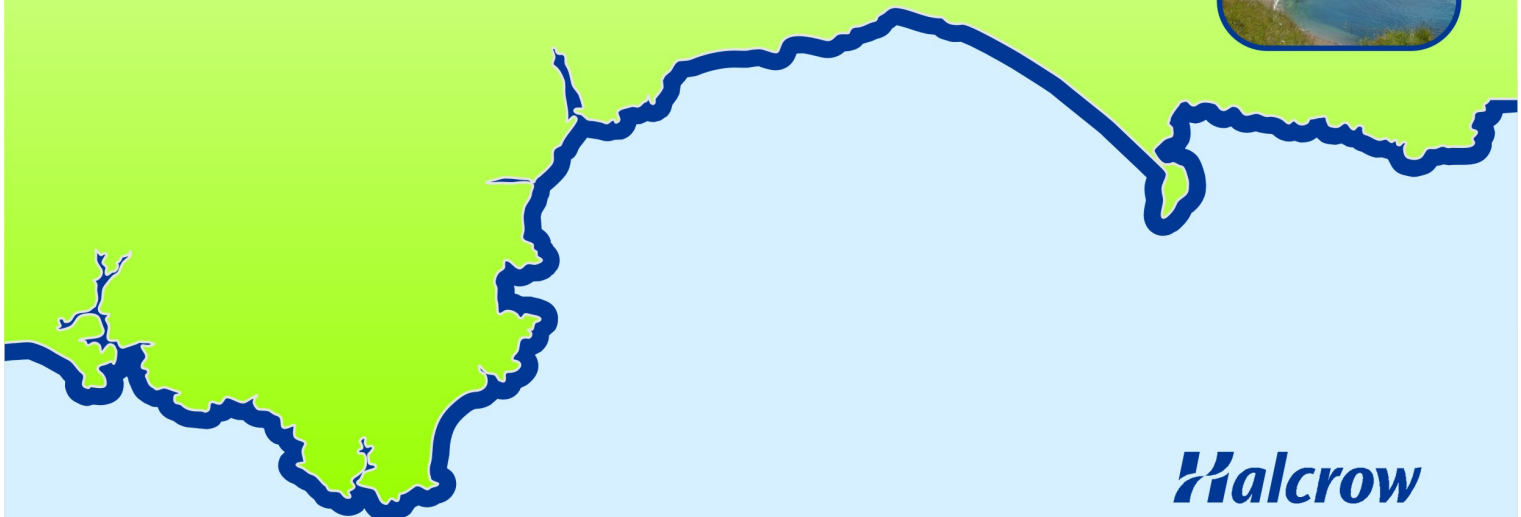


South Devon and Dorset Coastal
Advisory Group (SDADCAG)

Shoreline Management Plan Review (SMP2)
Durlston Head to Rame Head

Shoreline Management Plan (Final)
June 2011



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J – APPROPRIATE ASSESSMENT

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L – METADATA AND BIBLIOGRAPHIC DATABASES

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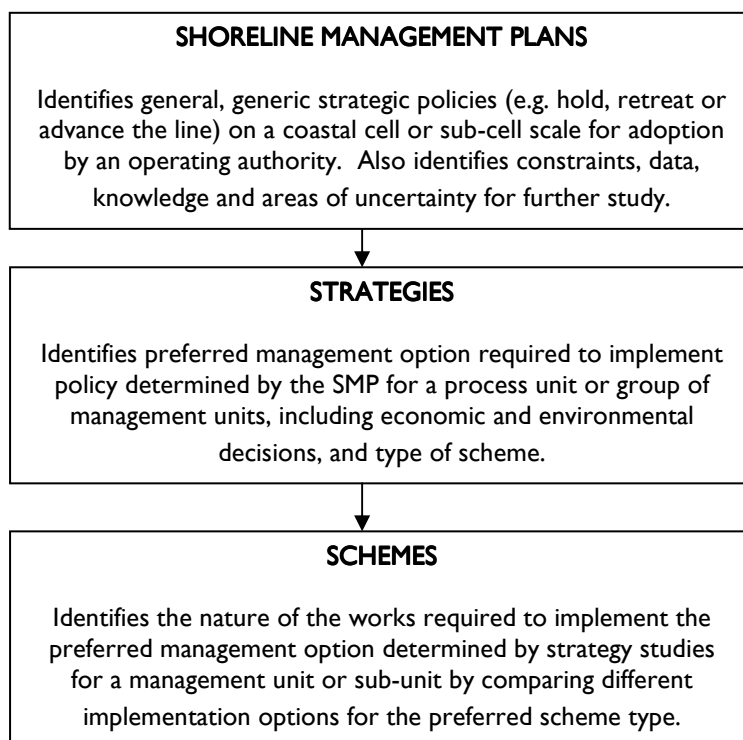
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I Introduction

