

Marine Scotland

A Review of Marine Scotland

February 2016



marinescotland

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Executive Summary

1. Marine Scotland is a Directorate of the Scottish Government and is responsible for leading the protection of Scotland's coastal waters and seas. Its purpose is to both build sustainable economic growth from Scotland's marine assets and to safeguard its valuable marine ecosystems.
2. The creation of Marine Scotland, as part of the public simplification programme, brought together staff from across the public sector that worked in marine policy development, marine and freshwater fisheries science and marine enforcement roles. These staff work throughout Scotland and have a wide range of skills and professions including scientists, sea fishery officers, policy, administrative and professional/technical staff.
3. The evidence for this review suggests that Marine Scotland is achieving an integrated approach to managing the marine environment and it has delivered new responsibilities in strategic marine planning, integrated marine consenting and enhanced protection for marine environment. A budget analysis indicates that in resource terms it costs £10.4m less in 2015-16 to deliver the functions of Marine Scotland compared to the adjusted cost of delivering the individual organisational elements in 2008-09.
4. Since its formation, Marine Scotland has created a strong identity and vision for managing Scotland's seas and it has achieved a number of significant accomplishments including:
 - The creation of a new "one stop shop" for marine licensing which has to date licensed almost 2500 marine developments including five offshore marine renewable windfarms and the first multi million pound marine tidal energy project in the Pentland Firth.
 - The development of Scotland's Marine Atlas, an assessment of Scotland's seas.
 - The introduction of Scotland's first National Marine Plan – a framework for the sustainable development of marine resources in Scotland's waters out to 200 nautical miles.
 - The designation of 30 Marine Protected Areas for Scotland.
5. Now that the initial creation and merger of Marine Scotland is complete, and delivery of its early priorities is well advanced, it would be prudent for Marine Scotland to take a wider and more strategic look at its future approach.
6. Joining up activities and areas of mutual interest, removing duplication and inefficiencies, and maximising asset sharing, particularly within the wider environmental advisory family in Scotland, must be part of these considerations.

Section 1 - Review Remit

7. Marine Scotland was set up with the aim of managing Scotland's seas for prosperity and environmental sustainability. Following its first full five years of operation and as part of good government practice to help its growth and development, Mr Lochhead, the Cabinet Secretary for Rural Affairs, Food and the Environment, set up a government review in 2015. This review is the first opportunity to consider the terms under which it was set up.
8. The review considered:
 - How Marine Scotland is fulfilling the role and remit envisaged when it was setup;
 - How Marine Scotland is structured and delivers its operations;
 - The experiences and views of its staff, customers and major stakeholders;
 - How Marine Scotland communicates;
 - Whether the challenges for future years are likely to be different;
 - How any potential new challenges and opportunities could be addressed, given the anticipated resource environment and changing requirements.

Section 2 - Engagement on the Review

9. A wide cross section of individuals and organisations that work with Marine Scotland regularly were invited to share their views. Of the 85 individuals / organisations contacted, 37 responses were made through face to face meetings, telephone interviews and written email. 18 of these responses were from the sea fishing sector (individuals and fishing organisations).
10. In parallel, Marine Scotland staff were asked to share their views on how Marine Scotland operates, its achievements to date and where there could be potential improvement. 260 staff participated in these discussions and attended a range of staff sessions held at Scottish Government locations across Scotland.

Section 3 - Marine Scotland's Role, Structure & Operations

11. Marine Scotland, a Directorate of the Scottish Government, was established on 1 April 2009 and brought together the functions of:
 - The Fisheries Research Services,
 - The Scottish Fisheries Protection Agency, and
 - The Scottish Government's Marine Directorate.
12. This merger brought together the main marine management activities across Scotland into one place within the Scottish Government to provide a more integrated and sustainable approach to managing Scotland's seas.

13. Marine Scotland is led by its Director, Linda Rosborough. It is a delivery focused body with around 700 staff and is divided into five distinct operational/policy Divisions, led by a Deputy Director:
- Marine Scotland Science – Colin Moffat
 - Marine Scotland Compliance – Cephas Ralph
 - Marine Planning and Policy – David Palmer
 - Performance, Aquaculture and Recreational Fisheries – Willie Cowan
 - Sea Fisheries – Mike Palmer .
14. The management of its operations are overseen by a Marine Scotland Board. This consists of the Marine Scotland’s Senior Team and two Non-Executive members, Andrew Thin and Professor Selina Stead. There is also a separate Science Advisory Board for Marine Scotland Science which is chaired by Professor Stead.
15. The enforcement, science and policy activities of Marine Scotland are carried out across Scotland through a network of seventeen coastal compliance offices, its marine and freshwater fisheries laboratories (Aberdeen, Faskally, Montrose and Shieldaig) and at the Scottish Government’s Victoria Quay offices in Edinburgh. As part of its operations it is responsible for operating five vessels and two aircraft for marine compliance activities and scientific surveys.

Table 1 – Staff headcount (Source – Marine Scotland Directorate Plans)

Staffing Detail	2011/12	2012/13	2013/14	2014/15	2015/16
Director	3	2	2	2	2
Fisheries	34	26	25	24	24
Marine Planning & Policy	57	60	58	57	57
Compliance	300	292	275	269	269
Science	291	281	290	287	287
Performance, Aquaculture and Recreational Fishing	42	37	35	34	34
TOTAL	727	698	685	673	673

16. Support functions for Marine Scotland (IT, HR, finance, facilities, procurement and legal) are generally delivered by the Scottish Government’s corporate services. Compliance and Science Divisions of Marine Scotland also operate specific IT, finance and procurement services with Science providing facilities services for its laboratories in association with the Scottish Government’s central facilities services.
17. The operating budget (level 3 budget) for Marine Scotland in 2015/16 is £47.9m. The breakdown of Marine Scotland budgets and the costs of its assets and income potential are detailed in Annex A.
18. A comparison of budgets in 2008-09 and 2015/16 is detailed in Annex B to compare budgets before and after Marine Scotland was established. This high level analysis indicates that in resource terms it costs £10.4m less in 2015-16 to deliver the functions of Marine Scotland compared to the adjusted cost of delivering the individual organisational elements in 2008-09.

19. This represents a considerable efficiency when this is considered against the additional capacity that has been delivered by Marine Scotland on marine planning and licensing and in new areas of science such as marine renewable energy.

Marine Scotland - Achievements

20. From the onset, Marine Scotland created a strong identity and vision for delivering the integrated management of Scotland's seas through working collectively with partners towards the delivery of agreed priorities and outcomes for the marine environment and the management of freshwater fisheries.
21. In April 2010 Marine Scotland set out its [Vision](#) for the marine environment in 'Making the Most of Scotland's Seas - clean, healthy, safe, productive, biologically diverse marine and coastal environments, managed to meet the long-term needs of people and nature.
22. This high level vision was accompanied by the first [Strategic Plan](#) for Marine Scotland for 2010-2013 which set out its strategic objectives, key aims, activities and deliverables for this period. This plan recognised that the responsibility for achieving the vision for Scotland's seas is shared by organisations involved in marine and freshwater management and that part of the role of Marine Scotland would be to bring these parties together to develop new and improved relationships with delivery partners and interested stakeholders.
23. At the same time the first [Scottish Marine Science Strategy](#) was developed for Scotland covering the period 2010-2015. This is based on the wider UK Marine Science Strategy and set the direction for the development of marine science and identified three high level science priorities:
 - Understanding how the marine ecosystem functions.
 - Responding to climate change and its interaction with the marine environment.
 - Sustaining and increasing ecosystem benefits.
24. This initial period of formation and creation was followed in April 2013 by a [Strategic Framework](#) for Marine Scotland for 2013-2016. This framework sets out the outcomes Marine Scotland is working to deliver within the context of wider Scottish Government economic and performance management frameworks.
25. An analysis of performance against the objectives identified in the Strategic Plan and Strategic Framework documents is detailed in Annexes C and D.
26. A very significant area of delivery for Marine Scotland during the initial early years was the development and publishing of [Scotland's Marine Atlas](#) which provided a baseline assessment of Scotland's seas on which Scotland's first [National Marine Plan](#) was developed.

