

ANNEXES

Page

Annexe	1	Copy of the Community Statement	2
Annexe	2	Review of other Coastal Pathfinders	4
Annexe	3 (i)	Invitation Letter to Community Exhibition	31
Annexe	3 (ii)	Comments sheet - Community Statement	32
Annexe	4	Analysis of Community Exhibition	34

ANNEX 1

The Community Statement

This Statement was drawn up based on the views expressed at a one-day workshop of Stakeholders, later refined and endorsed over the course of a two-day Community Exhibition.

The Statement is one of the principal outputs of this project, the other being the recommendations and proposed Policies set out in this report.

The Report and the Statement together form part of the evidence base for the GYBC Local Development Framework (LDF). The Council will have to explain and justify any policies and land allocations proposed to deal with the challenge of coastal change. The Community views set out in the Statement form part of that justification.

**Things that are valued by the Community**

The community is content, not seeking to alter things, many of them having chosen to live in the area because of its special qualities.

A safe place to live among like-minded people who appreciate the un-spoilt nature of the coast and the quietness of the village.

Well connected by bus to busier and more modern places that provide a good range of facilities and activities and access to the national rail network.

The holiday companies provide a variety of seasonal jobs and the large number of visitors support local shops and businesses, medical and other services.



**Key to the Diagram**

-  Proposed **Coastal Change Management Area** based on the indicative areas in the Shoreline Management Plan shown as being at risk in the short, medium and long term
-  **Enhancement** to the beach and cliff top with improved access and seating at appropriate points (not necessarily as shown) to be provided following the demolition of buildings
-  Prime **roll-back area** for households displaced by coastal change with new housing in keeping with the character of the village and additional hedge and tree planting along the outer boundaries
-  Second **roll-back area** along California Road with potential extension westwards as required, built in keeping with the character of the village
-  Area for displaced **businesses** - the California Tavern, shops and arcades - with new car park and improved access to the beach and cliff walk
-  Area to accommodate **holiday chalets and caravans** relocated from the affected areas of the holiday parks if needed, with new planting along the outer boundaries
-  Location for the planned **Community Centre**, close to the existing post office and shops, car park and play area

**Scratby and California Coastal Pathfinder Project**



**Proposed Coastal Change Management Area**

**COMMUNITY STATEMENT** December 2010

**Principles to Guide the Policies and Proposals to apply in the Coastal Change Management Area**

Reduce uncertainty by providing a clear direction for the future of the village to maintain confidence in the viability and appeal both as a place to live and for holiday businesses.

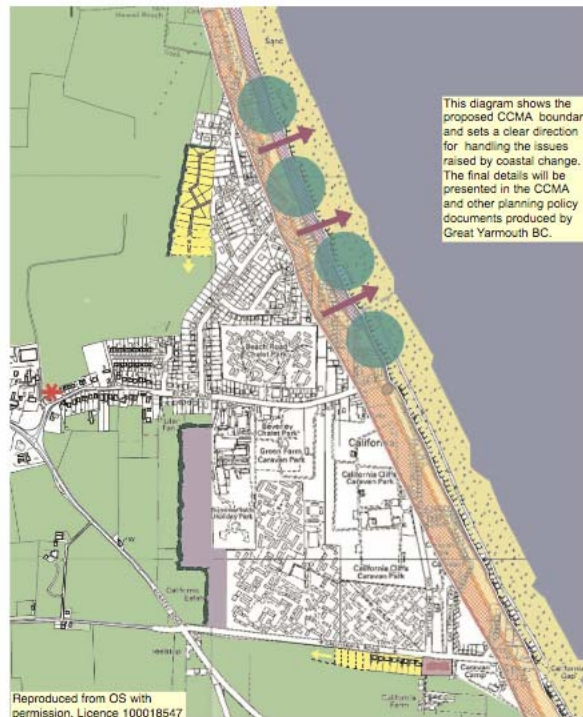
Provide maximum flexibility for those affected by coastal change to choose what action to take, including temporary uses. Trigger points should be related to events rather than to fixed time-scales to help accommodate individual wishes and business needs as far as possible within the overall plan.

Maintain and reinforce the attributes of the village and its surroundings. Replacement housing and other development will be designed to keep the existing character of roads and avenues, maintaining access and circulation.

Enhance the beach and cliff top as opportunities arise through demolition to create more open space, improved access, additional seating and new areas of natural habitat.

Maintain the active involvement of the community in all stages of the preparation and implementation of the Coastal Change Management Area and subsequent planning policies.

The areas identified for development will be available only to households and businesses displaced by coastal erosion.



## Annex 2 - Report on Other Coastal Pathfinders

### Introduction

The Scraby Coastal Pathfinder project is exploring community-based adaptation planning for coastal change. Key aspects of the project are:

- the focus on community engagement, and;
- consideration of different approaches to adaptation including the feasibility of roll back, business support, and buy to let schemes

The main aim is to produce a community adaptation action plan. This will include recommendations and priorities for spatial planning action.

This Appendix looks at emerging ideas and initiatives across other English Coastal Pathfinder projects with similar aims as far as adaptation planning is concerned.

### Adaptation and Adaptation Planning

Defra's "CAPE" work considered adaptation and adaptation planning in the following terms:

*"Adaptation is the process of becoming adjusted to new conditions, in a way that makes an individual, community or system better suited to its environment. While the adjustment in natural or human systems usually happens in response to actual stimuli or their effects, with increasing knowledge and the capacity to predict future events and trends, human society has the opportunity to prepare for expected change by making adjustments in order to moderate harm or exploit beneficial opportunities. Adaptation planning is this process of preparation for future change. Adaptation is the ability to look forward to a future for the community despite coastal change. It is about giving people a degree of certainty, in some shape or form."*<sup>1</sup>

The Defra work also identified four different types of change associated with adaptation:

1. **Physical change**, which relates to both the natural environment and the built environment (including homes, offices, schools and hospitals as well as the infrastructure on which they depend, such as drainage, water and energy supply, transport networks and communications);

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<sup>1</sup> Understanding the Processes for Community Adaptation Planning and Engagement (CAPE) on the Coast R&D Technical Report FD2624/TR, November 2009 Defra.

2. **Financial environment** (including businesses and services);

3. **Institutional environment** (policies, strategies, plans and the systems for developing and implementing them, such as decision-making processes, regulatory structures, partnerships, etc); and

4. **Social environment**, involving community networks and organisations, engagement processes, etc, as well as the social acceptance that change is happening and that some sort of response is needed

as well as three different coastal policy objectives that impact significantly on adaptation:

- **Resistance** (slowing or stopping the harmful impacts of change);
- **Resilience** (making individuals and communities better able to cope with impacts); and
- **Relocation** (moving assets and activities to locations where they will not face the same degree of impact).

In this report, adaptation and roll-back are defined as follows:

- **adaptation**: a process of managing the impacts of coastal change on communities and individuals, in advance of erosion or realignment, with the aim of reducing the risk and mitigating the adverse effects; and
- **roll-back**: facilitating the relocation of properties from areas at risk of coastal erosion or realignment to areas not at risk.

### **Coastal Pathfinder Projects involving Adaptation Planning, Community Engagement and Links to Spatial Planning**

6 of the other 14 English Coastal Pathfinder projects involve similar themes and objectives to the Scratby project. These are:

- Dorset
- East Riding
- Lincolnshire
- North Norfolk
- Scarborough
- Waveney

These are discussed further below.

### *The Dorset Coastal Pathfinder Project*

Dorset County Council are exploring planning for, and managing, adaptation to coastal change on the 'Jurassic Coast'. They will be considering how local spatial planning can best support adaptation to coastal change as part of the project.

The Pathfinder will explore important questions about the potential opportunities for, and constraints on, 'roll-back' as parts of some communities face the prospect of relocation e.g. New Swanage, Ringstead, Seatown, Charmouth. Key questions include:

- What are the options for relocating threatened property given that the surrounding landscape is heavily designated and therefore protected from development?
- What measures can be set in place to assist home owners and small businesses to relocate?
- Should we relax the planning system and seek to find alternative sites inland?
- Is there a role for compulsory purchase in this context?
- How will the abandoned property and sea defences be removed?
- What mechanisms can be found to assist both private landowners and the businesses to relocate?
- Are they willing to relocate?
- Can the planning system help in this respect?
- How would householders and businesses respond to adaptation options such as buy and lease back?
- Can important visitor infrastructure be relocated to a more sustainable position?
- What would be the implications for interpretation, access and public safety?
- Can cliff top home owners be relocated elsewhere and would this merit the 'exceptional circumstances' necessary to justify development outside accepted boundaries?

Consideration is being given to exploring the potential of Coastal Action Plans for communities facing significant change, building on existing experience locally e.g. through the National Trust's 'Shifting Shores' work. Key questions here are:

- is another layer of plan desirable, or would it simply add to an already confusing picture?
- Would such plans flow logically from SMP2 policies and/or could they be adopted as Supplementary Planning Documents in Local Development Frameworks?
- How might they link with the community planning and Parish Planning process in those communities?

