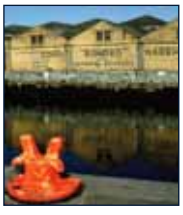
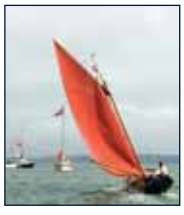
Cork Harbour

Integrated Management Strategy

May 2008





COREPOINT PROJECT PARTNERS

Coastal and Marine Resources Centre

Cork County Council

STRATEGIC ADVISORY GROUP

Cobh and Harbour Chamber

Cork City Council

Cork County Development Board

Cork Docklands

Department of Agriculture, Fisheries and Food

Department of Environment, Heritage and Local Government

East Cork Area Development

Environmental Protection Agency

Fáilte Ireland

Irish Naval Service

National Maritime College of Ireland

Port of Cork

South Western River Basin District

University College Cork

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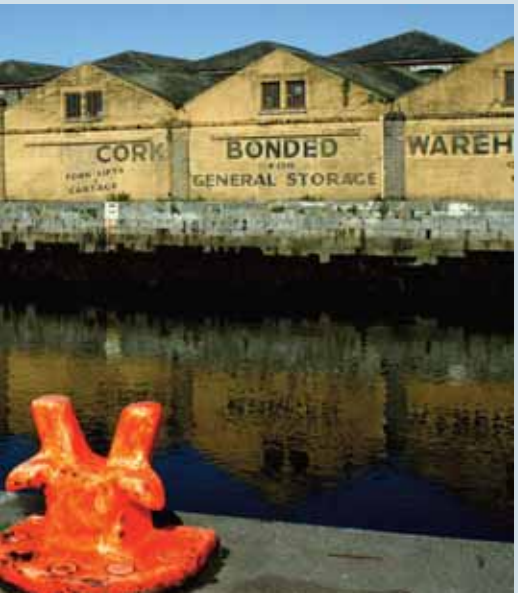
EXECUTIVE SUMMARY

The aim of the Strategy is: to bring all those involved in the development, management and use of Cork Harbour together in a framework which encourages the integration of their interests and responsibilities to achieve common objectives in a sustainable manner.



The current fragmented approach to planning and management means that the full potential of Cork Harbour as a distinct and unique geographical unit is not being realised. An Integrated Coastal Zone Management (ICZM) approach can facilitate a move towards sustainable development, involving economic, social and environmental interests across all levels of decision-making. The added value of implementing an ICZM approach in Cork Harbour includes:

- Better communication between different stakeholder groups;
- A framework for taking a holistic view of the Harbour, from the Docklands in the city centre to the Harbour entrance at Roches Point.

This Strategy document outlines how such an approach might be pursued.

The process that underpinned the development of this Strategy involved:

- Facilitation by the Interreg IIIB COREPOINT project partners;
- Widespread consultation with stakeholders in the Cork Harbour Forum;
- The organisation of two stakeholder workshops;
- Consultation with the Strategic Advisory Group, involving organisations with statutory responsibilities within the Harbour.

The aim of the Strategy is to bring all those involved in the development, management and use of Cork Harbour together in a framework which encourages the integration of their interests and responsibilities to achieve common objectives in a sustainable manner.

This aim will be achieved by the realisation of the following objectives:

1. To develop a policy framework to facilitate integration for planning and management of Cork Harbour;
2. To protect and promote the unique natural environment of the Harbour;
3. To protect the social and cultural assets of the Harbour to maintain / protect the unique identity of the area;
4. To promote the economic development of the Harbour in line with the principles of sustainable development;
5. To promote and develop the Harbour as a facility for water based sport and leisure activity.

This Strategy is based on a voluntary partnership between key statutory agencies and local stakeholders that will focus attention on the Harbour as a whole, and deliver a set of agreed actions to enhance the future management of the coastal zone. Although the Strategy is a non-statutory one, it aims to bring about a new approach to coastal management in Cork Harbour by focusing the attention on the regulatory duties and powers of the statutory agencies to deliver their goals.

The Strategy will be implemented through two key mechanisms:

- Partnership (i.e. identification of objectives that can be facilitated by collaborative action in the short, medium and long-term).
- The integration of objectives into statutory planning documents and into the strategic policies of relevant organisations.

The development of an Action Plan for 2008 to 2011, based on priorities identified from this Strategy document, will form the next step in the implementation process. Implementation of the Action Plan will be enabled by the Interreg IVB project, Innovative Management for Europe's Changing Coastal Resource (IMCORE), which will run over the corresponding period.

SECTION 1
INTRODUCTION

1.1 Background

This Strategy was developed through the Coastal Research and Policy Integration (COREPOINT) project, funded by the EU Interreg IIIB Programme, which ran from November 2004 to April 2008.

The aim of COREPOINT was to implement best practice in coastal management across North West Europe. Cork Harbour and Donegal Beaches were the Irish case study areas.

The local COREPOINT partners - the Coastal and Marine Resources Centre (CMRC), University College Cork and the Planning Policy Unit (PPU), Cork County Council focused their efforts on Cork Harbour.

The COREPOINT project provided funding for local actions including research into marine recreational activities, the development of a harbour wide Geographic Information System (GIS) and the development of a forum to encourage a proactive approach to Harbour management. Further information is available at http://corepoint.ucc.ie.

1.2 The Need for Integrated Coastal Zone Management (ICZM)

The coast provides access to important natural resources which support significant economic sectors such as fisheries, shipping and tourism. However, human activities (e.g. urbanisation, waste disposal and habitat depletion) and climate change (e.g. increased storminess and flooding) are placing the coastline under increased pressure. Furthermore, conflict arises from demands for coastal space and resources from competing interest groups.

Dealing with these issues can be challenging, especially where planning and regulation are not fully integrated between land and sea and/or between different sectors of activity.

Integrated Coastal Zone Management (ICZM) aims to address these issues by promoting better integration between the different policies that have an effect on the coast. This is achieved by bringing together the relevant stakeholders to inform, support and implement a 'joined up' approach to management.

1.3 The Principles of ICZM

For effective ICZM, management approaches should:

- **Think ahead –** by thinking beyond traditional planning timeframes, to plan for long-term issues such as climate change.
- **Try to see the bigger picture** – by taking both the land and marine dimensions of the coastal zone into consideration in planning and management.
- **Be flexible and adaptable** – by taking a 'learning by doing' approach to management.
- **Work with nature rather than against it** – by recognising the limitations of the coastal systems for assimilating pollution and the negative impacts of development and human activity.
- **Use a combination of tools** - by using techniques such as awareness raising, technology, legal and policy instruments to achieve management objectives.
- **Get everyone involved** – by including all relevant statutory bodies and other stakeholders in the decision-making process to harness local solutions to local problems.

"Because of the importance of Cork Harbour to the economic, leisure, amenity, marine transport and heritage role of the county, it is appropriate to promote the idea of managing the area in line with the best principles of Coastal Zone Management that have developed over recent years throughout Europe".

(Cork County Council 2003:164).

1.4 An Integrated Management Strategy for Cork Harbour

The current fragmented approach to planning and management (see Section 3) means that the full potential of Cork Harbour as a distinct and unique geographical unit is not being realised.

An integrated, proactive approach to the management of the Harbour should provide an opportunity to address this issue. ICZM can facilitate a move towards sustainable development, involving economic, social and environmental interests across all levels of decision-making.

The added value of implementing an ICZM approach in Cork Harbour includes:

- Better communication between different stakeholder groups.
- A framework for taking a holistic view of the Harbour, from the Docklands in the city centre to the Harbour entrance at Roches Point.

This document outlines how such an approach might be pursued.

