Atlantic Coast (Wester Ross) Project Evaluation

For Highland Council

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1. Executive Summary

As a pilot study, the Atlantic Coast (Wester Ross) Project has been very useful in trialling new processes, tools and techniques for participative coastal zone planning. The project designers, Project Officers and stakeholders have worked hard in pioneering an approach to integrated planning which seeks to hear many voices and tries to balance very complex issues. They should be commended for their efforts in leading the way forward.

Much that is positive has come out of the project. The main achievement has been to prepare, within little more than two years, an integrated coastal plan which provides detailed policy guidance for a sizable part of the Highland west coast and reflects extensive public involvement, consultation and consensus. The success of the process is demonstrated by the willingness on the part of the agencies involved and elements of the local community to maintain the impetus and learning value of this exercise in the years ahead.

The project has facilitated partnership working, dialogue and mutual learning between partner organisations. Lessons learned regarding data requirements and availability will prove valuable to future projects as will the development of effective GIS tools and techniques. The more remote partner organisations have benefited by raising their profile in the local area, and the local community should benefit from a raised awareness of the issues in the area and greater cross-sectoral understanding.

The main funding for the project came from the Interreg 3B Coastatlantic project in which the Highland Council was the only Scottish partner. Timescales for developing the Interreg project bid were tight and this resulted in a single-partner (Highland Council) dominated pre-production stage in the plan-making process which proved to be more resource intensive than expected.

Some Steering Group members felt the project would have been stronger if they had been involved at this earlier stage in its design. Further, the reduced opportunity to develop a shared vision and a clear partnership agreement or protocol consequently reduced the feeling of joint-ownership and raised issues about decision-making among the project partners. This caused some frustration and also led to a delay in agreeing the final format of the plan.

Clear guidelines for Steering Group working practice and decision-making were not produced at the outset and now, with hindsight, it is considered that some of the more challenging aspects of partnership working could have been more easily dealt with if more importance had been placed on establishing the framework for partnership working and decision-making in the Steering Group throughout the project. Ultimately though, all issues were resolved and partnership working has produced a plan which is undoubtedly more robust and balanced than any which a single body could have produced on its own.

In addition, the lack of contribution to the vision and project objectives from the Community Liaison Group and wider stakeholders may have resulted in a lack of understanding of the purpose and scope of the plan, and/or the decision by some that it was not worth their while being involved. However, it is clear that on the whole, wider stakeholder involvement, via public meetings, topic group meetings, and formal public consultation did help to broaden the base of the document and to fine-tune both the presentation and the content.

A great deal of effort was put into engaging the local stakeholders. There was success in engaging most stakeholders on all levels, and though a stakeholder participation plan was not specifically written, stakeholder engagement was generally well-designed, appropriate and well-managed. In the early stages of the project, the use of a well-qualified, locally-based Project Officer was reasonably successful in encouraging the engagement of local fishermen. However, perhaps the perceived loss of momentum associated with the change of Project Officer and/or the move into the policy development stage may have contributed to a reduced level of engagement by fishermen throughout the rest of the project, despite the efforts made by the, equally competent and well-qualified new Project Officer and other stakeholders. Without the input from significant numbers of fishermen, it is questionable whether all issues have been adequately addressed and thus whether the new Coastal Plan can be considered truly integrated.

GIS was extensively used throughout the project and was widely praised for its contribution. This contribution could have been even greater had more digital data and better technical resources been available early in the project. This would have perhaps happened if the contribution GIS could make to the project had been appreciated in the early stages. The project would also have benefited from a thorough assessment of data availability at the start and budget allocation for the collection or purchase of data where necessary. The late delivery of marine biotope data to the project was flagged as a significant weakness which meant that some policy decisions had to be made in the absence of adequate information.

Thus the main shortcomings of the project were identified as not being able to develop a more rigorous ecological base for the plan and not being able to attract a significant level of engagement from the local fishing industry. Whilst not insignificant these are problems that are not unique to this area or this project.

Whilst the broad goal of delivering a coastal plan based on local consultation has been achieved, the one-year trial implementation phase which was envisaged within the original project specification was considerably reduced. This arose partly from initial delays in the EU funding approval, from the fact that some core tasks took longer than expected, the loss of a Project Officer for two months half-way through and the time it took to resolve issues within the Steering Group. As a result, at the time of writing, the local community has little sense of benefit arising from the project, because as yet it has not perceived any tangible outcomes from the plan. In addition, an appeal decision on a contentious local fish farm proposal which was taken during the preparation of the draft plan and did not take its recommendations into account served to undermine public confidence in the plan in certain quarters. However, the real implementation period for the plan, is likely to be a matter of years and since this has just begun, outcomes may become more apparent to the community over time. It is therefore considered that the current lack of community ownership of the plan will develop with time particularly if it is possible to develop follow-up projects.

Despite the previous comments it is important to highlight that, overall, the great majority of stakeholders questioned reported that the project would have a medium to high level of long-term benefit to the community of Wester Ross, and the project is seen as a success. It is important that the coastal plan is now widely disseminated to, and used by the range of local stakeholders.

In conclusion, the evaluation of this project has highlighted a number of issues which have arisen from this pilot approach to Integrated Coastal Zone Planning (ICZP) –

both strengths and weaknesses. The project has however identified a significant number of best practice methods for joined-up plan making. These lessons can, and should, be extended beyond the maritime field, and should be taken on board across the whole spectrum of spatial plan development.

2. Introduction

In 2004, Highland Council initiated a pilot project to develop an integrated plan to guide the use and development of the coastal zone in the 'Two Brooms' area of North West Scotland; Loch Broom, Little Loch Broom, the Summer Isles and Gruinard Bay. It aimed to provide a broad overview for the use of the coastal waters over the next 5-10 years where none has existed before. In this respect, it was designed to complement the Wester Ross Local Plan which deals with the terrestrial area. The coastal plan, like its terrestrial counterpart, will help in the evaluation of development proposals, help to minimise conflicts of interest, and guide investment. It aims to promote a balanced approach: one which can safeguard the area's core natural assets and sustain or enhance its productivity over the longer term.

This project has both a practical and a research purpose. On a practical level, it fills a key geographic gap in Highland Council's framework plan coverage for aquaculture. In research terms, it is an exploratory exercise in the design and implementation of integrated (i.e., multi-sectoral) coastal zone plans at local level. Lessons learned through this initiative will help to inform the approach to the preparation of future coastal plans in the Highland Council area and beyond.

The Atlantic Coast (Wester Ross) project started in January 2004 and is to be completed by the end of July 2006. An independent evaluation review of the project to gauge its effectiveness and to record the lessons learned during the project was carried out to coincide with this date. The evaluation was commissioned to cover the following topics:

- the project design and the extent to which it worked in practice;
- how well (or otherwise) the partnership worked together and why;
- the process by which the plan was developed and the outputs;
- the effectiveness (or otherwise) of public consultation;
- public feedback on the draft plan;
- the educational value of the project for the domestic partners involved, the community in the project area, and the international Coastatlantic partners;
- the perceived cost-effectiveness of the project on the part of the funding bodies;
- the contribution of the project to the wider Coastatlantic project's aims;
- the longer term benefits which are likely to arise from the project.

In addition, there has been an element of GIS development work within the Atlantic Coast (Wester Ross) Project . The value of this to the project was also examined.

In April 2006, the Centre for Mountain Studies, Perth College-UHI, was commissioned to carry out this evaluation and this report describes the results and conclusions.

3. Project Background

The Atlantic Coast (Wester Ross) Project has been developed as part of Highland Council's contribution to the Interreg 3B Coastatlantic Project. This is an international initiative, involving a partnership of 11 regions on the Atlantic seaboard of Europe including Highland, which aims to improve the management of coastal areas. Coastatlantic covers a diverse range of local projects in the partner regions – from the development of coastal footpaths and beach management in western Ireland to the management of natural heritage sites and development pressures on the coast of southern Portugal. Stakeholder involvement and improving systems of governance are central themes in all projects.

The Atlantic Coast (Wester Ross) Project, as part of Interreg 3B, has been largely funded through the European Regional Development Fund. Domestic funding support and local project management came from the Highland Council as lead partner, and additional match funding was provided by the Crown Estate, Ross & Cromarty Enterprise, and Scottish Natural Heritage. The Scottish Executive and the Scottish Environment Protection Agency provided staff time to help guide the project but did not contribute financially.

The range of activities in the coastal zone is growing all the time, and there is increasing competition for space in inshore waters, especially in sheltered areas. As the number and variety of coastal activities increases, so does the potential for conflict. All active stakeholders, from local community and businesses, to government agencies, are aware of the increasing pressure our coastal waters are coming under. Fisheries, aquaculture, tourism, recreation and coastal developments all play important roles in the local economy, and depend on clean, healthy, productive seas.

The Atlantic Coast (Wester Ross) Project aims to develop and test a new approach to the management of coastal areas, working in close collaboration with representatives from all relevant sectors. The project has been an opportunity for the statutory bodies and those who live and work in the project area to identify and tackle local issues, set local priorities, and establish a vision for the future of the area.

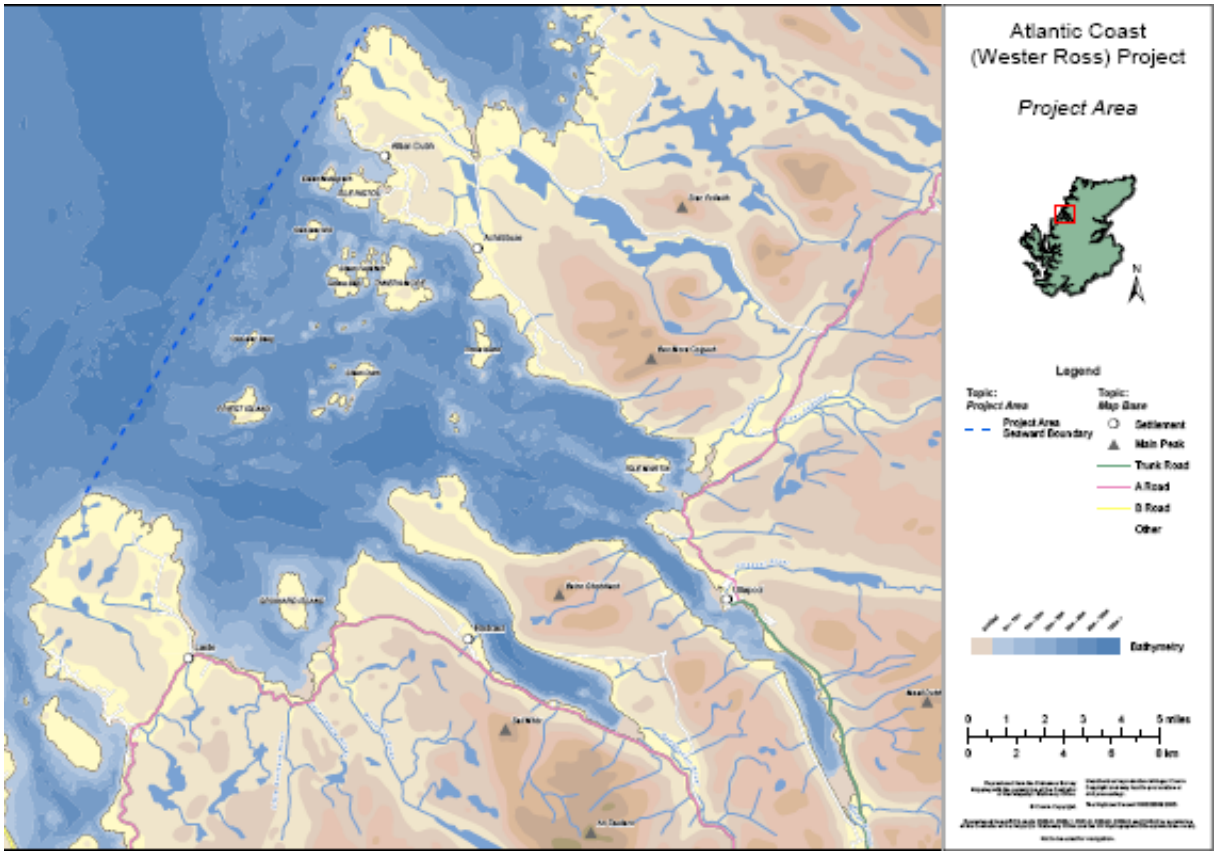
The project hopes to provide the basis for effective community stewardship of marine resources and deliver a more productive inshore marine area through reducing the level of conflict between different interest groups. The plan seeks to safeguard the area's core natural resources and to identify new marine and coastal-based development opportunities which could have economic and educational benefits.

The main output of the project is a spatial plan for the management of the inshore marine area between Greenstone Point and the Coigach peninsula (see map), taking in Loch Broom, Little Loch Broom, the Summer Isles and Gruinard Bay. The status of the plan is advisory.

