

Scratby Coastal Pathfinder Project Evaluation Report



for
**GYBC, Scratby Coastal Pathfinder
Management Group and DEFRA**



GREAT YARMOUTH
BOROUGH COUNCIL



Scratby
Pathfinder

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EXECUTIVE SUMMARY

Aim of the Project

The overall aim of the Scratby and California Coastal Pathfinder Project was to expand the level of detail and depth of engagement with the local community and to empower the local community to explore the range of opportunities that exist for adaptation.

Management of the Project

The Pathfinder Project has been managed by the Scratby Coastal Pathfinder Management Group. This group comprised Borough Councillors, Members of the Scratby Coastal Erosion Group, a business representative and an invited Member of the Parish Council who lives in Scratby. The Management Group developed and agreed a project plan that identified a need for five main tasks. The tasks, and the main outcomes from them are summarised in Table 1.

Table 1: The tasks and the outcomes from the tasks	
Task	Findings and outcomes
Development of a programme of community education and information	This was a priority for the Pathfinder due to differences in knowledge amongst the community of coastal change matters. The community's preferred approach was through letters and leaflets sent by the Borough Council to home or business addresses
Examination and testing of equity release and equity transfer schemes and opportunities	Specific attention was given to the criteria that could make properties at-risk from erosion ineligible for equity release. Given the likely constraints due to residual life of the properties, other adaptation options were also investigated.
Investigation of sources of external and commercial funding	A wide range of possible sources of funding were investigated, including new opportunities that have arisen from announcements made by the Coalition Government and from ideas put forward by the local community
Exploration of rollback options	A workshop was held with invited individuals from a range of organisations and a high proportion of local residents/businesses to explore opportunities for rollback. This resulted in development of a Community Statement that highlighted four potential rollback areas that were agreed with the local community at a community exhibition
Development of a Community Adaptation Management Plan	All the information collected and analysed during the projects has enabled a draft Community Adaptation Management Plan to be drawn up. This has been tested by the Management Group and will be sent to all members of the community for their sign up. The Plan will then be owned by the community

Main Benefits and Issues Arising

The main benefits of the project were:

- collection of a lot of information on the views of the community on coastal change. One of the key benefits of the Pathfinder Project has been the opportunity to provide the community with correct information about the SMP and to raise knowledge and awareness of coastal change. The issue that remains is how to ensure that those who are currently at-risk are not left with the whole burden of costs;

- better understanding of the barriers and obstacles that could affect uptake of possible adaptation options, and identification of opportunities to remove those barriers (although some barriers, especially in terms of funding, may be difficult to remove);
- the approaches of canvassing, and hand delivery and collection of questionnaires proved to be an effective way of achieving high response rates as well as raising interest in the project, and avoiding exclusion from involvement (for example for those with disabilities); and
- use of workshops with invited community members with a range of views has been shown to be a useful method for enabling the community to work together to come up with solutions that most people in the community could agree with.

The main issues with the project were:

- low turnout at the drop-in sessions, which did not exceed more than 8% of the 526 households in Scratby and California. However, the two hand delivered and collected questionnaires had response rates of 52% and 35%; and
- low level of interest from businesses. A range of approaches was used to contact businesses (letters, email, phone calls and offers of visits to their premises), but very few businesses took up these opportunities.

Legacy of the Pathfinder Project

Achievement of the five project tasks has enabled a Community Adaptation Management Plan to be drawn up. This Plan is intended to provide the basis for implementing legacy projects. The development of the Plan shows that the Pathfinder has enabled the community to identify, better understand and begin tackling the risks that coastal change may mean for the village. It also shows that, in spite of the numerous barriers that could affect the potential for adaptation, it has been possible to develop a plan that identifies potential rollback areas. The main outstanding issue is how those living in at-risk properties would be able to afford to develop the plot of land that would be available for them.

Lessons Learnt

The main lessons learnt from the Scratby and California Coastal Pathfinder Project are:

- 1) the need for strong communication about coastal issues with the community from the outset, including the need for better dissemination of details and the implications of the Shoreline Management Plan.
- 2) the need to recognise the potential for opportunities to involve the community in managing the risks themselves through whole community actions.
- 3) the potential for Local Authorities facing coastal change issues to join together to lobby Government to encourage them to make the possible funding mechanisms that have been identified available to adaptation options.

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1. Introduction

1.1 Background to the Pathfinder Scheme

Coastal change brings both opportunities and threats to coastal communities, their infrastructure and the environment (Defra, 2010¹). Indeed, in areas where it may no longer be sustainable or affordable to build or maintain defences, local communities will need to begin to adapt to the impacts of coastal change (ibid). Consultation on the draft Coastal Change Policy suggested that work was required to identify the implications for local authorities and communities of managing such adaptation (Defra, 2010). This led to the launch of the Pathfinder Programme, which is expected to run from December 2009 to spring 2011 and aims to²:

- improve understanding of how coastal communities can adapt to coastal change, as well as what the costs and benefits of different approaches are; and
- provide practical lessons and examples that can be shared with other practitioners, particularly on community adaptation planning and engagement and delivery of adaptive solutions.

On the 1st December 2009, Defra announced the names of 15 coastal change pathfinder authorities that would receive financial support to investigate ways of adapting to coastal change in partnership with local communities. Great Yarmouth Borough Council has funds to examine how the coastal community of Scratby and California can best adapt in the medium and long-term (50 to 100 years) to the pressures and predicted effects of a changing coastline.

1.2 Aim of the Scratby Pathfinder Project

The overall aim of the Scratby and California Pathfinder project is to:

- expand the level of detail and depth of engagement with the local community and to empower the local community to explore the range of opportunities that exist for adaptation.

It is intended that the Scratby Coastal Pathfinder Project will underpin the development of a template for adaptation that can be applied elsewhere.

1.3 The position at Scratby and California before the Pathfinder Project

Scratby and California is a community located on soft cliffs fronted by low dunes and in part protected by a rock berm. The Kelling to Lowestoft Ness

¹ Defra (2010): Adapting to Coastal Change: Developing a Policy Framework, Report produced March 2010, available from www.defra.gov.uk.

² Information sourced from the Defra Internet site (www.defra.gov.uk/environment/flooding/manage/pathfinder/index.htm)

Shoreline Management Plan 2 (SMP2) indicates that this coastline will continue to erode in all three epochs and has a policy of 'no intervention'. This is a change from the 'hold the line' policy in the previous SMP. Great Yarmouth Borough Council (GYBC) has approved a revised version of the SMP2 policy of 'managed realignment' in order to be able to take action to slow the rate of cliff loss and therefore delay the loss of property. This is also to allow time to develop an acceptable plan for adaptation.

The community is a small to medium coastal village with two predominant social drivers of residential use and holiday lets (mainly caravan and chalet parks). There are a small number of retail outlets and one public house.

Although GYBC has a strong and established relationship with partner agencies and community groups, communication with Scratby and California residents in the past has been partial at best. Many seem to have missed out on the SMP2 consultation.

There is a very active community group, the Scratby Coastal Erosion Group (SCEG) that has been campaigning for changes to the SMP2 as well as an extension of the existing rock berm.

There are also people in the village that are well-informed community members, many of whom have lived in the area for a long time. Some of these people feel that their views have not been well represented in previous consultations.

Outside of these groups, the general population is largely reactive in its approach to coastal issues. The level of knowledge is often based on what people have been told, rather than what they really know.

2. The approach

2.1 The tasks undertaken

The Scratby Pathfinder Project involves five main tasks:

- development of a programme of community education and information to engage, inform, reassure and support communities and individuals in coming to terms with coastal change;
- examination and testing of equity release and equity transfer schemes and opportunities, such as purchase/rent back, property exchange programmes and business support programmes;
- investigation of sources of external and commercial funding that may be accessed to support adaptation programmes;
- exploration of 'rollback' options and infrastructure implications; and
- possible development of a Community Adaptation Management Plan, in line with Development and Coastal Change Policy.

