

The Seven Lochs Partnership

The Seven Lochs and North East Glasgow

Water Vole Conservation Action Plan 2022-2026

Final report

Prepared by LUC

February 2022



The Seven Lochs and North East Glasgow Water Vole Conservation Action Plan 2022-2026

Project partners;



Supported by:



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Chapter 1

Welcome to the Action Plan

About the Conservation Action Plan

1.1 In 2008, a population of fossorial¹ water voles was identified in North East Glasgow. Since their discovery, the fossorial population has become the focus of research and conservation effort, leading to the further identification of a wider fossorial and aquatic population across North East Glasgow and Western North Lanarkshire.

1.2 The rapid conservation response offered by various authorities and agencies has been widely recognised as an exemplar of conservation best practice, with the population in and around North East Glasgow subsequently regarded as having ‘national significance’ due its unusual fossorial behaviours and high population density.

1.3 Notwithstanding the importance of the population, like water voles across the rest of the UK, it continues to be in perceived conflict with the very real need to regenerate and develop the area for local communities.

1.4 In parallel, in 2016, the Seven Lochs Wetland Park was established. The Seven Lochs Vision and Masterplan describes the Seven Lochs Wetland Park as:

‘A new wetland park of national significance between Glasgow and North Lanarkshire, and to deliver, manage and sustain a high-quality innovative wetland environment that will:

- *Protect and enhance the heritage and biodiversity of the area as a national resource.*
- *Promote the general health and wellbeing of both visitors and residents alike.*
- *Contribute to the environmental, economic and social regeneration of the area.’*

1.5 Projects delivered by the park have included the ‘Water Voles in the City’ initiative – a comprehensive conservation effort, building on earlier water vole research and awareness raising projects, to further protect water voles within and around the park boundary, while engaging widely with local communities.

1.6 It is within this context that, in 2020, the Seven Loch’s Partnership recognised the need to gather together the

¹ Fossorial water voles are not dependent on water, often created their burrows in grassland.

various water vole conservation activities undertaken to date and refocus and direct future conservation effort.

1.7 The outcome is this Water Vole Conservation Action Plan (CAP), which seeks to provide a framework for both spatial planning decision-making, and nature conservation activity for the period 2022-2026.

Legislative and Policy Context

1.8 This CAP primarily seeks to promote the conservation of a water vole population of national significance in The Seven Lochs Wetland Park, North East Glasgow and Western North Lanarkshire.

1.9 However, the CAP, through its breadth and ambition, has significant potential to support the delivery of multiple local and national agendas. These include:

- The socio-economic development of North East Glasgow and Western North Lanarkshire.
- Regeneration and sustainable place-making.
- The legacy of vacant and derelict land.
- Green infrastructure and opportunities for active travel.
- Nature-based solution to land management (including surface water and flood risk management).
- The climate and ecological crises.

1.10 As such, the delivery of the CAP should be considered essential to the realisation of sustainable regeneration in North East Glasgow and Western North Lanarkshire.

1.11 Specific legislative and policy provisions, as they relate directly to water voles, are detailed below.

Legislative Provisions

1.12 The water vole is protected by Schedule 5 of the Wildlife and Countryside Act 1981 (as amended). Uniquely, the legislation in Scotland currently only protects the sheltering and resting places of water vole; not the individual animal itself. While proposals to increase protection are in preparation, the legislation currently makes it an offence to intentionally or recklessly:

- Damage, destroy or obstruct access to any structure or place that water voles use for shelter or protection.
- Disturb a water vole while it is using any such place of shelter or protection.

1.13 NatureScot oversees the implementation of a licence process that permits activity that would otherwise constitute an offence.

1.14 Via the Nature Conservation (Scotland) Act 2004, all public bodies in Scotland have a duty to 'further the conservation of biodiversity). Each public body is required to produce a publicly available report on its compliance with their Biodiversity Duty.

