Draft vision and objectives for East marine plans: Update

May 2012

marine management organisation

Towards a vision and objectives: update

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Introduction

This report is a summary and response to comments received following the informal consultation on Draft vision and objectives for East marine plans[1] that ran from 23 March to 20 April 2012. That document set out the background to marine planning and the approach to developing a draft vision and set of objectives. Rather than repeat that material, this report focuses on the consultation responses, feedback and resulting changes to the text. The report is **not** a full rewrite of the consultation draft.

This report should be viewed as an update and a record of the further development of the current step in the marine planning process – vision and objectives – and an outline of some of the issues for consideration in the next steps. **It is not intended to be the final version of the vision and objectives as these will be kept under review during the options development phase and subsequent drafting of the marine plan**. It is possible that further assessment of issues and potential solutions will lead to modification of some objectives or the wording of the vision. Factors other than further consultation, such as developing government policy, may also affect the final version. It is, however, considered invaluable to not only set out the comments received and feedback on these but also the resulting iteration of the vision and objectives to inform the next steps and stimulate further dialogue.

The vision and all the objectives should be read together, to recognise their integrated and cross-cutting nature.

Following the introduction, the report is arranged as follows:

- Summary and overview of the response to the consultation questions
- General points that apply to the approach as a whole or to objectives as a whole
- Appendix 1: Vision – comments received, response, revised text
- Appendix 2: Objectives – specific comments received, response, revised text
- Appendix 3: Organisations that responded to the consultation.

This document includes an outline of our response to the consultation comments, explaining how we have taken them into account where possible in the revised text, clarifying where they have already been addressed in the planning process so far, and setting out how other comments will be considered in later steps in the process. All comments have or will be considered in this or future stages of planning. Throughout the document, the comments highlighted are recurrent themes or substantial issues, rather than a record of every single comment.

Please contact planning@marinemanagement.org.uk if you have any questions about the consultation, or would like to talk to a member of the Marine Planning Team regarding any specific aspects of the report.

[1] Available online at www.marinemanagement.org.uk/marineplanning/vision_objectives.htm

We would like to thank all those who took the time to respond to the consultation for the Draft vision and objectives for East marine plans and for your continued support with the production of the East marine plans.

Consultation response summary

We received 70 responses, containing 1,032 comments, from a wide variety of organisations. A list of organisation is available at Appendix 3. The majority of stakeholders responded to the five specific consultation questions, as well as providing further, and more detailed, information and comment on the report.

Five specific consultation questions

The questions, with an accompanying brief explanation of the comments we received, are as follows (note that where statistics are quoted, these relate to the total number of responses to a given question rather than all responses received):

1. Does the draft vision reflect your view of the East marine plan areas in 2033? If not, please offer alternative text or suggestions.
Stakeholders provided some options for alternative text which we have taken on board and incorporated where appropriate. Comments also focused on the draft vision not being area-specific enough and the need for the vision to be more aspirational.

2. In the 'How will this look in 2033' section, should there be any reference to specific places? If so, which places and why?
92 per cent of stakeholders that responded to this question did not think there should be reference to specific places in the East plan areas but perhaps more recognition of where different activities occur (that is within the inshore area or offshore, or both). Those that did want specific places mentioned suggested major landmarks such as estuaries and ports could be referenced in the vision.

3. Objectives: do you agree with the list of objectives and that they are appropriate for the key issues relevant to marine planning in the East plan areas? If not, how would you reword them or what objectives would you add?
The majority of stakeholders supported the integrated approach to objectives and felt it was a balanced approach that enabled all the issues to be covered. Of the 26 comments received on this question, only one requested a sector-led approach. Stakeholders did, however, feel there could be stronger cross-reference between the objectives. It is important to note here that the objectives must be read and considered as a package and not as standalone objectives.

There was general support for inclusion of each of the objectives but some challenge on a few, particularly the justification for Objective 3, whether or not 7 to 9 might be merged, and whether or not 11 and 12 are required. A full response to these is given in Appendix 2.

Stakeholders recognise that marine planning can only make a contribution to the achievement of marine objectives (such as creation of new jobs) alongside other measures, but also requested that the objectives be more ambitious. As part of this

process, and reflecting stakeholders' views, we will be as ambitious as the evidence allows.

There were suggestions regarding the structure of each set of objectives and the need to reduce duplication, using cross-referencing between the objectives to indicate the links between them. It was also noted that while the more national approach to objectives was supported, it is important not to lose the local significance of, for example, the economy or landscape character.

4. Sub-headings: do you agree with these? Are there any that you would move, if so to which objective, or that you would add, if so what and why?
Some stakeholders (10 per cent) who responded to this question felt the sector or topic sub-headings under the objectives were repetitive in places and could be streamlined using cross-referencing. There were also some suggestions for new sub-headings, such as Marine Strategy Framework Directive and monitoring of the plans.

5. Indicative or example policies: although the policies included in the main document are only to illustrate how the draft objectives might be delivered, do you think that they are the sorts of policy that would be appropriate in the marine plans? Comments welcome on those included and/or others you would anticipate being added.
We received a lot of comments on the indicative planning policies. While the inclusion of examples was generally considered helpful, some of the concerns expressed were to do with having a more comprehensive and finalised set of policies – this will occur at a later stage in the planning process. Comments focused on the need for more area-specific policies, clarification or better justification for inclusion of some policies – particularly those that are new – and how to most effectively refer to existing policies/guidance. It was also felt by some that policies could be streamlined where similar ones appeared to be repeated between objectives or sub-headings.

Vision

The revised vision, an overview of the comments made and a list of those comments that have been incorporated into the revised vision can be found in Appendix 1.

Objectives

Generic issues, including those addressing objectives as a whole, the wording of the objectives, sub-headings, and the indicative plan policies, are addressed in the 'General points' section, which provides an overview of the feedback we received on the objectives, focusing on the most recurrent themes and how we have dealt with them. Comments and resulting changes on specific objectives are dealt with in Appendix 2.

Appendix 3 included with the consultation document

This was included to provide brief context and highlight the key issues for different sectors as a focus for marine planning. It was a summarised version of the content of

Chapter 4 of the Evidence and Issues Report[2]. However, it received over 100 comments. These are being considered and any necessary revision to the Evidence and Issues Report will be made with an addendum, rather than reissuing Appendix 3 or revising in full the Evidence and Issues Report. In the meantime, if you require more information on the topics and sectors considered when developing these objectives please see the Evidence and Issues Report.

General points

The following includes some general points in response to the comments made and highlights generic issues that were raised. Those that exemplify these and/or are more specific to particular objectives are addressed under each objective.

Towards a draft plan

It was clear from many of the comments received that stakeholders are keen to see what the draft marine plans will mean for their areas of work or interests. As a result, there was some expectation that more would be included than is justified at this stage. As stated in the consultation paper, the production of a vision and a set of plan objectives is one step on the way to producing draft marine plans. The Draft vision and objectives for East marine plans is not a marine plan. Indicative policies were included, following earlier stakeholder feedback, for illustrative purposes only. We cannot produce a comprehensive set of proposed plan policies at this stage. Instead they will be derived following the plan options phase and as part of drafting the plan over the summer. We need to follow a sound plan production process which thoroughly considers the issues that marine planning can seek to address.

The format of the draft marine plans is currently in development. We are looking at existing formats that exist in other countries, focusing on European approaches. We are also considering terrestrial examples, such as core strategies. In the meantime, for a brief outline of the possible structure of a marine plan and its position within a broader marine planning system, see Chapter 1 of the Evidence and Issues Report at www.marinemanagement.org.uk/marineplanning/issues.htm.

Focusing on key issues

A very small number of respondents were particularly concerned that the key plan-level issues have still to be identified from a longer list of issues. As set out in the Evidence and Issues Report, for marine plans to add value it is important to draw out the most important issues that are relevant to, amenable to being influenced by, and specifically need to be addressed by marine planning, as opposed to existing measures.

There were a wide number of issues in the Evidence and Issues Report to reflect feedback from stakeholders during this phase. However, some stakeholders were concerned that issues were not refined far enough in the Evidence and Issues Report. Defining the key issues is proving to be an iterative exercise. As we move through the planning process, we may refine and narrow the number of key issues.

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[2] MMO (2012). Evidence and Issues Report for the East Inshore and East Offshore marine plan areas. Published 7 February 2012, available online at www.marinemanagement.org.uk/marineplanning/issues.htm

The several hundred identified issues in the Evidence and Issues Report have been distilled into around 50 issues in Appendix 3 of the vision and objectives with an indication for many sectors of the most significant for marine planning. These are identified in the sub-headings. While a number of consultees felt the main issues for their interest had been identified (and the inclusion of example policies prompted some to pick up on key issues for the first time), it is recognised that further discussion will help to refine key issues, including those where there were a range of views.

Ambition versus contribution from marine planning

As explained in the consultation paper, for most issues marine plans can make a contribution along with other measures. This is why most of the draft objectives started with a qualification such as "to help" or "to contribute". Respondents wanted these qualifications removed and for the resulting wording to appear more ambitious.

Experience from other projects suggests caution in expressing objectives in a way that implies that marine planning is the only means by which the objective is delivered in its entirety. For the moment, the objectives have been revised accordingly with the addition of a general statement under each but the approach will be kept under review as we progress through the planning process. However they are worded, the focus for delivery of each of the objectives should be on the contribution that marine planning can make – the overall delivery of the objectives will be dependent on a range of measures from a range of organisations and individuals.

More consistency and reference to the National Planning Policy Framework (NPPF)

We have ensured that the production to date of marine plans embraces the core planning principles detailed in the NPPF (paragraph 17). We have also checked the NPPF for land-use policies that relate to marine planning and ensured that the marine plan objectives are in line with them.

Decision making and integration across objectives

A few consultees raised questions about "how it will all fit together" including integration across objectives and interdependencies between sectors. It was also questioned how conflicts will be identified and resolved and any resulting guidance on priorities to inform decision-making. We can't consider these points in depth until the next steps in the planning process, which will include assessing potential conflicts and options for addressing these, based on the draft agreed objectives.

A few consultees were concerned about the principles that might be applied to conflicts and priorities, for example a precautionary and risk-based approach. The principles under which marine plans are to be developed and implemented are set out in the Marine Policy Statement, and referenced documents, for example section 2.3[3] will be applied.

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[3] For example, MPS 2.3.1 "Where evidence is inconclusive, decision makers should make reasonable efforts to fill evidence gaps but will also need to apply precaution within an overall risk-based approach."

Other concerns about achieving integration were raised in relation to linking to existing mechanisms or plans including terrestrial plans. While this is dealt with mainly under Objective 11, such concerns tend to support the value of signposting (see below).

Balance of objectives in relation to sustainable development

The majority of stakeholders who responded to the consultation felt that in general the resulting list of objectives was balanced and covered relevant issues. There were a few concerns that overall the objectives and text did not appear to equally address the different elements of sustainable development, in particular the significance of the environment. This does not seem to be the case given the inclusion of several specific environmental objectives and that the majority of relevant respondents felt that the list of objectives is balanced. However, the point is clarified through some of the changes made, such as wording of objectives themselves.

Cross-referencing between objectives

Some consultees wanted a clearer note on each objective taking account of the other objectives, and suggested additions to some objectives as a result, while others felt the cross-referencing, such as "taking into account social and environmental considerations" in Objective 1, was unnecessary.

In responding, we recognise that whatever approach is adopted it should be applied consistently across all objectives. It is imperative that the objectives are seen as a package and that each needs to take account of, and respect, the others. That does not mean that every objective will be met in every situation and in every location but rather that taking the plan area as a whole, the intent is to deliver all of the objectives in as integrated and balanced a way as possible. This general principle should be noted in implementing the objectives in place of adding a cross-reference to every objective. Specific cross-references have been removed for consistency and to make for shorter, bolder objective statements. This approach will be kept under review as we progress through the planning process.

Structure of objectives

One local authority suggested that the objectives be restructured to reflect the sectors set out in the MPS. The initial approach to objectives did this but early discussion with stakeholders strongly supported a more cross-cutting approach as this could better address the key issues for the plan areas.

Recognition of the importance of local aspects within the objectives

This was also highlighted by stakeholders. Comments suggested better representation of local landscapes and the contribution that sectors make to the local economy. While measures used to describe economic activities reflect those used in other areas of planning (such as Gross Value Added), we are conscious of the fact that these don't tell the whole story when it comes to coastal economies and will seek to take into account the particular role of coastal activities, for example fishing. Local landmarks and seascapes also help to define a location, attracting people to an area known for these specific features.

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Sub-headings

The comments focused on the need to reduce the number of sub-headings to avoid duplication and one local authority suggested restructuring the sub-headings to reflect the MPS. The sub-headings, similar to the indicative planning policies, have been removed from the revised vision and objectives document, and we have included the original list of sub-headings under each objective as well as a list of new sub-headings you suggested through the consultation. These sub-headings will all be considered for inclusion (in the draft plan) during the options development phase.

Policies

The indicative planning policies included in the Draft vision and objectives for East marine plans report aimed to illustrate what the objectives **could** mean for different sectors. **They are not the planning policies that will be in the East marine plans.** These will be determined during the options stage and in discussion with stakeholders. The comments you have made on the illustrative policies are very useful and we will take those comments forward into the options stage of planning and use them as a basis to develop draft planning policies during the options stage.

We received many comments about the length, number, type and justification of new planning policies. Below provides an overview of the main comments and how these will be considered going forward in future stages of plan production, and specific points are dealt with under each objective where required.

Policies are too generic and not specific enough: The policies provided were aimed at illustrating the meaning of the plan objectives. When we draft the plan policies for real, we will be taking on board all comments received against the illustrative policies. Where appropriate, the draft policies will be spatially specific and also specific in reflecting national policy at a local level.

Policies are too long and could be shortened with additional information included in the supporting text: We understand the need to keep planning policies proportionate to the issues they are addressing. We recognise they need to be accessible and easy to navigate between, while providing a clear, comprehensive steer to the user and will include this feedback as we progress with planning.