The first of these five tasks has been undertaken throughout the whole Project. Where there were particular gaps in knowledge or inconsistencies in understanding amongst the community, the Scratby Coastal Pathfinder Management Group (SCPMG) has produced leaflets and letters to fill these gaps. All of the studies that have been undertaken throughout the Project have also involved engagement with the community, emphasising that the project is being led by the community.

The main work in undertaking these tasks has been undertaken by consultants, appointed and overseen by the SCPMG following a tendering process. Three consultants were appointed:

- the Norfolk Rural Community Council (NRCC) was appointed to undertake initial community engagement and consultation to:
 - complete a basic demographic study of the community to inform future consultation;
 - raise awareness of the Pathfinder process;
 - gain some baseline knowledge of the community's understanding of coastal processes; and
 - gain some baseline understanding of the community's concerns and aspirations.
- Risk & Policy Analysts (RPA) was appointed to undertake the adaptation land and asset study, with the aims of:
 - investigating possible ways of helping land, business and home owners so that the community of Scratby and California is supported in the medium and long-term; and
 - investigating opportunities for funding this assistance.

- the Planning Cooperative was appointed to work with the community of Scratby and California to explore the range of opportunities that exist for adaptation in response to predicted rates of coastal erosion. The main aim was to:
 - identify a Coastal Change Management Area (CCMA) and to develop a set of policies relating to rollback of development from the areas predicted to be affected by coastal erosion.

2.2 The role of engagement

Engagement has formed a key element throughout the Pathfinder Project. Engagement activities undertaken have included:

- nine letters sent to each residential address to inform them of the Pathfinder Project and to provide regular updates. These letters were accompanied by the reports and/or summaries of reports produced by consultants;
- a leaflet explaining the Shoreline Management Plan (what it is, who produces it, why it is needed, how it is used, how the SMP could affect people and property and how it fits into actions taken by other authorities);
- installation of a portacabin in the seafront car park that acted as a Pathfinder information centre for the latter part of the project;
- five drop-in sessions/exhibitions open to everybody for them to provide their views, ideas and feedback;
- two questionnaires hand delivered and collected from all residential properties. This also included an opportunity for people to ask questions about the Project;
- two workshops for invited members of the community to provide their views and be involved in the identification of adaptation options and potential rollback areas; and
- regular Management Group meetings that involved the Scratby Coastal Erosion Group (SCEG), parish councillors, local councillors and a business representative.

2.3 The outcomes

Each consultant produced a series of reports to the Pathfinder Project:

- NRCC produced a report on the results of the community consultation. This included full details of the questionnaire responses (with annexes containing all the comments received). NRCC also produced a report on the business survey, again with annexes including all the comments.
- RPA produced a report covering a wide range of adaptation options and possible sources of funding. This included annexes describing the analysis of questionnaire results and the results of the drop-in sessions.

- the Planning Cooperative produced a report setting out policies for the CCMA and rollback, with a Community Statement that had been developed through a workshop and refined at a community exhibition.

The summaries from each report are provided in Annexes 2 to 4. These give more detail on the key findings of each study. All of the reports and leaflets produced during the Pathfinder Project can be downloaded from:
<http://www.great-yarmouth.gov.uk/environment-planning/planning/coastline-protection/scratby-coastal-pathfinder-project.htm>.

3. Evaluation of delivery of the Pathfinder Project

3.1 What was delivered that was different to your original plan and why?

Table 3.1 compares the issues that were originally identified as requiring particular attention with the tasks undertaken during the project.

Task	Has the task been completed?	Comparison with original plan
Development of a programme of community education and information	Yes, FULLY	More information was delivered than was initially envisaged as there was a need to inform all members of the community on issues such as the SMP to help ensure a more consistent knowledge base
Examination and testing of equity release and equity transfer schemes and opportunities	Yes, FULLY	Specific attention was given to the criteria that could make properties at-risk from erosion ineligible for equity release. Given the likely constraints due to residual life of the properties, other adaptation options were also investigated
Investigation of sources of external and commercial funding	Yes, FULLY	A wide range of possible sources of funding were investigated, including new opportunities that have arisen from announcements made by the Coalition Government and from ideas put forward by the local community
Exploration of rollback options	Yes, FULLY	A workshop was held with invited individuals from a range of organisations and a high proportion of local residents/businesses to explore opportunities for rollback. This resulted in development of a Community Statement that highlighted four potential rollback areas that were agreed with the local community at a community exhibition
Development of a Community Adaptation Management Plan	Yes, FULLY	All the information collected and analysed during the projects has enabled a draft Community Adaptation Plan to be drawn up. This has been tested by the Management Group and will be sent to all members of the community for their sign up. The Plan will then be owned by the community

3.2 Were there additional costs not covered by your original bid?

There were no additional costs incurred that were not included in the original bid. The project followed a structured approach, with the Management Group being established once confirmation was received that the project would receive Pathfinder funding. The Management Group set out a clear and agreed project plan that built upon the bid document and the budget set out within it. All the activities carried out during the Pathfinder Project followed this project plan.

Although no additional costs have been incurred, it has also not been possible to lever in any additional money from other sources.

3.3 How might this process have been kick-started in the absence of Pathfinder funding?

Without Pathfinder funding, this project would have had to have been delivered as part of a scheme appraisal or through a community programme to try and reduce the negative (blighting) effects of coastal erosion.

Work has been undertaken by GYBC and its consultants on assessing the economic case for a northwards extension of the rock berm to slow down erosion to the village of Scratby. It may have been possible to have considered a small-scale project to look at adaptation options as part of this work. However, this would have required funding from the Environment Agency and/or GYBC. It is highly unlikely that the same amount of community engagement and involvement would have been undertaken as has been possible under the Pathfinder.

Alternatively, it may have been possible to develop some small-scale projects with the community, perhaps funded by the Borough Council in association with local charities. However, it is not clear where the funding would have been obtained from or whether sufficient funding would have been available to enable the community to develop plans for their future.

Without Pathfinder funding, there would have been a significant risk that the process undertaken would not have been able to explore all the issues to the same depth. In addition, it is unlikely that as much community engagement and information provision would have been undertaken. This may have resulted in a significant risk that key issues such as inconsistent understanding of the SMP, involvement only of the most vociferous members of the community and an inability to develop a plan that the community can sign up to would not have been appropriately addressed.

3.4 Were there any particular problems or issues with the approach taken?

One of the major issues was around getting people in the community to come to the drop-in sessions and to participate in the project. Turnout at any one of the drop-in sessions did not exceed more than 8% of the 526 households in Scratby and California. However, the hand delivered and collected questionnaires had much higher rates of return. The NRCC questionnaire has a response rate of around 52%. The RPA questionnaire, which included more detailed questions on adaptation options, had a response rate of 35%.

The project also experienced problems in terms of getting businesses involved. A range of approaches was used to contact businesses (letters, email, phone calls and offers of visits to their premises), but very few businesses took up these opportunities. This may be partly because there are very few businesses that are at-risk from coastal change and because much of the engagement took place over the summer, when holiday businesses are at their busiest. However, even when contacted during October there was little response from businesses.

3.5 How would you have run the Pathfinder scheme?

One of the major issues raised by members of the community is the need for the Pathfinder to result in a legacy. There were concerns that this project is undertaking a lot of analysis and research but that there will not be any money in the longer term to take any of the findings forward. It may have been beneficial to spread the available money over a longer time period to help communities begin to implement the Plan that they have worked on developing.

4. Evaluation of the findings of the Pathfinder Project

4.1 What has experience told us about what expectations are around Government support and funding and how has Pathfinder affected that?