I.1 The Shoreline Management Plan

A Shoreline Management Plan (SMP) provides a large-scale assessment of the risks associated with coastal evolution. It includes a policy framework to address these risks in a sustainable manner with respect to people and the developed, historic and natural environment. In doing so, an SMP is a high-level document that forms an important part of the Department for Environment, Food and Rural Affairs (Defra) strategy for flood and coastal defence (Defra, 2001). The SMP provide the policy framework from which more detailed strategies and schemes are developed to identify the best way of implementing policy. Figure 1.1 shows where SMP sits in terms of the overall context of flood and coastal erosion risk management in the UK.

Figure 1.1 *Stages in Implementing UK Coastal Management Policy and Legislation (adapted from Atkins 2004 and Defra 2001)*



This document provides the first revision to both the original Portland Bill to Durlston Head SMP and Portland Bill to Rame Head (Lyme Bay and South Devon) SMP, both of which were adopted in 1998. This change in extent between the first SMP and this SMP revision is in recognition of the potential for a breach of Chesil Beach from Lyme Bay through to Portland Harbour. To take account of this potential linkage the two previous SMPs are considered as one SMP in this revision.

Figure 1.2 shows the area covered by the South Devon and Dorset SMP whilst Figures 1.3a to 1.3e show the location of policy units along the SMP frontage.

The structure of the SMP documents, and how they relate to each other, is summarised in the flow chart below. Further details of this structure are provided in **Section 1.2**.