Policy Provisions

1.15 The water vole also benefits from significant policy protection, including its inclusion in:

- The Scottish Biodiversity List
- The Glasgow Local Biodiversity Action Plan (2016-2022) (which references the future preparation of a 'water vole plan')
- The North Lanarkshire Local Biodiversity Action Plan (2015-2020) (Updated plan currently in preparation)

1.16 Within the development planning context, water vole, as a Protected Species, benefit from the following local policies:

- Glasgow City Development Plan – CDP7: Natural Environment
- North Lanarkshire Local Plan – NBE1: Protecting the Natural and Built Environment

Geographical Context

1.17 This CAP relates primarily to:

- The Seven Lochs Wetland Park
- North East Glasgow, particularly those communities along the M8 corridor; Garthamlock, Easterhouse and Cranhill
- Western North Lanarkshire, particularly the Gartcosh and Glenboig communities

1.18 **Figure 1** in **Appendix A** shows the geographical context of the CAP. This includes reference to Glasgow City Council's Trigger Map for Water Voles, which helps highlight the area in Glasgow that fossorial water voles are likely to be found to Planners, Developers, Consultants and Ecologists.

1.19 While the Actions associated with the CAP relate primarily to the area described above, it must be recognised that the extent of the wider water vole population in Glasgow and North Lanarkshire is currently unknown. The provisions of the Conservation Action Plan should apply where emerging data highlights a need for further conservation effort.

Chapter 2

Developing the CAP

CAP Vision

2.1 The over-arching vision, which defines the CAP and established its Objectives and Actions, is:

The nationally significant water vole population in and around the Seven Lochs Wetland Park and North East Glasgow will achieve Favourable Conservation Status³.

Spatial planning activity within the CAP area will balance regeneration and place-making with water vole conservation needs, creating a sustainable environment for local communities.

Method

2.2 The preparation of the CAP was directed by a Steering Group, comprising relevant stakeholders. The CAP has been informed by extensive desk studies, consultation and case study reviews. The method by which the CAP has been developed is described in **Appendix B**.

A Framework for Action

2.3 The CAP does not aim to replicate the extensive and detailed work described in the Desk Study, presented in **Appendix C**. Instead, it has been devised, and structured, as a concise document that provides a framework for action.

2.4 The CAP establishes a **Vision** before focussing on 3 **Action Areas** which, between them, capture all elements of conservation, land use and engagement. The Action Areas are:

1. Survey, Recording and Research
2. Land Management
3. Community Learning and Engagement

2.5 Within each Action Area, the CAP establishes a series of broad **Objectives**. Each objective will be delivered via a series of SMART² **Actions**. Some Actions are simple and easily achieved, while others are complex and multi-faceted with lengthy delivery timescales. Case Studies, presented in

² Specific, Measurable, Achievable, Relevant and Time-bound.

Appendix E, have been of particular importance during the development of Actions as they have illustrated opportunities to improve existing processes.

2.6 An **Action Tracker** has been developed to facilitate the delivery of Actions. While the Action Tracker is presented in **Appendix F**, it is intended as a live document; it will allow Actions to flex to prevailing circumstances, while providing a mechanism for progress to be monitored in a transparent and accountable manner.

2.7 Within each Action Area, Actions are allocated to those organisations and individuals best placed to deliver them. However, it is envisaged that a member of the Action Plan Delivery Group (see below) will have ultimate responsibility for each Action Area.

Delivering the CAP

2.8 The ambition of the CAP is such that significant resources will be required to deliver all Actions by 2026.

2.9 The delivery of the CAP will be overseen and co-ordinated by an **Action Plan Delivery Group**, chaired by Glasgow City Council. Core membership of the Group will comprise existing members of the cross-organisation Water Vole Group, primarily:

- Glasgow City Council
- North Lanarkshire Council
- Seven Lochs Partnership
- NatureScot

2.10 Where necessary, additional expertise, such as the University of Glasgow, will support specific actions.

2.11 The need to establish the structure and function of the Action Plan Delivery Group is recognised within the CAP.



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Chapter 3

Action Area 1: Survey, Recording and Research

Context

3.1 The national significance of the water vole population in and around the Seven Lochs and North East Glasgow calls for ongoing research and study if their favourable conservation status (FCS)³ is to be secured and enhanced.

