

# Seas of Change

The Government's consultation paper to help deliver  
our vision for the marine environment

Department for Environment, Food and Rural Affairs  
Nobel House  
17 Smith Square  
London SW1P 3JR  
Telephone 020 7238 6000  
Website: [www.defra.gov.uk](http://www.defra.gov.uk)

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our vision for the marine environment

Department for Environment, Food and Rural Affairs

November 2002

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# CHAPTER 1

## Making progress

1.1 The Government's first Marine Stewardship Report, *Safeguarding our Seas*<sup>1</sup>, was published on 1 May 2002. It set out a strategy for the conservation and sustainable development of the marine environment based on a vision of clean, healthy, safe, productive and biologically diverse oceans and seas. In particular, it commits the Government to implement an ecosystem-based approach to reconcile conservation goals with the full range of demands that we place on the marine environment to help meet our economic and social needs.

1.2 The report outlined the real progress that we have made in protecting the seas around the UK. But it recognised that many threats still remain and further action is needed to tackle these. *Safeguarding our Seas* therefore contained a package of new initiatives, as well as ongoing initiatives, to help turn our vision into reality. New initiatives announced in *Safeguarding our Seas* included a Pilot scheme to test some of the proposals arising from our Review of Marine Nature Conservation and a Review of Development in Coastal and Marine Waters with a view to simplifying the regulatory framework affecting development. In addition, on 24 October we published the England Biodiversity Strategy which contained proposals for the further integration of biodiversity into marine and coastal policies.

1.3 The first Marine Stewardship Report was broadly welcomed by stakeholders as a valuable first step. But we recognise the necessity of maintaining the momentum it has generated. Since 1 May, we have held a number of productive workshops to help take forward our initiatives. For example, on 21 May we held an open discussion meeting of the Inter Agency Committee on Marine Science and Technology (IACMST) to help develop our national marine monitoring strategy and discuss initial ideas for our 2004 State of Our Seas report. On 17 and 18 June the UK hosted a Europe-wide workshop to help work up the process for site identification and selection of Special Areas of Conservation and Special Protection Areas in UK offshore waters under the Habitats and Birds Directives. And on 11 September we hosted a workshop on how to deliver integrated marine mapping. All of these helped to set out what work needs to be done and how we will do it.

1.4 In addition, the Government is, or will be, consulting on a range of initiatives that can help to deliver our vision. For example, we will be consulting towards the end of this year on the regulations to extend the Habitats and Birds Directives beyond the 12 nautical mile limit. The DTI will shortly be issuing a consultation paper to pave the way for a major investment in offshore renewable energy to help achieve the Government's renewables target.

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<sup>1</sup> *Safeguarding our Seas: A Strategy for the Conservation and Sustainable Development of our Marine Environment*: ISBN 0-85521-005-2 (£20). The report is also available through the website: [www.defra.gov.uk/environment/marine/](http://www.defra.gov.uk/environment/marine/).

1.5 We will be consulting this year on our proposed guidance on the application of the EU Strategic Environmental Assessment Directive<sup>2</sup>. And we are currently finalising our consultation paper on Marine Environmental High Risk Areas (MEHRAs) to show the areas which have been identified as areas of high environmental sensitivity which are also at risk from shipping and to seek comments on a range of issues associated with MEHRAs. We will also be consulting early next year on the recommendations from our Review of Development in Coastal and Marine Waters.

1.6 These reviews, workshops and consultation exercises are not being taken forward in isolation. Rather they bring together Government and non-governmental organisations to share information, experiences and findings. This will enable us to take forward marine and coastal management based on the principles of an ecosystem-based approach as outlined in *Safeguarding our Seas*. The Government is committed to producing future Marine Stewardship Reports to report on progress made.

### **Stakeholder consultation**

1.7 *Safeguarding our Seas* contained a commitment to consult on whether current arrangements for stakeholder involvement are adequate and on the scope and content of future Marine Stewardship Reports<sup>3</sup>. This document fulfils that commitment. In addition, the Government is taking the opportunity to invite initial views on how the principles underpinning the ecosystem-based approach can be fleshed out and applied in practice; and on our strategic goals for the marine environment.

1.8 The procedures for the consultation process are set out in Chapter 5. **Please let us have your comments on the issues raised in this consultation paper no later than 28 February 2003.**

### **New legislation**

1.9 The Government is aware that some countries such as Canada have brought forward an Oceans Act and that some environmental non-government organisations have recommended that the UK bring forward its own Oceans or Marine Act. In the UK, we first need to consider the content of any possible legislation and what value it would add.