27. The National Marine Plan, provides an overarching framework for the sustainable development of marine resources in Scotland's water out to 200 nautical miles. This was a huge achievement by Marine Scotland involving a wide range of marine interests and a large programme of stakeholder engagement.
28. As part of its marine planning arrangements, Marine Scotland has designated 30 Marine Protected Areas for Scotland and it has created a foundation to encourage local community involvement in managing marine resources through new regional marine planning partnerships.
29. Another very notable area of achievement for Marine Scotland is the creation of a one-stop-shop for marine licensing in 2011. This licensing team is based in Aberdeen alongside Marine Scotland Science colleagues and it determines licence applications for a wide range of marine activities including marine renewable energy, significant harbour developments and extensions, cable laying projects, and other applications associated with the National Renewables Infrastructure Plan (N-RIP).
30. This was a particularly welcome development for the marine renewables industry, an area of huge growth and interest for Scottish Ministers. Between 2010 and 2014 this team licensed almost 2500 marine activities/developments including 5 offshore marine renewable windfarms and the first multi million pound marine tidal energy project in the Pentland Firth.
31. A further area of increased activity by Marine Scotland is the service provided for Ministers on emergency responses to maritime incidents. While maritime emergency response action is the responsibility of the Maritime and Coastguard Agency and the UK Department for Energy and Climate Change, Scottish Ministers are responsible for marine environmental protection.
32. It is evident from this analysis that Marine Scotland has created the building blocks to protect and maintain the quality of Scotland's marine and coastal environment. It is supporting the growth and development of new and existing marine industries and it is encouraging the involvement of local communities in marine planning.
33. Overall the evidence indicates that Marine Scotland has demonstrated a good level of activity across all its work areas and it has delivered on a number of highly significant objectives in its first years of operation.

Section 4 - Stakeholder Feedback

34. There is strong evidence across all Marine Scotland areas to indicate that stakeholder engagement is a key activity for staff. This activity ranges from working with individuals and groups of organisations, wider working with communities across Scotland and its islands and working with international stakeholders such as the OSPAR Commission.
35. General feedback received from stakeholders recognised that Marine Scotland is a good organisation to work with and its staff are very committed. Specific comments include:
 - “The Marine Scotland vision is highly ambitious. It has a difficult task to embrace and has risen to the challenge beyond expectations”.
 - “Marine Scotland has achieved a great deal at a time of diminishing resources.”
 - “It is strong in its brand identity and has very loyal staff”.
 - “Individuals are highly competent and motivated in providing high quality input”.
 - “Its staff are always open to collaboration and considering new ideas”.
 - “It makes strenuous efforts to engage, consult and talk with stakeholders”.

Marine Planning and Licensing

36. On marine planning, there was recognition by a significant number of stakeholders that Marine Scotland has made huge strides in establishing a framework for the effective management of Scotland’s seas:
 - through its creation and merger of three organisations;
 - by the passing of new marine legislation for Scotland;
 - by the creation of single team for marine licensing;
 - through the adoption of a National Marine Plan; and
 - through the creation of a network of marine protected areas (MPAs).
37. On marine planning and the development of local Marine Planning Partnership arrangements there has been extensive engagement across Scotland and its island communities.
38. On engagement, the Marine Strategy Forum was identified by stakeholders as being effective in ensuring stakeholder involvement and that there are expectations that its involvement will continue as marine planning work moves into an operational implementation phase.
39. Particular attention has been drawn by a number of stakeholders to the development of a ‘one stop shop’ by Marine Scotland for licensing and consenting activities in the marine environment. This is viewed as a popular and innovative approach to help manage the demands and growth of a pressurised work area involving new and emerging technologies.

40. The demands placed on this Licensing Operations Team have continued to grow and this is creating challenges on how work is resourced and prioritised. One significant concern raised by a stakeholder is how budget reductions for Marine Scotland could affect the organisation's ability to deliver its objectives, particularly in marine licensing. This is particularly important if numbers of marine renewable applications continue to increase as the marine renewables industry matures.
41. The timing of this review fits well with considering what could help support the continued evolution and development of this team and stakeholders have identified a number of potential development and improvement opportunities.
42. These include improving development opportunities for team members by exploring outward secondment placements to build experience and industrial and commercial knowledge. Although this will have resource implications which will need consideration, this has definite potential with longer term gains possible for Marine Scotland and wider industry interests. If this type of model works, this approach could perhaps evolve to also consider inwards secondees from industry.
43. The issue of uncertainty of timescales attached to the consenting process was raised by a stakeholder as an area of concern. The Licensing Operations Team aims to deliver the determination of marine licence applications within a 12 week period and current performance information on this indicates greater than 85% success. Current licensing practices allow for consultees including statutory consultees, and key stakeholders, to have two reminders in the event of an initial non-response. Now that the licensing process is maturing there is an opportunity to examine this practice and identify if process improvements could be introduced to allow for more rigorous timescales to be applied.
44. The question of post consent checks and audits was also raised through stakeholder feedback. This is recognised by the Licensing Operations Team as an area of natural development for the team. A strong auditing approach requires additional staff which may increase the costs of licences. Post licensing/consent improvements are possible but it is important that they are cost effective and proportional to the risk that the licensed activity presents to the marine environment. Given the growing maturity and evolution of the Licensing Operations Team, a review on its resources and focus would be timely and could help consideration of this issue.

Sea Fisheries

45. While this review was undertaken, the mobile sea fishing sector was expressing disagreement with Marine Scotland on management measures for MPAs. This created very mixed and polarised feedback from some sections of the fishing industry for the review.
46. While the focus on the single issue makes it difficult to draw detailed conclusions for the Marine Scotland review on the basis of the views of the sea fishing industry, it does demonstrate the challenges that Marine Scotland can face in balancing the different needs and user expectations for the marine environment.

47. There is recognition by fishing industry stakeholders of a range of benefits delivered by Marine Scotland. Specific comments offered include:
- “Marine Scotland is proactive in its engagement with fishing stakeholders.”
 - “It has played a part in improving the stock health for many species, reducing illegality and improving profitability in the fishing industry.”
 - “Its network of coastal offices is an effective way of staying in touch with a known face and dealing with operational issues as they arise. They have helpful staff that take pride in providing a good and considerate service beyond an enforcement role.”
 - “Scotland has a very engaged system on fisheries with an excellent level of interaction and communication around European Fisheries issues to the point of being the envy of the industry in other European countries.”
48. Beyond the disappointment of the industry around the MPA issue, one frustration expressed is a need for Marine Scotland to recognise that the fishing sector is a disparate industry and that it is wrong to assume that national fishing organisations represent the interests of the majority of fishers in any one sector or geographical area. There is also recognition that the interests of the pelagic and demersal sectors do have significant influence and that it is difficult for the inshore fishing community to speak with one voice.
49. The fragmented nature of inshore fisheries in Scotland and the lack of robust, overarching bodies to work with, does create a particular challenge for Marine Scotland and there is recognition by stakeholders that the inshore fisheries staff supporting this area are hardworking and responsive to the needs of the industry.
50. In contrast to the fragmented inshore fishery sector, the offshore fishery staff in Marine Scotland are able to work with and relate to more well established bodies and have very well tested systems and arrangements for this. Stakeholder feedback indicates that that these interactions and communications around European Council meetings and international negotiations, also work well.
51. There were contrasting views expressed about the new conservation measures for MPAs – on the one hand there is opposition to the new measures on the basis that some claim it could significantly impact coastal communities on the West Coast of Scotland and that it is wrong for environmental interests to be considered over those of fishing. On the other hand there is support for the proposed approach to MPA conservation from both a fisheries and coastal community perspective with an ask that representation from coastal communities be included in fishery groups in the future.

