the different communications relationships held within the framework - this may well be best delivered as several documents / strategies:

- In the first instance, a '**memorandum of understanding**' or Terms of Reference-style communications strategy should be developed between the network of delivery partners and the end users of the framework (government) to ensure common understanding and provide a clear basis for the 'two-way channel' of communication envisaged by the framework. This brief document should detail specific tools and approaches for government to share information with framework delivery partners and receive information in response. It should also clearly delineate any necessary information around the cross-UK nature of the framework, covering salient points around liaison and engagement with Devolved Administrations.
- Building upon this, a **communications strategy** document for use by dedicated staff within the framework delivery network (see recommendation 5 below) should include further detail and a timeline for deliverables. It should be developed in a way such that it can be interpreted and understood by all framework partners, with content (eg. boilerplate text about the nature of the framework, a framework vision statement etc) that can be directly replicated by partner / network organisations in their own communications materials.
- Within this strategy, **communication pathways and contacts** for delivery of the framework should be clearly mapped, using visual tools such as infographics, to ensure a common understanding of information flow across the network of partners. These visual tools should clearly show how the 'two-way channel' of information will work - with government bodies benefitting from bottom-up insights and expertise from across the network of framework delivery partners (as recipients), and equally able to disseminate information outwards, into the network, for distribution.
- Within this more detailed strategy, a **communications ToR** solely between framework partners may be valuable - agreeing protocols for signposting information and driving communications traffic, e.g. to the Coastal Hub as a primary resource for all actors. This may alternatively be accomplished through an agreed, specific amendment to each organisation's own communications strategies or ToRs.

The communications strategy will be a living document - in part because developing communications processes across the complex array of partners engaged will be an interactive, collaborative process. Furthermore, as the policy landscape affecting the UK coast evolves and changes, and new priorities emerge, the communications strategy will need to adapt in sync. In order to ensure the central document isn't continually re-visited by communications staff, a broad approach is recommended for the initial strategy - setting out approaches to comms actions and core messages, rather than specific activities for each possible deliverable. Regular reviews of the policy landscape and the functioning of the framework can then lead to additional annexes or mini strategies, to be developed with and circulated to partners in order to address specific issues.

The comms strategy will list the tools, toolkits and guides referred to above - providing details for their applicability and use. This will include sign-posting any guidance to / a toolkit for standardisation of language across sectors. Any further general information on language tone or risks around language use can be specifically delineated in the strategy.

6. Communications activity should be appropriately staffed - with dedicated personnel provided in the form of a Communications Manager and / or Coordinator.

The complexity of delivery mentioned above, the scale of the challenges faced by the coastal environment and coastal communities, and the variety of themes, messages and case study examples to be conveyed within the delivery of the framework all point to the need for dedicated staffing resource. Ideally a Communications Manager would hold and oversee delivery of an integrated communications strategy, with support in production of materials from a Communications Coordinator.

Objective 5:

Improve evaluation of Partnership working to attract blended investment and grow Partnership working across sectors

Build on the pilot evaluation and develop a monitoring tool for CEPs to evidence return on investment in the social and knowledge capital that leads to multiple benefits for natural and economic capital.

CPN have found that knowledge and understanding of CEPs varies substantially across the country, between sectors and at the local and national level. As well as better definition of CEPs purpose, type and scale of working, evidence is needed to better communicate what they do and their value. As part of the CPN 3Cs project, an evaluation strand sought to:

- Demonstrate value for money to local partners and central government
- Develop metrics associated with partnership working
- Demonstrate CEP role in supporting legislative/policy targets
- Evidence the potential of value for money for private investors
- Evidence impact of social capital/value associated with the CEP itself and the host body/officer
- Evidence knowledge exchange (for increasing social and natural capital)
- Inform future actions for CPN to increase beneficial exchanges between partnership officers¹

Supporting processes and components

The Catchment Based Approach (CaBA) has been supported by Defra through the EA for a decade and has been able to evidence the value of central government investment alongside local partners' contributions. It provides a model of how CEPs could demonstrate their value. For the purposes of the CPN 3Cs project, a small working group was therefore established, involving advisors to CPN and CaBA to identify evaluation needs, options and undertake a pilot survey and workshop with CEP officers and 3Cs project leads.

The National Framework will:

Develop an **Evaluation Plan** to enable delivery of Objective 5 in response to the Recommendations articulated in the [Objective Rationale](#) below. This would be comprised of three key steps to deliver on the recommendations:

- Thematic focus groups and interviews with CEPs to improve understanding of key areas and co-develop evaluation scope and indicators.
- Project evaluation tool development to build on existing monitoring and evaluation and support consistency in reporting.
- Annual return to be developed subsequent to developing the groundwork in the first two steps.

Additionally, self-evaluation at CEP level is encouraged to support organisational maturity.

¹ Examples could include CEP profiles, thematic discussion forums, showcasing CEP success stories, problems and lessons learning, partner search for collaborative projects and funding, and an interactive, digital networking platform.

This comprehensive evaluation plan is recommended to demonstrate and evidence the crucial role of CEPs in coastal coordination. The reports conclude with a call for adequate resourcing to deliver on this plan and develop the network of CEPs.