1.10 Our preferred approach is to achieve as much as possible without primary legislation so that scarce Parliamentary time is reserved for those issues which do need legislation on the grounds that other routes have failed to deliver the desired effect. We do not believe that it is necessary to use primary legislation to enshrine a vision or strategy, such as that set out in *Safeguarding our Seas*. But in no way does this diminish our commitment to turning our vision into reality.

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<sup>2</sup> EC Directive 2001/42/EC

<sup>3</sup> The Government is inviting views separately on the European Commission's Communication "Towards a strategy to protect and conserve the marine environment" (COM(2002) 539 final) which will form the basis for drafting the EU Marine Thematic Strategy.

1.11 A number of the initiatives contained in *Safeguarding our Seas* – notably the Review of Development in Coastal and Marine Waters and the Review of Marine Nature Conservation – are specifically considering whether new legislation is required to deliver our vision. A DTI consultation on a strategy for the wind energy industry will be looking specifically at the legislation needed to provide a legislative framework for the development of renewable energy projects beyond territorial waters.

1.12 Initial findings from the Review of Development in Coastal and Marine Waters will be consulted on in early 2003. Recommendations from the Review of Marine Nature Conservation will be available in early 2004. These reviews will be crucial in determining whether new legislation is needed to deliver our vision.

### **Scotland, Wales and Northern Ireland**

1.13 This consultation is being undertaken by Defra on behalf of the United Kingdom Government and the devolved administrations. Some of the policy matters on which views are invited are the responsibility of the devolved administrations. Where responsibility is devolved, references to the Government should be read as meaning the Scottish Executive in Scotland, Welsh Assembly Government in Wales and the Northern Ireland administration in Northern Ireland. Respondents are invited to highlight any particular concerns that they may have in relation to devolved marine responsibilities. In addition, stakeholders from Scotland, Wales and Northern Ireland are asked to copy their responses to this consultation to the devolved administration contacts given in Chapter 5.

1.14 The devolved administrations have been involved in preparing this document and will be involved in developing the Government's response.

## CHAPTER 2

### Developing the concept of marine stewardship

2.1 The delivery of our vision of clean, healthy, safe, productive and biologically diverse oceans and seas needs to be built on robust and transparent foundations. In *Safeguarding our Seas*, the Government outlined a number of principles and concepts that we believe are essential to the delivery process: sustainable development, integrated management, the conservation of biological diversity, robust science, the precautionary principle and stakeholder involvement.

2.2 This chapter invites views on how best to develop a practical application of the ecosystem-based approach. The Government proposes to use views received as the basis for a workshop on the practical application of an ecosystem-based approach and to identify examples of good practice and any areas where a new approach is required.

2.3 As noted in *Safeguarding our Seas*, adopting an ecosystem-based approach means providing and working within a set of clear environmental objectives. This chapter also invites views on a set of strategic goals for the marine environment which have been developed by the Review of Marine Nature Conservation Working Group.

### Implementing an ecosystem-based approach

2.4 An ecosystem-based approach to marine management has been widely discussed and, in recent years, has gained wide international acceptance. It has provided an impetus for more co-ordinated policy making. At a basic level it means the need to integrate marine conservation and ecosystem health objectives in a way that recognises that economic, social and cultural interests have an effect on marine resources.

2.5 The 1992 Convention on Biological Biodiversity (CBD)<sup>4</sup> provides the key international framework on the ecosystem approach. These were articulated in the Malawi Principles. In its simplest terms, the CBD defines the ecosystem approach as "...a strategy for the integrated management of land, water and living resources that promotes conservation and sustainable use in an equitable way". Ecosystem refers to the structure, process, functions and interaction among organisms and their environment, recognising that humans are an integral part of the ecosystem. The appropriate action and scale (spatial and temporal) for application will need to be determined on a case by case basis taking into account local, regional or global conditions.

2.6 The CBD incorporates and entails a number of key principles. These include decentralization of resource management, incorporating stakeholder engagement and a need to understand and manage the ecosystem in an

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<sup>4</sup> Ecosystem Approach, Decision V/6, CBD: [www.biodiv.org/decisions/default.asp?lg=0&m-cop-05&d=06](http://www.biodiv.org/decisions/default.asp?lg=0&m-cop-05&d=06)

economic context which is compatible with conservation and sustainable development.