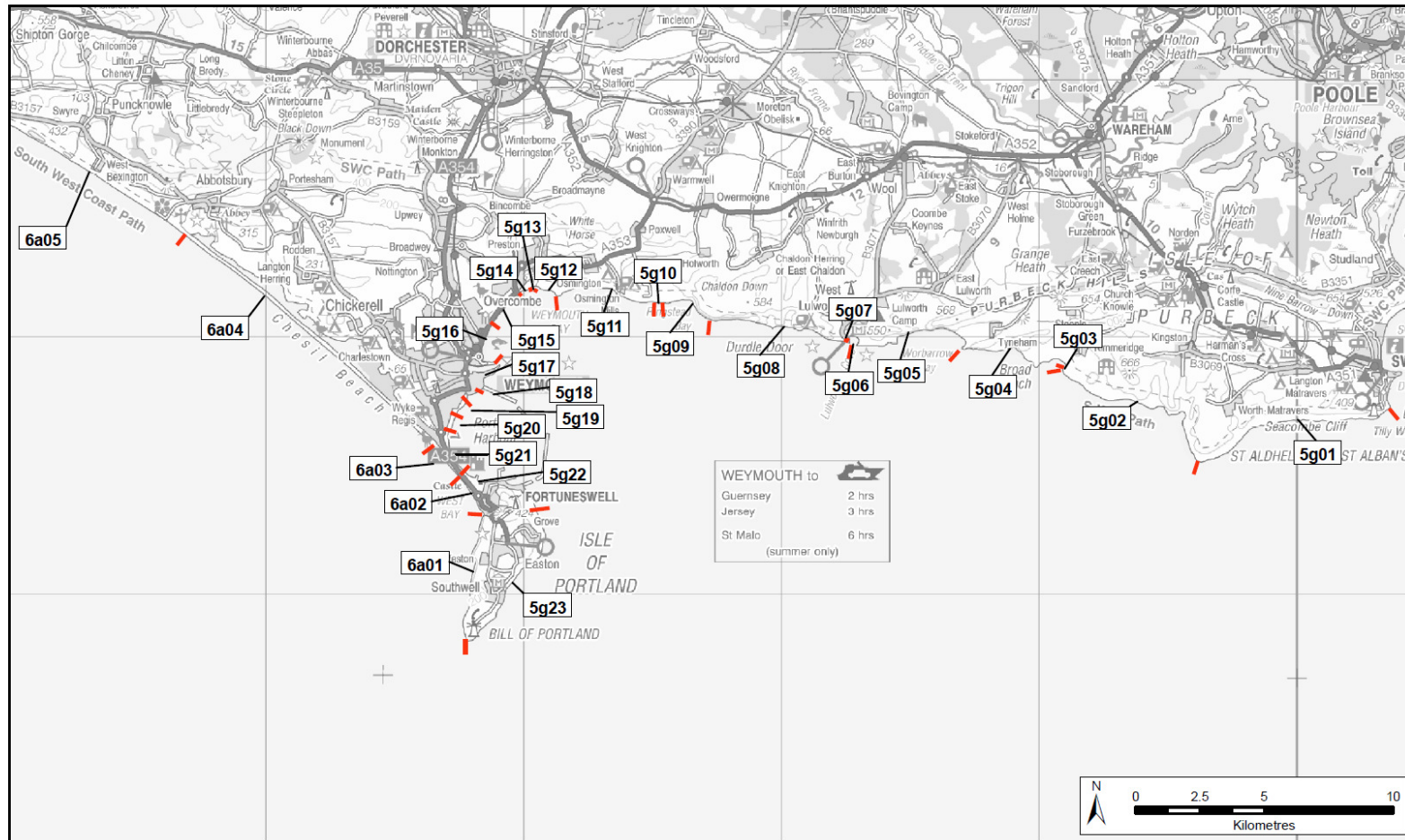


Durlston Head to Rame Head Shoreline Management Plan Review
Figure 1.2 - Location of South Devon and Dorset SMP2

— SMP Extent

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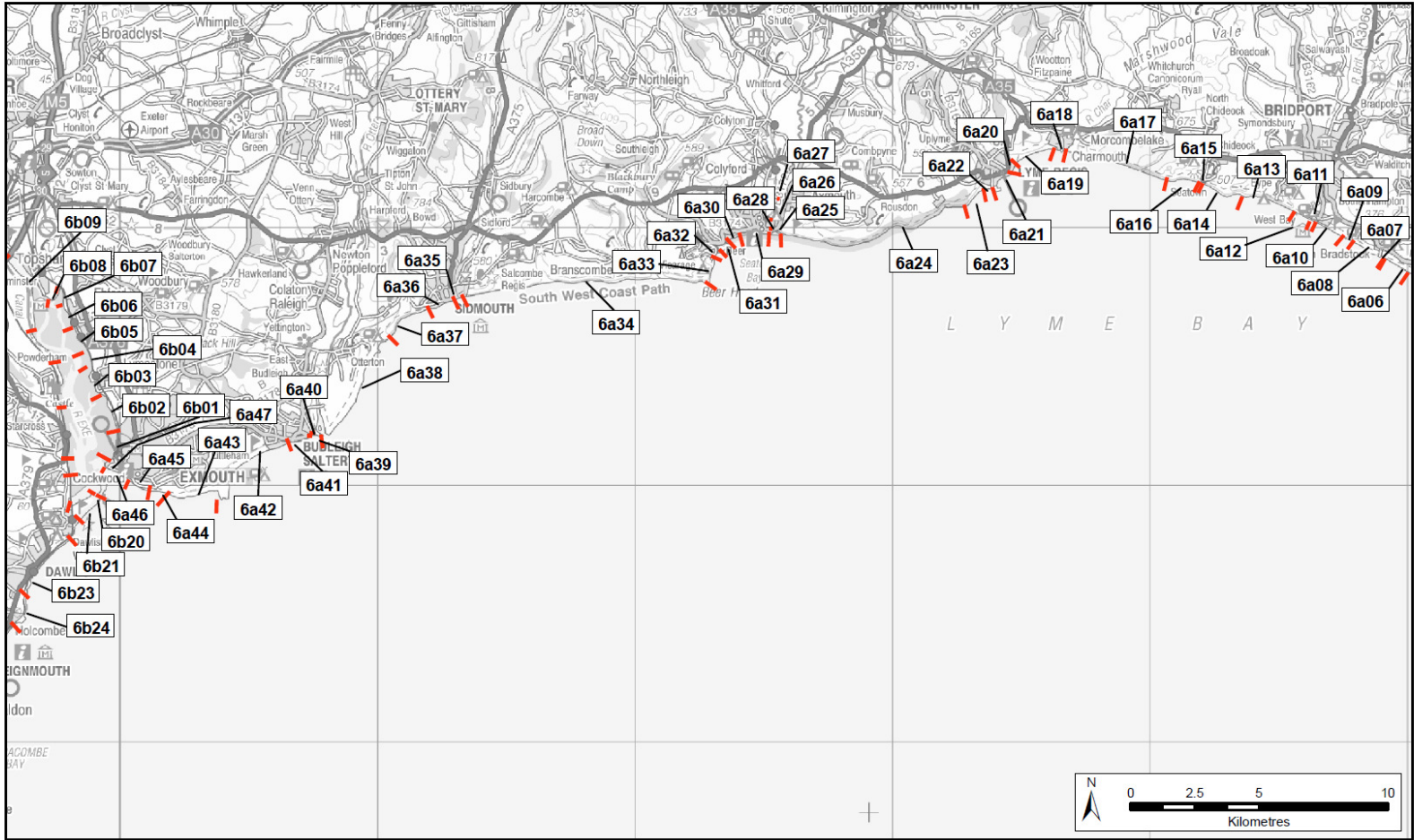