Action Plan to deliver this Objective

- Develop an Evaluation Plan:
 - Investment of time and resource to co-design the scope and boundaries of evaluation with CEP officers which fits with a typology for the CPN (building on the audit work).
 - Building on past research and reporting, CPN will design a framework for monitoring and evaluation based on common purposes and services.
 - Investigate how the purposes and services of CEPs intersect with government departmental priorities (see Objective 2).
 - Gain insight into how capacity to deliver is related to CEP funders, funding capacity, and activities based on CEP typology.
 - Co-develop a glossary of shared terminology with CEPs to enable quicker and more reliable evaluation data to be collected.
 - Support CEPs to develop stakeholder mapping and analysis of stakeholder engagement activity across their geographical extent (see Objectives 1 & 2).
 - Engage social capital expertise to gain understanding of existing dialogue challenges and design evaluation methods to indicate collaborative governance performance (see New Economics Foundation report in Appendix 12).
 - CPN to work with CEPs to explore financial capital impact and how CEPs could develop strategies for growth in financial security (see Objective 6 and framework delivery).
 - Invest time in learning about existing CEP monitoring and evaluation processes at both project and whole-CEP level. Use this learning to inform a process which will reflect existing practice and maximise accessibility towards an evaluation tool for all CEPs.
 - Identify a strategy for monitoring the engagement of CEP partners, stakeholders, service users and other relevant groups (see Objectives 2 & 4), to evaluate their changes in attitude or behaviour.
 - Identify shared benefits of impact evaluation and pilot methods for evidencing Impacts within single or multiple sustainability pillars/capitals.

Work with CEPs to review the Theory of Change and provide clarity, test assumptions, and recognise CEPs explicitly.

Objective Rationale

1. CPN Evaluation Group

Trends in the formation and capacity for ongoing CEP activity have been poorly recorded over the past three decades. Evidence of their performance exists in occasionally published sources such as the Financial Benefits of Working in Partnership for the Coast (Entec, 2008); CPN Baseline Report for the MMO (2013); and the unpublished CPN ten-year review (based on Stojanovic and Barker, 2008). At times, the CPN's work has reached into Defra and public bodies, but the evidence of their work has not led to general understanding or recognition of the value and benefits that CEPs bring. Their local and national impact through supporting services to help deliver statutory and non-statutory objectives, requires better evidencing. This is crucial to maximising their local value and justifying investment in a national framework (supported by CPN).

In response, the CPN established an evaluation working group, including:

- Natasha Bradshaw (CPN Steering Group)
- Nick Palin (Westcountry Rivers Trust) for background experience of developing the monitoring tool for CaBA.
- Pamela Buchan (a consultant with expertise in evaluation research)

The working group collaborated with the New Economics Foundation who specialise in socio-economic evaluation, and Eunomia consultants who were employed by the Environment Agency to evaluate the ‘Championing Coastal Coordination’ programme.

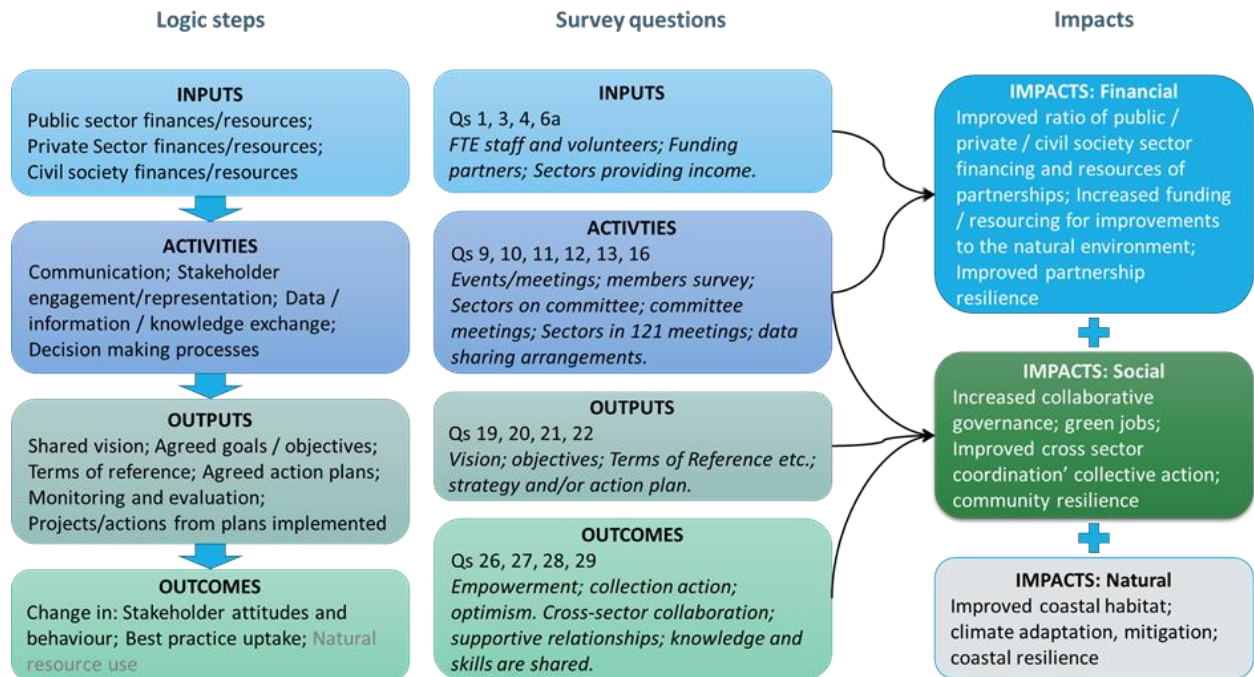
The overall aim of the working group was to identify an approach to monitoring and evaluation which would enable the CPN to demonstrate the value of Coastal and Estuary Partnerships to a wide range of local partners and national bodies interested in their role. Within the short-term 3Cs project, it was possible to discuss options and trial an approach with a small pilot group of Coastal and Estuary Partnership officers and 3Cs pilot project leads. The working group and collaborators shared expertise and perspectives, from which the working group formulated the recommendations shown below.