2.7 It also advocates adaptive management, which takes into account the complex and dynamic nature of ecosystems and the absence of complete knowledge or understanding of how they function, and allow for response to uncertainties. This implies the need to build in a precautionary approach, and account for ecosystem uncertainty in marine stewardship. It is important that we recognise that ecosystem processes are often non-linear and the outcome of such processes often display time lags.

2.8 The UK and other North Sea States endorsed an ecosystem-based approach to fisheries management at the 1997 Intermediate Ministerial Meeting on the Integration of Fisheries and Environmental Issues. At the Fifth North Sea Ministerial Conference (5NSC)<sup>5</sup>, the UK formally endorsed the ecosystem-based approach to marine management, with the goal of “a healthy and sustainable balance between the human activities and their effects on the environment”. This means that all human activities that take place in our oceans and seas need to be considered from the perspective of the marine ecosystem. A commitment to encourage the application of the ecosystem approach by 2010 was also made at the World Summit on Sustainable Development.

2.9 The International Council for the Exploration of the Sea (ICES)<sup>6</sup> has considered and developed the concept of the ecosystem-based approach in the context of fisheries management. Traditional fishery management has been undertaken on a stock-by-stock or fishery-by-fishery basis and has tended to consider only the immediate impact of fishing on target stocks. However, fish stocks are a part of larger marine ecosystems, and the effect of fishing can go well beyond target species. ICES has been developing the scientific basis for maintaining ecosystem integrity and knowledge of ecosystem dynamics in order to apply the ecosystem-based approach, which is increasingly used in international agreements on fisheries. The EU has also proposed an ecosystem-based approach to fisheries management as part of the current review of the Common Fisheries Policy (CFP).

2.10 As part of the process of delivering our vision, the Government wants to build on the principles already developed and work undertaken in these fora to establish a UK position with respect to the ecosystem-based approach to marine management, including its development and practical application. This will then form the basis for work proposed in the OSPAR Commission for the Protection of the Marine Environment of the North East Atlantic and with the European Commission to develop the ecosystem-based approach at the regional level. It is therefore crucial that we develop a clear and concise understanding of what the ecosystem-based approach means in practice and how it can be applied.

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<sup>5</sup> The 5NSC was held in Bergen, Norway on 20 and 21 March 2002. The Bergen Declaration is available at: [www.northseaconference.no](http://www.northseaconference.no)

<sup>6</sup> [www.ices.dk](http://www.ices.dk). Scientific Objectives (notes).

2.11 *Safeguarding our Seas* identified what we see as the key elements needed in an ecosystem-based approach to marine management:

- The provision of, and working within, a set of clear environmental objectives;
- Greater use of environmental and socio-economic assessments;
- More strategic management of our activities in the marine environment;
- Taking policy decisions and management actions that take account of biological diversity and ensure sustainable development;
- Making better use of scientific knowledge in policy-making, which includes making sure that we have the people with the technical skills and knowledge necessary to help deliver our vision;
- Developing a more focused and integrated framework for research and monitoring; and
- Full stakeholder involvement.

2.12 The challenge is to flesh out this approach and translate principles into practice in a way that recognises societal values and cultural needs, focuses on the longer term rather than the short term and develops a better understanding of the linkages, processes and human interactions within ecosystems. The Government envisages that development of an operational framework for ecosystem-based management will include the following elements:

- Identifying environmental and broader objectives based on a multi- and interdisciplinary approach to policy;
- Establishing more integrated and adaptive marine management/policy;
- Assessing the resource and status of the resources, eg through SEA;
- Incorporating mechanisms for decision-making, eg through spatial planning;
- Identifying delivery and recovery tools eg enforcement, research and monitoring, links between science and policy; and
- Setting out the infrastructure for delivery.

2.13 A number of tools and processes will be required to implement the ecosystem approach such as a knowledge-base, a set of strategic goals and objectives, the precautionary approach, and the use of SEA and EIA, marine protected areas, and indicators of change and progress, such as the ecological quality objectives (EcoQOs) identified under the 5NSC..

2.14 Many of the elements highlighted above are already being developed or will be developed in the near future. For example, we are developing our habitat mapping initiative to help us better understand our marine environment. The Review of Marine Nature Conservation is focusing on the practical application of many of these elements. In addition, the Government is looking to carry out a public consultation later this year on its proposals for guidance on the application of the SEA Directive and its mainstreaming in specific plans and programmes. These and other initiatives contained in *Safeguarding our Seas* are already helping us to develop and apply the principles underpinning an ecosystem-based approach and to turn it into an operational process.