The expectations of the local community are strongly that the government should provide support whether that is for defences or for adaptation. Many of the people who attended the drop-in sessions or completed questionnaires raised questions over the funding of rollback. There was also a strong sense of injustice over the apparent lack of public financial support. Many people feel abandoned under the current process and that, although they have not been victims of serious erosion to date, that they are victims of lines drawn on a map.

It is also important to recognise how the costs of coastal erosion are borne at present. Figure 4.1 shows that most of the private costs currently fall onto those who own properties at-risk from coastal erosion. This includes private financial losses associated with falling house prices, but also social losses due to lack of access to financial products (mortgages, insurance), stress and worry and a lack of new people moving into villages where they are seen as being 'risky' places to purchase homes.

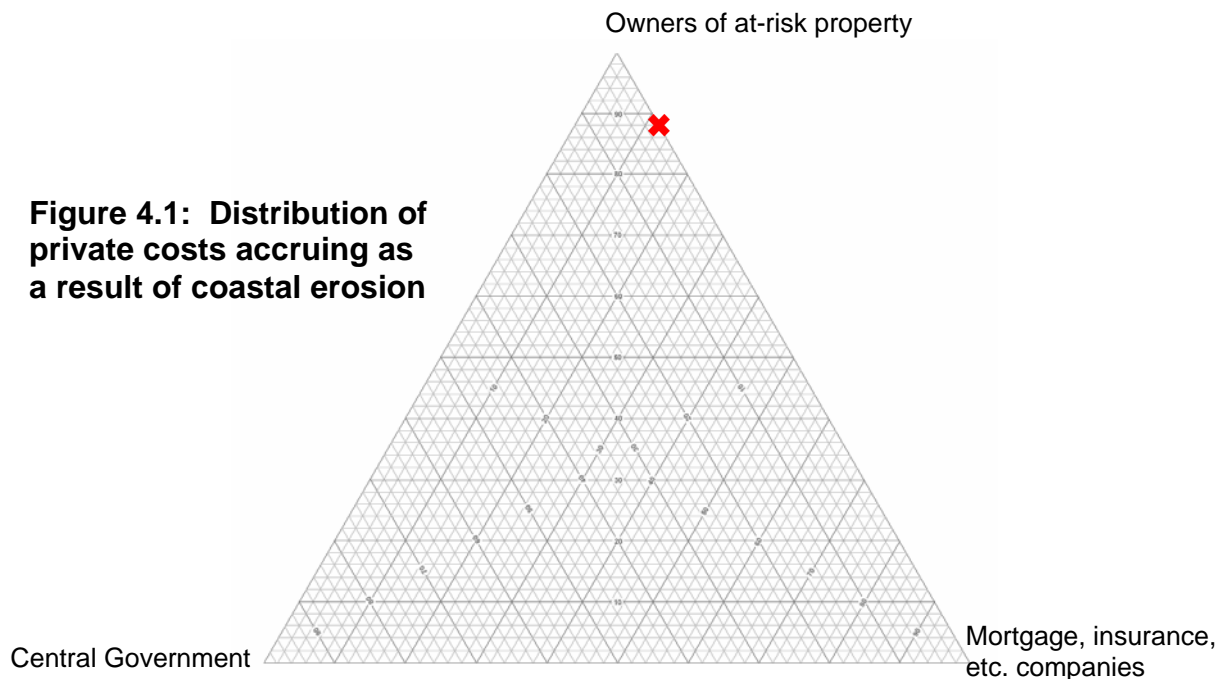


Figure 4.1: Distribution of private costs accruing as a result of coastal erosion

Figure 4.1 shows that most people believe that they face most of the private costs associated with coastal erosion. Some small part of the costs may be picked up by mortgage companies, insurance companies, etc. where there is a change in policy that means properties have a sudden reduction in their life expectancy. However, the financial institutions could put these costs back onto property owners if they wished to. It might be expected that private costs

would fall onto property owners; that would be in line with other factors that could affect house prices. However, most owners of at-risk property do feel that they should be protected from these private costs to some extent. This is especially true where it is a change in policy that has suddenly left them facing these costs, and where their decision to purchase a property was based on a policy that suggested they would be protected from erosion for a reasonable length of time.

Figure 4.2 looks at how the public costs are distributed between the local community, local Government and central Government.

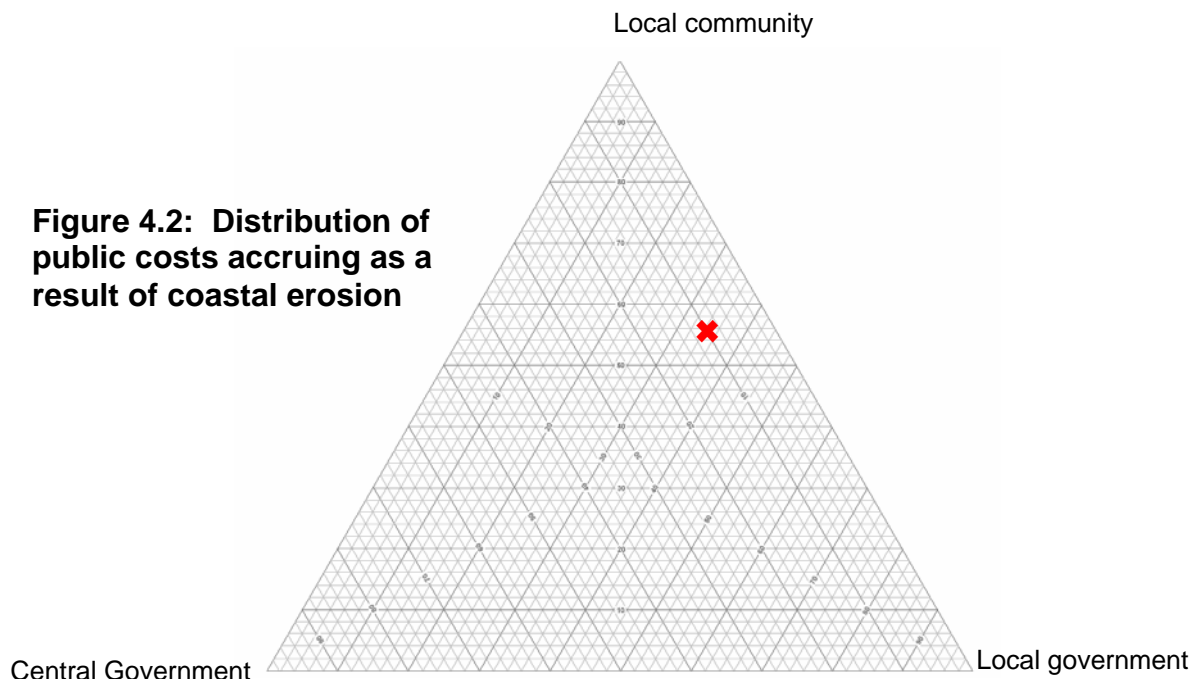


Figure 4.2 shows that most of the public costs are currently being borne by the local community, but that local government is also facing a considerable proportion of the costs. Local government are often the first people to whom the affected residents and community turn to, resulting in local authorities having to hold consultation events to explain the situation. Local pressure groups can impose a considerable burden on local government officers' time and it is often difficult for these costs to be passed onto central Government.

The Pathfinder Project has enabled local government to pass many of these costs onto central Government. This has enabled communities to work together to look for solutions that reduce their reliance on central funding. However, the majority of people responding to the RPA questionnaire (up to 78% depending on the option being considered) identified that they expected central Government to pay for adaptation options (as they would expect them to pay for protection options).

4.2 Has the scheme come up with outcomes or promising looking ideas that warrant continuation?

Following an approach that began by identifying what the community wanted (in terms of information about the Pathfinder, but also to fill gaps in knowledge) and how they wanted to receive that information provides a strong basis for beginning discussions. This approach could be easily replicated in other areas, although it can be time consuming at the outset.