52. On future challenges for Marine Scotland, a number of significant points stand out for some fishing stakeholders:
- Making progress in devolving a more local approach to inshore fisheries management to recognise the varying requirements of different coastal communities around Scotland, with a one size fits all approach not being the best way for progressing future fisheries management;
 - Taking the fishing industry forward through the implementation stages of the new landing obligations and supporting coastal communities in how they manage changes in landed fish species;
 - Managing the creation and management of multi-annual multi-species plans
 - Maintaining the confidence of the fishing industry;
 - Managing the conflict which may arise from many users and interests competing in common marine resources - getting local communities involved and ensuring there is robust measurement of the socio-economic impacts of change is identified as key to this.
 - Ensuring that Scotland has a reasonably sized fishing fleet post 2019.
53. On suggestions on how to improve marine management in Scotland it was highlighted that there needs to be an understanding where inshore mobile fishing is going in the future, particularly in terms of potential consequences for harbour services and coastal communities. It was also suggested that it could be helpful for Marine Scotland and the fishing industry to have an exchange programme of secondment placements to help build a deeper understanding of each other's interests.

Aquaculture

54. A common theme amongst the feedback from the aquaculture industry stakeholders is a desire to raise awareness of the potential that this industry offers for Scotland on growing economic benefits and supporting job creation in remote and rural areas. While there is recognition of support from the government for the aquaculture industry, concerns have been posed on the relative importance given by Scottish Ministers to aquaculture as a business sector. There is also concern from the industry that it will struggle to meet its 2020 production targets.
55. A specific point was raised on whether the Ministerial Group on Sustainable Aquaculture and its sub groups operate at an optimum level. It can be resource intensive for the industry to support this work and a suggestion was made that the work of the sub groups could be improved by ensuring that each has clearly defined objectives and timescales for delivery.
56. The Aquaculture Unit in Marine Scotland has acknowledged that there are issues around the operation of this Ministerial group and are considering how to improve this.

57. There was also a suggestion that it could be helpful for the aquaculture industry and Marine Scotland to learn more from the experiences of the agricultural industry and its wide range of research areas. As part of this a recommendation was made for closer ties in the Scottish Government between Marine Scotland, the rural and environmental science analytical areas and business and innovation teams.
58. From a review perspective the most dominant aspect that stands out for aquaculture is the complicated regulatory regime faced by the industry. Individuals or companies seeking permissions to set up and operate a fish farm are required to seek approvals for a range of activities from local Planning Authorities, Marine Scotland, SEPA, and the Crown Estate. This feels fragmented, difficult to navigate and a potential barrier to further growth for the industry.
59. These difficulties are recognised and Marine Scotland, the Crown Estate and SEPA have agreed to collaborate on an independent review of the aquaculture licensing regime to identify potential improvements. This review is expected to report by the end of the financial year.

Freshwater Fisheries

60. Marine Scotland has undertaken several strands of engagement with stakeholders as part of the Wild Fisheries Review and Reform programme in 2014 and 2015. There has been widespread participation in this from the freshwater sector: ranging from individual anglers taking part in consultation events and an interactive online forum on the salmon kill licence, to on-going dialogue with the organisations that are directly involved in the current management of freshwater fisheries.
61. This degree of engagement is widely welcomed by Marine Scotland and continues to play an important role in understanding of the issues around freshwater fisheries management.

Seafood

62. As part of the review, one stakeholder observed that the split of responsibilities between Marine Scotland and Food and Drink can feel complicated and potentially confusing for stakeholders. Scottish Ministers could offer a more joined up approach for seafood industries if Marine Scotland handled the complete 'net to plate' journey. This type of approach would mean a change to existing arrangements and the potential separation of sea food from Food and Drink responsibilities elsewhere in the Scottish Government.
63. The broader issue of how the Scottish Government helps to grow business and exports also needs consideration alongside the roles of Scottish Enterprise and Scottish Development International in promoting and supporting the seafood sector. Whatever the split of responsibilities is on seafood within the Scottish Government, it is important that sufficient resource is devoted to promoting market opportunities in the seafood sector.

Marine Scotland – Staff Feedback

64. As part of this review, Marine Scotland staff were encouraged to share their views and experiences of working in Marine Scotland. 260 staff attended discussion sessions across Scotland which explored the benefits of integration and identified potential improvement areas.
65. Overall, staff agree that working together within one organisation promotes closer working and greater opportunities for collaboration. It is appreciated that the wide range of staff offer a wealth of knowledge and experience amongst its policy, compliance and science functions and that bringing these together under a common leadership is delivering a more integrated approach to managing the marine environment.
66. Uniting staff from different organisations is always challenging, particularly when the staff are geographically dispersed across Scotland. The very feature which enables Marine Scotland to provide a local and responsive service in so many communities, also creates a significant logistical challenge for the delivery of corporate services by the Scottish Government from its main base in central Scotland. Some challenges on this remain, for example IT connectivity and it is important for staff that these be worked through as soon as possible.
67. Now that Marine Scotland has been created and a strong identity and brand built around it, it is a good opportunity to look at some of the finer detail on how it operates and where it can continue to evolve. One of these areas is communications and this is a topic identified by staff and stakeholders as a potential improvement area. This is discussed in more detail in the Communication section.

Section 5 - Marine Scotland Science

68. Marine Scotland Science (MSS) is a core function of Marine Scotland and is the focus of almost fifty percent of its staff. The Scottish Marine Science Strategy (2010-2015) states that Scotland's Marine Vision will be delivered through a co-ordinated approach to management of the marine environment, underpinned by high quality marine science directed towards policy issues.
69. When Marine Scotland was established, a Science Advisory Board (SAB) was created to assure the scientific independence of the science undertaken by MSS. The SAB consists of up to eight aquatic science experts and the Board's main responsibilities are to:
- Advise on the quality, objectivity and transparency of the MSS programme;
 - Provide guidance on the research priorities set by MSS and MS policy;
 - Raise any issues pertaining to the management and delivery of Scotland's marine science programme; and
 - Provide support to MSS staff where possible, when requested and as appropriate.
70. It is important for Marine Scotland to support scientific research which enables an understanding of how marine ecosystems operate, how they are changing and how man is influencing these changes. MSS therefore has a key role in the provision of scientific information to Marine Scotland policy areas as well as the European Commission and international bodies such as the International Council for the Exploration of the Sea (ICES), the OSPAR Convention for the Protection of the Marine Environment of the North-East Atlantic and the North Atlantic Salmon Conservation Organisation (NASCO).
71. In exercising its role, the SAB regularly reviews the quality of each of the science programmes undertaken by MSS. As this Board has grown and matured its scrutiny role, its approach has evolved. The SAB now reports on its activities and conclusions over a two year rolling cycle during which it aims to scrutinise each MSS programme. For the programmes scrutinised to date, based on the information presented, the Board is satisfied in the integrity of the science.
72. As the SAB role and experience has matured, it is becoming increasingly important for the Board to gain a deeper understanding of what drives the science interests of Marine Scotland policy teams. As a potential future development, it could be useful for the SAB to extend its reach to consider this as part of its science scrutiny process.
73. MSS must also be able to access data and information generated by other organisations undertaking research and monitoring on Scotland's seas. It is crucial therefore that there is good collaboration with organisations such as the Scottish Environment Protection Agency (SEPA), Scottish Natural Heritage (SNH) and academic institutions.

74. Marine Scotland works closely with environmental science bodies in Scotland. The approach to managing the marine environment and that of freshwater fisheries has evolved over the last few years as Marine Scotland has grown.
75. Marine Scotland operates in areas of science where scientific uncertainty can often arise and where there is the potential for scientific data to be interpreted in a variety of ways by different stakeholders. This is particularly evident at times with the advice arrangements around the integrated marine licensing function created within Marine Scotland.
76. Supporting the development and production of renewable energy is a significant priority for Scottish Ministers and the creation of a single licensing approach for marine renewable licences by Marine Scotland is designed to support Ministers in this.
77. When a new Marine Science Strategy is developed in 2016 this will offer a good opportunity for co-production with environmental delivery partners, building on the particular focus and role for each of the government's marine science advisers in Scotland.