To improve local spatial planning, the Pathfinder is looking to:

- conduct 'gap analysis of the limitations within the current system to consider and plan for coastal change and an assessment of how an inevitably bureaucratic process can best deal with dynamic coastal change, and;

- improving multi-disciplinary collaboration in the development and implementation of coastal policy through a series of '*Change we can plan for?*' seminars in 2010 and 2011 to bring together professionals in forward planning, marine spatial planning, transport planning, coastal defence and development control along the Jurassic Coast.

The issues above have been confirmed by the Coastal Pathfinder Project Coordinator as those the Project will be/are exploring. The elements of the project that relate to spatial planning are intended to address the aim of cultivating 'a spatial planning system which is well equipped to reconcile the potential conflicts between a sustainable approach to coastal change on the one hand, and onshore/offshore development pressures on the other.' The key delivery mechanism for this, is the spatial planning research project to identify the 'gaps' in the spatial planning system for dealing with coastal change adaptation.

### *The East Riding Coastal Pathfinder Project*

The East Riding Pathfinder aims to support coastal residents whose primary dwelling is under imminent threat from coastal erosion and genuinely need support to adapt or relocate to safer and more sustainable areas.

It involves an "Enhanced Assistance Package". For those residents of permanent dwellings deemed to be at imminent risk (Level 1), the types of assistance that may be available include:

- Demolition and site restoration costs of the curtilage
- Relocation costs
- Small hardship payment
- Payment of up to 50% of up to a 12 month tenancy
- Payment of management / agent fees
- Provision of essential second-hand furnishings and white goods for a new dwelling

For those residents of permanent dwellings deemed to be at higher, but not imminent, risk (Level 2), the types of assistance that may be available include:

- Buy and lease back option. Subject to a condition survey, and other considerations, the Pathfinder would allow the East Riding of Yorkshire Council to purchase a property and lease it back to the owner, and;
- Erosion Adaptation Assistance Grants. These are awarded by a panel made up of members from the East Riding Integrated Coastal Zone Management (ICZM) initiative and chaired by the portfolio holder for Policy, Performance and Strategic Partnerships. These grants provide financial assistance where residents feel that they are able to adapt their living environment, rather than move out of the property immediately.

Retrospective applications for adaptation measures already carried out may also be considered, are be subject to approval by the panel. Alternatively, residents at Level 2 can be assessed for eligibility for components in the Level 1 package should they wish to opt for their property to be demolished.

Residents' eligibility for each component of the package are dependant on liaison and an assessment and this would take place between Council officers and the resident on a one-to-one basis. To help this process, Council officers visit residents living close to the cliff edge to discuss their options.

The Council has had an innovative coastal "Roll Back" planning approach to facilitate the relocation of threatened property along the Holderness coast for several years. Defra understand that the Coastal Pathfinder project will further develop the Council's existing Roll Back policy.

The Roll Back policy was originally developed as a response to coastal erosion and the threat to caravan parks and holiday home park developments. The initial feasibility and policy development of the rollback policy was carried out by David Tyldesley & Associates in 2002/3. The Council agreed the "Roll Back Policy for Caravan and Holiday Home Parks threatened by Coastal Erosion" in June 2004. This is available online at the Coastal Observatory website:

[www.hull.ac.uk/coastalobs/media/pdf/rollback1.pdf](http://www.hull.ac.uk/coastalobs/media/pdf/rollback1.pdf)

In November 2005, the Council agreed a "Roll Back Policy for Houses and Farmsteads threatened by Coastal Erosion". This policy guidance was proposed as an interim measure, to be used primarily as a development control tool, until it can be incorporated into the Council's Local Development Framework (LDF). It remains as a 'Guidance Note' due to slow progress by the Authority with its LDF.

The Policy, its reasoned justification and a Map showing the area to which applies, are reproduced below.

***East Riding of Yorkshire Council's Roll Back Policy for Permanent Houses and Farmsteads threatened by Coastal Erosion December 2005***

"In light of the planning policy background outlined above, and having considered a number of alternative approaches, the Council recommends the following policies for permanent residential dwellings and farmsteads at risk from coastal erosion to be replaced and re-located to a more sustainable location (detailed below). The proposed policies are largely 'exceptions policies', inspired by a unique set of circumstances, designed to enable flexibility within the planning system to deal with such exceptional circumstances, where normally this would not be the case. This approach builds on the more general exceptions policies in the existing Local Plans.

- A. Proposals for the replacement of residential dwellings considered to be at risk from coastal erosion within the next 50 years will be permitted where:
- i. the Council is satisfied that the dwelling is a permanent structure and is occupied on a permanent residential basis;
  - ii. the application secures the demolition of the existing dwelling and restoration of

the site within three months of occupation of the replacement;

- iii. the design of the replacement dwelling reflects the character and appearance of the new locality;
- iv. the gross volume of the replacement dwelling is no larger than the dwelling it replaces, taking into account permitted development rights associated with the existing property.

In order to secure more sustainable patterns of development, this will be in the form of replacing the dwelling on a site that is judged to have a life expectancy of at least 100 years:

- v. within the development limit,\* or adjoining it, of a settlement within the Coastal Zone\*\*;
- vi. within or adjoining the built up area of a smaller settlement (that does not have a development limit) within the Coastal Zone.

B. Proposals for the replacement of agricultural dwellings/farmsteads considered to be at risk from coastal erosion within the next 50 years will be permitted within the existing holding to a site that is judged to have a life expectancy of at least 100 years, provided:

- i. the dwelling/farmstead is expected to remain in agricultural use;
- ii. the application secures the demolition of the existing dwelling and restoration of the site within three months of occupation of the replacement;
- iii. the gross volume of the replacement dwelling is no larger than the dwelling it replaces, taking into account permitted development rights associated with the existing property;
- iv. the design of the replacement dwelling reflects the character and appearance of the new locality.

\* The existing Local Plans both draw 'development limits' around certain settlements, within which development should normally be focused. Other (general smaller settlements) have no defined development limits. In accordance with the recently adopted Joint Structure Plan, this approach is being re-visited through the preparation of the LDF. The terminology used in this policy may therefore subsequently be changed.

\*\* The Coastal Zone is defined in the Integrated Coastal Zone Management Plan (as shown in Map 2).

#### SUPPORTING TEXT TO THE 'ROLL BACK' POLICY

In order for a dwelling to be replaced and relocated under this policy, the Council will carry out an assessment to determine whether the dwelling can be classified as 'permanent' and 'residential'. In the past, such assessments have been based upon the structure of the building, its historical use, and Council tax records. These checks should assist in determining whether a genuine housing need would exist if the property were to be lost to coastal erosion

In the case of agricultural dwellings, the policy approach is intended to allow existing agricultural operations to continue. In order to ensure that this is the case, an agricultural occupancy condition will normally be imposed on the new property.

Another condition of these policies is that the dwelling must be judged to be threatened by coastal erosion within the next fifty years, estimated by the Council's Civil Engineering Services Division. This enables residents of such property to take a pro-active approach to replace and re-locate to a more sustainable location, before coastal erosion becomes an imminent threat.

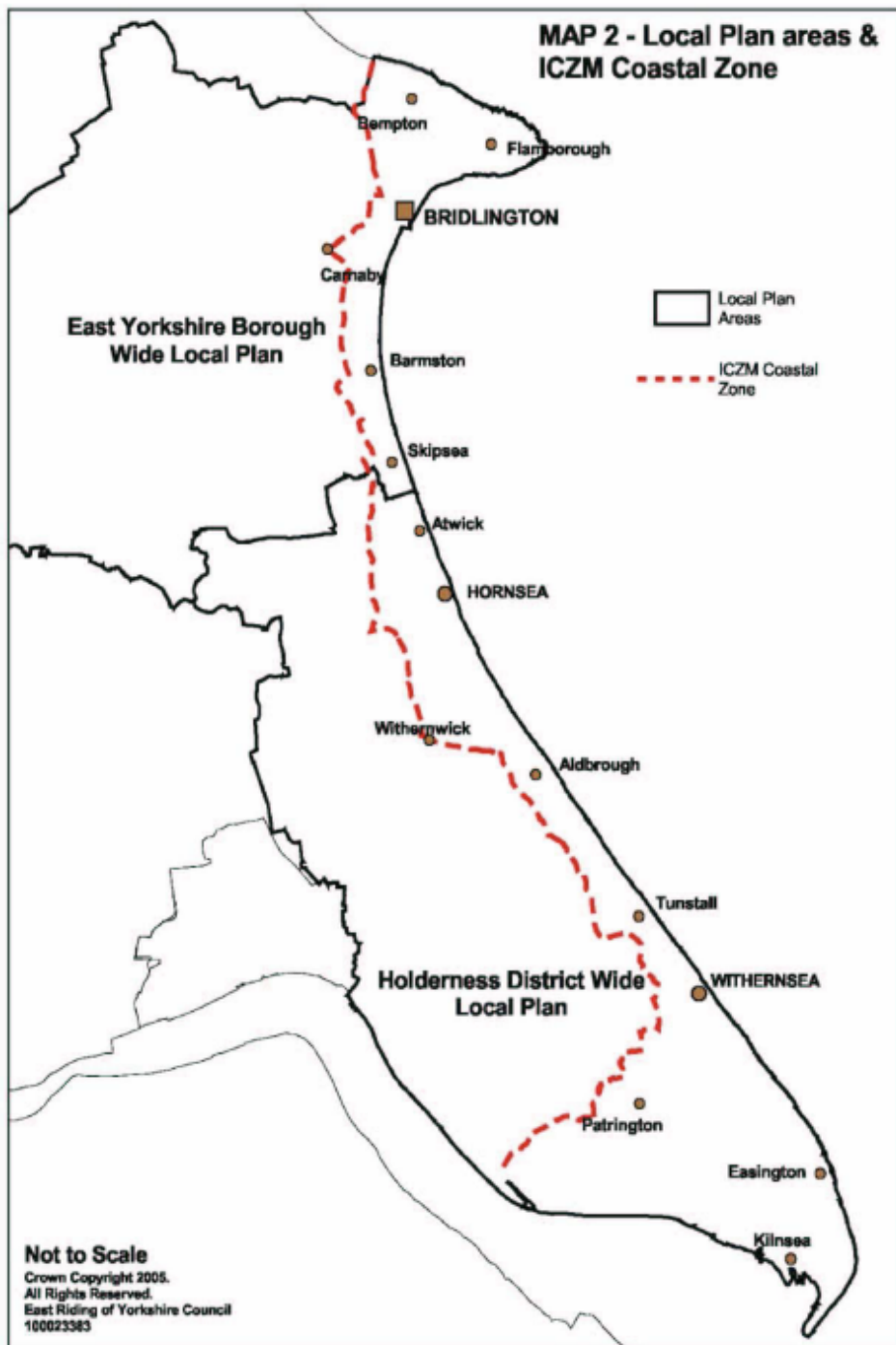
It is necessary that the original dwelling be demolished and the site restored to its natural state. This guards against the prospect of contamination and eyesores of abandoned dangerous buildings, as well as improving the quality of the environment.