**2.15 The Government invites views on whether the components, principles, activities and mechanisms identified above are sufficient for the delivery of an ecosystem-based approach (1).** The Government is of the view that they are. **It invites views on how these might be further developed and applied in practice to quickly translate an ecosystem based-approach to marine management into an operational process (2).** The Government will consider further the practical implementation and application of the ecosystem-based approach in light of views received and use them as the basis for a workshop to consider proposals for practical application. Inviting views in this consultation paper is therefore a further step towards the implementation of an ecosystem-based approach.

### **Strategic goals for the marine environment**

2.16 The identification of strategic goals for the marine environment forms an important component of an ecosystem-based approach. The Review of Marine Nature Conservation (RMNC) Working Group<sup>7</sup> has recommended a set of strategic goals for the marine environment.

2.17 The RMNC Working Group agreed that it is essential to ensure that the approach adopted for marine nature conservation is integrated with the wider principles of sustainable development which form the cornerstone of the Government's environmental policy. It also recognised the need for clear objectives which command the widest consensus and which build, where relevant, on existing UK nature conservation policy and procedures, as well as experience from overseas. Such objectives will provide the necessary tools to ensure the adoption of the most suitable approach for marine nature conservation.

2.18 The development of strategic goals could be informed by the formulation of an overall vision for marine nature conservation. The need for a clear vision has been specifically considered in the *Safeguarding our Seas*, which identified the UK's vision for the marine environment of providing for clean, healthy, safe, productive and biologically diverse oceans and seas. This vision is very broad, going much wider than just nature conservation. To

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<sup>7</sup> Membership of the Working Group includes Government Departments and Agencies, the devolved administrations, regulatory bodies, environmental NGOs and commercial and leisure interests.

attain this vision, strategic goals need be established which take an equally broad-ranging approach but which reflect the range of issues relevant to the marine environment in a holistic and integrated way.

2.19 On the basis of the work done by the RMNC Working Group and the vision set out in *Safeguarding our Seas*, the Working Group proposes the following strategic goals for the UK's marine environment:

- To conserve and enhance the overall quality of our seas, its natural processes and its biodiversity;
- To use marine resources in a sustainable and ecologically sensitive manner in order to achieve maximum environmental, social and economic benefit from the marine environment;
- To sustain economic benefits and growth in the marine environment by enabling and encouraging environmentally sustainable employment;
- To increase our understanding of the marine environment, its natural processes and our cultural marine heritage; and
- To promote public awareness, understanding and appreciation of the marine environment and seek active public participation in the development of new policies.

### **2.20 The Government invites views on these strategic goals for the marine environment (3).**

2.21 To ensure these goals can be met the Working Group proposed that they should be supported by a clear statement of the approach being adopted by the Government. The Working Group recommended that in working to achieve these goals the Government:

- Co-ordinate its activities with those of its agencies and with the devolved administrations to enable streamlined and effective mechanisms of regulation;
- Make every effort to reconcile and accommodate competing needs and uses of the marine environment;
- Make systems of regulation more transparent and reduce failures in their implementation;
- Involve stakeholders in the development of new proposals through shared and participative policy making processes;
- Ensure a fair and effective balance between regulation and voluntary initiatives;

- Base decisions on a clear understanding of natural processes;
- Improve our expertise and capabilities in ocean-related biological and management science, technology and engineering; and
- Have regard to the international importance of the marine environment and related legal obligations whilst ensuring we are still able to exercise our rights and jurisdiction over inshore and offshore areas and their resources.

**2.22 The Government invites views on this supporting approach to our proposed strategic goals and objectives for the marine environment (4)**, some of which are already underpinning current work such as our Review of Development in Coastal and Marine waters.

2.23 If agreed, strategic goals for the marine environment could also inform the development of more targeted goals and objectives, for example, marine scientific research. If these goals were accepted as the broad framework for the marine environment the Government proposes that they should form the basis from which the RMNC Working Group will develop proposals for an integrated set of strategic goals for marine nature conservation.

2.24 The Government believes that this overarching framework of our vision, strategic goals and targeted objectives should help to define how future decisions relating to the management of the marine environment are made. It should also assist in identifying the actions required to deliver our vision based on a clear understanding of natural processes that takes account of the effect of longer term factors such as climate change and other types of environmental change.

## CHAPTER 3

### Future stakeholder involvement

3.1 *Safeguarding our Seas* placed considerable emphasis on the need for full stakeholder participation. During Autumn 2001, the Government invited a range of marine and coastal stakeholders to three workshops – two in London hosted by Defra and one in Edinburgh hosted by the Scottish Executive – to discuss the preparation of the report. Over 70 stakeholders attended these meetings including government agencies, regulatory bodies, conservation non-government organisations, commercial and leisure interests. Their views helped shape the overall strategy set out in *Safeguarding our Seas*.