Section 6 - Marine Scotland Compliance Monitoring & Enforcement

78. Effective monitoring and enforcement of marine and fishing laws is vital to protect Scotland's valuable marine areas and fisheries. Marine Scotland's compliance monitoring and enforcement action is a core part of delivering integrated marine management.
79. Compliance staff offer advice and information to the fishing industry, in addition to detecting potential breaches of fisheries regulations by monitoring and inspection of fishing activities at sea, in ports and at fishing markets. This work collectively provides intelligence on fishing activity in the sea areas around Scotland and is key to protecting important fish stocks.
80. A summary of inspections and formal enforcement activity from 2010-2014 is detailed in Tables 2 and 3 below:

Table 2 – Marine Scotland Compliance Inspection Activity

Year	Marine Inspections (Ship Boardings)	Coastal Inspections*
2010**	485	18731
2011	325	14401
2012	331	10904
2013	288	10459
2014	337	9147

* A coastal inspection can be a market inspection by Fishery Officers where the catch from a number of vessels is inspected. It can also be an inspection of a vessel in port by Fishery Officers to confirm the Master's plans prior to landing or a check that all fish caught have been landed.

**2010 activity includes boardings by the Marine Protection Vessel, Noma.

81. In July 2011, Marine Scotland Compliance changed from the inherited Scottish Fisheries Protection Agency inspection benchmarks, which were based on inspecting a set proportion of landings, to undertaking inspections on a "Risk Based" and "Intelligence Led" basis. Table 3 illustrates that while the number of inspections has reduced since 2010, enforcement activities have remained stable.
82. This indicates an increasing effectiveness in inspection planning. This new "Risk Based" and "Intelligence Led" process also means that pure inspection numbers do not give a complete picture of enforcement action. Significant efforts are put into other enforcement activities which are not recorded as coastal or marine inspections, including inspections of fish buyer records to ensure that all fish landings are properly documented. It should also be noted that over the period 2010 - 2014, Scottish landings into Scotland reduced by 19%.
83. The compliance monitoring processes used by Marine Scotland are audited by the EU a number of times each year and have generally been found to be of a very high standard.

Table 3 – Marine Scotland Compliance Enforcement Activities

Year	Verbal Reminder	Advisory Letter*	Warning Letter	FPN	Court
2010	71	1437	46	17	20
2011	83	1594	55	9	10
2012	109	1518	18	21	3
2013	136	1591	18	17	2
2014	144	1443	9	15	10

*Advisory letters are generally generated from inspections of paperwork submitted by the fishing industry on fishing activities and returns.

84. An increasing amount of Compliance operations involves multi agency working with other government and public sector organisations including Police Scotland, the Maritime and Coastguard Agency, the Health and Safety Executive and Her Majesty's Revenue and Customs.
85. This partnership approach promotes the sharing of information, intelligence and best practices and helps optimise the delivery of an efficient and effective marine enforcement function by the Marine Scotland.
86. An example of this successful, joint working approach was demonstrated by the large scale, complex pelagic investigations which concluded in court in 2012. This work uncovered over £50m of illegal activity and led to successful prosecutions where Scottish Courts issued fines of approximately £1.75m and more than £8m was seized via Proceeds of Crime Orders.

Section 7 - Marine Scotland Communications

87. There is strong evidence to demonstrate that Marine Scotland works hard to communicate and engage with a wide range of stakeholders and the general public. This occurs in a range of ways including digital communications through the Marine Scotland web site, blog, Twitter feed, Flickr stream, YouTube and a monthly email newsletter, as well as more formal consultations on policy proposals, working groups on a wide range of areas (industry specific and multi-interest), day to day contact with officials and specific awareness raising sessions eg external conferences, universities and schools.
88. Marine Scotland staff also communicate externally through participating in a significant number of UK, European and international expert working groups to help pursue the development of marine policy, science and enforcement.
89. While the majority of stakeholder feedback recognises and commends Marine Scotland staff for their approachability and ease of access, there were a range of stakeholders that suggested that internal communications within Marine Scotland appears to be rather mixed and could be improved.
90. It was highlighted that a consequence of such disconnects can be that stakeholders can be made aware of decisions or announcements arising from one area of Marine Scotland before staff are updated. One stakeholder indicated that this can result in conflicting advice being given to fishing organisations by Marine Scotland staff.
91. On external communications there was a suggestion by one stakeholder that Marine Scotland should improve its consistency of communications with statutory consultees. The point made was that while some policy areas demonstrate extensive and wide consultation with stakeholders eg MPA network proposals, others proposals can appear unexpectedly.
92. There was also a request from one stakeholder for Marine Scotland to create a better awareness of when staff are scheduling significant stakeholder meetings, to avoid multiple demands on the same organisations at the same time.
93. This review provides a good opportunity to reflect on Marine Scotland communication approaches and networks and how these could evolve further now that Marine Scotland is maturing. It is particularly important that the mechanisms for internal communications on new policies and announcements be reviewed in light of stakeholder and staff feedback.

Section 8 - Future Challenges for Marine Scotland

94. As part of this review, stakeholders and staff were asked to share their views on what the new challenges could affect Marine Scotland in future years. A wide range of suggestions were offered and these are summarised below:

Resources

- Maintaining a high level of performance while public sector finance constraints continue to reduce budgets.

Balancing marine interests

- Maintaining a balance between users of marine space and the nature conservation designations designed to protect the marine environment. A greater call on marine resources from many users creates the potential for conflict.
- Empowering local democracy by ensuring that local communities have a voice in unlocking the potential of marine and coastal areas through making marine planning work at local and regional levels.
- Adapting the approach to marine compliance to manage changes in technology and new challenges on enforcing MPA designations.
- Supporting emerging marine industries, for example the development of a seaweed industry in Scotland.
- Adapting to the impacts of climate change – changes and movement of fish species is changing fish stocks. This could mean an expansion of southern stocks northward with a compression of Scotland's fishing areas and a need to revisit the special arrangement with Norwegian waters.

UK Government / EU driven challenges

- Working through changes - The devolution of the Crown Estate, following the Smith commission Report, will produce new opportunities and challenges for local communities in Scotland and could interact with Marine Scotland's areas of business.
- Seizing opportunities - Resource constraints in Whitehall Departments such as the Department for Environment and Rural Affairs (Defra) could increase opportunities for Marine Scotland to offer to further develop engagement and lead work in certain areas.
- Adapting to any future changes in the UK relationship with Europe.
- Maximising opportunities - The next UK Presidency is planned for the second half of 2017. This could offer an opportunity to promote particular marine policies for Scotland at a European level.

Section 9 - Review Conclusions

95. The vision for the creation of Marine Scotland was to better protect Scotland's marine environment and streamline services by bringing together functions from public organisations into a single body to improve and integrate marine management decision making.
96. The potential benefits identified anticipated were:
 - Improved integration of marine planning, policy and management.
 - Greater efficiencies and increased joined up working.
 - Streamlining of the public sector landscape.
97. Since its creation, Marine Scotland has established a reputation for successfully leading the management of Scotland's marine environment. This is not without its challenges.
98. A number of issues have arisen around the delivery of Scottish Government corporate services across the network of Marine Scotland offices outside of Edinburgh. Action is being taken in a range of ways to introduce improvements
99. The evidence gathered as part of this review suggests that Marine Scotland is achieving an integrated approach to managing the marine environment and that the envisaged benefits of its creation are being realised:
 - Marine Scotland has combined a range of policy, science and fisheries enforcement responsibilities into one organisation which is allocated a lower budget than that available collectively to its predecessor organisations (based on a 2008-09 budget comparison).
 - Marine Scotland has delivered enhanced and expanded marine planning capabilities including a new "one stop shop" marine licensing function for Scotland.
 - Marine Scotland has established a strong brand and identify with its stakeholders and delivery partners.
100. The biggest challenge now is to look ahead and plan for the future. No area of the public sector can afford to stand still in a time of austerity and limited public finances and Marine Scotland needs to continue to evolve and streamline its functions and structure.