Concern that the policies go beyond existing policy and legislation or cause unintended consequences to industry: Marine plans will reflect national and existing local policies and will not attempt to change or conflict with them. In reflecting existing policies, marine plans will seek to add value through the interpretation and application of those policies to specific areas and issues.

Unclear on justification for new policies: New policies will be included in the draft marine plan where the evidence indicates a need, stakeholder discussions support it and there is a requirement to interpret national policy at a regional or local level. It is important to note that the role of marine plans is to add value to existing legislation and policy. Signposting to existing plans and policy will be a major part of these first two plans and new policies will be included where appropriate.

There are too many policies and the number needs to be reduced and streamlined: The indicative planning policies were included in the draft paper to

illustrate what the objectives could mean for different sectors. They are **not the final policies** that will be in the plan. The number of policies will be dependent on the next stage of planning, where options are generated. We will discuss possible signposting and new policies with stakeholders to ensure they are appropriate and aligned with the evidence available.

Need to indicate type of policy for all included in the document: In the drafting of the marine plan we will take account of this comment and ensure we use the best method to highlight the different types of plan policies.

Signposting versus only new measures or policies: While many consultees wanted to see more specific and plan-area policies, in contrast to the point under key issues above, most of those that commented felt that signposting existing measures and policies, as well as setting out new proposals, was valuable or even essential, as long as this was done in an efficient way (see Duplication above or below). Signposting to marine-relevant plans and policies also helps to illustrate the importance of integration between plans, such as terrestrial and marine plans. We will discuss with organisations the best method for signposting to their relevant plans/policies/legislation/guidelines, and where possible, we will aim to use web links in order to manage the overall size of the draft final document.

Duplication within document

Local authorities, in particular, commented on the amount of duplication in the policies, sub-headings and to a lesser extent the objectives with the document. Suggestions from stakeholders included cross-referencing objectives or combining text under one sector heading. The format of both this document and the wider marine plans are evolving and we are keen to hear your views on the most appropriate way to present the marine plans. We recognise the plans need to be accessible, useable and clear to navigate and so will consider these comments during the plan-drafting stage.

Document format

We also received many comments about the length, format and structure of the document and the language used. We recognise it was a lengthy document and with the removal of the planning policies at this stage, it will be reduced. Issues around numbering of paragraphs and the lay-out of the document will be taken into consideration during the options and draft plan stages. It was highlighted that some of the language and terms used need to be standardised throughout the document, simplified and be more precise where appropriate in order to reflect planning and legal terminology.

List of objectives

It is imperative that the following objectives are seen as a package and that each needs to take account of and respect the other. That does not mean that every objective will be met in every situation in every location but rather that taking the plan area as a whole, the intent is to deliver all of the objectives in as integrated and balanced a way as possible. This general principle should be noted rather than including specific cross-references within the wording of each objective.

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Marine planning can make a contribution to delivering each of the objectives, but the achievement of any of them is also dependent on a range of measures. A qualification to that effect has not been included in the wording of every objective, but the focus for delivery of each of the objectives within the marine plan should be on the contribution that marine planning can make. This approach will be kept under review throughout the planning process.

Objective 1: To promote the sustainable development of economically productive activities (those that make a significant impact on Gross Value Added), while respecting spatial requirements of other activities of importance to the East plan areas.

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

Objective 3: To help realise sustainably the potential of offshore wind energy generation as the most likely significant transformational economic activity over the next 20 years in the East plan areas.

Objective 4: To improve social well-being by supporting activities that benefit health, provide equitable access to marine recreational opportunities and lead to vibrant sustainable communities.

Objective 5: To reduce deprivation in communities adjacent to the plan areas and improving social benefits through employment opportunities.

Objective 6: To conserve all heritage assets and ensure that marine development and use is in keeping with the character of the local area.

Objective 7: To ensure a healthy, resilient and adaptable marine ecosystem in the East plan areas to deliver benefits both to people and to biodiversity.

Objective 8: To ensure that biodiversity in or dependent upon the East plan areas is protected, conserved and where appropriate recovered and loss has been halted.

Objective 9: To support the objectives of marine protected areas and other sites designated for conservation.

Objective 10: To facilitate adaptation and mitigation to climate change in the plan areas.

Objective 11: To ensure effective integration with other plans (including in adjacent areas), across key activities and issues in the East plan areas, and with regulation and management.

Objective 12: To continue to develop the marine evidence base to support development, monitoring and review of marine planning in the East plan areas.

Appendix 1: Towards developing a vision for the East marine plan areas

Vision: summary of comments

We received over 80 comments on the draft vision from a wide variety of stakeholders. These comments were significantly varied with particular emphasis on the aspirational value of the vision. We also received comments from stakeholders about the need for more plan area-specific references. These views in particular have led us to place more emphasis in the vision on the importance of offshore wind energy production in the future.

All the comments received have been considered and helped us to revise the vision. Most respondents agreed that the layout of the vision was suitable, focusing on the UK vision, the character of the plan areas, the 'Draft vision for 2033' and 'How will this look in 2033'.

The key comments incorporated into the revision of the draft vision and accompanying text were:

- navigational safety
- more focus on the environment
- more emphasis on the achievement of good environmental status under the Marine Strategy Framework Directive
- inclusion of social wellbeing
- incorporation of tourism and recreation and ports and shipping into the character of East plan areas
- more emphasis on offshore wind.

Stakeholders also wanted to see the vision not just in words but in a defining image to represent the vast diversity of the East plan areas. We will consider this further following the next steps in the planning process.

UK vision

The UK vision for the marine environment from the Marine Policy Statement (MPS) is for "clean, healthy, safe, productive and biologically diverse oceans and seas". For information, this has been built on or modified in two recent initiatives in Scotland[4] and Dorset[5].

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[4] Scotland's National Marine Plan: Pre-consultation draft – Mission Statement: "The Scottish Government's mission is to manage Scotland's seas for prosperity and environmental sustainability. This contributes to the Scottish Government's overall purpose of sustainable economic growth and achievement of a shared vision of clean, healthy, safe, productive, biologically diverse marine and coastal environments, managed to meet the long term needs of people and nature."

[5] C-SCOPE: "in 2050, the Dorset coast and marine environment, its landscapes and seascapes, cultural heritage and rich biodiversity, are protected and enhanced for current and future generations. Communities living there are healthy, resilient and living in harmony with natural processes, whilst a diverse and thriving coastal economy which uses natural resources sustainably supports those communities. Both residents and visitors alike are using the coast responsibly for enjoyment, education and inspiration."

The East Inshore and East Offshore marine areas

Character of the East Inshore and East Offshore marine areas

The East Inshore and East Offshore marine areas include a rural and dynamic coast and inshore marine environment, have the benefit of valuable shallow seas and sandbanks and are rich in biodiversity. Additionally, the areas benefit from unique seascapes and landscapes which have high natural and historical value. All of this contributes to the quality of life, culture and economy of communities along the coast and estuaries, including the Broads and other waters subject to tidal influence, of the East of England and the nation as a whole.

The coast includes a range of communities, both urban and rural, and varying in wealth and current opportunities for employment. Some traditional industries have declined, but new emerging industries, such as offshore wind energy, are offering job opportunities for new businesses and also existing businesses that are able and prepared to diversify.

The East marine areas are already busy, in terms of the amount of important marine activity taking place. Traditional activities, such as commercial fishing, tourism and recreation and ports and shipping make a considerable contribution to coastal communities in the East of England. Aggregate extraction continues to be an important marine activity, benefitting local, national and European stakeholders. Gas production is a significant existing activity which is anticipated to continue into the foreseeable future, along with searches for new oil and gas reserves that may be exploited economically.

A significant amount of the East marine areas are designated as marine protected areas (MPAs), or are recommended for future designation. This demonstrates the importance of the East marine areas in terms of biodiversity and natural environment. The plan areas are different to most other plan areas due to the glacial processes in the past and the varied sediments, which offer a diverse range of habitats.

Draft vision for 2033

The East marine areas are providing a substantial part of the UK's wind energy as a result of collaboration and integration between sectors. Sustainable, effective and efficient use of our marine area has been achieved, taking the eco-system as a whole into account. This will all support considerable economic growth while living within environmental limits, offering local communities new jobs, wealth, and improved health and well-being.

How will this look in 2033

The East plan areas have good environmental status in accordance with the requirements of the Marine Strategy Framework Directive, with relevant habitats and species in favourable condition as required under the Conservation of Habitats and Species Regulations 2010. This is partly as a result of a well-managed ecologically coherent network of MPAs which protects the most sensitive areas. New activities, developments and uses have been implemented and managed to ensure, alongside environmental protection, that sustainability has been achieved.

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The East plan areas now lead the world in wind energy generation and provide the largest proportion of offshore wind energy in England's waters. This includes significant amounts of essential infrastructure, both at sea and around the coast. The offshore wind industry has been developed in a way that does not compromise the importance of European and international shipping links and connectivity with other countries, together with the essential requirements of navigational safety.

New developments of infrastructure in the marine areas have been undertaken in a way that has enabled sustainable commercial fishing and aggregate extraction to continue in the future. The new developments and existing activities within the marine area are providing economic and social benefits, particularly to the communities along the East coast.

The best use is being made of new technologies, contributing to climate change mitigation through the transport and storage of carbon dioxide emitted from fossil fuel use. The new technologies have improved the ability to extract oil and gas from reserves in the marine areas, with minimal environmental impact.

As a result of both effective planning across land/sea interface and appreciation of the areas' character, tourism and recreation are making a significant contribution to the prosperity and well-being of people who live near, or visit, the coast and estuaries in harmony with the natural environment.

Appendix 2: Developing objectives for East marine plans

The following must be read in conjunction with the consultation summary paper. Structure and content: Compared to the draft objectives in the Draft vision and objectives for East marine plans[6] the following has been changed or added:

- objectives: revised where required
- text immediately following each objective: revised where appropriate
- comments or response: summary of comments received, starting with the wording of the objective itself, and brief response with explanation of basis of changes if required
- context or background: text from the consultation report amended as appropriate
- sub-headings: summary of those carried over from consultation draft and relevant ones added
- policies: summary of the main comments or themes made and brief response where needed at this stage.

Marine planning can make a contribution to delivering each of the objectives, but the achievement of any of them is also dependent on a range of measures. A qualification to that effect has not been included in the wording of every objective, but the focus for delivery of each of the objectives within the marine plan should be on the contribution that marine planning can make. This approach will be kept under review throughout the planning process.

Objectives directly in support of "Achieving a sustainable marine economy"

The following introduction or background applies to all three objectives included below.

The objective and policies to support sustainable economic growth need to consider the contribution from the East plan areas to national growth and objectives or targets, as well as the impact on local economic growth and job creation, wider social considerations and the environment.

Introduction

Definitions

Economic productivity is a measure of the amounts of goods and services produced against the amount of inputs (labour and raw materials) needed to produce them. Productivity can be increased by reducing the inputs needed to produce something or by increasing the amount of something sold (increasing efficiency) or by increasing the value of the product sold. Activities that address increasing productivity often focus on increasing efficiency of industries and new product development through innovation and research to increase value of goods sold.

[6] Available online at www.marinemanagement.org.uk/marineplanning/vision_objectives.htm

The labour market participation rate is a measure of the people in work against the number of those of working age. Increases in the participation rate mean getting people into work and getting them participating in the jobs market, either for the first time or re-entering the jobs market. Activities to improve the participation rate often lead to a focus on attracting new businesses, improving skills of the labour market and business start up (as a route into work for some people).

Transformative investments or projects are activities that have the potential to (relatively) quickly transform the structure of the economy in an area, as oil and gas activity did for Aberdeen in the 1970s and 1980s. They are often new activities for that area, or for any area, so offshore renewables could potentially be this for marine areas.

National policy context

Nationally, the UK Plan for Growth[7] sets out 16 ambitions and measurable benchmarks for the UK. The following ambitions are particularly relevant to marine planning:

- To encourage investment and exports as a route to a more balanced economy.
- Ensure the UK remains one of the top destinations for foreign direct investment (FDI).
- An increase in exports to key target markets.
- An increase in private sector employment, especially in regions outside London and the South East.
- Increased investment in low carbon technologies.
- Supporting more apprenticeships than any previous government.

The Local Growth White Paper[8] looks at the conditions needed for local growth and concludes that:

- in some cases this means focusing investment on areas with long-term growth challenges so that these areas can undergo transition to an economy that responds to a local demand
- in places that are currently successful, activity may be prioritised to maximise further growth by removing barriers, such as infrastructure constraints.

However, the white paper also emphasises that "This does not mean that every place will grow at the same rate or that everywhere will, or will want to, become an economic powerhouse. Long-term economic trends make differences in economic performance inevitable and these can and do change over time."

Specific examples of areas where it makes sense for government intervention to tackle market failures, and marine planning can make a difference, include:

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[7] HM Treasury (2011). The UK Plan for Growth. Available online at www.hm-treasury.gov.uk/ukecon_growth_index.htm, accessed October 2011.

[8] Department for Business, Innovation and Skills (2010). Local Growth: Realising every place's potential. Available online at www.bis.gov.uk/policies/economic-development/local-growth-white-paper

- investment in infrastructure
- tackling barriers such as transport congestion and poor connections
- other support to areas facing long-term growth challenges where this can help them manage their transition to growth industries
- strategic intervention where it can stimulate private sector investment in new green technology in strategic locations
- encouraging foreign investment and indigenous companies to export, especially where we have a comparative advantage.

Finally, the white paper identifies that economic policy should be judged on the degree to which it delivers strong, sustainable and balanced growth of income and employment over the long-term. More specifically, growth should be broad-based industrially and geographically, ensuring everyone has access, including future generations, to the opportunities that growth brings, while also focused on businesses that compete with the best internationally.

Planning has a role in trying to ensure that opportunities are able to be taken advantage of, by addressing developments in terms of their ability to contribute to increases in the participation rate and productivity of an area, while ensuring that area has the ability to realise the potential of a development (that is that the physical infrastructure and skills are available or potentially available for the development). Some developments are also spatially restricted, for example oil and gas platforms can only go where there are oil and gas fields. These characteristics allow for a spatial dimension to be brought to the achievement of economic objectives.