3.2 We now want to build on the success of this initial exchange of ideas by exploring further how we involve stakeholders in the development of coastal and marine policy, particularly in implementing the EU Recommendation on Integrated Coastal Zone Management (ICZM). We believe stakeholders can bring valuable knowledge, experience, and data to this process, creating an effective partnership.

### Consultation and dialogue

3.3 The Government is already pro-active in liaising with coastal and marine stakeholders and keeping them up-to-date on specific policy issues. A range of stakeholder fora, partnerships and working groups – many of them established before *Safeguarding our Seas* was published – already encourage debate, produce research, disseminate information and advise Government in the development of policy. Some of the better known groups include:

- **The Review of Marine Nature Conservation (RMNC) Working Group:** Made up of over 20 UK organisations and chaired by Defra officials, the RMNC Working Group was created to take the Review forward. It meets twice a year and has proved an effective forum to debate the key issues and give ownership to the solutions.
- **Marine Pollution Advisory Group (MPAG):** Chaired by officials from the Department for Transport, the MPAG has proved successful in assisting policy development on marine pollution issues.
- **The UK Offshore Forum:** In 1999 a forum was established to bring together Government, the offshore oil and gas industry and environmental groups to build a greater, shared understanding of offshore environmental issues and to provide face-to-face dialogue on key issues.
- **Offshore Renewables/Fisheries Stakeholder Group:** The DTI has established a liaison group to encourage open dialogue between the fishing industry and the offshore renewables sector and to foster

relations between them. The group decided at its first meeting in July 2002 to produce best practice guidelines on consultation between developers and fishing interests during the various stages of the development process.

- **Scottish Coastal Forum:** This forum has an independent chair and a dedicated project officer funded by the Scottish Executive, Scottish Natural Heritage, the Crown Estate, National Trust for Scotland, Scottish Quality Salmon and VisitScotland. The work programme includes developing a coastal strategy, research and an electronic newsletter with the latest information on good practice and policy. A similar group exists in Wales – the Welsh Coastal and Maritime Partnership.

3.4 These fora, which meet at the national, regional or more local levels, provide real opportunities for policy co-ordination and co-operation. Some fora produce strategy documents. Others focus more on information dissemination. Overall the emphasis is on full stakeholder involvement to create a partnership approach that moves away from traditional sectoral approaches.

3.5 The Government also holds stakeholder workshops to resolve specific issues. Recent examples include the workshop held in May on marine monitoring and one in September on delivering integrated marine mapping. More will be arranged to take forward specific issues with interested stakeholders as specific issues arise, such as the workshop we are proposing in this consultation paper on the practical implementation of the ecosystem-based approach.

3.6 It is important not to rely on just one method of communication and we use a number of other mechanisms to consult, inform and involve stakeholders:

- Written consultation exercises such as this paper and the forthcoming consultation paper on harnessing the potential of offshore renewable energy;
- Ministers and officials hold regular meetings with a wide range of organisations and speak at many different conferences throughout the year;
- Government websites hold a wealth of information including policy statements, research papers, Ministerial speeches, press releases, etc;
- Following publication of *Safeguarding our Seas*, Defra's annual coastal policy newsletter, *Wavelength*, has been broadened to include updates on the initiatives contained in the first Marine Stewardship Report (see [www.defra.gov.uk/environment/marine/iczm](http://www.defra.gov.uk/environment/marine/iczm)).

3.7 In a subject as diverse as coastal and marine stewardship, there is rarely a single “stakeholder view”. We see the way forward as keeping stakeholders informed and giving them the opportunity to raise concerns in a constructive environment so that everyone has a greater understanding of the issues involved.

**3.8 The Government invites views on whether stakeholders feel that they are fully consulted and kept up-to-date on developments in coastal and marine policy (5).** If not, we invite views on how stakeholders might better be consulted, involved and kept informed of policy developments.

### **A new stakeholder group?**

3.9 Successful consultation and dialogue can create a working partnership between Government and stakeholders resulting in more effective, more integrated policies and programmes. But this dialogue must be structured, targeted and meaningful.

3.10 One of the reasons the English Coastal Forum has not achieved as much as it might have is that it did not have a clear focus. The Forum which had a large, open membership produced some useful work in the mid-nineties but in recent years has run out of steam. There is general agreement amongst stakeholders that the Forum now no longer serves a constructive purpose and it has not met for over two years. The networking function that it did provide has been replaced by other events on the commercial conference calendar.