1.5 Aim and Approach to the Strategy Document

The aim of this Strategy document is to set the context for **ICZM in Cork Harbour and to present a Strategy, from which a detailed implementation plan can be developed.**

Context is provided in Sections 2 and 3. Section 2 describes the ecological, social and economic assets of the Harbour. Section 3 outlines the current approaches to management in Cork Harbour.

The process behind the development of the Integrated Management Strategy is described in Section 4. This section also summaries the key issues of concern to stakeholders within the Harbour. Finally, the Strategy itself, as agreed by the stakeholders involved in the process, is contained in Section 5.

2.1 Ecological Profile

Cork Harbour is a **sheltered coastal environment**, with a **diverse natural heritage** that accommodates a range of activities and uses.

The topography of the landscape is gently undulating, with a **mixed coastline** consisting of built infrastructure, shallow cliffs, intertidal mudflats, reed beds, shingle and rocky foreshores. The western extent of the Harbour is characterised by **estuarine** influences where the River Lee discharges to the complex estuary zone.

The navigation channel in the Harbour is maintained at a depth of 11m for shipping and maritime transport.

Cork Harbour is of major international importance for **waders** (20,000) and **wildfowl** (5,000), particularly winter migrants, which are supported by its extensive mudflat areas around Lough Mahon, the Douglas Estuary and the North Channel, Lough Beg, Saleen, Rostellan and Whitegate. As a consequence, Cork Harbour is designated as both a **Ramsar wetland site of international importance** and a **Special Protection Area for birds**.

Other designations within the Harbour protect important habitats of salt marsh, reedbed and intertidal mudflat. They include **candidate Special Areas of Conservation** (Great Island Channel) and proposed **Natural Heritage Areas** (Douglas Estuary, Great Island Channel, Lough Beg, Rostellan Lough/Aghada Shore/Poulnabibe inlet, Whitegate Bay, Cuskinny Marsh).

The River Lee is also designated as a salmonid river under the EC Directive on the quality of fresh waters needing protection or improvement in order to support fish life. This provides an obligation to maintain specific water quality standards and to control pollution in this area.

Protected fauna occasionally seen in the Harbour include the otter *(Lutra lutra)*, the grey seal *(Halichoerus grypus)* and the common seal *(Phoca vitulina)*. Cetaceans such as common dolphins *(Delphinus delphina*) and bottlenose dolphins *(Tursiops truncatus)* are also regular visitors to the Harbour. In summer 2001, the arrival of a pod of three Orca whales *(Orcinus orca)* in Cork Harbour attracted attention from local spectators and national media.

The main **fishing** activities within the harbour are potting for shrimp, crab and lobster and to a lesser extent small boat trawling for flounder, plaice and codling. A short season for pelagic trawling for sprat is carried out in winter. The Harbour waters supply important spawning and nursery areas for sea fish species.

Cork Harbour has been described as a "thriving mixed coastal zone in a distinctive landscape setting". Most of the landscapes within Cork Harbour contain a coastal element and there exists an obvious **inter-visibility between land and sea components**. Landscape characteristics include cliff coastlines with open and expansive sea views at the Harbour mouth, to rocky or muddy shores backed by urban industrial settings further inshore.

While contemporary use of large tracts of the Harbour is marked by concentrations of urban populations, and chemical and pharmaceutical industries, much of the coast remains unspoilt and characterised by rural agricultural land-use or protected habitats, with reduced influences from human activities.

Figure 1. Aerial photograph of Cork Harbour and its environs showing the distribution of settlements and mixed land-use composition. Copyright © Cork County Council 2005 - all rights reserved - Includes Ordnance Survey Ireland data reproduced under Osi - Licence number 2003/07CCMA/Cork County Council - Unauthorised reproduction infringes Ordnance Survey Ireland and Government of Ireland copyright - © Ordnance Survey Ireland, 2004.

2.2 Socio-Economic Profile

2.2.1 Social context

Cork Harbour influences, and is influenced by, the lives of the people of Cork City and its surrounding towns and villages such as Blackrock, Monkstown, Passage West, Crosshaven, Ringaskiddy, Cobh and Aghada.

The Harbour area is characterised by a strong concentration of development, where increasing **economic prosperity and population growth** have occurred over the past decade. Projected **rises in population** for the Greater Cork Area will continue to have repercussions for urban areas around the Harbour, which are in prime locations relative to Cork City.

Harbour towns are generally well connected by **road** (e.g. the N25 on the north side of the Harbour, and the N28 on the south side of the Harbour) and a **rail service** connects Cork to Cobh. Proposals to initiate a **water taxi** service to link the Lower Harbour with the City Centre by 2010 will further improve access.

The Greater Cork Area is designated as a national **Gateway** under the Irish National Spatial Strategy, based on the strategic importance of the City and the Harbour area, including the **Port of Cork**.

Quality of life for residents living around the Harbour is enhanced by opportunities for **employment in coastal sectors** such as shipping, marine services, petro-chemicals, power generation and marine recreation. The Harbour itself provides a **natural public amenity**. Natural assets enjoyed by local communities include an attractive coastline and a rich maritime heritage.

Cork Harbour also represents a Centre of Excellence in maritime research, training and education. The **Maritime Campus of Ireland** brings together scientists, engineers and technologists, and represents collaboration between experts in University College Cork and the National Maritime College of Ireland (NMCI), including the Cork Institute of Technology and the Irish Naval Service.

A concentration of research and development activities relating to the maritime sector will be located in Ringaskiddy, where state of the art facilities of a world class nature exist in the NMCI and where the National Ocean Energy test facility is to be relocated.

Cork Harbour is steeped in **maritime heritage**. The Lower Harbour is strongly influenced by **naval heritage**. **Military fortifications** include the impressive forts which mark the entrance to the Harbour; Camden Fort (renamed Fort Meagher, 1938) and Carlisle Fort (renamed Fort Davis, 1938). Other fortifications include installations on Spike Island, Rocky Island and Fort Templebreedy. There are also five Martello Towers, dating to the Napoleanic era located in the Harbour.

Cork Harbour continues to be influenced by naval activities; Haulbowline Island has been the headquarters of the **Irish Naval Service** since the withdrawal of the British Royal Navy in 1938.

The heritage town of **Cobh**, formally known as Queenstown, is intertwined with the ***Titanic***, the ***Lusitania*** and **emigration**. Cobh overlooks **Spike Island**, which is steeped in history influenced by its strategic location within the Harbour.

Historic records for Spike Island date back to the 7th century, when a monastic settlement was located there. At one stage, convicts were held on the Island prior to deportation to Van Diemans Land. Since the closure of the contemporary prison on Spike Island in 2005, local campaigners have been lobbying for access to, and redevelopment of, the island as a tourism and heritage destination.

The development of marine tourism and recreation activities in Cork Harbour is dependent on maintaining good environmental quality standards. **Water quality** in the Upper Harbour has been improved by the engineering works conducted under the **Cork Main Drainage Scheme**, which included the implementation of an integrated **sewage treatment facility at Carrigrennan**. Plans are currently underway to improve sewage facilities in the lower part of the Harbour.

European Directives such as the **Water Framework Directive** and the **Urban Wastewater Treatment Directive** stipulate management approaches that have to be applied to maintain 'good' water quality status. **Conservation areas** are monitored by the National Parks and Wildlife Service (NPWS), while the Environmental Protection Agency (EPA) has a remit to regulate **discharges from industrial activities** around the Harbour. The proposed Indaver waste **incinerator** for the Ringaskiddy area is a particularly contentious environmental issue within the Harbour at the time of writing.

Fortunately, there have been no major environmental incidents in Cork Harbour in recent years. An oil spillage in the Lower Harbour in 1997 had minimum environmental consequences due to the scale of the incident and favourable weather conditions for dispersal at the time. Previously contaminated **brownfield sites**, such as the former Irish Steel (ISPAT) site on Haulbowline Island, are currently undergoing **remediation**.

