



NCI Dialogue

Natural capital without boundaries: integrating the management of catchments, coast and the sea through partnership

Report from a meeting held on 12 October 2015
at the Centre for Ecology and Hydrology



**Centre for
Ecology & Hydrology**
NATURAL ENVIRONMENT RESEARCH COUNCIL



Royal Society of
Biology



The James
**Hutton
Institute**



British Ecological Society

Summary

According to the Natural Capital Committee 'natural capital refers to the elements of nature that produce value (directly and indirectly) to people, such as the stock of forests, rivers, land, minerals and oceans. It includes the living aspects of nature (such as fish stocks) as well as the non-living aspects (such as minerals and energy resources). Many benefits of nature depend on interactions between elements in different parts of the landscape, coast or seas. For example many nutrients are derived on the land and are carried by rivers to the estuaries, coastal zone and the open seas. Yet the responsibility for these systems lies in different parts of government and are managed by different agencies and groups that have not previously fully recognised the need to collaborate. At the Natural Capital Summit (6/7 November 2014), a working session on *Partnerships for land and water management* identified the growing experience and increasing opportunities for partnership working to better link the management of catchments, the coastal zone and the open sea. Participants recommended development of guidelines based on practical experiences of how to develop and better utilize partnership working and overcome any constraints. To take this forward, NCI organised this dialogue on 12 October 2015. It was attended by representatives from government departments, agencies, private companies, academics and third sector organisations. The main conclusions were as follows:

The UK has well-established institutions that covers management of terrestrial catchments and their waters, the coastal zone and the open seas. However, the workings of the natural environment do not necessarily respect institutional or regulatory boundaries. Natural resource management needs an integrated approach to our whole environment across the artificial administrative divides. The concept of natural capital provides a useful framework as it encompasses the linkages across political and administrative boundaries, such as the flow of water, nutrients and pollutants in rivers from the land, through the coastal zone to the sea. Natural capital also resonates well with government, business and third sector organisations as all are concerned to achieve more sustainable benefits outside conventional economics.

Working across boundaries supports the development of common objectives to address shared challenges, replacing the more traditional silo-thinking. It also supports a joined-up approach to funding. In particular it provides a means of taking a systems approach, at the appropriate scale, to understanding and addressing issues that transgress boundaries. Pooling knowledge and resources supports shared learning, stimulates innovation and provides novel insights gained from alternative points of view. Working across boundaries can also provide opportunities to address broad issues of public concern, such as health and the environment.

However, the current legal framework is constraining and there is no common language between sectors/ stakeholders. There is limited trust in the political process, which favours short-term thinking, suppresses continuity and promotes protection of current positions and agendas. There is currently a lack of competence and resources to think across boundaries and address the technical complexity of combining issues from different ecosystems. There is potential to better integrate existing initiatives, such as delivering simultaneously freshwater and marine objectives including those of the Water Framework Directive (WFD) and the Marine Strategy Framework Directive (MSFD). This requires cross-boundary cooperation within and between government departments.

To achieve cross-boundary working effectively, government leadership needs to change. At the national level the environmental policy framework needs to be integrated within socio-economic agenda/policy drivers, e.g. economic growth development. In particular government needs to be more joined up within and between departments to enhance links between environment and economy (i.e. Department for Environment, Food & Rural Affairs (Defra), Department for Business, Innovation & Skills (BIS) and the Treasury) and health. This will require cross-thematic staff to work and facilitate interactions between departments.

The main recommendation was to assimilate outputs of the workshop into a briefing paper for the Defra Chief Scientist. The brief would be developed into guidance on better integration of management of natural capital in catchments, coasts and the seas through partnership.

The Natural Capital Initiative and the Natural Capital Summit

NCI's mission is to support decision-making that results in the sustainable management of our natural capital based on sound science. We aim to do this by:

- initiating and facilitating dialogue between people from academia, policy, business and civil society who make or influence decisions to find shared solutions and approaches; and
- communicating independent, authoritative synthesis and evaluation of the scientific evidence base.

Our aim is to be the UK's leading forum through which decision-makers from academia, business, civil society and policy can engage in meaningful cross-disciplinary and cross-sectoral dialogue on how to embed natural capital thinking in policy and practice based on the best available evidence from across the natural and social sciences.

NCI is a partnership between the Society of Biology, British Ecological Society, the Centre for Ecology and Hydrology and the James Hutton Institute.

The NCI's Natural Capital Summit '*Valuing our Life Support Systems*', held on 6/7 November 2014 included a working session on Partnerships for land and water management. This focused particularly on the growing experience and increasing opportunities for partnership working to better link the management of catchments, the coastal zone and the open sea. The session was coordinated by Professor Edward Maltby, Chair Devon Maritime Forum in partnership with, and with contributions from, the Rivers Trust, estuarine, coastal and marine (Coastal partnerships), Open Seas (WWF / Celtic Seas), Environment Agency and Defra. The session generated considerable interest, intensive debate and a desire to achieve more in this area.

