

Purbeck Local Plan

Coastal Change Management Areas
evidence paper October 2018



Thriving communities in balance
with the natural environment

Executive summary

This paper summarises the evidence which supports planning Policy E6 in the Purbeck Local Plan. It explains how coastal change management areas (CCMAs) were identified in Purbeck and how the Council interpreted national planning policy and guidance.

Contents

| | |
|----------------------------------------------------------------------------------------------------------------------|----------|
| Executive summary | 1 |
| Introduction | 3 |
| Defining CCMA's | 4 |
| Method | 4 |
| Developing a local policy | 6 |
| What development will be appropriate in CCMA's? | 6 |
| Making provision for development and infrastructure that needs to be relocated away from CCMA's | 6 |
| Conclusion and recommendations..... | 8 |
| Glossary..... | 9 |

Introduction

1. Paragraphs 167-169 of the National Planning Policy Framework (NPPF) invites those councils in coastal areas to identify any areas which are likely to be affected by physical changes to the coast as coastal change management areas (CCMAs). The glossary of the NPPF defines a CCMA as:

‘An area identified in plans as likely to be affected by physical change to the shoreline through erosion, coastal landslip, permanent inundation or coastal accretion.’
2. The South Devon & Dorset Shoreline Management Plan (SMP) Review (2011)¹ and the Poole and Christchurch Bays SMP Review (2011)² identify the sections of the District’s coastline which are likely to be affected by coastal change. The Council has used the evidence presented in SMPs to identify CCMAs.
3. The NPPF also states that Councils should:
 - be clear as to what development will be appropriate in such areas and in what circumstances; and
 - make provision for development and infrastructure that needs to be relocated away from Coastal Change Management Areas. (Paragraph 167)
4. This evidence paper outlines the Council’s approach to identifying CCMAs and considerations that were taken into account when preparing ‘Policy E6: Coastal change management areas’ in the Purbeck Local Plan.

¹ <http://www.sdadcag.org.uk/docs/html/frameset.htm>

² <http://www.twobays.net/smp2.htm>

Defining CCMA's

Method

5. Planning Practice Guidance (NPPG)³ provides details about how councils should approach defining CCMA's. The guidance says that councils should demonstrate they have considered SMPs, which should provide the primary source of evidence.
6. The South Devon & Dorset and the Poole and Christchurch Bays SMPs⁴ show indicative erosion zones to 2025, 2055 and 2105. Taking account of environmental impacts, land use and population / human health, SMPs make policy recommendations for future management of the coastline. These policy recommendations include:
 - Hold the line: Maintain or change the level of protection provided by defences in their present location.
 - Advance the line: Build new defences on the seaward side of the existing defence line to reclaim land.
 - Managed realignment: Allowing the shoreline position to move backwards (or forwards) with management to control or limit movement.
 - No active intervention: A decision not to invest in providing or maintaining defences.
7. NPPG states that CCMA's should only be defined where rates of shoreline change are significant over the next 100 years, taking account of climate change. They will not need to be defined where the accepted shoreline management plan (SMP) policy is to hold the line (maintain existing defences) or advance the line (build new defences)⁵ for the whole period covered by the plan, provided there is evidence of how this may be secured.
8. The coastal change zones in the SMPs are influenced by geology, drainage, historical recession and stability. Owing to this range of factors and length of timeline, the zones do not provide absolute certainty, but are currently the best indicators of coastal change in the short, medium and long term.
9. The Council has:
 - Used the indicative / predictive erosion zones in the SMP to identify CCMA's.
 - Not been able to obtain evidence to demonstrate that policy recommendations to hold or advance the line in SMPs will be secured over their lifetime.
10. The Council's CCMA's do not distinguish between the three time horizons. The CCMA in the Purbeck Local Plan combine all of the land from each of the time horizons (to 2025, 2055 and 2105 which the shoreline management plans

³ <http://planningguidance.planningportal.gov.uk/blog/guidance/flood-risk-and-coastal-change/>

⁴ See http://www.sdadcag.org/docs/SMP/Policy_Statements/01.pdf and http://www.twobays.net/SMP2%20Final/Appendices/C3_EROSION_MAPPING_reformatted.pdf

⁵ Ref ID: 7-072-20140306

indicate will be affected by coastal change) into a single zone. Purbeck's CCMA's are identified on the Purbeck Local Plan Policies Map.