The project has investigated many different forms that adaptation could take at Scratby. Although the local community has indicated (through responses to a questionnaire) that some of these options may be acceptable to them, the major issue is the funding that would be required. There are also other barriers that have been identified that would need to be removed if adaptation options were to be taken forwards. A summary of the barriers identified for the most promising ideas is given in Table 4.1.

Table 4.1: Barriers identified that would need to be removed to take adaptation options forwards	
Option	Barriers
Purchase property: <ul style="list-style-type: none"> • at rebuild value • at value reflecting the risk of erosion • compulsory purchase 	<ul style="list-style-type: none"> • funding mechanisms need to be applicable to options, this includes approaches that are currently proposed and/or at the consultation stage (e.g. Defra future funding mechanisms, Tax Increment Financing) • people living in at-risk properties suggested they would prefer to stay in their homes for as long as possible • restriction placed by Homes Standards requirements if properties are to be purchased by public body/for affordable housing
Purchase property: through private buyers purchasing at the value reflecting the risk of erosion and public money used to make up the difference	<ul style="list-style-type: none"> • as for purchase property, plus issue with proving that people knew (or should have known) about erosion risk even after publication of the SMP2 in 2006 (especially as SMP2 has not been agreed or adopted, therefore, the policy has not officially changed)
Convert to leasehold	<ul style="list-style-type: none"> • as for purchase property, plus issue with building structure and need for a building survey prior to conversion to leasehold • people living in freehold properties may not want their property to be converted to leasehold

Table 4.1: Barriers identified that would need to be removed to take adaptation options forwards	
Option	Barriers
<p>Build new properties:</p> <ul style="list-style-type: none"> to replace at-risk properties when they are lost to erosion to replace at-risk properties when they are lost to erosion for shared ownership 	<ul style="list-style-type: none"> New Homes Bonus could help partially fund option, but unclear if it would be available to replace properties lost due to coastal erosion if new properties are to be built by a public body, there would be a need to borrow funds households on Local Authority housing waiting list may take priority in being offered the new homes planning restrictions people living in at-risk properties suggested they would prefer to stay in their homes for as long as possible, indicating that they may not want to move until their property is at imminent risk of loss. There was little interest in shared ownership (but this could change if it was made clear that the equity in the shared home was equal to the value of the at-risk property and if no rent was payable) availability of new properties may mean eligibility may have to be linked to estimated residual life (to avoid risk of over-subscription)
<p>Subsidised maintenance:</p> <ul style="list-style-type: none"> all properties shows as being at risk in SMP2 all properties with residual life of <25 years all properties with residual life of <10 years 	<ul style="list-style-type: none"> use of Town and Country Planning Act 1990 would result in charge being placed on the property which could reduce its value on being sold interest of those living in at-risk property in subsidised maintenance if a charge is placed on their property (only likely to affect those who were considering moving) where maintenance costs are covered by the Local Authority there may be a need to raise the rents for other tenants to cover the additional costs (if the costs are Borough-wide it may be necessary to offer subsidised maintenance to all those living in properties at-risk from coastal erosion in the Borough)

The use of a community workshop with invited attendees that were known to have very different views was a very useful way of bringing people together. The purpose of the workshop was kept positive, with the aim being to identify shared aspirations and agreed solutions. The approach used was based on active, managed debate that is designed to provide the catalyst for creative and positive thinking. This approach has the particular advantage of encouraging individuals to moderate or change their position to help achieve consensus. The result was a one-page community statement that identified an agreed set of potential rollback areas. This was made available to the wider community at a community exhibition. The response was an 80% positive response rate³. This showed that use of a stakeholder group that provides representative mix of people and allows them to have structured discussions around the things that they value and how they should be used to guide further changes gives a very good indication of the views of the wider community.

³ Negative views mainly came from those who were committed to campaigning for the provision of coast protection works and who regarded rollback as the wrong approach.

Following on from this, is the potential to use planning gain to help address some of the funding barriers identified in Table 4.1. However, the community were keen to emphasise the importance of planned development and are unlikely to welcome additional development, such that any planning gain that is achievable may be limited.

4.3 What has been learnt about community involvement and interest?

It is clear from the engagement activities that have been undertaken that, at the outset of the study, there were people in the village that were well-informed, many of whom have lived in the area for a long time. Some of these people felt that their views have not been well represented in previous consultations. There is a very active community group, the Scratby Coastal Erosion Group (SCEG) that has been campaigning for changes to the SMP2 as well as an extension of the existing rock berm. Outside of these groups, the general population is largely reactive in its approach to coastal issues. The level of knowledge is often based on what people have been told, rather than what they really know.

The NRCC canvass found that 89% of those spoken to were interested in being involved and this has been backed up by high response rates to the questionnaires. Attendance at the drop-in sessions was low, but this was exacerbated by poor weather conditions, especially for the final exhibition held by the Planning Cooperative, although that was still attended by some 40 people.

A key finding was that most people preferred to be kept informed of the process by letter from GYBC. This was the approach taken and it allowed everyone to be kept informed of progress.

Key findings from the engagement activities include:

- 93% of those canvassed by NRCC said that they were aware of the coastal issues affecting Scratby. However, only 59% were aware of the SMP and there was a great deal of confusion between, and misunderstanding about, the organisations and issues involved. This was addressed through delivery of a leaflet to all properties clarifying what the SMP was about, who produced it and what it was used for;
- 76% were aware of the Pathfinder project. This is a high percentage given that one of the aims of the NRCC questionnaire was to raise awareness of the Pathfinder Project;
- 55% of responses to the NRCC questionnaire felt they had insufficient information about coastal change. Again, this has been addressed by providing all properties with information explaining the Pathfinder Project, the SMP and the coastal issues that Scratby and California may face;

- 55% were not aware whether coastal change may affect their property and some of the responses to a question about the time band in which they may be affected suggested people were unsure of the timescales;
- while everyone in the risk bands said they were concerned, a significant number outside the risk bands were also concerned;
- despite the predicted coastal erosion risks, 71% of people said they would not change their future plans. This was the case even for some of those in the high risk zones; and
- while most people canvassed said they were interested in being involved in the Pathfinder, the NRCC questionnaire results found that 96% supported an extension of the rock berm. There was some concern over potential conflicts between the Pathfinder and the possibility of getting funding to extend the rock berm. A small number of attendees at the RPA drop-in session and the Planning Cooperative community exhibition were unwilling to engage as they saw that as weakening their position when arguing for continued protection.

As noted in Section 3.4, there was very little interest from businesses. The NRCC engagement did manage to obtain views from eleven businesses. The results showed that awareness of the Pathfinder Project was reasonably high (with 8 out of 11 respondents being aware of the project). Six out of ten businesses that answered the question said that they intended to develop and invest in the business in Scratby suggesting that they were committed to the area. However, only one of the ten businesses (10%) expressed an interest in being involved in joining a working group to discuss coastal issues.

5. Evaluation of benefits of the Pathfinder Project

5.1 What were the findings of the Pathfinder Project?

The Scratby and California Coastal Pathfinder Project was established to work with and listen to people living and working in the villages. From the outset it was made the priority that the project would seek the views of households, businesses and landowners directly. The Norfolk Rural Community Council (NRCC) was tasked to make the initial contact with all properties to find out how people wished to be involved. This approach also meant it was possible to cater to specific needs, such as large print versions of any printed materials. The majority asked for a questionnaire. The community questionnaire was delivered by NRCC and responses collected by hand. There was a 52% completion rate.

Probably of most concern was the general level of knowledge about Coastal Change matters. Some people were well informed about the details and implications of the Shoreline Management Plan, others reflected a level of local knowledge gained from living in the villages for many years, however, overall there was confusion and a reliance on information from others.