The project was designed, implemented and managed by a small team within Highland Council. On a day-to-day basis this consisted of a project officer and line manager, with additional managerial, technical and administrative support as required. The project officer post was occupied by two individuals at different stages.

A project Steering Group was established to oversee and guide the project. The Steering Group consisted of representatives from the Highland Council, Ross & Cromarty Enterprise, Scottish Natural Heritage, The Crown Estate, Scottish

Environment Protection Agency and SEERAD (Scottish Executive Environment and Rural Affairs Department). These organisations were able to contribute information and expertise to the project as well as commit staff resources. The Steering Group met approximately every 3 months in Inverness or via tele-conference and communicated regularly between meetings by e-mail.



Map showing the project area which extends inshore from the dotted line connecting Greenstone Point in the south to the Coigach peninsular in the north.

It was recognised that local communities and users of the marine area know this area of coast and sea better than anyone else and they have been actively encouraged to maximise the value of this project by contributing their knowledge, ideas, and aspirations and by engaging in the debate at various stages of the project. A Community Liaison Group (CLG) was established early in the project, which aimed for a balanced representation of all community and business interests in the project area. Community Liaison Group meetings were held at approximately 4 month intervals in Ullapool and chaired by one of the local members of the Highland Council.

In addition, a number of wider public consultation and information dissemination processes were carried out within the project area.

4. Evaluation Methodology

4.1. Personnel

This evaluation has been carried out by the Centre for Mountain Studies (CMS), a research unit of the University of the Highlands & Islands (UHI) based at Perth College. The CMS specialises in policy-related research for the sustainable development of upland and rural areas. It has particular interest in being involved in the Wester Ross (Coast Atlantic) Project as the CMS is currently involved in an Interreg 3B project, called SpatialNorth, examining best practice in strategic spatial planning processes within the Highlands and Islands.

The CMS staff involved in this evaluation includes:

Clive Bowman, Senior Research Fellow, SpatialNorth

Dr. Jeremy Milne, Postdoctoral Researcher

Dr. Crona O'Shea, Research Fellow, GIS specialist, SpatialNorth

4.2. Interviews

The evaluation used a combination of:

1) Semi-structured interviews and questionnaires conducted face-to-face,

2) Questionnaire-based interviews conducted by telephone

A total of 84 questions were developed in consultation with the project team. These questions focused on 6 key aspects of the project that were to be evaluated (Appendix A):

- The design and management of the whole policy development project
- The design and implementation of the stakeholder participation aspects of the project.
- The costs, benefits and educational value of the project to stakeholders
- The outcomes, performance and sustainability of the project.
- The contribution of the project to the wider aims of the CoastAtlantic project
- The longer-term benefits which are likely to arise from the project

Of these 84 questions, 30 required a scored answer of 1 to 5 (1 being very low and 5 being very high), and 5 questions that required a scored answer 1 to 5 (1 being negative impact, 3 being no impact and 5 being a positive impact) (see Appendix A). The remaining 49 questions were general questions to promote discussion and ensure all relevant issues were covered.

The stakeholders were divided into 4 categories; each being allocated an appropriate form of interview, type and number of questions (Table 1). The project designers were asked all 84 questions; the Steering Group members were asked a reduced number of general questions (30) and all 35 of the point scoring questions. The Community Liaison Group members were asked only 34 of the same point scoring questions over the telephone. The wider external stakeholders were asked a select

12 of the 35 point scoring questions covering all 6 key aspects of the project, again over the telephone.

Table 1. Number of stakeholders contacted and type and number of questions asked

Stakeholder category	Total No. in group	No. contacted	No. that took part	Form of interview	No. of general questions	No. of scored questions
Project designers	2	2	2	semi-structured face to face	39	35
Steering Group	7	7	7	semi-structured face to face	30	35
Community Liaison Group	15	13	9	structured telephone	0	34
Wider stakeholders	47	22	13	structured telephone	0	12

The contribution of GIS and spatial data to development of policy was an important aspect of the Atlantic Coast (Wester Ross) project, and thus an assessment of the success of this contribution was an important aspect for this evaluation. Dr. Crona O'Shea, GIS specialist on the SpatialNorth project with CMS, conducted a separate semi-structured interview with the GIS officer supporting the project team within Highland Council. This interview consisted of seven questions to promote discussion.

4.3. Response

The 9 face-to-face semi-structured interviews were all arranged in advance and successfully carried out by both Clive Bowman and Jeremy Milne. All interviewees were forthcoming and contributed to the evaluation. Interview lengths ranged from 1 hour through to 3 hours.

The telephone interviews were carried out by Jeremy Milne. A letter was sent in advance to all Community Liaison Group and wider stakeholder contacts supplied by Highland Council, informing them that they would be telephoned. Copies of the questions were enclosed in the letter. Response rates were moderately good but, as expected, many stakeholders required out of office hours contact times.

Of the fifteen Community Liaison Group members identified, thirteen were able to be contacted in the allotted time. Of these, nine were willing, or felt able to take part in the evaluation process. Of the four who were contacted but did not comment, two of the individuals concerned were late replacements within their organizations for people who had been involved with the project at the start but had now left or died; one said that he had started attending meetings but had stopped after he had developed a perception that meetings were long-winded talking shops that were not going to achieve anything; and one declined to give any reasons. Two of those who

did agree to answer the questionnaire were unable to give answers for significant numbers of the questions due to a limited amount of involvement through difficulties of committing time to the project.

Of the forty-seven wider stakeholders identified, twenty-two were able to be contacted in the allotted time (47%) and of these, thirteen were willing, or felt able to take part in the evaluation process (28% of total target, 59% of those contacted). Of the twenty-five who were not contacted, accurate telephone contact details could not be found for eleven and the remaining fourteen were repeatedly unavailable at the times they were contacted. Despite this, the response rate for wider stakeholders is relatively high and the results can be assumed to be a representative sample though it should be noted that the level of involvement with the project varied among individuals.

A list of all those who took part in the evaluation is included in Appendix B.

4.4. Data presentation

The quantitative data were compiled and are presented as box and whisker plots in the results section. In the box and whisker plots, the length of the box represents the interquartile range (IQR) of the data and the whiskers extend to the maxima and/or minima of the range. The thick horizontal bar represents the median value. Circles represent outliers (values lying between 1.5 and 3.0 IQR's from the end of a box). Asterisks represent extreme points (values lying more than 3.0 IQR's from the end of a box).

Each plot is presented alongside a table showing the number (N) of valid and missing respondents for each question. 'Valid' refers to respondents who gave a score for a question. 'Missing' refers to respondents who answered "don't know" to a question. Data for each question are presented both in aggregate ('All') and broken down into stakeholder groupings (D = designers, SG = Steering Group, CLG = Community Liaison Group, WS = wider stakeholders).

5. Evaluation results

5.1. DESIGN

5.1.1. Project initiation

Highland Council (HC) and its predecessor authority have had an interest in marine spatial planning since the mid-1980's when Highland Regional Council began preparing framework plans to deal with the pressures for aquaculture development. Over time the Council became aware of a latent demand for integrated coastal planning through various public meetings on the west coast. In the early 1990's Highland Regional Council conducted a pilot study for ICZM in the area around Skye and the adjacent mainland. Its successor, the Highland Council was subsequently involved in an Interreg 2C funded project called 'Norcoast' which focused on developing best practice guidance in coastal planning around the North Sea. This ran from 1998-2000. A further opportunity to fund the advancement of integrated coastal planning in the Highlands came with the Coastatlantic Project, funded by the European Regional Development Fund through the Interreg 3B Programme.

The ‘Two Brooms’ area of Wester Ross was selected for this project for a number of reasons:

- it represented a geographic gap in the Council's coverage of aquaculture framework plans and in the absence of such coverage aquaculture development had become contentious locally;
- the range of marine and coastal interests in the area, the area's scale, and the fact that it is semi-enclosed made it a good place to test a broader-based approach to coastal planning;
- dealing with this area as one unit for planning purposes made more sense than to try and deal with Loch Broom, Little Loch Broom and the Summer Isles area individually;
- there is a track record of innovation in the area and Ullapool has good facilities for management of a project of this kind;

In order to meet the funding deadline for the Coastatlantic project, Highland Council submitted a proposal which required inclusion of a detailed project plan. The European Regional Development Fund agreed to fund the project alongside local match funding. Highland Council then approached local partners to secure the required match funding. In addition to Highland Council, the partners contributing match funding were Scottish Natural Heritage (SNH), The Crown Estate (CE) and Ross & Cromarty Enterprise (RACE). The breakdown of project funding is shown in Table 2.

Table 2. Funding contribution to the Atlantic Coast (Wester Ross) Project

Funding source	**Amount (£000)**
European Regional Development Fund	100
Highland Council	24
Scottish Natural Heritage	12
The Crown Estate	12
Ross & Cromarty Enterprise	12
Total	160

In addition, Highland Council contributed a significant amount of staff time for line management of the project officer, for technical support, and for general project administration.

5.1.2. Steering Group

The project Steering Group was formed from members of the funding organisations and also the Scottish Environment Protection Agency (SEPA) and Scottish Executive Environment and Rural Affairs Department (SEERAD).

The domestic project partners had agreed to support the project proposal which formed the basis for Highland Council's contribution to the wider Coastatlantic project. This meant the project objectives and design were already significantly established, although there was opportunity for refinement. With the benefit of hindsight, some Steering Group members felt that if there had been wider participation in the initial project design, it might have brought additional benefits. These could have been in terms of the project's overall workability and in fostering a broader sense of ownership and shared vision. However, current funding structures make this difficult to achieve. The availability of short 'primer' grants from the Interreg programme, for developing projects prior to the main funding applications, would greatly enhance opportunities for a joined-up approach.

The purpose of the Steering Group was to bring together the range of expertise offered by the organisations involved to co-ordinate the project and ensure best use of the Project Officer's time. In general, the on-going creative drive for the project came from the lead organisation (Highland Council). The Steering Group was however a key part of the management structure of the project and provided a first line of critique and approval for project decisions.

It was generally agreed that the appropriate organisations were involved and that the representative individuals were from an appropriate level within their organisations.

The project designers suggested, again with the benefit of hindsight, that it might have been beneficial to have had more bi-lateral discussions with the participating organisations from the outset of the project to discern more clearly their interests and concerns and to build stronger working relationships. However, the timescale constraints of the Atlantic Coast project application meant there was not enough time to do this.

The group was chaired for most of the time by the principal project designer. From Highland Council's perspective, chairmanship of the Steering Group by a Council representative was necessary because it was the lead partner at local level in terms of input and day-to-day line management responsibilities and because it alone was a partner in the umbrella Coastatlantic partnership at international level with responsibilities to deliver the local project to that partnership. Though the project designer was complemented on his skills and dedication, it was felt by some members of the Steering Group that an independent chair, less heavily involved in the project, but with a good overall understanding of the issues, would have enabled even better dialogue, decision making and conflict resolution. It was noted by a number of Steering Group members that neither specific roles and responsibilities of Steering Group members nor a decision-making process had been formally agreed. Whilst this is by no means unusual in the realm of partnership projects, the establishment of clear guidelines for group working practice and decision-making were identified, with hindsight, as elements that could have benefited the working of the group.

5.1.3. Project goals

The primary project goal was clear to members of the Steering Group from the beginning of their involvement. This was identified as the development and trial implementation of an integrated plan for a specific area of coast and inshore waters based on local stakeholder involvement.

Highland Council was open in stating that filling a gap in the coverage of their Aquaculture Framework Plans on the West Coast was one of the reasons for selecting the 'Two Brooms' area for this project. Some question arose within the Steering Group as to whether the achievement of an Aquaculture Framework Plan for the area was given too high a priority by Highland Council in this project, and that other social, environmental and economic issues were not considered to the same extent. However the Council would dispute this. It recognised that fish farm development was one of the most contentious issues in the project area so needed to be adequately addressed in the plan. However the aims of the plan were much broader than guidance for aquaculture alone. Development opportunities of many different types were identified.

5.1.4. GIS, spatial data and maps

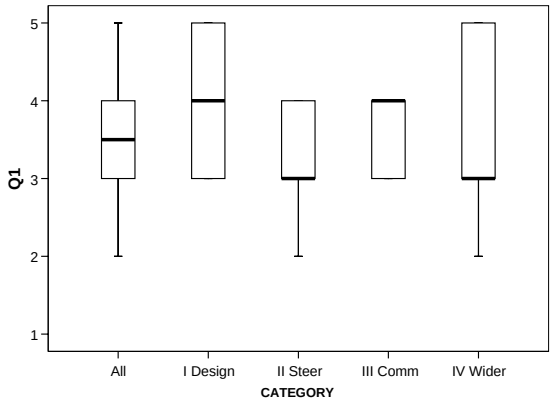
The project used existing data gathered largely from project partners in a sieve-mapping process which aimed to identify current patterns of use and areas of conflict between different sectors. The community was invited to contribute to this process by indicating patterns of current use on maps at public meetings. Strategy development meetings were also held with the individual sectors at the local level to facilitate information input from them.