Durlston Head to Rame Head Shoreline Management Plan Review
Figure 1.3a - Overview Map (1 of 5)

— Policy Unit Boundary

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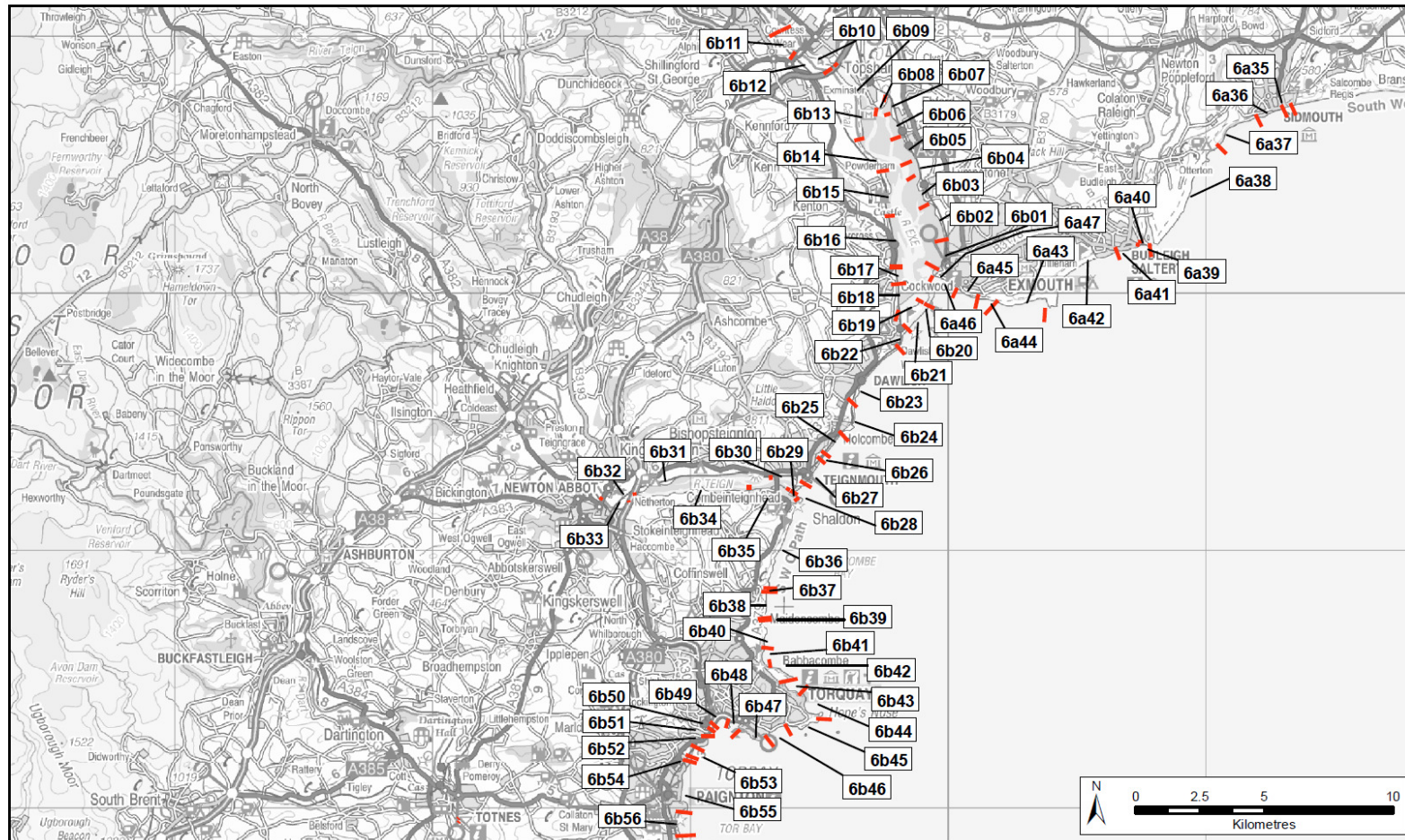