3.2 FCS, although primarily a model associated with the Habitats Directive, is considered an appropriate measure for the CAP as it encourages an holistic approach to the conservation of species and the ecological systems and process upon which they rely.

3.3 To date, our collective understanding of the ecology of the fossorial component of the population has been aided by targeted research conducted by the University of Glasgow and others. In recognising the perceived conflict between fossorial water vole conservation and other land uses, this research has been applied to spatial development models, allowing an understanding of the consequences of potential conflict. Similarly, scientific trials of habitat management regimes continue to contribute to our understanding of habitat needs at an applied level.

3.4 However, notwithstanding progress made to date, Gap Analysis (**Appendix D**) highlights that further research is required to understand the ecological requirements of the nationally significant water vole population, and how potential development may affect it. Of particular importance will be the further development of the Habitat Model developed by the University of Glasgow (**Appendix C**).

3.5 While existing and future scientific research will be the foundation of future decision-making, it must also be recognised that data will always be required. The Seven Lochs Wetland Park, and its current network of motivated volunteers, represents an opportunity to showcase citizen science at its best. Not only is there an opportunity to engage local volunteers in the collection of necessary baseline data, but by doing so, the possibilities for engaging local communities in pioneering urban nature conservation are plentiful.

³ <https://data.jncc.gov.uk/data/b9c7f55f-ed9d-4d3c-b484-c21758cec4fe/FCS18-InterAgency-Statement.pdf>

Objectives

3.6 The following Objectives relating to data management, data collection and further research will be delivered via a series of detailed actions:

- 1.1. Existing, and future, water vole records will be maintained in a single database, enabling and supporting a comprehensive understanding of water vole distribution across the CAP area. The database will be regularly maintained and, during its development, new sources of records, such as licensing returns, will be identified.
- 1.2. Scientific research will underpin the delivery of the CAP and strategic planning decision-making. Drawing on Gap Analysis (**Appendix D**), a review of additional academic research needs will be identified and ranked by priority. Research that makes a meaningful contribution to wider land management decision-making (such as further development of the Habitat Network Model listed in **Appendix C**) will be prioritised.
- 1.3. An accurate baseline of water vole distribution and density within key areas will be achieved via a programme of professional surveys. These surveys will seek to ensure land management decision-making is informed by accurate data and, as such surveys will focus on proposed development allocations and habitat networks identified in the existing Habitat Network Model (**Appendix C**).
- 1.4. A comprehensive, long-term water vole monitoring programme within the CAP area will be achieved via both professional and citizen science approaches. In collaboration with existing partners such as TCV, the monitoring project will allow long-term monitoring of population distribution and density trends in key sites, enabling an ongoing understanding of conservation status³.

Actions

3.7 Measurable Actions, to deliver the Objectives, are set out in the accompanying Action Plan Tracker. While the Action Plan Tracker will be a live tool, initial Actions are provided in **Appendix F**.



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Chapter 4

Action Area 2: Land Management

4.1 This Action Area includes both spatial planning and habitat protection, management and creation.

Spatial Planning

4.2 The relationship between spatial planning and place-making in Glasgow and North Lanarkshire, and the water vole populations that live there, is key to their successful conservation.

4.3 In recent years, the existing Water Vole Group and Glasgow City Council have made significant efforts to better understand the potential wider population consequences of developing in areas that currently support fossorial water voles (which includes many vacant and derelict sites). To this end, various draft and interim guidance documents have been prepared, ranging from initial advice during site investigations, to preliminary recommendations for relocation parameters. An ad-hoc advisory group was also established by Glasgow City Council to advise on individual development management applications.

4.4 The early identification of risks and opportunities during the spatial planning process is essential. However, it is equally important that, at the development management stage, the design and implementation of individual developments is co-ordinated and consistent with good practice. The Conservation Action Plan seeks to develop Supplementary Planning Guidance (SPG) (or similar) that will support applicants, planning officers, and consultees in achieving a balance between necessary development and water vole conservation. The Conservation Action Plan also seeks to ensure that, following the publication of the SPG, ongoing advice and support is available via the Action Plan Delivery Group.