Future plans and strategies and looking forward to 2020

101. Now that the initial creation and merger of Marine Scotland is complete, and delivery of its early priorities is well advanced, Marine Scotland needs to take a wider and more strategic look at its future approach.
102. The 2015 Spending Review and the work to consider what the Scottish Government should look like in 2020 are key drivers for Marine Scotland to identify its core delivery areas and the systems and structure best suited to support these. This work should be based on Marine Scotland's matching its resources to this delivery.
103. Joining up activities and areas of mutual interest, removing duplication and inefficiencies, and maximising asset sharing, particularly within the wider environmental advisory family in Scotland, must be part of these considerations.
104. Discussions have commenced with staff on what potential improvements could be considered and Marine Scotland is well placed to think deeply on what its future priorities and direction should be.
105. Marine Scotland is significantly advanced in its delivery of the main components of marine planning and a new strategic plan and science strategy are expected next year. Bringing together new thinking on this with stakeholders and delivery partners could help deliver a more focused and streamlined approach to identifying priorities.
106. One area of consideration is expected to be the structure of Marine Scotland. Its current structure is based around the constituent functions it inherited. At times this risks 'silo' working. An increasingly complex operating environment with growing, mixed interests and a reducing budget is likely to drive change.
107. The work underway in Marine Scotland to develop a new management framework for wild fisheries is based on a whole systems approach and it may result in combining policy and science functions together into one unit. This will represent a different model from anything currently operating in Marine Scotland and it could offer a potential blue print for the future development of other areas.

Section 10 – Review Recommendations

Maintaining and developing the marine licensing approach

108. An early success by Marine Scotland was the creation of an integrated, one stop approach to marine licensing. This is popular with stakeholders as it delivers integrated decisions on marine licensing issues. While marine energy may not be developing at the scale originally envisaged when this licensing approach was established, substantial opportunities remain in blue growth and this function should be supported to continue to develop.

Recommendation 1

Marine Scotland should identify the resource needs and systems requirements to continue to grow and develop its “one stop” marine licensing function.

Improved communication

109. There is strong evidence to suggest and support the premise that Marine Scotland places significant importance on stakeholder engagement and that this is appreciated by stakeholders. The Sea Fisheries Division for example, supports the work of over 30 groups in addition to its other engagement work. These activities are very resource intensive.
110. As pressure on resources continues, it would be advisable for Marine Scotland to explore less resource intensive ways of continuing communication and engagement with stakeholders.
111. For that reason it is recommended that Marine Scotland explore the increased use of digital communication channels, including social media and email, to facilitate fast and accurate information updates for stakeholders. This new engagement approach could also offer additional benefits by widening the pool for engagement and improving the contact with less well represented stakeholders.

Recommendation 2

Marine Scotland should streamline its stakeholder interface and increase its use of digital communications to update and engage with stakeholders.

Supporting community engagement.

112. As evidenced by its work to date, communication and engagement with stakeholders is a fundamental principle for Marine Scotland. An important part of this is interaction and engagement with local communities to support their inclusion in marine planning and decision making.
113. This is vital in remote and rural communities where there are strong economic ties with the marine environment and there is a particular requirement for Marine Scotland to support greater autonomy for the islands on marine matters in line with the 'Empowering Scotland's Island Communities' Prospectus. Marine Scotland's work on supporting the role of Island Councils in local Marine Planning Partnerships and its work with inshore fishery groups demonstrates how it is encouraging and supporting local community involvement and engagement.
114. Looking forward, it is important that Marine Scotland continues to look for cost effective ways for continuing to support community engagement in local decision making. As regional marine planning arrangements are introduced in Scotland through new Marine Planning Partnerships, these are expected to help encourage local ownership and decision making on specific, area based issues.
115. Delivery of this vision will be very dependent on collaboration and partnership working. Marine Scotland's future budgets already carry significant ongoing commitments and additional resourcing is unlikely. It will be important therefore for Marine Scotland to encourage local communities and delivery partners to fully utilise planning and engagement mechanisms to help support a successful transition to the new Marine Planning Partnership arrangements.

Recommendation 3

Marine Scotland should encourage local communities and delivery partners to make full use of engagement, consultation and planning mechanisms.

Science

116. Marine Scotland's Science functions are integral to protecting marine ecosystems. This work delivers expert scientific, economic and technical advice across a range of marine interests including sea fisheries, freshwater fisheries, aquaculture and marine renewable energy.
117. A significant proportion of this work is mandated at a UK and EU level and must be delivered to specific, demanding standards, for example fish stock assessment data collection for the International Council for the Exploration of the Sea (ICES) and the work undertaken by Marine Scotland's Fish Health Inspectorate.
118. Beyond identifying any remaining potential efficiencies in how this work is undertaken, there is no scope to reduce the resources required to deliver these essential science services.

119. Marine Scotland Science also undertakes a range of monitoring and research programmes which are separate from its core, mandatory activities. The monitoring and research programmes provide valuable information to support policy development and regulatory decision making.
120. It's important that research programmes focus on the areas of greatest information need within Marine Scotland. In committing resources to their delivery, there should be certainty that the information sought is not being funded by the Scottish Government through work undertaken by other public bodies or through grant funding to academic research organisations.
121. Opportunities remain for Marine Scotland Science to seek external funding for areas of marine research and this is particularly beneficial where there is a core need to build information and data in that research area.
122. As work continues to drive out potential areas of duplication and maximise approaches to joined up working, it is recommended that Marine Scotland review its significant assets and in particular its vessel capability. This will be best undertaken through collaboration with the wider rural affairs family across Scotland in which the capability of Scotland is considered as a whole.

Recommendation 4

Marine Scotland should adopt an integrated approach across its functions, when developing future plans and strategies. This strategic planning approach should be joined up with delivery partners across the public sector to ensure the best use of resources and assets.

Recommendation 5

Marine Scotland should review its significant assets and in particular its vessel capability in the context of Scotland's capability as a whole.

Recovering costs for services

123. Marine Scotland undertakes a wide range of advisory and activity support functions for users of the marine environment. The majority of this advice and activity support is provided free of charge. This can mean that different sectors do not pay the full cost of the services that they receive from Marine Scotland. As budgets continue to be constrained, Marine Scotland should consider how it could proportion its resources evenly across the different marine sectors and where it could potentially recoup costs for services.
124. The principle of charging for services is well established in the public sector and it helps to avoid unnecessary public expenditure.
125. Current practices in Marine Scotland are generally based on past practices within its predecessor organisations. Since its creation, there have been a number of growth areas for Marine Scotland and the demand for expert advice services is significant.
126. There are a range of services that Marine Scotland provides for which it could seek to recover its costs. For example licence applications, licence variation applications and inspections.
127. There may be additional service areas where this could be introduced and it is recommended that Marine Scotland identify where there could be the potential to increase its cost recovery for services.
128. The Scottish Public Finance Manual indicates that the standard approach to setting charges for public services is on the basis of full cost recovery therefore it is recommended that Marine Scotland review its existing charging arrangements to check that these are based on a full cost recovery model.

Recommendation 6

Marine Scotland should review its approach to reclaiming the costs of its services.