Durlston Head to Rame Head Shoreline Management Plan Review
Figure 1.3b - Overview Map (2 of 5)

— Policy Unit Boundary

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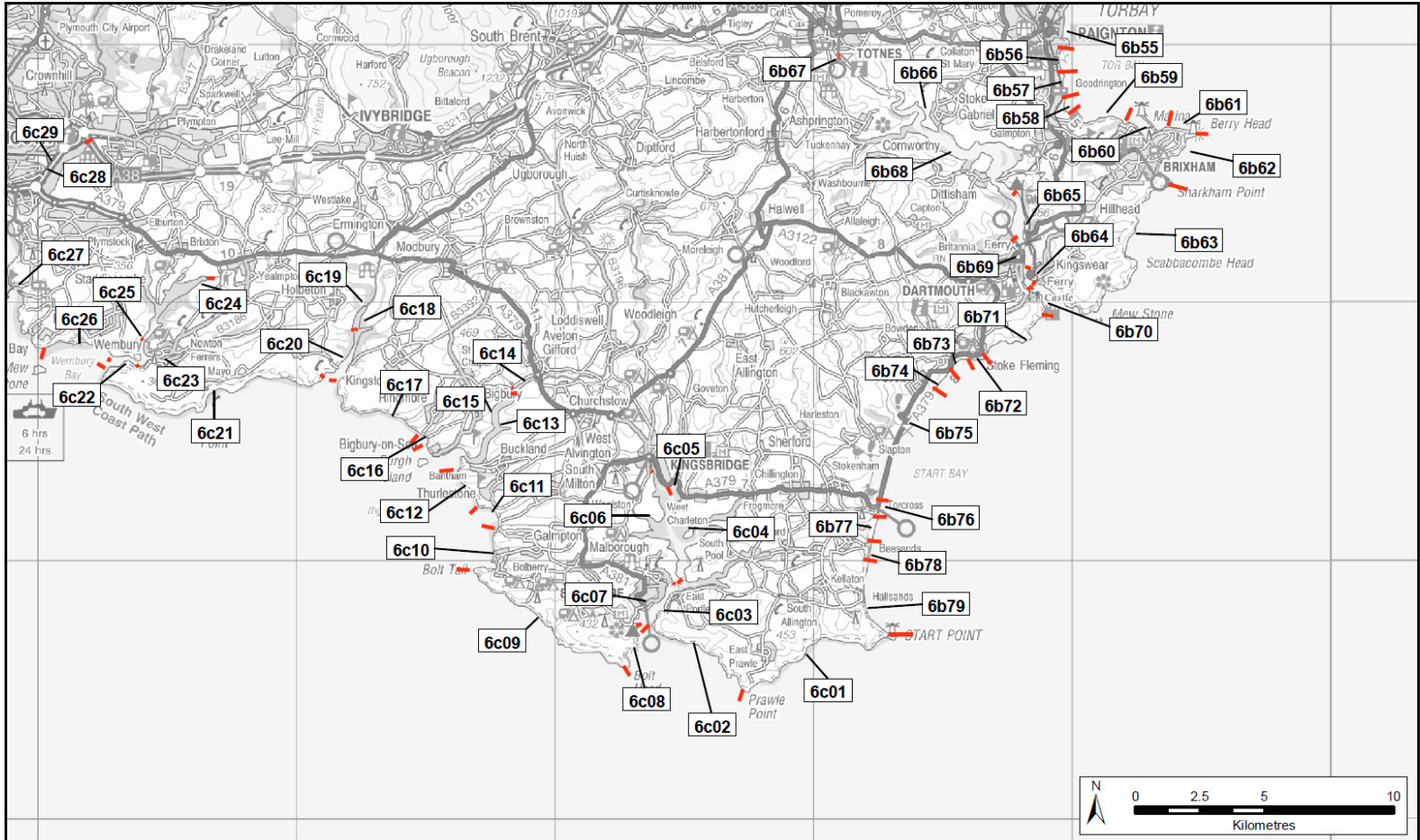


Durlston Head to Rame Head Shoreline Management Plan Review
Figure 1.3c - Overview Map (3 of 5)