Objective 1: To promote the sustainable development of economically productive activities (those that make a significant impact on Gross Value Added), while respecting spatial requirements of other activities of importance to the East plan areas.

This objective relates to the opportunity to grow the local and national economies through marine activities that provide jobs and income for people and lead to the production of goods and services that add value locally, nationally and internationally.

The objective encompasses an outcome that marine planning should contribute to. The wording reflects the fact that marine planning alone cannot deliver the objective. Marine planning can only facilitate opportunities to deliver economic benefits and address the location/nature of activities, and subsequent opportunities for engagement with local and national economies.

Marine planning can make only a contribution to delivering the objective in conjunction with other measures. For brevity, this has not been reflected in the wording of the objective but note explanation given in 'Ambition versus contribution from marine planning' above.

Comments and response

There was general acceptance of the need for Objective 1, though there was some suggestion that it could be combined with Objective 2, to reflect the fact that GVA and employment are linked. Some responses highlighted the difference between GVA growth, which may be accrued from activities in the plan areas but realised

outside the regions bordering the plan areas, or by companies that operate on an international scale, and opportunities for local or regional job creation. As a result, it was felt worthwhile to recognise this linkage in the context section but to keep them as distinct objectives.

There was also much comment on the linkage to social and environmental objectives and the emphasis placed on this, as well as linked comments on the interpretation of sustainable development suggested by this objective. As this document states, no one objective, or set of objectives, should be viewed without reference to the other objectives, such that the economically focused objectives should be viewed in the context of all the social and environmental objectives.

There were some specific comments including:

- Although marine planning is not responsible for decisions over job creation and investment, planning has a role in helping to facilitate opportunities for both GVA growth and job creation which has a national benefit or scale and also in recognising the important role that local businesses play, both as significant employers in localities, but as part of the social fabric of communities. Objective 2 has been amended to help reflect this better, as has the context to Objective 1.
- We received comments to include environmental limits and cumulative effects in this objective. Further consideration of environmental limits and cumulative effects are set out in Objective 7 and Objective 12 and so it has not been included in the wording of the objective
- Stakeholders requested we define "significant" impact on GVA and "economically productive". There is an economic baseline being developed as part of the impact assessment of marine plans and this work will help inform a definition of "significant". "Economically productive" is explained as part of the context and amends have been made to the footnote.
- There were a few suggestions that we should incorporate natural capital in our calculations of economic benefits in order to understand the full value of the plan area. This will be addressed to the best of our ability through the impact assessment at the options generation stage.

Context and background

The economies of the areas adjacent to the plan areas are varied, including very prosperous areas and some of the most deprived areas in England. The headline measure of a place's economic productivity is the level and growth rate of Regional Gross Value Added (GVA[9]). For comparative purposes this is translated into GVA per person, which allows for meaningful comparisons of performance across

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[9] GVA is a measure of economic productivity and is the value generated by any unit engaged in a production activity. It is measured at basic prices, excluding taxes (less subsidies) on products. Regional GVA is measured using the income approach. The main components of income based GVA are:

- compensation of employees (wages)
- gross operating surplus (the sum of self employment income, gross trading profits and surpluses, non-market capital consumption, rental income less holding gains)
- taxes (less subsidies) incurred as a result of engaging in production, independently of the
- quantity or value of goods and services produced (such as business rates).

different sized regions. In 2010[10], the economies of the regions adjacent to the plan area varied in GVA per head as follows:

- Yorkshire and Humber: 82.6 per cent of the UK average
- East Midlands: 88.3 per cent of the UK average
- East of England: 92.8 per cent of the UK average.

At local authority level this variation becomes even more pronounced, with a range from 67 per cent of the UK average of GVA per head to 117 per cent of the UK average in 2009[11]. There are a number of reasons why GVA per head in a region or local authority may be relatively low. The principal causes are that economic productivity lags behind the national average and the labour market participation rate is below the national average. An additional cause is that the ratio of people not of working age to people of working age is above the national average. Skills levels, mix of businesses and cultural or attitudinal issues also have a significant impact on both participation and productivity. In order to address GVA disparities, it is necessary to increase the amount, and value of, goods and services sold and increase employment opportunities.

It is important to note that many of the activities operating in the East plan areas have economic and social impacts far beyond the regions bordering the plan area and that GVA from these activities may not accrue in the regions bordering the plan area. There are, however, opportunities for these activities to have a more beneficial impact on the regions bordering the plan area as well as those beyond it and these linkages can be highlighted and potentially strengthened. It is also important to note that GVA is only a measure of economic activity and a GVA increase does not always translate into direct benefits for localities. In this context, a mix of activities that also includes those which do accrue local benefits, both economically and more importantly perhaps, in terms of job creation, is considered desirable.

Sub-headings

In the draft vision and objectives, the following sectors/topics that merited highlighting or specific attention were identified:

- oil and gas
- offshore renewable wind energy
- carbon capture and storage
- ports and shipping
- aggregates
- dredging and disposal
- submarine cables
- fishing
- aquaculture.

[10] Office for National Statistics (2011). GVA at NUTS1 level. Available online at www.ons.gov.uk/ons/rel/regional-accounts/regional-gross-value-added--income-approach-/december-2011/rft-nuts1.xls, accessed on 5 March 2012.
[11] Office for National Statistics (2011). GVA at NUTS3 level. Available online at www.ons.gov.uk/ons/rel/regional-accounts/regional-gross-value-added--income-approach-/december-2011/rft-nuts3.xls, accessed on 5 March 2012.

Considering all the comments received, the following sectors or topics are also highlighted and will be considered further to determine if specific planning policies would be appropriate:

- **Wave and tidal energy**
  Wave and tidal energy have a role to play in reducing greenhouse gas emissions from energy generation, especially as technologies become commercially deployable. The East plan areas have strong tidal resources off the coast of Norfolk and the Humber Estuary and a good wave resource in the north eastern portion of the East Offshore plan area.

Indicative plan policies

Further to the general comments on policies addressed in 'General points' above, there were a number of specific comments on the indicative, draft example policies in this objective. These will be considered during the next steps in the planning process. Specific comments included:

- being clearer on wording of polices and definitions of certain words or phrases, such as stating the point in the application process where economic benefits would need to be demonstrated and how
- not repeating existing statutory policies, such as for shipping
- being clear on the scale at which benefits were expected to be accrued, or recognising it may be hard to quantify benefits at anything below a national scale
- specifying where requirements would mean going beyond legislation, that is would projects need to go beyond environmental impact assessment and habitats regulations and if so, how?

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

This objective relates to encouraging job creation as well as wealth creation. It is about facilitating access to employment and opportunities for career progression by supporting activities that can do this, across a range of spatial scales, from local businesses to international businesses. This is likely to mean a mix of employment opportunities for people from areas bordering the plan areas and also from further afield, though there is significant potential for employment for people in the areas bordering the plan areas. The qualification "taking account of the spatial and other requirements of activities" recognises that many factors, such as economic viability, will influence the change or growth in activities that may limit or affect their contribution to delivering opportunities at all skill levels.

Marine planning can make only a contribution to delivering the objective in conjunction with other measures. For brevity, this has not been reflected in the wording of the objective but note explanation given in 'Ambition versus contribution from marine planning' above.

Comments and response

There was general acceptance of the need for Objective 2, though there was some suggestion that it could be combined with Objective 1, to reflect the fact that GVA

and employment are linked. The reasoning behind keeping them as two separate objectives is discussed under Objective 1, though distinctions between local opportunities for employment and that with a wider impact have been included in the context and the description of this objective.

There were some specific comments including:

- Highlighting the differing spatial levels that industries tend to recruit at and the impact this may have on the opportunities for job creation in the areas bordering the plan area. This has been reflected by adding extra detail in the objective description and context. It was not felt that it was the place of this objective to try and quantify the different levels of opportunities, either in terms of potential job creation numbers or in terms of the level of geography that recruitment was likely to happen.
- Highlighting that sometimes there may be conflict between the most productive activities, or those that produce the most job creation opportunities and those that have the most impact (in terms of employment opportunities or productivity) in a locality bordering the plan area, or in those that have the most impact when taking into account social consideration such as deprivation. This has been reflected by adding extra detail in the objective description and context.
- Strengthening the reference to environmental considerations. As this document states, no single objective, or set of objectives, should be viewed without reference to the other objectives, such that the economically focused objectives should be viewed in the context of the social and environmental objectives.

Context and background

The areas adjacent to the plan area have varied economic structures, with significant variation within and between local authority areas. In terms of the employment rate, the percentage of the people of working age in employment in the regions adjacent to the plan area showed considerable variation, with:

- Yorkshire and Humber having 68.1 per cent employment, 2.2 per cent below the UK average
- the East Midlands having 71 per cent employment, 0.7 per cent above the UK average
- the East of England having 74.7 per cent employment, 4.3 per cent above the UK average (the highest region overall).

In terms of the unemployment rate, the number of unemployed people as a percentage of the total number of people in employment or unemployed, the regions adjacent to the plan area again showed variation, with:

- Yorkshire and the Humber at 9.8 per cent unemployment, 1.4 per cent above the UK average
- the East Midlands at 8.2 per cent unemployment, 0.2 per cent below the UK average
- the East of England at 6.8 per cent unemployment, 1.6 per cent below the UK average.

At local authority level these variations become even more pronounced, with the local authority with the highest[12] jobseekers allowance (JSA) claimant rate in the country, more than double the UK average at 8.6 per cent of the working age population, but also includes local authorities that have JSA claimant rates of 2.2 per cent, 2 per cent below the UK average. This suggests that in some areas, particularly the large towns and cities that experience high levels of unemployment, job creation and the potential for this from marine activities will be particularly important, though in other areas this may not be the most important objective for marine planning to achieve.

To aid planning, the Marine Management Organisation (MMO) commissioned a piece of research looking at the socioeconomic structure of the areas adjacent to the east plans, which covered these issues in detail[13]. This work created typologies of areas based on a number of variables and is noted in more detail in the evidence section. The study looked at how areas vary by:

- how much marine activities are part of their economy
- how many marine activities are part of their economy
- how much these marine activities are worth
- how linked these marine activities are to terrestrial supply chains.

Of note are areas with a high dependence on one or two activities. For example areas where tourism is important, as these may be less able to adapt to new opportunities (due to the investments made in facilities, skills and infrastructure for their existing industry) and so may not be able to maximise the benefits from new opportunities. However, the impact of successfully developing a new activity in places dependent on one or two activities may be more keenly felt than in a place that is less dependent on any single activity, because the effect (in terms of extra employment and the reduction of reliance on a single activity) would be proportionately higher.

In order to overcome the problems associated with a high level of dependence on one or two activities the initial investment of a new activity may be higher which can dissuade investors from such areas, when they may well be the areas that have the most to benefit from investment in new activities.

It is likely that different sectors will be able to offer differing employment opportunities at a range of geographical scales and skills levels, and being able to offer a range of these is important in increasing participation in the employment market, though this may mean that some opportunities are not best suited to those people closest to the activity. However, it is important that a mix of employment is aimed for, so that there are opportunities for career progression, and to try and ensure a diversified economy

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[12] Based on Office for National Statistics figures for February 2012 from ONS (2012) JSA claimant count by unitary and local authority. Available online at www.ons.gov.uk/ons/rel/subnational-labour/regional-labour-market-statistics/march-2012/rft-lm-table-16-march-2012.xls, accessed on 16 March 2012

[13] MMO (2011). The East marine plan area: maximising the socio-economic benefits of marine planning for English coastal communities. Available online at www.marinemanagement.org.uk/marineplanning/se.htm

that is not over-reliant on one business or sector. As suggested in the above text, the socioeconomic conditions of an area may help point to which sectors or employment opportunities may be most appropriate to help alleviate deprivation through improving people's economic situations.

Sub-headings

In the draft vision and objectives, the following sectors/topics that merited highlighting or specific attention were identified:

- oil and gas
- offshore renewable wind energy
- carbon capture and storage
- ports and shipping
- marine aggregates
- fishing
- aquaculture
- tourism and recreation.

Considering all the comments received, the following sectors or topics are also highlighted and will be considered further to determine if specific planning policies would be appropriate:

- **Wave and Tidal energy**
  The Carbon Trust[14] has recently estimated that the global market for marine renewables could be worth billions to the UK and employ thousands of people, with wave and tidal being a significant part of this within the lifetime of marine plans.

Indicative plan policies

Further to the general comments on policies addressed in 'General points' above, there were a number of specific comments on the indicative, draft example policies in this objective. These will be considered during the next steps in the planning process. Specific comments included:

- being clearer on wording of polices and definitions of certain words or phrases, and using phrases consistently so that some sectors are not disadvantaged, such as the use of "not to hinder" in policy 2.10
- being spatially specific in relation to where opportunities might come through for particular industries, for example wind energy developments and the Humber estuary
- being clear about the role of marine planning in relation to supply chain projects and the interaction of certain industries (such as wind) with the terrestrial planning system.

[14] The Carbon Trust (2011) Accelerating Marine Energy. The potential for cost reduction – insights from the Carbon Trust Marine Accelerator. Available at www.carbontrust.com/media/5675/ctc797.pdf

Objective 3: To help realise sustainably the potential of offshore wind energy generation as the most likely significant transformational economic activity over the next 20 years in the East plan areas.

This objective relates to marine wind energy which is predicted to be the fastest-growing activity in the East plan areas over the next 20 years. It is the activity that has the potential to offer the most in terms of additional economic growth and job creation for people who live along the coast or estuaries of the East of England, though the benefits of this activity will be felt across the UK and possibly internationally too.

Marine planning can make only a contribution to delivering the objective in conjunction with other measures. For brevity, this has not been reflected in the wording of the objective but note explanation given in 'Ambition versus contribution from marine planning' above.

Comments and response

There were some comments suggesting that this objective should be removed, either because it appeared to give preference to one sector, or because it was more specific than the other objectives and therefore did not fit with the cross-cutting approach to plan objectives as a whole. However, there was also strong support for this objective, which highlighted the importance of the plan area for achieving national energy supply, renewable energy and greenhouse gas emissions reduction targets, as well as emphasising the potential for employment and economic benefit that marine wind energy offer.