Flooding is a significant issue in Cork Harbour. Flooding has negative social and economic implications, especially for residents and business owners in vulnerable areas of the City Centre, where the problem is intensified during certain environmental conditions. The Office of Public Works have commissioned a review of **flood management options** for Cork Harbour, including the potential for a flood **barrage** to prevent against extreme conditions that may arise in light of future **climate change**.

Decision-makers are faced with the need to develop **adaptive management** techniques for these types of scenarios.

2.2.2 Industry Context

The industrial profile of the Harbour has changed over the last century, although an enduring characteristic has been the development of industries that have a dependency on this prime coastal location. **Ship building and heavy manufacturing activities have declined** with the closure of the Verome Dockyard and Irish Fertiliser Industries in Cobh and Irish Steel on Haulbowline Island.

These brownfield sites are earmarked for future re-development. The opportunities presented through the redevelopment of Haulbowline Island in the centre of Cork Harbour are of strategic significance in the context of this Strategy and it will be important that they complement and enhance the sustainability of the regeneration of the Lower Harbour.

Despite its sheltered location, the **role of Cork as a commercial fisheries harbour has also declined**. However, significant tonnages of herring continue to be landed by pelagic boats into Ringaskiddy pier during the autumn/ winter fishery.

While a limited number of pelagic vessels operate from Cork Harbour, it is an important hub for **deep sea angling activities**. Angling boats operate primarily from Crosshaven and Passage West and target the **fishing grounds within and adjacent to the harbour**. Fish catches within the Harbour itself are limited to small scale activities (see Section 2.1).

Commercial drift-net fishing for salmon in the Harbour was banned in 2006 and has impacted on the livelihoods of local salmon fishermen. However, draft-netting for salmon is permitted within the Harbour, and salmon catches have improved following the drift-net ban.

Since the 1970s Cork Harbour has emerged as the primary national location for **pharmaceutical companies**. Today, Cork Harbour represents one of the largest concentrations of pharmaceutical industries in the world. These facilities are concentrated mainly in the Ringaskiddy area with excellent port infrastructure and access to the national road network, which is important as these multinational pharmaceutical companies are critically dependent on the efficient movement of goods in and out of the country.

The physical geography of the Harbour on the south coast of Ireland provides a strategic location for the Port of Cork situated in close proximity to the main shipping line to northern Europe. The **Port of Cork**, the second most important port in the Republic of Ireland, provides a significant economic contribution to the southern half of the country; the Port handled 10.3 million tonnes of traffic in 2006.

Port operations are distributed throughout the Harbour, from a city centre location to the ferry terminal at Ringaskiddy. The container terminal upstream in Tivoli has reached its carrying capacity, resulting in the need for a **new container terminal**. Following a site selection process, plans to relocate the container port to a new deep water facility at the Oyster Bank in Ringaskiddy are currently going through the statutory planning process.

The **Docklands Development Strategy** in the City Centre will also impact on port operations in that area if plans for non-port related water front activities are successful. The Docklands Development Strategy will have positive repercussions for the Harbour which could be optimised through an integrated approach to planning for the Harbour as a whole. To facilitate docklands regeneration there will be a requirement to provide replacement commercial port facilities in the Lower Harbour to cater for the trades which will be displaced from the City.

More recently, Cork Harbour has become a primary destination for **cruise liners**, which berth in the heritage town of Cobh. Cruise liner facilities at Cobh and Ringaskiddy have been upgraded by the Port of Cork and, unique amongst Irish ports, can now accommodate vessels up to 340m in overall length. In 2008, 52 vessels are scheduled to avail of the Port of Cork facilities in Cork Harbour. The regional economic contribution of these vessels amounted to approximately €28 million, supporting the equivalent of 204 full time jobs.

The Harbour also contains Ireland's only **oil refinery situated at Whitegate**. The presence of the **Kinsale and Seven Head gas fields**, offshore from Cork Harbour, has resulted in the location of many exploration companies in the Harbour over the last 30 years, including Conocco Philips, Shell and Marathon.

Because of the geographic scope and sheltered nature of Cork Harbour it has a long tradition of **recreational boating**, including sailing, fishing and power boating. The Harbour has developed a world class reputation for **sailing**. Cork Week, which is held bi-annually in Crosshaven, generates significant revenue for the local economy and is one of the most popular sailing regattas in European waters. The Ocean to City rowing race runs on an annual basis from Crosshaven to the City quays; the race is open to traditional and non-traditional craft.

There has been a significant growth in the number of recreational boats located in the Harbour, which places demands on space for **moorings and marinas** in popular locations such as Crosshaven and Monkstown. Current demand for marina berths exceeds supply. Applications for planning permission for marina developments within the harbour include: Passage West (200 berth); Monkstown (80 berth); Cobh (120 berth) and Haulbowline (200 berth).

The **coastal scenery** around the Harbour provides scope for many other **coastal recreational activities** such as walking and golfing. A comprehensive review of all of the marine recreation activities and supporting infrastructure within Cork Harbour, was undertaken as part of the COREPOINT project, including activities such as marine heritage trails and rowing. The review concluded that Cork Harbour offers significant potential for further development of the **marine recreation sector as an important source of revenue** for the local economy.

3.1 Who's who: Stakeholders and their Functions

The following section outlines the key national (Table 1) and sub national (Table 2) stakeholders with management responsibilities in Cork Harbour. The hierarchy of statutory organisations with a coastal remit is shown in Figure 2. The relationships between those organisations operating at national, regional and local levels are depicted.

In general, the organisational approach to the management of Cork Harbour is characterised by a sectoral approach, where a strong land/marine divide prevails.

3.1.1 National Stakeholders

The key government departments[1] with coastal functions, which influence the decision making process in Cork Harbour are contained in Table 1.

Table 1. Key Government Departments with statutory functions in relation to coastal planning and management.

Department	Key Coastal / Marine Functions
Agriculture, Fisheries and Food	Fisheries and Marine Infrastructure: responsibility for sea fisheries; aquaculture; coastal protection; marine research; marine engineering; pier and harbour development for all piers and harbours (with the exception of commercial and island harbours). Licensing: tasked with responsibility for all aquaculture licensing and foreshore licensing (except energy, aggregate and mineral extraction and commercial harbours).
Environment, Heritage and Local Government	Environmental Protection: meeting international and European commitments on environmental issues; licensing of mineral extraction projects on the foreshore under national legislation. Heritage: remit extends to cover built and natural aspects of heritage, including archaeological functions. Development: implementation of the national spatial planning system (which generally ends at the mean high water mark) incorporating protection of the natural and built environment and promoting the efficient use of land and infrastructure.
Transport and the Marine	Maritime Affairs: regulating and enforcing maritime safety and security standards; safeguarding the maritime environment; ports and shipping policy (including foreshore licensing of commercial harbours).

[1] It should be noted that the Departmental transfer of function(s) process, following the last General Election, has not yet been fully finalised, therefore the Department of Communications, Energy and Natural Resources may yet retain some aspect of foreshore planning and administration.

3.1.2 Regional and Local Stakeholders

Table 2 outlines the key functions of regional and local stakeholder organisations, while Figure 2 demonstrates the relationships between national and local level statutory organisations which influence coastal planning and management activities.