The gross volume of the replacement dwelling must be no larger than the original dwelling, in order to minimise the impact upon the surrounding area. However, if this would severely detract from the character of the new location, an exception may be made to allow the replacement dwelling to be of a similar size to those in the immediate vicinity. For the same reason, it is important that the replacement dwelling is of an appropriate design that is in keeping with the character of the new locality. Normal Permitted Development (PD) rights will apply in relation to increasing (if required) the size of the dwelling. If PD rights have been used in the existing dwelling, further PD rights will not apply to the replacement dwelling.

The proposed re-location options for the replacement of permanent residential dwellings have been considered in line with the JSP development strategy (policies DS1-DS5), which gives preference to development in Principal Towns/Towns such as Bridlington, Hornsea and Withernsea over smaller villages and hamlets. The purpose of the JSP development strategy is to encourage more sustainable patterns of development by ensuring that residents have better access to important services and facilities and therefore have less need to use the private car for their every day needs.

The Council has considered different options regarding the re-location of the dwellings affected, and acknowledges that it would be unreasonable to restrict re-location to the coastal towns. Therefore, this policy adopts an exceptional approach that enables dwellings to be replaced in smaller coastal settlements if required, on the basis that coastal erosion may generate a genuine housing need that can be provided for under the provisions of JSP policy DS4, concerned with development in smaller settlements. Without this approach it would be more difficult to justify the need for such development. Sites for re-location will be restricted to the Coastal Zone defined in the ICZM Plan (see Map 2) to ensure that dwellings are re-located in relative proximity to the coast. Clearly, this would not restrict movement over a greater distance, however, the 'exceptions' approach would not apply in such circumstances.

In the case of agricultural dwellings, 'roll back' is permitted to a site within the holding, where it is judged to be safe from coastal erosion for the next hundred years. This is to ensure a more prudent and sustainable form of development in the countryside, and accords with the JSP development strategy under policy DS5, development in the countryside."



As part of its emerging Local Development Framework, the East Riding of Yorkshire Council has put forward Policy HQE6 'Managing Environmental Hazards' in its Preferred Approach Core Strategy (May 2010) which considers coastal issues. The intention is that this will be supplemented by an SPD in due course. Those parts of the Policy dealing with coastal erosion issues are reproduced below.

***Proposed policy HQE6: Managing environmental hazards (part)***

Environmental hazards, including flood risk, coastal change, and contaminated land will be managed, ensuring that development does not result in unacceptable exposure to its users.

**Coastal change**

E. Risk posed from coastal change will be managed by restricting development in affected areas identified in the SMP2, shown as Coastal Change Management Areas (CCMAs) on the Proposals Map. Certain temporary uses will be allowed in CCMAs where it can be demonstrated that they would contribute to the local economy or help to improve the East Riding's tourism offer, and that the risk to the development can be mitigated throughout its intended lifespan. It will also be necessary to ensure that any temporary uses permitted include a requirement for all associated structures to be removed upon expiry. Residential uses will not be permitted in CCMAs.

F. Existing development located within areas identified at risk from coastal change (CCMAs) will be permitted to re-locate or 'Roll back' to a suitable coastal location outside of that area, provided it:

1. provides for the appropriate clearance and restoration of vacated areas, with enhancements to nature conservation resources, and provision of public access to the coast where appropriate.
2. has an acceptable relationship with existing settlements with regard to their character, setting, residential amenity and local services.
3. is in permanent use and is a permanent structure (excluding caravan and holiday home parks).

G. Development proposals for sustainable coastal change management in line with the SMP2, such as improvements to coastal defences or managed realignment will be supported, provided they would not have any unacceptable adverse environmental, social and economic impacts.

A Supplementary Planning Document will be prepared to provide further guidance on the application of this policy.

***The Lincolnshire Coastal Pathfinder Project***

Lincolnshire was awarded Coastal Change Pathfinder status at the end of 2009, with an objective of exploring innovative methods of supporting coastal communities to adapt to the long term effects of climate change. Lincolnshire's pathfinder takes a strategic approach covering the whole coastal area, and aims to promote enhanced delivery through existing initiatives where possible, rather than establishing a new tier of independent projects. The Lincolnshire pathfinder programme, therefore, has been designed to complete the local Coastal Study and explore in more detail some of the practical implications of the principles published in the final version of the Study. At the same time it is intended to link with and support delivery of a range of initiatives being undertaken through the east coast inundation group, which focuses on emergency planning and preparation for major coastal inundation incidents.

The programme is due to complete in June 2011. The local joint Scrutiny Committee met in November 2010 where members considered progress in implementing the pathfinder programme. The following information is based on that meeting.

**Completion of the Coastal Study** – now completed and published at <http://www.lincolnshire.gov.uk/residents/environment-andplanning/environment/lincolnshire-coastal-study/>

The Study looks at a number of options looking forward 20, 50 and 100 years about how sustainable coastal communities might be developed. The Study considers the idea of buy and rent-back schemes.

**Social complexity and decision-making for emergencies** – social modelling and local research in progress by Aston University to identify social groups most vulnerable to the impact of coastal inundation, to determine their available options in response to an emergency, and to inform development of emergency plans accordingly. The project is on target to report in detail on the findings of the research by the end of December 2010.

**Improving information and communications with communities the coastal area** – coast-wide information campaign to raise awareness of coastal inundation and available measures to prepare, building on existing promotion of the Environment Agency's floodline service. The campaign has been launched, and will run until January 2011, with its results informing further work with specific communities to explore their local requirements for adaptation measures. The campaign can be accessed online at <http://www.lincolnshireprepared.co.uk/>

*o Local engagement and adaptation support* – a sub-project of the above, intended to explore effective means of engaging with communities in South Holland such as Holbeach, Long Sutton and Sutton Bridge. This project has yet to commence.

*o Mablethorpe case study* – a second sub-project focusing on establishing the refurbished library as a community resource hub to disseminate information about flood risk and climate change adaptation, including community-led and designed exhibition. Identified as a preferred option by the local community in recent neighbourhood engagement. Commencement is dependent on date of completion of refurbishment works.

**Promoting design solutions** – Taking six specific sites in Boston as case studies to explore practical, policy and process barriers to development, with the aim of producing possible mitigation measures. The project will also lead to the production of a handbook of resilience measures for existing properties, assessed for use by local authorities locally and in other coastal areas around the UK. The consultancy JMP has been appointed to undertake the project, and meetings are being arranged with local developers and stakeholders to begin identifying barriers.

**Improving knowledge of the hidden coastal community** – there are large numbers of static caravans in parks along the east coast, with a significant population that does not appear in census figures. It is not known exactly how many people are present in the caravans at any given time, although it is known that some do remain in place during the Winter months, despite restrictions on occupancy during this period. Many of these people are among the more vulnerable members of society, and therefore are at higher risk in the event of coastal flooding. It is therefore very important to develop a clearer understanding of who is likely to be resident in the caravans during the Winter months so that appropriate preparation can be made to communicate with or evacuate residents. This project will make an assessment of the caravan parks by approaching occupants directly, and Sheffield Hallam University have been commissioned to deliver the project in order to inform a wider piece of research examining the issue of coastal caravan residence nationally.