A priority for the Pathfinder was providing information and with little exception the survey identified that people wanted to be kept informed by letter from the Borough Council. By the end of the project nine letters will have been sent out together with a leaflet explaining the Shoreline Management Plan and a final Community Adaptation Report. We have also sent out Community versions of all the project reports, placed all information on the Great Yarmouth Borough Council web-site and provided a beach camera which allows the coastline to be seen and monitored.

Many people wanted more information about financial matters and RPA were appointed to carry out a major piece of work looking at land and assets. This study on adaptation options started by looking for as many ways as possible to provide financial help to people living in properties at-risk from coastal erosion. RPA used ideas that provided by the community in response to the questionnaire, plus those suggested by people who attended drop-in sessions. This gave around 35 different ways to help those living and working in property at-risk from coastal change. The various approaches were grouped into five option types to be examined in detail. This examination included identification of obstacles and barriers that would stop options being taken forwards and exploration of ways around those obstacles, or how the barriers could be removed.

RPA's project identified that large amounts of money would be needed to take any of the options forward. This was particularly true of the community's preferred options where the Government or Housing Authority (or Association) would purchase the property. The money needed to pay for this option was estimated at almost £50 million if all the properties at-risk over the next 100 years were purchased at a price that assumed they were not at-risk from

coastal change. Other options, such as those to help people to continue to live in their properties for as long as possible could cost less. For example, an option to help people with pay for maintenance of their property is estimated to cost £8 million (over 100 years) where help is available when the at-risk properties are predicted to be affected by coastal change within 10 years.

Finally the project sought to establish how the community viewed the development of the village in the future. The Planning Cooperative was commissioned to work with the community to explore the range of opportunities that exist for adaptation in response to the predicted rates of coastal change. The aim was to identify a Coastal Change Management Area (CCMA) and a set of policies relating to the rollback of development from areas predicted at risk. Resoundingly any major change was considered unacceptable though there was a realisation that there would be a need to adapt to accommodate any residents who wished to remain in the village when their houses were lost to coastal change. Equally the community felt that those affected by the risks associated with coastal change should retain the right to develop their properties.

The summaries produced from each of these projects can be found in Annexes 2 to 4. These summaries have also been sent to residents in Scratby and California so they can see how their input has influenced each report, as well as to inform them of the findings.

5.2 What were the benefits?

The Pathfinder Project has enabled a lot of information to be gathered about the views of the community on coastal change, and the misunderstandings and inconsistency that existed in terms of level of knowledge. One of the key benefits of the Pathfinder Project has been the opportunity to provide the community with correct information about the SMP. This has helped reduce the amount of misinformation and hearsay that seemed to exist in advance of the Pathfinder. This benefits the community through increased knowledge, but also GYBC from reduced officer time spent explaining issues or clarifying points on an individual-by-individual basis.

Similarly, the Project has shown that people within a community often have very different levels of background knowledge and understanding on a topic, and any engagement event needs to cater for these different levels. This includes providing background information (e.g. on coastal change and what the Pathfinder is all about) as well as details on the particular issues (e.g. do you think there should be any help for those who live in houses which may be affected by coastal change). Background knowledge cannot be assumed. This knowledge enables the research team to tailor their information so it is understandable to all and, hence, is inclusive. It benefits the community by providing a further opportunity to help ensure a consistent level of knowledge and understanding.

Research undertaken to better understand the wide range of possible adaptation options has provided benefits in terms of increased knowledge. This includes information on barriers and obstacles that could prevent the options being implemented and possible ways to reduce those barriers (as described in Section 4.2). The research investigated the likely costs of each adaptation option using information on the number of properties that could be affected. In addition, the study looked for ways to fund the options. However, this was a largely unsuccessful search with most funding sources (including those suggested by the local community) proving unfruitful. This helps GYBC and central Government in terms of the findings of the Pathfinder, as it identifies a small number of potentially useful funding sources to explore further. It can also be beneficial to other local authorities as they can build on the knowledge that has been collected.

One method for possibly funding the options included looking at how the costs of the adaptation options would look if they were presented as a charge on top of Council Tax. It quickly became clear that costs at the parish level (e.g. through a Parish Precept) would not be appropriate as they would be very large (several hundred to a few thousand pounds per year). There are many barriers that exist with the use of an increase in Council Tax as a funding mechanism (not least the Localism Bill which could result in a referendum being called where the increase in Council Tax exceeds a set threshold). Equally difficult, though, are the issues of who pays and who benefits: if the costs are distributed across the whole Borough, then all households at risk from coastal change should be able to benefit from the money raised. That would increase the overall costs and, subsequently, the charge on top of Council Tax. Other local authorities may benefit from the knowledge gained when looking at options that could be applied in their areas.

When considering the options, RPA circulated a questionnaire that asked for people's willingness to pay for different options. Although this was only a simple questionnaire designed to obtain general views on how much people might be willing to pay for one option compared with another, it does give an idea of people's preferences. The results also showed that there is a level of concern and altruism from those who are not at-risk to help those who are. Such an approach may need to be rolled out across areas that are not at-risk from coastal change to see if this altruistic effect holds outside an affected community. Again, this work adds to the knowledge base on different options and how much people may be willing to pay to help fund them.

The Pathfinder Project, and the information that has been distributed as part of it, has resulted in a significant benefit associated with raising knowledge and awareness of coastal change. This has significant benefits for the community by raising it as an issue that can bring the community together. There may also be negative impacts, in terms of increasing private costs for individuals that own at-risk properties. Awareness raising may though reduce the overall negative effect on a community by decreasing the extent to which the whole community is blighted, rather than just those who are directly affected. It can also reduce future problems by making those who are

interested in purchasing property more aware of the potential risks. This can be a real benefit for the future of the community as adaptation can become self-fulfilling. The issue that remains is how to ensure that those who are currently at-risk are not left with the whole burden of costs.

The other benefits have been methodological and provide useful lessons for future engagement with a relatively small community. The process of canvassing, followed by hand delivering and collecting of questionnaires proved to be a good way of achieving high response rates. It is time consuming but it provides results that can be used to assess the views of the majority of the community.

Both canvassing and hand delivery offer opportunities to explain the project and the questionnaire and to increase people's interest. This provides benefits to the community as it ensures that everybody has the opportunity to be involved and have their views taken fully into account, in an anonymous fashion (if they so wish). It also means that particular access issues (such as the need for large-print documents, help when completing the questionnaires or personal interviews) could be offered to give all members of the community the opportunity to be involved. This minimises exclusion that could otherwise occur for people with disabilities. In addition, the researchers undertaking the project benefit from a larger data set. This also benefits GYBC and central Government as it allows more knowledge to be gleaned.

Similarly, the planning project found the stakeholder workshop to be beneficial in enabling the community to work together to come up with solutions that most people in the community could agree with. This provides benefits to the community as it empowers them to make decisions for themselves. This benefits the whole community as it reduces the risk of unwanted development. It also benefits those living in at-risk properties as they have an option to rollback as necessary allowing them to stay in the village. Other at-risk communities within the Borough could benefit where GYBC implements the proposed policies. It also enables communities outside the Borough to benefit through the development of approaches and policies that can be replicated elsewhere.

Table 5.1 provides a summary of the benefits described above and identifies who has benefited, both directly and indirectly.