The session was seen as a useful starting point for determining practical ways of moving the initiative forward. In particular the session recommended that "Guidelines should be developed, based on practical experiences of how to develop and better utilize partnership working and overcome any constraints."

With this in mind NCI organised this workshop on 12 October 2015 entitled "Natural capital without boundaries: integrating the management of catchments, coast and the sea through partnership".

1. Introduction

According to the Natural Capital Committee 'natural capital refers to the elements of nature that produce value (directly and indirectly) to people, such as the stock of forests, rivers, land, minerals and oceans. It includes the living aspects of nature (such as fish stocks) as well as the non-living aspects (such as minerals and energy resources). Natural capital underpins all other types of capital... and is the foundation on which our economy, society and prosperity is built.' (The Natural Capital Committee 2014). It is recognised that mankind cannot live by natural capital alone and that other forms of capital are required to make our modern lives functions including manufactured capital (e.g. buildings, machinery), financial capital (e.g. investment funds), human capital (e.g. workforce and skills) and social capital (e.g. institutions). We also recognise that our environment is made-up of a wide range of natural capital assets that interact at a broad scale (such as across catchments to deliver multiple benefits (Figure 2).

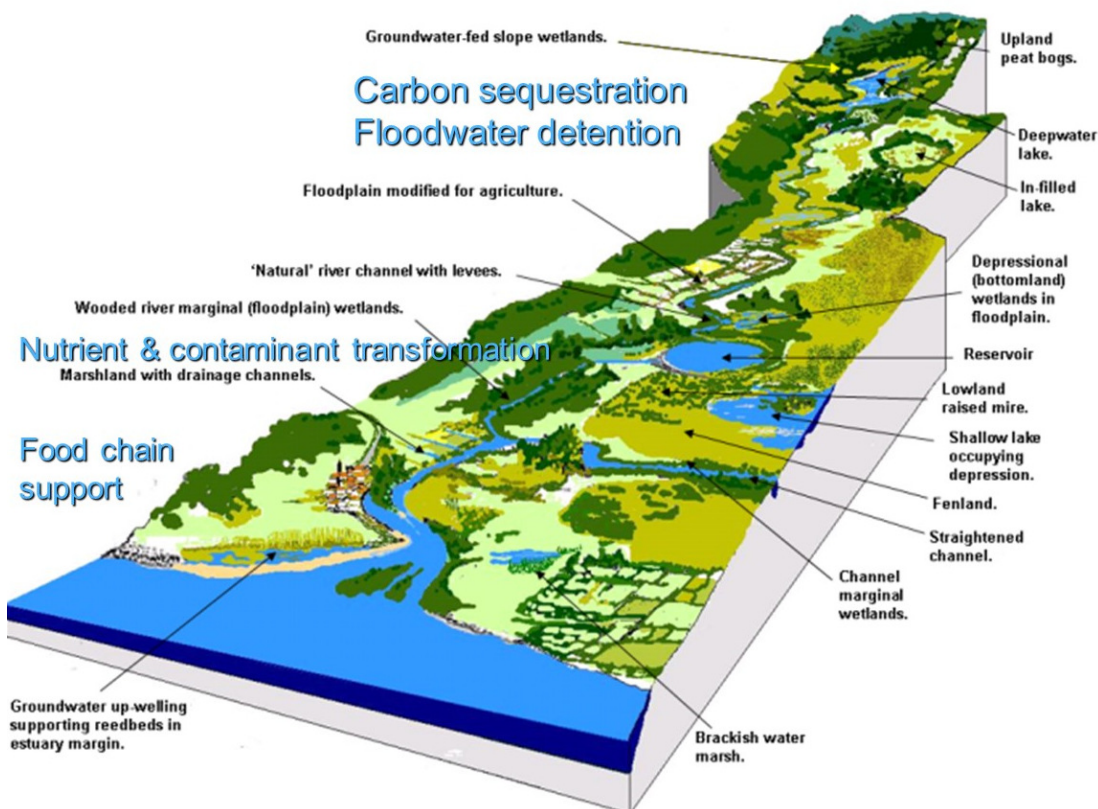


Figure 2. Multiple natural capital assets and benefits across a catchment illustrating how traditionally defined ecosystems may be providing a range of services in different parts of the landscape continuum (Maltby, 2009).

The UK has well-established institutions in government and as part of civil society that cover management of terrestrial catchments and their waters (e.g. the Environment Agency, The Rivers Trusts), the coasts (e.g. the Coastal Partnerships Network and regional fora such as the Devon Maritime Forum), and the open seas (e.g. the Marine Management Organisation). These organisations are well placed though often under-resourced to support management of natural capital within their own geographical domains: land, coast and the seas. However, we recognise that the environment does not adhere to institutional boundaries. For example during the 2013/14 floods, high runoff from the Exe catchment led to a reduction in salinity of the coastal waters off the Exe estuary and was seen as the cause of reduced catches of cod by local inshore fishermen, resulting in a significant impact on their livelihoods. Furthermore, tourism often relies on a range of well-managed environments within close proximity such as clean bathing waters and beaches,

healthy forests and natural uplands. Delivering these benefits to people requires integrated management of our whole environment.