— Policy Unit Boundary

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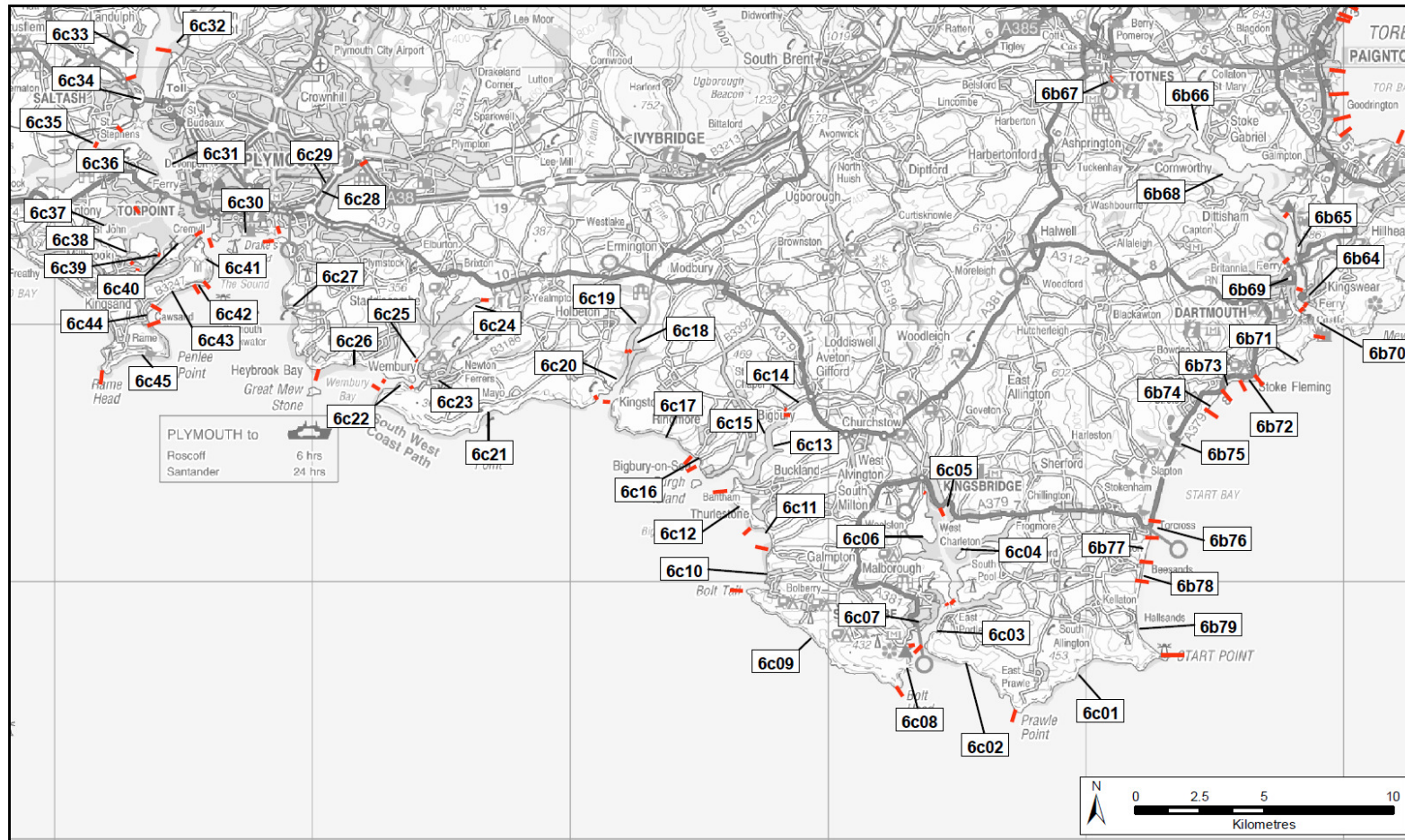


Durlston Head to Rame Head Shoreline Management Plan Review
Figure 1.3d - Overview Map (4 of 5)

— Policy Unit Boundary

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Durlston Head to Rame Head Shoreline Management Plan Review
Figure 1.3e - Overview Map (5 of 5)