**National coastal innovation** – This project has focused down from the original bid, to concentrate on developing with local businesses a viable economic model for sustaining businesses in the coastal area independent of strategic-scale housing development on the coast. Woodholmes Ltd have been engaged to deliver this piece of work, and are currently undertaking a series of briefings and consultation meetings with local businesses.

Additional funding was set aside in the original bid to support development of the Flood Risk and Drainage Management framework, and programme management support for delivering the pathfinder programme. The former is being used to support the requirements on partners to share data, and to arrive at a solution for sharing data on flood risk management assets between agencies using different software packages and formats. The latter sum has enabled engagement of a project manager from the County Council's term contractors to develop detailed reporting and governance arrangements.

*The North Norfolk Coastal Pathfinder Project*

The Council already has supportive planning policies in place to assist roll back/relocation of development. The North Norfolk Local Development Framework Proposals Map shows a 'Coastal Erosion Constraint Area' and the adopted Core Strategy (2008) includes Development Control Policy 'Policy EN 11: Coastal Erosion', governing development in that area (see below). The Core Strategy also aims to help communities adapt to the prospect of coastal erosion by providing a policy framework to enable existing development to roll-back/relocate from areas at risk to 'safer' locations (Development Control Policy 'Policy EN12: Relocation and Replacement of Development Affected by Coastal Erosion Risk'). This policy goes hand-in-hand with Development Control Policy EN 11 as a positive attempt to counter the negative effects of the restraint policy for risk areas.

Policy EN12 therefore allows for the relocation of development from risk areas to inland sites. This should help the owners of certain properties at risk of erosion to make long-term decisions, to help reduce the stress and blight caused by coastal change. It will also help establish a buffer between development and the cliff edge. It is hoped that this will help prevent the decline of communities by retaining the benefit of existing development (homes, community facilities and businesses). The full text of this Policy is also reproduced below together with Policy EN11;

## Policy EN 12

### Relocation and Replacement of Development Affected by Coastal Erosion Risk

Proposals for the relocation and replacement of community facilities, commercial and business uses that are considered important to the well-being of a coastal community affected by coastal erosion will be permitted, provided that:

- the development replaces that which is affected (or threatened) by erosion within 50 years of the date of the proposal;
- the new development is beyond the Coastal Erosion Constraint Area shown on the Proposals Map and is in a location that is well related to the coastal community from which it was displaced;
- the site of the development / use it replaces is either cleared and the site rendered safe and managed for the benefit of the local environment, or put to a temporary use that is beneficial to the well-being of the local community, as appropriate; and
- taken overall (considering both the new development and that which is being replaced) the proposal should result in no detrimental impact upon the landscape, townscape or biodiversity of the area, having regard to any special designations.

Proposals for the relocation and replacement of dwellings affected by erosion will be permitted, provided that:

- the development replaces a permanent dwelling (with unrestricted occupancy), which is affected (or threatened) by erosion within 20 years of the date of the proposal;
- the new dwelling is comparable in size to that which it is to replace;
- the relocated dwelling is within or adjacent to a selected settlement and is beyond the Coastal Erosion Constraint Area shown on the Proposals Map;
- the site of the dwelling it replaces is either cleared, and the site rendered safe and managed for the benefit of the local environment, or put to a temporary use that is beneficial to the well-being of the local community, as appropriate. The future use of the site should be secured (by legal agreement) in perpetuity. Interim use as affordable housing will be

considered beneficial to the well-being of the local community in interpreting this clause; and

- taken overall (considering both the new development and that which is being replaced) the proposal should result in no detrimental impact upon the landscape, townscape or biodiversity of the area, having regard to any special designations.

## Policy EN 11

### Coastal Erosion

In the Coastal Erosion Constraint Area<sup>100</sup> new development, or the intensification of existing development or land uses, will not be permitted, except where it can be demonstrated that it will result in no increased risk to life or significant increase in risk to property.

In any location, development proposals that are likely to increase coastal erosion as a result of changes in surface water run-off will not be permitted.

According to the Council, one of Policy EN12's effects has been to increase the value of property in the risk area. Until now the Council could do little to help property owners to "roll back"; however, the Coastal Change Pathfinder has provided an opportunity for the Council to provide practical support (and funding) in some circumstances. Some incentive is provided, however, because the value of the sites beyond the allocated or designated development areas (usually farmland) would be expected to be lower than those in designated development areas (so they should be cheaper to develop than other sites).

Because this policy only applies to properties in the specified risk areas, those property owners are able to take advantage of the ability to develop sites on which development would otherwise not be permitted. Such planning permission is of considerable value and can be realised by the owner of the qualifying property. This 'uplift' is recognised in the valuation of houses at risk within 20 years and businesses at risk within 50 years

Policy EN12 includes detailed criteria against which roll-back proposals should be considered. These criteria aim to balance the need to respond to the threat of property loss with the need to protect the environment and other interests. This is a new policy for North Norfolk and there are no examples to follow. All manner of roll-back proposals can be envisaged and the circumstances of each are likely to be unique. Negotiation will be central to such proposals with a key aspect being timing, in particular the lag between the completion of a proposed new development and the demolition or re-use of the existing property. The aim will be to minimise this time lag.

A Development Control Guidance Note 'Development and Coastal Erosion' was prepared in April 2009. It is available at:

[http://www.northnorfolk.org/files/Development\\_and\\_Coastal\\_Erosion\\_Guidance.pdf](http://www.northnorfolk.org/files/Development_and_Coastal_Erosion_Guidance.pdf)

This guidance shows how the predictions for coastal erosion contained within the (Kelling Hard to Lowestoft Ness) Shoreline Management Plan can be applied in decisions about new development, and it explains the different approach needed for different types of development and land use. The guidance clarifies the nature of development that could be appropriate in at-risk locations and the circumstances in which it could be permitted. It aims to aid decision-makers in balancing the need to preserve the safety of people and their homes, the need for communities to remain vibrant, successful and ever-renewing, and the sustainability of the coastal environment – and, all the while, fulfilling North Norfolk District Council's duties as a planning and coastal management authority. It contains an interesting Appropriate Development Matrix Table:

**Table 1: Appropriate development matrix**

The following table is a quick reference guide to the suitability of the different types of development detailed in section 5.2 of this guidance.

	Long-term (up to 2105)	Medium-term (2025 - 2055)	Short-term (up to 2025)	instability	Notes
Type A: New independent development (not associated with an existing building or use)	X*	X*	X	Suitable drainage	* depending on use i.e. may be acceptable where community benefit is derived and suitable conditions are imposed
Type B: Temporary uses	✓*	✓*	✓*	Suitable drainage	* suitable conditions are imposed
Type C: Changes of use	✓*	✓*	✓*	✓	* provided no increase in intensity
Type D: Extensions (including householder development)	✓*	✓*	X**	Suitable drainage	* only where level of increase is minimal, i.e. development should clearly be subordinate to the existing building **only permissible where there is significant benefit to the wider community
Type E: Intensification	✓	✓	✓*	✓	* only where level of increase is minimal and provided the increased risk can be mitigated type of occupancy may be relevant
Type F: Re-development	✓*	✓*	✓**	Suitable drainage	* provided no significant increase in magnitude - if so see extensions **provided suitable conditions are imposed limiting the permission to the residual life of the development, coupled with clearance/after-use conditions
Type G: Replacement of Development Affected by Coastal Erosion (Policy EN12)	✓	✓	X	Suitable drainage	
Type H: Open land uses	✓	✓	✓	Suitable drainage	
Type I: Infrastructure and community uses	✓*	✓*	✓*	Suitable drainage	* provided it is necessary and that suitable conditions are imposed

Under the Pathfinder programme, North Norfolk District Council are exploring planning for, and managing, adaptation to coastal change with a particular focus on the community of Happisburgh. The project is aiming to facilitate the rolling-back of businesses and community facilities by building on the existing spatial planning policy, as well as providing specialist planning advice to businesses.

The Council is planning the removal/ relocation of dwellings most imminently at risk on Beach Road Happisburgh. This initiative seeks to acquire and demolish the properties at risk in the first Shoreline Management Plan Epoch (up to 2025). The houses that are most imminently at risk of erosion are suffering from a lack of maintenance. Because of the uncertainty of coastal erosion, their owners have not been able to make decisions about their future. The Council will seek to reach an equitable settlement with each property owner in accordance with an agreed methodology. Where an amicable arrangement is made, the properties will be acquired by the Council and demolished. The rubble may be utilised for a new car park and new beach access ramp and the cleared sites will become part of a cliff-top enhancement scheme.

The Council is also investigating methods of purchasing properties at medium term risk on Beach Road. They are recruiting an independent property agent to work on their behalf to develop a method of valuing and purchasing these properties with the option to lease back to existing occupiers or find new uses. They would then be demolished at an appropriate time as the cliff recedes. Manor Caravan Park, Happisburgh is close to the cliff edge and lies almost entirely within the area identified in the Shoreline Management Plan as at risk before the year 2025. It is reducing in size and this will in time affect the viability of the business. The Caravan Park plays a significant role in the vitality of the village, bringing money into the local economy. The site is valued by the local community and caravan owners and touring visitors use local facilities including the local public house and shops. The Council is therefore working with the owner of Manor Caravan Park, to assess the options and

constraints to relocating or adapting the existing business to the changing coastline. If an appropriate option is available, the initiative will aid the initial relocation.