Scottish Government corporate services

129. As a Directorate of the Scottish Government, Marine Scotland uses the Scottish Government's corporate services to provide its HR, accommodation and IT services. The operational nature of Marine Scotland and its wide geographical spread across Scotland presents challenges to the delivery of these corporate services for a range of reasons.
130. Marine Scotland has staff based across twenty two offices, the majority of which are located in rural locations across Scotland. It is logistically more difficult to deliver corporate services for those offices based in remote and rural locations. Marine Scotland also has staff operating at sea on its vessels which presents a uniquely specialised working environment for the organisation.
131. It is important that work continues to improve the delivery of corporate services for Marine Scotland staff based outside of Edinburgh.

Recommendation 7

Marine Scotland should continue to seek the delivery of improved corporate services for its staff based outside of Edinburgh.

ANNEX A – SUMMARY AND ANALYSIS OF MARINE SCOTLAND BUDGETS & INCOME

1. The Marine Scotland and Fisheries allocation as set out in the Scottish Government budget for 2015/16 is £55.3m (includes resource, capital and EU income). This is illustrated in Table 4 and indicates that the Marine Scotland level 3 budget for 2015-16 is £47.9m. When direct capital and depreciation are accounted for, this leaves a resource budget of £41.6m.

Table 4 – Marine Scotland and Fisheries Budget

Level 3 Budget Description	2013-14 Budget £m	2014-15 Budget £m	2015-16 Budget £m
Marine Scotland	49	48.4	47.9
Fisheries Grants	10	15.2	15.2
Fisheries Harbour Grants	0.4	0.4	0.4
Less Retained Income/Capital receipts	-5.5	-8.2	-8.2
Total	53.9	55.8	55.3
Total Breakdown – DEL Resource	50.3	48.3	49.1
Total Breakdown – DEL Capital	3.6	7.5	6.2

2. Table 5 details how the top level budget of £55.3m is split across the range of Marine Scotland functions and corporate costs.

Table 5 – Marine Scotland Divisional Budgets

Compliance	Science	Marine Planning	PARF	Corporate	Fisheries	Total
£19,814,000	£12,907,850	£4,178,000	£9,569,950	£6,830,000	£2,014,200	£55,314,000

3. Marine Scotland currently owns and operates significant assets in its three marine protection vessels, two aircraft and two science survey vessels. As part of delivering efficiencies when Marine Scotland was created, the fishery protection vessel Norna was decommissioned and sold in 2010.
4. The five vessels currently owned by Marine Scotland are operated by Compliance staff. The aircraft are operated by external contractors under the management of Compliance staff.
5. The budget and 2014/15 spend for these assets are detailed in Table 6. This spend is built into the budgets indicated for Compliance and Science in Table 5.

Table 6 – Marine Scotland Vessels and Aircraft Budgets

Marine Scotland Asset	2014-15 Spend (£m)	2015-16 Budget (£m)
Aircraft	1.54	1.44
Compliance Vessels	9.1	9.62
Science Vessels	4.66	4.34

6. A simple analysis indicates that the budget allocated to the operation of compliance assets in 2015/16 is £11.06m, which represents 23% of the £47.9m Marine Scotland budget. These assets are used solely for marine protection activities by Marine Scotland, for which there is currently little opportunity for the recharge of costs. There is greater potential for the recharge of some costs by the Science vessels, where survey activities are undertaken as part of undertaking external contracts.
7. The vessels operate a 21 day patrol work pattern with 18- 36 hrs between each shift turnaround. This continues throughout the year. The only downtimes for the ships are during a refit period (2-3 weeks per year) and over the Christmas period. This operational pattern applies for both the compliance and scientific survey vessels. This would suggest that these assets are intensively utilised based on programmes of work for enforcement activities and scientific surveys.
8. The aircraft are managed under an external contract. The contract covers the maintenance and management of the aircraft and the crewing for the flights. Their operations are tasked fortnightly by Compliance in accordance with operational priorities. Both aircraft are specialised for surveillance activity with one aircraft modified to accommodate high definition survey equipment. Both are capable of undertaking search functions and aerial photography and current usage suggests that there could be additional capacity available. This raises the possibility of additional revenue for Marine Scotland being a possibility if the use of aircraft could be expanded for external use through chargeable activities.

Marine Licensing

9. Marine Scotland does seek to recover its costs from delivering a range of marine licensing activities. In April 2011, Marine Scotland set up a one-stop-shop for offshore wind, wave and tidal developers to obtain consents / licences for marine renewable developments in Scottish waters. These marine licensing activities include section 36 energy consents as well as aquaculture activities and marine dredging activities.
10. The Licensing Operations Team (LoT), which provides this service, is part of the Marine Planning and Policy Division and is based in Aberdeen alongside Marine Scotland's Marine Science function.
11. Table 7 provides a breakdown of the type and volume of different licence applications that this service delivers. Table 8 indicates the marine licensing activities for which Marine Scotland have recharged costs.

12. This is a very significant work area for Marine Scotland which is popular with stakeholders and requires considerable resource, expertise and knowledge in emerging technologies. Licence applications have grown steadily each year since the creation of this service and the specialist skills required in determining these applications are very attractive to the private sector. This makes it a challenging team to resource and retain.

Table 7 – Summary of Marine Licence Type issued by Marine Scotland

Licence Type	2010/11		2011/12		2012/13		2013/14		2014/15	
	New	Varied	New	Varied	New	Varied	New	Varied	New	Varied
Dredged Material Disposal	26	14	18	15	17	20	20	14	29	15
Construction	88	40	204	65	148	78	179	81	289	111
Fish Waste Disposal	1	0	0	2	0	0	0	0	0	0
Chemical/Tracer Disposal	29	41	0	54	1	47	0	2	0	0
Plough Dredging	0	0	5	0	2	1	1	0	4	0
Agitation Dredging	0	0	0	0	2	1	2	0	0	1
Marine Sediment Removal	0	0	15	6	5	3	4	0	3	0
Wellboat Discharge	0	0	79	11	57	200	63	132	58	7
Scientific Equipment Deployment	0	0	25	1	16	8	9	7	13	3
S36 (Electricity Act 1989)	3	0	3	0	8	0	3	0	2	1
TOTAL	147	95	349	154	256	358	281	236	398	138
Annual Licence Application Total	242		503		614		517		536	

Table 8 – Summary of Licence Costs Invoiced by Marine Scotland

Licence Type	2010/11	2011/12	2012/13	2013/14	2014/15
Construction	£72,170	£308,285	£554,964	£527,883	£533,205
Disposal	£70,445	£75,157	£53,463	£114,510	£260,726
Tracers	£3,730	£38,915	£29,092	£2,535	£12,375
S36	£11,000	£80,000	£266,360	£138,000	£16,000
Total	£157,345	£502,357	£903,879	£782,928	£822,306

Marine Scotland Science and Compliance Income

13. Marine Scotland Science can obtain income from a range of EU funded monitoring and data collection activities as well as from external commercial contracts. In 2014/15 this income totalled £3,064,366.
14. Marine Scotland Compliance can claim the reimbursement of certain enforcement costs from the EU. It also operates a Fishery Monitoring Centre on behalf of the whole of the UK, for which funding is available and it collects fines from fixed penalty notices issued to the fishing industry. In 2014/15 the EU refunds, UK funding and fixed penalty costs collectively amounted to £537,439.

Table 9– Marine Scotland Resource Budget 2015/16 Illustrated by Function

Function	Costs – Staff & Operations					Total
	Fisheries	Compliance	Science	PARF (Inc. Dir)	Marine Planning	
Fisheries	2,014,200	17,022,000	8,768,030			27,804,230
Aquaculture			2,772,191	952,333		3,724,524
Recreational Fisheries			1,664,712	602,950		2,267,662
Marine Planning			4,001,988		3,676,784	7,678,772
Licencing					1,301,216	1,301,216
Support			3,442,929	1,094,667		4,537,596
Total	2,014,200	17,022,000	20,649,850	2,649,950	4,978,000	47,314,000

15. Table 9 shows the divisional resource budgets split across Marine Scotland areas. These budgets include the budgets for the vessels and aircraft. The information is presented as cash spend and no account is taken of income or depreciation. The support costs include centralised Scottish Government costs for the provision of corporate services including IT, Marine Scotland Science overhead costs, and the costs associated with cross cutting Marine Scotland functions such as the Marine Analytical Unit and other support areas such as library services.
16. This table illustrates that when the different activities within Marine Scotland are amalgamated (policy, science and compliance activities), Marine Scotland allocates almost 60% of its available resources to sea fisheries related activities, including those around compliance.