From the project manager's perspective, information input to this was very uneven. The response was good from the aquaculture sector which entered into the spirit of the process and helped to define parameters for search areas and identified specific areas of development interest. However discussions with the fisheries and enterprise sectors were not so productive. The nature conservation interests helped to produce a thorough and well-informed topic paper but the spatial information base for this subject, at least initially, turned out to be weaker than expected. Marine biotope data was expected from SNH fairly early in the project because it had commissioned survey work already for the Highland Shellfish Management Organisation. But this arrived too late to be used in preparation of the draft plan. These information gaps limited the value of the coastal plan in some respects but it was accepted that some of them could be filled in time.

The utilisation of GIS and quality of GIS output throughout the project were widely praised. However, the lack of detailed sea fisheries information and marine biotope data limited its contribution (Q1).

Q1 How well do you think GIS, spatial data or maps were utilised to contribute to the project?

		Valid	Missing
		N	N
Q1	All	30	1
	D	2	0
	SG	6	1
	CLG	9	0
	WS	13	0



The use of interactive computer-delivered GIS presentation at some meetings was seen as a very useful contribution to planning and policy discussions. It was suggested that this style of GIS presentation was preferable to the use of 'maps on the table' which could be unwieldy at times.

The lack of data at an early enough stage of the project prompted some members of the Steering Group to suggest that the project now requires a second phase to review and refine the policies in light of the newly available biotope data.

5.1.5. Stakeholder participation

From the outset, the project sought to engage the local community and facilitate their input in terms of information and opinion. This was achieved through intensive one-to-one engagement by a full-time Project Officer, a series of open public meetings, a series of topic group meetings focused on individual sectoral interests and the setting up of a Community Liaison Group with cross-sectoral representation.

One of the conditions for the Project Officer was that he or she should spend at least two working days per week in the project area, using the Ullapool Service Point as a base. This was to give the project a tangible local presence and to facilitate engagement with local people.

At the beginning of the project, local stakeholders were involved in a process of participative planning at widely publicised public meetings. Information was communicated to stakeholders at meetings using maps as a basis for discussion regarding existing use of the natural resources and possible zoning of use.

In addition, topic groups were convened to discuss particular issues and facilitate detailed local input. These meetings were intended to generate information that would feed the production of a series of Topic Papers.

Members of the Community Liaison Group represented Highland Council, Community Councils, fisheries, aquaculture, tourism, local nature conservation interests, the Maritime & Coastguard Agency and the local harbour authority. The group was chaired by one of the two local Highland Councillors and included the members of the Steering Group.

Funds were made available for lay members of the Community Liaison Group and wider stakeholders to reclaim travel expenses associated with participation in the project (i.e. travel to meetings). However, very few claims were made.

During the project, the topic papers and draft coastal plan were widely circulated among the local community as paper copies for comment. These were also made available via a section of the Highland Council website dedicated to the project.

A public review seminar was held in February 2006 to discuss the results of consultation on the draft coastal plan and proposed changes to the plan.

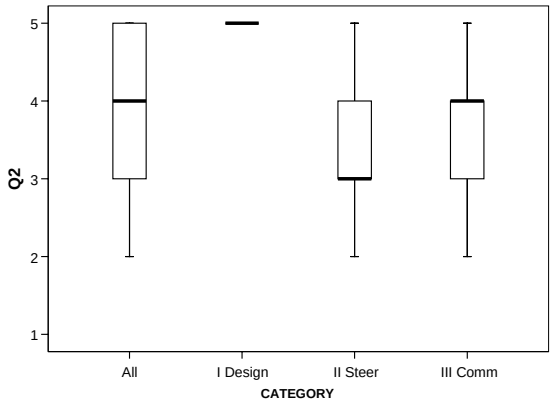
5.1.6. Organisational support

The project received good to moderate levels of support from partner organisation managements. Highland Council and SNH members rated their respective organisation's support as very good or good while SEPA, CE and SEERAD rated theirs as moderate. RACE, despite contributing financially, rated the importance of the project to them as low.

Members of the Community Liaison Group also tended to rate the support for the project from their organizations as moderate to good, indicating that there was broad support for the project within the community at the outset.

Q2 To what extent was this project supported by your organisation's management?

		Valid	Missing
		N	N
Q2	All	18	0
	D	2	0
	SG	7	0
	CLG	9	0



5.1.7. Project design

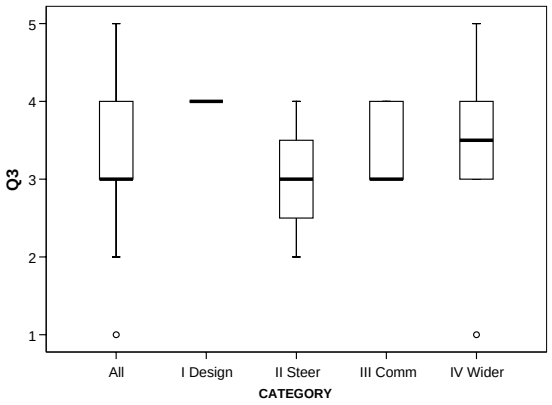
The Steering Group tended to rate the overall design of the project as moderate (Q3). This was a reflection of the dissatisfaction by certain members, who would have liked an increased involvement in the early design stage and felt they had a limited amount of executive control during the project. It was felt by some that the Project Officer was not given enough autonomy and that the need for the Project Officer to receive approval from their line manager for decisions created a time bottleneck.

Overall the Community Liaison Group and the wider stakeholders tended to give higher scores for the project design (Q3). It was generally considered that the efforts

that had been put into setting up structures for local participation were good and well publicised.

Q3 In your opinion, how well was the project designed?

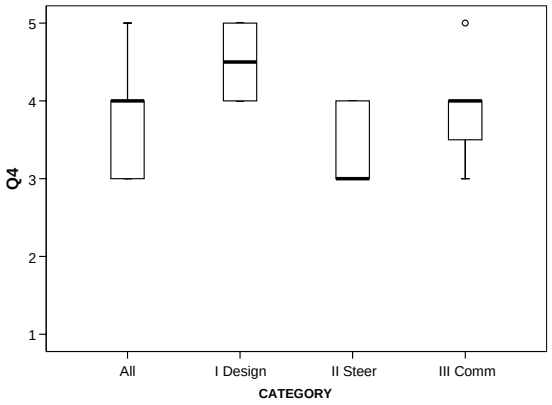
		Valid N	Missing N
Q3	All	26	5
	D	2	0
	SG	7	0
	CLG	7	2
	WS	10	3



The Steering Group scored information communication as moderate to good (Q4). There was some complaint that documents requiring comment by Steering Group members were not received in adequate time. It is noted that this is a common complaint amongst many project groups nowadays because of other work pressures.

Q4 How well was information communicated to stakeholders?

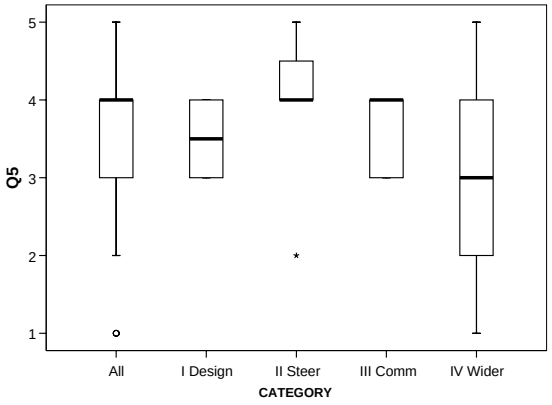
		Valid N	Missing N
Q4	All	17	1
	D	2	0
	SG	7	0
	CLG	8	1



There was a broad range of responses regarding the level of stakeholder involvement (Q5). The Steering Group were happy that all the right organisations were involved as partners. The Community Liaison Group also felt that the level of stakeholder involvement was generally good, but were also aware that the fishing industry was under-represented in the whole process. The wider stakeholders varied widely in their opinion of the level of involvement, though the median response was moderate. The variation is most likely to be due to individuals attending one or two meetings only and not having a broader view of everything that was being done.

Q5 How appropriate do you think the level of stakeholder involvement was?

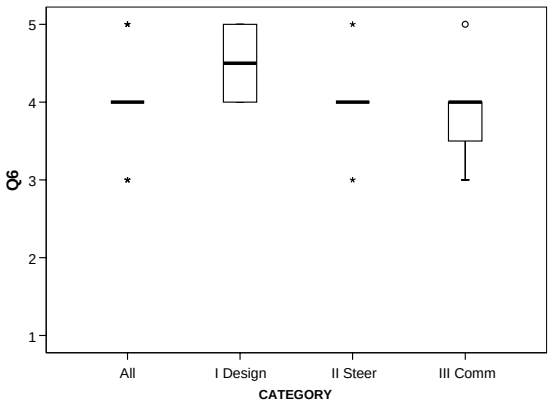
		Valid N	Missing N
Q5	All	29	2
	D	2	0
	SG	7	0
	CLG	8	1
	WS	12	1



There was broad agreement that the participation process was good at focusing on the right issues (Q6). However, scores for how adequately issues were addressed tended to be moderate (Q7). Some stakeholders backed up their low scores to Q7 as being largely due to the lack of involvement by the fishermen. From the project team's perspective, there was a surprising degree of passivity from some of the wider stakeholders. Much useful work went into producing the topic papers, key issues paper and development opportunities papers but they attracted relatively little comment once published. Even the draft plan didn't get the breadth of response they expected. The reasons for this are not clear. Are people just too busy these days to contribute? Did the project raise local expectations too high? If so, what specifically did it fail to deliver?

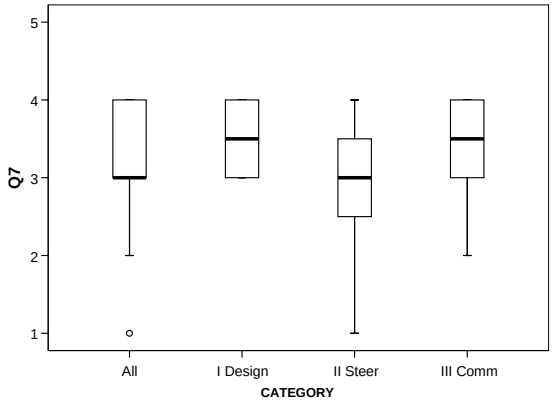
Q6 To what extent did the process focus on the right issues?

		Valid N	Missing N
Q6	All	16	2
	D	2	0
	SG	7	0
	CLG	7	2



Q7 To what extent did the process address the issues adequately?

		Valid	Missing
		N	N
Q7	All	15	3
	D	2	0
	SG	7	0
	CLG	6	3



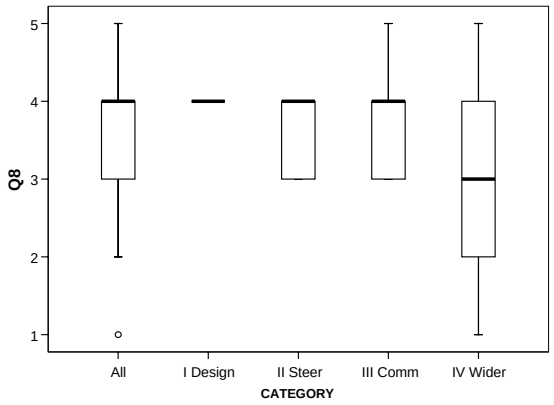
5.2. IMPLEMENTATION

5.2.1. Engagement of stakeholders

Most stakeholders considered that the use of resources and tools to maximise stakeholder participation was good, though the response from the wider stakeholders was varied, reflecting the varying degree of awareness of the project (Q8). Whilst it was almost universally agreed that it was very important that stakeholders were involved in the process (Q9), the level of commitment to the process, particularly among the Community Liaison Group did not fully match the value attached to being involved (Q10).

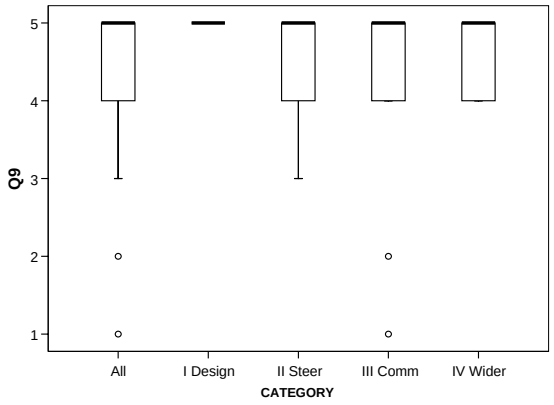
Q8 How well do you think resources and tools were used to maximise stakeholder participation in this project?