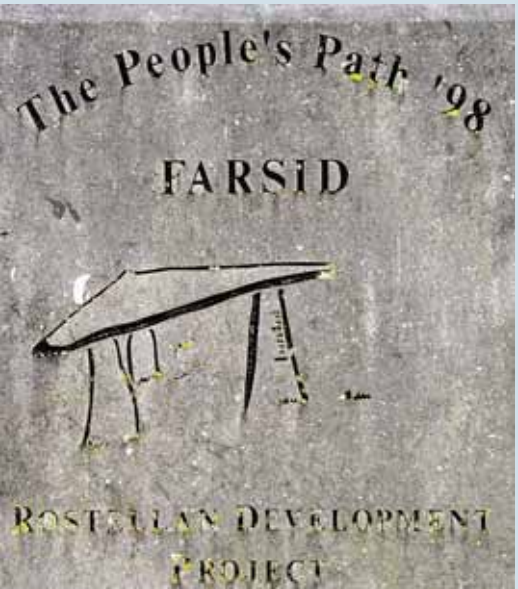
In addition to statutory bodies, **Non Governmental Organisations (NGOs)** play an important role in influencing policy, conservation and development within Cork Harbour. National level NGOs, such as Birdwatch Ireland or Coastwatch, may engage in decisions relating to planning issues such as the proposed Indaver incinerator in Ringaskiddy. At the more local level, the Cork Harbour Alliance for a Safe Environment, (CHASE), members are particularly active on this issue. Other examples of lobby groups include the Spike Island Heritage Committee, engaged in lobbying for the development of Spike Island as a heritage attraction and the Ringaskiddy Residents Association, concerned with incinerator and port development proposals which may impact on their community.

Table 2. Key functions of regional and local stakeholder organisations (not listed in any rank order) with a coastal remit, and their relevance to Cork Harbour.

Organisation	Key Functions	Cork Harbour
Cork County Council http://www.corkcoco.ie	Manages the delivery of local government services in the County of Cork including housing, roads and transportation, water and waste water services, planning and development, environmental protection, community development, recreation and amenity, agriculture, health and welfare services.	The County Council is a major stakeholder with responsibility for land-use planning around Cork Harbour.
Cork City Council http://www.corkcity.ie	Administers local governance, proper planning and sustainable development of the city area through provision of local government services (e.g. planning; waste management; water and road services).	The redevelopment of the city docklands, which will have a significant impact on the Harbour, is managed through a directorate of the City Council.
South Western River Basin District http://www.swrbd.ie	Multi-partner group comprising public and private bodies tasked with managing the South Western River Basin District (SWRBD) and producing River Basin Management Plans (RBMPs) and Programme of Measures (POMs) for the SWRBD.	The waters and catchment area of Cork Harbour fall within the South Western River Basin District.
Cork County Development Board http://www.cdbcorkco.ie	The Board, which is drawn from local government, social partners, state agencies and local development groups under the aegis of the County Council, is tasked with developing and implementing a strategy for integrating the economic, social and cultural development of Cork County.	The County Development Board supports interagency work within the Harbour, as developed within its key priority projects; examples include the current development of the tourism potential of Spike Island.

Organisation	Key Functions	Cork Harbour
National Parks and Wildlife Service http://www.npws.ie	Part of the Department of the Environment Heritage and Local Government, the Service is charged with the conservation of a range of habitats and species in Ireland. This includes the designation and protection of sites such as Natural Heritage Areas (NHAs), Special Areas of Conservation (SACs) and Special Protection Areas (SPAs).	Areas of Cork Harbour are ecologically important and designated as SACs, SPAs and NHAs.
Fáilte Ireland http://www.failteireland.ie	The National Tourism Development Authority for Ireland whose role is to guide and promote tourism as a leading indigenous component of the Irish economy.	As part of the implementation of the Tourism Development Plan for the South West region (2008-2010), Fáilte Ireland intends to capitalise upon Cork Harbour's assets for the purposes of tourism development.
Environmental Protection Agency http://www.epa.ie	The EPA has a wide range of statutory duties and powers including responsibility for licensing, enforcement, monitoring and assessment activities associated with environmental protection.	The EPA licenses and monitors the activities of industrial facilities in Cork Harbour.
Port of Cork Company http://www.portofcork.ie	The Port of Cork, under the authority of Port of Cork Company, is the key seaport in the south of Ireland.	The Port plays a significant role in the facilitation of trade and economic activity in the region and in the management of Cork Harbour – including navigation, leisure, access, maritime safety and recreation.
South West Regional Authority http://www.swra.ie	The South West Regional Authority (SWRA) is a statutory public body with responsibility for strategic planning in the southwest region.	The Authority is responsible for regional planning relevant to Cork Harbour.
Irish Naval Service http://www.military.ie/naval/	The Naval Service is the State's principal seagoing agency with a general responsibility to meet contingent and actual maritime defence requirements.	National headquarters in Cork Harbour. Naval personnel and vessels (eight) regularly use the Harbour's waters to commute on/off the island base, for training purposes, and at the beginning/completion of patrols.

Organisation	Key Functions	Cork Harbour
East Cork Area Development Ltd. http://www.eastcork.com	East Cork Area Development Ltd (ECAD) is a local and rural development company operating in the East and South Cork area, including the geographic area surrounding Cork Harbour.	ECAD's remit extends to include the environs of Cork Harbour.
Industrial Development Agency http://www.idaireland.com	IDA Ireland is a state sponsored agency, which reports to the Department of Enterprise, Trade and Employment. The Agency has responsibility for securing new investment from overseas in manufacturing and internationally traded services sectors. It also encourages existing investors to expand and develop their businesses.	Over the last 30 years, IDA Ireland has used its development land bank in the Ringaskiddy area to concentrate pharmaceutical and biopharma developments of strategic importance to Cork and Ireland.