As such, the objective has been carried forward, though it must be read in the context of all the other objectives, as mentioned earlier in this document and several comments reiterated the need to consider social and environmental objectives alongside economic ones.

There was only one comment that challenged the assertion that marine wind was the most likely significant transformational economic activity, while many supported this assertion, notwithstanding the comments about whether this gives preference to a sector. Stronger linkages to supporting activities have also been made, to reflect the needs of the marine wind industry for supply chain activities, but also to highlight the potential spatial footprint of the activity, which extends beyond the plan limits and highlights the need to work with terrestrial authorities too.

Context and background

In terms of ability to contribute to economic growth, most activities will have a role across both objectives 1 and 2, though some activities will have such a radical impact that they have the potential to transform the economic and physical structure of an area. These transformational activities also need to be identified and accounted for, as the potential benefits from these are likely to be more significant for the plan. In the case of the East plan area, the most transformational activity is offshore renewables, specifically offshore wind. It will also help to ensure the plan areas make a significant contribution towards the achievement of legally binding UK targets for renewable energy and greenhouse gas emissions in line with the objectives of the National Policy Statements EN-1 and EN-3.

Offshore renewable wind energy is the fastest growing activity in the East plan areas with the Renewable Energy Road Map (2011) indicating that up to 18 gigawatts (GW) of offshore renewable wind energy could be developed by 2020, with over 40 GW possible by 2030[15]. The East plan areas, due to shallow waters and large amount of wind resource, will hold a large proportion of wind development, with The Crown Estate is entering into agreements for the development of three Round 3 zones in this area.

Development of wind energy in the East plan areas will present opportunities for regeneration of port facilities, development of a skilled workforce and potentially place the East plan areas and the UK at the forefront of the rapidly developing industry of marine renewable wind. The spatial footprint of this emerging industry involves the turbines themselves and that of transmission infrastructure, as well as having the potential to change port facilities. These present both opportunities and challenges that are beyond what marine planning alone can deliver.

The achievement of continued sustainable growth is therefore dependent on plans, developers and regulators optimising the location and methods of development to ensure adverse effects on other activities and the environment are, where possible, minimised. This will include integrating with terrestrial plans and regulators including the Infrastructure Planning Commission (IPC) (replaced by the National Infrastructure Directorate of the Planning Inspectorate as of 1 April 2012).

Sub-headings

As this objective is sector specific, there were no other sectors/topics identified in the original vision and objectives document. There were only two suggestions of additions, that would ensure the future of all sectors in the same manner as this objective ensured for marine wind, but this is felt to be covered by objectives 1 and 2.

Indicative plan policies

Further to the general comments on policies addressed in 'General points' above, there were a number of specific comments on the indicative, draft example policies in this objective. These will be considered during the next steps in the planning process. Specific comments included:

- focusing on a North Sea transmission grid
- addressing vessel traffic safety and wind farms
- addressing innovation further
- looking beyond the plan timescale.

Objectives directly in support of "Ensuring a strong, healthy and just society"

The three objectives below are considered important enough to merit specific attention in contributing to achieving a strong, healthy and just society.

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[15] Department of Energy and Climate Change (2011). Renewable Energy Roadmap. Available online at www.decc.gov.uk/en/content/cms/meeting_energy/renewable_ener/re_roadmap/re_roadmap.aspx

Introduction

Marine planning will shape and guide where marine activities occur in the marine area. Most marine activities and especially large scale developments have an impact on the land. Consequently, the social benefits and costs will need to be considered as part of the development process. These activities can range from the enjoyment of recreational activities at the coast to the utilisation of oil or marine aggregates sourced offshore.

Benefits on land can include job creation (both directly in the marine area and indirectly through supply chains) and the development of new skills, improvements to and strengthening of the local economy and the improvements in social standards that often come with a strong economy[16]. It should also be noted that social benefits will be derived outside of the marine plan area as a result of plan area activities which highlights the positive contribution that marine plans can have at a wider spatial level. Consequently, there will be a number of sector-based planning policies that contribute to achieving social objectives for marine planning.

The Marine Policy Statement (MPS) reinforces this stating "the marine environment provides national economic and social benefits...as well as directly contributing to the quality of life and well being of coastal communities"[17] and "marine planning will also therefore make an important contribution towards ensuring vibrant and sustainable coastal communities through helping to build strong local economies, improving quality of life and access to, and enjoyment of, marine areas"[18].

Please note that there are a variety of other issues that are not considered in this chapter, such as gender, age and Black and minority ethnic (BME) groups. While marine planning must not disproportionately affect vulnerable communities or ethnic groups[19], it is unlikely that marine planning will have a significant impact on these issues.

Objective 4: To improve social well-being by supporting activities that benefit health, provide equitable access to marine recreational opportunities and lead to vibrant sustainable communities.

This objective aims to increase opportunities for activities that improve the health and well-being of local people, by providing access to marine related recreational activities and ensuring that all people have equal opportunities to benefit from marine activities.

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[16] MMO (2011). The East marine plan area: maximising the socio-economic benefits of marine planning for English coastal communities. p 12. Available online at www.marinemanagement.org.uk/marineplanning/se.htm

[17] Defra (2011). Marine Policy Statement. Section 2.5.4, p 16. Available online at www.defra.gov.uk/environment/marine/protect/planning, accessed on 16 March 2012.

[18] Defra (2011). Marine Policy Statement. Section 2.5.4, p 16. Available online at www.defra.gov.uk/environment/marine/protect/planning, accessed on 16 March 2012.

[19] For more information please see Evidence and Issues Report 2012, chapter 6. Available online at www.marinemanagement.org.uk/marineplanning/documents/evidence_issues_chapter6.pdf. Page 270 onwards outlines the equality groups under the equality impact assessment as part of the sustainability appraisal.

Marine planning can only facilitate opportunities to improve social benefits and address the location or nature of activities, and subsequent opportunities for engagement with the coastal area. For brevity, this has not been reflected in the wording of the objective but note explanation given in 'Ambition versus contribution from marine planning' above.

Comments and response

Objective
There were a number of responses which supported the aim of the objective. There was one recurrent comment, related to rewording of the objective.

- The need to specifically mention access to marine recreation within the objective – this has now been reflected within the revised draft objective text

Supporting text
In addition, there were a number of comments relating to the supporting text, provided as "context or background". The two most common examples related to the new to:

- emphasise safety as contributing to social well-being – this has been reflected in a revised context or background section (see below)
- more explicitly align economic examples with social benefits – this has been included through expansion of the text (see below).

Context and background

Poor health within the East plan areas is a significant factor where marine planning should aim to foster improvement. As an example, Hull, Mablethorpe, Felixstowe and surrounding communities show concentrations of poor health and life expectancies for both men and women are shorter than the national average in Kingston upon Hull, North East Lincolnshire and North Lincolnshire[20]. In terms of recreational activities, direct improvements to physical and mental health can be made through enjoyment of days out at the coast whether it is through participation in sports such as sailing or leisure interests including bird watching and coastal walks.

Maintenance of a healthy and resilient natural environment helps to sustain the appeal of these leisure activities as well as helping to facilitate sustainable tourism. These can all contribute to an enhanced social well being through a sense of belonging to a distinct local area that affords equal access to opportunities for recreation and access with implicit building of social capital as a result. However, consideration needs to be given to the environmental limits of any activity so that, for example, with respect to noise, the aims of the Noise Policy Statement for England[21] are met, and any locally designated quiet areas are respected.

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[20] MMO (2012). Evidence and Issues Report for the East Inshore and East Offshore marine plan areas. Chapter 6. Published 7 February 2012, available online at www.marinemanagement.org.uk/marineplanning/issues.htm
[21] Defra (2010). Noise Policy Statement for England. Available online at www.defra.gov.uk/environment/quality/noise/npse/

It is important that wellbeing is maintained through adherence to regulations which contribute to ensuring safety at sea, being alert to risks within the marine area including those created by other users. Regard should be made to the relevant authorities that have a responsibility for ensuring safety at sea and along the coast. Additionally, sustainable marine industries should not be overly constrained as a result of marine plans, given the positive effects they have on the plan area and national and local economy. New development can help to facilitate social well being and reduce inequalities in coastal communities through provision of jobs, including within the tourism and recreation sector. In addition, public transport improvements that connect outlying coastal communities with new developments may be funded, contributing to social inclusion and community cohesion. Regard should also be given to the wide variety of land-based policies and initiatives that influence community, health and equality. There are other policies which are best considered in other sections such as understanding and supporting the benefits of ecosystems to provide societal gain. This is discussed in further detail in Objective 7.

Sub-headings

In the draft vision and objectives, the following sectors or topics that merited highlighting or specific attention were identified:

- ports and shipping
- tourism and recreation.

Considering all the comments received, the following sectors/topics are also highlighted and will be considered further to determine if specific planning policies would be appropriate:

- supply of aggregates for beach replenishment
- support for sustainable tourism and the importance of a healthy, resilient natural environment to support this
- access to marine recreation to support the tourism offer and align with the objective.

Indicative plan policies

Further to the general comments on policies addressed in 'General points' above, there were a number of specific comments on the indicative, draft example policies in this objective. These will be considered during the next steps in the planning process. Specific comments included:

- ports and shipping – in respect of safety at sea.
- tourism and recreation – need to reflect the tourism benefits of a healthy, natural environment. This has now been included in the context section.

As well as comments on the sub-headings, it was felt that marine aggregates should be included in a policy given their role in beach nourishment schemes. This has helped to support tourism, through provision of attractive beaches.

All comments will be noted in considering these issues further which may require discussion with relevant stakeholders.

There were a range of other one off or more specific comments on either the policy wording or supporting text of other policies which will be taken in to account in the next steps in the planning process

Objective 5: To reduce deprivation in communities adjacent to the plan areas and improving social benefits through employment opportunities.

This objective aims to connect people in deprived communities with job opportunities arising from marine activities. It should be noted that deprivation is likely to be reduced as a result of increased employment and educational opportunities. This is inextricably linked with economic objectives (in particular 1 and 2) where further discussion of the economic benefits of marine planning is included.

Marine planning can only facilitate opportunities to reduce deprivation through focusing activities which make provision for skills growth rather than provide direct tangible impacts on deprivation statistics. For brevity, this has not been reflected in the wording of the objective but note explanation given in 'Ambition versus contribution from marine planning' above."

Comments and response

Objective

There were a number of responses to the consultation on the draft objectives and vision in relation to this objective. There were a number of recurrent themes regarding the need to:

- remove references to the economy from the objective, to show distinction from objectives 1, 2 and 3 – this has been revised (We recognise there is still some overlap between this objective and the economic objectives but given the overall aim of the plan, we feel this is appropriate.)
- expand the objective to identify local or coastal communities – this is implicit through mention of communities adjacent to the plan area, rural deprivation has been covered in the revised context.

Supporting text

- The need to provide more detail in the supporting text, ensuring that it is aligned to the objective – this is reflected below.

Context and background

Deprivation

A recent socio-economic study[22] recognises that there are a number of local authorities within the plan area that suffer from deprivation with key measures (educational attainment, employment rates, health, crime) lower than the national average and, this is compounded further with some local authority areas having deprivation statistics below that of the plan area average including within the worst 10 per cent in England.

[22] MMO (2011). The East marine plan area: maximising the socio-economic benefits of marine planning for English coastal communities. Available online at www.marinemanagement.org.uk/marineplanning/se.htm

It is therefore important that development is targeted appropriately, such that those living in communities classified as "deprived" have an opportunity to find sustainable employment. It is also important to recognise rural deprivation, both coastal and inland in terms of poor connectivity to areas of employment (mobility deprivation) and compounded by a lack of local amenities and services that would help build social capital (opportunity deprivation). In turn, this is exacerbated by low income and poor housing (resource deprivation[23]). This affects both coastal and inland settlements which face their own unique challenges.

Research over the last 25 years has constantly identified an average of 20 to 25 per cent rural households living in poverty, with significantly higher percentages in sparse and coastal areas[24].

It is also important to recognise that there are also a number of local authority areas within the plan area that are not classified as deprived and, in these cases, it will be important to preserve and build upon their success, which in itself, can contribute to the local economy and social wellbeing through tourist visits.

Closely aligned with regeneration initiatives and associated challenges is the need to ensure that there is no displacement of deprivation to neighbouring local authority areas. Consequently, and as a minimum, there is an aspiration to ensure that non-deprived areas maintain their ranking in the Indices of Multiple Deprivation. Marine plans should identify how to develop social benefits through measures that are in place to reduce deprivation. As a result of this, the plan should recognise the varying levels of deprivation within the marine plan area.

Regeneration and investment

A variety of regeneration initiatives are taking place or are planned within the area, some of which are directly related to expected investment in inshore and offshore waters, such as Hull and Grimsby are developing their docksides to support the growth and maintenance of offshore wind farms. Government policies to support infrastructure manufacturing for offshore wind within ports in assisted areas help to stimulate investment.

Existing economic deprivation – including income inequalities, increasing unemployment, low educational attainment and skills levels – may hamper efforts to share the potential economic benefits in order to tackle existing social and health inequalities and marine plans should seek to facilitate improvements. This could be achieved by supporting development that provides opportunities for a transformation of activity within deprived communities, leading to a reduction in deprivation through personal educational development to enhance skill sets that, in turn, create social benefits to individuals through enhanced employability.

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[23] Deprivation in Rural Norfolk: Final report, Paragraph 6.2.3. Oxford Consultants for Social Inclusion Ltd (OCSI), December 2006.

[24] Deprivation in Rural Suffolk: Highly-deprived areas and the rural share of Deprivation, Paragraph 6.3.3. Oxford Consultants for Social Inclusion Ltd (OCSI), February 2008.