Benefit	Direct beneficiaries	Indirect beneficiaries
Reduction in level of misinformation and misunderstanding about SMP	Community	GYBC (from reduced queries and concerns)
Understanding of the variation in knowledge within a community and the need to tailor project documentation as a result	Community	Research team

Table 5.1: Benefits and who has benefitted		
Benefit	Direct beneficiaries	Indirect beneficiaries
Increased knowledge from research on adaptation options and funding opportunities	GYBC Central Government	Other local authorities
Awareness raising of issue of coastal change for whole community	Community (but negative effect for those who are at-risk)	Future residents of Scratby and California
Use of hand delivery and collection of questionnaires to achieve high response rates	Community Researchers	GYBC Central Government
Community consensus on rollback areas	Community Owners of at-risk properties	Other at-risk communities

5.3 What have been the benefits to the community?

The benefits to the community have been the opportunity to express their views on coastal change (but also on other issues of importance to them). However, whilst being a benefit this can also raise community expectations that something will happen to reduce the negative impacts associated with coastal change. This is particularly true now that a Community Adaptation Management Plan has been developed. The Plan now has to be delivered, by the community with the assistance of local and central Government, otherwise there is a risk that the trust that has built up during the project would be lost.

The Pathfinder Project gave the opportunity to establish a central point for people to come to obtain information, through the installation of a Portacabin. The village did not have a centre that could be used for this purpose before the Portacabin was installed. The Portacabin gave a location for the later drop-in sessions and exhibitions to be held. It also meant that information on the Pathfinder and coastal change issues more generally (e.g. SMP) could be on permanent display.

The community has also benefited by having the opportunity to request and receive more information on coastal change, on the SMP and on options for adaptation.

Further benefits have also arisen from the opportunity for the community to work with other organisations in developing a plan for the future. Throughout the Pathfinder Project, it has been made clear that the community were in charge of identifying and deciding what they wanted to happen. This has enabled them to work together and to find some level of consensus in coming up with the Community Statement on the CCMA and rollback areas.

One negative aspect has been the effect of a high degree of community involvement in a short period of time. In some cases, this may have led to consultation fatigue. For example, some residents when asked if they would

be willing to complete the RPA questionnaire felt that they had had their say in the NRCC questionnaire and did not want to be involved further. Although this was a small percentage of residents, it demonstrates the risk of undertaking an in-depth community engagement project over a short period of time.

Undertaking the engagement over a longer time period may also have helped. In particular, it would have been beneficial to avoid engagement in the summer, when many of the local businesses were at their busiest. Spreading out the consultation could also encourage a greater number of people to get involved as well as helping to avoid consultee fatigue. However, unless the engagement is undertaken over a much longer time period (or a year or more) this may miss the opportunity of involving visitors.

6. Evaluation of the implications for implementation of the findings

6.1 Could the options become self-funding?

The ability for options to become self-funding depends on three factors:

- the willingness of private investors, landowners and/or developers to be involved in implementing adaptation options;
- the level of interest from those living in at-risk properties to move out before their property is lost due to coastal change; and
- the willingness of the community to accept that some change will have to happen.

The Planning Cooperative study showed that making small amounts of open housing market available could help cover the costs of making plots available for rollback. Allowing more open market housing could increase the amount of money that is available to support the owners of at-risk properties. However, the community at Scratby and California were very clear that they did not want the community, or the character of the village to change. It is unlikely that they would accept large amounts of development. The opportunity for funding sources such as planning gain are, therefore, likely to be somewhat limited.

Options such as purchase and lease back, purchase and rent the property, or purchase and demolish the property and rent the land, were also considered. The main problem with these options is that they require a large initial outlay. Income from renting the property (or land) is then returned over the time period until the property (or land) is lost to due coastal erosion. It can be very difficult for options to become self-funding because (i) the properties that are sold tend to have quite short residual lives and (ii) money is needed upfront to buy them but is only recouped on an annual basis. If there is no initial source of funding, the money to buy the properties either has to be borrowed (incurring borrowing charges) or the option only has to be open to a small number of properties (potentially reducing the time over which money can be recouped). It is difficult to increase rents (to reduce the time needed to recoup all the costs), otherwise they become unaffordable. This is a particularly sensitive issue for the community of Scratby and California. Responses to the RPA questionnaire showed people were worried about increases in rent over time. There was also some resistance to moving from being a house owner to a tenant.

Methodological aspects of the study could be self-funded or, at least, self-organised where templates, guidance and working materials are made available. For example, the approach to developing a Community Statement could be developed into a guide pack that explains to communities how to work together to develop an adaptation plan. This would require some initial funding, probably from central Government to enable access to as many communities as possible. Once set up, communities would be able to initiate

development of a plan for themselves. This would save central (and local) Government money over time through reduced involvement.

6.2 How might this process have been kick-started in the absence of Pathfinder funding?

As noted above, there may be opportunities for central Government to take the findings of the various Pathfinder Projects and developing guidance packs and information packs that can be used by communities to help themselves. A web-site or forum could also be established to help communities to help each other. Once the packs were prepared and the web-site initiated, there may be only a small need for ongoing funding.

Further work is needed with the owners of at-risk properties to find out exactly what they need in the way of future help and how this could best be provided. The Scratby Coastal Pathfinder Project has looked at the at-risk properties as a group of properties, rather than looking at individual houses. This has been deliberate to avoid blighting specific households. In the absence of future Pathfinder funding, this work will have to be initiated by the local authority. The costs will be reduced as there will be opportunities to build on previous community engagement, focusing on the main results to assess the potential for tailored outcomes.

Avoiding the use of generic information also means that the costs of the adaptation options are estimated based on average house prices, average rents or average construction/repair costs. This was a deliberate decision taken to avoid identifying specific properties that may be at risk and the effect that this could have on those properties and their owners. This decision was also taken as it was known that North Norfolk District Council (NNDC) were assessing costs using specific properties. Information learnt by NNDC could, therefore, be combined with the findings from Scratby and California to minimise any uncertainty that has been introduced by using generic/average costs.

Without Pathfinder funding, it might also be possible to get a group of concerned residents together to form a community group or charity. They would then be in a position to raise funds which could be used to bring people together for discussions and awareness raising. This would however be very dependent on having some well-informed residents who would be willing to lead the group. Support from the local authority would obviously be required if the group's activities were to progress beyond ensuring that people were well informed about the current situation.

6.3 If this was replicated by other local authorities, how could they fund it?

Other local authorities could benefit by applying a targeted approach, building on the findings from the Scratby Coastal Pathfinder Project. This would still require some funding, but would reduce the amount needed as much of the

work on screening and initial information collection may not be needed. For example:

- for information gathering, local authorities could build on what they already do, for example, many authorities have surveys on their websites. It may also be possible to include questionnaires to be returned with electoral registration forms;
- local authorities could use the results of people's preferences for information to be provided by letter from the council to initiate involvement through direct contact. This could be combined with other mailings where possible or appropriate (such as with Council Tax bills, bin collection day leaflets, or Local Authority magazines);
- work could be undertaken once results have been received from all the Pathfinders to compare the results. This could include assessment of the particular likes/dislikes of the involved communities, preferred options and approaches and the development of lessons learnt. Other local authorities could then use these results as a starting point. Again, they would need to find some funds to initiate the work but could avoid much of the initial investigation work as that has already been completed. Local authorities could also work together (e.g. through the communities@local.gov.uk forum to discuss ideas and approaches). This could help spread funding requirements across a number of local authorities and/or the role could be included with the job description of an existing employee (depending, of course, on their workload); and
- workshops with small groups of stakeholders chosen to reflect the views of the community as a whole could be organised in association with local businesses. There may be opportunities to make use of community or business facilities to reduce the funding needs. The local authority may also wish to delegate responsibility for organising, hosting, managing and running of the workshop (and its outcomes) to the local community (through, for example, local pressure groups, the parish council, etc.).

The amount of funding that would be required is difficult to estimate without details of the type or number of activities that would be undertaken. Some of the funding costs could be considered part of day-to-day running costs or could replace costs that would otherwise be associated with dealing with complaints and concerns.