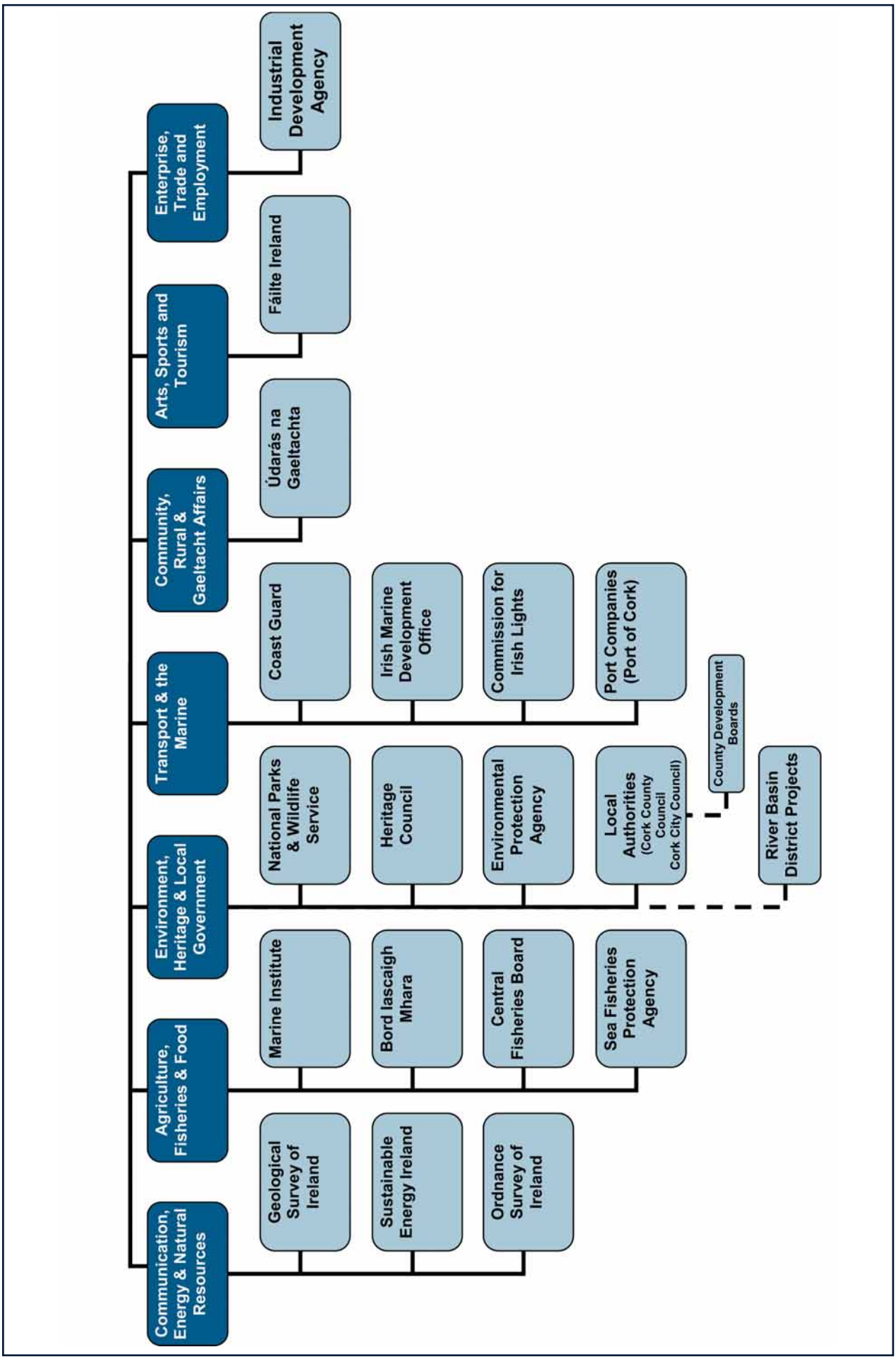


Figure 2. Hierarchy of key statutory organisations which influence coastal planning and management at central, regional and local government levels.

3.2 Policy and Legislative Framework

3.2.1. EU Policy

A complex range of legislation and policy influences the management approaches directed towards Cork Harbour by the organisations described in Section 3.1, for example:

The **EC Recommendation on Integrated Coastal Zone Management** urges Member States to formulate national ICZM strategies. A national ICZM strategy has yet to be formulated for Ireland. Consequently, the 'bottom up' approach to delivering ICZM for Cork Harbour is being progressed in a national policy vacuum. As a result, lessons learned from the Cork Harbour experience may be used to influence future developments in this area.

The **EU Maritime Policy** points to the need for an effective regulatory framework for the maritime environment and to promote the maritime economy of Europe. It also advocates the need for Member States to develop local ICZM and Marine Spatial Planning strategies at appropriate spatial scales.

3.2.2. National Policy

At a national level, policies that influence how areas such as Cork Harbour are managed include:

- Climate Change Strategy (2007-2012) – provides a framework for Ireland to meet international obligations for the reduction of greenhouse gas emissions, and to plan and manage the impacts of climate changes (e.g. increased flooding and coastal erosion).
- Marine Tourism and Leisure Development Strategy (2007-2013) – outlines priorities in terms of achieving and managing growth of the marine tourism and leisure sector in Ireland.
- Maritime Heritage Strategy (2006) – identifies the strategic measures to be undertaken to identify and protect the unique aspects of Ireland's maritime heritage.
- Irish National Spatial Strategy (2002-2020) – a planning framework for achieving balanced social, economic and physical development within the regions of Ireland. Within the Strategy, Cork is identified as a gateway location.
- National Biodiversity and National Heritage Plans (2002) - both of which advocate the adoption of ICZM for the purposes of conserving and protecting Ireland's heritage. **Note**: the National Biodiversity Plan is currently being updated by the National Parks and Wildlife Service, the new plan is due before the end of 2008.
- National Sustainable Development Strategy (1997) - sets priorities and measures for environmental protection and sustainable development;

3.2.3. EC and National Legislation

While a large number of EC Directives impact on coastal planning and management activities, of particular significance are the **Bird and Habitats** Directives, the **Environmental Impact Assessment (EIA)** Directive, the **Shellfish Waters** Directive (including the European Communities (Quality of Shellfish Waters) Regulations 2006), the **Strategic Environmental Assessment (SEA)** and **Water Framework** Directives. The new **Marine Strategy Directive** and **Floods Directive** will also have repercussions for coastal environments.

Examples of key national statutory instruments pertaining to coastal management include:

- Foreshore Acts, 1933-2005;
- Planning and Development Act, 2000 and associated Regulations;
- Heritage Act, 1995;
- Harbours Acts, 1946-2000;
- Local Government Acts 1925-2006;
- Maritime Safety Act, 2005;
- Environmental Protection Agency Acts, 1992 and 2003;
- Planning and Development (Strategic Infrastructure) Act, 2006; and
- Sea Fisheries and Maritime Jurisdiction Act, 2006.

3.2.4. Local Policy and Plans

Local policies and plans impact strongly on activities in Cork Harbour. Such policies and plans range from county to town level and address single or multi-sector issues. Examples are illustrated in Figure 3.

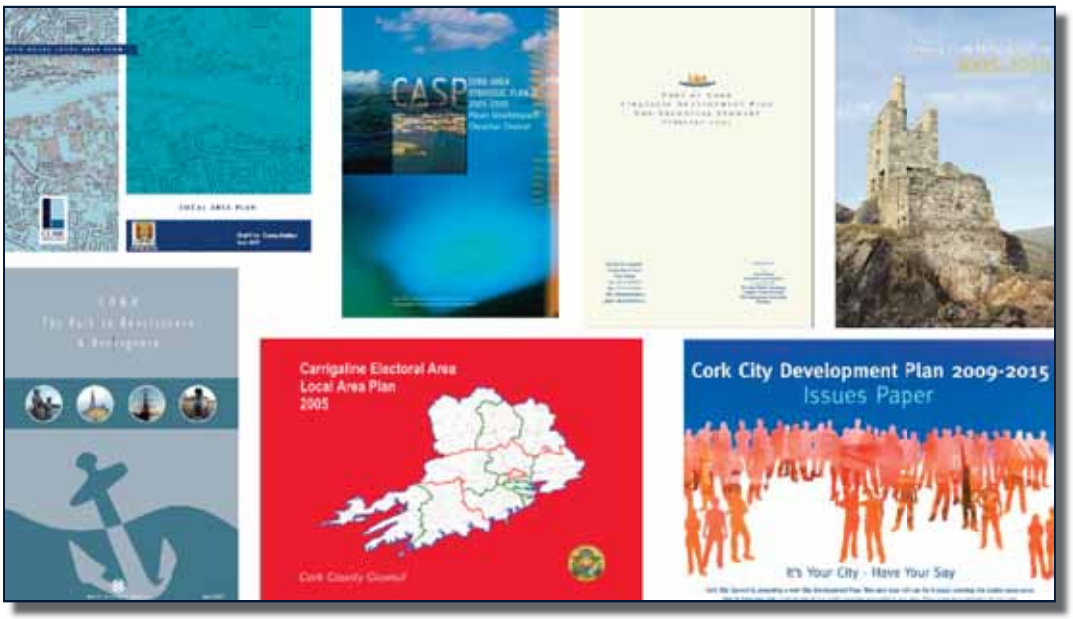


Figure 3. Examples of planning documents of relevance to Cork Harbour.

Key local statutory plans include:

- Draft Cork County Development Plan (2007);
- Cork County Development Plan (2003);
- Cork City Development Plan (2004);
- South Docks Local Area Plan (2008);
- North Docks Local Area Plan (2005);
- Cork Area Strategic Plan (2001-2020);
- Carrigaline Local Area Plan (2005);
- Midleton Local Area Plan (2005);
- Blarney Local Area Plan (2005);
- County Cork Heritage Plan (2005-2010);
- Cork City Heritage Plan (2007-2012);
- Cobh Town Council Development Plan (2005);
- Cork County Biodiversity Action Plan (Draft);
- Cork City Biodiversity Action Plan (Draft).