### *The Scarborough Coastal Pathfinder Project*

Scarborough's project focuses on planning for, and managing, adaptation to coastal change for the Knipe Point community. The intention is to develop an adaptation action plan through community consultation. Nearby land not at risk of coastal erosion or land instability will be purchased and Knipe Point property owners who lose their home as a result of coastal erosion will be given the opportunity to rebuild on the purchased land subject to conditions to be determined as part of the project.

The emerging LDF Core Strategy provides support for roll back through Preferred Draft Policies EC2 'Maintaining a Diverse Year-Round Tourism Economy' and ENV3 'Responding to Environmental Risks'. These policies are reproduced below.

### **Scarborough Borough Council's Emerging Core Strategy Policies EC2 and ENV3 (Part)**

#### **Core Policy EC2**

#### **Enabling a Diverse Year-Round Tourism Economy**

##### **Rural areas**

**It is important that new tourism developments maximise their potential for use by local communities and support other facilities serving local communities.**

**Development relating to existing caravan / chalet sites will be permitted where it is demonstrated that the proposal:**

**(i) forms part of a coastal 'roll back' plan in accordance with Core Policy ENV3 'Responding to Environmental Risks';**

**(ii) results in the upgrading of accommodation on offer, without resulting in an intensification of its use and subsequent impact on the local area or wider landscape. Such proposals should incorporate improvements to existing landscaping to reduce the overall impact of the site.**

**The development of new caravan / chalet sites will be permitted where:**

**(i) the scheme is of modest scale with adequate access to the main road network;**

**(ii) the site is located within established natural means of screening that minimises impact on the local and wider landscape;**

**(iii) the location is such as to enable adequate management of the site without giving rise to the need for additional permanent residential presence.**

### **Tourism Policy Approach for the wider countryside and coast**

**9.51** The Borough's inland and coastal rural areas face different issues to the coastal towns. RSS states that plans, strategies, investment decisions and programmes should promote tourism in rural areas, where tourism and recreation can provide jobs for local residents of a scale and type appropriate to their location. It is appropriate to

draw on some of the aims of the Borough's Tourism Strategy that are listed in the Whitby and Filey sections above (the rural areas of the Borough are included with Whitby or Filey in the Borough's Tourism Strategy).

**9.52** Along the Borough's rural coast, coastal erosion is a significant constraint to development and it is important to have regard to the strategies of the Shoreline Management Plan. RSS policy for Yorkshire and the Humber's coast states that plans, strategies, investment decisions and programmes should protect and enhance the unique character, heritage and biodiversity of the undeveloped coast and coastal waters, and protect the integrity of internationally important biodiversity sites.

**9.53** In the coastal areas north and south of Filey, there is a significant presence of extensive caravan parks. The caravanning industry has, and continues to play an important part in the Borough's tourism economy. It is important to protect the open and expansive nature of the Borough's distinctive coastal landscape outside the coastal towns which has made the Borough's coastline so attractive to tourism. The Council's preferred Approach is therefore to resist the significant development or extension of caravan / chalet parks, unless the development is part of a coastal 'roll-back' plan in accordance with Core policy ENV3.

#### **Coastal and Cliff Erosion**

**10.63** There is a need for a sustainable approach to addressing climate change and natural coastal processes. The Government's aims for an integrated approach to coastal management are set out in Defra's 'A strategy for promoting an integrated approach to the management of coastal areas in England'. A revised national statement on coastal planning is currently the subject of consultation

### Core Policy ENV3

#### Responding to Environmental Risks

In order to reduce the risk from the impacts of climate change and natural processes, development proposals will be required to:

- (i) Minimise the emission of pollutants, including noise, light and emission pollution, into the wider environment;
- (ii) Have no adverse effects on water resources and quality, and reduce water consumption through water usage conservation and recycling, the use of water strategies to set consumption targets and, where high water use is anticipated, the application of rainwater harvesting techniques and/or rainwater storage systems;
- (iii) Be located outside the Borough's rural coastline so as to minimise the exposure of people and property to the risks of coastal erosion, and protect its special character in accordance with Core Policy DEV1;
- (iv) Be assessed against the flood risk zones, as defined in the Strategic Flood Risk Assessment for Northeast Yorkshire and information from the Environment Agency. Sustainable Urban Drainage Systems (SUDS) will be required to mitigate against flood risk in areas of sensitive drainage;
- (v) In locations where existing property is threatened by coastal erosion the relocation of development to less vulnerable locations will be permitted provided that the proposals satisfy the requirements of other policies within the Core Strategy and other Development Plan Documents.

**10.64** The coast of the Borough is, to varying degrees, being eroded away by the sea and weather. For many years the Borough has employed various forms of coastal protection at different points along the coast to either slow down or halt the erosion. Unfortunately, coastal protection ultimately is an extremely costly process, and in some cases where applied, can enhance erosion elsewhere. As such, the coast cannot be protected in its entirety. The North East Shoreline Management Plan 2 (SMP2), prepared by Royal Haskoning and adopted in February 2007, is the main document regarding coastal management between the River Tyne (South Shields) and Flamborough Head. The SMP2 assesses current levels of coastal erosion, the underlying geology and coastal processes, and factors in the possible implications of climate change. Using this information it provides a detailed investigation of projected erosion rates at various points in time: 2025, 2055 and 2105. It also considers the existing level of development on the coast and, ultimately, determines when and where coastal protection will be used, and in what form, which means accepting that over time there will be a loss of land, and in some cases, property.

**10.65** The life span of the SMP2 is expected to be 10 years, but as coastal processes are dynamic this may be shorter. Whilst this emerging Core Strategy relates to the period up to 2026, it is considered that the long term implications of coastal erosion need to be given due consideration now, given that sustainability is a key theme of the Core Strategy. As such, the preferred Core Strategy approach is a presumption against development along the Borough's coastline outside the towns of Scarborough, Whitby and Filey, except in the case of forms of development for which a coastal location is demonstrated to be essential.

**10.66** In the open coastline outside the coastal towns, erosion is occurring with neither current protection nor plans for any future protection. Within these areas, small coastal communities are likely to suffer the most, with serious implications for current, and future, residents and property.

*The Waveney Coastal Pathfinder Project*

Under the Coastal pathfinder programme, Waveney District Council are exploring planning for, and managing, adaptation to coastal change for the Easton Bavents & Corton village communities. An adaptation plan will be produced with community engagement. Close links will be made throughout the project with local spatial strategies to ensure these are compatible with proposals.

It is hoped that a bespoke approach will be developed for those parts of these communities most directly at risk, considering the risks and opportunities associated with adaptation. Amongst the potential adaptation are relocation to council owned land and the feasibility of a buy to let initiative. Practical support will be provided to facilitate relocation of those at risk e.g. through discussions with utilities and other service providers, assisting with business plans and the identification of possible sites for relocation.

In Easton Bavents, the objectives include:

- to explore the full range of risks, opportunities, constraints and implications of coastal change on the quality of life of residents, and;
- to identify sites for relocation of residents to new host communities to explore the issues of relocation and demolition, the purchase of high risk property, and planning policy to assist relocation.

So far the following options for both Corton and Easton Bavents have been the subject of public consultation:

<b>Financial</b>	Full financial assistance at market values for all properties at risk Council Tax reduction for all properties at risk Reduced business rates for businesses at risk Buy and / or lease back of properties at risk Investigate property blight / loss of asset value / mortgages / insurance EA's Grant In Aid scheme, under their Contributions Policy* Use of Council Tax receipts for coastal defence Those eligible for Defra demolition grant to be made aware of how to apply Investigate government agency responsibility for loss of asset value to property owners Investigate local businesses to contribute to Pathfinder fund
<b>Evidence Base</b>	Coastal erosion evidence required (inc. impact of Outer Harbour and dredging) Engage with Natural England regarding SSSI designations – residents want ability to protect own properties
<b>Planning</b>	Transferable planning rights and uses to a new location / escrow account Flexibility within LDF's Coastal Change Management Area policy to assist residents at risk Planning section 106 contributions used towards coastal defence Community Infrastructure Levy used towards coastal defence
<b>Housing</b>	LDF's Exceptions policy to re-house residents at risk LDF's Affordable Housing policy to re-house residents at risk
<b>Media Relations</b>	Speed up the Pathfinder process – need immediate response for properties at risk Maintain positive publicity for overall coast so tourism is not affected Provide clarification on how the Pathfinder project fits into wider policy

In Corton, the objectives include:

- to develop a long term plan for the economic sustainability of the village, and;
- to explore subsidies for relocation, the purchase of high risk property, planning policy to assist relocation, and other initiatives to help the community and businesses adapt to coastal change.