There is a need to enhance the confidence of industry to invest in deprived areas. Enterprise zones and local development orders are helping to tackle this. Lack of clarity in terms of investment conditions has the potential to drive investment to other parts of the world. Areas such as Great Yarmouth, Lowestoft and Wisbech have the labour markets and infrastructure to make development attractive to investors, as highlighted in the socio-economic report[25]. Much will depend on the extent to which the location is able to capture wider elements of the marine activity supply chain and the extent to which this investment is likely to bring about changes that impact on existing unfavourable conditions which shape social and health statistics.

This investment will help to stimulate the local economy, providing a range of social benefits through an increased offer of facilities. It should also lead to greater disposable income leading to increased personal wealth, opportunities to purchase property and enjoy a lifestyle within a sustainable, thriving coastal community.

Sub-headings

In the draft vision and objectives, the following sectors or topics that merited highlighting or specific attention were identified:

- defence
- marine aggregates
- renewable energy
- fishing.

Considering all the comments received, the following sectors or topics are also highlighted and will be considered further to determine if specific planning policies would be appropriate:

- dilute linkage to economy within the objective and associated policies to ensure a distinction from objectives 1,2 and 3
- include rural deprivation as this is critical to some plan area communities
- recognise opportunities for conflict and co-existence and include these in policies where appropriate
- linkage between tourism and the fishing industry and the need to recognise relationships between sectors
- oil and gas to be reflected given its importance as a local employer, volume of activity and footprint size
- ports and shipping to be included due to offering employment opportunities across a wide skills base.

Indicative plan policies

Further to the general comments on policies addressed in 'General points' above, there were a number of specific comments on the indicative, draft example policies in this objective. These will be considered during the next steps in the planning process. Specific comments included:

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[25] MMO (2011). The East marine plan area: maximising the socio-economic benefits of marine planning for English coastal communities. Available online at www.marinemanagement.org.uk/marineplanning/se.htm

- defence – potential disturbance to defence radars
- aggregates – coastal defence projects
- fishing – linkages with tourism including the cultural identity and characteristics of fishing communities which help to attract tourists to the area.

As well as comments on the sub-headings, it was felt that oil and gas and ports and shipping should be included in a policy given the employment opportunities that they provide.

All comments will be noted in considering this key issue further which may require discussion with relevant stakeholders.

There were a range of other one off or more specific comments on either the policy wording or supporting text of other policies which will be taken in to account in the next steps in the planning process

Objective 6: To conserve all heritage assets and ensure that marine development and use is in keeping with the character of the local area.

This objective relates to the historic environment, including landmarks and features, (both manmade and natural), and encompasses considerations to do with the character of the area such as landscape. It recognises the need to ensure that developments are appropriate to the area they are located in and have influence upon and do not compromise the value of such assets and characteristics.

It is noted that landward development decisions and policy considerations would be within the remit of a local planning authority. However, regard would need to be made to the marine plan to ensure that there was no significant adverse affect on heritage assets and local character.

Marine planning can make only a contribution to delivering the objective in conjunction with other measures. For brevity, this has not been reflected in the wording of the objective but note explanation given in 'Ambition versus contribution from marine planning' above. Existing legislative protection measures for sites and features of interest in statutory designations must be recognised. Marine planning can also signpost other relevant policies and measures including for non-designated sites and features where appropriate.

Comments and response

Objective

There were several comments which supported the aim of the objective. There were a number of comments which related to rewording the objective. These included:

- to be more explicit about enhancing or conserving the value of the asset rather than recognising the value, it was felt that this was ambiguous – this has been addressed through revising the objective text
- to note that designated assets already have statutory protection and that the original draft objective could be contrary to legislation – this has been addressed through revising the objective text and supporting information

- to identify that landward development is the remit of local planning authorities and that development should be in keeping with the area – this is reflected in amendments to the supporting information.

Supporting text
There was one recurrent theme, suggested by a high volume of respondents which related to the need for a separate objective on seascape – the text below clarifies the approach to this consideration.

Context and background

Heritage assets
A number of coastal communities have historic environmental landmarks and landscapes which have a social value established over time. This concept is moving to the forefront of government policy with the Social Value Bill being debated in the House of Lords. These assets may or may not have formal protection measures, but marine plan development needs to consider the social impact of any development on these assets as well as any cultural characteristics that make plan area localities unique. Those elements of the historic environment such as buildings, monuments, sites or landscapes that have been positively identified as holding a degree of significance[26] meriting consideration are called "heritage assets"[27].

The coastal zone within the marine plan area contains a large number of statutory heritage features including listed structures, scheduled ancient monuments and registered historic parks and gardens, for example lighthouses, quaysides, piers or ancient remains. Not all these features are below the mean high water mark and could include submerged archaeology in the offshore areas dating back to pre-historic times. However, they may be indirectly affected by activities at sea.

There are a range of international and national conventions, legislations and policies that provide protection for different aspects of the historic environment, such as wrecks and archaeological heritage. These are considered further in the MPS.

The National Heritage List for England[28], published by English Heritage provides a description and mapped location of every designated heritage asset. This list covers:

- listed buildings
- scheduled monuments
- protected wreck sites
- registered parks and gardens
- registered battlefields.

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[26] Significance is the value of a heritage asset to this and future generations because of its heritage interests.
[27] Defra (2011). Marine Policy Statement. Available online at www.defra.gov.uk/environment/marine/protect/planning, accessed on 16 March 2012.
[28] www.english-heritage.org.uk/professional/protection/process/national-heritage-list-for-england/, accessed May 2012

English Heritage guidance provides further details on the settings of heritage assets[29].

Not all heritage assets are subject to formal protection measures but nonetheless, these still help to shape the character of an area and should be treated as being equally important as designated assets. They can be measured in terms of their significance, in terms of presence and setting, to current and future generations because of their heritage interest which could be archaeological, architectural, artistic or historic.

Heritage assets assist in strengthening social capital through engagement activities that help to become a focal point for community events, engendering a sense of belonging to a place and way of life and, as such, help foster support to safeguard these features.

Seascape and landscape: Seascapes
Some respondents suggested the inclusion of a specific objective and relevant policies for seascape, the justification being it would help to add a sense of place, help conserve and protect nationally important seascapes and would reflect the direction for planning as set out in the MPS.

While seascape is clearly an important issue, it is but one aspect of the broader issue of local character and, as such, it is considered that this is already captured in the wording of the objective. To add it would require adding other details, such as landscape, and make for an unwieldy objective. Furthermore, both the technical understanding and policy context around seascape are at a relatively early stage of development. Seascape will be considered during the options phase of the marine planning process.

Seascape character assessments should add value to the planning process. We are undertaking further developmental work to reach a point where such assessments can be applied to inform plan-led decisions.

Seascape and landscape: Landscapes
Landscape designations include national parks, areas of outstanding natural beauty and defined, non statutory designations such as heritage coasts (covering a third of the English coastline) and recognition should also be given to the underlying geology that supports these landscapes.

Our appreciation and understanding of landscapes have increased over time and landscape character assessments seek how to identify and express unique elements that contribute to definition of a place's character.

Landscapes are protected by a range of mechanisms including statutory and non-statutory designations, national planning policies and European conventions.

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[29] The Setting of Heritage Assets, English Heritage (2011).

Nationally important landscapes are protected through legislation under the National Parks and Access to the Countryside Act 1949. This is supported by international guidelines and sets out to conserve and enhance certain areas for their natural beauty, with areas designated either as national parks[30] or areas of outstanding natural beauty[31] (AONBs). Approximately 23 per cent of England is currently protected by one of these two designations, the importance of which continues to be reflected in planning policy, including the National Planning Policy Framework (NPPF).

Sub-headings

In the draft vision and objectives, the following sectors or topics that merited highlighting or specific attention were identified:

- renewable energy
- tourism and recreation.

Considering all the comments received, the following sectors or topics are also highlighted and will be considered further to determine if specific planning policies would be appropriate:

- seascape and landscape – see previous text
- ensure tourism text is not restricted to AONBs as tourism relates to other areas and other landscape designations.

Indicative plan policies

Further to the general comments on policies addressed in 'General points' above, there were a number of specific comments on the indicative, draft example policies in this objective. These will be considered during the next steps in the planning process. Specific comments included:

- tourism and recreation – minor wording amendments
- renewable energy – impacts on seascape

Other comments related to the need to include more sectors, being mindful about how social loss could be measured, ensuring appropriate interface between marine and terrestrial planning systems, the need to consider effects (direct, indirect and cumulative), and some minor wording amendments to give clarity of meaning.
All comments will be noted in considering this key issue further which is likely to require further discussion with relevant stakeholders and will be further explored in the development of options.

There were a range of other one off or more specific comments on either the policy wording or supporting text of other policies which will be taken in to account in the next steps following the plan options stage in the planning process.

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[30] www.naturalengland.org.uk/ourwork/conservation/designatedareas/nationalparks/default.aspx
[31] www.naturalengland.org.uk/ourwork/conservation/designatedareas/aonb/default.aspx

Objectives directly in support of "Living within environmental limits"

The three plan objectives below contribute to ensuring a healthy and biodiverse marine ecosystem in the East plan areas. The first objective is the overall outcome sought. The second and third are more to do with **how** the outcome will be delivered but are considered significant enough in their own right in the East plan areas to be addressed individually.

Comments and response

Several consultees suggested that there was overlap between objectives 7 and 8 (and to a lesser extent 9) such that they could be merged, partly due to what appear to be some similar policies in each. Equally, a number of consultees strongly supported the inclusion of each of the objectives and the differentiation between them.

On balance, given the direct link to what are only three high level marine objectives under "Living within environmental limits", and the need to consider more clearly the link to Marine Strategy Framework Directive as a result of many comments, it is considered appropriate to retain each of the three objectives. However, this will be kept under review, particularly as plan policies start to be formulated.

Objective 7: To ensure a healthy, resilient and adaptable marine ecosystem in the East plan areas to deliver benefits both to people and to biodiversity.

This objective recognises that biodiversity and the goods and services that humans derive from the marine environment depend on a healthy ecosystem functioning in a way that is resilient and adaptable in the face of pressures upon it. It relates to the need to ensure that activities in the marine areas must avoid damaging the marine ecosystem through impacts and pressure on sensitive parts of the ecosystem. It recognises the need to avoid impacts accumulating through multiple activities taking place in a particular space. Delivery of the objective should deliver benefits both to people and to biodiversity.

The objective encompasses an outcome that marine planning should contribute to. For brevity, this has not been reflected in the wording of the objective but note explanation given in 'Ambition versus contribution from marine planning' above. Clearly, marine planning can only facilitate management measures and address the location/nature of activities, and subsequent interaction with the marine ecosystem, rather than manage the ecosystem directly.

Comments and response

Objective

There were quite a few comments that strongly supported the inclusion of such an objective (and none that suggested removing it other than a couple of proposals to merge the environmental objectives).

There were only a couple of suggestions for rewording, including:

- **to remove "help"**: the use of this term has been addressed (see 'Ambition versus contribution from marine planning' in 'General points')
- **to narrow the focus to control of inappropriate development as planning by itself cannot manage the ecosystem**: this applies to all management measures for the marine area and to many of the objectives (see previous point to remove "help")
- **remove "adaptable" as it is potentially confusing and covered by "healthy and resilient" in that such characteristics incorporate the ability to adapt effectively**: the point is recognised but no change made as this directly reflects wording in the high level marine objectives.

Supporting text
Marine Strategy Framework Directive: requests were made by a range of bodies to make more specific reference to the different descriptors. Some additional text has been added to the "Introduction to environmental objectives" to reflect this. Policies in support of Objective 7 would be likely to be most relevant to descriptors 3, 5, 7 to 11 although the degree to which marine planning can play a role will vary between these. Additional sub-headings are considered below.

Water quality: the inclusion of this topic was supported although the scope of what is meant by water quality needs clarifying. A couple of consultees wanted water quality to be elevated to its own objective but, given concern about increasing the number of objectives and the relatively limited relevance of marine planning (compared to other measures), this is considered not to be justified.

Mobile species: changes have been made to Objective 8 to reflect the comments and suggested changes we received on this topic.

Other: There were suggestions for various topics or points to be highlighted more, such as the Water Framework Directive and good ecological status in the context rather than just under water quality. Relevant changes have been made in the text below.

Context and background
Both biodiversity and the goods and services that humans derive from the marine area depend on a healthy ecosystem functioning in a way that is resilient and adaptable in the face of pressures upon it. Equally, biodiversity has a role to play in undertaking processes that support a healthy ecosystem[32].

Issues specific to protecting and managing particular biodiversity interests are addressed in separate objectives below, this objective focuses on the ecosystem more generally. It therefore touches on the functioning of biological communities, such as interaction between species (as opposed to the structure of biological communities, that is the different species present), processes such as nutrient and carbon cycles, the interaction between various pressures acting on the environment

[32] For example, animals living in the seabed process sewage and organic waste released into the sea, recycling nutrients back into the marine food chain.

as a whole, and the relevance of some ecosystem services, as well as goods, to society.

The objective partly reflects the need to take an ecosystem approach in marine planning[33], to ensure attention is given to considerations beyond individual habitats and species, and partly reflects issues highlighted in the Evidence and Issues Report 2012 (and documents cited therein) such as habitat loss and disturbance, changes to water quality, and cumulative effects[34] (many of these issues are influenced by climate change which is addressed under a separate objective).

Various commitments – in particular the Marine Strategy Framework Directive (MSFD) – reinforce the need to consider wider ecosystem issues in marine planning[35].

The objective is also relevant to delivery of the Water Framework Directive including, within 1 nautical mile, the achievement of good ecological status. As well as being relevant to MSFD descriptor "hydrological conditions"[36], there is a clear link to coastal processes and related measures.

A wide range of existing measures address the above points and contribute to the delivery of this objective. They include those that help to ensure appropriate standards for water quality, to manage the effect of fisheries on fish stocks and with the marine environment, to manage and minimise litter, and to prevent the introduction and spread of non-indigenous species. The following provides some signposting of such measures while also identifying examples of where marine planning has a role to play.