4.5 In addition, Action Area 1 identifies that further research of the wider population's habitat and behavioural dynamics will further improve land use decision-making. This will be particularly important as the Greater Easterhouse Strategic Development Framework (SDF) is developed, and this CAP sets out a role for the Action Plan Delivery Group in that process.

Objectives

4.6 The following Objectives relating to spatial planning will be delivered via a series of detailed actions:

- 2.1. The emerging Greater Easterhouse SDF (and subsequent spatial planning exercises during the lifetime of the CAP) will consider water vole conservation a key priority. This will be achieved through positive and proactive engagement with the Action Plan Delivery Group. Existing and emerging scientific research, such as the existing Habitat Model, will be a key consideration in the development of the SDF.
- 2.2. The Development Management process within the CAP area will be supported by proportionate and pragmatic Supplementary Planning Guidance for water vole. The SPG, which will draw together numerous existing guidance resources and develop these further where necessary, will be promoted widely amongst stakeholders.

Actions

4.7 Measurable Actions, to deliver the Objectives, are set out in the accompanying Action Plan Tracker. While the Action Plan Tracker will be a live tool, initial Actions are provided in **Appendix F**.

Habitat Protection, Management and Creation

4.8 As future development has the potential to significantly influence the favourable conservation status of the water vole population within the Seven Lochs and North East Glasgow, the appropriate ongoing management of existing public and privately held land remains vital.

4.9 In recent years, Glasgow City Council (Biodiversity) and others have prepared guidance (**Appendix C**) on how and when public greenspace should be managed, in order that resident fossorial water vole populations are protected. This has been supported by ongoing grassland management trials, overseen by the University of Glasgow.

4.10 The CAP seeks to further these existing initiatives, by informing and influencing the management of publicly held land and private land holdings, such as communal greenspace associated with residential development and transport/utilities infrastructure.

4.11 Central to securing appropriate land management is public support. It is widely acknowledged that habitat management, particularly grassland management, for fossorial water voles conflicts with the amenity greenspace aspirations of local communities. The CAP seeks to find balance between the needs of both interests.

4.12 While the CAP aims to protect existing water vole habitat, an opportunity also exists to enhance these areas.

Furthermore, an opportunity exists to create new areas of suitable habitat, both as a conservation exercise, but also in response to the loss of habitat associated with development. This Conservation Action Plan establishes actions to explore these opportunities further.

Objectives

4.13 The following Objectives relating to spatial planning will be delivered via a series of detailed actions:

- 2.3. Those with responsibility for managing public and private greenspace within the CAP area will do so in cognisance of potential water vole presence. Drawing on good practice and existing [Interim Guidelines](#), land management protocols will be developed and disseminated to land management teams at Glasgow City Council, North Lanarkshire Council, the Seven Lochs Wetland Park, utilities organisations and the wider private sector.
- 2.4. Opportunities to enhance existing, or create new, water vole habitat (both fossorial and aquatic) will be realised. Drawing on outcomes of research and survey actions in Action Area 1, spatial analysis will identify priority areas. Priority will be given to opportunities that create corridors between existing populations. There will be no net loss of water vole habitat within the CAP area.

Actions

4.14 Measurable Actions, to deliver the Objectives, are set out in the accompanying Action Plan Tracker. While the Action Plan Tracker will be a live tool, initial Actions are provided in **Appendix F**.



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Chapter 5

Action Area 3: Community Learning and Engagement

Context

5.1 The nationally significant nature of the water vole population in and around the Seven Lochs Wetland Park and North East Glasgow has attracted significant interest in recent years. The population has featured extensively in national and local media and, consequently, the wider public understands ongoing conservation efforts.

5.2 However, it is necessary to recognise that the ongoing viability of the population requires compromise between conservation efforts and wider land use aspirations. In order that these compromises are informed, understood and supported, it is essential that ongoing efforts are made to engage with local communities and their representatives.

