

Jurassic Coast Pathfinder Spatial Planning Research Project

Final Report

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by
Land Use Consultants

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1 Background to the Study

INTRODUCTION

- 1.1 Land Use Consultants (LUC) was commissioned by Dorset County Council in March 2011 to carry out research into the role of the spatial planning system in addressing coastal change along the Jurassic Coast World Heritage Site. The work has been carried out as part of the Dorset and East Devon Coastal Change Pathfinder project, which provides funding to coastal authorities to explore new ways of adapting to coastal change.
- 1.2 Defra launched the £11 million Coastal Change Pathfinder fund in June 2009, inviting local authorities to bid for resources to improve community engagement in the process of planning to adapt to coastal change. Through the Coastal Change Pathfinder programme, Defra and the Environment Agency are looking for innovative solutions to the challenges of coastal change and good practice which can be promoted nationwide.
- 1.1 Fifteen coastal authorities were successful in their bids for funding, including Dorset County Council (along with Devon County Council and other partners in Dorset and Devon) and have become Coastal Change Pathfinder authorities who will explore new ways of adapting to coastal change. The programme of work was programmed to run until spring 2011 and covers exploring new approaches to planning for, and managing, adaptation to coastal change in partnership with local communities.
- 1.2 The overall purpose of the Jurassic Coast Pathfinder project is to engage with coastal communities about adapting to coastal change through planning, and to ensure that these communities are well-equipped to understand and take part in the decision making processes involved in managing coastal change. The Jurassic Coast Pathfinder project is working towards seven aims which will be achieved through the implementation of a range of activities. The seventh aim, which provides the context for this study, is to work towards achieving *‘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’*.

STUDY AIM AND OBJECTIVES

- 1.3 This study contributes to the overall purpose of the Jurassic Coast Pathfinder project by examining how and where the issue of coastal change can be addressed through spatial planning, and where this may conflict with other planning objectives. It also makes recommendations on how the spatial planning system can best deal with dynamic coastal change.
- 1.4 Six communities on the Jurassic Coast were chosen as the focus for the Pathfinder (and are therefore also the focus of this report), because they are all due to be affected by a change in management policy as set out in the draft Shoreline Management Plan 2 (SMP2). These communities are:
 - Sidmouth
 - Charmouth

- Seatown
 - Preston Beach Road, Weymouth
 - Ringstead
 - North Swanage
- I.5 There are five specific questions that this report aims to address through reference to both national best practice and the particular circumstances pertaining to the six pathfinder communities along the Jurassic Coast:
- a) How does the spatial planning system currently provide for sustainable adaptation to coastal change?
 - b) How can the risk of coastal change best be managed through the spatial planning system?
 - c) Is this being done already and if so, where and how?
 - d) What action can central and local government take to ensure that spatial planning at all scales takes account of future coastal change into the long-term?
 - e) How might the implementation of the Localism Bill and proposals for Neighbourhood Planning support or conflict with a strategic approach to the management of coastal change?

OVERVIEW OF PROJECT METHODOLOGY

- I.6 The first stage of the project was to establish what the existing national, regional and local policy framework is in relation to planning for coastal change in England. The various components of the policy framework at each level - including legislation, policy statements, plans and strategies and designations - were set out in a 'conceptual map' in order to illustrate the linkages and relationships between them.
- I.7 The next stage was to examine national examples of best practice where coastal change issues have been embedded in local planning policy. The four authorities highlighted as best practice examples include Pathfinder authorities and others that became apparent through desk-based research. Policies and strategies relating to coastal change in each area were extracted into a matrix and the key elements of good practice were summarised, with specific policy examples being highlighted.
- I.8 The key coastal change risks facing each of the six Jurassic Coast Pathfinder communities were then identified from a review of the two relevant Shoreline Management Plans and supplemented with information from Dorset County Council's earth science manager and a representative from the Environment Agency. The material gathered was summarised in order to establish a picture of the characteristics of each community, and the particular issues they face in relation to coastal change.
- I.9 The existing planning policy framework affecting the six communities was reviewed with the purpose of comparing current or emerging policy with the key challenges facing the communities and establishing where gaps and opportunities exist. This involved reviewing the policy framework of the four

local authorities within which the six communities are located (East Devon, West Dorset, Weymouth and Portland and Purbeck).

- 1.10 Later in the project, a workshop was held with planning officers from each of the four authorities and representatives from Dorset County Council, the Environment Agency and Dorset AONB. During the workshop, stakeholders discussed the key issues that this project seeks to address (see **Appendix I** for the detailed workshop agenda listing the issues discussed and attendees). The outcomes of the workshop fed into this report, in particular our key conclusions and recommendations in Chapters 6 and 7.

STRUCTURE OF THE REPORT

- 1.11 This section has provided background information to the study and a summary of the method used. The following chapters describe the distinct stages of work that have been undertaken (Chapters 2 to 5), and the key findings in relation and recommendations (Chapter 6) as follows:
- **Chapter 2:** Review of Policy Framework and Statutory Roles
 - **Chapter 3:** Identification of National Best Practice Examples
 - **Chapter 4:** Identification of Coastal Change Risks Affecting the Six Communities
 - **Chapter 5:** Review of Spatial Policies Affecting the Six Communities
 - **Chapter 6:** Planning for Sustainable Adaptation to Coastal Change: Key Conclusions
 - **Chapter 7:** Recommendations

2 Review of Policy Framework and Statutory Roles

- 2.1 This chapter provides an overview of the existing legislative framework, planning policy framework and statutory roles relating to coastal change adaptation. Their relevance to the Jurassic Coast is noted. The diagram at the end of this chapter graphically represents the linkages between legislation, policy and designations relating to coastal change and how they fit within different geographical scales and elements of the spatial planning system. Since this diagram was prepared, the National Flood and Coastal Erosion Strategy has been published¹, which includes a similar, very useful diagram also showing roles and responsibilities of government departments, agencies, local authorities and major infrastructure owners.
- 2.2 A detailed review of the specific local policies relating to coastal change which affect each of the six communities is provided later in this report (**Chapter 5**).

RELEVANT NATIONAL LEGISLATION

- 2.3 Archived material from the Government Department for Environment, Food and Rural Affairs (Defra) website² stated that: prior to the Marine and Coastal Access Act, arrangements for co-ordinating activities in estuaries and other coastal areas were complex and at times, inconsistent. There was no single overall piece of coastal legislation or management mechanism in the UK. On land, local authorities have a key responsibility for planning; and at sea, management mainly falls to central government departments (e.g. Defra and the Environment Agency). As a result, the Government recognised that in order to manage the coast in a more sustainable manner, improvements were necessary in the co-ordination between management mechanisms and communication between parties with coastal interests.

Marine and Coastal Access Act 2009

- 2.4 The UK Government introduced new systems of marine planning across the UK through the Marine and Coastal Access Act 2009, the Marine (Scotland) Act 2010 and proposed legislation in Northern Ireland. The new legislation was the first step towards a co-ordinated UK marine law together with a new marine planning system and marine conservation powers. The new Marine Management Organisation (MMO) is an executive non-departmental public body that will carry out planning functions for English waters.
- 2.5 The Marine and Coastal Access Act creates a strategic marine planning system that covers inshore and offshore areas and clarifies the Government's marine objectives and priorities for the future. The first stage of the marine planning system was the preparation of a marine policy statement (MPS) to create a more integrated approach to marine management and setting short

¹ Understanding the risks, empowering communities, building resilience. The national flood and coastal erosion risk management strategy for England. Defra and Environment Agency, 23 May 2011.

² <http://webarchive.nationalarchives.gov.uk/20101109165532/http://www.defra.gov.uk/environment/marine/legislation/mcaa/key-areas.htm>

and longer-term objectives for sustainable use of the marine environment, as the framework for preparing Marine Plans. The second stage will be the creation of a series of Marine Plans covering defined inshore and offshore areas, which will implement the national marine policy statement in specific areas, using information about spatial uses and needs in those areas. The first areas to have Marine Plans will be the East Inshore and East Offshore areas (from Flamborough Head to Felixstowe). The Jurassic Coast will be covered by the Southern Inshore Marine Plan when it is prepared.

- 2.6 Marine Plans will make a significant contribution towards coastal integration. They will guide developers in establishing where they are likely to be able to carry out activities and where conditions or restrictions may be placed on what they do. The Marine and Coastal Access Act requires all public authorities taking authorisation or enforcement decisions that might affect the UK marine area to do so in accordance with Marine Plans and the MPS unless relevant considerations indicate otherwise.
- 2.7 In addition, the Marine and Coastal Access Act also enables improved access to the coast, through the creation of a continuous signed and managed route around the coast plus areas of spreading room, for example beaches, dunes and cliffs, where it is appropriate to do so.

Flood and Water Management Act 2010

- 2.8 The Flood and Water Management Act provides for more comprehensive management of flood risk for people, homes and businesses, helps safeguard community groups from unaffordable rises in surface water drainage charges and protects water supplies to the consumer.

Flood and Coastal Erosion Risk Management Strategy

- 2.9 In addition, the Flood and Water Management Act required the preparation of a National Flood and Coastal Erosion Risk Management (FCERM) strategy, which sets out how the Act will be implemented. The Environment Agency has therefore been working with Defra to develop a strategy for flood and coastal erosion risk management in England. The development of flood and coastal erosion risk management policy is led by Defra on behalf of the Government. Policy is prepared within the context of wider government policy areas led by other departments, for example, covering the use of public funds (Treasury), emergency response (Cabinet Office) and land-use planning (Department for Communities and Local Government). The Environment Agency and other organisations support this by providing evidence and advice.
- 2.10 The strategy, which was published on 23 May 2011, describes what needs to be done by all involved in flood and coastal risk management to reduce the risk of flooding and coastal erosion, and to manage its consequences. Risk should be managed in a co-ordinated way within catchments and along the coast which balances the needs of communities, the economy and the environment. This strategy will form the framework within which communities have a greater role in local risk management decisions. It sets out the Environment Agency's national overview role for all sources of

flooding and coastal erosion and includes the delivery of flood and coastal erosion risk management activities on main rivers and the coast.

- 2.11 The strategy shows how communities can be more involved in local flood and coastal erosion risk management. It also emphasises the need to balance national and local activities and funding.
- 2.12 Flood and coastal erosion risk management represents a significant part of Defra's spending. Defra recently consulted on changes to the way funding will be allocated to flood and coastal defence projects, which Dorset County Council officers responded to.
- 2.13 Based on responses to the consultation, Defra has also just announced (23 May 2011) how capital funding will be allocated to individual projects in England from now on. Instead of meeting the full costs of just a limited number of schemes, the partnership approach to funding flood and coastal resilience means government money may be available towards the costs of any 'worthwhile' scheme. Funding levels will be based on the number of households protected, the damages being prevented, and the other benefits a project would deliver. Overall, more schemes are likely to go ahead than if the previous 'all or nothing' approach to funding were to continue.
- 2.14 However, the Dorset County Council officer response to the earlier consultation noted that it might be beneficial for an increasing proportion of the public funding currently made available for capital FCERM works to be diverted to support sustainable adaptation (e.g. rollback and buy-and-lease back). In this way, the overall aim of working with natural processes could be achieved, and communities can become more adaptable and resilient. In addition, it suggests that there will be many situations where the aspirations of a community for physical defence works cannot be met, e.g. where the engineering challenge is too great, or the environmental constraints are insurmountable. Therefore, the response recommends that an increasing proportion of FCERM funding should be directed to supporting communities with adaptation measures where defence is not an option.

Planning and Compulsory Purchase Act 2004

- 2.15 The Planning and Compulsory Purchase Act 2004 was introduced by the former Office of the Deputy Prime Minister (now Department for Communities and Local Government (DCLG)). It substantially reformed the previous planning framework in the United Kingdom.
- 2.16 It both amended and repealed significant parts of the existing planning and compulsory purchase legislation in force at the time, including the Town and Country Planning Act 1990, and introduced reforms such as the abolition of Local Plans and Structure Plans, and their replacement with Local Development Frameworks and Regional Spatial Strategies. Local planning authorities must prepare a Local Development Framework (LDF) which includes a set of Development Plan Documents (DPDs), in particular a Core Strategy, setting out the overall vision for the area and how the places within it should develop. The Core Strategy also includes:
 - Strategic objectives for the area focussing on the key issues to be addressed.

- A delivery strategy for achieving these objectives. This should set out how much development is intended to happen where, when, and by what means it will be delivered. Locations for strategic development should be indicated on a key diagram.
 - Clear arrangements for managing and monitoring the delivery of the strategy.
- 2.17 However, as discussed in more detail below, in 2010 the Coalition Government commenced a reform of the planning system, which is ongoing, and covers changes to national planning policy and the requirements for preparation of development plans by local authorities.

Community Infrastructure Levy Regulations 2010

- 2.18 The Community Infrastructure Levy Regulations 2010 came into force on 6 April 2010. The Community Infrastructure Levy (CIL) is a new levy that local authorities can choose to charge on new developments in their area. The money obtained from new development planning applications can then be used to fund infrastructure that the council, local community and neighbourhoods have identified as being needed. Councils must spend income from the levy on infrastructure to support the development of the area but they can decide what infrastructure to spend it on and it can be different to that for which it was originally set. Authorities should set out on their website what they will use CIL for.
- 2.19 The levy applies to most new buildings. Authorities that wish to charge a levy need to develop and adopt a CIL charging schedule setting out how much levy will be applied to different sizes and types of development in their area. DCLG states³ that the CIL gives local authorities the flexibility and freedom to set their own priorities for what the money should be spent on, as well as a predictable funding stream that allows them to plan ahead more effectively.
- 2.20 CIL enables local authorities to collect a levy from most developments, so even small amounts will add up to contribute to a good fund of money for new infrastructure. This differs from planning obligations (also known as section 106 agreements) which authorities can still seek to obtain through conditions on planning permissions for use on site specific mitigation and investment. The regulations introduced a number of reforms to scale back the use of planning obligations. From 2014, local authorities will not be able to pool more than five s.106 contributions to fund one particular infrastructure project.
- 2.21 When considering how to go about implementing and using CIL, the Planning Advisory Service⁴ advises planners to look at their infrastructure delivery plans (part of the LDF) and consider what evidence is available to assist in creating a charging schedule and identify indicative infrastructure projects that could be funded through CIL. It also recommends collaborating with partners to allocate and prioritise spending.

³ <http://www.communities.gov.uk/publications/planningandbuilding/cilsummary>

⁴ <http://www.pas.gov.uk/pas/core/page.do?pagelD=122677>

NATIONAL PLANNING POLICY

- 2.22 Current national planning policy for planning and the environment is set out in Planning Policy Statements (PPS) and Planning Policy Guidance (PPG).
- 2.23 In recognition of the pressing issue of accelerating coastal change, in summer 2009, the previous Government consulted on a national coastal change policy. A study of local authority activities in relation to managing the impacts of coastal change was also published at this time⁵. This study gathered evidence to inform and support the delivery of Defra's new policy on coastal change, and some of the key findings are outlined below:
- Local authorities identified three potential national policy gaps:
 - A resettlement policy which may include several dimensions such as a consistent policy framework or guidance, compensation, and / or funding for local authorities to enable these processes.
 - Consideration for the removal of redundant sea defences.
 - Policy and programme support for ad hoc initiatives associated with supporting local economic development and regeneration.
 - There is a potential lack of mainstreaming of the coastal change agenda across local authority services, possibly because in many areas the impacts are not yet being felt. This may result in sub-optimal, reactive policy responses only once the impacts begin rather than proactive responses considered at an earlier date.
 - Coastal change presents challenges for local authorities in planning for the impacts well as delivering potentially competing objectives such as economic regeneration and environmental management/conservation.