The consultation has resulted in the following physical/planning preferences for Corton:

<b>Relocation Programme</b>	Identify and agree potential relocation sites
<b>Planning</b>	Consider granting planning permission for a site inland to begin the re-location of the community Overcome hurdles to business expansion / diversification (e.g. restrictions of planning policy - village envelopes / gaps) Explore a development cluster outside the village confines

As far as Easton Bavents is concerned, the consultation has resulted in the following physical/planning preferences:

<b>Relocation Programme</b>	Speak to community representatives about what specific assistance they need to take relocation programme forward Identify and agree potential relocation sites Set a phased relocation programme
<b>Planning</b>	Transferable planning rights and uses to a new location / escrow account Explore development ideas for disused farm and buildings Farm buildings and land – Loss of crop/land to Easton Farm could be offset by change in planning system to allow sale of land or buildings to Easton Bavents residents whose houses are at risk

The District Council's adopted Core Strategy (January 2009) contains Policy CS03 on Flooding and Coastal Erosion (see below) which promotes a risk-based approach to managing coastal change. Emerging Development Management policies on Coastal Erosion (DM06 Coastal Change Management Area and DM07 Relocation and Replacement of Development Affected by Coastal Erosion) and Housing Development in the Countryside (DM022) are also shown at below.

A Supplementary Planning Document 'Development and Coastal Change' will be prepared to explain the different approach needed for different types of development and land use. It will also clarify the nature of development that could be appropriate in an at risk location and the circumstances where it could be permitted.

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**Waveney District Council, LDF Adopted Core Strategy and Emerging  
Development Management Policies**

**Flooding and coastal erosion - Coastal Erosion**

**Policy CS03 – Flooding and Coastal Erosion**

Proposals for development in Waveney will need to respect the environment of the District and in particular be aware of the potential impact of climate change. Sustainable design and in particular the provision of sustainable drainage systems will therefore be an important consideration in the determination of all appropriate development. Development that would increase the risk of flooding or coastal erosion will not be permitted.

Proposals should avoid high flood risk areas (as defined by PPS25 Flood Zones 2 and 3a) unless it can be demonstrated that:

- appropriate land at a lower risk is not available;
- there are exceptional reasons for locating the development within such areas;  
and
- the risk can be fully mitigated by engineering and design measures.

Appropriate developments will require a flood risk assessment.

Land will not be allocated for highly or more vulnerable uses (including housing) in Flood Zones 2 and 3a. The only exception will be within the boundary of the 1st East Urban Regeneration Company area of Lowestoft when the development contributes to the delivery of regeneration objectives set out in Policy CS05 and the Lake Lothing and Outer Harbour Area Action Plan, and the above criteria can be met.

Proposals should similarly avoid areas at risk from coastal erosion and ensure they are compatible with the appropriate Shoreline Management Plan. Proposals close to cliff edges or existing coastal defences will be required to undertake a risk assessment.

5.7 Many of the nationally and internationally designated sites of landscape, ecological and geodiversity importance lie within the coastal strip. The undefended stretch of coast is one of the fastest eroding coastlines in the country, and this will be compounded by climate change and sea level rise. Coastal retreat can create new opportunities for wildlife. The Council regard these assets as an important resource for current and future generations. Therefore, taking into account the Shoreline Management Plans for the District, the Council will work to preserve and enhance these sites through positive action and through the operation of development management policies.

5.8 Coastal erosion also affects the built environment and local communities. A review of the Shoreline Management Plan covering the stretch of coastline from the northern boundary of the District to Lowestoft Ness was published in 2006. One of the main implications of the review is that a policy of managed retreat is proposed for Corton in the medium to long term. This means that the existing coastal defences at Corton will not be replaced when they fail, although they are currently predicted to last for the next 20- 30 years. Either side of Corton, towards Hopton and Lowestoft, are areas of “no active intervention”, where the shoreline will be allowed to retreat. The Shoreline Management Plan for Lowestoft Ness to Harwich was published in

1998, and a review is currently in progress. A policy of “hold the line” was recommended for the main settlements along this section of the coast (Lowestoft, Kessingland and Southwold) in the 1998 Plan. For other, more sparsely populated, areas of the coast the recommendation was to allow retreat of the existing shoreline over the next 75 years. A small number of residential properties in Waveney could be lost to coastal erosion before 2021. Any new dwellings intended to replace those threatened by coastal erosion should be located in accordance with the settlement strategy (policy CS01). Alternative sites may also need to be identified for commercial uses, such as tourism. This will be kept under review, and given further consideration in the Development Management Policies DPD. The Council will work with partners and the communities likely to be most affected, to consider the land use options for the way forward.

### **Coastal Erosion Coastal Change Management Area**

**DM06 - Coastal Change Management Area**

**Any proposals for new dwellings or conversion of existing buildings to residential use, will not be permitted in the Coastal Change Management Area identified on the Proposals Map.**

**All other new development, redevelopment, extensions to existing property and development or intensification of land uses will only be permitted where it can be demonstrated through the submission of the Coastal Erosion Vulnerability Assessment that it will result in no increased risk to life or significant increase in risk to property.**

**Proposals for new or replacement coastal defence schemes will only be permitted where it can be demonstrated that the works are consistent with the management approach for the frontage presented in the relevant Shoreline Management Plan and there will be no material adverse impact on the environment.**

**Planning applications for all development within and 30 metres landward of the Coastal Change Management Area identified on the Proposals Map must be accompanied by a Coastal Erosion Vulnerability Assessment.**

4.1 The coastal zone within East Anglia offers places for tourism, wildlife, maritime industry and employment. Where the coastal zone occurs within the urban area there are often competing uses. In Lowestoft, for example, the coastal zone is important for the port and North Sea related uses, tourism and leisure, residential, general industrial and commercial uses, all of which are concentrated within a relatively small area.

4.2 The region suffers from some of the most dramatic losses of land in the country through coastal erosion. Natural processes of erosion, accretion and flooding will continue to affect the coastline and estuaries. The nature and extent of coastal management measures will be influenced by and will significantly impact upon coastal communities, the local economy, the natural environment and infrastructure of the area.

4.3 The division of responsibilities for the coastline is generally that the Environment Agency is empowered to carry out viable works to limit the risk of flooding, whilst the maritime District Councils have powers under the Coast Protection Act 1949 to counter the loss of land through coastal erosion.

4.4 The publication in 1992 of Planning Policy Guidance 20 (PPG20), 'Coastal Planning', and Planning Policy Statement 25 (PPS25) 'Development and Flood Risk', in 2006, identified the need to bring forward planning policies to deal with the risk of erosion and flooding and their effect on the built environment. Government policy aims to avoid putting further development at risk. In particular, new development should not generally be permitted in areas which would need significant additional effort and investment, either to protect development inland subject to erosion by the sea or to defend land which might be inundated by the sea. In the case of receding cliffs, development should not be allowed to take place in areas where erosion is likely to occur during the lifetime of the building. Policy CS03: Flooding and Coastal Erosion, of the adopted Core Strategy contains criteria for assessing risk from flooding and should be used in conjunction with Policy DM06 in determining planning applications in the coastal areas.

4.5 Decisions on if and how the shoreline is to be managed into the future will be strongly influenced by Shoreline Management Plans (SMP's). Two SMP's cover the Waveney coastline, Sub cell 3b (from Lowestoft Ness to Kelling) and Sub cell 3c (from Lowestoft Ness to Felixstowe). The purpose of an SMP is to determine appropriate, strategic policies for coastal management that balance the many and often competing aspirations of stakeholders with proper regard for economic and environmental sustainability. The primary output is an 'intent for management' over a 100 year timeframe. This overarching vision is converted to policy statements for discrete lengths of coast with shared attributes broken down into short, medium and long-term time bands. Revisions to both of the Shoreline Management Plans, under the overall supervision of the Environment Agency and in partnership with Waveney, Suffolk Coastal and North Norfolk District Council's and Great Yarmouth Borough Council, are currently underway and due for adoption during spring 2010.

4.6 It is anticipated that climate change will create increasing pressure on coastal and estuarine environments in the medium to long-term by impacts including accelerating rates of Sea Level Rise and an increased number of storm events. If this occurs it will significantly increase the effort and cost required to defend against erosion and flood risk. Conversely it is forecast that increasing demands upon public funds, and the need for Governments to prioritise investment in areas of greatest return, will limit investment in coastal management in rural areas of relatively low asset value. There are therefore potentially significant uncertainties concerning the delivery of policy over the Waveney coastline, particularly for locations including Corton village, parts of Lowestoft and parts of Southwold. The potential impacts are not only in terms of individual properties at risk of loss or damage, but also the wider impacts on the local economy, local communities, the natural and built environment and infrastructure.

4.7 Currently, PPG20 recommends that Local Planning Authorities adopt a precautionary approach for land affected by coastal erosion or instability. The PPG suggests development should not be allowed to take place where erosion is likely to occur during the lifetime of the building, i.e. 100 years for residential and 20 years commercial.