5.3 The CAP includes actions that encourage community engagement, via a range of channels. Where appropriate, these actions build on existing work and partnerships with NGOs, such as RSPB. Such outreach is also valuable in attracting new volunteers, to support the delivery of the CAP and to engender a sense of local 'ownership' of the water vole population.

5.4 There are many aspects of this CAP that are unique and ambitious. Actions will be delivered within an urban context, drawing extensively on citizen science, while tackling some of the most pertinent potential land use conflicts faced by contemporary nature conservation. As such, there is an opportunity for the delivery of the Conservation Action Plan to set a template for future urban nature conservation initiatives across the UK.

Objectives

5.5 The following Objectives relating to community learning and engagement will be delivered via a series of detailed actions:

- 3.1. Local communities will be informed and understand the importance of water vole conservation within the CAP area. They will support the necessary conservation measures. This will be achieved through expanded education programmes in local schools and amongst the community, the ongoing development of local interpretation and an enhanced social media presence.

- 3.2. An active and engaged volunteer community will support the delivery of the CAP, particularly population monitoring actions. Volunteers will be recruited through existing projects within the park and through established relationships with existing partners and other local nature-based organisations.
- 3.3. The delivery of the CAP will inspire an interest in fossorial water vole conservation across the UK. Building on existing national media coverage and using opportunities to engage with the wider conservation community, delivery of the CAP will act as a template for water vole conservation throughout the country.

Actions

5.6 Measurable Actions, to deliver the Objectives, are set out in the accompanying Action Plan Tracker. While the Action Plan Tracker will be a live tool, initial Actions are provided in **Appendix F**.



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Chapter 6

Delivering the CAP

CAP Leadership

6.1 To date, research, conservation and education action across the Seven Lochs Wetland Park and North East Glasgow has been driven by a 'Water Vole Group', comprising representatives of NatureScot, the Seven Lochs Project, Glasgow City Council, North Lanarkshire Council and the University of Glasgow. Where appropriate, the Water Vole Group has partnered with other organisations, such as RSPB, to further water vole conservation.

6.2 While considerable progress has been made, this CAP establishes an ambitious framework that will contribute towards the maintenance of the favourable conservation status of a nationally significant water vole population, while supporting necessary regeneration and place-making. The delivery of the CAP will therefore require leadership, direction, ambition and committed resources. As such, the existing Water Vole Group will be replaced by CAP Action Plan Delivery Group. The Action Plan Delivery Group will act as the 'engine room' of the CAP; planning, resourcing and delivering the actions over a 5-year period.

6.3 In parallel, the CAP establishes a programme of actions that will require appropriate funding. The breadth of the CAP means that numerous funding resources, from research grants to community engagement funding, will be required.

6.4 The Action Plan Delivery Group will be required to explore funding opportunities within their home organisations, and in the wider conservation funding environment, to deliver the CAP.

6.5 The Action Plan Delivery Group will report progress on CAP implementation to the Seven Lochs Partnership.

Monitoring CAP Delivery

6.6 The Action Tracker establishes a means of monitoring the success of individual actions, by including 'Success Measures' which will be reported on upon completion. However, through its Terms of Reference, the Action Plan Delivery Group will be responsible for identifying appropriate mechanisms for

monitoring the delivery of the CAP and, where necessary, taking remedial action.

6.7 In 2026, upon the expiry of the Action Plan, the Action Plan Delivery Group will reflect upon the Overarching Vision and identify where further action is necessary, and an appropriate means of delivery. It may be appropriate to prepare a further time-limited Conservation Action Plan at that juncture.

Objectives

6.8 To ensure the CAP is sufficiently managed and resourced, the following objectives have been identified:

- 4.1. A well-resourced Action Plan Delivery Group, chaired by Glasgow City Council, will lead the CAP, ensuring its delivery between 2022 and 2026. The Action Plan Delivery Group will have clear Terms of Reference.
- 4.2. A Water Vole CAP Delivery Manager will lead on the delivery of the CAP. The Delivery Manager will be funded and managed via the Action Plan Delivery Group.
- 4.3. CAP delivery will be supported by appropriate funding. This will in part be achieved through existing funding mechanisms, but also through the identification of innovative funding streams.