Examples of non statutory local plans include:

- Port of Cork Strategic Development Plan (2002);
- Cobh – The Path to Renaissance and Resurgence (2007).

SECTION 4
DEVELOPMENT OF THE STRATEGY

4.1 The Process

Section 3 demonstrates the complexity of arrangements currently in place for the planning and management of the Cork Harbour area. The ICZM process facilitated under the COREPOINT project, aimed to address this issue by enhancing communication and understanding between the multiple stakeholder groups, with remits for, and vested interests in, the development of the Harbour.

The process that underpinned the development of this Strategy document involved a leadership and facilitation role by the local COREPOINT project partners, communication with stakeholders through the Cork Harbour Forum, the organisation of two stakeholder workshops, and consultation with a Strategic Advisory Group. These activities are described in more detail below.

4.1.1 COREPOINT Project Partnership

The process was led and facilitated by the COREPOINT project partners from the Coastal and Marine Resources Centre, University College Cork and the Planning Policy Unit, Cork County Council.

A process of stakeholder identification and engagement was initiated by the project partners to identify the need and desire for an integrated approach to management in the Harbour area. This led to the establishment of the Cork Harbour Forum and the Strategic Advisory Group.

4.1.2 The Cork Harbour Forum

Established in 2006, the Forum provides an opportunity for stakeholders living and working in Cork Harbour to engage in dialogue, while also raising awareness of the Harbour. The Cork Harbour Forum is a multi-stakeholder group comprising individuals and organisations with an interest in the Harbour. The Forum is open to any interested stakeholder.

To date, the project partners, who act as the Secretariat for the Forum, have organised a number of information events such as Cork Harbour boat trips and information evenings covering topics such as port development, flood management and the marine tourism potential of Spike Island. A website has been developed to promote the Forum, as well as the natural assets and activities within the Harbour; www.corkharbour.ie.

4.1.3 Stakeholder Workshops

Two stakeholder workshops were organised in June and October 2006 to identify the need for integrated management in Cork Harbour. Over 80 workshop participants were divided into working groups focusing on the thematic areas of:

1) Industry, Transport and Development;

2) Natural Environment;

3) Tourism, Culture and Heritage; and,

4) Management, Spatial Planning and Integration.

Over the course of the two workshops, participants identified issues and proposed recommendations for action in relation to the sustainable development of Cork Harbour. The workshop outputs were compiled into a workshop report, which was subsequently disseminated with requests for feedback and additional comment. This feedback has strongly underpinned the drafting process for this Strategy. The workshop outputs were also submitted to the review of the Cork County Development Plan.

SUMMARY OF ISSUES IDENTIFIED

Table 3. Issues identified at the Stakeholders Workshop, June 2006

INDUSTRY, TRANSPORT AND DEVELOPMENT:
• Need to recognise that the continued viability of the Port of Cork is important to the future of area. Need to address port capacity for business and leisure • Lack of shoreline access infrastructure – berths, piers, parking • Lack of enforcement of environmental controls • Need to develop Harbour capacity to support growing leisure industry, including sailing, heritage activities and cruise liner sectors • Lack of promotion and marketing of the Harbour as an entity in itself • Need to link the Lower Harbour with the Docklands development
NATURAL ENVIRONMENT:
• Lack of information on habitats and species diversity • Lack of zoning in the Harbour designated for conservation • Need to protect natural heritage and resources • Lack of understanding of the functioning of coastal processes e.g. circulation of currents, tides, etc. • Lack of understanding of the natural carrying capacity of the Harbour for different types of development and waste disposal • Lack of integration between terrestrial and coastal planning- development of marginal land without consultation • Conflict between industrial development and environmental objectives
TOURISM, RECREATION AND CULTURE:
• Lack of access to sections of the Harbour, - road network, parking, access for recreation – beach, piers and marinas • Need for clarification of the limits of statutory control in the Harbour • Under-utilisation of amenity potential of the Harbour • Need for strategic view of marina development, ISPAT redevelopment, and Spike Island – World Heritage Site Potential • Lack of identification and preservation of natural and cultural coastal/maritime heritage assets • Lack of Harbour trails • Lack of inter-agency working for promotion and dealing with inter-linked issues
MANAGEMENT, SPATIAL PLANNING AND INTEGRATION:
• Lack of integration in planning and management • Problems arising from mix of land uses and lack of integration of marine aspects • Need to develop sustainable economic activities • Risk of sea level rise and flooding • Deterioration of environmental quality – need to protect scenic amenities, rural character of landscape, promote a clean environment

4.1.4 Strategic Advisory Group

Specialist knowledge and additional direction was sought from high level managers and decision makers through the establishment of a Special Advisory Group (SAG). The SAG comprises representatives of key statutory bodies with remits relevant to Cork Harbour; the members are listed in Table 4.

Meetings of the Strategic Advisory Group were convened on four occasions to consult on the development of this Integrated Management Strategy, (February, June, November 2007 and January 2008).

The Strategy outlined in Chapter 5 has been approved by all of the participating SAG organisations.

Table 4. Strategic Advisory Group Members (affiliations correct at time of publication).

Organisation	Representative(s)
Coastal Research and Policy Integration (COREPOINT) Project	P. Griffin – Planning Policy Unit D. O'Suilleabhain - Planning Policy Unit E. Walsh - Planning Policy Unit V. Cummins - CMRC J. Gault - CMRC C. O'Mahony - CMRC
Cobh and Harbour Chamber of Commerce	J. Mansworth D. Bird
Cork County Council - executives	K. Walshe – County Development P. Lyons - Planning S. Corcoran – Corporate Affairs B. Murphy – County Development N. O'Driscoll - Corporate Community and Economic Development
Cork County Council – council	Cllr. K. Murphy (on behalf of the CZM Committee)
Cork City Council	E. Mitchell - Docklands M. Walsh – Planning A. Bogan - Planning
Department of Agriculture, Fisheries and Food	J. O'Keeffe
East Cork Area Development Ltd.	R. Howard S. Kearney
Environmental Protection Agency	T. O'Mahony M. Owens
Industrial Development Agency	R. O'Connor
Irish Naval Service / National Maritime College of Ireland	Cdr. M. Mellett
National Parks and Wildlife Service	P. Smiddy
Port of Cork	B. Keating P. Murphy
South Western River Basin District	S. O'Breasail
Fáilte Ireland	F. Buckley

5.1 Statement of Strategy

The Strategy is based on a process of stakeholder consultation with the Cork Harbour Forum and the Strategic Advisory Group, as outlined in Section 4.

To bring all those involved in the development, management and use of Cork Harbour together in a framework which encourages the integration of their interests and responsibilities to achieve common objectives in a sustainable manner.

5.2 Strategy Objectives

The objectives of the Strategy are to:

1. **Develop a policy framework to facilitate integration for planning and management of Cork Harbour**
2. **Protect and promote the unique natural environment of the Harbour**
3. **Protect the social and cultural assets of the Harbour to maintain / protect the unique identity of the area**
4. **Promote the economic development of the Harbour in line with the principles of sustainable development**
5. **Promote and develop the Harbour as a facility for water based sport and leisure activity**

5.3 Key Characteristics of Delivering the Strategy Objectives

The delivery of the Strategy objectives will be characterised by key features of the process to date:

Voluntary partnership: This Strategy is based on a voluntary partnership between key statutory agencies and local stakeholders. The voluntary partnership approach will focus attention on the Harbour as a whole, and deliver a set of agreed actions via an implementation plan to deliver the objectives outlined on page 23.