Sub-headings

In the draft vision and objectives, the following sectors or topics that merited highlighting or specific attention were identified (with additional points where appropriate):

- water quality or characteristics and managing marine pollution (that is the health of the marine water environment and managing pollutants that affect this – note that good water quality is important not only to wildlife but also people's health and enjoyment of the marine environment and, therefore, tourism – the topic should include relevant policies for "hydrographic conditions")

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[33] Defra (2011). Marine Policy Statement. Section 2.3.1. Available online at www.defra.gov.uk/environment/marine/protect/planning, accessed on 16 March 2012.
[34] Also highlighted and emphasised in the Defra (2011). Marine Policy Statement. Section 2.3.1.6. Available online at www.defra.gov.uk/environment/marine/protect/planning, accessed on 16 March 2012.
[35] Note that together with social and economic considerations, as marine planning is a tool help deliver sustainable development and not just environmental considerations. Marine planning will need to take into account of any relevant targets and associated indicators or measures aimed at achieving "good environmental status" covering, for example, biodiversity, the seabed, generation of noise, and impacts on hydrographical conditions, but at present targets are still under development.
[36] www.defra.gov.uk/environment/marine/msfd/: Permanent alteration of hydrographical conditions does not adversely affect marine ecosystems.

- preventing and reducing the introduction and spread of non-indigenous species (note link to MSFD descriptor 3)
- understanding and, where appropriate, facilitating ecosystem recovery
- ecosystem services.

Considering all the comments received, the following sectors or topics are also highlighted, or additional points for those and will be considered further to determine if specific planning policies would be appropriate:

- Noise: several consultees responded that merited being listed, although gaps in current understanding mean this might be more appropriately included under Objective 12 on evidence.
- Litter.

Indicative plan policies

Further to the general comments on policies addressed in 'General points' above, there were a number of specific comments on the indicative, draft example policies in this objective, including a large number of comments on the policies for the objective as a whole, in particular:

- 7.1: concern about the evidence base, distinguishing between pressures and impact, application to assessment and decision-making, and who would be required to gather information
- 7.2: support in principle for addressing cumulative effects but similar concerns to above.

These will be considered during the next steps in the planning process, which may require discussion with relevant stakeholders. It may be better to keep any resulting policies generic and cross-refer to a more comprehensive list of pressures.

There were a range of other one off or more specific comments on either the policy wording or supporting text of other policies which will be taken in to account in the next steps in the planning process.

Objective 8: To ensure that biodiversity in, or dependent upon, the East plan areas is protected, conserved and where appropriate recovered and loss has been halted.

This objective highlights the need to consider and protect a wide range of habitats, species and other features, including those of conservation importance, in the East marine areas. It highlights habitats and species more generally and areas beyond those protected through conservation designations. It reflects commitments on biodiversity as a whole and its relevance to a healthy ecosystem and associated benefits.

Comments and response

Objective

The majority responding to this specifically showed clear support for inclusion of, and the aim of, the objective. Other comments received related to:

- some minor wording adjustments to strengthen the objective: this has been addressed through deletion of "to help" (see 'Ambition versus contribution from marine planning' in 'General points')
- the need to mention geodiversity: the wording directly reflects that set out in the relevant high level marine objective (It is considered that geodiversity is adequately encompassed within objectives 7 and 9, and indirectly through Objective 6 in relation to landscapes and local character. This will be kept under review but, wherever geodiversity is addressed in the objectives, the protection afforded to it and policy considerations set out in the MPS will need to be taken into account.)
- the need to consider enhancing and restoring biodiversity: the wording reflects both the relevant high level marine objective and the text in the MPS, such as 3.1.2 (It would seem appropriate to follow that wording rather than derive a different version.)
- to consider how loss is measured: evaluation of the delivery of objectives will apply generally but the objective itself sets out the intent – see previous two bullets on wording and link to high level marine objectives – further consideration and guidance will be given to what this means as work towards the draft plan is undertaken.

Supporting text
In addition, there were a number of comments relating to the supporting text, provided as context or background. The most common examples related to:

- Include more detail on mobile species particularly given the limited protection for these: this has been reflected in the text below, including highlighting mobile species as a key issue in its own right. However, some of the points made are more for government and current policy on protection of mobile species. Related to these were issues to do with the current level of evidence, and interpretation of this, on particular groups of mobile species, such as seabirds. The MMO will continue to work with relevant bodies to address gaps in our understanding but is dependent on the advice of the statutory nature conservation bodies (Joint Nature Conservation Committee and Natural England) as the lead advisers on biodiversity.
- To consider biodiversity beyond protected species and habitats and beyond designated sites. The former is reinforced in the text below while the latter is addressed by the inclusion of a separate objective on wider biodiversity.

There were also more specific and detailed comments around the links to other objectives, such as relevance to ecosystem services (which are adequately covered in objectives 7 and 9), economic benefits, and particular activities, such as wildfowling.

Context and background
The East plan areas include a wide range of habitats, species and other features of conservation importance, not all of which are subject to statutory protection. While some of these are the reasons for designation in protected sites (see separate objective), others occur outside of sites, such as wide ranging statutorily protected

mobile species[37], and those not subject to spatial protection measures, such as some seabirds foraging far offshore. That may include habitats and species within the boundary of a designated site that are not reasons for designation will not be protected by the legislation and management applying to that site.

Habitats and species may also be valued not just for conservation but for other reasons, such as habitats essential to support viable populations of commercially important fish species. The role of biodiversity in ecosystem functioning as well as the role of ecosystem functioning in biodiversity is considered more in Objective 7.

The UK Government is committed to halting the loss of biodiversity and restoring it so far as is feasible – this means no net loss to biodiversity. However, many habitats and species are subject to wide ranging pressures from human activities. Some important habitats and species are declining or potentially are cause for concern, such as intertidal sediment habitats[38]. The UK aims to ensure:

- halting and, if possible, a reversal of biodiversity loss with species and habitats operating as a part of healthy, functioning ecosystems
- the general acceptance of biodiversity's essential role in enhancing the quality of life, with its conservation becoming a natural consideration in all relevant public, private and non-governmental decisions and policies.

Within an overall requirement for marine plan authorities to maximise the opportunities for integrating policy outcomes, the MPS highlights that development may include benefits for marine ecology, biodiversity and geological conservation interests and that these may outweigh potential adverse effects[39].

Marine planning is likely to have a role in helping to deliver objectives for biodiversity beyond designated sites, mainly through complementing or supporting specific measures for conservation where required. In particular, there is a need to ensure protection of important species and habitats beyond designated sites including those that are subject to statutory provisions and/or that have been identified as being of principal importance and require or are recommended for conservation action, such as UK Biodiversity Action Plan listed features[40]. Other considerations include ensuring the role of biodiversity beyond its intrinsic value is built into planning and decision-making. It should also be noted that, together with the wider landscape of the coast and waterways, wildlife and habitats adjacent to and within plan areas are important factors attracting tourists to the region[41].

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[37] Note that there is variable knowledge about the distribution, let alone ecology including sensitivity, of many such species, such as among marine mammals and seabirds. Therefore, currently some issues are best addressed in the evidence objective rather than through specific policies within this objective.

[38] Defra (2010). Charting Progress 2: An assessment of the state of UK seas. Published by the Department for Environment Food and Rural Affairs on behalf of the UK Marine Monitoring and Assessment Strategy community. Available online at http://chartingprogress.defra.gov.uk/

[39] Defra (2011). Marine Policy Statement. Section 2.6.1.4. Available online at www.defra.gov.uk/environment/marine/protect/planning, accessed on 16 March 2012.

[40] Defra (2011). Marine Policy Statement. Section 2.6.1.6. Available online at www.defra.gov.uk/environment/marine/protect/planning, accessed on 16 March 2012.

[41] For example in Suffolk, see www.choosesuffolk.com/tourismpartnership

Sub-headings

In the original vision and objectives document, no sector or topic was included. Considering all the comments received, the following sectors or topics are also highlighted, and additional points will be considered further, to determine if specific planning policies would be appropriate

- Mobile species: there are sufficient issues around mobile species that the topic merits highlighting in its own right rather than only being addressed implicitly under a range of other headings. There are, for example, consenting risks in relation to mobile species across a number of marine sectors. The MMO and relevant organisations, such as the Joint Nature Conservation Committee, are in discussion as to how best to consider mobile species in marine planning. Any consideration of mobile species should be by group, such as cetaceans or seabirds, and in the context of the MSFD.

Indicative plan policies

A number of responses were received in respect of the indicative, draft example policies as discussed further in the general chapter.

Further to general comments on policies, there were a large number of comments on policies, mainly to do with clarifying or rewording those proposed, including:

- reference highly productive areas (including nursery and spawning areas) and feeding grounds or foraging areas
- protecting biodiversity in the wider seas – linking into the Marine Strategy Framework Directive and attainment of good environmental status
- consideration of a net gain in biodiversity
- concern to clarify the evidence base and who would be required to gather information
- concern about application to assessment and decision-making and care over use of terms or requirements, particularly to ensure that are linked to relevant legislation and statutory requirements rather than being unintentionally applied more broadly where not justified – for example, adverse effects should only be measured against what the site has been designated for and need to consider mitigation of these effects
- cumulative effects including impact on other border states seas
- consider policies explicitly apply to species not subject to statutory protection
- consider combining policies whose aspirations largely duplicate each other.

All comments will be noted in considering these issues further which may require discussion with relevant stakeholders.

There were a range of other one off or more specific comments on either the policy wording or supporting text of other policies which will be taken in to account in the next steps in the planning process.

Objective 9: To support the objectives of marine protected areas and other sites designated for conservation

This objective relates specifically to marine protected areas (MPAs) and other sites designated for conservation, whether they be international, European or national. It includes consideration of a network of MPAs, including current proposals for the designation of marine conservation zones (MCZs).

Licence decisions and management of activities are critical to delivering site and network objectives. There is a clear link between this objective and most others, including climate change, such as the relevance of mitigation measures to reducing impacts on biodiversity.

Marine planning can make only a contribution to delivering the objective in conjunction with other measures, particularly site-specific management or protection, including through licence decisions and management of activities. For brevity, this has not been reflected in the wording of the objective but note explanation given in 'Ambition versus contribution from marine planning' above.

Comments and response

Most responses supported inclusion of Objective 9 as a separate objective. However, several consultees found the wording to be confusing and suggested alternatives. More specific points and response:

- remove "help": the use of this term has been addressed (see 'Ambition versus contribution from marine planning' in 'General points')
- there were mixed views on how best to reflect the fact that designated sites will be largely delivered through site-specific measures: revised to "support"
- clarify reference to licence or management and/or move this reference to before "to ensure...": the requirements of a designated site (supported by relevant legislation and policy) drive licence decisions and management pertaining to that site, hence the order of the text – however, wording edited and further explanation added below
- clarify or narrow the focus on "biodiversity": conservation sites can also include for geodiversity and geomorphology, therefore it is considered more appropriate to retain conservation rather than replace it or add biodiversity – comments on how best to address designations for landscape, such as AONBs, are considered in Objective 6
- add "future activities": no need to add as these would need to take account of existing designated sites including through licence decisions
- delete "takes account of implications for delivering other objectives across the East plan areas..." this is an example of the wider point on cross-referring between objectives (see 'General points'). Further to the general point on 'Cross-referencing between objectives', the text has now been deleted from the objective.

Marine conservation zones (MCZs)

Quite a few comments were based on the proposed designation of MCZs including the number and location of sites, and what impact management measures might have on activities, including concerns over possible displacement. Those that

responded felt that if there were any issues arising from the concerns listed above, it would be appropriate for them to be considered in marine planning. While this is recognised, clarification on measures and their implications can only come through the MCZ process which is not expected until after the public consultation anticipated in December 2012).

Co-location
While all those that commented support the principle of co-location, there are a number of issues that will need to be addressed. For example, defining and providing guidance on what co-location means in practice, making a clearer link to development in MPAs where consistent with conservation objectives, and noting the difficulty on providing guidance before designation.

Cross-border
There is continued interest in sharing information on approach to issues, such as location of activities in special areas of conservation (SACs), across borders. While the text below has not been altered, it must be recognised that many such issues will be more appropriately addressed within MPA-specific management measures and discussions around those.

Context and background
This objective focuses on statutory sites for biodiversity and conservation. Those designated for landscape, historic and cultural reasons are addressed under objective 6.

While MPAs and designated sites for conservation are only one aspect of helping to ensure a healthy and biodiverse environment, they are worth considering separately partly because, as defined geographic areas, they have obvious spatial implications.

The East plan areas are nationally significant for the number and area of designated sites and proposals for further sites. There are also commitments and measures particular to designated sites that merit specific consideration in relation to marine planning. As well as requiring the management and protection of individual sites of different types, such as sites of special scientific interest (SSSIs), special protection areas (SPAs), special areas of conservation (SACs) and, in time, marine conservation zones (MCZs), the UK Government has committed to substantially completing an ecologically coherent network of MPAs.

There are issues to consider around individual sites (including activities and decisions in areas outside of sites), both existing and new sites once identified, and delivery of a network. The establishment of new MPAs, including MCZs once they come forward, and subsequent implications for activities and spatial requirements across the plan areas, is a potentially key issue, although individual management measures cannot yet be known management.

A network of MPAs will contribute to other objectives and commitments. In particular it is a key measure towards achieving good environmental status under the Marine Strategy Framework Directive (MSFD). MPAs and designated sites can provide direct and indirect societal and economic benefits, such as through the ecosystem services provided by the features that they protect. One example is the importance

of saltmarsh habitat for fish nurseries. These should be picked up through individual site impact assessment and management. Ecosystem services are addressed in general in elsewhere. Opportunities or implications for coastal communities and/or economic growth arising from designated sites are touched upon in the objective on employment.

Implementation of sites is largely provided for by existing statutory protection and management measures, including site-specific objectives and management plans, delivered by competent and relevant authorities. Attention must be paid to the type of designated site under consideration as the legislation and protection applying to it will vary. Equally, different conservation features have very different protection requirements and therefore the range of management measures also varies.