Actions

6.9 Measurable Actions, to deliver the Objectives, are set out in the accompanying Action Plan Tracker. While the Action Plan Tracker will be a live tool, initial Actions are provided in **Appendix F**.



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Appendix A

Figures

Appendix B

CAP Development Method

Context

B.1 The purpose of this CAP is to establish a series of transparent and accountable actions that will act as a central focus for water vole conservation in the Seven Lochs and North East Glasgow between 2022 and 2026.

B.2 The preparation of the CAP has been a collaborative and iterative process, the steps of which are described below.

Steering Group and Wider Consultation

B.3 At the outset of the project, NatureScot, on behalf of Seven Lochs Wetland Partnership, established a Steering Group to direct the preparation of the CAP.

B.4 Composition of the Steering Group included representatives from a range of stakeholder organisations, ensuring the CAP was informed by a variety of perspectives and needs. The Steering Group comprised representatives of:

- NatureScot
- The Seven Lochs Wetland Park
- Glasgow City Council – Planning Team
- Glasgow City Council – Biodiversity Team
- North Lanarkshire Council – Planning Team
- North Lanarkshire Council – Biodiversity Team
- The University of Glasgow

B.5 The Steering Group met at key stages of the CAP's development, across Summer and Autumn 2021, to agree proposed priorities, and the structure of the document.

B.6 Furthermore, wider consultation was undertaken as objectives were developed. A workshop between NatureScot and Glasgow City Council sought to align expectations of the CAP as it related to the Greater Easterhouse Strategic Development Framework (SDF). A subsequent workshop, with a wider range of stakeholders, was undertaken in early 2022 to explore the deliverability of actions.

Informing the Conservation Action Plan

B.7 The water vole population of the Seven Lochs and North East Glasgow has been the subject of extensive research and conservation activity for over a decade. As such, the CAP has

sought to bring together information from an extensive range of resources.

B.8 The methods adopted are described below.

Desk Study

B.9 At the outset of the project, a detailed desk study was prepared. The desk study comprised three elements:

- A collation of current national best practice as it relates to water vole conservation⁴.
- An open search of relevant research papers, policies, conservation initiatives and spatial plans available via the websites of steering group organisations.
- The further submission of background information, working papers and data by the Steering Group.

B.10 All desk study materials were then reviewed, summarised and categorised as to their potential value to the CAP and, indeed, to ongoing water vole conservation efforts in the Seven Lochs and North East Glasgow.

B.11 Resources were further categorised by their primary function, as they related to the Action Areas set out in the CAP.

B.12 The detailed Desk Study can be found in **Appendix C**. Note that the Desk Study comprises the most complete reference for historical work related to water voles in the Seven Lochs and North East Glasgow and will remain a valuable tool as the CAP is delivered.

Gap Analysis

B.13 Following completion of the Desk Study, a critical review was undertaken, to identify any significant gaps in data or knowledge⁵. The Gap Analysis, which was subject to further consultation with the Steering Group, identifies key areas for future research and has informed Key Thematic Area 2.

B.14 The Gap Analysis can be found in **Appendix D**.

Steering Group Interviews

B.15 Where appropriate, the CAP has been informed by separate interviews with individual members of the Steering Group. These discussions primarily sought to understand the drivers for, or intended purpose of, key resources identified in the Desk Study.

Case Studies

B.16 To better understand the development management processes in Glasgow City and North Lanarkshire, and how they currently respond to water vole issues, two project-specific Case Studies were prepared.

B.17 Glasgow City Council and North Lanarkshire Council identified Case Study subjects respectively, and each was informed by a review of documents made available by each authority, downloadable from planning portals, and/or via discussions with involved parties.

B.18 The Case Studies are presented in **Appendix E**.

⁴ Available via the CIEEM resource hub <https://cieem.net/iam/resources-hub/>

⁵ Gap Analysis did not include a review of legislative or policy provisions.

Appendix C

Desk Study

Appendix D

Gap Analysis

Appendix E

Case Studies

Appendix F

Action Tracker