The NCI's Natural Capital Summit '*Valuing our Life Support Systems*', held on 6/7 November 2014 included a working session on 'Partnerships for land and water management'. This focused particularly on the growing experience and increasing opportunities for partnership working to better link the management of catchments, the coastal zone and the open sea. The session was seen as a useful starting point for determining practical ways of moving the initiative forward. In particular the session recommended that "Guidelines should be developed, based on practical experiences of how to develop and better utilize partnership working and overcome any constraints". This has significant implications for the need for cross-sectoral working, greater policy coherence between catchment, coast and marine areas and best use of increasingly limited public funds. The desired outcomes include greater public benefit and more sustainable use of our natural resources.

Within the context of the Government's announcement that it will work with the Natural Capital Committee to develop a 25 year plan to restore biodiversity, it will be timely to develop recommendations to ensure that partnership approaches across catchment, coast and marine areas feature as a substantive component of the new Plan. With this in mind NCI organised the NCI Dialogue workshop on 12 October 2015 entitled "Natural capital without boundaries: integrating the management of catchments, coast and the sea through partnership". The workshop was attended by representatives from government departments, agencies, private companies, academics and third sector organisations (Annex 2).

2. Experience from different sectors involved

Ashley Holt (Department for the Environment, Food & Rural Affairs) presented policy drivers and initiatives from freshwaters to the sea, disconnects and regulatory contexts, referring to the Secretary of State's Elizabeth Truss speech to the Wildlife and Countryside Link on 15 September 2015. He emphasised that government departments were working together to improve environment and everyone's well-being. The establishment of the Natural Capital Committee was a manifesto commitment and Defra was developing a 25 year plan. Defra was also formulating a five year strategy to enhance data availability and utilisation. He highlighted the strong relationship between poor river quality and high population density to exemplify the pressures on natural capital in catchments. He felt that whilst the natural capital approach could provide a framework for solutions, the actual language employed needed to be different for different groups of people, particularly local communities.

Paul Bryson (Environment Agency) emphasised the clear roles and responsibilities of the Environment Agency for managing the water environment. He outlined the Agency's work to embed a natural capital approach into the Agency's business. He felt that the Agency was leading improved partnership working particularly through implementing Defra's Catchment Based Approach and the organisation was considering how to embed natural capital into river basin and catchment management. He gave examples of aligning planning engagement, informed funding models and long-term plans.

Lewis Jones (South West Water) presented his experiences of partnership working from a private sector organisation. He presented a diagram depicting the multitude of partnerships that were different for different projects. There had been mixed experience and no one approach was suitable for all partnerships. South West Water's 'Upstream Thinking' work had confirmed the willingness-to-pay for ecosystem services by customers. He felt the natural capital concept was good for coordinating proposals for funding/leverage and good for underpinning project working. However, available funds were very limited.

Alistair Maltby (The Rivers Trust) described his experiences of partnerships from the third sector. The River Trusts now had nationwide coverage of partnership underpinned by clear catchment visions and good on-the-ground projects. Catchment data user groups had been established and there was good dissemination of knowledge up and down. The Trusts' high profile had enabled it to leverage funding from new sectors. However, a major problem in moving forward was the existence of too many plans that overlap and are not integrated, with some even conflicting. It was important to ensure equity/legitimacy in representation, but The Trust and other third sector organisations could act as honest brokers. Alistair felt that behaviour change was required that would require incentives.

Caroline Salthouse (Coastal Partnerships) presented her third sector experiences of partnerships in coastal zones. She explained that local Coastal Partnerships (LCPs) were non-statutory and voluntary with no fixed funding. The LCPs had common values, but were established to address different issues, which had a complex range of drivers. There was good stakeholder co-ordination that influenced policy, and commissioned research projects. LCPs had no hidden agenda and provide neutral facilitation. All partnerships experience some partnership drift over time, but LCPs are experienced at coping with this'.

Natasha Bradshaw (WWF) described her third sector experiences of partnerships in open seas. She explained how the seas were often considered as a dumping ground and in the past were lower priority than the land. Implementation of the EU's Marine Strategy Framework Directive (MSFD) was weak in terms of collaboration, and Integrated Coastal Zone Management (ICZM) was only advisory. However particular initiatives, such as the Celtic Seas Partnership were supporting delivery of Good Environmental Status to meet the targets of the MSFD. Generally the marine environment was difficult to define and coordinate (there was no equivalent of a 'sub-catchment'). There were many stakeholders including marine users, NGOs, government and scientists. There was a need for parallel government and NGO initiatives, bottom-up engagement in seas and neutral facilitators.

3. Plenary Q&A with panel

The presenters formed a panel and answered questions from participants. The following points were concluded.