Consideration was given to the unique selling points of CEPs and based on previous work the following purposes and services were identified. These will require further verification with CEP officers as part of agreeing a CPN typology.

CEP purposes and services	
Recreation and tourism	Workshop facilitation
Business, commerce and sustainability	Fundraising
Environmental management / conservation	Community engagement
Coastal protection/defence/realignment	Consensus building
Assist agencies / authorities	Honest broker
Influence policy / legislation	Broad consultative forum
Statutory requirements	Interdisciplinary project development and delivery
Drive partnership approach (integration, coordination, cooperation, ICZM)	

The evaluation team investigated the value of developing a Theory of Change of Coastal and Estuary Partnerships. In discussion with Eunomia, the Theory of Change being used for the EA 3Cs evaluation –

which closely mirrored that of CaBA – was adopted for a pilot survey with the logic steps, survey questions and anticipated impacts illustrated below.



Based on the previous evaluations and time available to design and pilot the survey, it was determined that the most effective pilot would cover the 'Inputs', 'Activities', and 'Outputs' logic steps, and touch on 'Outcomes', with a view to producing evidence towards 'Enhanced Social Capital'. Enhanced Social Capital is an important impact from coastal collaboration and includes the four key areas of the Wholescapes Approach to Marine Management (WAMM): Information exchange; Coordination (management); Co-operation (projects); and Co-creation/co-delivery. The rationale for this focus was that the Coastal and Estuary Partnership and 3Cs Project leads would be more likely to have access to the relevant data for these elements of the Theory of Change in the time scale of the 3Cs project.

Findings have been summarised as follows:

- Human and financial resource inputs to CEPs are challenging to measure due to a wide variety in funding sources and funding partners, considerable in-kind and voluntary support, and a wide variety of relationships across public, private and civil society sectors. For many CEPs there is a dominance of public sector funding, but financial precarity and short-termism create capacity challenges for many CEPs.
- Core steering groups overseeing CEPs are dominated by public sector organisations, but this reflects certain types of CEP based on statutory responsibilities. Gaps in sector engagement were typically private. There are a range of models in place for sharing knowledge and data, and CEPs learn from one another through networks, events and collaborations. CEPs are local leaders, often asked for help with local issues, with their role as a neutral broker valued for conflict resolution.
- CEPs mostly have established organisational plans and strategies, influenced by the type of the CEP and any statutory functions they support. CEP strategies tend to prioritise objectives which can be considered as social or natural capital impacts. Monitoring and evaluation tends to be at project-level, with a more varied approach towards organisational review. Capacity, fundraising and local tensions were noted as important considerations for delivery planning.

- CEPs were considered responsible for increases in community empowerment, coastal optimism and particularly working together for impact. Likewise, there are perceived increases in cross-sector collaboration, knowledge/skills sharing, and supportive relationships across sectors since the establishment of CEPs. There may be a larger focus on natural capital impacts than recognising social including knowledge capital, and least focus on financial capital impacts.

The full results of the pilot survey and participant feedback from the workshop are detailed in the full report of findings and recommendations in the report in Appendix 13.

2. Evaluating and valuing the social capital of Coastal and Estuary Partnerships

There exist many definitions for ‘social capital’, but all focus around themes of social cohesion, relationships, solidarity, trust, cooperation, and sense of community. Given the scope of stakeholders that each CEP impacts is both diverse and wide-ranging, an evaluation framework that defines a standardised list of key stakeholders will prove challenging. However, to properly evaluate impact, efforts should be made to develop a structured means of identifying who is impacted. One approach would be to use the range of organisations and stakeholders who are partners involved with CEPs as ‘representative’ of the coastal community.

The 3Cs initiative logic model Theory of Change (ToC) describes Outcomes and Enhanced Social Capital components in its change pathway of the 3Cs programme. Under each of these components are the following outcomes:

Outcomes

- Change in stakeholder attitudes
- Change in stakeholder behaviours
- Increased best practice uptake
- Changes in natural resource use

Enhanced Social Capital

- Increased collaborative governance
- Improved cross-sector coordination
- Improved collective action
- Increased green jobs
- Improved community resilience

Enhanced Social Capital sits next to Natural and Financial Capital under Impact, with Outcomes feeding into Impact (which could also be termed long-term outcomes resulting from changes in stakeholder attitudes, behaviours, practices and resource use). The activities and outputs of the CEPs change coastal stakeholder attitudes/behaviour, resulting in a better environment, better partnerships and stronger communities. The ToC does not identify the key stakeholders these changes focus upon, but broadly can be described as coastal stakeholders/community as described above. The outcomes presented in these two components act as a foundation for an evaluation framework to measure social capital.