Planning Policy Statement 25 Supplement: Development and Coastal Change

- 2.24 In March 2010, DCLG published a supplement to Planning Policy Statement 25 (Development and Coastal Change) which attempted to address the findings of the above study and the outcomes of consultations. It replaced the policy on managing the impacts of coastal erosion set out in Planning Policy Statement 20: Coastal Planning.
- 2.25 The Government's aim, as set out in the PPS25 Supplement, is 'to ensure that our coastal communities continue to prosper and adapt to coastal change'. This means that planning should:
- Ensure that policies and decisions in coastal areas are based on an understanding of coastal change over time.
 - Prevent new development from being put at risk from coastal change by:
 - (i) avoiding inappropriate development in areas that are vulnerable to coastal change or any development that adds to the impacts of physical changes to the coast, and

⁵ *Understanding Local Authority Activities in Relation to Managing the Impacts of Coastal Change*. Scott Wilson for Defra, June 2009.

- (ii) directing development away from areas vulnerable to coastal change.
 - Ensure that the risk to development which is exceptionally necessary in coastal change areas (because it requires a coastal location and provides substantial economic and social benefits to communities) is managed over its planned lifetime.
 - Ensure that plans are in place to secure the long term sustainability of coastal areas.
- 2.26 The PPS25 Supplement sets out two key mechanisms through which the planning system could facilitate coastal adaptation at the regional and local scales. Policy DCC2 requires that the relevant Regional Spatial Strategy should identify where communities impacted by coastal change may need to be relocated and in the context of coastal change, areas in which growth should be avoided. Under policy DCC3, local authorities are required to identify areas likely to be affected by physical changes to the coast and refer to this area as the Coastal Change Management Area (CCMA). Local planning authorities should then set out the type of development that will be appropriate within the CCMA and allocate land within it for appropriate development. Where development and infrastructure needs to be relocated from within CCMA's, local planning authorities should make provision for sufficient, suitable land outside those areas, e.g. through rollback.

PLANNING SYSTEM REFORM

- 2.27 The status of PPS25 and its supplement is now uncertain. The Coalition Government is reviewing current national planning policy with a view to consolidating the existing policy statements, circulars and guidance documents into a single National Planning Framework covering all forms of development and setting out national economic, environmental and social priorities.
- 2.28 In addition, with the publication of the Localism Bill in December 2010, the Coalition Government has introduced fundamental changes to the spatial planning system. Firstly, the Bill provides for Regional Spatial Strategies to be revoked and for strategic planning at the regional scale to cease. Secondly, through the introduction of neighbourhood planning, the intention is that communities should shape local areas. Specifically, if local people vote in favour of neighbourhood plans in local referenda, councils will have to adopt them so long as they are in accordance with the Core Strategy. The Bill also brings important changes to the Community Infrastructure Levy, including the requirement that a proportion of funds should be passed to the neighbourhoods in which the development has taken place.

SHORELINE MANAGEMENT PLANS

- 2.29 The Environment Agency uses government funding to reduce the risk to coastal communities, their property, infrastructure and the natural environment. Decisions on where to defend the coast from erosion are based on risk assessment using a transparent, auditable and understandable process, which starts with developing preferred management options in a long-term Shoreline Management Plan.

2.30 Shoreline Management Plans (SMPs) are produced by a non-statutory planning process overseen by Defra and delivered by local authorities in partnership with the Environment Agency. They provide a large-scale assessment of the physical risks associated with coastal processes and present a long term policy framework for reducing these risks to people and the developed, historic and natural environment in a sustainable manner. SMPs are usually developed through consultation with local communities and are based on the best available science relating to climate change and coastal processes. Coastal groups, made up primarily of coastal authorities and other bodies with coastal defence interests, provide a forum for discussion and co-operation and play an important part in the development of SMPs for their area.

2.31 There are two SMPs within the Jurassic Coast: the first covering the coastline from Hurst Point to Durlston Head (including North Swanage, also referred to as Poole and Christchurch Bays); and the second from Durlston Head to Rame Head (covering the other five communities). Within these SMPs the coast is divided up into smaller sections ‘policy units’ and the risks to people and the developed, historic and natural environment from coastal change are defined for the next century. For each policy unit, the SMP identifies preferred policies for managing those risks. The options for these shoreline management policies are defined by Defra as:

Hold the line	Maintain or upgrade the level of protection provided by defences.
Advance the line	Build new defences seaward of the existing defence line.
Managed realignment	Allow retreat of the shoreline, with management to control or limit movement.
No active intervention	A decision not to invest in providing or maintaining defences.

2.32 While the SMPs make recommendations for building and maintaining coastal defences and other actions, implementation will depend on available funding. The Poole and Christchurch Bays SMP website notes that there is no guarantee that such funding will be forthcoming. Funding may be available from the national flood and coastal erosion risk management budget, but it could also come from other national sources or from local and/or third party funding.

2.33 As noted above, SMPs are non-statutory plans, i.e. they are not required to be prepared by law and public bodies are not required to follow policies that they prepare. However, Government has made clear that “*Integrating SMPs in the planning process will ensure that they (i) provide the basis for regional strategies and local spatial plans, and (ii) will clarify they are material considerations for planning applications in coastal areas*”⁶.

2.34 In practice it has been recognised by the Environment Agency that SMPs are not always readily translated into spatial plans and as a result they do not

⁶ CLG (2010). Planning Policy Statement 25 Supplement: Development and Coastal Change. Practice Guide. <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1499049.pdf>

properly influence spatial plans to reduce the risk of coastal flooding and / or erosion. A study was undertaken in 2009 by the Planning Cooperative⁷ to look at the relationship between SMPs and spatial plans (i.e. RSSs and Local Development Plan Documents) and how the links could be improved between these two plan-making regimes to the benefit of each and to coastal planning/management in general. This study made a number of recommendations that appear to have influenced the content of the PPS25 Supplement, and the requirement for local planning authorities to identify CCMAAs and consider rollback where development and infrastructure needs to be relocated from within CCMAAs. The PPS25 Supplement also states that local planning authorities on the coast should ensure that they have an evidence base at the appropriate scale and level of detail on the current and predicted impacts of physical changes to the coast to inform plan making, and that this evidence base should be drawn from SMPs and associated maps and data held by the Environment Agency.

STRATEGIC COASTAL PARTNERSHIPS

- 2.35 While not statutory bodies, coastal partnerships exist in many parts of the UK. These make a valuable contribution to co-ordinating the activities of partner bodies including local authorities and Areas of Outstanding Natural Beauty (AONBs).
- 2.36 The Dorset Coast Forum⁸ is a strategic coastal partnership established in 1995, made up of over 220 public, private and voluntary member organisations with expertise and local knowledge of Dorset's coast and inshore waters. The Dorset Coast Forum was the catalyst, source and main consultative body for the Dorset & East Devon Coast bid for World Heritage Site Status. The 'Jurassic Coast' was added to the UNESCO World Heritage Site list in 2001.
- 2.37 Strategic coastal partnerships facilitate collaborative working. The Dorset Coast Forum utilises its membership to address issues such as climate change, sea level rise, marine conservation zones and coastal defence decision making in Dorset.
- 2.38 The Forum prepared the Dorset Coast Strategy in 1999, which is currently being revised. The Strategy sets out a long term future for the coast, covering the coastline and inshore waters from Lyme Regis to Christchurch. Its main aim is to protect Dorset's coastal and maritime resources whilst encouraging the development of a vibrant coastal economy and offering support to coastal communities.
- 2.39 There are four key elements to the Dorset Coast Strategy:
- **Vision:** A clear vision of the future of the Dorset Coast
 - **Principles:** A basis for widespread agreement on future planning and management

⁷ Translating Shoreline Management Plans into Spatial Plans. Volume 1 and 2. Final Report for the Environment Agency by The Planning Cooperative, March 2009.

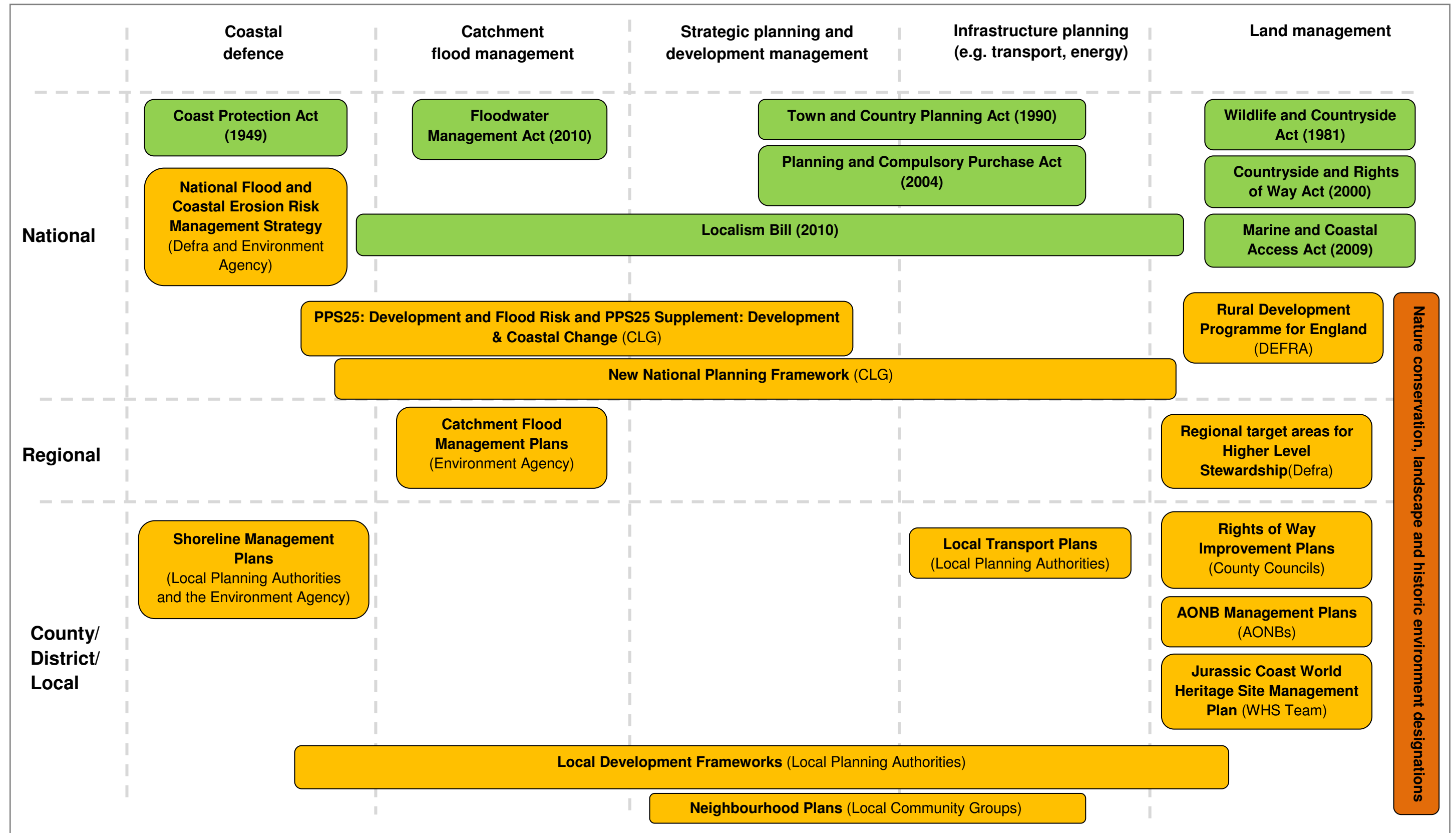
⁸ <http://www.dorsetforyou.com/dcf>

- **Priorities:** Nine priorities for the future management of Dorset's coast
 - **Action:** Detailed policies and actions to achieve progress with each priority.
- 2.40 There are eight principles, of equal importance, which aim to put the overall concept of sustainability into practical effect on the Dorset Coast:
- Principle 1: The need for long-term conservation of the coast
 - Principle 2: The need for equivalent recognition for sea and land, within realistic limits
 - Principle 3: The need to support sustainable use of coastal resources
 - Principle 4: The need to maximise prosperity and quality of life
 - Principle 5: The need to particularly encourage coastal development which works with the environment
 - Principle 6: The need for effective local involvement in coastal decisions
 - Principle 7: The need to work towards an integrated approach to transport, ensuring coastal issues are firmly on the agenda
 - Principle 8: The need to work together

OTHER RELEVANT LEGISLATION CONSIDERED WITHIN THE SPATIAL PLANNING SYSTEM

- 2.41 In addition to the national planning policy specifically relating to coastal management issues, there are a number of other land use designations and controls that must be taken into account by local authorities when developing planning policy in coastal areas. Most of the land in the Jurassic Coast World Heritage Site is protected by wide ranging international and national conservation legislation. The Site includes 14 Sites of Special Scientific Interest (SSSI) designated for both geological and biological interests. These include vegetated sea cliffs (a rare habitat also designated in some places as a Special Area of Conservation) and the Fleet Lagoon and Exe Estuary European wetland sites (protected under the international Ramsar designation). In addition, most of the Site also lies within either the East Devon Area of Outstanding Natural Beauty (AONB) or the Dorset AONB; designations which reflect these nationally important landscapes and protect the setting for the Site. The Isle of Portland is the only part of the World Heritage Site which is not within an AONB.

Dorset Coast Pathfinder Spatial Planning Research Project: Schematic ‘map’ of spatial plans and strategies providing the policy framework relating to coastal management



Key:

- Policy Statements, Plans and Strategies
- Legislation, Directives, Bills, Acts of Parliament and Regulations
- Designations

(Government departments, agencies and local authorities with responsibility for implementing legislation, preparing policy, strategies and plans are shown in brackets)

3 Identification of National Best Practice Examples

INTRODUCTION

- 3.1 This part of the study involved identifying and reviewing national examples of best practice where sustainable management for coastal change is considered to be embedded within local-level planning policy. In reviewing examples of best practice, approaches that could be applied elsewhere, including the Jurassic Coast, are identified, as are any useful 'model policies'.
- 3.2 There are many coastal planning authorities in the UK that could be considered for investigation. As a result, the starting point for the review was to a focus on the authorities that had been recommended during the project inception meeting: Coastal Lincolnshire, East Riding, North Norfolk and Great Yarmouth. Coastal Lincolnshire was selected on the basis of the experience of the Steering Group and East Riding, North Norfolk and Great Yarmouth were selected on the basis that they are Pathfinder authorities which have investigated the use of spatial planning to facilitate coastal change adaptation.
- 3.3 However, having started the review it became apparent that Coastal Lincolnshire did not represent the best example of good practice due to the relatively limited extent to which coastal change issues have so far been embedded in local policy. Waveney District was instead selected as the fourth authority to be investigated as the approach taken there represents a more comprehensive example of good practice.
- 3.4 For each of these authorities, the policies contained in their Core Strategies, Supplementary Planning Documents and other LDF documents were reviewed. In addition, wider ranging documents were reviewed including guidance documents and research reports/publications where these were considered to have made a relevant contribution to local planning policy.

SUMMARY OF FINDINGS

Coverage of coastal change within policy documents

- 3.5 **Tables 1 to 4 in Appendix 2** outline the key elements of local planning policy (or supporting research) that address sustainable coastal management in each of the four authorities. All of these planning authorities have addressed the issue of coastal change within their adopted or emerging Core Strategies; however the extent to which additional specific guidance documents have been produced varies. In North Norfolk, as well as including a number of relevant policies in the adopted Core Strategy, additional non-statutory guidance has been produced to provide more information about the implementation of these Core Strategy policies, entitled '*Development Control Guidance: Development and Coastal Erosion*'. Similarly in East Riding and Waveney, forthcoming SPDs will provide further guidance on the application of policies relating to coastal change.