There was a need for consistency of approach that was not over-prescriptive. It was agreed that natural capital was a useful concept to develop a common vision, support integration and to assess benefits/disbenefits of actions, but this was quite complex for some stakeholders. There was considerable work on local benefits using good science, but it had not been badged as natural capital. NCI could play a key role in collating experience, but could not solve things alone.

Many local initiatives had done excellent work, but it was difficult to sustain momentum, funding and interest in partnerships over long time-scales, particularly whilst waiting for top-down measures to work. Continuity was needed, rather than creating and then abandoning groups and activities. Lack of funding also meant competition with other initiatives.

Partnership action was taking place at different scales and using different boundaries. Ideally political boundaries, such as local authorities should match natural boundaries to facilitate management and to link people to environment. Actions must mean something locally. Legislation, and statutory body structures can be barriers to integrated natural capital management. It was accepted that any structure meant partitioning work that can create silos, often made worse by funding limits. River basin and coastal plans were frequently a compromise. A pure water focus was too narrow because water management required land management and there are multiple additional issues, such as health.

There were too many national top-down processes and these needed to be counter-balanced by more bottom up thinking and action. Third sector organisations could lead integration of land, coast

and sea but they are often too territorial and may have insufficient experience in working well together. Catchment partnership have grown organically following Defra's implementation of the Catchment Based Approach policy framework (2013) and associated catchment partnership fund, but there may be an argument for a more structured approach. There was a need for government to invest properly in the partnership approach.



Plate 1. Participants in action

4. Working group sessions

Participants divided into four groups to discuss the opportunities and mechanisms for achieving integration of natural capital across boundaries. Each group addressed the following four questions.

- Q1 What are the benefits of working across boundaries?
- Q2 What are the draw-back/limitations of working across boundaries?
- Q3 What are the opportunities and mechanisms for working across boundaries?
- Q4 What are the obstacles to working across boundaries and who/what needs to change?

Full details of their deliberations are provided in Annex 3. Key conclusions were as follows:

Benefits of working across boundaries

Working across boundaries supports development of common objectives to address shared challenges, replacing silo-thinking. It also supports a joined-up approach to funding. In particular it provides a means of taking a systems approach, at the appropriate scale, to understanding and

addressing issues that cross boundaries, such as pollution from catchments affecting coastal waters. In this way it allows identification of system failures and opportunities, wider trade-offs and multiple outcomes to be considered and holistic solutions and restoration measures to be designed.

Pooling knowledge and resources supports shared learning and stimulates innovation and provides novel insights gained from alternative points of view. Working across boundaries can increase efficiencies and cost-effectiveness, providing a combined critical mass of expertise. A further benefit is the potential to identify gaps in responsibility (c.f. 'tragedy of the commons') and integrate policy and practice across institutions and government departments. Such activity can support better engagement with a broader section of society and a shared approach to managing joint risks.

What are the draw-back/limitations of working across boundaries?

The current legal framework is constraining and there is no common language. There is limited trust in the political process, which favours short-term thinking, suppresses continuity and promotes protection of current positions and agendas. Currently a lack of competence exists to think across boundaries and address the technical complexity of combining issues from different ecosystems.

The increase in scientific scope and institutional involvement required to work across boundaries may make it harder to reach agreement on objectives and actions, requiring greater compromise and negotiation. Additional time may be needed on cross-cutting/liaison/coordination and this is sometimes not viewed as a core activity by organisations. Goals may become diluted or unclear and it is more difficult to get a consensus. Single-issue partnerships can sometimes compete with wider ones for scarce resources. One option is to establish sub-groups for single issue tasks, but then each needs to be adequately represented when wider decisions are made, without single issues hijacking the agenda. Managing such broad-scale issues needs a strong leader/convenor who is empowered to make strategic decisions.

Activities may become too large, with resources spread too thinly because of increasing scale and decreasing detail. Financing broad-scale integrated projects may be difficult where funding is only available for specific areas.

What are the opportunities and mechanisms for working across boundaries?

Working across boundaries can provide opportunities to address broad issues of public concern, such as 'health and the environment', rather than focusing on specific issues. Larger scale projects also provide opportunities to come together to solve common problems and are often more innovative as they support cross-fertilisation of thinking and harmonisation of working practices. Combining activities can provide economies of scale, such that larger projects deliver a more diverse set of objectives

Mechanisms for cross-boundary working include open access to different databases, open and better use of local people to collect data (Citizen Science). Wider partnerships are essential to bring together the widest range of interested parties, with different perspectives and expertise. There is potential to better integrate existing initiatives, such as delivering freshwater and marine objectives – WFD and MSFD. This requires cross-boundary cooperation within government departments.

Obstacles to working across boundaries and who/what needs to change?

To achieve cross-boundary working effectively, government leadership needs to change. At the national level the environmental policy framework needs to be integrated within socio-economic agenda/policy drivers e.g. economic growth development. In particular government needs to be more joined up within and between departments to enhance links between environment with

economy (i.e. Defra, DECC, BIS and Treasury) and health. This will require cross-thematic staff to work and facilitate interactions between departments.