For the purposes of CEP evaluation, NEF recommend basing indicator questions around the Office for National Statistics (ONS) indicators for social capital and adapting these to the CEP context. These indicators are developed within a UK context, with likely familiarity from funders and commissioners. Furthermore, by using the ONS indicators as a foundation, there are potential opportunities for benchmarking (acknowledging that adaptation of indicators might make comparison not possible in some

instances). NEF identified examples of the type of adapted indicators that could be used to measure some of the key social capital outcomes (see Appendix 12). This could lead to social outcomes that explicitly illustrate the role of CEPs in supporting relationships, sense of belonging, empowerment and collective action.

Many CEPs seemed unsure of exactly what was meant by social capital/outcomes and subsequently how it might be measured. There was a broad understanding of the importance of 'soft outcomes', but uncertainty around how they would integrate this into their project monitoring. Making an effort for CEPs to understand social capital outcomes and the importance of demonstrating how they contribute to these outcomes is a necessary step as part of any future evaluation approach. Without their buy-in, establishing the necessary monitoring and evaluation protocols (e.g., surveying members, observing member activity) becomes difficult. Training sessions or involving CEPs in the development of the evaluation process, such as a co-designed ToC workshop, is one approach to encourage future buy-in.

Social capital (e.g., collaboration, trust, networks etc.) stands at the heart of what CEPs are aiming to achieve, bringing together stakeholders to achieve better outcomes, either environmentally, socially or economically for the wider coastal community. As such, it is important to evaluate the type and extent of changes in social capital outcomes. When it comes to valuing social capital changes, given the difficulty of valuing elements of social capital, the best approach is to explore how social capital contributes to wider social outcomes, through measuring changes in those outcomes and then determining the level of attribution to CEPs. Specific recommendations from the New Economics Foundation for social capital evaluation are provided in Appendix 12.

The evaluation working group proposed the twelve recommendations under the Objective above to develop a fully operational monitoring and evaluation tool for CEPs. It is envisaged that this would be achievable during the three-year development phase of the CCGG.

Objective 6:

Enable long term systemic change through providing evidence to shape future coastal governance

A new national framework will fill a much-needed leadership gap, providing the mechanism to generate and feed local and national experiential and integrated evidence, research and case studies into advocacy groups to help review, shape and shift future coastal policy.

Unified voices inform policy and drive positive change. Such a voice has been missing for coastal sectors and, in response, the CPN established OneCoast to bring together key stakeholders seeking to promote a strategic approach to coastal management in the UK.

The [OneCoast](#) coalition was formed to provide a unified coastal voice across sectors with a coastal interest and connect across socio-economic and environmental policies, to demonstrate the intersectionality of issues and the opportunities to bring about wider benefits for coastal communities and environments when delivered in an integrated way. The cross-sector Steering Group is currently formed of the CPN, LGA Coastal SIG, CCA and NCTA with support from NEF.

The coalition represents:

- 56 local authorities, over 100 Coastal Community Teams
- Over 87 Coastal and Estuary Partnerships and wider initiatives
- 35 Coastal Destination Management Organisations
- Thousands of small businesses

It recognises, however, that there is room for growth to become a cross-sector group representing industry, the public sector, environment, commerce and national bodies, wishing to partner with Government to deliver change across the coast and support the levelling up agenda to build back better, increasing community and environmental resilience.

Action Plan to deliver this Objective:

There are some key areas where the Framework can support evidence building through local and national collaboration:

- Policy mapping to understand where policy gaps exist that could support an integrated and inclusive approach.
- Comprehensive governance mapping including institutions and key stakeholders to identify gaps/overlaps and opportunities for more efficient engagement and decision-making.
- A gap analysis on coastal local authority coverage in OneCoast.
- Engagement Plan for coastal local authorities.
- Local/regional perspectives and community voices inputting into the Coastal Inquiry.
- Local engagement to inform scoping the need for a national Coastal Strategy which would encapsulate the links between socio-economic and environmental policies.
- A Vision through a new national coastal strategy which will review the adequacy of existing coastal policy, planning and licensing, and mechanisms to support collaborative governance.

Objective Rationale

The capacity provided by the 3Cs project enabled a series of workshops and discussion sessions with the current Steering Group to determine their vision for the OneCoast Coalition and Coastal Communities All Party Parliamentary Group (APPG), which has been enhanced through a Meet and

Greet event with 70 cross-sector organisations to consider the remit of the group. This was further supported through a survey.

The OneCoast Meet and Greet and other stakeholder engagement has highlighted that not all Local Authorities are represented through the steering group members and yet this is vital to move OneCoast forwards. A gap analysis on coastal local authority coverage through the organisations within OneCoast is needed along with an elected member for each with a responsibility for coast to assist with local decision making and influencing national strategies and approaches.