Developing a local policy

What development will be appropriate in CCMA's?

11. NPPG⁶ says that essential infrastructure may be permitted in a CCMA, provided there are clear plans to manage the impacts of coastal change on it, and it will not have an adverse impact on rates of coastal change elsewhere. This will include Ministry of Defence installations.
12. For other types of development, the NPPG has a short, medium and long term split. The short term is deemed to be up to 20 years and includes a limited range of development linked to the coast, such as beach huts, cafes/tea rooms, car parks and sites used for holiday or short-let caravans and camping. All would have to have time-limited planning permissions.
13. NPPG states that in the medium (20-50 years) to long term (up to 100 years), some time-limited development, such as hotels, shops, office or leisure activities with substantial social and economic benefits to the community, may be appropriate. Other key community infrastructure may be appropriate, provided it can be demonstrated that it has to be located within the CCMA and there are clear, costed plans to manage the impact of coastal change and the service it provides. The NPPG is clear in stating that new residential development will not be appropriate within a CCMA.
14. The Council has followed the prescriptive guidance in NPPG on essential infrastructure, Ministry of Defence installations and new homes in CCMA's. The Council's policy is presented in the environment chapter of the Purbeck Local Plan as 'Policy E6: Coastal change management areas'.
15. The guidance in NPPG relating to the suitability of other development within CCMA's is less prescriptive. In order to assess whether other development might be appropriate NPPG suggests that councils should take account of:
 - Whether the risks from coastal change are short / medium / long term.
 - The nature of the development (e.g. does the development require a coastal location).
 - Wider benefits (e.g. will the development deliver wider economic and social benefits).
16. Policy E6 in the Purbeck Local Plan requires applicants to prepare a vulnerability assessment to allow the Council to determine whether their development would be appropriate.

Making provision for development and infrastructure that needs to be relocated away from CCMA's

17. The NPPG⁷ advises that it may be appropriate for local plans to formally allocate land for the relocation of development and habitat affected by coastal change. There are several buildings / existing uses, particularly in Swanage, within the CCMA's. The Council has not sought to make allocations for this

⁶ Ref ID: 7-073-20140306

⁷ Ref ID: 7-076-20140306

development because most of these properties are not likely to be at risk from coastal change over the life time of the Purbeck Local Plan (up to 2034) and because of the small numbers of buildings / existing uses involved. The Council's policy includes a contingency which allows development to relocate subject to a case by case assessment if the coastline erodes more quickly than anticipated.

Permitted development

18. Permitted development is development that does not require planning permission. The NPPG⁸ advises councils to consider revoking permitted development rights for extensions and alterations that are likely to result in an increase in the scale of property and number of occupants at risk from coastal change in the short term (i.e. next 20 years). This would mean that proposals which would have previously not required planning permission would be assessed Policy E6.
19. There are no properties at short term risk from coastal change over the next 20 years – for these reasons the Council has not considered any Article 4 directions as part of the Purbeck Local Plan. This matter will need to be re-considered as part of the preparation and drafting of subsequent plans.

⁸ Ref ID: 7-077-20140306

Conclusion and recommendations

20. This evidence paper explains how the Council has interpreted relevant national planning policy and guidance to identify CCMAAs and prepare a planning policy for the Purbeck Local Plan.

Glossary

CCMA – coastal change management area

NPPF – National Planning Policy Framework

PLP1 – Purbeck Local Plan Part 1

NPPG – National Planning Practice Guidance

SMP – shoreline management plan