4.8 However, July 2009 saw the release of a consultation paper on a new planning policy on Development and Coastal Change. This suggests that while a precautionary approach to new development is appropriate, a reasonable balance needs to be taken so as not to prevent development that would pose little or no risk to people and/or property, in the interests of maintaining the vitality and viability of coastal communities and help to alleviate blight.

4.9 The area seaward of the line on the Proposals Map (DM06) indicates the area forecast to be affected by coastal erosion based upon output from the two Shoreline Management Plans for the long-term (up to 2105). The line assumes that the intent of management for each frontage will be achieved via delivery of the stated management policies and is the line referred to by Core Strategy Policy CS03: Flooding and Coastal Erosion. The SMP's however, identify policy statements and forecast shoreline position in three epochs (up to 2025, 2025 to 2055 and 2055 to 2105). This breakdown provides valuable information allowing an assessment of when a particular property or new development site is likely to be at risk and is deemed the best information available, unless an individual applicant produces a site specific Coastal Erosion Vulnerability Assessment with new data to update the SMP findings.

4.10 In recognition of the risks, development within the 100 year coastal erosion risk area (2005 baseline) needs to be carefully controlled. Areas shown in the SMP as being at risk in the first epoch i.e. up to 2025 are those where there is currently no effective defence or where existing defences are likely to fail within the period. Here only a limited range of types of development directly linked to the coast, such as beach huts, cafes, car parks and sites used for holiday or short let caravan and camping will be permitted subject to time-limited planning permissions. Areas within the medium-term erosion risk area i.e. those areas likely to be affected by erosion between 2025 and 2055 may be suitable for development such as extensions including householder development. In the long-term risk areas (i.e. from 2055 to 2105) uses such as hotels, shops, offices and leisure uses requiring a coastal location and providing social and economic benefits for coastal communities may be acceptable. Within this context, favourable consideration may also be given to the redevelopment or upgrading of existing development, for example holiday facilities and relatively small-scale development associated with existing buildings, such as extensions to existing properties and some commercial development may also be acceptable. However, new dwellings will not be permitted within this area.

4.11 A Supplementary Planning Document 'Development and Coastal Change' will be prepared to explain the different approach needed for different types of development and land use. It will also clarify the nature of development that could be appropriate in an at risk location and the circumstances where it could be permitted.

4.12 To meet the objectives of Policy CS03 of the Core Strategy, any proposals for development within this area and 30 metres landward of the Coastal Change Management Area indicated on the Proposals Map, must be proven appropriate and sustainable when assessed against the management objectives identified within the relevant Shoreline Management Plan, or more detailed strategy plan, as appropriate. Proposals must be accompanied by a Coastal Erosion Vulnerability Assessment and take into account the potential impact upon the development of retreat of the shoreline. Retreat is defined as the landward movement of a cliff, a natural or artificial erosion/flooding defence structure, a dune or a tide mark. Retreat may be caused by ground instability, the action of the sea, collapse caused by groundwater flows, erosion caused by weathering, collapse caused by downward pressure or erosion caused by pedestrian or vehicular traffic or other activity. The vulnerability assessment should be appropriate to the degree of risk and the scale, nature and location of the development. It should demonstrate that new development provides wider sustainability benefits that outweigh the predicted coastal change impact; will be safe through its planned lifetime, without increasing risk to life or property, or requiring new or improved coastal defences; does not affect the natural balance and stability of the coastline or exacerbate the rate of change and should consider and identify measures for managing the development at the end of its planned life.

4.13 Material eroded from undefended lengths of the coastline has the potential to contribute to the formation of future shorelines and estuaries. The process is potentially beneficial for coast protection because the local beach and near shore sediment system are continually fed, which partly offsets local losses and may lead to accretion or sedimentation elsewhere.

4.14 Proposals for privately funded or public works to defend coastal land or property must be assessed in a holistic manner in order to identify and consider potential impacts that disruption to natural processes may cause and to ensure defence measures are technically sound and sustainable in the long-term.

### **Relocation and Replacement of Development Affected by Coastal Erosion**

#### **Policy DM07 - Relocation and Replacement of Development Affected by Coastal Erosion Risk**

**Proposals for the relocation and replacement of community facilities, commercial and business uses that are considered important to coastal communities affected by coastal erosion will be permitted, provided that:**

- **The proposed development replaces that which is forecast to be affected by erosion within 20 years of the date of the proposal;**
- **The new development is located an appropriate distance inland with regard to the Coastal Change Management Area indicated on the proposals map and other information in the relevant Shoreline Management Plan and where possible it is in a location that is close to the coastal community from which it was displaced;**
- **The existing site is either cleared and made safe or put to a temporary use beneficial to the local community;**
- **The proposal should result in no detrimental impact upon the landscape, townscape or biodiversity of the area.**

4.15 The Core Strategy makes reference to the fact that alternative sites may need to be identified for the relocation of commercial uses such as tourism, that are affected by coastal erosion. For example, the village of Corton has and will continue to be affected by coastal erosion. While in the short-term the existing defences will be maintained the medium to long-term plan for Corton village and the adjacent frontages is not to replace existing defences after failure and to allow the coastline to erode naturally. Loss of property is likely to occur when sea defences fail in around 15 to 30 years time (2025 onwards).

4.16 In view of the likely effects of coastal erosion and associated flooding on coastal communities and the local economy, it is considered important to enable property owners and other stakeholders to have an opportunity to contribute to decisions concerning the sustainability of their interests. Hence, there may be circumstances where removal of development from a short-term risk area to a longer-term risk area is appropriate, subject to there being no increased risk to life or property.

4.17 Allowing relocation or replacement development to take place is intended to reduce the impact of blight caused by the uncertainty associated with coastal change predicted by the latest Shoreline Management Plans, and from the loss of investment due to the restrictions on new development in the Coastal Change Management Area. Limitations need to be put on the circumstances in which such new development is allowed in order to help secure the long-term future sustainability of coastal areas and safeguard their sensitive environments.

4.18 Policy DM07 includes detailed criteria against which relocation or replacement proposals should be considered. These aim to balance the desire to see adaptation taking place in advance of property loss in coastal erosion risk areas, with the need to protect the environment. The recently published consultation paper on Development and Coastal Change (July 2009) appears to support this approach. Various types of relocation proposals may result and the circumstances of each are likely to be unique. The successful implementation of the policy will depend on a suitable balance being met between the viability of the proposal, the needs of the community and the need to safeguard other interests. It may not always be possible to relocate in the vicinity of the original development if for example there would be an adverse impact upon sites of landscape value or neighbouring uses. Negotiation will be central to such proposals and timing will be critical to ensure no delays are encountered between completion of the new development and demolition or re-use of the existing premises.

4.19 It should be noted that the replacement of residential property is covered by Policy DM22 Housing Development in the Countryside - Replacement of Housing affected by Coastal Erosion.

## Housing Development in the Countryside

### Policy DM22 - Housing Development in the Countryside

Housing development will not be permitted in the open countryside except where it can be demonstrated to be essential for an agricultural or forestry worker to live at or close to a workplace, where housing would meet an identified local housing need, where it would constitute infill development or where the proposal would replace dwellings affected by coastal erosion.

Residential development will be permitted in the countryside where it constitutes the infilling of a small gap in an otherwise built-up frontage by no more than two dwellings, where there is access to local services and facilities or close to a regular public transport service to a town or larger village.

Where affordable housing development is justified in terms of need, wherever possible, it should be well related to an existing settlement and have access to local services and facilities or close to a regular public transport service to a town or larger village.

Proposals for the relocation and replacement of dwellings affected by coastal erosion will be permitted where:

- The development replaces a permanent dwelling which is affected or threatened by erosion within 20 years of the date of the proposal; and
- The relocated dwelling is within or adjacent to an existing settlement and is beyond the Coastal Change Management Area shown on the Proposals Map.

The conversion of rural buildings to residential use will only be permitted where:

- It is demonstrated that every attempt has been made to secure a suitable commercial re-use;
- The building is well related to an existing settlement and has access to local services and/or is close to a regular public transport service to a town or larger village;
- The building is locally distinctive and of architectural merit and the conversion requires only minimal alteration; and
- The creation of a residential curtilage does not have a harmful effect on the character of the countryside.

## Replacement of Housing Affected by Coastal Erosion

7.56 Allowing replacement development to take place in the countryside policy area is intended to assist in minimising the blighting effects resulting from the predictions of coastal erosion included in Shoreline Management Plans. Proposals for the relocation and replacement of dwellings affected by coastal erosion such as those properties at Easton Bavents will be permitted provided the dwelling is a permanent building and likely to be affected by erosion within 20 years of the date of the proposal (the timescale government guidance states as short-term). This is considered appropriate taking into account that it would be difficult to obtain a mortgage on a property likely to be affected by coastal erosion within this time frame and would be difficult to sell.

7.57 The new dwelling would be expected to be located within or adjacent to an existing town or larger village, in accordance with the settlement strategy and paragraph 5.8 as set out in the Core Strategy. The location should also be outside the 2105 Coastal Change Management Area shown on the Proposals Map. The site of the dwelling it replaces should be cleared and made safe or managed for the benefit of the local environment, or local community for a temporary use. Taken overall, proposals for replacement dwellings should have no detrimental impact upon the landscape, townscape or biodiversity of the area.