— Policy Unit Boundary

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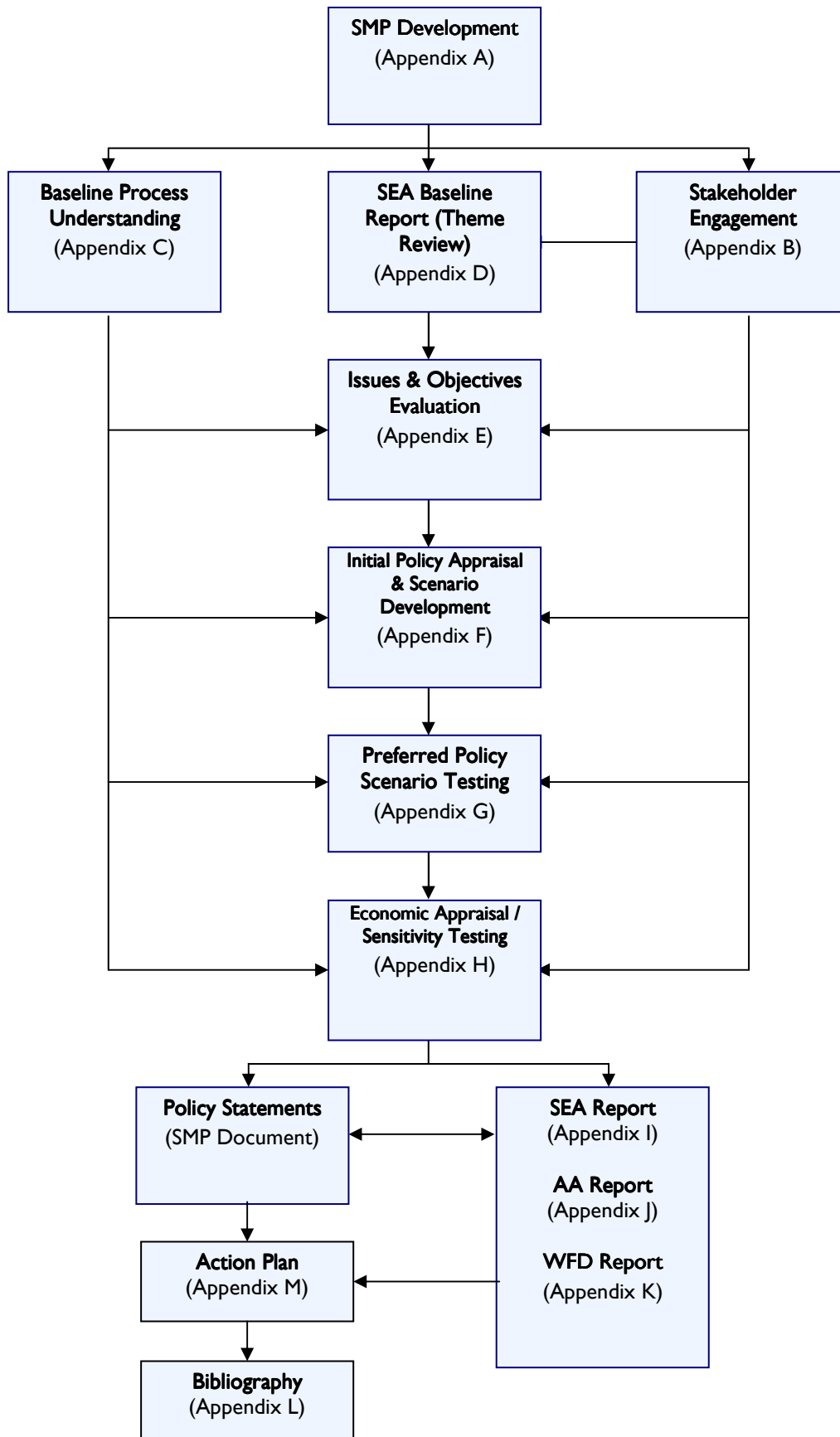


Figure 1.4 Flow chart showing how the SMP documents are structured

1.1.1 Guiding Principles

The SMP is a non-statutory policy document for coastal flood and erosion risk management planning. It takes account of other existing planning initiatives and legislative requirements, and is intended to inform wider strategic planning¹. The SMP does not set policy for anything other than coastal defence management.

The SMP promotes management policies for the coastline into the 22nd Century, to achieve long term objectives, while being technically sustainable, environmentally acceptable and economically viable. It is, however, recognised that given the differences between short and long term objectives, changes to management policy in the short term may be unacceptable. Thus, the SMP provides an approach for meeting objectives through appropriate management change, i.e. a 'route map' for decision makers to move from the present situation towards the future.