6.4 How would you have run the Pathfinder scheme?

Although there has been an opportunity for discussion between the various Pathfinder Projects and learning from each other, these have been somewhat limited by the short timeframe. The Pathfinder scheme may have benefited from two main changes:

1. greater collaboration between local authorities at the bidding stage. There may have been opportunities for different local authorities to address different issues although some overlap is desired as it allows for comparison between communities. Consistent working approaches could also have been applied so that all the projects could feed data into the 'overall' project, delivering a much larger data set that could be achieved by any one Pathfinder Project on its own.
2. a staggered approach with some projects running in years 2009-2011, some from 2010-2012 and some from 2012-2013 may have provided greater opportunities for sequential learning. Such an approach could have allowed one project to build on the findings of a previous one, moving towards the ultimate aim of delivering a template for use once the Pathfinder scheme as a whole was complete.

6.5 How do the community need to be involved in the future?

The Scratby and California Pathfinder Project has shown that the best method is to apply four main approaches to keeping the community involved:

- the community has to be kept informed, with letters delivered to their home address from the Council being the most reliable way of disseminating information;
- the community has to be able to see that the end of the Pathfinder Project does not mean that everything stops. It is essential that they can see how their involvement has informed the outcomes of the Pathfinder Project and how these outcomes are being used to work towards real results. It will be particularly beneficial to inform the community how and where the work undertaken in Scratby and California has been implemented in other locations around the country. This will show them that they have been trailblazers and that their effort will not only help themselves, but others as well;
- as well as being informed of latest developments, the community have to be allowed to take control of putting the Community Adaptation Management Plan into place and delivering the outcomes. This will require GYBC and the Parish Council to work with the local community to enable them to eventually take full control; and
- there needs to be a clear structure of what the community can realistically be expected to do and what they are not expected to be responsible for. For example, they can and should manage and lead future plan development, but they cannot be expected to fund the project. This will be equally important for other communities, otherwise there is a risk that more vulnerable communities will not be able to afford to be involved.

7. Evaluation of key lessons for potential for adaptation

7.1 Can adaptation work in line with the original aims of the Pathfinder?

Defra’s original aims for the Pathfinder were to⁴:

- improve understanding of how coastal communities can adapt to coastal change, as well as what the costs and benefits of different approaches are; and
- provide practical lessons and examples that can be shared with other practitioners, particularly on community adaptation planning and engagement and delivery of adaptive solutions.

These are built into the original aim of the Scratby Coastal Pathfinder Project which was to expand the level of detail and depth of engagement with the community and to empower the community to explore the range of opportunities that exist for adaptation.

These aims focus more on understanding the need and exploring opportunities for adaptation, rather than necessarily implementing adaptation plans. However, the Scratby and California Coastal Pathfinder Project has resulted in the development of a Community Adaptation Management Plan.

The Pathfinder Project has found that there are numerous barriers that could affect the potential for adaptation, although the most significant barriers are associated with funding (see Table 4.1). However, in spite of these barriers, it has been possible to develop a plan that identifies potential rollback areas. The main outstanding issue is how those living in at-risk properties would be able to afford to develop the plot of land that would be available for them.

7.2 How can the barriers be overcome and who needs to do this?

Table 7.1 lists the key barriers that have been identified in the Pathfinder Project and the actions that may be needed to reduce or remove them. The table also shows who would need to be involved in the actions.

Table 7.1: Actions Needed to Reduce the Barriers so the Options Can be Taken Forwards	
Barriers	Actions Needed to Remove the Barriers
<ul style="list-style-type: none"> • people living in at-risk properties suggested they would prefer to stay in their homes for as long as possible • option may be seen as easy, quick way of selling property, so eligibility would have to be controlled (to avoid risk of incurring high costs very early on) • people living in freehold properties may not 	<ul style="list-style-type: none"> • discussions with owners of the at-risk properties on likely uptake of the options, the preferred options and any new constraints that may arise as the options are developed further • involving...GYBC, Parish Council, owners of at-risk properties

⁴ Information sourced from the Defra Internet site (www.defra.gov.uk/environment/flooding/manage/pathfinder/index.htm)

Table 7.1: Actions Needed to Reduce the Barriers so the Options Can be Taken Forwards	
Barriers	Actions Needed to Remove the Barriers
<ul style="list-style-type: none"> want their property to be converted to leasehold also concerns that rents could be raised to high levels that local people could not afford ability for those living in at-risk property to be able to afford to contribute (e.g. to help towards the costs of relocating infrastructure) 	
<ul style="list-style-type: none"> interest of businesses in adaptation options, based on very low level of response received from businesses during this study detailed discussions with at-risk businesses to assess interest and possible take-up of each option detailed discussions with at-risk businesses to assess their interest in managing the options 	<ul style="list-style-type: none"> discussions with businesses/caravan parks involving...GYBC, Parish Council, business owners (but with additional barrier of lack of interest)
<ul style="list-style-type: none"> community-wide discussions to assess interest in creating a local company that could manage the options 	<ul style="list-style-type: none"> discussions with the local community to assess interest in being involved with managing options and to discuss any new constraints that may arise as the options are developed further discussions with existing action groups to investigate the potential to set up a national charity (or organisation) involving...GYBC, Parish Council, local community, CCAG, NNVC, SCEG and other local pressure groups
<ul style="list-style-type: none"> funding mechanisms need to be applicable to options, this includes approaches that are currently proposed and/or at the consultation stage (e.g. Tax Increment Financing, flood and coastal erosion risk management Grant-in-Aid funding) New Homes Bonus could help partially fund options, but it is unclear if it would be available to replace properties lost due to coastal erosion 	<ul style="list-style-type: none"> lobbying Government to influence the future proposals to allow business rates to be reinvested or borrowed against and to provide feedback on current consultations to help ensure the approaches (e.g. Grant-in-Aid and New Homes Bonus) are applicable to adaptation options involving...local community, pressure groups, GYBC, Parish Council, LGA, other local authorities, Government bodies, local MPs
<ul style="list-style-type: none"> it is not known whether landowners or developers would be interested in being involved 	<ul style="list-style-type: none"> discussions with landowners/developers to discuss the potential that planning gain could result in land being available to support options to provide alternative properties involving...local community, GYBC, Parish Council, landowners, property developers

7.3 Who should pay for adaptation?

The Scratby and California Coastal Pathfinder Project has identified a wide range of possible funding sources, as listed in Table 7.2. The table also shows which funds are considered unlikely sources of money to pay for adaptation. Of the possible sources, many are also identified in Table 7.1 as having barriers that would need to be removed to enable money to be used for adaptation options.

Table 7.2: Possible sources of funding		
Source	Possible funds	Potential for funds to be provided
Central Government	Flood and Coastal Erosion Risk Management Funding	Possible – but it is only likely that around £3 million would be available
	Flood and Water Management Act (through Regional Flood and Coastal Committees, RFCCs)	Possible – funds would be raised through levy set by RFCC that would require Council Tax to be raised to cover the costs
	New Homes Bonus	Possible – but this may be limited
National Lottery	Lottery grants	Unlikely - the current programmes are not relevant to coastal change
Dredging Companies	Money from companies extracting aggregates off the Norfolk coast	Unlikely - it is highly doubtful that companies would be willing to pay towards the options as this could be interpreted as admitting responsibility for erosion
European Commission	Grants	Unlikely – we could find no programmes at present that are relevant to coastal change or adaptation to coastal change. It is currently unlikely that there are funds or grants available
	Structural Funds	
	Financial Instruments	
	Action and Operating Grants for non-governmental organisations	
Holiday Park Tax	Business Rates – through Tax Increment Financing	Possible – but the approach has only just been announced by the government as an option and it is not clear if it could be used in an area where the value of businesses would not necessarily be increased as a result of the money raised (which would have to be repaid)
Local Government	Council Tax	Possible – but Localism Bill raises opportunity for local communities to hold referendum that could mean that increases in Council Tax are not permitted
	Prudential Borrowing	Unlikely – money can only be borrowed against future increases in income, which is unlikely to occur due to coastal change
	Planning gain	Possible – money could be raised by selling land for development
Community Organisations	Not-for-profit organisation	Possible – but these would require the community to set up and run the organisation. Financial help may still be needed from other sources
	Trust	
	Community Infrastructure Company	
Private investors	Private landlords	Possible – but care will be needed to ensure rents have to remain affordable
	Bond financing	Unlikely – bonds have to be worth more in the future to encourage people to invest in them, this may not be the case with coastal change

When considering the money needed to pay for adaptation options, it is important to recognise how much the options might cost (here given as estimated undiscounted costs over 100 years, including borrowing costs where an upfront lump sum of money is required):

- options to buy the at-risk properties: £26 million to £47 million;
- options to build new homes to replace those that might be lost: £48 million; and
- options to help people stay in their homes for as long as possible: £8 million to £48 million.