Cross-boundary working may be easier at local level, requiring devolution of responsibility and empowerment of representative leaders or champions (the 'go-to people'). Subsidies may need to be provided and perverse incentives removed e.g. new Scottish marine regions.

The environment needs to be more firmly included in school curricula along with cross-disciplinary working in universities, requiring removal of discipline divides (e.g. either marine or freshwater). The current lack of knowledge concerning ecological thresholds and safe limits needs to be addressed through research. Wider awareness building requires standardisation of language to avoid misunderstanding between stakeholders.

Promoting the application of ecosystem services/natural capital accounts at all levels (including national and corporate) will help develop broader scale thinking about the environment. This should be part of a long-term strategy-linked through statute to development of coordinated plans that integrate coastal, estuarine and catchment systems.

5. Recommendations

The following set of recommended actions was generated through plenary discussion:

- Production of a short discussion document aimed at Defra's Chief Scientist
- Development of guidance for cross-boundary working to support a range of institutions (e.g. Defra, EA, NE, MMO, DCLG, Local Gov, Ofwat, Water Companies, Coastal Partnerships, Catchment Partnerships, Rivers Trusts).
- Production of case studies highlighting the advantages and pit-falls of cross-boundary working
- Establish further dialogue with the private sector
- Further define the benefits of combining a natural capital approach with cross-boundary working and enhanced partnership working
- Assessment of the national natural capital conditions (an environmental health check) should be undertaken by the Office of National Statistics
- Examine how local government, private sector and third sector can work together in planning and managing the environment across the catchment/coast/sea continuum.
- Develop an industry accreditation scheme based on natural capital.

6. Summary and next steps

Mike Acreman summarised the workshop discussion in terms of the benefits of combining three concepts to enhance integrated environmental planning and management: (1) taking a natural capital approach (2) linking catchments, coasts and the seas (3) forming partnerships to utilise cross-disciplinary expertise and experience.

Ed Maltby indicated that all the outputs of the workshop would be assimilated into a briefing paper that would be presented to the Defra Chief Scientist. The brief would be developed into guidance on better integration of management of natural capital in catchment, coasts and the seas through partnership. It was agreed that this should not be too prescriptive but maintain some flexibility of approach since partnerships should be co-designed not handed-down. Guidance should be accompanied by some exemplar case studies to demonstrate how considering natural capital can improve management decisions. Ed Maltby suggested that he and Mike Acreman produce a draft in early 2016 and circulate this to participants for comment. A further workshop may be needed to finalise the guidance.

7. References

Maltby, E. (ed) 2009 *Functional Assessment of wetlands: Towards Evaluation of Ecosystem Services*. Woodhead Publishers, Cambridge. 672 pp.

The Natural Capital Committee 2014 *The State of Natural Capital: Restoring our Natural Assets*
Natural Capital Committee, Oxford.

Workshop programme

NCI Dialogue: Natural capital without boundaries: integrating the management of catchments, coast and the sea through partnership

Monday 12 October 2015, Centre for Ecology and Hydrology, Wallingford

Detailed programme

10:00 - 10:20	Introductions
10:00 - 10:10	Mike Acreman – Background of the Dialogue
10:10 - 10:20	Ed Maltby – Introduction to integration across land/coast/sea by partnership
10:20 - 11:50	Key note presentations
10:20 - 10:35	Ashley Holt (Defra) - Policy drivers/initiatives from freshwaters to the sea, disconnects and regulatory contexts
10:35 - 10:50	Paul Bryson (Environment Agency) - Policy drivers/initiatives from freshwaters to the sea, disconnects and regulatory contexts
10:50 - 11:05	Lewis Jones (South West Water) - Private sector experiences of and further opportunities for partnership working
11:05 - 11:20	Alistair Maltby (The Rivers Trust) - Third sector experiences of partnerships in river basin management
11:20 - 11:35	Caroline Salthouse (Coastal Partnerships) - Third sector experiences of partnerships in coastal areas
11:35 - 11:50	Natasha Bradshaw (WWF) - Third sector experiences of partnerships in open seas
11:50 - 12:45	Plenary Q&A with panel Identification of key issues and needs for future integration
<i>12:45 - 13:30</i>	<i>Lunch</i>
13:30 - 15:00	Interactive session Participants will break into 4 equal-sized groups to discuss the opportunities and mechanisms for achieving integration of natural capital across boundaries. Each group will address 4 questions: Q1 What are the benefits of working across boundaries? Q2 What are the draw-back/limitations of working across boundaries? Q3 What are the opportunities and mechanisms for working across boundaries? Q4 What are the obstacles to working across boundaries and who/what needs to change?
<i>15:00 – 15:15</i>	<i>Tea break</i>
15:15 - 16:00	Plenary feedback and distillation of action and guidance Each group will present responses to the questions and others will critique these. Participants will identify key benefits, drawbacks, opportunities, mechanisms, obstacles and changes needed. Participants will select priorities for future action that can form draft guidelines for improved management of natural capital through enhanced cooperation across boundaries.
16:00 - 16:15	Summary and next steps
16:15	Close