Marine planning should provide a framework or context for site-based measures where appropriate including:

- to support site management measures and to complement licensing processes and decision making
- to ensure links are made between licensing processes and decision making in the East plan areas that would affect designated sites contiguous with or adjacent to the plan areas (both on land, in adjoining marine plan areas and adjoining areas outside of English waters)
- to facilitate consideration of cumulative effects (although there substantial gaps in our understanding, see objective on evidence) arising within and outside of sites (within and outside of English waters) on both individual sites and an ecologically coherent network (within English waters).

Sub-headings

In the original vision and objectives document, only one sector or topic was suggested, that is "Managing the consequences (positive or negative) of new MPAs on human activities and delivery of other objectives". There were no suggested revisions to this or proposals for new sub-headings.

Indicative plan policies

Further to the general comments on policies addressed in 'General points' above, there were a number of specific comments on the indicative, draft example policies in this objective. These will be considered during the next steps in the planning process. Further to general comments on policies, there were a large number of comments on policies, mainly to do with clarifying or rewording those proposed including:

- being clearer about who some were aimed at
- more caveats or careful wording, such as on co-location, on the level of protection pertaining to different sites, on cumulative effects
- being more comprehensive where necessary, such as signposting the full range of regulations that pertain to designated sites
- distinguishing between, or encompassing both, features for which designated and the site as a whole.

Climate change: Adaptation and mitigation in the East plan areas

Apart from highlighting to a broad range of stakeholders existing objectives and measures around mitigation and adaptation, the focus is on where marine planning can contribute to, or facilitate, such measures.

Objective 10: To facilitate adaptation and mitigation to climate change in the plan areas.

This objective relates to the need to tackle climate change through mitigation measures but also to consider adaptation. Communities adjacent to the plan areas, including along the coast and estuaries, industry and decision-makers need to consider adaptation strategies, including enhancing resilience, in the face of climate change. There is also a need to consider the effect of climate change on biodiversity and the ecosystem more widely. It also highlights the contribution of marine activities and decisions, including those arising from the interaction between activities, to the reduction in carbon dioxide emissions.

Marine planning can make only a contribution to delivering the objective in conjunction with other measures. For brevity, this has not been reflected in the wording of the objective but note explanation given in 'Ambition versus contribution from marine planning' above.

Comments and response

Objective

The value of this objective was recognised by a range of stakeholders. In particular it was felt that this was necessary to establish marine plan integration with efforts related to climate change mitigation and adaptation measures at the national and sub-national level.

A number of comments suggested that the objective should highlight specific matters such as particular approaches to mitigation or the role of the environment in climate change. Currently it is considered better to keep the objective more general, rather than focus on any particular issue, whether to environmental, social or economic, with specific focus being provided by policies. This approach will be kept under review.

Suggestions were also made to increase the ambition of the objective. Following consideration, the objective phrasing remains the same reflecting both the MPS and anticipated role of the plan that is to support and contribute to measures. Wording of the objectives will be reviewed following the options process,

Supporting text

A number of points were raised suggesting improvements to the explanatory text accompanying the objective. These have been accounted for in this revision and generally fell in to the following categories:

- simplification of language to clarify points raised, for example qualifying terms that have different meanings to different sectors where necessary, such as "offshore"

- inclusion of reference to specific areas of policy that add context to a climate change objective in the context of marine activities
- strengthening reference to other plans or work of other bodies where there is overlap with the marine plan and concern themselves with climate change mitigation or adaptation
- new opportunities should be highlighted for fishing that may arise as a result of climate change.

In line with comments made on policies throughout, as highlighted at the beginning of this document, it was suggested that policies related to the climate change objective should concern themselves more with site-specific references within the East plan area. While specific areas are mentioned as examples for context, further details of location-specific impacts will be looked at during the options phase.

Context and background

The marine plans are set in the context of a need to respond to the effects of climate change, adaptation, and contribute where possible to the mitigation of emissions contributing to the issue.

Responding to UN consensus on the need for action on climate change, the UK Climate Change Act (2008) commits the Government to reduce greenhouse gas emissions, with specific measures including carbon budgets apply to the limits of territorial waters (12 nautical miles). Furthermore, the act requires a climate change risk assessment to be undertaken every five years with a national adaptation plan reflecting how specific organisations considered critical to national infrastructure are planning to adapt to climate change, taking in all major ports in the first round. The Government's UK Low Carbon Transition Plan (2009) sets out the UK's first ever comprehensive low carbon transition plan to 2020. The most recent carbon budget covering the period 2023 to 2027 makes the recommendation that greenhouse gas emissions are cut by 60 per cent on 1990 levels by 2030.

The impacts of climate change including rising sea levels, increased wave heights, and increased chances of coastal flooding which all have implications for people living on the coast (coastal communities) and potentially those carrying out activities at sea.

In the UK's marine environment, the impacts of climate change include increased seawater temperatures, and changes in ocean circulation. As well as contributing to climate change, increases in carbon dioxide cause ocean acidification. Sea temperature changes are already having an impact on the ecology of the North Sea with changes in plankton make-up having a consequent impact on all trophic levels. Biological community make up will also be altered by ocean acidification that will have negative impacts upon species such as molluscs. Climate change impacts, particularly rises in sea temperature, may act to exacerbate other pressures on habitats and communities such as those imposed by non-native species. Furthermore, sea-level rises and other climate change effects may result in coastal squeeze, whereby intertidal habitat may be lost.

Beyond a marine plan, Marine Policy Statement (MPS) high-level principles for decision making set out an expectation to take account of potential impacts of

climate change mitigation and adaptation in individual applications to ensure that any appropriate adaptation and mitigation measures have been identified[42].

Given the strategic nature of the plan, the way in which the plan impacts on mitigation of climate change (that is, influences emissions or opportunities for reducing emissions) will be largely indirect. For example, the plan may have a bearing on the level of shipping activity, a consequence of which in turn may have a bearing on emissions (of greenhouse gasses and air pollutants). There is opportunity for more direct influence regarding adaptation. In the case of both adaptation and mitigation, a plan may seek to address climate change through considering (1) industry-specific measures (2) interaction between marine user groups (3) optimisation of opportunities in relation to development of a low carbon economy (mainly picked up in this document in relation to objectives 1 to 3).

Adaptation

Adapting to the impacts of climate change is a priority for terrestrial planning on the coast. Marine planning will need to support responses to these impacts put in place by planning authorities neighbouring the marine plan. Where appropriate for marine planning to do so, steps should include ensuring inappropriate types of development are not permitted in those areas most vulnerable to coastal change, or to flooding from coastal waters, while also improving resilience of existing developments to long-term climate change[43]. This should include, for example, supporting management measures identified in shoreline management plans (SMPs).

Combined climate change effects including an increase in sea level and severity and frequency of extreme weather, severity and frequency of extreme weather events are anticipated to contribute to the increased likelihood of coastal erosion and flooding along the East coast of England[44], posing a threat to essential infrastructure, coastal communities and the environment. Historically, significant marine sand and gravel resources have been used as part of an effective response to the challenges posed by coastal erosion and climate change along the coastline of the East marine plan area and the need for these resources is set to continue.

Coastlines of Yorkshire and Lincolnshire and East Anglia are particular hotspots where it is expected that the impact of future changes in sea level and sea state characteristics will be felt (such as increased incidences of coastal flooding) or have the greatest impact[45]. At the coast, in addition to any sea level rise, the impact of climate change may also be felt through an increased number of extreme weather events that have the potential to increase coastal flooding events. Recent research has identified that large populations of older people living in coastal communities in

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[42] Defra (2011). Marine Policy Statement. Chapter 2. p 14. Available online at www.defra.gov.uk/environment/marine/protect/planning, accessed on 16 March 2012.
[43] Defra (2011). Marine Policy Statement. Chapter 2. p 23. Available online at www.defra.gov.uk/environment/marine/protect/planning, accessed on 16 March 2012.
[44] MMO (2012). Evidence and Issues Report for the East Inshore and East Offshore marine plan areas. Chapter 6, p 267. Available online at www.marinemanagement.org.uk/marineplanning/issues.htm, accessed on 16 March 2012.
[45] MMO (2012). Evidence and Issues Report for the East Inshore and East Offshore marine plan areas. Chapter 6, p 268. Available online at www.marinemanagement.org.uk/marineplanning/issues.htm, accessed on 16 March 2012.

their retirement may be disproportionately affected by climate change induced extreme weather events[46].

Marine plan authorities should also consider the opportunities to increase the resilience of the marine environment to adapt to the impacts of climate change including by being in a position to take advantage of the opportunities that climate change may bring to certain marine areas[47].

Mitigation

Mitigation of climate change centres on the reduction of gaseous emissions that, when released into the atmosphere, give rise to conditions attributable to climate change. While direct influence by the plan over mitigation measures related to climate change is limited, there are key activities identified in the MPS that are part of the marine plan, delivery of which have been identified as being important contributors to the UK's actions on climate change mitigation. Wind energy development in the East offshore plan area is a particularly important consideration given the scale of development expected during the life of the plan, and in the context that development in the East plan areas represents the vast majority of the UK's efforts in this regard.

Recognising this, the plan will seek to facilitate climate change mitigation by maximising renewable energy development, illustrated through approaches such as the draft objective 3 in this document. Renewable energy generation is seen as an important part of reducing dependence on obtaining energy from sources whose emissions contribute to climate change. While tidal and wave energy technologies have reached an advanced state of readiness, they aren't yet in a state of commercial readiness with suitable sites relatively scarce in the East marine plan areas, so renewable wind energy is a key source here. Carbon capture and storage (CCS) also has the potential to provide an important avenue for sequestration of carbon, a way to reduce gaseous atmospheric emissions that contribute to climate change.

The UK has signed up to the Renewable Energy Directive (RED), which commits the UK to generating 15 per cent of all its energy requirements from renewable sources by 2020. The Government, through the renewable energy roadmap (2011), have identified renewable offshore wind as one of the main delivery methods for achieving this target. These targets are heavily linked with carbon reduction commitments set out by the Government which aim to reduce greenhouse gas emissions by 80 per cent based on 1990 values by 2050.

Renewable energy development is predominantly related to objective 3, providing detail as to how the marine plan will support its development, contributing to the mitigation of climate change.

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[46] MMO (2012). Evidence and Issues Report for the East Inshore and East Offshore marine plan areas. Chapter 6, p 268. Available online at www.marinemanagement.org.uk/marineplanning/issues.htm, accessed on 16 March 2012.
[47] Defra (2011). Marine Policy Statement. Chapter 2. p 24. Available online at www.defra.gov.uk/environment/marine/protect/planning, accessed on 16 March 2012.

UK shipping emissions (including from fishing) are estimated at between 0.8 and 5 per cent of global shipping emissions[48] and it is estimated that this proportion will increase in future as shipping activity increases and globally comes to represent a greater proportion of carbon dioxide emissions. However, compared to other forms of freight transport including road, rail and air, shipping releases fewer carbon dioxide emissions per tonne of cargo moved per kilometre travelled[49].

While shipping is not mentioned here directly in terms of policies, policies related to this activity appearing in sections relating to economy are relevant in a climate change context. The plan will contribute to minimising emissions from transport by actively supporting the transition of freight from other modes to shipping, and by putting in place measures to conserve and protect for future use major shipping routes already used. This later policy is necessary in light of an increased pressure for space from a wider range of activities that have the potential to necessitate navigational re-routing, emitting more carbon dioxide per journey, such as any development creating an obstacle to shipping.

Sub-headings

In the draft vision and objectives, the following sectors or topics that merited highlighting or specific attention were identified:

- fisheries
- aggregates – a number of comments were received:
  - The aim of this policy in terms of empowering aggregate safeguarding steps should be made clearer.
  - A less prescriptive approach, for example relating type of aggregates identified may provide for a more flexible industry response.
  - In terms of context, climate change may result in rougher conditions for aggregate extraction and this should be taken in to account as the plan progresses.

As indicated in context material accompanying the objective, while there were climate change considerations for both ports and shipping and renewable energy, these considerations were incorporated into formulation of policies under separate objectives.

Considering all the comments received, the following sectors or topics are also highlighted and will be considered further to determine if specific planning policies would be appropriate:

- aquaculture.

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[48] Gilbert, P, Bows, A, and Starkey, R (2010). Shipping and climate change: Scope for unilateral action.

[49] Guidelines to Defra/DECC's GHG Conversion Factors for Company Reporting (2011) as per Evidence and Issues Report for the East Inshore and East Offshore marine plan areas (2012) Chapter 6, p246. Available online at www.marinemanagement.org.uk/marineplanning/issues.htm, accessed on 16 March 2012.

Indicative plan policies

Further to the general comments on policies addressed in 'General points' above, there were a number of specific comments on the indicative, draft example policies in this objective. These will be considered during the next steps in the planning process. Specific comments included:

- request for clarification where it was not obvious how policies might be implemented
- need for the plan to be more integrated in terms of how climate change and environment objectives can be met, in particular including policy wording that seeks to take advantage of opportunities to increase the resilience of the marine environment to adapt to the impacts of climate change
- the balance of policies should provide a realistic reflection of challenges and opportunities related to climate change
- use of evidence should be improved in specific areas and continued use of best available evidence should be a priority.

Objective directly in support of "Promoting good governance"

In the following, the text is divided in several subs-sections of context and background, each with associated indicative and example planning policies, rather than one main context and background followed by all polices.

Objective 11: To ensure effective integration with other plans (including in adjacent areas), across key activities and issues in the East plan areas, and with regulation and management.

This objective relates to the need to integrate East marine plans with land-use plans, and also with the marine plans of neighbouring countries. It is about ensuring that the right governance and links are in place to ensure that marine plans and land-use plans work well together, complementing and supporting each other. It ensures that links to other strategic plans are also in place.

Clearly the delivery of this objective will depend not only on marine planning but on the implementation of other plans, such as statutory terrestrial plans, and other measures.

Comments and response

A variety of comments were received on the value of this objective with, in general, support (in some cases strong) for the inclusion and intent of the objective. Some parties viewed objective 11 as the most important of all those proposed. Minor revisions were suggested to the supporting information and incorporated where appropriate. The production of the first marine plans needs to be clearly supported by an integrated approach to governance and evidence which this objective fully supports.