3.11 The Government proposes that the English Coastal Forum be replaced with a new expert group to act as a sounding board that will provide independent advice to Defra on the development of the national ICZM strategy in England. The group would be chaired and serviced by Defra.

3.12 The Government proposes that the group would be made up of a small number of recognised ICZM practitioners (certainly no more than ten) who would meet two to three times a year. The aim would be to create a multi-disciplinary membership based on practical experience and knowledge rather than sectoral interests. The work programme would be focussed on the key themes of the ICZM Recommendation with the group responding to initial proposals and providing direction for further work. The minutes would be published to ensure transparency. The work would be supported by a programme of focussed workshops open to all stakeholders so that all views and ideas could be captured throughout the development of the strategy.

3.13 This informal group would have no decision-making role in implementing policy. The Government will continue to hold written consultation exercises as these provide a formal means by which all stakeholders can be invited to make representations. General UK co-ordination of the implementation of the ICZM Recommendation will be achieved through a steering group made up of central Government and the devolved administrations. **The Government invites views on its proposal**

**to replace the English Coastal Forum with a new expert group to provide advice on the development of the national strategy for ICZM in England (6).**

3.14 The Government does not believe that a wider, overarching stakeholder body is needed to cover all marine and coastal policies in the UK. Such a large body would inevitably lack focus and duplicate much of the work that is already being taken forward in other groups. We believe existing and proposed fora and workshops already provide an effective foundation for stakeholder involvement. The Government does need to ensure that this communication is targeted and stakeholders are not exposed to needless consultation 'fatigue'. But this is an issue of improving coordination rather than establishing another group. **The Government invites views on its proposal that there should not be a new wider, overarching stakeholder body (7).**

## CHAPTER 4

### The scope and content of future reports

4.1 *Safeguarding our Seas* is the first in a series of Marine Stewardship Reports. The Government wants to maintain the momentum generated by *Safeguarding our Seas*. This Chapter seeks views on the timing, scope and content of the second and subsequent Marine Stewardship Reports.

4.2 The Government proposes that the second Marine Stewardship Report should take the form of the State of Our Seas report promised in *Safeguarding our Seas*. This will aid integrated management of our seas by reflecting the intensity of the different pressures on the marine environment and present the integrated assessment of the state of the seas.

4.3 The Government proposes that it will also show how we are co-ordinating the work of bodies such as the Marine Pollution Monitoring Management Group (MPMMG), the Global Oceans Observing System Action Group (GOOS-AG) of the Inter-Agency Committee on Marine Science and Technology (IACMST) and the Fisheries Laboratories. It will report using the framework of indicators we are developing to assess progress in marine environmental management, including ecological quality objectives.

4.4 This report would not just provide the State of Our Seas assessment. It would assess progress made in delivering our vision at a holistic level and contain new ideas and initiatives where these are needed to deliver our vision. As noted in *Safeguarding our Seas*, the Government is aiming to publish its State of Our Seas report in late 2004. **The Government invites views on its proposal that the second Marine Stewardship Report should be a UK State of Our Seas report, produced in late 2004 and on its proposals for the report's content (8).**

4.5 The Government also invites views on the scope and content of Marine Stewardship Reports post 2004. The Government is seeking to move away from a sectoral-based approach to marine management and does not propose that future Marine Stewardship Reports should cover individual topics that are not cross-cutting. There is a case for covering cross-cutting themes, such as the State of Our Seas or the practical implementation of the ecosystem-based approach, in future reports. But in all cases, the Government proposes that reports will need to be holistic, review progress made since the previous Marine Stewardship Report and contain new proposals and initiatives as required.

4.6. On balance, the Government's preference for reports post 2004 is to follow the structure used in *Safeguarding our Seas* and not focus in detail on a specific cross-cutting theme. This will ensure that future reports are genuinely holistic and that the focus is on delivering our vision. Other workshop proceedings or reports can cover more detailed, specialized topics such as the practical implementation of the ecosystem-based approach. **The**

**Government invites views on its proposal for adopting a holistic-based approach for all Marine Stewardship Reports post 2004 akin to the structure followed in *Safeguarding our Seas* (9).** If stakeholder preference is for a cross-cutting, topic-based approach, the Government invites views on which topics might be included in the first few reports published post 2004.