		Valid	Missing
		N	N
Q8	All	28	3
	D	2	0
	SG	7	0
	CLG	8	1
	WS	11	2



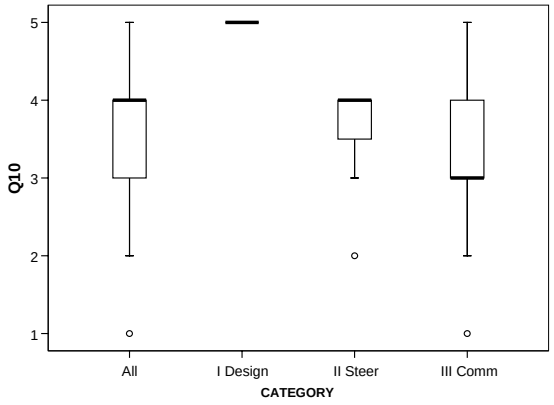
Q9 How important was it that you as a stakeholder were involved in the process?

		Valid N	Missing N
Q9	All	31	0
	D	2	0
	SG	7	0
	CLG	9	0
	WS	13	0



Q10 How committed were you/your organisation to this project?

		Valid N	Missing N
Q10	All	31	0
	D	2	0
	SG	7	0
	CLG	9	0

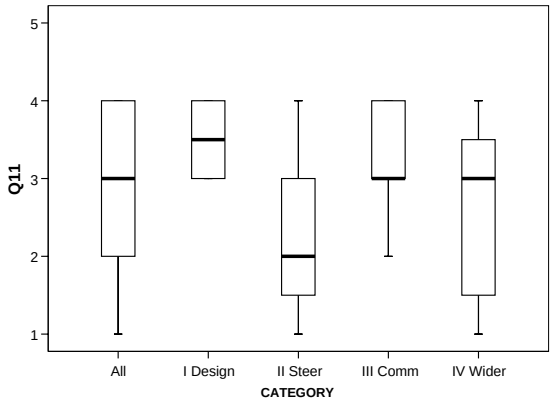


5.2.2. Steering Group participation

Steering Group members tended to give their experience of participation the lowest scores in terms of how well conflicts of interest were addressed (Q11), how well their meetings were managed (Q12), how well ground rules were set out (Q13), how effective the use of a Chair was (Q14) and how good an opportunity for dialogue meetings were (Q15). It seems probable that the term ‘conflicts of interest’ in Q11 was interpreted by members of the Steering Group to mean differences of opinion over project operational matters more than serious clashes of sectoral interests.

Q11 How well do you think conflicts of interest or differences were addressed?

		Valid	Missing
		N	N
Q11	All	28	3
	D	2	0
	SG	7	0
	CLG	7	2
	WS	12	1

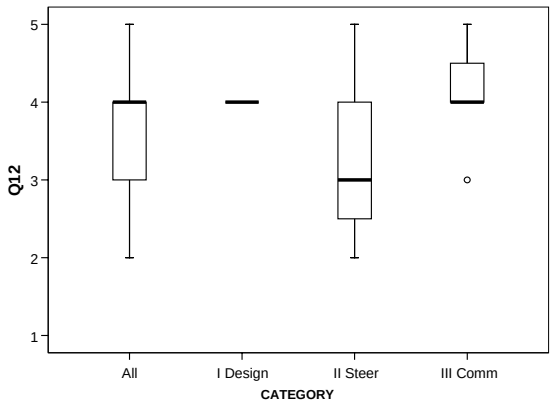


There were few conflicts of interest (if that is not too strong a term) for the Community Liaison Group to deal with because most of the issues were resolved by the Steering Group beforehand. Also people were less inclined to argue at Community Liaison Group meetings because they were seen as more of a public forum.

Steering Group meetings were more dynamic and less formal. Steering Group members understood the investment and potential rewards this plan could offer and so felt more justified in pushing their particular interest. It is perhaps therefore inevitable that Steering Group members expressed a lower level of satisfaction with the workings of their group.

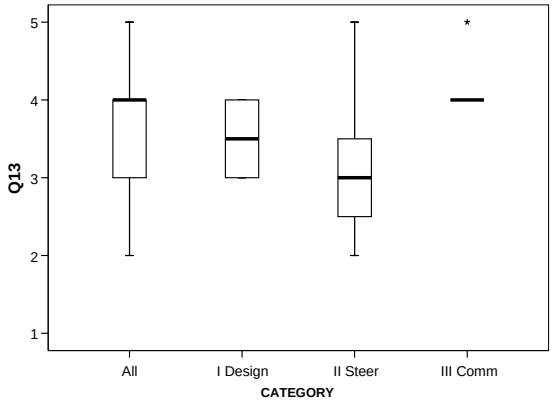
Q12 How well were meetings managed?

		Valid	Missing
		N	N
Q12	All	17	1
	D	2	0
	SG	7	0
	CLG	8	1



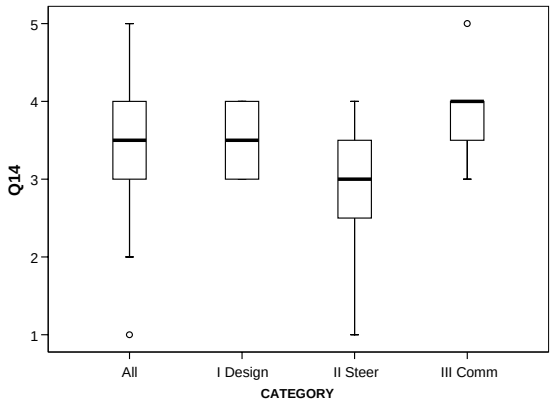
Q13 How well was an effective agenda used and ground rules set?

		Valid N	Missing N
Q13	All	17	1
	D	2	0
	SG	7	0
	CLG	8	1



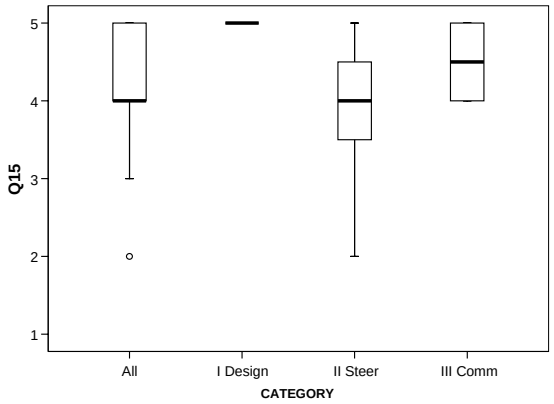
Q14 How effective was the use of a facilitator/chair?

		Valid N	Missing N
Q14	All	16	2
	D	2	0
	SG	7	0
	CLG	7	2



Q15 How good an opportunity were meetings for dialogue?

		Valid N	Missing N
Q15	All	17	1
	D	2	0
	SG	7	0
	CLG	8	1



At the outset, the Steering Group was chaired by the project manager. Attendance at meetings was good, with the exception of RACE and SEERAD who attended very few meetings. Despite contributing financially, RACE accorded the project low priority and felt there was little to be gained by greater involvement. It had no concerns about

the management of the project and was happy to take a ‘hands off’ approach. Other members of the Steering Group regretted the absence of RACE from the table as they had hoped that it would be able to contribute ideas on development opportunities that might arise from the project. In its absence, this task fell to the Project Officer. SEERAD was more supportive of the project in principle, but this was not reflected in appropriate time allocation. Whilst documentation was read and commented upon, pressures of work kept its representative away from Steering Group meetings. It was felt that greater involvement of SEERAD might have improved the level of dialogue with the fishing industry.

Some difference of opinion arose within the Steering Group, stemming from apparently different perceptions of what the role of the Steering Group should be. Whilst the project manager expected the Steering Group to be the “first line of critique and approval” for project initiatives and the use of Project Officer time, other members of the group perceived that they were simply being asked to give the go ahead for a pre-conceived work programme over which they had little control. They felt that on-going project planning should have been much more consensual. However, at no time did anyone explicitly complain that they were being asked to approve a work programme over which they had little control. Updates on the work programme were a regular feature of Steering Group meetings and the programme was not “carved in tablets of stone”. It had to be adapted to circumstance.

The only significant difference of opinion on the Steering Group arose over the format for the presentation of policies in the coastal plan. At the public consultation phase SNH expressed concerns about the presentation format used in the draft plan for the area-specific policies for the coastal/nearshore zones. This format set out the policies beneath a holistic analysis of strengths, weaknesses, opportunities and constraints for each zone. SNH disliked the use of the terms “strengths” and “weaknesses” as it felt that in this particular case there was room for ambiguity regarding which were the strengths and which were the weaknesses. It was also concerned that the process of derivation of the area policies was not sufficiently clear. The representatives for The Crown Estate and SEPA on the Steering Group supported SNH’s suggestion for restructuring around a set of alternative headings and compilation of detailed matrices for each policy zone which would set out objectives and policy decisions in relation to each activity or sector thus offering a greater degree of transparency about the decision-making process. The Council representatives were not convinced that the benefits of this major restructuring and documentation exercise would justify the additional workload involved and were concerned that it would make the plan much bulkier and less user-friendly. The SEERAD and RACE representatives were invited to comment on this matter but did not submit a view. The Project Officer felt unable to state a preference either way. In the absence of an agreed procedure for resolving disputes it took discussion over a period of several meetings and a “testing of the water” at the public review seminar before a compromise was reached. The project manager asked his supervisor to stand in as chair and provide a more detached perspective. This brokered a compromise which was agreeable to both sides. The use, from the outset, of a Chair who was more ‘removed’ from the project may have led to less conflict and to better resolution where it did arise.

All members of the Steering Group suggested that with the benefit of hindsight, a clear, written statement of ground rules for the group in terms of working practice and decision-making might have facilitated better group working.

5.2.3. Community Liaison Group participation

The use of a respected member of the local community as the Chair of the Community Liaison Group was successful.

Community Liaison Group meetings received high scores for their management (Q12, Q13, Q14, Q15). Meetings were seen as a good opportunity for stakeholders to voice their opinions and to offer information regarding their particular sectoral interest. The general sense among the active members of the Community Liaison Group was that the process of local stakeholder participation was an excellent idea that was well implemented in terms of the effort that was put into facilitating the process.

Scores for how well conflicts of interest were addressed were moderate to good (Q11). Whilst conflict resolution was not seen as an objective of meetings by the Chair, it was suggested that the ability of the project to address conflicts of interest was hampered by uneven sectoral involvement at some of the meetings. The few representatives of the fishing sector also felt that their concerns were not always fully appreciated within the project as a whole.

5.2.4. Wider Stakeholder participation

In the early stages of the project the Project Officer was effective in building relationships with local people and generating interest in and support for the project. Initial attendance at public meetings was good and expectations of the project were high.

The level of engagement dropped somewhat during the course of the project and this could be attributed to several factors:

a) The loss of the first project officer mid-way through disrupted some of the continuity of the project. Some momentum was inevitably lost in the two month period while a replacement project officer was being found and the fragile relationship which had been built up with some members of the local fishing community seemed to wane. This may have been partly due to the new project officer not being based in the area and his track record of employment by SNH and the Highland Council on marine nature conservation initiatives. This latter point may also have contributed to a perception that this was a ‘top-down’ exercise rather than a ‘grass-roots’ initiative and the consequent lack of a sense of ownership.

There are apparent benefits of having a suitably qualified, locally-based Project Officer who is also somehow seen as independent of the local planning authorities, to the successful engagement of the local community.

b) The project was moving from an intensive information-gathering phase which put a premium on direct face-to-face contacts, to a policy formulation and consultation phase which was more desk-bound and put more of an onus on the written word and written communications.

c) During the course of the project, a perception arose among some of the wider stakeholders that the Coastal Plan produced as the main output from the project would be a ‘paper exercise’ without the authority to achieve any

tangible benefits to the community. The final purpose of the project in terms of producing a coastal plan that will be used as a guideline for future planning decisions in the area does not seem to have been fully absorbed by the community. This may be seen as a failure of the project in not managing to fully convey the scope of the final output.

d) Some of the public community meetings were scheduled and then had to be postponed. This reduced the perception of momentum amongst those not involved with the project on a week-to-week basis

Whilst the absence of fishermen from the consultation process was frequently cited as a weakness among all groups of stakeholders, the idea that input from the fishing sector was altogether absent was rejected by some of the stakeholders involved with fishermen's organisations. These were present both within the Community Liaison Group and among the wider stakeholders at the project start, but following an initial adequate level of engagement their level of involvement did drop off. No fishing representatives turned up to the public review seminar and no fishermen, just one fishing industry representative, sent in comments on the draft plan. The project officer offered to speak to a meeting of local fishermen on several occasions but his offer was never taken up. The perspective of fishing representatives was that the disengagement of fishermen was partly due to them feeling that their concerns were being over-ridden in a planning process that focused too heavily on defining fixed-boundary policy zones. It was thought that the fishermen believed that such an approach could not adequately address the natural overlap of creeling and trawling areas or the seasonal changes in the marine environment. Other reasons given for the lack of involvement of the fishermen were inherent distrust of outside interference, a culture of secrecy regarding local fisheries and long working hours leading to limited time and energy for participation.

Consultation fatigue was frequently cited as an impediment to greater participation by wider stakeholders. In the relatively recent past, major public consultations had been conducted for two National Scenic Areas as well as the Wester Ross Coastal Plan. The possibilities for combining or programming similar community participation processes should be considered.