- 3.6 Such additional guidance is considered to be very useful in providing further detail about the application of Core Strategy policies. However, in the case of the North Norfolk guidance, it is not clear why this has not been produced as an SPD (in line with the approach taken in East Riding and Waveney) which would carry more weight in planning decisions.
- 3.7 In Great Yarmouth, the Core Strategy is not supported by further guidance documents.

Reference to Shoreline Management Plans

- 3.8 The approach of all four authorities in terms of the extent to which they make linkages with the relevant Shoreline Management Plans (SMPs) is similar. All make reference to the SMPs and highlight their importance as part of the evidence base, and the relevant policies generally refer to the need to take the SMP(s) into consideration. For example, in Waveney's Core Strategy, the supporting text to the coastal erosion policy includes a summary of the SMP policies for the relevant parts of the coastline, which provides useful background to the policy. Policy CS03: Flooding and Coastal Erosion then goes on to state that '*proposals should...avoid areas at risk from coastal erosion and ensure they are compatible with the appropriate Shoreline Management Plan*'.
- 3.9 The other three authorities all take a similar approach, referring to the relevant SMPs that have been produced and reflecting but not repeating their policies. The North Norfolk Core Strategy states that decisions about investment in coastal defence are made in light of SMP findings. Similarly, in East Riding the Core Strategy states that coastal erosion policy is linked to the SMP.
- 3.10 Great Yarmouth's LDF states within Core Policy CS13 that '*flood risk will be minimised by consideration of the Shoreline Management Plan*'. However, the SMP is not directly referred to in relation to coastal erosion policy.

New development in coastal areas

- 3.11 Three of these four authorities have identified Coastal Change Management Areas (although in North Norfolk this has been referred to as the Coastal Erosion Constraint Area). This is in line with policy DCC3 of the PPS25 Supplement, which requires authorities to identify such areas and set out the type of development that will be appropriate within them.
- 3.12 The way in which the CCMA's have been defined varies between the authorities. In North Norfolk, the Proposals Map shows the CCMA as extending from the mean low water mark up to the indicative area at risk of erosion up to 2105. Similarly in Waveney, it is determined as the area forecast to be at risk from coastal erosion over the long-term (up to 2105), as defined by the Shoreline Management Plan erosion risk lines.
- 3.13 In East Riding, it is stated in the latest version of the Core Strategy (the Preferred Approach document) that the CCMA will be defined based on the erosion risk set out in the SMP2 for the different epochs (short, mid and long term). However, the proposals map showing the CCMA is not yet available so it is not clear which epoch(s) will to be used.

- 3.14 Within the identified CCMA's, development is restricted in principle by all of the four authorities, and although the precise wording of the relevant policies varies, the overall approach taken is broadly similar.
- 3.15 In North Norfolk, policy EN11: Coastal Erosion prohibits any development from occurring within the Coastal Erosion Constraint Area unless it can be demonstrated that it will result in no increased risk to life or significant increase in risk to property. Similarly, in East Riding, the proposed policy HQE6: Managing Environmental Hazards allows for certain temporary developments, for example where they would benefit the local tourism economy, whilst prohibiting residential development. This type of approach allows for some flexibility, allowing development where it may benefit the local area without increasing the risk to life or livelihood.

Rollback of development

- 3.16 North Norfolk, East Riding and Waveney Councils have all adopted policies specifically facilitating the rollback of development. However, there are generally specific criteria included in these policies which must be met in order for rollback to be permitted. These criteria relate to issues such as the timescale within which a development must be at risk, the nature and location of the new development and the way in which the original site will be used once the development has been relocated.
- 3.17 In terms of the timescale within which the development to be replaced must be at risk, in some cases there is variation between different types of development. For example in North Norfolk, commercial development or community facilities must be at risk within 50 years and residential properties within 20 years. However, in Waveney, community facilities, commercial properties and residential properties are all required to be at risk within 20 years in order for rollback to be permitted.
- 3.18 Although there is some variation between the authorities, in most cases the rollback of residential properties is permitted only where they are at risk within 20 years, with this time period being longer for other types of development. We consider this differentiation to be appropriate for distinguishing between the varying lifespans of residential properties and commercial developments/community facilities.
- 3.19 None of the four authorities reviewed have identified specific areas in which rollback should occur. Instead, they have tended to adopt a policy that permits rollback in principle, subject to the new development meeting particular requirements such as it being located a suitable distance from the area of coastline most at risk. This distance is not generally specified, with North Norfolk stating that new development must be '*beyond the Coastal Erosion Constraint Area*' and East Riding stating that it must be in '*a suitable coastal location outside of [the CCMA]*'. However, the research reports that were produced for East Riding Council in 2003⁹ and 2005¹⁰ (relating to the

⁹ The Rollback of Caravan and Holiday Home Parks from the eroding East Yorkshire Coastline: Final Report (August 2003)

¹⁰ The Rollback of Residential and Agricultural Dwellings at Risk from Coastal Erosion in the East riding of Yorkshire (December 2005)

rollback of caravan and holiday parks and residential properties respectively) recommended that new policy should require developments to be relocated so as to be 'no longer at risk within 100 years'. This approach could be useful as it provides a more solid basis for determining the location of rolled back development; however it has not yet been reflected in emerging policy within East Riding.

- 3.20 The Pathfinder report¹¹ produced for Great Yarmouth Borough Council highlighted the usefulness of illustrating potential areas for rollback on a map which also shows the CCMA, in order that constraints and opportunities can be viewed alongside one another. This approach may prove useful in communicating positive opportunities to communities affected by coastal change.
- 3.21 A key element of rollback that appears to be less well addressed within planning policy is the use of the original site after the development has been relocated. We consider that Policy EN12 in the North Norfolk Core Strategy addresses this issue well, as it states that proposals for rollback will be permitted where '*...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.*'

Implementation

- 3.22 All of the four authorities make some reference to how planning policies associated with coastal erosion will be implemented; however this tends to take the form of listing out the relevant strategies and plans and the responsible authorities within an implementation strategy, rather than providing more specific practical details. For example, in North Norfolk's Core Strategy, the Implementation section states that the coastal erosion policy will be implemented through coastal management plans, the Shoreline Management Plan and development control decisions, and that the responsible authorities will be North Norfolk District Council, the Environment Agency and Defra. The policy referring to the replacement of development affected by erosion is to be delivered through the implementation of land in the Site Specific Proposals and through development control decisions, with the relevant parties being the District Council and private developers. However, no detailed information is given about the practical delivery of the policy, for example in relation to funding.
- 3.23 Similarly to North Norfolk, the delivery framework for the Waveney Core Strategy states that Policy CS03 will be implemented through Shoreline Management Plans, Site Specific Allocations Document, Development Management Policies Document and the Development Control System, but does not go into a great level of detail about the practical elements of delivery.
- 3.24 East Riding's Core Strategy does not include such a detailed implementation framework as that set out for North Norfolk and Waveney, but the

¹¹ Scratby and California Coastal Pathfinder Planning Project: Recommendations and Final Report (January 2011)

Implementation section of the Plan simply states that a range of partners will play a role in the implementation of the strategy. In addition, the supporting text to the coastal erosion policies states that further guidance on the application of re-location or rollback is to be set out in a Supplementary Planning Document, although this is not yet available.

North Norfolk experience of adopted rollback policy

- 3.25 In order to establish more information about how the policies in Norfolk are being implemented since the Core Strategy was adopted in 2008, discussion took place with a coastal planning officer from the Council. It was established that, so far, no individual applications for permission to rollback residential properties at risk of coastal erosion have come forward. However, using Pathfinder funding, the Council itself is trialling the application of the rollback policy and has bought nine at risk properties from homeowners in Happisburgh. The Council is pursuing planning applications to 'rollback' or redevelop those houses in other locations. Taking into account the potential to secure planning permission for redevelopment of the houses on land elsewhere in the district, the Council was able to offer the homeowners an enhanced value for their at risk homes. Clearly, in order for rollback to take place, there is a need to have a second piece of land available, upon which a new property will be permitted. It is considered very likely that this is the reason individual applications to rollback at risk properties have not been received to date.
- 3.26 Despite the lack of applications from individual homeowners, the officer felt that the adoption of the rollback policy should have a significant benefit by increasing the value of properties threatened by erosion (above their current very low value due to the risk of erosion), if homeowners or larger developers can secure land with planning permission upon which to redevelop properties.
- 3.27 In the case of the nine properties that have been purchased by the Council, the expectation is that a planning condition will require the at risk sites to be restored to an appropriate use, in line with the requirements of the Core Strategy policy. It is anticipated that this will comprise some form of public open space. Going forward beyond the era of Pathfinder funding, the Council is currently uncertain about how the rollback policy will be used; however it is considered reasonably likely that private developers may come forward to undertake rollback, using a model based on the Council's current trial at Happisburgh.
- 3.28 The approach being taken to businesses affected by coastal erosion has been different, in that the Council is working with local businesses, providing support to enable them to develop business plans for relocating. A further programme of grants and loans is currently being developed, in order to assist businesses in implementing those plans. However, this is again based on Pathfinder funding, and it is not clear whether these initiatives will be able to be continued once the Pathfinder funding is no longer available.

Monitoring effects of policies

- 3.29 In terms of monitoring the effects of policies relating to coastal change, the four authorities have generally included appropriate indicators within their monitoring frameworks, for example in North Norfolk relevant indicators include the number of dwellings permitted in the 100 year coastal erosion zone (target: 0) and the number of permissions for relocation of property that is at risk from coastal erosion (no fixed target). The East Riding Core Strategy sets out similar indicators, including the proportion of properties/caravan pitches within the CCMA that relocate ('rollback') further inland over the plan period, the number of previously developed sites restored within CCMA(s) through re-location/rollback developments or upon expiry of temporary permissions and the number of planning permissions granted in CCMA(s) (by type). Of the four authorities Great Yarmouth goes the least far in this sense, with the monitoring indicators set out in its Core Strategy focusing more on the risk from flooding and not referring directly to the issue of rollback or the location of development.

SUMMARY

- 3.30 Although the approach taken varies between the four authorities reviewed, all can be seen to have embedded coastal change issues into local level planning policy, and provide good examples of policy approaches that may be replicated elsewhere. In broad terms, the approach taken by these authorities involves:

- Identification of CCMA(s) and the types of development that will be permitted/restricted within them.
- Development of a specific policy facilitating rollback and specifying criteria for such proposals, including how 'at risk' different types of developments need to be and any environmental restrictions.
- Development of criteria for where development can be rolled back to, for example specifying the required distance from the CCMA or the time period within which the new development must be 'safe' from erosion.
- Criteria for how the original site should be used after development has been rolled back.
- Production of additional guidance to accompany Core Strategy policies e.g. a specific coastal change management SPD.

4 Identification of Coastal Change Risks Affecting the Six Communities

INTRODUCTION

- 4.1 Prior to reviewing the planning policy context at each of the six communities, it was necessary to understand the particular coastal change risks facing each community. As such, the Shoreline Management Plans (SMPs) for each stretch of the coastline were reviewed in order to identify the coastal change risks which are considered to be of particular importance in relation to each of the six communities. As well as considering the nature of the coastal processes that are occurring, the extent and type of assets which may be at risk from erosion have also been identified.
- 4.2 The two relevant SMPs are the South Devon and Dorset SMP (consultation draft, 2009) which covers the coastline at Sidmouth, Charmouth, Seatown, Preston Beach Road and Ringstead, and the Poole and Christchurch Bay SMP (2011) which covers the coastline at North Swanage.
- 4.3 Information that had already been compiled and published on the Jurassic Coast Pathfinder website was also drawn upon, as were discussions that took place with the Dorset County Council earth science manager and a coastal engineer from the Environment Agency at a meeting held in April 2011.
- 4.4 The aim of this review was to focus the study and to ensure that appropriate recommendations can be made to address the most pressing and locally relevant coastal change issues. The matrix overleaf sets out a description of each of the communities and the existing coastal defences in place, the planned change in policy (as per the relevant SMP) and any key issues that need to be considered.

Community	Description	Existing defences in place	Planned SMP policy	Key issues for consideration
<p>Sidmouth</p>	<p>Regionally and historically important seaside town - once an important fishing port.</p> <p>Popular tourist destination - world renowned Folk Festival since 1955.</p> <p>Characterised by the seafront promenade which is lined with Victorian and Georgian buildings.</p> <p>River Sid meets the sea at the eastern end of town, with Alma Bridge providing the main access from the town to Pennington Point.</p> <p>Population – 14,400 of which 35% are above retirement age.</p>	<p>Currently defended by a range of measures including rock groynes, offshore rock breakwaters and seawalls. There are also ongoing beach management activities. The seawall protects low-lying land behind it from flooding, while the shoreline structures and offshore breakwaters help to retain beach material.</p> <p>There are currently no coastal defences protecting Pennington Point.</p> <p>Defences along the River Sid also protect the town from flooding; however these are not designed to withstand attack from the sea.</p>	<p>The long term policy (for the next 100 years) is to ‘hold the line’ for the main part of the town along the fronting esplanade and beach. This means that the existing coastal defences will be maintained and the risk of coastal flooding is controlled for at least 100 years.</p> <p>The mouth of the River Sid will be subject to ‘managed realignment’. There are currently minimal defences here but coastal flooding and sea level rise will impact on the footbridge and river mouth area.</p> <p>The policy at Pennington Point and the eastern end of Sidmouth (extending eastwards from the town and incorporating the gardens of the clifftop houses) is currently ‘hold the line’, however the draft SMP2 policy states a move towards ‘managed</p>	<p>There are currently plans to explore possible locations for further visitor parking and visitor facilities within the town. As a result, maintenance of coastal defences along the sea front is seen as vital to the economy, which relies heavily on tourism.</p> <p>Issues relating to coastal access have been shown to be of particular concern to the community, in addition to the potential for loss or damage to property.</p> <p>Sidmouth to Beer Coast SSSI and Sidmouth to West Bay SAC are located to the east of the town, extending eastwards along the coastline, and so may have implications in terms of relocating development. Similarly, the East Devon AONB surrounds the town to the east and west as well as behind it inland, so may have particularly significant implications for rollback.</p>

Community	Description	Existing defences in place	Planned SMP policy	Key issues for consideration
			realignment' and eventually 'no active intervention'.	
Charmouth	<p>The seafront at Charmouth consists of a wide sandy beach which is split through the middle by the River Char.</p> <p>It is largely situated on high ground at the eastern end of the Black Ven landslide complex.</p> <p>The eastern end of the beach is accessible via a footbridge over the river, from the car park off Lower Sea Lane.</p> <p>The area focused on for this study consists of the parish-owned foreshore car park and a former cement factory which houses a café, fossil shop, a retail outlet and the Heritage Coast Centre.</p> <p>The Charmouth Heritage Coast Centre is a key</p>	<p>The Charmouth Heritage Coast Centre, toilet block and car park are currently defended by a stepped sea wall, a rock groyne and rock armour sited to the west of the River Char.</p>	<p>The short term policy for the sea front is to 'hold the line', meaning that the sea wall and rock armour will be maintained for the next 25 years.</p> <p>This policy reflects the 50-70 year design life of the defence scheme, which was constructed in the late 1980s.</p> <p>The medium and long term policy (between 2030 - 2110) will move towards 'no active intervention' along the sea front and cliffs to the west of Charmouth, and 'managed realignment' along the mouth of the river. This will mean no further maintenance of the current sea wall and rock groynes or construction of new coastal defence schemes.</p>	<p>Due to its exposed position, the Heritage Coast Centre and part of the Parish owned car park are vulnerable to wave attack. The change in the draft SMP2 policy will result in their eventual closure and loss, which could have significant implications for Charmouth's economy. As with many other areas along the Jurassic Coast, changes to the area will occur through a catastrophic storm event rather than gradual erosional processes.</p> <p>Beyond this area, the footbridge over the River Char will remain vulnerable to a catastrophic storm event despite being recently replaced. The South West Coast Path either side of Charmouth will be subject to further disruption in the future caused by landslides.</p> <p>The cliff top properties to the</p>