ANNEX B - COMPARISON OF 2008-09 AND 2015-16 BUDGETS

1. A key driver for the creation of Marine Scotland was the delivery of budget efficiencies. This budget comparison considers budget elements immediately before Marine Scotland was created and the budget in current day terms.
2. Table 10 details the different budget elements of the Marine and Fisheries Budget in 2008-09 and Table 11 summarises the total budget and staff numbers for Marine Scotland in 2015-16. There were various adjustments made at the point of creating Marine Scotland, including a baseline transfer out to the core SG budget for corporate services (£4.5m) and some transfers in for a small number of staff that joined Marine Scotland from other Scottish Government areas. Table 12 details these.
3. Table 13 provides a comparison of the adjusted 2008-09 budget against the 2015-16 budget and Table 14 considers what the adjusted budget for 2008-09 is worth in 2015-16 terms, based on current UK Government GDP deflators.
4. The conclusion from this budget analysis is that in resource terms it costs £10.4m less in 2015-16 to deliver the functions of Marine Scotland compared to the adjusted cost of delivering the individual organisational elements in 2008-09.

Table 10 – Extract from 2008-09 Marine and Fisheries Budget

	2008-09 Staff	2008-09 Budget £m	2008-09 Resource £m	2008-09 Capital £m
Fisheries Research Services	369*	29.5	25.5	4.0
Scottish Fisheries Protection Agency	298	24.4	24.1	0.3
Aquaculture and Fresh Water Fisheries	39	0.4	0.4	
Sea Fisheries	29	0.7	0.7	
Food Industry Support		1.3	1.3	
Marine Management	30	7.0	7.0	
Total	765	63.3	59.0	4.3

* FRS staff number include vessel contract staff

Table 11 - Extract from 2015-16 Marine and Fisheries Budget

Level 3	2015-16 Staff	2015-16 Budget £m	2015-16 Resource £m	2015-16 Capital £m
Marine Scotland	673	47.9	47.1	0.8

Table 12 - Budget Adjustments on Total 2008-09 Budget

Description	Increase (£m)		Decrease (£m)	
	Resource	Capital	Resource	Capital
Food Industry Support Transfer Out			-1.3	
Baseline Transfer – Corporate Services			-4.5	-0.1
ICT Science Baseline Transfer			-0.5	
IFRS Depreciation Transfer	0.9			
Transfer in of Fish Farming Team	0.1			
Transfer of RPID IT staff	0.3			
Cost of Capital			-3.8	
Total	1.3		-10.1	-0.1

Table 13 – Adjusted Budget Comparison – Adjusted 2008-09 Budget v 2015-16 Budget

Level 3	2008-09 Resource £m (adjusted)	2015-16 Resource £m	2008-09 Capital £m (adjusted)	2015-16 Capital £m
Marine Scotland	50.2	47.1	4.2	0.8

Table 14 – Adjusted Budget Comparison – Real Terms Adjusted 2008-09 Budget v 2015-16 Budget

Level 3	2008-09 Resource £m (adjusted)	2008-09 £m (real terms*)	2015-16 Resource £m	2008-09 Capital £m (adjusted)	2008-09 £m (real terms*)	2015-16 Capital £m
Marine Scotland	50.2	57.5	47.1	4.2	4.8	0.8

* Budget adjusted by UK GDP Deflators at market prices - <https://www.gov.uk/government/statistics/gdp-deflators-at-market-prices-and-money-gdp-november-2015-the-autumn-statement>.

ANNEX C – SUMMARY OF PERFORMANCE ON MARINE SCOTLAND VISION & STRATEGIC PLAN 2010-2013

Marine Scotland Strategic Plan 2010 - 2013		Progress	
Integrated and streamlined approach for managing marine environment	Marine & Freshwater Management Roles and Relationships	Lead in establishing and implementing a framework to support achievement of marine vision and key outcomes.	Achieved
		Develop further relationships with regulatory, management and advisory bodies.	Achieved
		Consult and liaise with stakeholders through marine Strategy Forum and other sectoral / liaison groups.	Achieved
		Develop new and extended relationships with bodies and industries across the marine environment including shipping, tourism and recreational interests.	Achieved
		Work closely with SNH and SEPA to ensure complementarity of approach in freshwater fisheries and the EU Water Framework Directive.	Achieved - Joint sampling for WFD and close liaison maintained
	Development of Marine Planning Arrangements	Develop, consult and put in place the overall marine planning framework, a Scotland level marine plan and arrangements for Scottish Marine Regions.	Achieved - National Plan published March 2015. Regional arrangements ongoing.
		Develop tools and resources for developing marine plans and for making choices between different uses of marine space.	Ongoing commitment - Continue to develop pressure maps and modelling methodology.
		Participate in development of a UK Marine Policy Statement to ensure coherence across administrative boundaries.	Achieved
		- Work with UK Government, devolved administrations and EC member states to implement EU Marine Strategy Framework Directive.	Achieved - Part 1 of UK Marine Strategy published 2012, - Part 2 published 2014. - On science, active development of indicators for all descriptors of GES.

Supporting sustainable management and support for new and traditional key industries operating in marine environment	Marine Renewables and Offshore Wind Energy	- Continue engagement and work with colleagues, public sector organisations and external stakeholders.	Achieved - Attendance at many events and promotion of science developments.
	Sea Fisheries	- Ensure fisheries management issues are considered and integrated across range of MS functions and responsibilities eg in developing marine plans and inshore where most developments and activities take place.	Achieved - Fisheries sensitivity maps reviewed and updated.
		- Increase to 70% key commercial fish stocks at full reproductive capacity and harvested sustainably by 2015.	Ongoing commitment - Relevant data collated and reported. Review of KPI undertaken.
		- Ensure sea fisheries are managed sustainably to achieve maximum sustainable economic returns to Scotland.	Ongoing commitment - Cruises undertaken, samples collected, samples worked up, data collated, data crunched at working groups
		- Support and sustain Scottish fisheries dependent communities. Manage use of marine space and ensure balance between different interests.	Ongoing commitment - Socio-economic analysis developed and information reported.
	Aquaculture	- Ensure needs and interests of sector are considered and integrated into planning and managing use of marine space, with more efficient streamlined marine licensing and consent arrangements.	Achieved - Aquaculture included as a pressure, carrying capacity assessed.
		- Continue to work with aquaculture industry and other partners towards a sustainable, ambitious, thriving, competitive, profitable, diverse and growing industry.	Ongoing commitment - Ensuring disease free status through inspections and disease control measures.
		- Continue to lead on the development of the legislative, policy, science and strategy frameworks and measures to develop and manage Scottish aquaculture with appropriate monitoring and enforcement.	Ongoing commitment - Working closely with Policy and Industry to provide a fit for purpose health surveillance programme.