The objectives of the project and of the process of local participation need to be clearly spelled out from the beginning. These objectives need to be continually stated. The value of developing a plan that only has advisory status needs to be spelled out to combat the perception that participation is a waste of time because the outcome will have no power to influence and achieve tangible benefits to the community.

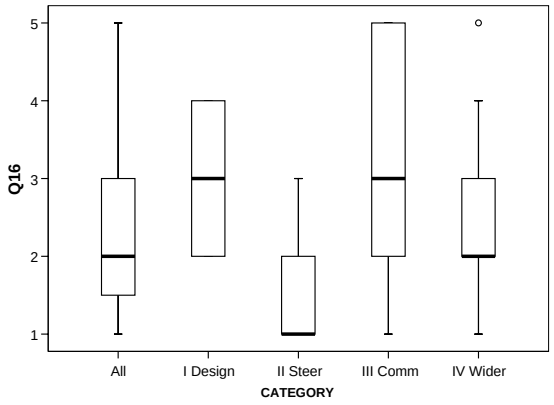
5.3. OUTCOMES

5.3.1. Costs

The financial cost of participating as a stakeholder in the project was considered to be low to moderate both within the Steering Group and among the wider stakeholders (Q16). Some members of the Community Liaison Group scored the cost of participation as high. The project designers deliberately made funds available to minimise the cost of participation. However these funds were rarely claimed. Wider stakeholders generally considered the cost of participation as low.

Q16 How significant is the financial cost to your organisation of acting as a stakeholder in this project?

		Valid	Missing
		N	N
Q16	All	28	3
	D	2	0
	SG	7	0
	CLG	8	1
	WS	11	2



Time was identified by most members of the Steering Group as a hidden cost in the project. This was particularly significant for the project team who devoted a great deal of extra time (often unpaid) to the project to keep it running more or less to schedule. Whilst a timescale of two years may be adequate for the development of an Aquaculture Framework Plan (from inception through preparation, consultation, revision and approval), the production of an Integrated Coastal Zone Management Plan is much more complicated and probably requires more time.

As the Lead Partner, Highland Council carried the burden of employment administration for the Project Officer. The cost associated with the loss of the first Project Officer was seen as a hidden cost to them.

5.3.2. Benefits

It is recognised that it is early days to consider the benefits of the project, however there have been some already, and it is interesting to consider the potential for future benefits even at this stage.

The project designers and Steering Group were better able to perceive the benefits arising from this project than members of the Community Liaison Group and the wider stakeholders (Q17). It is perhaps inevitable that the wider stakeholders were least able to perceive benefits because tangible outcomes will only be seen once the Coastal Plan begins to be actively used in making planning decisions.

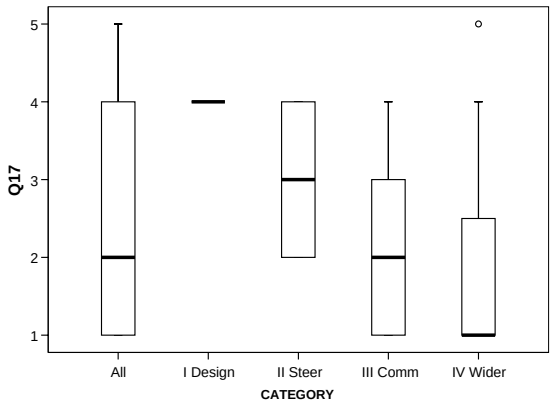
Ensuring that knowledge of the use of the plan filters down to the Community Liaison Group and wider stakeholders will be crucial to fostering a sense of value for the project in the local community.

The importance of this is illustrated by the case of Annat Bay where The Crown Estate seems likely to grant development consent for a new finfish farm with (as yet unspecified) conditions on the basis of a Scottish Executive Inquiry Reporter's recommendation. The Coastal Plan policy for this area specifically includes a presumption against development of marine surface installations. Rightly or wrongly this has caused disaffection with the project within some parts of the local community who feel their interests will be adversely affected by the proposed fish farm and are concerned that the draft plan was not heeded. This has been exacerbated by the knowledge that one of the project funding partners (The Crown Estate) and one of

the other organisations represented on the Steering Group (the Scottish Executive) has been involved in the decision. This has been an unfortunate example of a lack of integration between local and national government manifesting itself – arguably in the early implementation phase of the Two Brooms coastal plan. Considerable effort will need to be made to recover trust.

Q17 What degree of benefit did this project have for your organisation?

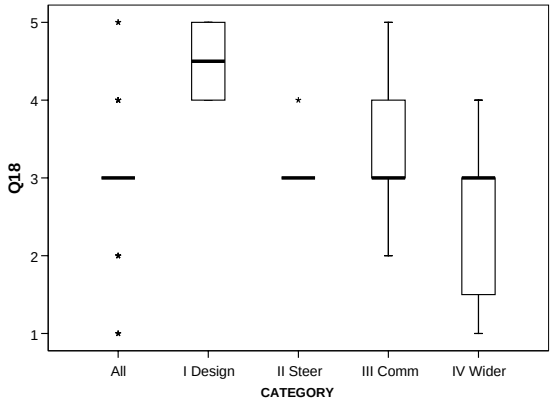
		Valid N	Missing N
Q17	All	27	4
	D	2	0
	SG	7	0
	CLG	7	2
	WS	11	2



The project scored slightly higher among the local community than the Steering Group in terms of perceived educational value (Q18). This was often attributed to the better overall picture of resources and resource use in the area fostered by dialogue and the use of GIS.

Q18 What is the level of educational value of this project to you/your organisation?

		Valid N	Missing N
Q18	All	30	1
	D	2	0
	SG	7	0
	CLG	9	0
	WS	12	1



A number of specific benefits were identified by the project designers and Steering Group.

- Substantial progress in the development of the coastal planning process.
- The opportunity for partnership working and dialogue and learning about partner organisations.

- Raised awareness of issues in the community.
- The development of good GIS tools and techniques.
- Awareness of what data are available.
- The provision of a springboard for development opportunities in the area.
- Personal development.
- Good public relations for organisations

5.3.3. Strengths

Several aspects of the project were identified as significant strengths by the project designers and/or members of the Steering Group.

- Its status as a pilot project led to greater freedom for creative thinking.
- The opportunity to learn lessons from a pilot project in integrated planning.
- The input of local knowledge to the planning process.
- Good project officers.
- Highland Council's commitment to a process as well as a product.

Among the local community, there was a lot of praise for the efforts that had been made, particularly at the beginning of the project, to engage local stakeholders. The fact that this was being done was seen as very positive.

5.3.4. Weaknesses

Several aspects of the project were identified as significant weaknesses by the project designers and/or members of the Steering Group.

- The poor level of wider stakeholder engagement, especially the absence of fishermen.
- The lack of data at the start of the project.
- The project was designed from the top-down.
- The lack of a clearly agreed statement of Steering Group working practice.
- Over-reliance on the Project Officer.
- The late delivery of the Draft Plan to partners.

The main criticism of the project within elements of the local community is that it lacks the substance and authority to achieve any real practical benefits for them. It is therefore seen by some, perhaps less involved stakeholders, as yet another bureaucratic, paper-pushing exercise. There is pessimism amongst this group that the plan will end up gathering dust on a shelf.

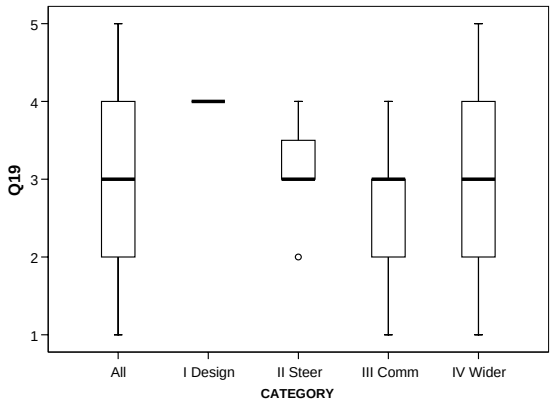
5.3.5. Satisfaction

The level of satisfaction with the project was moderate to high, though tending to low within the Community Liaison Group, a reflection of the lack of perceived benefits to

the local community (Q19). The broadest range of responses came from the wider stakeholders, encompassing high levels of satisfaction with the consultation process and low levels of satisfaction due to lack of perceived benefits. This is an interesting finding that would merit closer consideration for future projects. Did people feel they were asked but not listened to? If so, what did they say that they feel is missing in the plan? Or is it more the case that people did not contribute enough ideas of value when they were asked?

Q19 What was your overall level of satisfaction with the process?

		Valid N	Missing N
Q19	All	30	1
	D	2	0
	SG	7	0
	CLG	8	1
	WS	13	0



Among the designers and Steering Group, the most satisfying aspects of being involved in the project mirrored the perceived benefits and strengths. The least satisfying aspects mirrored the perceived weaknesses.

5.3.6. Achievement of goals

The main goal of producing a Coastal Plan for the area based on local stakeholder involvement was achieved.

The original plan called for two years of development for a Coastal Plan and then one year of ground-testing. The latter element did not happen in quite the way envisaged due to a major time-squeeze on the project. This was due to a delayed start to the project because of the slow approval process of the EU funders, the loss of the first Project Officer and the time taken to replace her and initially the reduced time allocation of the new Project Officer (4 days per week). Also, some core tasks (e.g. preparation of the plan and processing the results of consultation) required more time and staff resource than was originally anticipated.

There is some question among some members of the Steering Group as to whether the plan is truly integrated. It was suggested that the plan may be too heavily focused on aquaculture but this has been a particularly contentious issue locally in recent years. The attention to aquaculture may be partly due to a) the desire for Highland Council to achieve an Aquaculture Framework Plan for the area and b) the relative lack of input of other sectors during the participation and consultation process.

The level of stakeholder participation was less than desired. The relative absence of fishermen from the process was a particular disappointment. Reasons for this are complex and may be largely unrelated to specific actions and processes within the

project. Reasons suggested include inherent distrust of outside interference, a culture of secrecy regarding local fisheries and long working hours leading to limited time and energy for participation. At the start of the project, some progress was made in overcoming these barriers by engaging the fishermen through an intensive effort at one-to-one consultation. However for reasons outlined above (section 5.2.4) this effort was not maintained throughout the project and the level of engagement by fishermen fell away. However, it should also be noted that some of the representatives of the fishing sector made comments that the planning process was not sufficiently flexible to address their particular concerns and this contributed to their disengagement. This further highlights the difficulties in engaging this sector in any planning process.

5.3.7. Lessons learned

When asked what the major lessons learned during the project were, the project designers and Steering Group gave several answers.

- More bilateral discussions between the project team and project partners, particularly at an early stage, could have helped to clarify the individual partner's objectives and aspirations for the project and to deal with their concerns.
- The need for clear guidelines for the working practice of the Steering Group and an agreed mechanism for resolving differences of opinion.
- The amount of time and resources required to engage the local community in a process of participative planning.
- The need to ensure data availability from the very start of the project
- The project confirmed the difficulties associated with achieving joint-ownership of projects.

5.3.8. Improvements

When asked what improvements could have been made to the project, the project designers and Steering Group gave several answers in addition to those arising directly from 'lessons learned'.

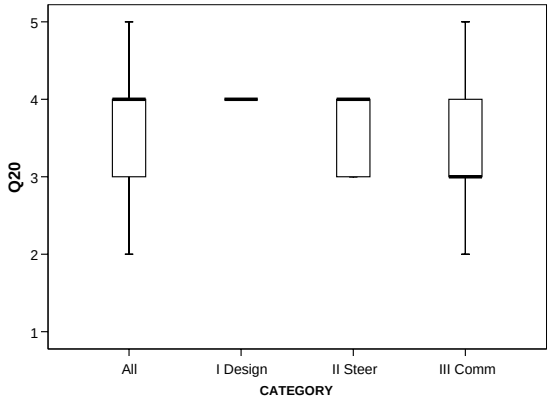
- Engage stakeholders more in the design process.
- Accord greater executive activity to the Steering Group.
- Put more effort into advertising and promotion to improve stakeholder awareness and participation.
- Build in a clear review mechanism to ensure effective use of the Plan.
- Build a longer-term vision with commitment beyond the end of the project.

5.3.9. Performance

Technical and scientific issues were addressed adequately and made understandable (Q20, Q22).

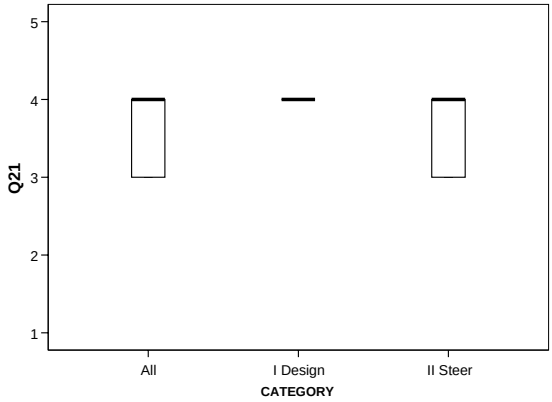
Q20 How well were technical/scientific issues addressed?