Community	Description	Existing defences in place	Planned SMP policy	Key issues for consideration
	<p>visitor facility for the World Heritage Site and receives approximately 87,000 visitors a year. The café and businesses on the ground floor also provide a service to both locals and tourists. The Heritage Coast Centre provides one of the best opportunities within the 95 miles of the Jurassic Coast to see fossils found in the surrounding areas. It also plays a key role in ensuring public safety, giving advice on how to enjoy the area and collect fossils safely.</p> <p>There is a generally good level of understanding from residents about the issues facing the community and the need to take action.</p>			<p>west of the Heritage Coast Centre will also become increasingly exposed to the risk of erosion, including episodic landslides.</p> <p>The West Dorset SSSI runs along this part of the coastline, as does the Sidmouth to West Bay SAC, and so these designations may have implications for the rollback of development.</p>
Seatown	<p>A small settlement, located just under a mile south of Chideock.</p>	<p>A land stabilisation project was installed at Seatown in 1997 in the form of rock armour to protect the</p>	<p>The short term policy is to continue to 'hold the line' by maintaining the existing rock armour on the western side of</p>	<p>There is an issue relating to car traffic in the area, with concern about the large amount of through-traffic using the A35 as</p>

Community	Description	Existing defences in place	Planned SMP policy	Key issues for consideration
	<p>There is a pub (The Anchor Inn), a small footbridge over the river running through the middle of the beach, a caravan park (Golden Cap Holiday Park) and car park.</p> <p>The beach is shingle and lies just east of Golden Cap (the highest point on England's south coast).</p>	<p>Anchor Inn and private property from land instability caused by poor drainage and direct wave attack. However, despite the defences in place, erosion still occurs, albeit at a lower rate than along undefended parts of the cliff.</p>	<p>Seatown to the end of its design life. The policy after this is 'no active intervention' for the medium and long term (between 2030 - 2110).</p> <p>This approach could have knock-on effects for the public house, public toilets, car park, turning circle, private property and slipway. However as with many other areas along the Jurassic Coast, changes to the area are predicted to occur through a catastrophic storm event rather than gradual erosion processes.</p>	<p>the main connection between eastern and western areas (e.g. Bridport and Lyme Regis).</p> <p>Sea Hill Lane and Mill Lane are the only access roads leading down to Seatown from the A35 in Chideock. There is often conflict between drivers and other road users in these narrow lanes, with high levels of background traffic and illegal parking causing congestion and air quality problems.</p> <p>There is some tension between commercial interests who rely on visitors continuing to visit Seatown and residents who experience some negative impacts from high visitor numbers.</p> <p>Rollback may prove a very complicated process, given the complex pattern of land ownership in Seatown.</p> <p>Seatown falls within the Dorset AONB and the West Dorset SSSI</p>

Community	Description	Existing defences in place	Planned SMP policy	Key issues for consideration
				<p>and Sidmouth to West Bay SAC run along this part of the coastline. These designations could therefore impose constraints on potential rollback options.</p> <p>Erosion in this area would necessitate the realignment of the South West Coast Path.</p>
<p>Preston Beach Road, Weymouth</p>	<p>Preston Beach Road is a major access route between Weymouth and east Dorset (the Purbeck coast, Poole and Bournemouth) and an important link between Preston, Bowleaze Cove, Overcombe and Weymouth.</p> <p>Overcombe and Bowleaze Cove is an area with substantial homes and flats as well as commercial businesses (shops, beach restaurant and public house), car parking and public toilets.</p>	<p>Preston Beach Road is currently defended by a sea wall, a rock groyne at the southern end of the road and ongoing beach nourishment schemes.</p> <p>The beach is now raised at the back, giving some protection to the road.</p> <p>There is also a groyne protecting the Holiday Park and Riviera Hotel at Bowleaze Coveaway.</p>	<p>The short and medium term policy (up to 2060) is to continue to 'hold the line' along the Preston Beach Road.</p> <p>However, the long term policy will move towards 'managed realignment'. This means maintenance of the current sea wall and beach nourishment schemes will continue until 2060, after which it will be too technically challenging, expensive and unsustainable to carry this level of coastal defence forward.</p> <p>This will have implications for the maintenance of the road</p>	<p>At some point in the future, there is the possibility that Preston Beach Road could be subject to closure. This would sever an important eastern access route into and out of Weymouth, and expose several hundred houses in Lodmoor to increased risk of tidal flooding. It would also have major implications for traffic management through Preston, Lodmoor and other routes in and out of Weymouth. Following the recent opening of the Weymouth Relief Road, however, the local road hierarchy is being revised which will result in Preston Beach Road being reclassified from an</p>

Community	Description	Existing defences in place	Planned SMP policy	Key issues for consideration
			<p>during large storms e.g. breaching of the sea wall, overtopping of seawater onto the road, frequent damage to the road and possible road closures.</p> <p>This will have a knock-on effect to Overcombe, Lodmoor, Preston and Bowleaze Cove in terms of access to Weymouth, as well as implications for businesses which depend on this road for access.</p>	<p>'A' to a 'B' road, as the new inland route into Weymouth from the east will become the 'A' road.</p> <p>In addition to these traffic issues, there would be an impact on the existing marshland habitats, potential risks to properties and a landfill site.</p> <p>Lodmoor SSSI lies directly behind Preston Beach Road, which may constrain opportunities for rollback.</p>
Ringstead	<p>Ringstead is a small village with 25 private properties and a large caravan site.</p> <p>The village is characterised by a high proportion of second/holiday homes.</p> <p>Local opinion is generally in favour of ongoing protection.</p> <p>Land is split between private ownership and the</p>	<p>A coastal defence scheme, in the form of rock armour groyne and beach recharge, was constructed in the early 1990's to protect 25 private properties and the caravan site.</p>	<p>The short term draft SMP2 policy is to continue to 'hold the Line' of the existing rock groyne and beach nourishment scheme. However, this will move towards 'no active intervention' in the medium to long term. This could cause a subsequent loss of property and parts of the caravan site.</p> <p>There will also be potential impact on part of the medieval</p>	<p>There is concern about the potential loss of property and caravans to their owners, as well as the impact on conservation and tourism.</p> <p>However, the 1990s defence scheme obscured a boundary between two rock types that has the potential to be of international significance (additional to that of World Heritage Site status) so the earth</p>

Community	Description	Existing defences in place	Planned SMP policy	Key issues for consideration
	National Trust.		<p>settlement which is a Scheduled Ancient Monument.</p> <p>The sections of the coastline surrounding Ringstead are already subject to a 'no active intervention' policy, which could also impact on the natural coastal processes in the area.</p>	<p>sciences interest would benefit in the longer term from removal.</p> <p>The South Dorset Coast SSSI runs along this part of the coastline, as does the Isle of Portland to Studland Cliffs SAC. These designations could therefore impose constraints on potential rollback options.</p>
North Swanage	<p>North Swanage is the area north of the seafront esplanade in Swanage.</p> <p>Consists of a dense mixture of private property and large hotels, some of which are close to the cliff top.</p> <p>The cliffs are lower level and of softer composition than to the north (beyond Ballard Point).</p>	<p>There is a low sea wall protecting the bottom of the cliffs along the esplanade and timber groynes lining the beach, as well as ongoing beach nourishment schemes. There are also some privately installed cliff stabilisation schemes in place.</p>	<p>The draft short and medium term policy for North Swanage is 'hold the line', but moving to 'managed realignment' in the longer term.</p> <p>This means the sea wall, groynes and beach nourishment schemes will continue to be maintained until 2060, after which it will become an increasing challenge to protect.</p>	<p>Despite the sea wall, beach nourishment and private cliff stabilisation schemes, small landslides continue to threaten some properties along the cliff-top.</p> <p>Recharge of the beach with fine material may become a less viable option in the future, and it may be necessary to recharge with coarser material in order to maintain the level of protection.</p> <p>In the medium to long term, erosion of the cliff top will mean property loss along the cliff top and impacts on the coast footpath</p>

Community	Description	Existing defences in place	Planned SMP policy	Key issues for consideration
				<p>between Sheps Hollow and Ballard Down.</p> <p>The cliffs are a SSSI (Studland Cliffs and Purbeck Ridge), designated for their geological interest (Purbeck Ridge). The Isle of Portland to Studland Cliffs SAC is also located adjacent to this stretch of coastline. These designations could therefore impose constraints on potential rollback options.</p>

5 Review of Spatial Policies Affecting the Six Communities

- 5.1 This stage of the project involved reviewing the existing planning context at each of the six communities, and identifying the particular plans and policies affecting coastal change management.
- 5.2 The six communities are spread between four local authorities: East Devon (Sidmouth), West Dorset (Seatown, Charmouth and Ringstead), Purbeck (North Swanage) and Weymouth and Portland (Preston Beach Road, Weymouth).
- 5.3 As well as reviewing the saved policies from each authority's Local Plan, the authorities' emerging Local Development Frameworks (LDFs) were also reviewed in order to establish the direction of current policy-making. The LDFs being produced by each of the four authorities are at varying stages in their development. In Weymouth and Portland and in Purbeck, the Core Strategies are nearing submission; while East Devon's Core Strategy is at the Preferred Options stage and in West Devon the Core Strategy is currently on hold, having progressed as far as the Issues and Options stage in 2007 before the District was appointed as a vanguard authority for Neighbourhood Planning.
- 5.4 The South West Regional Spatial Strategy¹² has also been reviewed because, although the Government has set out its intention to abolish the RSSs, until this process has been legally completed they remain a material consideration in local policy-making.
- 5.5 As well as considering those policies that directly seek to address coastal change issues, other types of planning policies will be relevant, such as those directing new development where it may have a bearing on land availability for the rollback of development.
- 5.6 The matrix in **Appendix 3** sets out the plans and policies relating to coastal change management that affect each of the six communities. This policy context has then been considered alongside the main coastal change risks affecting each community (as established in Chapter 4), in order to identify where there are particular gaps or where policy could better address the key issues facing each stretch of coastline. The findings of this review are described below. No criticism is implied by this commentary; it seeks simply to set out as a statement of fact whether and how each district is addressing the key coastal change issues in current planning policy.

East Devon

- 5.7 East Devon's Core Strategy reached the Preferred Options stage in 2010. A large number of representations were received in response to that consultation, and work is now progressing to prepare a further document for consultation in October 2011. The Preferred Options version of the Core

¹² The Draft Revised Regional Spatial Strategy for the South West Incorporating the Secretary of State's Proposed Changes – For Public Consultation (July 2008).

Strategy (2010) includes only one policy directly relating to coastal change management, stating that *'the Council will define areas where coastal defence measures are necessary, and where managed changes are proposed, and means for securing their implementation'*. However, it is not clear where or when the Council will determine this and there is no indication that a specific SPD or guidance document will be produced relating to coastal management.

- 5.8 The saved policies from the adopted East Devon Local Plan do not refer directly to coastal change issues; however there are some Local Plan policies and Core Strategy preferred options which may indirectly affect coastal change management at Sidmouth, as outlined below.

Sidmouth

- 5.9 The East Devon Core Strategy preferred option for Sidmouth did not refer to coastal defence or erosion issues, but focused on the location and nature of development planned for the town. No strategic areas for development were identified in or around Sidmouth; rather development would be infilled within the existing urban area, with provision being made for further development of 250 houses and employment land through a forthcoming 'allocation' Development Plan Document.
- 5.10 In terms of the potential for the rollback of development to occur at Sidmouth, the constraints are therefore more likely to relate to environmental designations around the town. The East Devon AONB surrounds Sidmouth on both the eastern and western sides and stretches back inland. The saved Local Plan policy EN1: Developments Affecting AONBs which will still apply, states that landscape conservation and enhancement will take priority over other considerations, and there is no Local Plan policy or Core Strategy preferred option which reduces such constraints on development where it is to facilitate rollback.

West Dorset

- 5.11 The West Dorset Core Strategy reached the Issues and Options stage in 2007. However, the District has been selected as a vanguard authority for neighbourhood planning and the current intention is to develop a new-style local plan, probably in partnership with Weymouth and Portland as the two authorities are in the process of merging their officer structures. As such, the adopted Local Plan remains the key consideration at this stage. The early Issues and Options version of the Core Strategy did not include any draft policies or make any site-specific allocations for development.

Charmouth

- 5.12 Saved policy AH5: Slope Instability (Landslide) Policy for the Lyme Regis and Charmouth Area from the adopted Local Plan restricts new development in the specified area at risk from landslides; however it does not address the risk posed to existing developments.

Seatown

- 5.13 There are no saved policies in the Local Plan which directly affect coastal management at Seatown.

Ringstead

- 5.14 Saved Local Plan policy ET10: Development of New Camping, Caravan or Chalet Sites may affect the potential for the caravan site at Ringstead to be relocated. At present, there is no local policy to specifically support rollback or to determine criteria for permitting such proposals, so there is no indication whether planning controls such as this may be relaxed to allow rollback.

Weymouth and Portland

- 5.15 Weymouth and Portland's Core Strategy is at an advanced stage, with the Draft Pre-Submission version having been considered by various committees in 2010. A decision to consult on the Pre-Submission document was deferred until March 2011. However, the Borough Council is currently exploring the possibility of joining up with West Dorset Council to jointly prepare a new-style Local Plan, which would mean that the Core Strategy would not be adopted.
- 5.16 The Draft Pre-Submission version of the Core Strategy includes one specific policy relating to coastal erosion, requiring proposals to either provide appropriate levels of protection from erosion or establish means by which consequences are to be remedied, and requires applicants for time-limited planning permissions to provide evidence that the development is not threatened by erosion or flooding during the life of the development. However, the focus of policy is on protecting new development and not on addressing the risk faced by existing developments or the potential for relocation.

Preston Beach Road, Weymouth

- 5.17 Policy TC3: Extending the town centre northwards and westwards in the Core Strategy includes proposals to extend Weymouth northwards and westwards, which may have implications for the availability of land for rolling back development. However, it is recognised that Policy TC3 would primarily affect the traditional core retail and employment areas, and is not intended to directly affect the Preston Beach Road area.

Purbeck

- 5.18 The Purbeck Local Plan was never formally adopted for legal reasons but it was published as a 'final edition' in 2004. The LDF Core Strategy is now at an advanced stage, with the Pre-Submission consultation version having been published in 2010. However, comments were received during the consultation in late 2010 that resulted in the Council's decision to revise elements of the Pre-Submission document. The Council plans to undertake a further round of consultation on these revisions, which is currently scheduled to take place during September/October 2011.
- 5.19 There is a coastal erosion policy within the Pre-Submission version of Purbeck's Core Strategy, although it focuses on protecting new development from the risk of coastal erosion rather than addressing the risk facing existing properties, for example by advocating rollback. This approach has been taken by the Council on the basis that there are no existing properties identified as

being at risk within the plan period (2006-2027) based on the Shoreline Management Plan risk zones. There are no other LDF documents relating to coastal change, such as SPDs, currently being prepared; however a Coastal Change Management Area study will be undertaken, although it is not yet known what form this document will take.

North Swanage

- 5.20 New development is proposed in Swanage through the Core Strategy but its location will be determined through one or more subsequent plan(s). Depending on the location of the new development proposed, and the evidence base at the time of plan preparation, there may be implications for opportunities to rollback existing developments.