Non-statutory approach: Although the Strategy is non-statutory, it aims to bring about a new approach to coastal management in Cork Harbour by focusing the attention on the regulatory duties and powers of the statutory agencies to deliver their goals. Statutory agencies will contribute to the identification, implementation and support of actions to emerge from the Strategy.

Added value: The aim is to complement the work of existing organisations and to achieve added value for the stakeholders involved.

Bottom up: The Strategy provides a framework for a bottom-up approach to coastal management, where local stakeholders are encouraged to engage in positive action towards the promotion of Cork Harbour.

Stakeholder engagement: The Strategy reflects a process of stakeholder consultation and takes the broader policy context into consideration. The implementation of the Strategy will continue to have regard for these important factors.

Balanced perspective: The delivery of the Strategy objectives will provide a balanced perspective that is not biased towards the vested interest of any one particular group.

Sustainable development: The Strategy objectives reflect stakeholder commitments to achieve a balance between the social, environmental, economic and cultural aspects of development.

5.4 Implementation of the Strategy

The development and implementation of an ICZM programme can be typified according to five key stages as identified by the Joint Group of Experts on the Scientific Aspects of Marine Environmental Protection (GESAMP) (Figure 4).

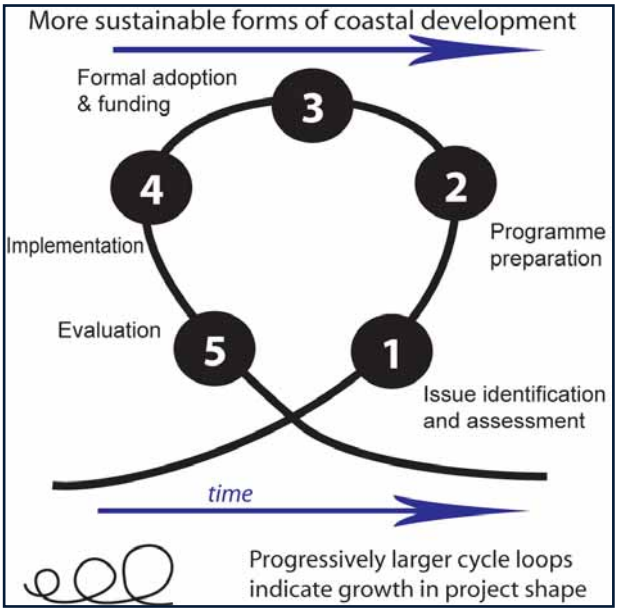


Figure 4. The five stages of ICZM representing the iterative and circular nature of the process (adapted from GESAMP, 1996).

The first three stages of an ICZM process (as outlined in Figure 4) **have been achieved for Cork Harbour through the COREPOINT project.**

Implementation of the Strategy will be delivered in the next step. This will involve the development and publication of an **Action Plan for 2008-2011**. Examples of actions proposed through the consultative process with the Strategic Advisory Group (SAG) are given in Appendix A and these will form the basis of the development of the Action Plan. In developing the Action Plan it is envisaged that these actions will be prioritised and scoped in more detail with the SAG and relevant stakeholders; those responsible for implementing various actions will be identified and a detailed timeframe for implementation worked out. It is envisaged that additional actions will also be identified as the process progresses.

The Action Plan will be **reviewed** on an annual basis, taking into consideration the iterative nature of ICZM and the need to ensure a flexible process to deal with emerging and changing priorities.

Examples of actions proposed through the consultative process are given in Appendix A.

5.5 Enabling Mechanisms

5.5.1 Funding

Funding has been secured to support the implementation of the Strategy through a new Interreg IVB project. The new **IMCORE** project, which follows from the success of the COREPOINT initiative, will run from May 2008 to November 2011.

IMCORE funds will be used to run the Secretariat and to coordinate future SAG integration and Cork Harbour Forum activities (5.5.2).

Additional resources and match funding will be sought for specific priority actions from relevant statutory bodies, i.e. decentralised responsibility for funding to relevant statutory agencies.

5.5.2 Management Structure

Figure 5 outlines the structures that will be put in place to coordinate the implementation of the Cork Harbour Action Plan, based on the Strategy objectives.

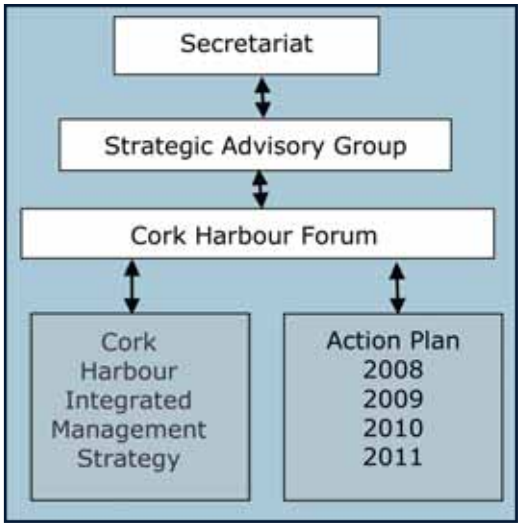


Figure 5. Relationships between the groups involved in delivering the Integrated Management Strategy.

Secretariat – The IMCORE project partners (PPU and CMRC) will operate the Secretariat, which will provide a focal point for the ICZM process within Cork Harbour.

The functions of the Secretariat will be to:

- Coordinate the development and implementation of the proposed Action Plan 2008-2011;
- Facilitate integration within the Strategic Advisory Group by providing administrative support and a coordinating role;
- Enable the successful operation of the Cork Harbour Forum;
- Seek additional sources of future funding to realise opportunities for the promotion of Cork Harbour;
- Manage the stakeholder contact database for the Forum and maintain the www.corkharbour.ie website, which will be a focal point for information on relevant activities.

The Planning Policy Unit of Cork County Council is committed to:

- Assessing the potential for developing an Integrated Local Area Plan for Cork Harbour as part of the review of the Local Area Plans in 2009;
- Promoting the importance of planning for Cork Harbour through the new County Development Plan 2009-2015.

Planning jurisdictions of Local Authorities generally extend to the Mean High Water Mark. Furthermore, the planning remit within Cork County Council does not include areas of the Upper Harbour governed by the City Council. These limitations are recognised within the Strategy and other mechanisms exist for participation by relevant bodies such as the City Council and the Port of Cork.

SAG – The Strategic Advisory Group will be maintained throughout the lifespan of the IMCORE project. The SAG will be co-chaired by the PPU and CMRC.

The functions of the SAG will be to:

- Work in partnership to advise on, and help implement, the Action Plan 2008-2011;
- Endeavour to integrate the objectives of the Cork Harbour Integrated Management Strategy into statutory planning documents and strategic policies where appropriate.

Cork Harbour Forum – The Cork Harbour Forum will be maintained over the duration of the IMCORE project. Participation in the Cork Harbour Forum is **open to all stakeholders**, with an interest in Cork Harbour.

The objectives of the Cork Harbour Forum are to:

- Facilitate opportunities for **networking** among stakeholders in Cork Harbour;
- Promote a forum for **dialogue**;
- Create and raise **awareness** of Cork Harbour resources;
- Participate in the organisation of **outreach** activities;
- Work in **partnership** to facilitate discussion on specific **management** concerns in Cork Harbour, where appropriate.

To date, forum activities have included Harbour boat trips, information evenings and workshops. At present, there are over 100 stakeholders included in the contacts database.

For further information on the Cork Harbour Forum, see http://www.corkharbour.ie or contact:

Cathal O Mahony,
Coastal & Marine Resources Centre (UCC),
Naval Base, Haulbowline
Cobh, Co. Cork
Tel: (021) 4703100 email: c.omahony@ucc.ie

APPENDIX A EXAMPLES OF PROPOSED ACTIONS

Note: These actions, proposed through the consultation process, will be further developed and consolidated into the **Action Plan 2008-2011**. They will be prioritised and refined on an annual basis following consultation with the Cork Harbour Forum and the Strategic Advisory Group. They are not presented in any order of priority in this Appendix.