		Valid	Missing
		N	N
Q20	All	16	2
	D	2	0
	SG	6	1
	CLG	8	1



Q21 How well were scientific data made understandable for all?

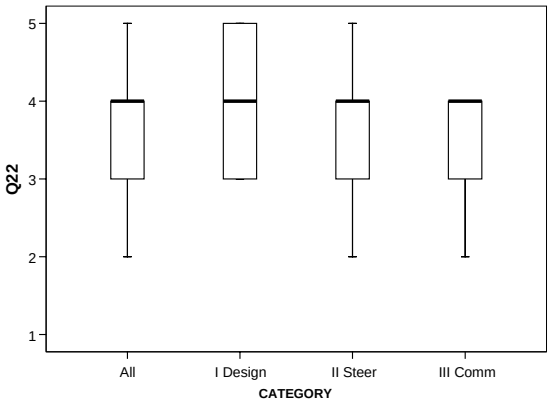
		Valid	Missing
		N	N
Q21	All	9	0
	D	2	0
	SG	7	0



The effectiveness of the Steering Group was generally perceived as good (Q22). The low score arising within the Steering Group itself was attributed to one issue of conflict and the difficulties in resolving it.

Q22 How effectively did the Steering Group contribute to the project?

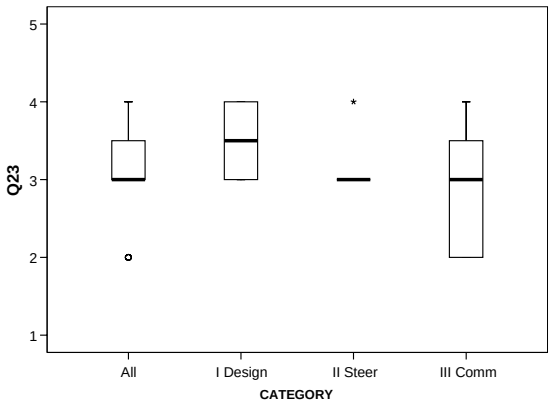
		Valid	Missing
		N	N
Q22	All	14	4
	D	2	0
	SG	7	0
	CLG	5	4



The effectiveness of the wider stakeholder contribution was generally perceived as moderate (Q23). The perception of how worthwhile the process was to stakeholders was generally greater among the designers and Steering Group than among the Community Liaison Group (Q24). This is largely due to the difficulties for members of the local community in perceiving the tangible benefits of the project to them.

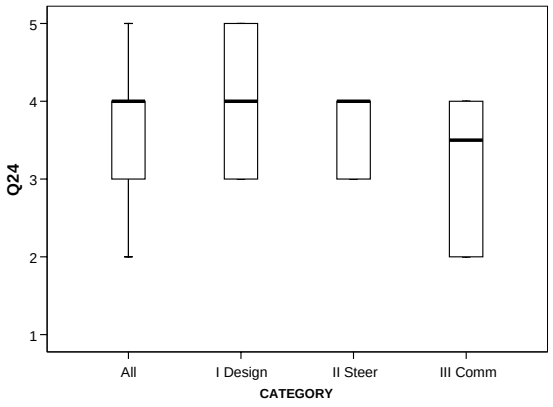
Q23 How effectively did wider stakeholders contribute to the process?

		Valid N	Missing N
Q23	All	16	2
	D	2	0
	SG	7	0
	CLG	7	2



Q24 Was the overall process worthwhile to stakeholders?

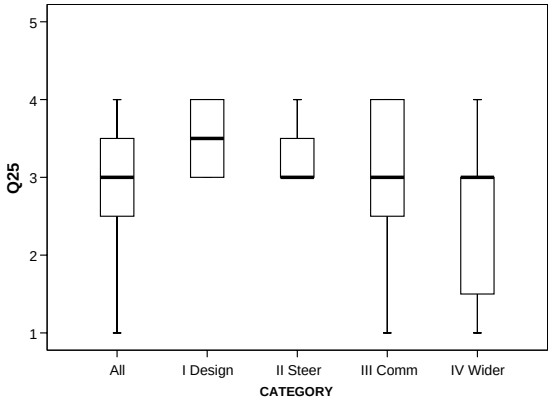
		Valid N	Missing N
Q24	All	15	3
	D	2	0
	SG	7	0
	CLG	6	3



When asked to speculate about how effective the project would be in safeguarding the area's core natural assets, again the lowest scores were given by members of the local community, further illustrating their difficulty in envisaging tangible benefits (Q25).

Q25 In your opinion, how effective will this project be in achieving its goal of safeguarding the area's core natural assets and sustaining or enhancing its productivity over the longer term?

		Valid N	Missing N
Q25	All	27	4
	D	2	0
	SG	7	0
	CLG	7	2
	WS	11	2



5.3.10. Sustainability

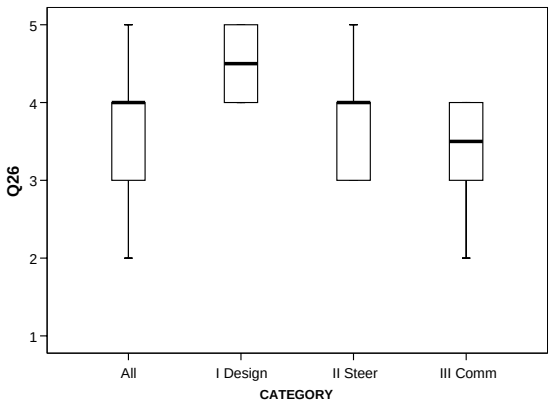
The majority of respondents scored the project as having a neutral to slightly positive social impact at the local level (Q26). The highest levels of optimism in this respect were recorded from the project designers. This may be because they have the clearest sense of how the Coastal Plan will be used to guide planning decisions. The impact on the wider community was scored slightly lower but was still perceived as slightly positive (Q27).

The degree of economic impact was seen as neutral to slightly positive at the local level (Q28) and largely neutral at wider levels (Q29).

The level of impact of the project on biodiversity and landscape at the local level was scored as positive by the majority of respondents (Q30).

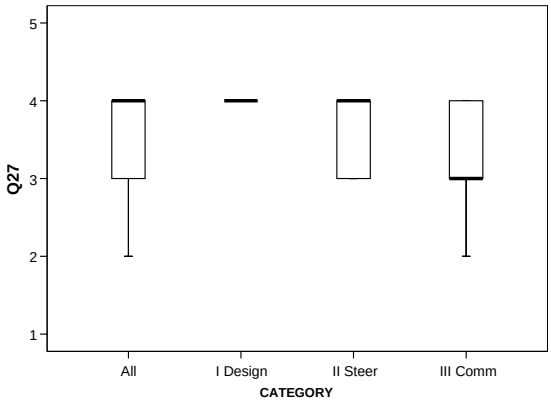
Q26 To what degree will this project have a social impact at the local level?

		Valid N	Missing N
Q26	All	15	3
	D	2	0
	SG	7	0
	CLG	6	3



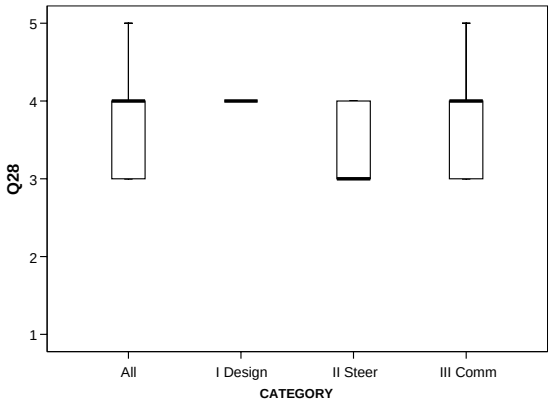
Q27 To what degree will this project have a social impact on the wider community?

		Valid N	Missing N
Q27	All	15	3
	D	2	0
	SG	7	0
	CLG	6	3



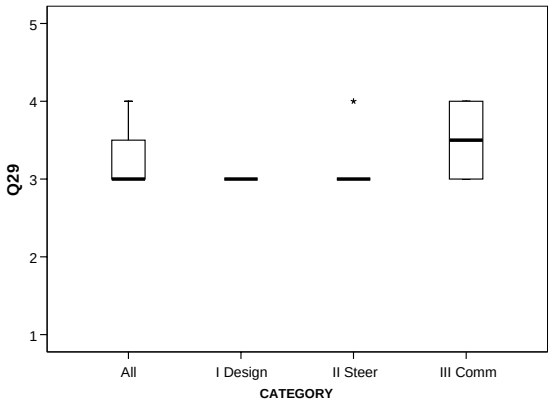
Q28 To what degree will this project have an economic impact on the local community?

		Valid N	Missing N
Q28	All	15	3
	D	2	0
	SG	7	0
	CLG	6	3



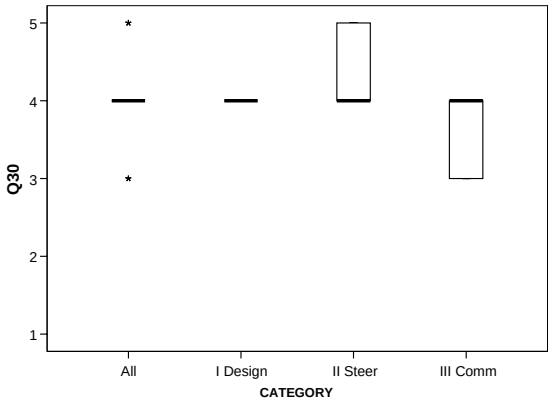
Q29 To what degree will this project have an economic regional or national impact?

		Valid N	Missing N
Q29	All	15	3
	D	2	0
	SG	7	0
	CLG	6	3



Q30 To what degree will this project have an impact on local biodiversity and landscape?

		Valid N	Missing N
Q30	All	16	2
	D	2	0
	SG	7	0
	CLG	7	2

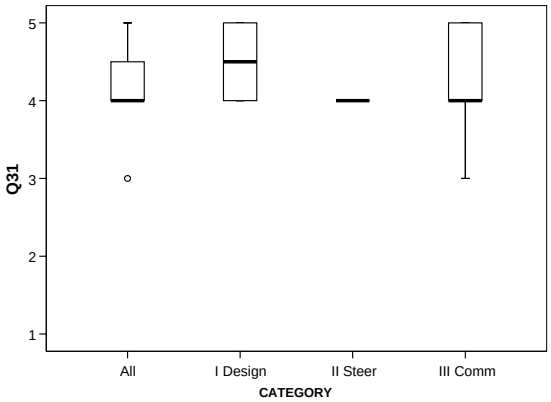


5.3.11. CoastAtlantic Project

As a demonstration project, most respondents considered that the Coast Atlantic (Wester Ross) Project would make a good contribution to the wider CoastAtlantic project (Q31). The main benefits to the wider CoastAtlantic project were perceived to be the provision of a methodology for participatory planning, improved knowledge of the level of resources required and the lessons learned from this pilot project.

Q31 To what degree will this project make a positive contribution to the wider CoastAtlantic project?

		Valid N	Missing N
Q31	All	12	6
	D	2	0
	SG	4	3
	CLG	6	3



Some of the members of the Steering Group were unable to comment on the CoastAtlantic Project as they were unaware of the details. The project manager took updates and briefings on the European project to Steering Group meetings, Community Liaison Group meetings and the open review seminar. Though the project designers perceived little interest from the Steering Group, some Steering Group members felt left out of the wider project and stated a desire to know more.

5.4. THE FUTURE

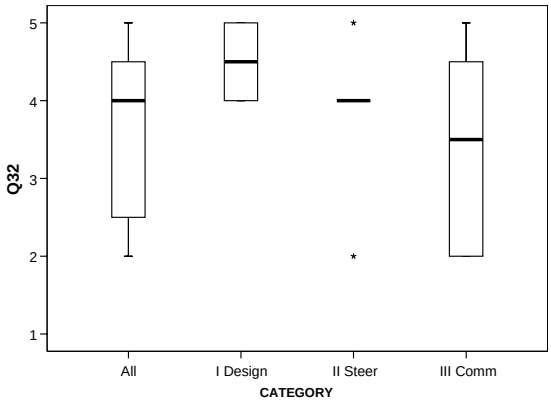
5.4.1. Continued stakeholder involvement

Some effort has been made to encourage stakeholders to remain involved in the project (Q32). Most of the stakeholders scored the importance of remaining involved as very high (Q33) and generally believed that this would be of benefit to them (Q34).

It is not clear what the mechanism for continued stakeholder involvement will be. One suggestion from within the local community is to set up a local working group to maintain community involvement. This could be a focal point for feeding information regarding the practical use of the plan and the resulting impact on the local community over the years ahead.