Participants

NCI Dialogue: Natural capital without boundaries
Monday 12th October, 2015, 10:00-16.15

Title	Name	Organisation
Prof	Ed Maltby	Devon Maritime Forum/NCI
Prof	Mike Acreman	CEH/NCI
	Alistair Maltby	Rivers Trust
	Daija Angeli	Royal Society of Biology/NCI
	Eugenie Regan	NCI Fundraiser
	Natasha Bradshaw	WWF
	Ruth Fletcher	UNEP WCMC
	Kirsten Miller	POST
	Caroline Salthouse	Coastal Partnership Network
	David Tudor	Crown Estate
	David Vaughan	JNCC Marine Ecosystem Team
	Fernanda Balata	New Economics Foundation
Dr	Tim Ferrero	Hant & Isle of Wight Wildlife Trust
	Jane Lusardi	Natural England
	Lizzie Rendell	Skanska
	Peter Scanlon	Skanska
Prof	Mel Austen	Plymouth Marine Laboratory
	Paul Leonard	NCI Steering Group
	Ruth Edwards	CEFAS
	Tanya Ferry	Port of London Authority
Dr	Tiziana Luisetti	Cefas
	Lewis Jones	South West Water
	Ashley Holt	Defra
	Chris Ryder	Acting naturally
	Graham Scholey	Environment Agency
	Stewart Clarke	National Trust
	Paul Bryson	Environment Agency
Dr	Nick Jackson	CEH
Dr	Bruce Howard	Ecosystems Knowledge Network

Working group outputs

Participants divided into four groups and each addressed the following four questions: Results of deliberations were recorded on flip charts and post-it notes. These are transcribed below.

Q1 What are the benefits of working across boundaries?

Group 1

‘Common Objectives’:

- Develop common objectives
- Awareness; shared challenges; joined up approach to funding etc.
- Addressing the impact of issues/activities across boundaries
- Join up of issues that affect water quality from catchment to coasts and affect human benefits from natural capital
- Understanding the problem sources and broaden view of consequences – trade-offs
- Implementing EU policies – what is the effect locally.

‘Pooling knowledge/resources’:

- Learn from others (innovation)
- Better use of existing resources and knowledge
- Streamline/integrate activities (efficiencies)

‘Insight; understanding; positions/points of view’:

- Greater understanding of trade-offs and consequences and opportunities of actions in catchment to offshore
- Bringing different spatial scales of interactions together
- Inclusivity of multiple sectors perspectives and sharing of these

All three groups fed into one post-it: “Competent People”

Group 2

- Which benefits?
- What boundaries?

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- Institutions – to ensure true integration of policy and practice across institutions and govt departments
- Societal – to achieve better integrations and engagement with as broad a sector as possible
- Cost effective
- Efficiency
- Critical mass
- Scope to share best practice and introduce new ways of doing things
- Maximised skill set (institutional boundaries)

-

- Shared approach to managing joint risks
- Understanding consequences and implications of each entity on others – allows benefit to be maximised (trade-offs)
- Identify potential gaps in responsibility (tragedy of the commons)
- Recognition of benefits from others work
- Benefits and costs may arise beyond boundaries but need taking account of
- More adaptable for future change (new planning low on climate change)

Group 3

'Better understanding'

- Synergies; multiple outcomes; additional delivery partner
- Delivery across a wide agenda, based on holistic understanding of whole catchment
- Tackle specific problems from source to sea – easier for citizen engagement?
- Gets people out of silos
- Admin benefits – collaboration across sectors = problem solving together and resource sharing
- Synergistic approaches possible
- Greater understanding in both directions – upstream and down

'Multiple Benefits'

- Multiple benefits delivered – e.g. achieving MSFD/BWD as well as WFD
- Synergies, bringing about multi-beneficial projects
- Maximise benefits and secure unforeseen benefits
- Focusses attention on WFD compliance for TRAC and coastal waters

'Resources'

- Making money go further
- Making individually unaffordable aspirations collectively affordable

-

- Delivering a system approach e.g. CEBA, IFCA
- It is common sense
- It helps my constant headache to go away (the one I get from banging my head against a brick wall)

Group 4

'Systems & Solutions'

- Identify systems failures/opportunities
- Integrated approach
- Facilitate understanding between stakeholders – see each other's' point of view
- Connects both sides for protection/improvement in people's minds
- Restore natural systems and processes that aren't limited by boundaries
- Find holistic solutions that solve multiple problems

'Behaviour Change':

- Opportunities to involve different stakeholders who have an interest 'outside the boundary'
- Many perspectives
- Identify common goals between stakeholders
- Buy-in from a variety of stakeholders
- Neighbourly approach – sense of place

'Resourcing':

- Identify multiple benefits from investment
- More efficient use of resources to tackle common issues
- Identify conflicting investment
- Maximise use/save money working for similar aims

Q2 What are the draw-back/limitations of working across boundaries?