Planning for the Coastal Inquiry 2022-23 has taken place through consultation with MPs, councils, governmental agencies and non-governmental organisations through focus sessions and the Meet and Greet event and survey. For the summary report of these including outcomes and emerging themes for the Coastal inquiry 2022/23, see Appendix 14 and 15. The outcomes reflect the discussions within the NWG and the recommendations for the Framework. We envision that the Framework can be a practical route for evidence to be collated from local CEPs, fed into the OneCoast Coalition for knowledge sharing and further synthesis, and then be submitted as evidence via the Coastal Communities All Party Parliamentary Group (which the CPN are co-secretariat) to shape future coastally relevant policy.

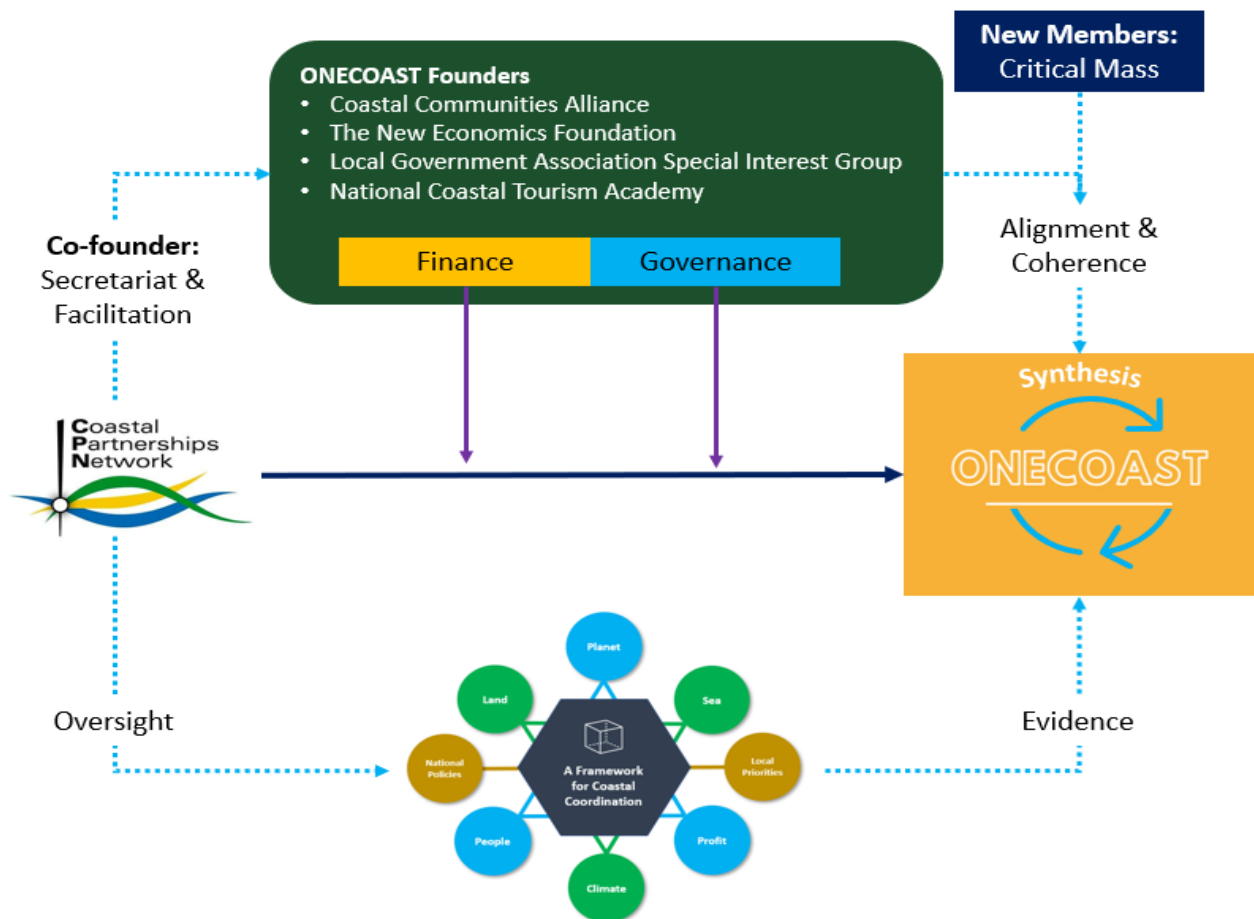


Fig. 8: Visualisation of the relationship between the CPN, NFCC and OneCoast

The relationship between these different groups is essential in underpinning systemic change for the coast. The outputs from the OneCoast Coalition will inform the Coastal Communities APPG and all associated dialogue. It is hoped that the NFCC, OneCoast and the CPN will, together, represent the central point of contact for those responsible for building evidence-based policies for the coast.