Supporting sustainable management and support for new and traditional key industries operating in marine environment	Freshwater Fisheries	<ul style="list-style-type: none"> - Have sustainably managed freshwater fish and fisheries resources for Scotland. 	Ongoing commitment - Aquaculture and Fisheries (Scotland) Act 2013 was the first step in wider reform process. Also on-going stock assessment and environmental monitoring.
		<ul style="list-style-type: none"> - Continue support for major stakeholder groups to develop and promote the implementation of the national policy framework. 	Achieved
		<ul style="list-style-type: none"> - Develop a new Marine Science Strategy for Scotland. 	Achieved - Scottish Marine Strategy developed for 2010-2015. Development of new strategy for 2016 onwards commencing now.
		<ul style="list-style-type: none"> - Direct scientific effort to help understanding and decision making in key areas including new areas of activity such as marine renewables and climate change, consideration of Marine Protected Areas and obligations under the Marine Strategy Framework Directive. 	Achieved - New Science Programmes created; resources moved to renewables and MPA science as well as MSFD - appointed an MSFD coordinator.
		<ul style="list-style-type: none"> - Improve data capture, storage and use. 	Achieved - Implemented a new Data policy, Quality Policy and IT Policy - integrated into one - 'Enabling our Business.
		<ul style="list-style-type: none"> - Increase effort on socio-economic issues. 	Achieved - Increased support for educational programmes. Implemented a new Data Policy, Quality Policy and IT Policy - integrated into one - 'Enabling our Business.
		<ul style="list-style-type: none"> - Make science and data available at regional level. 	Achieved - Regions being specified, include CP2 Region e.g. as output from MERMAN for contaminants.

Build on and develop existing functions and capabilities	Enhancing science and evidence base	- Continue evidence gathering and provision of advice on existing marine management activities.	Achieved - Revising long-term mentoring programmes, IBTS surveys, introducing new parameters (e.g. for marine litter and ocean acidification, sound energy)
	Integrating and streamlining licensing and consenting arrangements	- Link marine licensing and consent decisions to strategic and policy aims and priorities.	Achieved - Licence decisions mapped against NMP
		- Develop and implement better integrated, streamlined and user friendly licensing and consenting arrangements, including arrangements with other bodies with marine regulatory responsibilities eg SEPA.	Achieved - MSS advice in relation to licences more focused.
		- Look at scope for further streamlining and a single point of entry/contact for applicants.	Ongoing commitment - Replacement consents management system might offer additional opportunities with possible public facing portal.
	Developing cross cutting approach to marine nature conservation	- Develop and implement a 3-pillar based strategy to marine nature conservation, covering marine species, sites and wider seas measures.	Achieved - MS Science worked with SNH on PMFs etc.
		- Complete Scottish network of marine Natura sites.	Achieved - SACs added in inshore and offshore waters
		- Implement new, extended powers under the Marine (Scotland) Act 2010 for designation, management and monitoring/ enforcement of Marine Protected Areas (MPAs) and for seal conservation (kill licence requirements and conservation areas).	Achieved - 30 MPAs designated in 2014, management being progressed 2015 and 2016. Seal conservation areas, haul outs, and licensing arrangements all implemented
	Develop more integrated compliance monitoring and enforcement arrangements	- Develop compliance monitoring and enforcement approach and capabilities to reflect more integrated approach to marine management, to address risks and ensure use of assets and technology gives value for money.	Ongoing commitment
		- Integrate and rationalise compliance monitoring and enforcement activity in light of expanding responsibilities under marine legislation. To include development and use of existing and new technology and increasing staff awareness.	Ongoing commitment
		- Pursue scope for complementary approaches and activity with other regulatory bodies, to ensure cohesion across administrative, geographical and responsibility boundaries.	Ongoing commitment

<p>Develop organisational capabilities to support effective and efficient delivery</p>	<p>Continue integration of functions and resources to provide efficiencies, develop new approaches and facilitate future developments.</p>	<p>- Develop relationships and engage with strategic partners and external stakeholders.</p>	<p>Achieved</p>
		<p>- Prioritise availability of resources, systems and skills to integrate and deliver new functions under the Marine (Scotland) Act 2010, the EU Marine Strategy Framework Directive and devolved responsibilities arising from the Marine and Coastal Access Act 2009.</p>	<p>Achieved - : Revised structure such that one programme has a very strong focus on MSFD.</p>
		<p>- Marine planning, enhanced nature conservation arrangements and better integrated licensing, consenting and compliance activity.</p>	<p>Achieved - NMP and MPA network requirements integrated into decision making</p>
		<p>- Develop skills, knowledge and experience of staff.</p>	<p>Achieved - Provided staff with development opportunities; assessed outputs etc.</p>
		<p>- Develop appropriate IT and other integrated business support systems.</p>	<p>Ongoing commitment - Working with ISIS and MS IT to deliver a fit for purpose science IT platform.</p>
		<p>- Put in place a performance management framework to identify and report on progress towards key targets and objectives.</p>	<p>Achieved - Report presented to MS Board. Science Advisory Board developed to assess MS Science.</p>

ANNEX D – SUMMARY OF PERFORMANCE ON MARINE SCOTLAND STRATEGIC FRAMEWORK 2013-2016

Marine Scotland Strategic Framework 2013-2016		Progress
<p align="center">A healthy and sustainable marine environment where key components of the marine eco-system structure are protected.</p>	<p>Development and implementation of the National Marine Plan, establishment of Scottish Marine Regions and regional plans.</p>	<p>Achieved - Marine Plan published 2015. Scottish Regions established 2015. Regional planning ongoing. Science input to regions provided.</p>
	<p>Ensure Good Environmental Status in our seas through implementation of the EU Marine Strategy Framework</p>	<p>Ongoing commitment - Metrics and indicators continue to be developed and tested.</p>
	<p>Develop an ecologically coherent network of Marine Protected Areas.</p>	<p>Achieved - Building on MPA designation in 2014, management measures progressing 2015 and 2016.</p>
<p align="center">Sustainable development of a successful marine renewables energy industry in Scotland</p>	<p>Facilitate development of wave, tidal and wind energy sectors in a planned and sustainable manner.</p>	<p>Achieved - Undertaken new research and monitoring, commissioned new research, processed data and provided scientifically-based advice.</p>
	<p>Ensure efficient licensing processes to help facilitate sustainable green energy development within Scottish waters.</p>	<p>Achieved - Consultee events to seek feedback on process and procedures</p>
	<p>Ensure effective collaboration with all stakeholders to ensure a successful and sustainable future for the industry.</p>	<p>Achieved - Combination of consultee events and taking part in local consultation events</p>
<p align="center">Sustainable, profitable and well managed fisheries, and fish processing industries in Scotland</p>	<p>Implementation of Common Fisheries Policy Reform (CFP).</p>	<p>Ongoing commitment - Relevant science provided to inform discussions.</p>
	<p>Implementation of new Inshore Fisheries Strategy.</p>	<p>Ongoing</p>
	<p>Maximise socio economic value flowing from Scotland's fishing opportunities consistent with maintaining a healthy environment.</p>	<p>Ongoing commitment - MAU continues to develop metrics and publish information.</p>

Sustainable, profitable, well managed aquaculture industry in Scotland	Maximise socio-economic value flowing from Scotland's sustainably growing aquaculture industry.	Ongoing commitment - MAU continues to develop metrics and publish information.
	Implement Aquaculture and Fisheries (Scotland) Act 2013	Ongoing
	Contribute to European Blue Growth agenda through the implementation of Aquaculture CFP Reform.	Achieved - Implementation through Scottish 2020 aquaculture growth targets.
Sustainably managed salmon and recreational fisheries	Maximise socio-economic value from Scotland's salmon and recreational fisheries, whilst protecting and enhancing stocks.	Ongoing - Work is advanced to develop a system to licence the killing of salmon for 2016 season. Important measure to protect stocks. MAU continue to develop metrics and publish information.
	Implement Aquaculture and Fisheries (Scotland) Act 2013	Achieved.
	Develop a management framework for salmon and freshwater fisheries fit for purpose for 21st century.	Achieved - Independent Review of Wild Fisheries reported in October 2014. Consultation (May-August 2015) on high-level principles and recommendations. Currently working to develop legislative provisions for further consultation in 2016. Science input provided and action continuing- Conservation limits, improved fish stock analysis.
All activities	Underpinned by a sound evidence base and effective compliance and enforcement arrangements	Ongoing commitment - Continued further restructuring, Senior Staff development plan; more focussed outputs.



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