Group 1

'Current Framework':

- Legal framework – constraining
- No common language
- Lack of trust of process

Linked to ... Continuity/"Short termism"

‘Complexity’:

- Organisational agendas and pursuit of ...
- Complexity
- Long term needed but limited time to find the solutions
- Hidden agenda railroading process – need conflict management

‘High costs’:

- High costs
- Conflict resolution

All of these feed into: “Competent people are not available”

Group 2

- The increase in area or institutional involvement may make it harder to reach agreement on action/objectives
 - Compromise – need to negotiate
 - Inability to get agreement
 - Increase in turf wars
 - More conflict
 - Too much complexity is likely to lead to confusion or even inertia if not agreement can be brokered
 - How to / difficulties which come with trade-offs and conflicts of interest
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- Resource issue – people; information
 - Can be distracting particularly where there is a tangible or serious issue
 - Costs more
 - Time spent on cross cutting/liaison/coordination is sometimes viewed as not core activity by organisations
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- Diminishing level of knowledge – too generalist
 - Geographical spread could lead to less focussed/specific approach – not address specific problems
 - The scale may prevent sufficient level of attention to detail if geographic scope is too large
 - Spread too thin
 - Increasing scale vs. decreasing detail
 - Goals become unclear
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- You need a convenor who is empowered to do that in different cases: e.g. international vs. local; rational – difficult; local – contentious

Group 3

‘Representation/Single Issues’:

- Geo-limitations: meeting agendas contain limited relevance (i.e. % of freshwater/tidal/marine) to key players – need for sub-groups
- Single issues – some may not get adequately represented
- Single issues hijacking the agenda – just needs managing well

‘People’:

- Characters: risk of poor management/dominance
- Incompatibility of skill sets

‘Resources’:

- Admin boundaries: funding availability may be area specific so unavailable
- Allocation/dispersal of funds from funder is sector/geo area

‘Fatigue’:

- Consultation fatigue if not handled well.

Group 4

- Time
- Increases the timeframe required – can push back actions
- Takes longer (to reach consensus, move forward etc.)
- ‘Yet another partnership’ ... (partnership fatigue)
-
- Some organisations only work within a certain boundary
- Technical challenges
- Legal requirements might differ either side of the boundary – restrict the common aim on one side
- Increased complexity
- Too large an area that isn’t meaningful to people
-
- Disparate objectives/conflicting interests impeding progress
- Consensus and compromise
- Too many conflicting agendas
- Adapting plans
- Parties have very different/conflicting objectives i.e. fishing/tourism
-
- Different language used by different stakeholders can reduce clarity and lead to misunderstandings
- Parties using different languages

Q3 What are the opportunities and mechanisms for working across boundaries?

Group 1

- Shared objectives
- Save the Honey Bee get public involved
- Government priorities – public concern
- Sell the benefits → Academics into Government depts.
- Innovation
- Cross-fertilisation of thinking on Funding → placements
- Harmonisation
- Effective facilitation supported by sufficient funding

Funding

- Government supports need for a levy
- Levy funds Natural Capital

Group 2

Identify conveners for the critical stuff

Clarify how different capitals interact e.g. health and environment

Accept complexity and work with it!

e.g. multiple success measures → manage not resolve

- Marine Climate Change Partnership
- MSFD Evidence Groups → the vulnerability assessment
 - Framework Directive designed for this (Blue Economy bids)
- Austerity has created a space in which different ways can be trialled
- Business increasingly interested in Natural Capital/CSR/risk management

Mechanisms

- Database open and accessible to all

- What is the evidence – what does it mean – whose responsibilities is it to act – what shall we do
- Evidence
- Partnership and inter – partnership collaboration/facilitators
- Existing legislation e.g. WFD & MSFD aim to be integrated
- Government policy and departmental integration should be a mechanism for better cross-boundary working
- Better integration of existing initiatives to deliver freshwater and marine objectives – WFD and MSFD
- Better use of Citizen Science
- Existing groups (e.g. ABA) could feed into a broader over-arching steering group – though not sure what the boundary of the latter should be?

Group 3

Co-Operation

- Should be a review at a local level of other partnership and initiative to understand and engage properly of catchment level mapping and communications lines open
 - Existing partnership e.g. CaBA and Coastal partnerships should work better together
 - Opportunities – review CaBA partnership coast → marine scale of partnership?
- Source to sea approach

Money

- Funding opportunities – more on offer!
- Bigger scheme/pots of money potentially → more action on the ground

Structural

- Subgroups to staff efficiency waters
 - E.g. Transitional Waters
 - E.g. Devon, Severn, Fort
 - ↳ Severn estuary
- Neutral, Secretariat, Services

Group 4

- Come together to solve a common problem
 - Representatives of CaBA, Coastal and Marine partners working together to identify synergies of issues that they want to tackle
 - Dovetail with existing frameworks/initiatives
 - Engagement of business to a greater extent perhaps via legislation (incentives)
 - Existing partnerships could register too centralised (online) facility to help identify common goals between stakeholders and create new partnerships
 - Single (government?) framework that allows flexibility but draws partnership together
 - Be honest of limitation/gap analysis
 - Honest Broker role
 - Boundaries analysis – does one organisation/group cover area already?
 - TAKE THE LEAD INCENTIVISE
 - Workshop(s) to consider/plan for integrated delivery across boundaries
 - PILOTS/EMOS/CHALLENGE FUNDS/INNOVATION FUNDS
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- Maximise use of partnership in etiolate
 - SHARED OBJECTIVES
 - Partnership

Q4 What are the obstacles to working across boundaries and who/what needs to change?