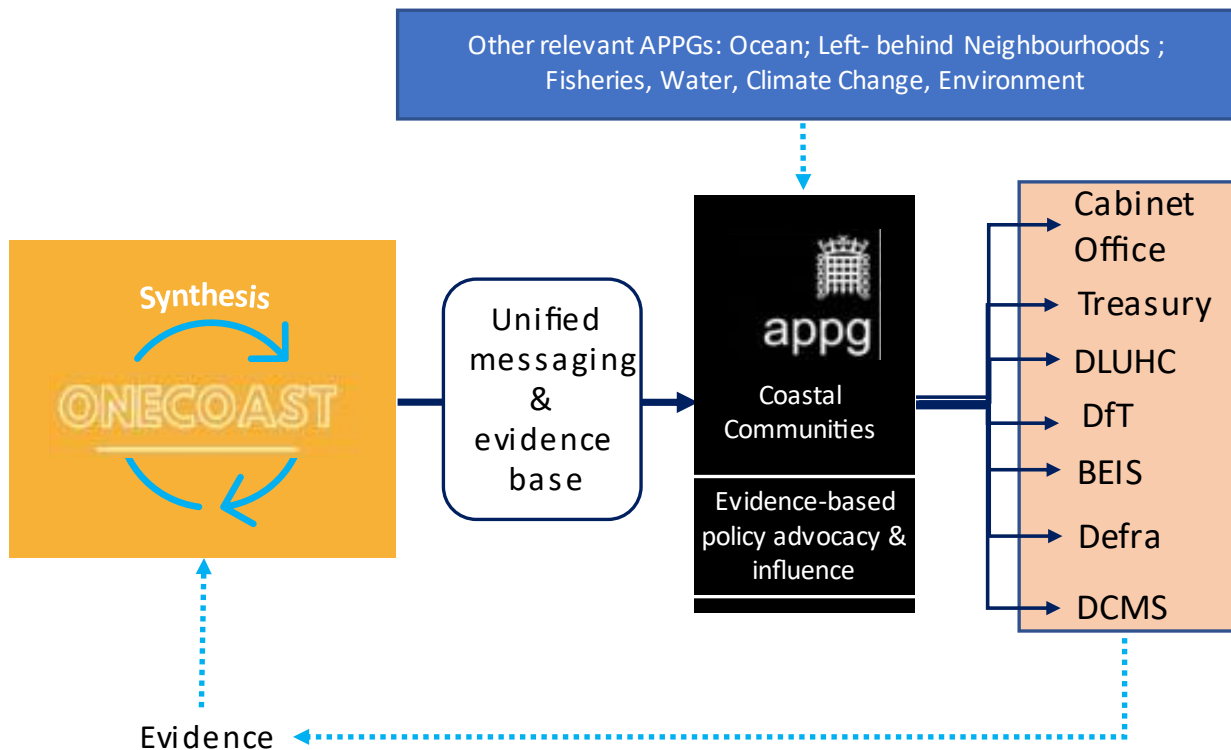


Fig.9: Visualisation of the pathway between OneCoast, the Coastal Communities APPG, other APPGs and the relevant Central Government Departments

‘OneCoast/One message - whilst coastal areas have their own unique characters there is a need for a coordinated voice / message to Government and partners about direction/need/vision’

‘Approaches are needed to Central Government and a heightened level of influence over coastal policy that eventually filters into law through EA, NE, HE etc’

‘There should be an integrated consistent message but with acceptance some organisations cannot align to certain agendas - either politically (no lobbying etc.) or practically but open dialogue where this is an issue is key’

5. Framework Delivery

5.1 Definition of the Framework

The framework will not be an entity in its own right nor be another layer of governance. It is simply a systematic approach, with resources for the CPN and CEPs to help all those with coastal interests and responsibilities to work better together through sharing information, streamlining communication and enabling coordinated or collaborative delivery of key strategies locally and nationally. This will bring cost efficiencies, support innovative approaches and more easily incorporate wider benefits for people and nature into our individual and collective work.

The CPN will remain its own entity and will seek financial support outside of framework delivery to deliver the [CPN Business Plan](#) that CEPs have told us they need and want. We exist to support CEPs in their local work and be a national platform for advocating the CEP approach. This support and our ambitions will not change. However, being the delivery vehicle for the Framework is mutually beneficial for CEPs and the wider public, private and civil sectors. There will inevitably be crossover between areas of the CPN Business Plan and the Framework Action Plan, but there will always be a need to support CEPs independently for professional development, support and knowledge exchange to ensure their future isn't dependent on the framework.

The Framework focuses on bringing the marine and coastal waters into terrestrial plans and planning to ensure that the coast is considered as more than the intertidal strip or the land adjacent to the water - this is the 'gap in the overlap' that needs addressing.

Catchment management already has a good framework that works well upstream - the Catchment Based Approach (CaBA). Coastal and catchment partnerships seek to work together to take a wholesale approach to the water environment. The CPN 3Cs South Demonstration Project partners currently work well with catchment colleagues with no need for an additional formal structure, this is very cost effective. Building these relationships helps to collate and share information on the water environment from source to sea. We recommend that coastal and catchment partnership officers have reciprocal agreements to attend each other's meetings to gain a whole water environment perspective on issues and share knowledge. We will build on the Wholescape Approach to Marine Management (WAMM), in which The Rivers Trust and CPN collaborated on a national scale, and River Trusts and a CEP collaborated together in a local pilot.

The Framework will continue to collaborate with CaBA:

- Through the CCGG with the Rivers Trust as Catchment Champion.
- Through the CaBA Estuaries and Coasts Working Group, which the CPN Chairs, to identify key areas that need further research or evidence in a catchment to coast approach, e.g. sediment flows or nitrate/phosphate pollution.
- To co-develop a mechanism for the other CaBA Working Groups to be able to link into the Estuaries and Coasts Working Group and/or Framework for efficiency.
- To support the emerging collaborations between Catchment Partnerships and CEPs all around England through joint knowledge exchange.
- To build on the Coastal Data Explorer as per the recommendations.