For comparison, it is possible to estimate what the options might cost if the money was raised through an increase in Council Tax. Table 7.3 summarises the annual costs over each of the 46,232 households in GYBC. The table also shows how much money could be recouped, but (as noted in Section 6.1) this relies on properties being bought as soon as possible to give enough time for money to be recouped. Responses to the RPA questionnaire suggested, however, that most people would like to stay in their properties for as long as possible.

Table 7.3: Change in Council Tax for each household in Great Yarmouth Borough						
Increase in Council Tax to fund options						
	Value if there was no risk of erosion	Purchased at rebuild value	Purchased at value reflecting risk of erosion	Convert to leasehold	Provide alternative property	Subsidised maintenance²
Total payable per year (on average) ¹	£12	£7	£9	£3	£12	£3 to £11
Reduction in Council Tax due to potential to recoup funds						
	Selling at the value reflecting the risk of erosion	Rent property (excluding costs)³		Rent land for caravans		
Total recouped per year (on average) ¹	-£7	-£7		-£8		
Notes:						
¹ Amounts payable are given to the nearest whole £ to reflect uncertainty						
² Reflects the difference in costs if only those properties with less than 10 years residual life are eligible for subsidised maintenance or if all properties shown in the SMP2 as being at risk are eligible (regardless of residual life)						
³ Assumes 35% of the rental income is spent on maintaining and managing the property.						

The increases in Council Tax estimated in Table 7.3 often exceed the amounts people suggested that they would be willing to pay in the RPA questionnaire (with this at around £9 per household per year for the option to purchase properties, £5 to swap properties, £5 for buy and rent back and £8 for help to continue living in the property). Thus, these charges may not be acceptable to the wider population.

7.4 How can future policy ensure that communities and community needs are at the forefront of decision-making?

The main lessons learned from the Scratby and California Coastal Pathfinder Project for future policy are as follows:

- where there are big policy changes that may have serious implications for people (for example, the SMP), greater effort needs to be made to ensure that people are aware of what is happening and are able to submit their views if they wish. It is clear from the NRCC questionnaire that many people in the village missed the opportunity to input to the SMP2 consultation. This suggests a need for a much more proactive approach to engagement, potentially linked to the level of impact that could be caused under the different policy choices. Small workshops could be held with invited members of the community (as was used here to develop the Community Statement). The results could then be communicated to the rest of the community through an exhibition held locally to encourage as many people as possible to attend.
- decision-making within the SMP process needs to take better account of the consequences of changing policy. This should not just be based on the number of properties protected. It is important that social, economic and environmental issues are taken into account. This could be helped by avoiding such black-and-white policy choices, with the more difficult decisions delayed until more information/data are available. This would help avoid making people victims of lines on a map.
- it is also important to consider recent policy changes too. For example, Defra's future funding proposals suggest that some money will be available for all projects. However, there is no guarantee that 100% of the funds required will be available. Investigation is needed into what this means for a small community that might only get 50% of the funds. There needs to be a clear policy direction on what can realistically be contributed locally, and how much is needed from each person. It is also unclear if these funding proposals include adaptation options.

In addition to these recommendations for future policy and decision-making, the Scratby and California Coastal Pathfinder Project makes the following recommendation:

- there is a need for an independent consideration of the evidence for coastal erosion on the Scratby frontage. This reflects the conflicting views between residents of the village and the need for a better understanding of the risks and when properties may be at-risk.

8. Conclusions and recommendations

8.1 Evaluation of the Pathfinder Project

Table 8.1 shows that all the tasks identified as being needed have been carried out. This has enabled the aim of the Scratby Coastal Pathfinder project to also be fully met, where this aim was to:

- to expand the level of engagement with residents, businesses landowners in the local community and to empower them to explore a range of opportunities that exist for adaptation to coastline changes.

Table 8.1: Have all the tasks been achieved?

Task	Has the task been achieved?	Outcomes of the task	Where can I find out more about this task?
Development of a programme of community education and information	Yes	<ul style="list-style-type: none"> • Letters • Leaflets • Questionnaires • GYBC pathfinder web site • Beach Camera 	<ul style="list-style-type: none"> • NRCC report • SMP leaflet • GYBC Scratby Pathfinder Web site
Examination and testing of equity release and equity transfer schemes and opportunities	Yes	<ul style="list-style-type: none"> • Assessment in detail of around 25 options 	<ul style="list-style-type: none"> • NRCC report • RPA report
Investigation of sources of external and commercial funding	Yes	<ul style="list-style-type: none"> • Investigation of a wide range of possible funding sources 	<ul style="list-style-type: none"> • RPA report
Exploration of rollback options	Yes	<ul style="list-style-type: none"> • Consideration of possible rollback areas 	<ul style="list-style-type: none"> • Planning Cooperative report
Development of a Community Adaptation Management Plan	Yes	<ul style="list-style-type: none"> • Proposed Coastal Change Management Area • Proposed rollback areas • Proposed policies 	<ul style="list-style-type: none"> • Planning Cooperative report
All of the reports and leaflets listed above can be downloaded from: http://www.great-yarmouth.gov.uk/environment-planning/planning/coastline-protection/scratby-coastal-pathfinder-project.htm			

Achievement of each of these tasks has enabled a Community Adaptation Management Plan to be drawn up. This is an appropriate and sustainable communication plan and it is reproduced in Annex 5. This Plan is intended to provide the basis for implementing legacy projects that counter the belief that processes such as the Pathfinder do no result in any change. The development of the Plan shows that the Pathfinder has enabled the community to identify, better understand and begin tackling the risks that coastal change may mean for the village.

8.2 Lessons Learnt

The Pathfinder Project identifies a number of general lessons that can be taken from the study.

These lessons are:

- 1) **the need for strong communication about coastal issues with the community from the outset** to help develop a common understanding of coastal changes. Whilst there may never be agreement across the whole community, there should be access for all to clear, concise and consistent information.
- 2) **the need for better dissemination of details and the implications of the Shoreline Management Plan (SMP)** and an understanding of what the information in the SMP means. Effort needs to be made to communicate the information to the whole community.
- 3) **the need for effort to really implement measures that can help reduce blight**. This will require **further funding from Defra/Environment Agency** and must show that money is being spent in a way that will help people.
- 4) **the need to recognise wider issues/small changes that could make a big difference**, and the need for specific comprehensive and inclusive local debate on these issues.
- 5) **action from Local Authorities to join together to promote some of the possible funding mechanisms**. A combined effort from all local authorities and local MPs facing coastal change could provide a powerful lobby.
- 6) **identification of the potential for opportunities to involve the community in managing the risks themselves through whole community actions**. This would build on the information, enthusiasm, interest and expertise held within the community to enable the community to take a more direct and proactive role in the future.