MINERALS AND WASTE PLANNING

- 5.21 Given they form part of the Local Development Framework for the Jurassic Coast Authorities, a review of the Minerals and Waste Development Frameworks (MWDFs) for Dorset and Devon was also undertaken, in order to consider the extent to which planning for coastal erosion has been incorporated into their policies and site allocations.
- 5.22 The **Dorset Minerals Core Strategy** (Draft 2010) recognises coastal erosion as one of a number of environmental issues that need to be taken into account through minerals and waste planning, but the focus of this section is mainly on the likely impacts of climate change. Policy DM6: The World Heritage Site requires minerals developments to take into consideration the World Heritage Site, including the reasons for its designation and the setting of the Site, and requires negative impacts on the World Heritage Site and its setting to be avoided or mitigated. However, no mention of the need to address erosion issues is made.
- 5.23 **The Minerals Site Allocations Document** (Discussion Paper, October 2008) shows that there are a number of Purbeck Stone sites proposed in close proximity to the coastline around Swanage, for example California Quarry and Southward Quarry which both lie to the south west of the town. In addition, there is a Portland Stone site proposed in a coastal location (Bower's Mine). The sustainability appraisal findings, which are reported on briefly in the Discussion Paper, focus mainly on the potential landscape impacts of development in the coastal corridor, rather than making reference to the potential impacts of coastal change.
- 5.24 Saved policies from the **Bournemouth, Dorset and Poole Waste Local Plan** (adopted 2006) include Policy 11: Heritage Coast and World Heritage Sites, which states that proposals for waste management facilities within the Heritage Coast and/or the World Heritage Site will only be permitted where there is an overriding need for the facility which cannot be met by an alternative site outside the designated area, and where there will be no significant adverse effect on the natural beauty, biodiversity, ecology, geological and geomorphological features of the area. However, no reference is made to coastal change as a constraint on such development.

5.25 Neither Devon County Council's **Minerals Core Strategy** (Options Paper, 2011) or **Waste Core Strategy** (Issues and Options, 2011) make any reference to the issue of coastal change, although it is recognised that these documents are at an early stage of development. The existing **Minerals Local Plan** (2004) includes a chapter on development control considerations but no reference to coastal change issues is made, only the need to preserve the quality of the coastal landscape. It should be noted that a number of minerals sites are allocated in coastal locations including at Beer and Uplyme Quarry. Similarly, the adopted Waste Local Plan (2006) does not address coastal change in any of its policies. None of the new waste facilities proposed in the Local Plan are located along the Jurassic Coast.

6 Planning for Sustainable Adaptation to Coastal Change: Key Conclusions

- 6.1 This study is charged with identifying how and where coastal change can be addressed most effectively through the spatial planning system. This chapter draws together the evidence presented earlier in the report in order to answer three questions:
- How does the spatial planning system currently provide for sustainable adaptation to coastal change?
 - What are the barriers to improved planning for coastal change?
 - What is needed to encourage better spatial planning for coastal change?
- 6.2 The following chapter (**Chapter 7**) then concludes with recommendations which the Pathfinder Project can present to the Government and the local planning authorities along the Jurassic Coast.

HOW DOES THE SPATIAL PLANNING SYSTEM CURRENTLY PROVIDE FOR SUSTAINABLE ADAPTATION TO COASTAL CHANGE?

National scale

Marine and Coastal Access Act

- 6.3 Recent legislation such as the Marine and Coastal Access Act 2009 and the Flood and Water Management Act 2010 have introduced a more co-ordinated national approach to marine planning and conservation and flood and coastal erosion risk management.
- 6.4 The statutory Marine Plans that will be prepared by the Marine Management Organisation for six 'inshore' areas of England's coast (in addition to offshore areas) will make a significant contribution towards coastal integration. They will guide developers about where they are likely to be able to carry out activities, or where conditions or restrictions may be placed on what they do. The Jurassic Coast will be covered by the Southern Inshore Marine Plan when it is prepared. The Marine and Coastal Access Act requires all public authorities taking authorisation or enforcement decisions that affect or might affect the UK marine area to do so in accordance with Marine Plans, which will have implications for spatial planning by local authorities.

National planning policy

- 6.5 Current national planning policy for planning and the environment is set out in Planning Policy Statements and Planning Policy Guidance. The Supplement to Planning Policy Statement 25 (Development and Coastal Change) sets out two key mechanisms through which the planning system could facilitate coastal adaptation at the regional and local scales:

- Policy DCC2 requires that the relevant Regional Spatial Strategy should identify where communities impacted by coastal change may need to be relocated and, in the context of coastal change, areas in which growth should be avoided.
- Under policy DCC3 of the PPS25 Supplement, local authorities are required to identify areas likely to be affected by physical changes to the coast and refer to this area as the Coastal Change Management Area (CCMA). Local planning authorities should then set out the type of development that will be appropriate within the CCMA and allocate land within it for appropriate development. Where development and infrastructure needs to be relocated from within CCMA, local planning authorities should make provision for sufficient, suitable land outside those areas, i.e. through rollback.

- 6.6 However, the status of PPS25 and its supplement is now uncertain, as the Coalition Government is reforming the planning system, including reviewing current national planning policy with a view to consolidating the existing policy statements, circulars and guidance documents into a single, short (i.e. 10-20 pages) National Planning Policy Framework (NPPF) covering all forms of development and setting out national economic, environmental and social priorities. Coupled with the changes to local planning brought in by the Localism Bill (and the revocation of Regional Spatial Strategies), it is uncertain whether the national requirement for local planning authorities to identify coastal change areas and the type of development that may or may not be appropriate within them (as well as making provision for suitable land outside those areas to be available for rollback) will still exist.
- 6.7 Very recently, however, a Practitioners Advisory Group commissioned by the Government published their suggested version of what the NPPF could look like¹³. While the suggested draft produced by the practitioners does not necessarily reflect government policy, it does give an insight into what the framework might be like when it is eventually published by the Department for Communities and Local Government (a draft is due to be published this summer). Of relevance to this project is that the 55-page suggested draft NPPF includes four pages on 'Climate change, flooding and coastal change', and includes most elements of the current requirements for local planning authorities of policy DCC3 in the PPS25 Supplement, in particular identifying CCMA.
- 6.8 The Government's reform of the planning system, and the Localism Bill in particular, present potential opportunities but also challenges in relation to coastal adaptation. These challenges may be surmountable at the local level, but only if local communities and planning authorities are properly informed and resourced (which could prove challenging given the spending cuts in local authority budgets) and have the collective will to respond to the issues arising as a result of coastal processes and climate change.
- 6.9 At the strategic (i.e. sub-national) level, there is a risk that the loss of the regional tier in the planning system will leave a significant gap in the co-

¹³ <http://www.nppfpractitionersadvisorygroup.org/wp-content/uploads/2011/05/A-proposed-draft-from-the-Practitioners-Advisory-Group.pdf>

ordinated, strategic management of, and adaptation to, coastal change. There is a challenge for local planning authorities to use the ‘duty to cooperate’ provision in the Localism Bill to ensure a co-ordinated response. Again, the impact of the spending cuts on local authority budgets is likely to be a significant constraint.

National Flood and Coastal Erosion Risk Management Strategy

- 6.10 The Flood and Water Management Act 2010, gave the Environment Agency a strategic overview role for flood and coastal erosion risk management. The Environment Agency worked with Defra to publish the National Flood and Coastal Erosion Risk Management (FCERM) Strategy in May this year which, once approved by Parliament, provides a statutory framework for the management of flood and coastal erosion risk and should be an important influence on spatial planning.
- 6.11 Coastal erosion risk management authorities are identified by the Flood and Water Management Act as those districts or unitary councils that have a coastal erosion risk management function. Alongside its role in managing coastal flooding, the Environment Agency is also a coastal erosion risk management authority. The Strategy states that communities, assisted by coastal erosion risk management authorities, should plan for the future and take appropriate steps to adapt to changing coastal erosion risks. Defra, the Environment Agency and others will support community adaptation by working with them to develop understanding of how they can adapt to change, the costs and benefits of different approaches, and by providing practical approaches and examples that can be shared. In particular, these should focus on community adaptation planning and engagement and implementing innovative adaptive solutions such as land use management change.
- 6.12 The Strategy also highlights that local authorities play a fundamental role in managing and protecting the coastline by leading on coastal erosion management activities, leading and supporting coastal groups and producing Shoreline Management Plans through the relevant coastal group. Effective partnership working between the Environment Agency and coastal local authorities is critical to successful integrated coastal zone management.
- 6.13 The Strategy states that in developing land-use plans, planning authorities must take flood risk and coastal erosion into account and ensure that the risks are managed and new properties are insurable over their lifetime. It also states that the Environment Agency will, through the Regional Flood and Coast Committees, seek to ensure consistency between strategic and local plans. However, it is not clear exactly how the Environment Agency will do this, but it may be partly achieved through their role as a statutory consultee on local development documents.

Shoreline Management Plans

- 6.14 Shoreline Management Plans are non-statutory documents setting out a large-scale assessment of the risks associated with coastal processes for the whole of the English and Welsh coastline, and policies for where to defend the coast from erosion. The PPS25 Supplement encourages LPAs to ensure that they

draw on SMPs to provide an evidence base at the appropriate scale and level of detail on the current and predicted impacts of physical changes to the coast to inform plan making. The Practice Guide which accompanied PPS25 Supplement likens SMPs to the Strategic Flood Risk Assessments which they prepare with the Environment Agency. There is also no specific funding tied to the SMPs through which to implement the SMP policies, although funding may be applied for from the national flood and coastal erosion risk management budget.

Local scale – best practice from elsewhere in UK

- 6.15 The review of best practice showed that in some areas of the country, significant steps are being taken towards embedding coastal change management into local planning policy, both by including relevant policies in their Core Strategies and by producing guidance documents and SPDs specifically addressing the issue.
- 6.16 In broad terms, the approach taken by these authorities can be seen to comprise a number of common elements, which have been summarised below, with specific examples from the case study authorities of policy approaches that may be replicated elsewhere, including along the Jurassic Coast:
- **Identification of CCMA's and the types of development that will be permitted/restricted within them** – e.g. in East Riding the proposed Core Strategy policy HQE6: Managing Environmental Hazards allows for certain temporary developments, for example where they would benefit the local tourism economy, whilst prohibiting residential development.
 - **Development of a specific policy facilitating rollback and specifying criteria for such proposals, including how 'at risk' different types of developments need to be and any environmental restrictions** – e.g. in North Norfolk, Core Strategy policy EN12: Relocation and Replacement of Development Affected by Coastal Erosion states that 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 particular criteria are met.
 - **Development of criteria for where development can be rolled back to, for example specifying the required distance from the CCMA or the time period within which the new development must be 'safe' from erosion** – e.g. In Waveney District, Core Strategy policy DM07 - Relocation and Replacement of Development Affected by Coastal Erosion Risk states that 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 and the proposal should result in no adverse effect upon the landscape, townscape or biodiversity of the area.

- **Criteria for how the original site should be used after development has been rolled back** – e.g. in North Norfolk, criteria for permitting rollback of residential properties include a requirement for *‘the site to be 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.’*
- **Production of additional guidance to accompany Core Strategy policies e.g. a specific coastal change management SPD** – e.g. in Waveney District a Development and Coastal Change SPD is being produced. It will be prepared in consultation with key landowners, operators and other stakeholders 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.

Local scale – current policy along Jurassic Coast

- 6.17 From our review of current and emerging local policy affecting the Jurassic Coast, it is evident that, as yet, the authorities within Dorset and east Devon have not gone as far as these coastal authorities in other areas of the country.
- 6.18 In East Devon District, the Core Strategy had reached Preferred Options stage (a revised document will be subject to consultation later in 2011). The Preferred Approach document made very little mention of coastal management issues, aside from a brief policy on coastal defences. Instead, the focus in that authority has been on issues such as housing and employment land allocations. We consider that the stage that the Core Strategy is at, and the fact that it is currently under review, means that East Devon is in a good position to consider the extent to which coastal change issues are addressed and to look at introducing specific policies into the forthcoming revised Preferred Options for the Core Strategy. For example, identifying CCMAAs (either in the Core Strategy or a lower tier DPD) and facilitating rollback.
- 6.19 West Dorset District is a vanguard authority for Neighbourhood Planning and is currently moving towards the production of a new-style local plan. This may be undertaken in partnership with Weymouth and Portland District, and as yet there is no indication about the likely content of this plan. As such, the adopted Local Plan remains the key consideration in planning decisions, but the saved policies from that document do not explicitly address coastal change issues, or specifically consider rollback. In addition, the date of the Local Plan means that SMP2 will not have influenced any of the policies. Therefore, depending on what the Government includes in the new National Policy Framework (i.e. whether elements of the PPS25 Supplement on Coastal Change are kept in and the status of SMPs), there could be a policy gap when assessing whether to permit proposals for new development or

relocation of existing development in areas at risk of coastal erosion in West Dorset, as well as proposals for maintenance and enhancement of coastal defence structures.

- 6.20 Weymouth and Portland Borough's Core Strategy had reached the draft Pre-Submission stage; however rather than moving towards adopting the DPD, there is now a possibility that the Borough will work jointly with West Dorset to develop a joint new-style local plan. The draft pre-submission version of the Core Strategy went some of the way to addressing coastal change issues, as it included a policy requiring proposals for development in areas at risk of coastal erosion to demonstrate that they have had regard to the SMP and to provide appropriate levels of protection from erosion for the assets of the area, or establish the means by which the social, economic and environmental consequences of erosion are to be remedied. Although this policy does not comprehensively address all issues, for example there is no reference to facilitating or allowing rollback of existing development, it contains elements that could usefully be developed into policy for the proposed joint local plan. If that does not go ahead and the Core Strategy is to be adopted, we would recommend that consideration is given to expanding the way in which it addresses coastal change, perhaps through the use of similar approaches used elsewhere as described above (e.g. facilitating and/or specifying criteria for when rollback may be appropriate).
- 6.21 In Purbeck, the latest Pre-Submission version of the Core Strategy includes a comprehensive policy relating to coastal erosion; however it does not refer to rollback. As the document is currently being revised ready for a further Pre-Submission consultation later in 2011, we recommend that this policy could be revisited and expanded to facilitate potential rollback. While we recognise that the current approach is based on the judgement that no existing developments are considered to be at risk during the plan period, we would still recommend that rollback be directly addressed within the policy in order to begin the process of establishing a proactive policy framework, and in recognition of the unpredictable nature of coastal change in the area.
- 6.22 In addition to expanding or adding policies where appropriate, we would also recommend that other key elements of best practice are considered by the four local authorities, for example considering the benefits of producing a specific guidance document relating to coastal change management.
- 6.23 There is also very little reference in the emerging Dorset and Devon Minerals and Waste Development Documents to the need to consider coastal erosion and coastal change issues when either allocating minerals or waste sites within the DPDs, or considering minerals or waste development proposals along the coast. Therefore, we also recommend that the minerals and waste planners within the County Councils take the SMPs into consideration when allocating sites, and consider whether reference should be made either within development management policies or site-specific policies to the need to avoid proposals where coastal erosion is an issue.
- 6.24 It was evident from the workshop that planners in the area are generally open to the opportunities available for them to incorporate coastal change management into their plans and strategies more fully, and that they are keen

to expand their knowledge about what they need to be doing and how they should approach the issue. All of those present at the workshop agreed that coastal erosion and the impacts for communities are issues that need to be addressed at a strategic level in their LDFs, and that there could also be opportunities for individual communities to address specific issues in their part of the coast in more detail through neighbourhood planning (this is discussed more below).

WHAT ARE THE BARRIERS TO IMPROVED PLANNING FOR COASTAL CHANGE?