We will work closely with Defra and its Arms Length Bodies - the EA, MMO, NE, Cefas, JNCC and the AIFCA nationally and support, where needed, collaboration locally with regional teams.

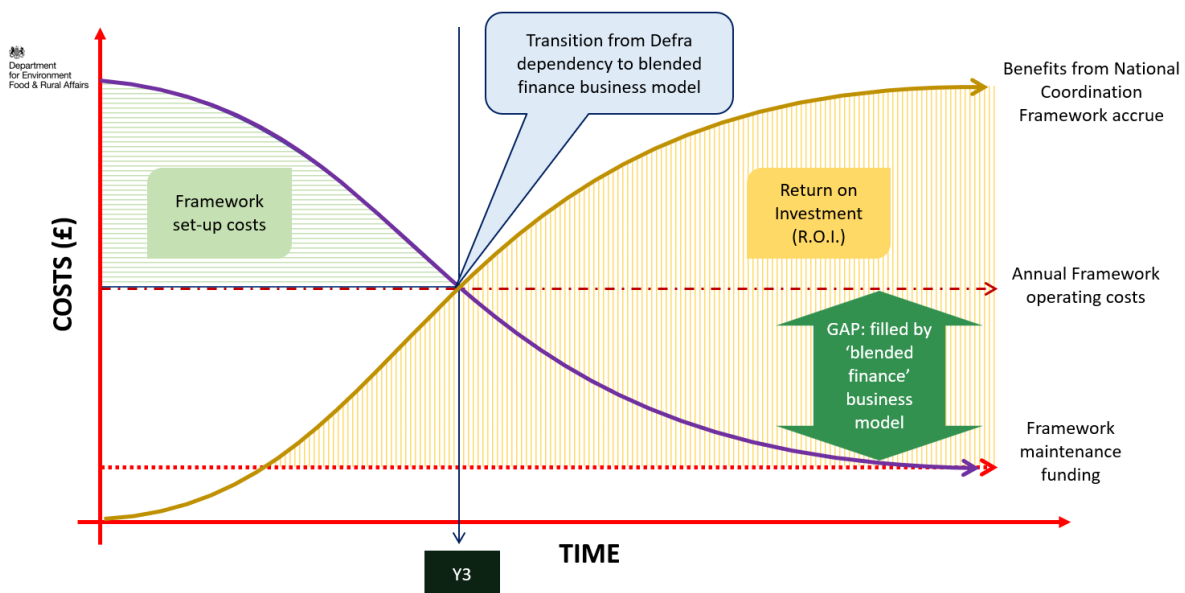
5.2 Ways of working

Collaborative processes for governance and meetings will need to be established to ensure all can participate fully and inclusively. This will be supported through the Coastal Hub and collaborative tools detailed in Objective 3, such as central CCGG resources including contacts, annual calendar of events and key dates, key messages and collaborative events programme across sectors, communities and borders. There will also need to be some formal structures set up to enable collaboration and delivery, including Terms of Reference and MoUs for the members of the CCGG and with collaborators, e.g. CaBA and ALBs. This will be to clarify roles and responsibilities and avoid any duplication of effort. The Framework will support, not replace, any organisation's function. Where needed, formal inclusion of the CPN and CEPs as delivery partners on institutional frameworks may be necessary for key areas of communications or delivery work, e.g. EA Frameworks.

5.3 Timescale and funding strategy for delivery

To establish the Framework and enable sustained collaboration on this scale, we will need time to develop the assets and platforms, fill the gaps in our knowledge and welcome more sectors to the CCGG. We believe a 10-year timeframe to understand our impact and measure our success will be necessary:

- **Phase 1: Years 1-3:** Development and establishment of the CCGG, assets and platforms (e.g. the Coastal Hub, Coastal Data Hub, Communications Strategy, branding process for naming the Framework), recruitment of staff needed to manage and deliver the Framework, establishing the evaluation tool to showcase Return on Investment and establishing the Framework supported work packages of the CEPs.
- **Phase 2: Years 4-10:** Working through the Framework, evaluating our work locally and nationally, delivering against the Action Plan and Strategy, attracting blended investment.



We recommend that central government seed fund the Framework in Years 1-3 to enable its development and establishment. In preparing the budget, the NWG highlighted the need to:

- Influence funding mechanisms to support integrated and inclusive coordination and collaboration. Funding streams need to be integrated across environmental and socio-economic policy at a central level, not driven by one policy.

- Advocate that central government investment needs to reflect the mix of strategies across land and sea with combined funding from national departments and agencies, and criteria that spans socio-economic and environmental drivers.
- Advocate for the same integrated approach to funding with cross-border collaborations between England, Scotland, Wales and Northern Ireland for an integrated approach to funding across all UK countries.

We will seek to support Defra in communications across departments via the OneCoast Coalition and Coastal Communities APPG to attract funding to recognise the cross-cutting policy focus of the coordination and delivery enabled through the Framework.