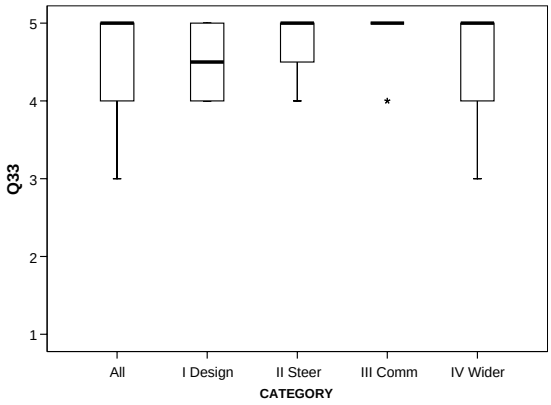
Q32 To what degree are stakeholders encouraged to remain involved in the project

		Valid N	Missing N
Q32	All	15	3
	D	2	0
	SG	5	2
	CLG	8	1



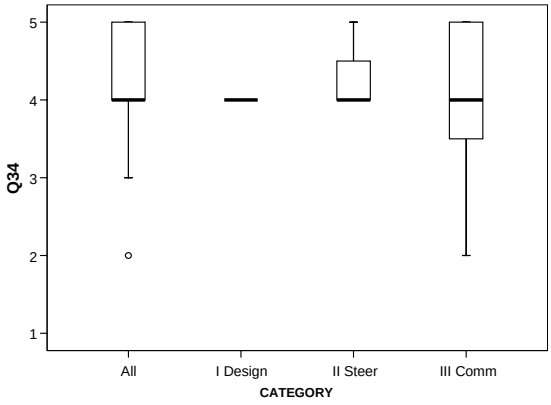
Q33 How important is it that stakeholders continue to be involved in the project?

		Valid N	Missing N
Q33	All	31	0
	D	2	0
	SG	7	0
	CLG	9	0
	WS	13	0



Q34 To what extent will stakeholders benefit from continued involvement?

		Valid	Missing
		N	N
Q34	All	17	1
	D	2	0
	SG	7	0
	CLG	8	1

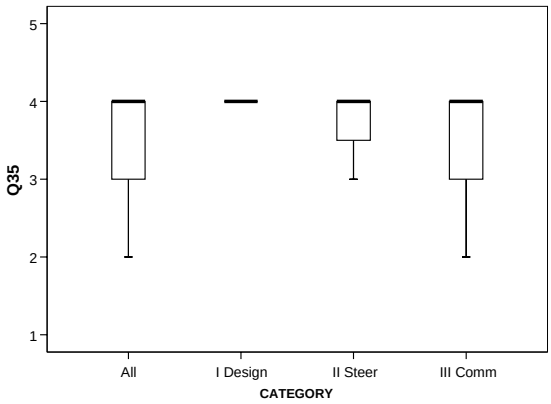


5.4.2. Long-term benefits

Overall, the respondents suggested that the project would have a medium to high level of long-term benefit to the community of Wester Ross (Q35).

Q35 What level of long term benefit do you think this project will have on the community of Wester Ross?

		Valid	Missing
		N	N
Q35	All	16	2
	D	2	0
	SG	7	0
	CLG	7	2



Several specific long-term benefits were identified by the project designers and/or Steering Group.

- Better stewardship of the marine resource.
- Provision of a better platform for planning decisions.
- Reduced conflict in the local area through greater mutual understanding.
- Better cross-sectoral understanding and working.
- Development opportunities.

5.5. GIS EVALUATION

A GIS Technician began involvement with this project starting on 6th July 2004. It has been estimated that close to 300 hours of his time was given to compiling and managing the spatial datasets required. Other responsibilities involved producing maps for informative purposes throughout the consultation period and deriving a suitable symbology[1]. As this was a pilot study, there was little experience to draw from and, as such, a good deal of innovation and initiative was required. Previous work had been carried out with the second Project Officer which the GIS Technician considered to be of great benefit during the development of this project.

A lack of available base mapping required the use and geo-referencing of Admiralty Charts, which involved technical difficulties associated with latitude and longitude projections and conversions. As this was a very time consuming process, it was suggested that acquiring the digital marine data that has recently become available through SeaZone[2] would be a cost effective approach to subsequent projects.

An extensive geo-database of information was produced, consisting of over 50 layers of data. Most of these layers were manually digitized by the GIS Technician himself based on sketches provided by the project stakeholders. This is a very time-consuming and resource-intensive process and also relies on the accuracy of the sketches provided. Data quality may therefore be a contentious issue, particularly when a good deal of interpretation is required by the GIS Technician himself, during the digitization process. Some data that was provided required a good deal of 'cleaning up' as spatial inaccuracies were apparent. This was particularly the case with archaeological datasets.

GIS was used primarily as a mapping tool throughout the project. Through its use, stakeholders and interested parties were able to see the location of data on various topics and were invited to make comments and suggestions for future drafts. As well as this, they could identify on the map itself where data were lacking or were inaccurate. This provided an effective mechanism for regular feedback during the project. Overall however, there was very little interaction between the GIS Technician himself and most of the stakeholders. This is perhaps an area which similar schemes could look to improve upon.

There was insufficient time to explore the relationship between the biotopes[3] identified in this project and their associated level of sensitivity over the project area. This was further exacerbated by the technical difficulties associated with interpreting the available data and the practical implications of displaying up to 50 biotope classes on one map. As a result, classes were grouped together into broader categories resulting in a good deal of information loss. This could have been explored further had there been more time available. The ability to produce a map

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[1] Symbology, in the context presented here, is the term given to the system of symbols used in the maps produced. The ease and accuracy of interpretation of these symbols are important considerations.

[2] SeaZone Solutions Ltd. (www.seazone.com) 'Hydrospatial' datasets were launched in November 2005 which includes the following six topic layers: Bathymetry & Elevation, Natural & Physical Features, Structures & Obstructions, Socio-economic & Marine Use, Conservation & Environmental Protection, Climate & Oceanography.

[3] 'Biotope' refers to the combination of the physical environment (habitat) and its distinctive assemblage of conspicuous species. Sometimes synonymized with the term 'habitat'.

which identifies the spatial pattern of opportunities, constraints, and potential conflicts over the project area would be a very worthwhile exercise in future, similar projects.

The power of maps as tools for informing the public and presenting spatial data in an understandable way is widely accepted. The function of GIS can, however, extend greatly beyond mapping and visual presentations. Applications in problem solving, spatial analyses and visualisations were underutilised in this project because some data did not come forward or was slow to arrive and further work could apply these tools to the issues relating to constraints, conflicts and concerns. In this instance such possibilities were hindered by a lack of resources (e.g. 3D extensions within GIS software) and appropriate datasets in sufficient time for further analyses (such as the biotope data).

A 'GIS Day' was organised, though poorly attended, and it was suggested that this may have been because of the distances to travel for many of the stakeholders. A lack of understanding of the importance of GIS may also have played a part. For those who did attend, their response towards and enthusiasm for the use of GIS, in an interactive way, was very apparent. The event was noted for being a useful opportunity to discuss progress and possible means for developing the project.

Maps produced for consultation are listed below.

- Policy Zones and Biotope Groups.
- Policy Zones and Landscapes.
- Policy Zones and Key Features.
- Marine and Coastal Policy Zones

Other maps were produced to be included with the following nine topic papers (Map title in brackets):

- Development Opportunities: ('Project Area')
- Aquaculture ('Aquaculture')
- Commercial Fisheries ('Fisheries')
- Historic Environment ('Aquaculture')
- Key Issues ('Project Area')
- Coastal and Marine Nature Conservation ('Natural Heritage')
- Shore Access and Marine Traffic ('Marine Traffic')
- Sport Fishing Salmonids ('Sport Fishing')
- Tourism and Recreation ('Recreation and Tourism')

An overview of the main issues associated with the use of GIS during the Atlantic Coast (Wester Ross) Project is presented below.

- This was a pilot study: There were no grounds for comparison with other similar studies and a good degree of adaptability was required as the project developed. This was particularly the case when devising a suitable symbology. The groundwork laid here will of course be of great benefit to future marine projects.

- Lack of data: The lack of base mapping in marine and coastal applications is a problem that is widely recognised in the UK and only recently has this been addressed in the form of provision of commercially available digital marine datasets. Significant resources were required to overcome this problem manually and in-house, and sourcing the appropriate digital datasets externally is considered as being a very worthwhile expenditure in future projects. The process of involving individuals from local interest groups to identify the location of features and areas of significance was recognised as being a very effective way of compiling data and information. Future projects should prioritise the involvement of 'locals' early on in the data gathering and processing phases.
- Quality of data: A greater degree of involvement and interaction with the GIS Technician himself would have negated some of the data quality issues associated with sketches provided for digitising. From the experience of the GIS Day, it is also clear that stakeholders greatly appreciate the experience of working directly with ‘live’ data creation and manipulation and this is an area that could be built into future project timetabling. Stakeholder understanding of GIS and remoteness from the location of the GIS Day venue may be a concern. This may be overcome by a brief introduction to the principles of GIS being made available to the stakeholders and the use of a variety of locations across the project area for stakeholder GIS workshops.

6. Recommendations

6.1. Plan pre-production phase

- The involvement of stakeholders in early project development stages is fundamental to ensuring a collective vision, unanimous goals and joint ownership. High priority should be given to securing pre-project funding that allows full participation of all stakeholders in developing the project brief and project design, including a specific stakeholder participation plan. To facilitate governance of the partnership, an agreement should be drawn up as a matter of good practice to include partnership purpose, roles, responsibilities and decision-making processes. This will provide the necessary foundation for delivery.
- A clear statement of each individual partner’s expectations, aspirations and concerns for the project should also be addressed at the beginning in order to foster mutual understanding and clarity of roles. It is particularly important that project partners clearly understand what is expected of them in terms of time, information and creative input. This, again, can be established through a partnership agreement.
- The development of an effective project team and Steering Group is also fundamental to the success of a project of this nature. The pros and cons of employing project officers on short-term contracts to deliver such a project need to be considered. On the one hand benefits derive from a new face and fresh perspectives; on the other hand are issues relating to the level of commitment and the retention of knowledge within the organisation for future projects. Preferably, key project staff should be stationed within the project

area, but this is difficult to consistently achieve in rural peripheral areas. Whichever model is used, it is important to build in sufficiently robust risk management strategies within the partnership to ensure retention of key elements of partnership 'memory'.

- Defining and agreeing the roles and responsibilities of the project team and Steering Group members is a particularly important aspect which should be addressed either at the pre-production phase or through a partnership agreement. It is necessary to agree internal and external review, approval and decision-making procedures. It should be agreed who will make the most effective chair for meetings; an individual who is neither heavily involved in the project, nor has a sectoral agenda, but has a good level of understanding of the subject can provide a balanced objective overview to the process.
- The value of an evidence base of information for policy development has been seen in this project. Having as much information as possible, as early as possible in the plan making process, can greatly contribute to identifying key issues and developing objectives and policy to address them. It is therefore important to identify data requirements and availability at an early stage, to consider the desirable type, scale and source and to allocate sufficient funds to cover these requirements. Any partnership should consider formulating a sub-group early on in such projects to focus on data management issues.
- It must be recognized that integrated participative planning is difficult, sometimes technically complex, and it requires more time than standard planning procedures. It may also require the input of other specialist staff from within the stakeholder organisations. It is important to identify and plan for these resource demands at the outset.

6.2. Plan production phase

- GIS is a valuable tool for communication and policy development. Whilst it was useful for the Wester Ross ICZP development, this project only scratched the surface of the possibilities. Further resources, technical ability, and timely and extensive data gathering of sufficient spatial data for future projects will allow greater use of GIS in policy alternatives visualisations, scenarios, mapping and plan monitoring. It is important that projects identify and plan for greater GIS use at the outset.
- Attendance at meetings and frequent requirements to comment on reports and drafts of the plan take up considerable Steering Group time. All Steering Group members said they had spent more time on the project than they anticipated at the outset. A realistic judgment of the time requirements is therefore essential from the outset. The use of video conference or alternative meeting venues are useful techniques for easing time commitment of Steering Group members. The excessive quantity of reports and papers to make comments on often within short deadlines was highlighted by a number of partners, who had particular pressure with other priorities. Agreeing agenda through the Chair should be used to anticipate and resolve these sorts of administrative issues. Further whilst it is important that Steering Group members have full opportunities to make comment, consideration should also be given to the use of sub-groups, delegated responsibility, or targeted input.