Group 1

- Government leadership
- Defra: chief scientist – Dept. to take leadership
- Treasury
- Equity
- Job replacement – researcher/facilitator based e.g. in Defra to understand policy issues
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- National level – environmental policy framework needs to be integrated within socio-economic agenda/policy drivers e.g. economic growth development
- Long term strategy
- Giving people responsibility
- Empower representative leadership (don't ignore equity though!)
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- Guidance – add to school curriculum
- New cross disciplinary expertise/experience – university formation
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- Engagement strategy – go to people
- It is already complex in own world (catchment/coastal zone/offshore) let alone cross-boundary – find 'go-to people' to engage with – identify those in each area and empower them
- Local/regional level e.g. Las. Partnerships need to link up and be strategic about using funding available to deliver on common objectives/enable more systemic and sustainable change
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- Incentives – public endorsement
- Clearly publicise benefits more to persuade those involved to seek out pathways – provide incentives: funding; policy; public endorsement; business endorsement/engagement

Individual comment:

- Legal framework and fund

Group 2

- Obstacles – getting sufficient buy-in across sectors, groups and institutions to achieve or agree common purpose and goals
- Government needs to be more joined up within and between departments e.g. Defra splitting farming from the environment
- Across government integration: environment needs to be on a parallel with economy
- Gov policy to consider the links between diff policy groups e.g. health to consider envt and vice versa
- Mechanisms of cross-compliance
- Remove perverse incentives/subsidies
- Cross thematic staff to work between departments
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- Activate more parts of society into stewardship
- Better understanding/communication of the values/benefits that can be obtained from these approaches (communicating benefits to private sector could leverage funding)
- How we take proper account of the environmental and social implications of policy decisions, trade and commerce etc.
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- Natural capital fund that can be bid into (pool fund, not silo)
- Funds + governance for convenors/coordinators
- Natural capital needs to feature in accounts at all levels – national, corporate

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- Complexity – wicked problems sets us free – no solution; no perfect way of considering what is practicable
- Australian publication: “Tackling wicked problems” – don’t expect to find a silver bullet

Individual comment:

- Technical expertise can be seen as siloed but the expertise should be valued too. Provides a consultation structure

Group 3

- Discipline divide – people learn about freshwater or marine – rarely both – leads to ideological divide. Solution- get universities to teach catchment management!
- Siloed thinking between and within many organisations – govt, public, private sector. What needs to change – more outward open views – cultural change
- Stuff is much too “handed down” – co-design; co-creation
- CABA + partnerships needs to be an advocate for joining up
- Marine environment; member states need to change. Political agendas not over-ride common sense e.g. collaboration/joint working for marine planning
- Language – talk something people can understand

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- To remain effective partnerships need to be able to evolve – not be a rigid imposed structure. This is harder for some agencies to fund/engage with but is more beneficial re. delivery
- Bottom-up not properly linked into top-down

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- EA & Defra: translate expertise from WFD – CABA to transitional waters leading to stronger financing mechanisms for coastal partnerships and marine
- Learn from the CaBA – the only approach to integration that has covered the whole country
- Translate government experience from CaBA (as a mechanism for citizen engagement)

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- Central government: statutory requirement for coastal/estuarine plan/strategy and action plans
- Need to be a catchment plan
- Clear picture of roles, responsibilities and obligations of the different players
- Too ad-hoc – needs some kind of statutory backing somehow. Govt needs to get a grip if they want to properly deliver in coastal waters

Group 4

- Competing agendas – focus around a common solution
- No sense of place therefore value – manage chunks: sub-group; geographic sections
- Competition between partnerships for funding – streamline partnerships i.e. combine those with similar objectives (govt?)
- Defra and DCLG: formalise role of civil society in decisions and fund integration

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- People (ministers, lay people etc.) not making connections – show them the connections
- Plain English – Defra and family
- Misunderstanding between stakeholders – standardisation of terminology (govt?)
- Partnerships and government (i.e. Defra, BIS and Treasury) – sell it to business – connect it to CSR and sales or reputations

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- Perverse subsidies – e.g. for agricultural sector (EU, CAP Govt)
- OFWAT – move to ecosystems/natural capital principles
- Review of systems failure between CAP and water policy by Defra

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- Obstacle: politics!
 - Changing cultures within individual organisations
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- Lack of interest from business – need government legislation
 - Lack of knowledge about ecological thresholds and safe limits (Researchers, academics, working with practitioners to tackle the gaps)