6.25 From our review of how the current spatial planning system provides for coastal change adaptation and discussions with planners in the Jurassic Coast authorities and North Norfolk District Council, it appears that the key barriers to effective adoption of policies for coastal change management, are as follows:

- **Political/planning weight given to coastal change:** Issues surrounding new development (particularly housing and employment), landscape protection and nature conservation can dominate within the spatial planning system, with challenges like coastal change struggling to compete for priority. While there is sufficient technical information available to planners, in the form of Shoreline Management Plans (specifically SMP2), the practical relationship between SMP policies and local planning policies is not always clear. National planning guidance states that SMPs should be taken into account in local plan making, but the experience from the Jurassic Pathfinder area suggests that LPAs are not always sure how this should be done in practice.
- **Lack of clarity about CCMA:** In the first instance, there is uncertainty as to whether the current national policy requirement to identify CCMA will remain in the new, consolidated National Planning Policy Framework. In addition, LPAs can be unclear about how to identify CCMA within development plan documents, what should and should not be encouraged within these areas and may require more detailed guidance. For example, the nature of the coastline of Dorset and East Devon means that the rate of coastal erosion is perhaps less predictable than in other parts of the country (such as East Anglia). Erosion tends to occur as a result of sporadic events, where large sections of cliff give way. Arguably, this means that CCMA may be different in scale or character from other parts of the country, and that broader exceptions policies could be applied along the entire coast in addition to CCMA.
- **Implementation of adaptation measures, especially funding:** There is a lack of clarity about the mechanisms through which policies such as rollback will be implemented in practice (i.e. who finds sites for the replacement development, who purchases the at-risk sites, who manages the original sites after relocation, etc.). While this is no reason not to develop strategic policies in the first place, LPAs would welcome national clarification on potential and best practice

mechanisms. Funding required to implement measures such as rollback of properties at risk of erosion is lacking, particularly in the present economic climate. National level funding tends to be focussed on the provision and maintenance of coastal defences designed to slow or prevent coastal change, rather than on measures to adapt to changes that are occurring or may occur if coastal defences are removed in the future.

- **Co-ordination between LPAs and neighbourhoods:** Where more than one local authority manages a particular stretch of coastline, but those authorities are producing independent local plans such as along the Jurassic Coast, there may be a lack of consistency between the approaches taken to planning for coastal change. As there is a move towards neighbourhood planning, there may be similar issues with regards to consistency between neighbouring plans.
- **Effective community engagement in planning to adapt:** Awareness amongst Council members and coastal communities of coastal change and the potential impacts can be low, and there can be a consequent lack of demand for planning policies to address these issues. However, the reaction from communities and individual residents is unpredictable. Some may seek to address coastal change issues in ways that might not be considered sustainable or consistent with the SMP and other policy objectives (for instance by seeking to enhance coastal defences by applying for planning permission privately). Where approaches such as rollback are proposed, it is likely that some property owners are likely to prove resistant, unless the benefits clearly outweigh the costs to them. The role of the planning system is seen as informing choices, and making clear the various options associated with either taking action or not.

WHAT IS NEEDED TO ENCOURAGE BETTER SPATIAL PLANNING FOR COASTAL CHANGE?

- 6.26 Action to address the barriers identified above falls into five categories as follows.

A clear national planning policy framework on coastal change

- 6.27 National policy should continue to require local authorities to plan for coastal change within LDFs (or new-style local plans). Therefore, Defra should work closely with DCLG to ensure that the policies in the PPS25 Supplement (Development and Coastal Change) are included in the new National Planning Framework. In particular, the requirement to identify CCMAAs should be retained and clarified, with more detailed technical guidance provided on their identification and use in LDFs, drawing on the recent lessons learnt from all the Pathfinder projects undertaken nationally.
- 6.28 At the strategic (i.e. sub-national) level, the loss of the regional tier in the planning system has left a gap in terms of co-ordinated, strategic management of and adaptation to coastal change between neighbouring local authorities along stretches of coast facing the same types of change. This may be partly

addressed through Core Strategies and the ‘duty to co-operate’ provision in the Localism Bill that will apply to local authorities where a co-ordinated response is required (and would be the case if West Dorset and Weymouth and Portland District Councils do decide to prepare a joint new-style local plan). However, the duty to co-operate may be ineffective if the National Planning Policy Framework is not explicit about the issues where co-operation is required. It is therefore vital that coastal change is identified as one such issue. In addition, through the Regional Flood and Coast Committees, and its strategic overview role, the Environment Agency should have a role to play in co-ordinating coastal change management between coastal erosion risk management authorities.

Formalising the status of Shoreline Management Plans

- 6.29 Currently the PPS25 Supplement states that LPAs should draw on the evidence contained in SMPs when preparing local planning policies. The planning guidance that accompanies the Supplement provides advice, drawn from earlier research¹⁴, on how this can be done in practice. However, the status of the SMP policies, which set out the recommended approach to coastal defence along each stretch of coast, in relation to local planning policy is not entirely clear. In particular, it is not specified whether local planning policies are expected to conform to the SMP policies and, if this is the case, what tests might be applied to demonstrate that this is the case.
- 6.30 The objective should be to ensure that LPAs formally take account both of the evidence and policies set out in SMPs and, where a decision is made by the LPA for local planning policies not to conform with those of the SMP, the reasons behind this decision should be transparent and subject to scrutiny. Responsibility for monitoring that this takes place should fall to the Environment Agency, through the Regional Flood and Coast Committees.
- 6.31 This falls short from giving SMPs statutory force since they were not prepared for this purpose. However, looking forward to the next round of SMPs, there is certainly scope for Government to consider how SMPs could be given a firmer statutory basis, including an implementation plan and the funding needed to deliver this.

Effective community engagement in planning to adapt to coastal change

- 6.32 The Pathfinder process is identifying numerous ways in which effective community engagement in planning to adapt can be achieved. In addition, there are good examples of strategic coastal partnerships / forums (such as the Dorset Coast Forum), which bring together local authorities and other public, private and voluntary organisation partners along strategic stretches of coast to promote a sustainable approach to management, use and development of the coast and inshore waters. These could have a key role to play in promoting the kind of community engagement which the Pathfinder project has shown can help communities think about adapting to future change.

¹⁴ The Planning Cooperative (2009). *Translating Shoreline Management Plans into Spatial Plans*. Volume I and 2. Final Report for the Environment Agency, March 2009

- 6.33 SMP areas or the new Marine Plan areas provide a spatial unit for sub-regional joint working on coastal planning issues, but this will almost invariably be at too large a scale for the typical coastal communities to relate to. Bridging mechanisms, such as that provided by coastal fora, and/or the Regional Flood and Coast Committees established under the national FCERM Strategy may therefore be required to ensure effective links between SMPs and Marine Plans, which must inevitably cover large areas, and local planning which only rarely coincides with the geographical units over which coastal processes are taking place.

Robust, co-ordinated planning policies at local level

- 6.34 At the local level and along the Jurassic Coast, there are three key issues that need to be addressed in local policies:

- The location of new development in areas subject to significant risk of coastal erosion and related risks such as flooding.
- The relocation (rollback) of existing properties in areas subject to significant risk. Policy should address the circumstances under which rollback will be allowed, the location and quality of 'rolled back' development (e.g. whether it is designed to a high standard and avoids adverse impacts on the natural environment) and the afteruse of the original site and any structures left behind.
- The maintenance and enhancement of coastal defence structures. There is a potential tension between sustainable coastal planning and the Government's political commitments to coastal defence and management.

- 6.35 Neighbourhood planning could provide an opportunity for coastal communities to develop policies that suit their own circumstances. But some coastal communities may be very small and therefore possibly less likely or able to undertake the neighbourhood planning process. It is also likely that some communities will come forward with neighbourhood plans that are not consistent with Core Strategies, SMPs or other objectives, or which simply may not be deliverable. Given the fact that SMPs are not statutory and the uncertainty over the status of national planning policy, it is important that LDFs have policies in place to provide a consistent district-wide framework for coastal change management, which neighbourhood plans may wish to augment. This will be important both to ensure co-ordination between neighbourhoods, and to manage expectations within neighbourhoods.

Clear funding mechanisms to support implementation of sustainable approaches to adaptation

- 6.36 Defra's funding for flood and coastal defence represents a significant resource which the Coalition Government's coalition agreement has stated will remain a priority for public expenditure. There are opportunities to better integrate flood defence expenditure with the planning of at-risk coastal communities, potentially including the use of capital funding to facilitate the relocation of properties where this conforms with, and helps deliver, SMP policies.

- 6.37 A clear funding mechanism to implement rollback policies is required if this is to become an established adaptation response in at-risk coastal communities. One of the Pathfinder Authorities has trialled the use of its Pathfinder funding for this purpose, but this is unlikely to be a sustainable model going forward. One option that could be considered is the involvement of Housing Associations, in receipt of dedicated national funding, to purchase at-risk properties and acquire sites for relocated properties. As experiences in North Norfolk have indicated (see **Chapter 3**), such an approach may prove the most practical way of implementing rollback policy.
- 6.38 The Community Infrastructure Levy could potentially have a valuable role in facilitating management of coastal change, by helping to fund rollback or coastal defence works. There may be an opportunity for coastal authorities to work together to set coastal change adaptation measures as a priority for use of the CIL in their areas, e.g. by using CCMA's or neighbourhood plan areas to help define one or more spending zones (i.e. zones where CIL funds can be spent on particular infrastructure). Alternatively, other sources of developer contributions could be sought, in a similar way to the Interim Heathland Planning Framework. This is an example of the Dorset LPAs working jointly to obtain and make use of developer contributions to fund a range of measures to mitigate impacts on the Dorset Heathland sites where planning applications for development were made between 400m and 5km from heathland sites.

7 Recommendations

- 7.1 **Table 7.1** summarises the key barriers identified to effective adoption of policies for coastal change management, the potential remedies or solutions to these barriers, and the recommendations arising. We have also set out the recommendations specifically to national government and the Jurassic Coast LPAs in more detail below the table.

Table 7.1 Barriers to effective spatial planning for coastal change management, potential remedies and recommendations to Government and the Jurassic Coast LPAs

Barrier	Remedy	Recommendation
Political/planning weight given to SMPs	Ensure that the relationship between SMPs and local plan making is clear	Government, to carry forward into the NPPF the guidance contained in PPS25 Supplement, ensuring that LPAs take account of both the evidence and policies contained in SMPs in their LDFs. In future, Government to consider giving SMPs greater statutory weight.
Lack of clarity about CCMA	Clarification in national planning policy and more detailed, technical guidance	Government to clarify purpose of CCMA in NPPF and provide more detailed technical guidance on their identification and use. Jurassic Coast LPAs to reconsider role of CCMA in delivering proactive coastal change policy for their areas.
Implementation of adaptation measures, especially funding	National funding streams for coastal defence could also be used to support sustainable adaptation measures	Government to ensure that proposed funding mechanism for National Flood and Coastal Erosion Risk Management takes full account of the benefits of coastal change adaptation in the assessment of outcomes and benefits. Jurassic Coast LPAs to explore prioritisation of coastal change adaptation

Barrier	Remedy	Recommendation
		on the CIL 'shopping list', or alternative developer contribution mechanism to fund adaptation measures.
Co-ordination between: (i) LPAs (ii) neighbourhoods	Requirement for LPAs to collaborate – is duty to co-operate enough? LPAs to develop clear, proactive policies on coastal change in LDF to ensure Neighbourhood Plans conform	Government to explicitly require collaboration between LPAs on coastal change via NPPF. Jurassic Coast LPAs to include clear, proactive policies on coastal change in LDFs/new-style Local Plans.
Effective community engagement in planning to adapt	Apply Pathfinder lessons to LDF/Local Plan making process	Jurassic Coast LPAs to apply Pathfinder lessons in local/neighbourhood planning,

RECOMMENDATIONS TO NATIONAL GOVERNMENT

7.2 The key recommendations for central government that have come out of this project are summarised below:

- National policy should continue to require local authorities to plan for coastal change within LDFs (or new-style local plans), and to collaborate in the production of such plans, particularly where Shoreline Management Plan boundaries include more than one local authority.
- Defra should work closely with DCLG to ensure that the policies in the PPS25 Supplement (Development and Coastal Change) are included in the new National Planning Policy Framework (NPPF).
- The NPPF should maintain and reinforce the guidance contained in PPS25 Supplement and the accompanying practice guidance, that LPAs should take account of the evidence and policies contained in SMPs when preparing local planning policies. Local policies that do not conform with those of the SMP, should be subject to scrutiny by the Regional Flood and Coast Committee.
- Looking forward to the next round of SMPs, Government should consider how SMPs could be given a firmer statutory basis, including an implementation plan and the funding needed to deliver this.
- Additional technical guidance is needed on the means by which adaptation measures referred to in PPS25 Supplement can be implemented (i.e. how to identify CCMAAs and how to facilitate rollback), including funding mechanisms, drawing on the lessons learnt through the Pathfinder projects around the country.

- Defra's flood and coastal defence funding formula should enable investment in community planning, including the relocation of at-risk properties, where this contributes to SMP policies. For example, an increasing proportion of the public funding available for coastal defence could be used to support sustainable adaptation and in particular be directed to supporting adaptation in communities where continued or new coastal defence is not an option.
- The role of Housing Associations in the implementation of rollback policies should be explored.

RECOMMENDATIONS TO LOCAL PLANNING AUTHORITIES ON THE JURASSIC COAST

- 7.3 There are three key issues that should be addressed by the local planning authorities on the Jurassic Coast in developing proactive local policies for dealing with coastal change (i.e. in Core Strategies or emerging new-style local plans):
- The type and location of new development that is appropriate in areas subject to significant risk of coastal erosion and related risks such as flooding. This may require different policy approaches for different types of development, e.g. residential properties, commercial developments and minerals and waste sites.
 - The relocation (rollback) of existing properties in areas subject to significant risk. Policy should address the circumstances under which rollback will be allowed and the location and quality of 'rolled back' development (i.e. whether the new development is designed to a high standard, incorporates sustainable design/construction principles and avoids adverse impacts on the natural environment, in particular the many designated landscapes and nature conservation sites along the Jurassic Coast). Policies should also address the afteruse of the original site (and any structures left behind), and could encourage opportunities for habitat/open space creation.
 - The maintenance and enhancement of coastal defence structures, and the need to integrate and reconcile wherever possible better working with natural processes and the desire to maintain the continuity of thriving communities.
- 7.4 Minerals and waste planners within Devon and Dorset County Councils should also take the SMPs into consideration when allocating sites for minerals or waste development, and consider whether more reference should be made either within development management policies or site-specific policies to the need to avoid proposals where coastal erosion is an issue.
- 7.5 The Jurassic Coast local planning authorities could also consider:
- Applying the lessons learnt from the Pathfinder project about effective community engagement to their own efforts to engage coastal communities in the development of local and neighbourhood planning.

- Collaborating to ensure that, if and when coastal change policies are integrated into local planning, these are consistent across the Jurassic Coast and are informed by both the SMP and WHS Management Plan policies to which the authorities are signatories.
- Working together to explore a joint approach to making use of a portion of Community Infrastructure Levy to help fund rollback or other coastal change adaptation measures.

Land Use Consultants

1st July 2011

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Appendix I

Spatial Planning and Coastal Change Workshop Agenda and List of Attendees

Spatial Planning and Coastal Change Workshop

18th May 2011, County Hall, Dorchester

Programme

9:30am **Welcome & introductions**

9:40am **Dorset Coast Pathfinder Spatial Planning Research Project:**
Background and initial findings from review of spatial policies relating to coastal change issues and six Pathfinder communities
Presentation by Land Use Consultants (LUC)

10am **Group discussion led by LUC:**

- Have we missed anything in our review of your current spatial policies?
- How will coastal change be addressed in emerging Core Strategies (West Dorset/East Devon) or subsequent DPDs/SPDs?
- What is your understanding of the role and use of Coastal Change Management Areas (from PPS25 Supplement: Development & Coastal Change) – are you intending to use them in Core Strategies/other DPDs?

11:00am **Examples of spatial policies addressing coastal change from elsewhere in England**
Presentation by Land Use Consultants (LUC)

11:30am **Break**

11:40am **Group discussion led by LUC:**

- Could any of the approaches from elsewhere be useful to follow in your districts/boroughs?
- Could any of the policies be used as ‘model policy’ examples?