In addition, there were a number of comments relating to the supporting text, including context or background. The most common examples related to the need to need to ensure integration between the marine and terrestrial planning systems with some seeking further clarification as to how this may be achieved in terms of implementation and monitoring that will evolve later in the planning process.

Context and background

The production of marine plans will lead to plan-led regulation and management of activities and development within the marine environment, supporting national UK and area specific policy and objectives that are equitable, fair and transparent in accordance with the high level marine objectives as set out in the Marine Policy Statement (MPS)[50]. Marine plans will help to ensure a more joined up approach to management both in the coastal zone, by guiding relevant land-based, as well as marine ,decision making and to the marine environment as a whole including across relevant marine licences.

Decision making bodies have a responsibility to ensure that all parties involved in the management of the marine environment process are fully aware of their own and other parties respective areas of responsibility, particularly so where activities may overlap in order to ensure compliance with the MPS and full integration between the marine and terrestrial planning systems.

The aspiration for integrated coastal management is made clear within the MPS. To help to achieve this, decision makers will need to take due account of relevant plans informed by regular and ongoing dialogue.

Integration in general

The MPS makes clear the aspiration of integration for the marine planning system.[51]

"The process of marine planning will:

- achieve integration between different objectives
- recognise that the demand for use of our seas and the resulting pressures on them will continue to increase
- manage competing demands on the marine area, taking an ecosystem-based approach
- enable the co-existence of compatible activities wherever possible, and
- integrate with terrestrial planning."

Opportunities for integration should be maximised through effective discussion and release of evidence and information between interested parties to ensure a full understanding and appreciation of the issues involved and the potential benefits and outcomes to the immediate area and beyond.

Activities and development within the marine area have many differing requirements, impacts and methods of effective and appropriate management. The setting of a specific governance objective is to support the cohesion of the many differing sectors and management mechanisms that cover the marine environment, seeking to draw on any complementarities that exist and strengthen opportunities for mutual benefits through the efficient use of marine space.

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[50] Defra (2011). Marine Policy Statement. p 11. Available online at www.defra.gov.uk/environment/marine/protect/planning, accessed on 16 March 2012.
[51] Defra (2011). Marine Policy Statement. p 3. Available online at www.defra.gov.uk/environment/marine/protect/planning, accessed on 16 March 2012.

There is recognition among stakeholders that there are many plans and policies already adequately managing sectors and marine planning can signpost these in its plans.

In assessing the differing statutory and non-statutory plans the following were assessed relating to the east plan area:

- local development frameworks (LDFs) (26)
- national park (NP) plans (1)
- areas of outstanding natural beauty (AONB) plans (2)
- river basin management plans (RBMPs) (2)
- shoreline management plans (SMPs) (6).

The marine plan will be informed by both the MPS and terrestrial planning policy in relation to flood risk and coastal erosion, and will also need to have regard to established initiatives which have already identified suitable management practices at the coast – such as SMPs, RBMPs, the National Flood and Coastal Erosion Risk Management (FCERM) Strategy[52].

Numerous terrestrial planning policy statements and guidance documents exist. Many of these have been replaced with a consolidated National Planning Policy Framework although National Policy Statements will continue to apply to major infrastructure projects. Integration across differing management regimes within the UK and internationally will require consideration of these statutory and non-statutory plans, in pursuit of support for the delivery of integrated coastal zone management. This will need to be undertaken in compliance with UK, European and international legislation (as in the case of shipping and others).

Integration between marine and terrestrial planning
Marine and land-based planning have differing but complementary aims, these being:

- the management of development and activities
- protection of environment
- contributing to the attainment of sustainable economic growth.

A number of complementary plans exist to facilitate their delivery and include a number of statutory, such as RBMPs, local development plans and local development frameworks and core strategies (with potential to be joined by area action plans and neighbourhood plans) and non-statutory plans, such as SMPs.

Sub-headings
In the draft vision and objectives, the following sectors or topics that merited highlighting or specific attention were identified:

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[52] Defra (2011). Marine Policy Statement. Section 2.6.8. Available online at www.defra.gov.uk/environment/marine/protect/planning, accessed on 16 March 2012.

- fishing
- submarine cabling
- aquaculture
- integration with other plans (statutory and non-statutory)
- co-ordination across national and international boundaries
- interaction between key activities – co-location
- interaction of several activities – cumulative effects.

No comments were received in respect of these sub-headings and no further sub-headings were suggested.

Indicative plan policies

Further to the general comments on policies addressed in 'General points' above, there were a number of specific comments on the indicative, draft example policies in this objective. These will be considered during the next steps in the planning process. Specific comments included:

- suggestion of a specific policy to cover the contribution that could be made from marine aggregates to the national aggregate construction supply
- greater cross reference to other policies
- enhanced clarity on how any policies may require action or amendment in other plans.

Objective directly in support of "Using sound science responsibly"

Objective 12: To continue to develop the marine evidence base to support development, monitoring and review of marine planning in the East plan areas.

This objective aims to ensure a continued drive to develop the evidence base in the East plan areas for use in both plan monitoring and future plan iterations. It is critical that marine plans are based on the best available evidence in accordance with the Marine Policy Statement and that the MMO continues to steer both collation of existing and commissioning of new evidence. Any new evidence will be collated and stored by the MMO to be used when needed.

Marine planning can make only a contribution to delivering the objective in conjunction with other measures. For brevity, this has not been reflected in the wording of the objective but note explanation given in 'Ambition versus contribution from marine planning' above.

Comments and response

Objective

A variety of comments were received on the value of this objective. Many felt that it was appropriate to include an objective to develop the marine planning evidence base, while some still felt they would prefer that it was omitted since it relates to process rather than specific changes a plan will implement.

Towards a vision and objectives: update

As this is the first marine plan, the MMO considers that there is particular merit in highlighting the need to continue developing the East plan evidence base. In view of this and the balance of comments, the objective is retained.

There were also a number of comments highlighting the importance of using evidence in plan monitoring (in addition to plan development and review). While none of these comments specified a direct amend to the objective itself, the volume of comments on this topic lead us to see the value in refining the objective accordingly.

Some responders commented that the objective should be expanded to highlight how planning decisions will be made when faced with limited evidence, with different parties advocating the use of both the precautionary principle and a risk-based approach. It will be the task of marine planning to consider the appropriateness of both strategies when planning decisions are made and to select an approach accordingly.

A number of respondents have queried the use of the term "best available" in the objective. Best available evidence is defined by the principles of better regulation[53] as being proportionate, accountable, consistent, transparent and targeted and the MMO is committed to using best available evidence in support of marine planning. The quality of all evidence used by the MMO has been assessed through internal quality assurance processes and through stakeholder consultation during the scoping phase of plan production. The MMO remains committed to following the principles of using best available evidence. However, there may be occasions where evidence receives a quality score too low for it to be used to create prescriptive planning policy. For this reason we have removed these qualifying words from objective 12.

Supporting text

There were a wide variety of comments received on the detail surrounding this objective, with the most prevalent and significant highlighted below:

- The process and timeline for how the evidence base will be reviewed and updated by the MMO and how stakeholders can engage in this process: The publication of the draft marine plan will include an implementation plan which will outline the MMO's intention for monitoring and evaluating the East coast plan. The MMO has a statutory duty to review the plan every six years, but this is likely to be more frequent for this first marine plan. The evidence base will be updated and reviewed in accordance with these timescales, the detail of which will be set out in the draft plan.
- How collecting and collating new evidence will be prioritised by the MMO: The MMO will prioritise evidence where gaps have been identified (and will set these out in the MMO's Strategic Evidence Plan). Evidence may also be prioritised on topics that are particularly amenable to being addressed by marine planning.

[53] MMO (2011). Better regulation in the Marine Management Organisation. Available online at www.marinemanagement.org.uk/about/documents/better_regulation.pdf

- The need to further highlight mobile species as a key area of evidence development: A number of responders felt that the work of the Joint Cetacean Protocol could provide a best practice framework for collecting evidence on other mobile species, particularly birds. The MMO will be working closely with the Joint Nature Conservation Committee and Natural England to identify where evidence on mobile species is currently lacking and supporting research to deliver new and more robust evidence.
- Links with MSFD with regard to potential regional management frameworks and how these might link up with marine planning to achieve mutual objectives: There are likely to be some marine issues relating to both MSFD indicators and marine planning (such as marine noise) that may merit a collective approach across relevant member states. The MMO will continue to work closely with relevant bodies to assess the opportunity for such collaborative working arrangements.

Context and background

The Marine Policy Statement (MPS) identifies that as far as possible a marine plan must be based on "a sound evidence base"[54]. Since April 2011 the Marine Management Organisation (MMO) has been collating a wide range of evidence to support marine planning in the East marine plan areas. Evidence has been gathered from many different sources including the Department for Environment, Food and Rural Affairs (Defra), such as that collected to assist in the designation of marine conservation zones (MCZs), The Crown Estate, Charting Progress 2 and stakeholders. However, some key gaps remain that if accurate evidence were available, could potentially influence planning decisions.

It is therefore appropriate that marine planning identifies actions to address these gaps, prioritising the collection of evidence to help achieve the East marine plan areas' objectives.

As evidence gaps have been highlighted throughout the planning process, many have been outlined as priority research areas in the MMO's Strategic Evidence Plan[55]. This has resulted in the creation of a number of medium to long-term work programmes with initial phases of work already underway. This will allow stock-taking of any existing knowledge, ensuring a solid foundation for the commissioning of future research.

Since new evidence relevant to marine planning will likely become available on a continuous timeline throughout the planning process, it is necessary for the MMO to consider how and when this evidence might be fed into future plan revisions. Where research is ongoing and may not be delivered in time to be incorporated into marine planning, the MMO will consider the current advice as well as ensuring flexibility within the marine plan to take account of new evidence in future plan revisions as it becomes available.

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[54] Defra (2011). Marine Policy Statement. Section 2.3.1.2, p 12. Available online at www.defra.gov.uk/environment/marine/protect/planning, accessed on 16 March 2012.
[55] MMO (2012). Strategic Evidence Plan. Available online at www.marinemanagement.org.uk/about/documents/strategic_evidence_plan.pdf

Towards a vision and objectives: update

A robust evidence base will add value to current and future marine plans, licensing decisions and third party initiatives, therefore demonstrating the wider benefits the marine planning process will have on the management of the marine environment.

Sub-headings

In the draft vision and objectives, the following sectors/topics that merited highlighting or specific attention were identified:

- activities, resources and environment in the East plan areas
- developing our understanding of the interactions between activities and between activities and the environment.

Considering all the comments received, the following sectors/topics are also highlighted and will be considered further to determine if specific planning policies would be appropriate:

- monitoring the plan, including how new evidence can be incorporated into plan monitoring and how the MMO will work alongside the UK Marine Monitoring and Assessment Strategy to measure the success of the plan.

Indicative plan policies

Further to the general comments on policies addressed in 'General points' above, there were a number of specific comments on the indicative, draft example policies in this objective. These will be considered during the next steps in the planning process. Specific comments included the need to:

- mention additional evidence requirements to those set out in 12.7 – this list was not intended to be exhaustive, but rather highlight the evidence gaps most well known to the MMO. All additional evidence gaps highlighted in response to this consultation will be taken account of as the plan is monitored and reviewed.
- ensure the MMO is making effective use of survey data collected from developers – a number of respondents suggested the benefit of cataloguing this data to ensure it can be easily accessed and used in decision making, both by the MMO and external stakeholders
- ensure that non-geographic information system (spatial) data is adequately considered in support of the marine plan – there is a wealth of data currently sitting within local authorities that the MMO may wish to make use of
- ensure that any known limitations to the evidence base and any decision support tools used are explicitly stated when undertaking and presenting any analyses
- in referencing the Joint Cetacean Protocol, the MMO received a number of comments that this project was being managed by the Joint Nature Conservation Committee rather than The Crown Estate.

There were a range of other one off or more specific comments on either the policy wording or supporting text which will be taken in to account in the next steps in the planning process.

Appendix 3: Organisations that responded to the consultation

Below provides a list of the organisations who responded to the consultation for the Draft vision and objectives for the East marine plans.

Those shown at the end responded to the consultation after the closing date and so their responses have not been incorporated into the revised vision and objectives report. Their responses will be considered during the next stage of planning, which is options generation.

ABPmer
Boston Borough Council
Bridlington Harbour office
Bridlington Town Council
British Association for Shooting
Conservation
British Geological Survey
British Marine Aggregate Producers Association
Broads Authority
Centre for Environment, Fisheries and Aquaculture Science
Wiveton Parish Council
Chamber of Shipping
Defence Infrastructure Organisation
Department for the Environment, Food and Rural Affairs
Department for Communities and Local Government
English Heritage
Environment Agency
Great Yarmouth Borough Council
Holderness Coast Fishing Industry Group
Hull City Council
Hyder Consulting (UK) Limited
Kent County Council
Marine and Coastguard Agency
National Grid
National Trust
Natural England
Norfolk Coast Partnership
Norfolk County Council
North Norfolk District Council
North Norfolk Tourism Forum
North York Moors National Park Authority
North Yorkshire County Council
Northumberland County Council
Norwich City Council
Ocean Energy Group
Oil and Gas UK
Pelagian Ltd
Rijkswaterstaat North Sea, Ministry of Infrastructure and Environment, Holland

Royal Yachting Association
Royal Society for the Protection of Birds
RWE Npower Renewables Ltd
ScottishPower Renewables
Seafish
South Holland District Council
Seabed Users Development Group
Suffolk Coast and Heaths Areas of Outstanding Natural Beauty
Suffolk Coastal District Council
Suffolk County Council
The Crown Estate
The Wildlife Trust
Trinity House
UK Major Ports Group
Waveney District Council

Associated British Ports
Centrica Renewable Energy Limited
Department for Transport
Department of Energy and Climate Change
Eastern Inshore Fisheries and Conservation Authority
Joint Nature and Conservation Committee
Mainstream Renewable Power
National Federation of Fishermen's Organisations
The Carbon Capture and Storage Association