ANNEX 3(i) Invitation letter from GYBC to residents

Dear Resident,

November 2010

This letter attaches to a document produced by the Planning Cooperative which is carrying out the last major project for the Scratby Coastal Pathfinder Management Group. Initially we had agreed that the document would be distributed with the Advertiser but because of the importance of ensuring everyone has a copy I agreed we would send it out by post with a brief explanation.

Just over a week ago a group assembled at "Moments" for a days' workshop to draw up some draft idea for future proposals for the villages of Scratby and California. This group included people with an interest in Scratby, including the Parish Council, Officers from the Borough Council, the Environment Agency, Government Office, representatives from those of you who registered a wish to help with the project, representatives from the Scratby Coastal Erosion Group and local Business. Their first task was to list the things most valued by the community. This list was then translated into a set of principles to guide future development in Scratby and California.

The most valued asset was community contentment with what they already had and a desire to keep things as they are at present. There was an acceptance that there would be some coastal changes in the future and any future planning controls should take into account those affected by those changes. Those along the coastline should be able to maintain and develop their property/land providing normal planning rules were applied and there was a clear knowledge of the risks associated with the developments.

The parts of the villages which would, for future planning purposes, become a **Coastal Change Management Area (CCMA.)** where there would be no development other than to accommodate businesses and property owners who would be displaced by coastal change. Any development would need to be designed to keep the existing character of the villages as well as existing road and avenue networks.

The attached Community Statement and plan from the Planning Cooperative represents what came from the Stakeholder event....**It is a starting point for you to look at, comment upon and influence.**

**The Planning Cooperative will be holding a Community Exhibition at the Community Information Centre on the Car park on Rottenstone lane on Friday 26<sup>th</sup> November 2.00 – 8.30pm and Saturday 27<sup>th</sup> November 9.30 -1.30. The final proposals will be presented to the Borough Council as the views of the community so please look at the proposals carefully and let us have your views and comments**

Yours sincerely,

Jim Shrimplin etc

ANNEX 3 (ii) The Comments Sheet for the Community Statement

Residents were invited to the Exhibition to discuss the draft Community Statement. Those that could not attend were invited to make their comments on a Comments Sheet that was circulated along with the draft Statement posted to every address in the community.

The same comments sheet was used at the Community Exhibition to record the views of those attending.

A summary of that exercise is set out in Annex 4.

## INVITATION TO A COMMUNITY EXHIBITION ON THE FUTURE OF SCRATBY AND CALIFORNIA

In areas likely to be affected by physical changes to the coast the Council has to designate a **Coastal Change Management Area**. This will set out how to deal with the predicted loss of coastline and where to relocate affected properties on roll-back land. The ideas overleaf are a start, put together by a group of local residents with officers and members from the Borough and Parish Councils and local businesses and groups, including members of the Scratby Coastal Erosion Group.

We now want the whole community to help with this very important issue. The ideas shown here will be open for discussion at a **Community Exhibition** to be held at the Information Centre on the Sea Front on Friday 26 November 2.00 – 8.30pm and Saturday 27<sup>th</sup> November, 9.30 – 1.30.

**We hope you will come and take part by giving us your views.**

If you **cannot**, then please fill in the few questions below and post this leaflet in the box at the Information centre so that your views can be taken into account. The final version will go to the Council as the community's view of how the relocation of affected properties should be secured and managed.

1 Should owners of properties threatened by coastal erosion be allowed to relocate elsewhere?

Yes / No

If No Why not ? .....

2 If so, do you agree in principle with the two broad locations shown on the diagram overleaf ?

Scratby

Yes / No

California

Yes / No

If not, where should the 'roll back' land be located ? Please mark up the plan overleaf.

3 Should all affected properties be eligible for relocation?

Yes / No

If no, what sort of things would rule them out ? .....

4 How do you rate the ideas overleaf ? very good / all right / not very good / all wrong

5 What are your reasons for that view ? .....

6 Do you agree with the list of **assets** ?

Yes / No

7 Are there **others** that ought to be included ? .....

8 Do you agree with the **principles** ?

Yes / No

9 Are there **others** that ought to be included ? .....

You can make any other comments or suggestions you wish either here or on the plan overleaf

Thank you for your time. If you would like to talk about this further please come to the exhibition.

ANNEX 4      Summary of the comments made on the draft  
Community Statement.

The findings were drawn from:

- comments sheets filled in at the Community Exhibition
- those posted back by residents who did not attend
- discussions and verbal comments made at the Exhibition

## SCRATBY COMMUNITY EXHIBITION

Attendance	Friday	26
	Saturday	16
	Total	42

Comments sheets completed	17
Verbal comments recorded instead	10

### Summary of comments sheets received

1. Should people be allowed to relocate		Y 15	N 0	NR <sup>2</sup>
2. Do you agree with Roll Back areas ?	Scraby	Y 12	N 3	
	California	Y 12	N 2	
3. Should all affected properties be eligible ? If not what would rule them out ?		Y 14	N 1	Those purchased post 1/1/06
4. How do you rate the ideas in the community statement ?	very good	all right	not very good	all wrong
	7	1 <sup>3</sup>	4	2 <sup>4</sup>
80% of respondents were positive	44%	6%	31%	12%
5. Reasons ?	People allowed to stay in village (3) Makes the community stronger	more info	Berm (2)	
6. Do you agree with what is valued		Y 13	N 0	
7. Any others ?		No response		
8. Do you agree with the principles to guide any change ?		Y 12	N 0	NR 1
9. Any other principles that should be included ?	Better drains in Nightingale Close, sea defences more important (several respondents), compensation package, avoid growth turning the village into a town <sup>5</sup> , roll back land should be further back/ by the post office, Scraby roll back land should not extend so far south, estate agents are blighting properties, more car parking.			

<sup>2</sup> totals do not always sum due to no response

<sup>3</sup> One respondent marked it 'good'

<sup>4</sup> Two respondents arguing for the extension to the Berm did not complete any other part of the comments sheet.

<sup>5</sup> Covered by the proposed terms governing roll back.

## **Additional Comments**

Ten people did not wish to complete a comment sheet but made verbal comments that were recorded.

Roll back land is OK (6)

Extend the berm (4)

Take roll back land back to the shops/post office

Full market value needed for roll back to work

Stop local estate agents distorting prices

Spend money on defences, not consultation ( common theme)

## **Analysis**

The main theme running through these comments was why do this ? It was expressed by the majority of people attending the exhibition irrespective of their stance on the community statement. There was near-universal disbelief at the decision to allow the cliff to recede for the want of extending the berm which was regarded as working effectively at the moment.

Some of those attending were unwilling to engage with the issues raised in the statement as they saw that as weakening their basic stance which was to argue for continued protection.

Almost everyone who attended on the day was appreciative of the time and effort taken to explain the situation, present the various arguments and clarify some of the misconceptions and confusion that remained. There were no adverse comments on the CCMA boundary other than in respect of roll back areas (3).

## **Summary of results.**

1. Strong support for the ideas contained in the community statement. 80% making a positive response and almost 50% rating the statement as 'very good'.
2. General agreement on the location of rollback land, with some minor refinements which will be reflected in the final version of the community statement.
3. Serious concerns about the funding of roll back and a strong sense of injustice over the apparent lack of public financial support. Too little time
4. The CCMA / Roll back approach is universally regarded as a second choice option, the first being an extension of the Berm to at least give more time for the various ideas on roll back to be developed and implemented.

## **The Wider Community**

The numbers attending were not as high as had been hoped. However there are several factors in this case that suggest that the results of the day are valid as a representation of wider community views.

1. The weather was little short of atrocious and would have reduced the willingness of people to attend, especially given the elderly population profile.
2. The response of any community to planning / development proposals is generally acknowledged to be dominated by those opposing the proposals. The rule of thumb is generally a ratio of ten to one and non attendance is seen as more likely signalling agreement than opposition. If there is a problem with what is proposed people usually turn out.
3. The overwhelmingly positive reception given to the ideas is therefore very significant in itself. On the 10/1 basis, the 12 responses that rated the draft statement in a positive way would be taken as the equivalent of something like 120 opposing it. In fact there were only three recorded.
4. The verbal comments noted were broadly in line with the comments sheets, making a total of 25 recorded views leaving 17 people who did not want to engage with the ideas at all in pursuit of their goal of continued defence of the coast. It is significant that they did not express objections to the substance of the statement but to its purpose to accommodate the loss of coast.

## **Conclusion**

Given the effect of the weather and consultation fatigue the very strong positive balance of the responses suggests that the community as a whole is unlikely to have significant objections to the proposed statement, as amended. It should be taken as representative of the community's aspirations for how roll-back should be handled. There was in addition a frequently expressed view in favour of an alternative approach of an extended berm in the short / medium term.

## **Proposed amendments to the Community Statement**

1. Remove the 'sea front' proposal
2. Reduce the Scratby rollback area in size and display it as indicative layout
3. Reduce the California rollback area to a few plots with possible extension along California Road
4. Re order the principles.