Reference to Shoreline Management Plans

- Use of SMP boundaries to identify CCMA
- Direct reference to SMP risk zones/epochs within policy/supporting text
- Support of SMP policies (e.g. proposals for improvements to coastal defences or managed realignment)

New development in coastal areas (use of CCMA?)

- Restrict all/some types of development within CCMA (residential, commercial, community, temporary etc.)?
- Caveats/criteria to specify

Rollback of existing development

- Are there areas/types of development where rollback should be facilitated?
- Criteria to use for such proposals, including how 'at risk' different types of developments need to be in order for rollback to be facilitated
- Location of new development from rolled back area – identify specific locations (consider constraints/opportunities)? Provide criteria? e.g. being located a suitable distance from the area of coastline that is most at risk; or require developments to be relocated so as to be 'no longer at risk within 100 years'
- Use of the original site after the development has been relocated

12:30 Break

12:40 Group discussion led by LUC

- How might coastal change policies (e.g. rollback) be implemented?
- Who would fund the relocation of existing development/purchase of new land/use of the original site?
- What are the current intentions within your boroughs/districts regarding Neighbourhood Plans? Could they play a role in addressing coastal change issues at the six Pathfinder communities or other locations in your boroughs/districts?
- Have we missed anything? Are there any other ways the risks of coastal change can be managed through the spatial planning system?

13:20 Close/Lunch

LIST OF WORKSHOP ATTENDEES

Robert Deane	Land Use Consultants
Taran Livingston	Land Use Consultants
Kate Nicholls	Land Use Consultants
Peter Moore	Dorset County Council
Rupert Lloyd	Dorset County Council
Henry Aron	Dorset County Council
Linda Renshaw	East Devon District Council
Keith Steel	East Devon District Council
Alison Clothier	West Dorset District Council
Andrew Galpin	Weymouth and Portland District Council
Kate Evans	Weymouth and Portland District Council
Steve Tapscott	Purbeck District Council
Neil Watson	Environment Agency
Jen Clarke	Dorset AONB

Appendix 2

National Best Practice Examples of Planning Policy Relating to Coastal Change Management

Table 1: North Norfolk District Council

Local Authority	Plan or Strategy	Policy or Approach	Commentary
<p>North Norfolk District Council</p>	<p>Adopted Core Strategy (2008)</p>	<p>Policy EN3: Undeveloped Coast</p> <p>In the Undeveloped Coast only development that can be demonstrated to require a coastal location and that will not be significantly detrimental to the open coastal character will be permitted.</p> <p>Community facilities, commercial, business and residential development that is considered important to the well-being of the coastal community will be permitted where it replaces that which is threatened by coastal erosion.</p>	<p>Policy exemplifies reduced controls on development where this will facilitate 'rollback'.</p>
		<p>Policy EN1 I: Coastal Erosion</p> <p>In the Coastal Erosion Constraint Area 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.</p> <p>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.</p>	<p>Policy should help to minimise assets at risk from erosion, and identifies a Coastal Erosion Constraint Area. Also aims to control causes of erosion (to the extent which is possible).</p>
		<p>Policy EN1 2: Relocation and Replacement of Development Affected by Coastal Erosion</p> <p>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:</p>	<p>Policy designed specifically to facilitate rollback. Eligibility criteria are stricter for residential properties which must be at risk within 20 years as opposed to 50 years for facilities, commercial and business uses.</p>

Local Authority	Plan or Strategy	Policy or Approach	Commentary
		<ul style="list-style-type: none"> • 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. <p>Proposals for the relocation and replacement of dwellings affected by erosion will be permitted, provided that:</p> <ul style="list-style-type: none"> • 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; 	<p>Specifies that developments must have regard to designations and have no adverse landscape/environmental impacts.</p>

Local Authority	Plan or Strategy	Policy or Approach	Commentary
		<ul style="list-style-type: none"> 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. 	
North Norfolk District Council	Design Guide SPD (December 2008)	States that developers will need to consider impacts of climate change (including increased coastal erosion) in the design of new developments.	The SPD does not focus specifically on coastal erosion but makes this brief reference to the issue.
North Norfolk District Council	Coastal Management Plan	Formulation of the Plan is ongoing – no document has yet been produced.	Stages of work undertaken to date have included: <ul style="list-style-type: none"> Five community workshops Evidence gathering report (by consultants) Coastal management workshop held

Local Authority	Plan or Strategy	Policy or Approach	Commentary
			<ul style="list-style-type: none"> • Pathfinder project implemented
<p>North Norfolk District Council</p>	<p>Development Control Guidance: Development and Coastal Erosion (April 2009)</p>	<p>In relation to Core Strategy policy EN12 Replacement of Development Affected by Coastal Erosion it is stated that:</p> <p>The Core Strategy provides for the re-location of development from areas at risk (Policy EN12). This requires that development is re-located to a site beyond the Coastal Erosion Constraint Area; however, there may be instances where the removal of development from a short-term risk zone and its replacement in a longer-term risk zone is acceptable, especially as these re-located uses ordinarily would not increase the overall risk to life or property (i.e. they comply with Policy EN11).</p> <p>It is unlikely that the replacement of a development in the short-term risk epoch with one in the same risk epoch would ever be appropriate. An exception to this might be a use which spans several risk epochs: e.g. a caravan park, which seeks to re-locate the vans at most imminent risk (closest to the cliff top) to a location further inland. Even if the new part of the site is within the CECA the overall risk would be the same (although its imminence would be reduced) and this would seem to be a responsible action in response to coastal change. All other things being equal, such a proposal would be acceptable with appropriate conditions/agreements.</p> <p>The successful implementation of this policy will depend upon a suitable balance being struck between the viability of the proposal, the needs of the community and the need to safeguard other interests. Negotiation will be central to such proposals, with a key aspect being the timing associated with the proposal and in particular the lag between the completion of a</p>	<p>This document was adopted as Council policy on 22 April 2009 and it will be used to influence the determination of relevant planning applications. It is not a Supplementary Planning Document (as part of the LDF). It is intended to provide clarity for decision makers around the implementation of Policy EN11 and also Policy EN12 in the Core Strategy.</p> <p>This guidance shows how the predictions for coastal erosion contained within the Shoreline Management Plan (Kelling Hard to Lowestoft Ness) can be applied in decisions about new development and it explains the different approach needed for different types of development and land use.</p> <p>The guidance clarifies the nature of development that could be appropriate in at-risk locations and the circumstances in which it could be permitted.</p>

Local Authority	Plan or Strategy	Policy or Approach	Commentary
		<p>proposed new development and the demolition or re-use of the existing property. The objective will be to minimise this time lag, so as to secure maximum benefit from the proposal.</p> <p>Changes of use</p> <p>Changing the use of a building may in fact be the best means of securing a beneficial use for a development where the original use may no-longer be viable (perhaps because of the threat of erosion, or its blighting effect). This may in part be an appropriate form of adaptation in response to coastal change; however the proposed change of use could give rise to an increase in the intensity of use and potentially therefore increase life at risk. Where the latter is the case permission should not be granted unless the risk can be mitigated by means of conditions or legal agreements (for example a temporary permission).</p>	
<p>North Norfolk District Council</p>	<p>Communities at Risk – Planning for a Future with a Changing Coastline: Information Pack (September 2008)</p>	<p>Does not include policy/recommendations.</p>	<p>This document outlines the key issues and actions that are being taken regarding coastal change in North Norfolk. A publically accessible and non-technical document.</p>

Table 2: East Riding of Yorkshire Council

Local Authority	Plan or Strategy	Policy or Approach	Commentary
<p>East Riding of Yorkshire Council</p>	<p>Core Strategy (May 2010)</p>	<p>Vision “...we will have ensured that new development has not contributed to, and has minimised the risk from, climate change, particularly flooding and coastal erosion”.</p>	<p>Includes the issue of coastal erosion in the overarching Vision for the Core Strategy.</p>
		<p>Proposed Policy SSI: Promoting sustainable patterns of development and addressing climate change The LDF and development decisions will seek to mitigate and adapt to the expected impacts of climate change by...facilitating the re-location/rollback of development from areas between Barmston and Spurn Point that are vulnerable to coastal change.</p>	<p>Policy directly facilitates rollback in the specified area.</p>
		<p>Proposed policy HQE6: Managing environmental hazards 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. <u>Coastal change</u> 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</p>	<p>Sets out in detail the measures to be used to manage coastal change. Identifies Coastal Change Management Areas. Allows for rollback and specifies criteria for suitability. States that an SPD will provide further guidance on this policy (still to be developed).</p>

Local Authority	Plan or Strategy	Policy or Approach	Commentary
		<p>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 CCMA's.</p> <p>F. Existing development located within areas identified at risk from coastal change (CCMA's) will be permitted to re-locate or 'Rollback' to a suitable coastal location outside of that area, provided it:</p> <ol style="list-style-type: none"> 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). <p>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.</p> <p>A Supplementary Planning Document will be prepared to provide further guidance on the application of this policy.</p>	
East Riding of Yorkshire Council	East Riding Integrated Coastal Zone Management	<p>Policy Aims</p> <p>CPI. To support measures to bring about an integrated approach to cost-benefit analysis that takes account of socio-economic and environmental issues.</p>	<p>Policy directly encourages rollback, although it does not specify particular locations. Refers to supporting government compensation or assistance.</p>

Local Authority	Plan or Strategy	Policy or Approach	Commentary
	<p>Plan: Towards a Sustainable Coast (June 2002)</p>	<p>CP2. To support government compensation or assistance measures, whether direct or indirect, where there have been material changes in circumstance.</p> <p>CP3. To encourage “rollback” as a response to erosion for all forms of development, where appropriate.</p> <p>CP4. To ensure an agreed policy response, as part of the SMP review, that sets out a shared position on issues relating to erosion and coast protection.</p> <p>CP5. To ensure that dredging activities do not adversely impact on beach levels and erosion rates and to ensure that operators are accountable.</p> <p>CP6. To reflect the social and economic importance of coastal communities and to fully consider all management options in decision making, through the SMP review.</p> <p>CP7. To encourage innovative, partnership approaches to roads at risk of erosion where appropriate.</p> <p>CP8. To maintain a presumption against permitting private defences, ensuring any proposed schemes are subject to agreed criteria, and that structures do not pose a risk to the public</p> <p>CP9. To examine all options for maintaining access to Spurn Point, while protecting the important habitats and the geomorphology of Spurn.</p>	<p>Predates the Core Strategy. A comprehensive review of the ICZM Plan is currently being initiated to ensure it remains relevant and incorporates recent directives from central government. The aim of the review is to provide a more user friendly document for all those with a stake in the East Riding's coastline as well as to produce a powerful tool for those responsible for managing the coastal zone. A consultation plan is being produced to determine the best way to involve people in the review of the Plan.</p>
<p>East Riding of Yorkshire</p>	<p>The Rollback of Caravan and Holiday</p>	<p>This study seeks to assist in achieving some of the aims of the East Riding of Yorkshire's Integrated Coastal Zone Management Plan (ICZMP). Together, aims CP3, TO6 and LA2 encourage:</p>	<p>This study was produced with the aim of achieving some of the aims of the ICZM Plan, in particular the aim to encourage</p>

Local Authority	Plan or Strategy	Policy or Approach	Commentary
<p>Council</p>	<p>Home Parks from the eroding East Yorkshire Coastline: Final Report (August 2003)</p>	<ul style="list-style-type: none"> • “rollback” and relocation as a response to the threat of coastal erosion; • opportunities for providing assistance; and • the development of planning policies to facilitate this. <p>It is suggested here that an amended policy is drawn up along the lines set out below:</p> <p>Replacement provision for caravan sites at risk from coastal erosion within the next 100 years (see table) will be permitted where:</p> <ul style="list-style-type: none"> a) it can be established that the proposals would present net sustainable development benefits beyond the present situation; and b) the whole of the resultant site would no longer be at risk within 100 years; and c) any current coastal protection works associated with the existing site are removed; and d) proposals provide 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; and e) the development is undertaken according to a programme and timescale which does not unduly prolong construction impacts or delay the realisation of sustainable benefits. <p>Replacement provision in the Coastal Zone may be in the form of:</p> <ul style="list-style-type: none"> i) An entirely new site to replace the whole of the site at risk; or 	<p>and facilitate rollback. It predates the Core Strategy.</p> <p>Criteria set out in this document are less stringent (in terms of the scale of risk that needs to be faced before rollback will be permitted) than in the case of residential properties (see below).</p>

Local Authority	Plan or Strategy	Policy or Approach	Commentary
		<p>ii) An inland extension to the site at risk; or</p> <p>iii) An extension to another existing site beyond the area of risk.</p> <p>Increases in site area and / or the number of pitches will be permitted, where it can be demonstrated that these are necessary to secure the relocation or replacement of the site at risk and an improvement in its provision.</p> <p>Proposals at the new site should seek to:</p> <ul style="list-style-type: none"> - Ensure a net reduction in the impact on the character and landscape of the area; - Achieve improvements in accommodation provision, layout, design and landscaping - Not result in a significant worsening of traffic congestion or highway safety on the local network - Have an acceptable relationship with existing settlements with regard to their character, setting, residential amenity and local services - Safeguard any existing nature conservation resources. <p>Planning conditions and obligations will be used to secure any or all of these factors, as appropriate.</p>	
East Riding of Yorkshire	The Rollback of Residential and	The purpose of this policy guidance is to provide a proactive and consistent approach within the planning system to enable the 'rollback' of permanent residential and agricultural dwellings/farmsteads that are at risk	This study was produced with the aim of achieving some of the aims of the ICZM Plan, in particular the aim to encourage

Local Authority	Plan or Strategy	Policy or Approach	Commentary
<p>Council</p>	<p>Agricultural Dwellings at Risk from Coastal Erosion in the East riding of Yorkshire (December 2005)</p>	<p>from coastal erosion.</p> <p>This policy guidance is 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). This guidance is not a statutory document and therefore does not carry the same weight as a policy contained within the LDF.</p> <p>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:</p> <ul style="list-style-type: none"> 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. <p>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:</p> <ul style="list-style-type: none"> v. within the development limit,* or adjoining it, of a settlement within the 	<p>and facilitate rollback. It predates the Core Strategy.</p> <p>Criteria set out in this document are more stringent (in terms of the scale of risk that needs to be faced before rollback will be permitted) than in the case of caravan sites/holiday parks (see above).</p>

Local Authority	Plan or Strategy	Policy or Approach	Commentary
		<p>Coastal Zone;</p> <p>vi. within or adjoining the built up area of a smaller settlement (that does not have a development limit) within the Coastal Zone.</p> <p>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:</p> <p>i. the dwelling/farmstead is expected to remain in agricultural use;</p> <p>ii. the application secures the demolition of the existing dwelling and restoration of the site within three months of occupation of the replacement;</p> <p>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;</p> <p>iv. the design of the replacement dwelling reflects the character and appearance of the new locality.</p> <p>* 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 JSP, this approach is being re-visited through the preparation of the LDF. The terminology used in this policy may therefore subsequently be changed.</p>	

Table 3: Waveney District Council

Local Authority	Plan or Strategy	Policy or Approach	Commentary
<p>Waveney District Council</p>	<p>Adopted Core Strategy (January 2009)</p>	<p>Policy CS03 – Flooding and Coastal Erosion</p> <p>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.</p> <p>Proposals should avoid high flood risk areas (as defined by PPS25 Flood Zones 2 and 3a) unless it can be demonstrated that:</p> <ul style="list-style-type: none"> • 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. <p>Appropriate developments will require a flood risk assessment.</p> <p>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.</p> <p>Proposals should similarly avoid areas at risk from coastal erosion and</p>	<p>Refers to new developments and the avoidance of risk from erosion, but does not cover rollback – this is covered separately, see policy DM07 below.</p>

Local Authority	Plan or Strategy	Policy or Approach	Commentary
		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.	
Waveney District Council	Development Management Policies (adopted January 2011)	<p>DM06 - Coastal Change Management Area</p> <p>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.</p> <p>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 a Coastal Erosion Vulnerability Assessment that it will result in no increased risk to life or significant increase in risk to property.</p> <p>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.</p> <p>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.</p>	Policy restricts new development within areas of highest risk from erosion and sets out requirement for a Coastal Erosion Vulnerability Assessment - a statement accompanying a planning application that assesses the vulnerability of proposed development to coastal change and the impacts of coastal change.. 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

Local Authority	Plan or Strategy	Policy or Approach	Commentary
			its planned life.
		<p>Policy DM07 - Relocation and Replacement of Development Affected by Coastal Erosion Risk</p> <p>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:</p> <ul style="list-style-type: none"> • 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 adverse effect upon the landscape, townscape or biodiversity of the area. 	Does not cover residential properties, which are addressed separately under DM22 (see below).
		<p>DM22: Housing Development in the Countryside</p> <p>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</p>	Addresses the issue of rollback within other issues.