- It was suggested that future projects should consider including a member of the local community on the Steering Group. In the present project, having someone from the Community Liaison Group on the Steering Group may have provided a useful link between the project and the community that might have enhanced the sense of joint-ownership. However this would have undoubtedly placed more pressure and reliance on that individual who most likely would be acting in a voluntary capacity. This particular project did try to effect linkage by having the Steering Group members as members of the Community Liaison Group. This worked to some extent but with meetings being held in Ullapool, the attendance was limited to more locally based Steering Group members. However it is recommended that such a principle should be adopted by future projects.
- The project has confirmed the difficulties experienced elsewhere, of engaging wider stakeholders in the consultation process particularly in the latter stages of policy development. Success in this area requires a high level of sustained effort and sufficient time and resources must be devoted to this. The present project indicated that the use of a suitably qualified and knowledgeable Project Officer based in the local area and willing to engage at a one-to-one level and fit in to local working schedules can be more effective in achieving good local participation and input, at least in the initial stages, than one based outside the area. However this is not the whole story because a substantial amount of desk work and liaison with agencies that may be based outside the project area is also required to bring an integrated plan to fruition.
- Since truly integrated planning requires input from all sectors involved, future integrated planning projects need to consider how participation of groups of stakeholders who are traditionally reluctant to engage in consultation processes can be improved. This is a difficult issue since experience shows that whilst local stakeholders are often keen to participate in initial information gathering they tend to show less enthusiasm and interest in any subsequent strategic planning exercises. Including resources for taking forward local development opportunities identified and agreed through the planning process may provide an incentive and should be built into future projects.
- In addition, the purpose and scope of stakeholder participation needs to be made absolutely clear to wider stakeholders at the beginning of a project and needs to be continually reinforced during it. The value of developing a plan that only has advisory status needs to be spelled out clearly to combat the perception that participation is a waste of time because the outcome will have no power to influence and achieve tangible benefits to the community.
- Future projects aiming to integrate the mobile-gear fishing sector in the planning process will need to recognise their reluctance to engage and find ways of addressing their particular concerns, e.g., about zonal policies and boundaries.
- Consultation fatigue may have contributed to the disappointing level of wider stakeholder involvement. Government agencies need to focus effort on tying together consultation/participation processes which are planned for one area over a relatively short space of time.

6.3. Post production phase

- The carrying out of an implementation phase during which the use of the plan is monitored and disseminated and further support can be given to the development of identified projects is essential to communicating the tangible benefits to the local community and combating the suspicion that the plan will only end up gathering dust on a shelf.
- Given the importance of this, formal arrangements for project implementation, review and continued stakeholder involvement need to be built into the process. This requires that the need for post-production resources and funding are identified and put in place as part of the project brief.
- In order to maintain continuity between the project and the local community, consideration should be given to maintaining the Community Liaison Group as a conduit for communication. Devolving some level of decision-making power to such a group would greatly enhance the sense of value and ownership for the project in the local community.

Appendix A – Interview questions

Qualitative and quantitative questions respondents were asked for the evaluation of the Atlantic Coast (Wester Ross) Project. Quantitative questions are indicated by an entry in the 'Q' column. Respondents were asked to score quantitative questions Q1-Q25, Q31-Q35 on a scale of one to five (1 = very low/poor, 2 = low/poor, 3 = medium/moderate, 4 = high/good, 5 = very high/excellent). Respondents were asked to score quantitative questions Q26-Q30 on a scale of one to five (1 = strongly negative, 2 = slightly negative, 3 = neutral, 4 = slightly positive, 5 = strongly positive). D = designers, SG = Steering Group, CLG = Community Liaison Group, WS = wider stakeholders. Bullet points in the appropriate columns indicate questions asked, crosses indicate questions not asked.

	Q		*D*	*SG*	*CLG*	*WS*
		The design of the project				
A		**Design of the project**				
1		Who designed the project and why?	•	•	x	x
2		What were the project goals and were they achieved?	•	•	x	x
3		Did the goals change through the project?	•	•	x	x
4		What methods were used to achieve the project goals?	•		x	x
5		Was the project carried out as per the design or adapted along the way, if so how and why?	•	x	x	x
6		Were sufficient resources available to carry out the project? Time/ money/ staff/ information/ equipment?	•	•	x	x
7		Was GIS utilised at any stage of the project – at what stages and how?	•	•	x	x
8	Q1	How well do you think GIS, spatial data or maps were utilised to contribute to the project?	•	•	•	•
9		What data were collected at the data gathering stage and how were these managed?	•	•	x	x
10		By what methods was information communicated to stakeholders/project partners?	•	x	x	x
11		Was there support for the project by HC management/HC councillors/public/stakeholders?	•	x	x	x
12	Q2	To what extent was this project supported by your organisation's management?	•	•	•	x
13	Q3	In your opinion, how well was the project designed?	•	•	•	•
B		**Design of the participation process**				

14		What general form did stakeholder participation take?	•	x	x	x
15		How did the policy team involve stakeholders in developing the process? Which stakeholders?	•	x	x	x
16		What was the process trying to achieve?	•	•	x	x
17		What specific methods were employed to maximise stakeholders to input into the decision-making processes?	•	x	x	x
18	Q4	How well was information successfully communicated to stakeholders?	•	•	•	x
19		How was it made clear to a range of stakeholders how and why decisions were made?	•	x	x	x
20	Q5	How appropriate do you think the level of stakeholder involvement was?	•	•	•	•
21		Was the time frame appropriate?	•	•	x	x
22		Were there any barriers to effective participation?	•	•	x	x
23	Q6	To what extent did the process focus on the right issues?	•	•	•	x
24	Q7	To what extent did the process address the issues adequately?	•	•	•	x
25		Were the goals successfully achieved?	•	•	x	x
26		In hindsight, was the process well designed and implemented?	•	•	x	x
C		**Resources**				
27		What budgets where available for the project? – Project and support staff time/materials/expenses/travel/communication/literature?	•	x	x	x
28		What time was available? At what point were key dates set? Were these realistic?	•	x	x	x
29		What technical support was available - access to information and knowledge /communication technology?	•	x	x	x
30		What methods have been employed to provide clear information to a wide range of stakeholder audiences?	•	x	x	x
31		Were stakeholders reimbursed for their time and expenses?	•	x	x	x
32	Q8	How well do you think resources and tools were used to maximise stakeholder participation in this project?	•	•	•	•
D		**Choice of stakeholders**				
33		How were stakeholders identified?	•	x	x	x
34		How were they invited?	•	x	x	x
35	Q9	How important was it that you as a stakeholder were involved in the process?	•	•	•	•
36		Why do you think stakeholders decided to participate?	•	x	x	x
37		At what stage in the process did stakeholders become involved?	•	•	x	x
38		Were the right organisations brought together?	•	•	x	x

39		Were the right individuals within stakeholder organisations participating?	•	•	x	x
40		Were any significant stakeholders absent or under represented? If so why?	•	•	x	x
41		Did all the stakeholders commit themselves to the project i.e. regularly attend meetings. Who did and who did not?	•	•	x	x
42	Q10	How committed were you/your organisation to this project?	•	•	•	x
43		Did any stakeholders carry out any associated work between meetings (e.g. emails)?	•	•	x	x
E		**Management of the process**				
44	Q11	How well do you think conflicts of interest or differences were addressed?	•	•	•	•
45	Q12	How well were meetings managed?	•	•	•	x
46	Q13	How well were an effective agenda and ground rules set?	•	•	•	x
47	Q14	How effective was the use of a facilitator/chair?	•	•	•	x
48	Q15	How good an opportunity were meetings for dialogue?	•	•	•	x
		The costs and benefits to different stakeholders				
F		**Costs**				
49		What actual costs were stakeholders expected to contribute to the project? E.g. Time/staff/travel/loss of profit?	•	•	x	x
50		What costs have been supported by the project funding? E.g. expenses/training/accommodation?	•	x	x	x
51		What hidden costs have been recognised in hindsight?	•	•	x	x
52	Q16	How significant is the financial cost to your organisation of acting as a stakeholder in this project?	•	•	•	•
G		**Benefits**				
53	Q17	What degree of benefit did this project have for your organisation?	•	•	•	•
54		What do you think were the main and hidden benefits to the stakeholders in this process?	•	•	x	x
55		What benefits were anticipated and which were unanticipated?	•	•	x	x
H		**The educational value of the project**				
56	Q18	What is the level of educational value of this project to you/your organisation?	•	•	•	•
57		What specific lessons have been learnt by you and how will it help in the future?	•	•	x	x
58		What lessons have been learnt that can be passed onto	•	x	x	x

		international Coastatlantic partners?				
		The impact of participation on outcomes, performance and sustainability				
I		**Outcomes**				
59	Q19	What was your overall level of satisfaction with the process?	•	•	•	•
60		What were the most and least satisfying outcomes?	•	•	x	x
61		What were the major strengths and weaknesses of the process?	•	•	x	x
62		Do you have any suggestions for improving future processes like this one?	•	•	x	x
63	Q20	How well were technical/scientific issues addressed?	•	•	•	x
64	Q21	How well were scientific data made understandable for all?	•	•	x	x
J		**Performance**				
65	Q22	How effectively did the Steering Group contribute to the project?	•	•	•	x
66	Q23	How effectively did wider stakeholders contribute to the process?	•	•	•	x
67	Q24	Was the overall process worthwhile to stakeholders?	•	•	•	x
68	Q25	In your opinion, how effective will this project be in achieving its goal of safeguarding the area's core natural assets and sustaining or enhancing its productivity over the longer term?	•	•	•	•
69		What improvements could have been made in hindsight?	•	•	x	x
K		**Sustainability**				
70	Q26	To what degree will this project have a social impact at the local level?	•	•	•	x
71	Q27	To what degree will this project have a social impact on the wider community?	•	•	•	x
72	Q28	To what degree will this project have an economic impact on the local community?	•	•	•	x
73	Q29	To what degree will this project have an economic regional or national impact?	•	•	•	x
74	Q30	To what degree will this project have an impact on local biodiversity and landscape?	•	•	•	x
		The contribution of the project to the wider CoastAtlantic project's aims				
L		**CoastAtlantic project**				
75	Q31	To what degree will this project make a positive contribution to the wider CoastAtlantic project?	•	•	•	x

76		What has or will be the most significant contribution?	•	•	x	x
77		How will it continue to contribute?	•	•	x	x
78		What aspects of the project have made no, or even had negative contributions?	•	•	x	x
		The longer term benefits				
M		**Post process**				
79	Q32	To what degree are stakeholders encouraged to remain involved in the project?	•	•	•	x
80	Q33	How important is it that stakeholders continue to be involved in the project?	•	•	•	•
81	Q34	To what extent will stakeholders benefit from continued involvement?	•	•	•	x
82		How many stakeholders are willing to keep involved and at what level?	•	x	x	x
83	Q35	What level of long term benefit do you think this project will have on the community of Wester Ross?	•	•	•	x
84		What are the anticipated long term benefits?	•	•	x	x

Appendix B – Interview questions for GIS technician

1 What was your role in the project?

2 What was your date of involvement with the project and length of time involved (directly and indirectly)?

3 In what ways was GIS used on the project (and at what stage of the project)?

4 Has GIS been used in this way with other projects and if so which ones?

5 What were the main obstacles and problems that had to be overcome along the way?

6 Do you feel GIS was utilised in an effective way throughout this project and can you suggest other ways that it might be used in similar projects in the future?

7 How well was GIS received by the stakeholders and were there any technical and conceptual issues that you had to address?

Appendix C – List of respondents

Angus	McHattie	HC	Project Officer
Colin	Wishart	HC	Project Manager
Lesley	Cranna	SNH	Steering Group
Mary	Gibson	SNH	Steering Group
Robin	Gilbert	RACE	Steering Group
Ewan	Gillespie	SEPA	Steering Group
George	Hamilton	HC	Steering Group
Eamon	Murphy	SEERAD	Steering Group
David	Philip	CE	Steering Group
Meryl	Carr	HC	Community Liaison Group
Lauri	Chilton	Ullapool Tourism and Business Association	Community Liaison Group
Peter	Cunningham	Wester Ross Fisheries Trust	Community Liaison Group
Robyn	Dutton	Ullapool-Assynt Fishermen's Association	Community Liaison Group
Aaron	Forsyth	Scoraig Community Association	Community Liaison Group
Roy	MacIntyre	HC	Community Liaison Group
Fiona	MacKenzie	Aultbea CC	Community Liaison Group
Murdo	MacKenzie	Harbour Master	Community Liaison Group
Jean	Urquhart	HC	Community Liaison Group
Gilpin	Bradley	Wester Ross Salmon	Wider Stakeholder
Neil	Campbell	Fisherman	Wider Stakeholder
Peter	Davidson	Highlands and Islands Fishermen’s Association	Wider Stakeholder
Sally	Davies	Scottish Sea Farms	Wider Stakeholder
Jane	Grant	Isle Ewe Scallops	Wider Stakeholder
Richard	Greene	HSMO	Wider Stakeholder
Iain	Muir	West Sutherland Fisheries Trust	Wider Stakeholder
Sandy	Osborne	Loch Broom Sailing Club	Wider Stakeholder
JE	Parry	Ardessie Salmon Ltd	Wider Stakeholder
Russell	Pursey	Recreational diver	Wider Stakeholder
Jennie	Scobie	Local Individual (wild fisheries business)	Wider Stakeholder
Bill	Wilder	Tourism (B&B owner)	Wider Stakeholder
Kenneth	Urquhart	Ex-fisherman	Wider Stakeholder