4.7 The Government is keen to provide stakeholders with regular updates on how it is progressing in turning the vision set out in *Safeguarding our Seas* into reality. That is why we propose that the second Marine Stewardship Report should be published in late 2004. Reports published post 2004 could be published at regular intervals say, every three years. Alternatively reports could be published on an ad hoc basis. This is very much related to the question raised in Chapter 3 of this consultation on whether stakeholders feel that they are kept sufficiently up-to-date on developments in marine policy and have adequate opportunity to shape it.

4.8 The Government's preference is to produce Marine Stewardship Reports on an ad hoc basis, with an expectation that a report will be published roughly every three or so years. This would provide the flexibility to update reports when the need arises. Publishing reports at more frequent intervals would have resource implications and the Government wants Marine Stewardship Reports to add value rather than to publish reports that risk being superfluous. The Government recognises that publishing at intervals of more than every four or so years is likely to lose the momentum generated by the first Marine Stewardship Report. We want to avoid this.

**4.9 The Government invites views on how frequently Marine Stewardship Reports should be published assuming that the second Report is published in late 2004 (10).**

## CHAPTER 5

### Consultation procedure

5.1 We would welcome your comments on the proposals and questions set out in this consultation paper. The document can also be downloaded from the Defra website at: [www.defra.gov.uk/environment/conindex.htm](http://www.defra.gov.uk/environment/conindex.htm). Annex A lists those organisations that this consultation paper has been sent to. Please send your views, no later than **28 February 2003**, to:

- Matthew Carden  
Marine and Waterways Division  
Department for Environment, Food and Rural Affairs  
Zone 3/B6 Ashdown House  
123 Victoria Street  
LONDON  
SW1E 6DE

Tel: 020 7944 5292  
Fax: 020 7944 5309  
e-mail: [matthew.carden@defra.gsi.gov.uk](mailto:matthew.carden@defra.gsi.gov.uk)

5.2 Responses from stakeholders in Scotland, Wales and Northern Ireland respectively should also be copied to:

- Bruce Stewart  
Scottish Executive Environment and Rural Affairs Department  
Fisheries and Rural Development Group  
Room 414  
Pentland House  
47 Robb's Loan  
EDINBURGH  
EH14 1TY

Tel: 0131 244 6233  
Fax: 0131 244 6313  
e-mail: [bruce.stewart@scotland.gsi.gov.uk](mailto:bruce.stewart@scotland.gsi.gov.uk)

- Ron Hicks  
Environmental Protection Division  
Welsh Assembly Government  
Cathays Park  
CARDIFF  
CF10 3NQ

Tel: 029 20 82 3228  
Fax: 029 20 82 5008  
e-mail: [environmental.protection.division@wales.gsi.gov.uk](mailto:environmental.protection.division@wales.gsi.gov.uk)

- Brian Murphy  
Department of the Environment  
Environmental Policy Division  
20-24 Donegall Street  
BELFAST  
BT1 2GP

Tel: 02890 544577  
Fax: 02890 544520  
e-mail: [brian.murphy@doeni.gsi.gov.uk](mailto:brian.murphy@doeni.gsi.gov.uk)

5.3 All responses received by the above date will be carefully considered. It is normal Government practice in an exercise of this type for a summary of responses received to be prepared, and for copies of responses to be made available for public inspection in the Departmental library. It will be assumed that respondents accept that the contents of their responses may be made public unless they indicate that all or part should be regarded as confidential.

5.4 If you want to see responses that have been received, the main Defra library at Room 320 Nobel House, 17 Smith Square, London, SW1P 3JR will supply copies of consultation replies on request to personal callers or to telephone enquiries (tel: 08459 335577 – calls charged at local call rates). To avoid delays, personal callers should give the library 24 hours notice of their requirements. An administrative charge to cover the cost of photocopying and postage will apply.

## **ANNEX A**

### **List of consultees**

Advisory Committee on the Protection of the Sea  
Association of Offshore British Industries  
Association of Sea Fisheries Committees England and Wales  
Belfast Harbour Commissioners  
Board of Administration, States of Guernsey  
British Canoe Organisation  
British Geological Survey  
British Marine Aggregate Producers Association  
British Marine Finfish Association  
British Marine Industries Federation  
British Maritime Law Association  
British Ports Association  
British Resorts Association  
British Tourist Authority  
British Tugowners Association  
British Waterski Federation  
British Wind Energy Association  
Carlingford Lough Commission  
CoastNET  
Coleraine Harbour Commission  
Confederation of British Industry  
Confederation of Renewable Energy Association  
Convention of Scottish Local Authorities  
Council for British Archaeology  
Council for Nature Conservation and Countryside Northern Ireland  
Countryside Council for Wales  
Crown Estate  
Dart Estuaries Partnership  
Department for Culture, Media and Sport  
Defence Logistics Organisation  
Department of Local Government and Environment, Isle of Man  
Dept for Regional Development (Northern Ireland)  
Department for Transport  
DFT – Ports  
DFT – Shipping Policy  
Dorset Coastal Forum  
Department of Trade and Industry  
English Heritage  
English Nature  
Environment Agency  
Environment and Heritage Service Northern Ireland  
Environmental Investigation Agency  
Environmental Services Association  
Environmental Services Unit, States of Jersey  
European Oilfield Speciality Chemicals Association  
Exe Estuary Partnership