Objective 1: Develop a policy framework to facilitate integrated planning and management of Cork Harbour (Examples of Proposed Actions)	
1.1	Launch the Integrated Management Strategy for Cork Harbour.
1.2	Oversee the transition of the Cork Harbour Forum Strategic Advisory Group (SAG) into the Harbour Management Focus Group to promote the Harbour through the implementation of the Strategy/ development of the Action Plan 2008-2011.
1.3	Submit the Strategy objectives for inclusion into: o The development, corporate and strategic plans of statutory organisations and relevant agencies with a remit for the Harbour (e.g. County Development Plans, River Basin Plan) o The strategic plans of key industry stakeholders.
1.4	Facilitate communication between agencies and other organisations through the Harbour Management Focus Group.
1.5	Engage local communities in the development and delivery of Harbour initiatives through the Cork Harbour Forum.
1.6	Develop a Promotion Strategy to lever support for the Cork Harbour ICZM process from ongoing, scheduled activities. Target events such as Cork Week and the Ocean to City Race.
1.7	Promote greater understanding of the roles and responsibilities of management authorities within the Harbour.
1.8	Use the process and outcomes from the Cork Harbour Integrated Management Strategy to influence policy at a regional and national level.

Objective 2: Protect and promote the unique natural environment of the Harbour (Examples of Proposed Actions)	
2.1	Develop and promote Harbour trails.
2.2	Develop an online atlas of the natural heritage of Cork Harbour.
2.3	Make environmental information relevant to the Harbour available from a central location.
2.4	Undertake a baseline study on an integrated assessment of the state of the coast including the quality of Harbour waters and environs.
2.5	Assess the current state of the protected areas and implement habitat restoration measures.
2.6	Plan for flood risk management (e.g. status of seawall defences), taking future development needs and climate scenarios into consideration.
2.7	Promote awareness of the natural heritage of Cork Harbour by engaging with local schools.
2.8	Build capacity among local tourist providers to deliver tourism services that utilise the natural assets of Cork Harbour.
2.9	Organise Harbour clean up activities to remove marine debris from the water and the inter-tidal areas.
2.10	Undertake a Landscape Character Assessment of Cork Harbour.

Objective 3: Protect the social and cultural assets of the Harbour to protect the unique identity of the area (Examples of Proposed Actions)	
3.1	Identify constraints to access to heritage sites (e.g. Fort Camden, Spike Island and Haulbowline) with a view to improving public access.
3.2	Examine the potential for including heritage studies of the Harbour as part of the curriculum for primary and secondary education (e.g. maritime heritage education package of Cork Harbour - Martello towers, archaeological heritage).
3.3	Promote the cultural heritage of Cork Harbour by dissemination of information through popular media.
3.4	Support the development of a maritime museum in Cork Harbour (e.g. Haulbowline Island).
3.5	Promote and celebrate the social and cultural importance of Cork Harbour among local communities through an Open Harbour Day.
3.6	Build capacity among local tourist providers to deliver tourism services that utilise the social and cultural heritage of Cork Harbour.

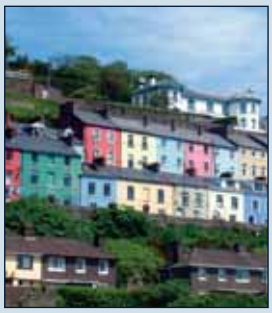
Objective 4: Promote the economic development of the Harbour in line with the principles of sustainable development (Examples of Proposed Actions)	
4.1	Recognise the importance of the Port of Cork to the economy of the region and encourage its sustainable development.
4.2	Build capacity to realise the economic potential of the tourism sector within the Harbour (e.g. by promoting added value from the cruise liner industry and improving access to information).
4.3	Conduct a socio-economic carrying capacity study for different uses of the Harbour, relative to each other (e.g. marine recreation, shipping).
4.4	Identify infrastructural deficiencies which constrain economic development.
4.5	Develop a brand identity to reflect and market the unique features of the Harbour.
4.6	Promote the Maritime Campus Ireland initiative in Cork Harbour to develop new opportunities for the maritime sector such as ocean energy and shipping, logistics and transport.
4.7	Engage Harbour industries to promote the Harbour through Corporate Social Responsibility programmes.
4.8	Recognise the strategic opportunity presented by the re-development of City Docklands and other coastal brownfield sites (e.g. Haulbowline) and facilitate links with the Docklands Development Strategy.

Objective 5: Promote and develop the Harbour as a facility for water based sport and leisure activity (Examples of Proposed Actions)	
5.1	Build on work done through the COREPOINT project to explore the potential for future growth of water based sport, leisure and general recreational activities in Cork Harbour, (e.g. strategies for marinas, dinghy parks, moorings, walking trails and cycling paths).
5.2	Support the dissemination of guidelines for safe access to the shore and on the water for recreational users.
5.3	Undertake an audit of foreshore access within Cork Harbour to identify future planning requirements.
5.4	Promote cultural aspects of tourism in Cork Harbour (e.g. genealogy and historic landmark buildings).
5.5	Assess the feasibility of providing a marina recycling disposal and collection point in Crosshaven and at other potential marina locations.

APPENDIX B
USEFUL LINKS

- **Coastal Research and Policy Integration (COREPOINT) Project**
  http://COREPOINT.ucc.ie
- **Review of Integrated Coastal Zone Management and principles of best practice**
  http://www.heritagecouncil.ie/publications/index.html
- **Cork Docklands Development Strategy**
  http://www.corkcity.ie/docklands/planning/development_strategy_2001.shtml
- **Port of Cork Strategic Development Plan**
  http://www.portofcork.ie/about.aspx?id=10
- **Cork Area Strategic Plan**
  http://www.corkcity.ie/docklands/planning/casp.shtml
- **South Western River Basin District**
  http://www.swrbd.ie
- **Conserving Ireland's Maritime Heritage**
  http://www.heritagecouncil.ie/publications/marine_policy_2006/index.html
- **A National Survey of Water-Based Leisure Activities in Ireland 2003**
  http://www.marine.ie/home/publicationsdata/publications/Special+Reports.htm
- **Water Quality in Ireland 2006**
  http://www.epa.ie/downloads/pubs/water/indicators/name,23540,en.html
- **Ireland's National Spatial Strategy**
  http://www.irishspatialstrategy.ie/
- **Ireland's National Biodiversity Plan**
  http://www.npws.ie/media/Media,4590,en.pdf
- **The Heritage Council Strategic Plan 2007-2011**
  http://www.heritagecouncil.ie/publications/Strat_Plan_2007/index.html
- **Ireland's National Climate Change Strategy**
  http://www.environ.ie/en/PublicationsDocuments/FileDownLoad,1861,en.pdf
- **National Sustainable Development Strategy – Ireland**
  http://www.environ.ie/en/Environment/SustainableDevelopment/
- **Sea Change: A Marine Knowledge, Research and Innovation Strategy for Ireland 2007-2013**
  http://www.marine.ie/home/publicationsdata/publications/
- **EC Recommendation on Integrated Coastal Zone Management (ICZM)**
  http://ec.europa.eu/environment/iczm/home.htm
- **An Integrated Maritime Policy for the European Union (The Blue Book)**
  http://ec.europa.eu/maritimeaffairs/
- **The Changing Faces of Europe's Coastal Areas**
  http://www.eea.europa.eu/themes/coast_sea

NOTES



This project has received European Regional Development Funding through the INTERREG IV B Community Initiative

INTERREG IVB NORTH WEST EUROPE