Local Authority	Plan or Strategy	Policy or Approach	Commentary
		<p>coastal erosion.</p> <p>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.</p> <p>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.</p> <p>Proposals for the relocation and replacement of dwellings affected by coastal erosion will be permitted where:</p> <ul style="list-style-type: none"> • The development replaces a permanent building 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. <p>The conversion of rural buildings to residential use will only be permitted where:</p> <ul style="list-style-type: none"> • 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 	

Local Authority	Plan or Strategy	Policy or Approach	Commentary
		town or larger village; <ul style="list-style-type: none"> • 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; • The conversion would secure or safeguard an historic asset. 	
Waveney District Council	Development and Coastal Change SPD (forthcoming)	Not yet available.	The Development Management Policies DPD states that a Supplementary Planning Document 'Development and Coastal Change' will be prepared in consultation with key landowners, operators and other stakeholders 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.

Table 4: Great Yarmouth Borough Council

Local Authority	Plan or Strategy	Policy or Approach	Commentary
<p>Great Yarmouth Borough Council</p>	<p>Core Strategy Preferred Options Consultation (August 2006)</p>	<p>CS13: Flood Risk and Coastal Protection</p> <p>Climate change couples with increased flood risk and sea level change is an evident factor which the Borough of Great Yarmouth must face. The use of land in and adjacent to areas of flood risk and those in coastal locations requires an approach which minimises those risks and gives priority to development in areas not considered to be at risk of flooding or coastal erosion.</p> <p>Development in areas identified as at risk of flooding by the Environment Agency and in the Great Yarmouth Strategic Flood Risk Assessment will be avoided unless mitigation is practicable and acceptable for the development itself and surrounding areas. Flood risk will be minimised by:</p> <ul style="list-style-type: none"> A. Implementation of the Broadland Rivers Catchment Flood Management Plan and Broadland Rivers Catchment Abstraction Management Strategy; B. Positive adaptation to developments to reduce the risk of flooding; C. Natural estuarine and river system restoration; D. Implementation of Sustainable Urban Drainage (SUDS); E. Consideration of the Shoreline Management Plan. <p>Compensatory habitats will need to be provided where existing coastal habitats are affected over time. Access to the coastline for public amenity and maintenance will be secured.</p>	<p>Aims to restrict new development in areas at risk from coastal flooding, but does not refer to rollback. Raises the issue of habitat compensation.</p> <p>Submission version of the Core Strategy is due for publication in the next few months.</p>
<p>Great</p>	<p>Scratby and</p>	<p>Highlights the value of identifying rollback areas on maps showing CCMA's</p>	<p>Reports on work carried out by the</p>

Local Authority	Plan or Strategy	Policy or Approach	Commentary
<p>Yarmouth Borough Council</p>	<p>California Coastal Pathfinder Planning Project: Recommendations and Final Report (January 2011)</p>	<p>– integrated approach illustrating both the restriction and encouragement of development.</p> <p>Advocates small-scale, incremental extensions to settlements.</p> <p>The following policy recommendations are made:</p> <p>1 CCMA and Coastal Rollback Areas</p> <p>A Coastal Change Management Area (CCMA) and four Coastal Rollback Areas are identified at Scratby / California, the boundaries of which are shown on the Proposals Map.</p> <p>2 Planning permissions in the CCMA</p> <p>Within the CCMA, planning permission may be granted for essential infrastructure serving the needs of the immediate area or for development that provides significant benefits requiring a sea-front location. Planning applications within the CCMA should be accompanied by an assessment of vulnerability to coastal erosion prepared by a suitably qualified person to an appropriate level of detail. Planning permissions granted within the CCMA, including residential extensions, alterations, and curtilage buildings, are likely to be subject to a time limited condition related to the life expectancy of the site, and the nature of development proposed.</p> <p>3 Coastal Rollback Areas</p> <p>In Coastal Rollback Areas, applications for the replacement of existing dwellings and other properties situated within the CCMA that are likely to be affected by coastal erosion within a 30-year period, will be considered favourably subject to the following criteria:</p>	<p>Planning Cooperative as part of the Great Yarmouth Pathfinder, working with local communities to explore opportunities for adapting to coastal erosion.</p> <p>Included recommendations and suggestions for policies, which may be taken into account in the next iteration of the Core Strategy.</p> <p>Discussion of rollback refers to residential properties as well as other types of developments and applies a 30 year risk criterion.</p>

Local Authority	Plan or Strategy	Policy or Approach	Commentary
		<p>(i) Replacement dwellings should be of a similar size and scale to those they are replacing and should be in keeping with the character and appearance of existing development in the area. Other (non-residential) forms of development should be of an appropriate form, size and scale in relation to their function and surrounding development;</p> <p>(ii) Properties within the CCMA to be replaced in a Coastal Rollback Area will be subject to restrictions with regard to their future use and / or demolition by means of planning conditions and / or legal agreements;</p> <p>(iii) Coastal Rollback Areas are to be accessed as indicated on the Proposals Map and will be developed sequentially from the identified points unless otherwise agreed with the local planning authority;</p> <p>(iv) Subject to the satisfaction of all other requirements, applications for replacement dwellings will not be considered favourably unless they have been submitted by or on behalf of the owners of existing habitable properties at risk of coastal erosion within a 30-year period;</p> <p>(v) The initial occupation of replacement dwellings will be restricted, by means of a planning condition and / or a legal agreement to the owners (together with their families) of properties to be replaced;</p> <p>(vi) Applications to replace properties that have already been rolled back under this (or similar) policies will not be approved;</p> <p>(vii) Calculation of the 30 year period referred to in this policy should form part of an assessment of vulnerability to be submitted with all applications for replacement properties and will need to be assessed and agreed by the Council's Coastal Erosion Officer.</p>	

Local Authority	Plan or Strategy	Policy or Approach	Commentary
		<p>4. Enabling development</p> <p>Applications for residential development within the Rollback Areas that is not for the replacement of a dwelling sited within the CCMA will be considered favourably only if they facilitate the provision of replacement dwellings from within the CCMA in the form of land, infrastructure, and/or other financial assistance and if the planning authority is satisfied that there is a demand for replacement dwellings at the time. Any such applications approved by the local planning authority will not be subject to occupancy restrictions under Policy 3(v) above.</p>	

Appendix 3

Plans and Policies Relating to Coastal Change Management at the Six Communities

Local Authority	Pathfinder community(ies) within the authority	Plan/strategy	Relevant policies
South West Region	Sidmouth, Seatown, Ringstead, Charmouth, North Swanage and Preston Beach Road, Weymouth.	<p>Draft Revised Regional Spatial Strategy for the South West (July 2008)</p> <p>*Note that although the Government has set out its clear intention to abolish the RSSs, until this is legally complete, the South West RSS remains a consideration.</p>	<p>CO1: Defining the Coastal Zone</p> <p>Coastal Local Authorities, in partnership with other relevant agencies, will define in their LDDs the coastal zone, including developed and undeveloped coast.</p> <p>Within the undeveloped coast there will be a presumption against development unless it:</p> <ul style="list-style-type: none"> • Does not detract from the unspoilt character and appearance of the coast • Is essential for the benefit of the wider community; or • Is required to improve public access for informal recreation; or • Is required to support the sustainable management of fisheries; and • Cannot be accommodated reasonably outside the undeveloped coast zone. <p>CO2: Coastal Planning</p> <p>In order to improve coastal planning and achieve a consistent, cross boundary approach Local Authorities on the coast will co-ordinate development plans, Shoreline Management Plans and other programmes affecting the coastal zone and support the sustainable planning and management of adjacent coastal areas, by working across borders, as in the Severn Estuary Partnership.</p> <p>FI: Flood Risk</p>

Local Authority	Pathfinder community(ies) within the authority	Plan/strategy	Relevant policies
			<p>Taking account of climate change and the increasing risk of coastal and river flooding, the priority is to:</p> <ul style="list-style-type: none"> • Defend existing properties and, where possible, locate new development in places with little or no risk of flooding • Protect flood plains and land liable to tidal or coastal flooding from development • Follow a sequential approach to development in flood risk areas • Use development to reduce the risk of flooding through location, layout and design • Relocate existing development from areas of the coast at risk, which cannot be realistically defended • Identify areas of opportunity for managed realignment to reduce the risk of flooding and create new wildlife areas. • In preparing their LDDs Local Authorities should have regard to the Regional Flood Risk Assessment.
East Devon	Sidmouth	<p>East Devon Local Plan 1995-2011 (Adopted July 2006) *Only those policies saved beyond 2009.</p>	<p>ENI: Developments Affecting AONBs</p> <p>In Areas of Outstanding Natural Beauty the conservation and enhancement of their natural beauty will be given priority over other considerations. Development will only be permitted within or adjacent to the East Devon AONB...where the proposal conserves or enhances the landscape character of the area and respects traditional</p>

Local Authority	Pathfinder community(ies) within the authority	Plan/strategy	Relevant policies
			<p>local built form and complies with policies on development in the countryside and affordable housing, or it can be demonstrated that the development is in the national interest and that there are no alternative sites available elsewhere...Development proposals adjacent, close to or clearly visible from the AONBs will only be permitted where they will not damage the natural beauty or otherwise threaten public enjoyment of the AONB.</p>
		<p>East Devon Core Strategy Preferred Approach Report (September 2010)</p> <p>*Note that a revised document will be subject to consultation towards the end of 2011.</p>	<p>Preferred Policy Approach - Draft CS 32: Coastal Defence Measures</p> <p>The Council will define areas where coastal defence measures are necessary, and where managed changes are proposed, and means for securing their implementation.</p>
West Dorset	Seatown, Charmouth, Ringstead	West Dorset District Local Plan (Adopted 2006)	<p>Policy SA2: Heritage Coast Protection</p> <p>Development which would have an adverse effect on the character and/or natural beauty of the Heritage Coast will not be permitted.</p> <p>Policy AH5: Slope Instability (Landslide) Policy for the Lyme Regis and Charmouth Area</p> <p>Proposals for built development in the Lyme Regis and Charmouth Land Instability Zones shown on the Proposals Map will not be permitted unless all the following</p>

Local Authority	Pathfinder community(ies) within the authority	Plan/strategy	Relevant policies
			<p>criteria can be met:</p> <ul style="list-style-type: none"> i) Proposals for development in Zones 2, 3 and 4 are accompanied by an appropriate ground stability report prepared by a suitably qualified and experienced engineer demonstrating that the development can be carried out safely, including any mitigation and stabilisation measures necessary to ensure there would be no adverse effect on slope stability both on and surrounding the site and beyond. ii) Development in Zone 3 comprising regularly occupied premises will not be permitted unless there are no suitable alternative sites in lower hazard Slope Instability Zones. iii) Development in Zone 4 will not be permitted unless it is essential transport and utilities infrastructure that cannot be provided on suitable alternative sites in lower hazard Slope Instability Zones. <p>Policy ET10: Development of New Camping, Caravan or Chalet Sites</p> <p>The development of new camping, caravan or chalet sites will be permitted provided that the proposed development:</p> <ul style="list-style-type: none"> i) is outside the Heritage Coast; ii) would not, either on its own or cumulatively in combination with other established or proposed sites in the vicinity, harm the landscape character or rural amenity of the countryside and resident population; iii) is conveniently and well located in relation to an adequate road system which can accommodate the traffic generated; and

Local Authority	Pathfinder community(ies) within the authority	Plan/strategy	Relevant policies
		<p>West Dorset Core Strategy Issues and Options Paper (July 2007)</p> <p>*Note that West Dorset is a vanguard authority, piloting the new Neighbourhood Planning System. As such, the progression of the LDF is currently on hold.</p>	<p>iv) where possible has convenient access to frequent public transport services.</p> <p>None.</p>
<p>Weymouth and Portland Borough Council</p>	<p>Preston Beach Road, Weymouth</p>	<p>Weymouth and Portland Adopted Local Plan (2005)</p>	<p>No relevant policies saved.</p>
		<p>Weymouth and Portland Core Strategy Draft Submission Document (November 2010)</p>	<p>Policy EN4: Mitigating and adapting to flood risk and coastal erosion</p> <p>Proposals for development in areas identified as vulnerable to flood risk and coastal erosion will need to:</p> <ul style="list-style-type: none"> • Demonstrate that they have had regard to the Shoreline Management Plan and the recommendations of the Strategic Flood Risk Assessment

Local Authority	Pathfinder community(ies) within the authority	Plan/strategy	Relevant policies
			<ul style="list-style-type: none"> • Provide appropriate levels of protection from erosion or flooding for the assets of the area, or establish the means by which the social, economic and environmental consequences of erosion or flooding are to be remedied; and • Demonstrate that means of access and egress are achievable. <p>Where development provides a coast or flood defence, an adequate corridor should be made available to allow for its future maintenance, upgrading or replacement. Applications that seek an intensification of use in flood risk areas will not be supported.</p> <p>Applicants for time-limited planning permissions shall provide evidence that the development is not threatened by erosion or flooding during the life of the development. Planning consents will be conditioned to remove permitted development rights.</p> <p>Policy TC3: Extending the town centre northwards and westwards</p> <p>To provide for future retail, culture, leisure and commercial needs, it is proposed to extend Weymouth town centre westwards and northwards towards the inner harbour and the swannery by developing on under-utilised and underdeveloped land, including surface level car parks on land adjacent to the water in these areas. Development must ensure clear and convenient public access to the water's edge and, where appropriate, deliver active ground flood uses that ensure a vibrant and interesting sense of place during the day and 'after dark' (policy CM2).</p>
Purbeck District	North Swanage	Purbeck Local Plan (final edition)	<p>Policy AH1: Development at Risk from Ground Instability</p> <p>Development that may be subject to ground instability or potential instability will not</p>

Local Authority	Pathfinder community(ies) within the authority	Plan/strategy	Relevant policies
Council		2004)	be permitted unless it can be demonstrated that the site is stable or would be made stable, and that the development is unlikely to trigger erosion, landsliding or subsidence within or beyond the boundaries of the site.
		Purbeck Core Strategy Pre-Submission Consultation (November 2010)	<p>Policy CE: Coastal Erosion</p> <p>Unstable coastal land is often the result of the geology and hydrology of the coastline, predicted rising sea levels and changing management practices. It is important to ensure that new development is not at risk of subsidence or aggravating existing coastal instability. Therefore:</p> <ul style="list-style-type: none"> • New residential development will not be permitted in the coastal erosion risk zones, as identified in the Shoreline Management Plan. • New residential development within 400 metres of the coastline is required to demonstrate how water can be discharged without having an adverse effect upon the stability of nearby cliffs. This may preclude the use of soakaways. <p>Identification of Coastal Change Management Areas will require further geological investigation and consideration through the Site Allocations Plan.</p>