Federation of Dredging Contractors  
Freight Transport Association  
Friends of the Earth  
Green Alliance  
Greenpeace  
Hampshire and Wight Trust for Maritime Archaeology  
Health and Safety Executive  
Herriot-Watt University Centre for Environment and Resource Management  
Institute of Chartered Shipbrokers  
Institute of European Environment Policy  
Inter Agency Committee on Marine Science and Technology  
International Fund for Animal Welfare  
International Institute for Environment and Development  
Invest Northern Ireland  
Isle of Wight Centre for the Coastal Environment  
Joint Nature Conservation Committee  
Lane Harbour Ltd (Northern Ireland)  
Local Government Association  
Management Services Group (Northern Ireland)  
Marine Biological Association  
Marine Conservation Society  
Marine Stewardship Council  
Maritime and Coastguard Agency  
MarLIN  
Medway and Swale Estuary Partnership  
Minerals Committee of the Planning Officers'  
Ministry of Defence  
Morecambe Bay Partnership  
National Farmers' Union  
National Federation of Fishermen's Organisation  
National Federation of Sea Anglers  
National Maritime Museum  
National Trust  
National Union of Marine, Aviation and Shipping Transport Officers  
Natural Environment Research Council  
Nautical Archaeology Society  
Norfolk Coast Partnership  
North Irish Sea Fishermen's Federation  
North Yorkshire and Cleveland Coastal Forum  
Northern Ireland Fishermen's Federation  
Northern Ireland Local Government Association  
Northern Ireland Tourist Board  
North West Coastal Forum  
Office of the Deputy Prime Minister  
Pembrokeshire Coastal Forum  
Plymouth Marine Laboratory  
Ribble Estuary Partnership  
Royal National Lifeboat Institution  
Royal National Lifeboat Institution (Northern Ireland)  
Royal Society for Nature Conservation

Royal Society for the Protection of Birds  
Royal Yachting Association  
Salmon and Trout Association  
Scottish Association for Marine Science  
Scottish Coastal Forum  
Scottish Environment Protection Agency  
Scottish Executive – Countryside & Natural Heritage  
Scottish Natural Heritage  
Scottish Quality Salmon  
Sea Mammal Research Unit (based at University of St Andrews)  
Severn Estuary Partnership  
Shark Trust  
Shellfish Association of Great Britain  
Sir Alister Hardy Foundation for Ocean Science  
Solent Forum  
South Wales Sea Fisheries Committee  
Southampton Oceanography Centre  
Sport England  
Suffolk Coast and Health Project  
Tamar Estuaries Consultative Forum  
Thames Estuary Partnership  
The Chamber of Shipping  
The Countryside Agency  
The Sport Council for Northern Ireland  
The Wildlife Trusts  
UK Cable Protection Committee  
UK Climate Impacts Programme  
UK Environment Law Association  
UK Harbourmasters Association  
UK Hydrographic Office  
UK Independent Ports Association  
UK Major Ports Group  
UK Marine Information Council  
UK Offshore Operators Association  
UK Petroleum Industry Association  
United Nations Environment and Development – UK  
University of Bangor School of Ocean Sciences  
University of Bournemouth Department of Conservation Studies  
University of Cardiff Department of Earth Sciences  
University of East Anglia Tyndall Centre  
University of Glasgow Marine Technology Centre  
University of Hull Institute of Estuarine and Coastal Studies  
University of Plymouth Institute of Maritime and Heritage Studies  
University of Ulster  
University of St Andrews Gatty Marine Laboratory  
VisitScotland  
Warrenpoint Harbour Authority  
Wash Estuary Strategy Group  
Water UK  
Welsh Local Government Association

Wessex Archaeology  
Whale and Dolphin Society  
Wildfowl and Wetland Trust  
Wildlife and Countryside Link  
WWF-UK