The recommended NFCC budget is: see pdfs submitted with the proposal for detailed breakdown of the following rationale:

- The CPN will need dedicated staff to deliver the development and ongoing delivery of the framework:
 - Leadership to oversee the development of the framework, the areas of research to fill gaps in knowledge and the establishment and strategic relationship management of the CCGG and recruitment of personnel into the other framework delivery roles. The time covered in Yrs 1-3 is 1FTE reducing to 0.4FTE in Yrs 4-10, split across two people.
 - Framework Manager, 1FTE, to be recruited in Yr 1 and maintained throughout.
 - Communications Manager, 1FTE, to be recruited in Yr 2 and maintained throughout
 - Learning and Development Manager, 1FTE, to be maintained throughout building on existing funded CPN streams
 - Overheads of 20% of staff costs to support the CPN financial management and line management of the team
- CEPs will need to be supported from Yr 1 to help shape the research and develop the framework as well as conduct local delivery and consultation. The budget lines have been calculated as £20K per year for up to 50 CEPs. However, its is envisaged that this be a flexible pot of money that can be 'bid into' on a need's basis, adding value and supporting need where it is needed most. An application process and criteria assessment will be developed in Yr 1.
- The CCGG will need travel and subsistence expenses covered for meeting face to face and framework events
- Asset development will be a higher up-front cost in Yrs 1-3 to establish the Coastal Hub and Coastal Data Hub in consultation with the CCGG, CEPs and associated networks. Costs significantly reduce for annual maintenance and technical support from Yr 4 onwards.
- Consultancy costs are included in Yrs 1-3 to allow for expert support on research to fill gaps in knowledge and professional facilitation to assist on setting up the governance of the CCGG. From Yr 4 onwards only a nominal amount is included for professional facilitation to account for any conflict management needs.
- Consumables include a nominal annual amount for travel and subsistence of framework delivery staff and equipment necessary to support them in their work. This also includes a small budget for any materials that may be needed for engagement such as software licences

5.4 How Will We Know We Have Succeeded?

In addition to developing an evaluation tool for CEPs and the CPN, we will also develop a robust monitoring, reporting and evaluation framework for the NFCC to track our own ROI and impact across sectors.

ACKNOWLEDGEMENT

The lead author of this report was Amy Pryor (Chair, Coastal Partnerships Network and Technical Director of project lead Thames Estuary Partnership) with input and review by Jim Masters, Natasha Bradshaw and Alice Watts. Contributions were gratefully received from members of the project's National Working Group, regional project CEP leads and numerous consultants working across the various streams. This was a huge collaborative effort across sectors, across borders and across the land and sea interface. With thanks to the Environment Agency for supporting the project and Championing Coastal Coordination.

Suggested reference: Coastal Partnerships Network (2022) National Framework for Coastal Coordination. Report led by Amy Pryor, Jim Masters and Natasha Bradshaw for the Environment Agency Championing Coastal Coordination programme, March 2022.

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6. Appendices

- Appendix 1: Ultimate Horrendogram (pdf)
- Appendix 2: CoBA Trial Briefing_Bradshaw (Feb 2022) (pdf)
- Appendix 3: ReMeMaRe Case Study (pdf)
- Appendix 4: ReMeMaRe Strategy and Legislative Drivers (pdf)
- Appendix 5: ReMeMaRe Survey Response Summary (pdf)
- Appendix 6: ReMeMaRe Strategy and Projects and Campaigns (pdf)
- Appendix 7: ReMeMaRe Strategy with 1-2-1 notes (pdf)
- Appendix 8: CPN Audit Infographic (pdf)
- Appendix 9: Coastal Groups and the Coastal Group Networks establishment and delivery of Floods and Coastal Erosion Risk Management (pdf)
- Appendix 10: Data_review_recommendations_for_CPN_2022 (pdf)
- Appendix 11: CPN LDP Programme and CoLAB Overview (pdf)
- Appendix 12: Evaluating and valuing coastal partnership social capital_NEF (pdf)
- Appendix 13: Evaluating Coastal and Estuary Partnerships (pdf)
- Appendix 14: OneCoast Summary (pdf)
- Appendix 15: Coastal Communities APPG summary (pdf)

Regional Demonstration Projects – Summary and Final Reports (pdfs)

- SOUTH: Coastal Partnerships in the South: Strengthening relationships to maximise socio economic and environmental outcomes
 - Appendix 16: Executive Summary
 - Appendix 17: Overall Recommendations
 - Appendix 18: Digital Handbook
- SOUTH-WEST: Devon’s Coastal Champions: Estuary Partnerships promoting public stewardship
 - Appendix 19: ABBCD Summary Outputs
 - ABBCD Final Report to be delivered
- NORTH-WEST: Exploring the Benefits of a Regional Approach to Coastal Coordination in North West England
 - Appendix 20: Executive Summary - The North West Experience
 - Appendix 21: What's Happening on the NW Coast Pilot Report
 - Final Report to be delivered
- Mersey Estuary Action Planning
 - Appendix 22: Mersey Estuary Project Report
- NORTH-EAST: North East Coastal Network
 - Appendix 23: Summary Report
 - Final report to be delivered
- EAST: Limits of Acceptable Change Study – Development Support
 - Appendix 24: LAC Final Report
 - Appendices 25 & 26: LAC Annexes 2 & 3
- SOUTH-EAST: Revitalising Coastal Coordination across the South East
 - Final report to be delivered