The policies that comprise this Plan have been defined through the development and review of shoreline management objectives, representing both the immediate and longer term requirements of stakeholders, for all aspects of the coastal environment. Together with a thorough understanding of the coastal processes operating on the shoreline and also processes within the estuaries that are also covered by the Plan, these objectives provide a thorough basis upon which to appraise the benefits and impacts of alternative policies, both locally and Plan area wide. In this way, the selection of policy takes equal account of all relevant features in identifying the best sustainable management solutions.

There were two original SMPs that are now covered by this South Devon and Dorset SMP2. These covered the (1) Portland Bill to Durlston Head, and (2) Portland Bill to Rame Head (Lyme Bay and South Devon) coastline (identified as coastal process sub-cells 5g, 6a, 6b and 6c in a 1994 study for MAFF, now Defra) as part of a series of SMPs covering the whole of England and Wales. Since that time many lessons have been learned. Reviews funded by Defra (2001, 2003) have examined the strengths and weaknesses of various Plans and revised guidance has been issued. Some of this guidance is targeted at achieving greater consistency in the assessments and presentation of these Plans, but there are more fundamental issues that have been identified, which this and other SMPs must address.

¹ The planning reforms under the Planning and Compulsory Purchase Act 2004 identify a requirement for Regional Spatial Strategies (the new regional level statutory planning document) and Local Development Documents (the new local level statutory planning document). These are required to contribute to the achievement of sustainable development and are supported by a range of government planning policy advice and guidance, in particular Planning Policy Statements (PPSs) and their predecessors Planning Policy Guidance Notes (PPGs). This advice and guidance shapes and directs planning at the regional and local level. Under the Act, Regional Planning Guidance for the South-West (RPG10) is being replaced by the South West Regional Spatial Strategy (RSS), the draft of which was approved by the Regional Assembly and submitted to the minister in April 2006. The South West RSS recognises the need for an integrated approach to managing the coastal zone, recognising the links between the natural and historic environment, social, recreational and economic value of the coastal area, and flood and erosion risk management. Policies CO1: Defining the Coastal Zone, CO2: Coastal Planning, FI: Flood Risk are relevant, with Policy CO1 presuming against development of the undeveloped coast, and Policy CO2 advocating a sustainable, and consistent cross-border approach to coastal planning and management. These policies require local planning authorities to take account of SMPs both during the preparation of their Local Development Documents and in the determination of planning applications. The final RSS was due for publication in the Summer of 2009. **It should be noted that on 6th July 2010 the Secretary of State for Communities and Local Government announced the revocation of regional strategies (including Regional Spatial Strategies) with immediate effect. However, reference to the RSS is retained in this and the other SMP documents for reference as it was a valid planning document during the development and appraisal of policy options for this SMP and was only revoked following completion of the policy appraisal and preferred policy selection process.**

One significant issue is the inappropriateness of certain policies which, when tested in more detail with a view to being implemented, may be found to be unacceptable or impossible to justify either economically or technically. It is therefore important that the SMP is realistic, given known legislation and constraints, both human and natural, and not promise what cannot be delivered. There would be no value in a long term Plan which proposes policies that are driven by short term politics and which cannot be justified once implementation is considered several years in the future. Equally, whilst the affordability of each policy has been considered, its adoption by the local authorities involved does not represent a commitment to fund their implementation. Ultimately, the economic viability of policy implementation must be considered in the context of budgetary constraints (whether private or government funding), and it cannot be guaranteed that budgets will be available for all policies. It is also important to recognise that implementation measures would need to meet the approved and adopted policy set out in the Plan, or it would be extremely unlikely that either funding or planning approval would be granted.

The SMP must also remain flexible enough to adapt to changes in legislation, politics and social attitudes as well as helping to shape them by providing a route map for future change. The SMP therefore considers objectives, policy setting and management requirements for three main epochs; the present day (short term), the medium term and the long term, corresponding broadly to time periods of 0 to 20 years, 20 to 50 years and 50 to 100 years respectively. There is a need to have a long term sustainable vision, which may change with time, but the Plan should demonstrate that defence decisions made today are not detrimental to achievement of that vision.

1.1.2 Objectives

The objectives of the SMP are as follows:

- to define, in general terms, the risks to people and the developed, historic and natural environment as a result of coastal evolution and behaviour within the SMP area over the next century;
- to identify the preferred policies for managing those risks, together with the reasoning behind the choice of those policies;
- to identify the consequences of implementing the preferred policies;
- to inform planners, developers and others of the risks of coastal evolution and of the preferred policies when considering future development of the shoreline, land use changes and wider strategic planning;
- to comply with international and national nature conservation legislation and biodiversity obligations;
- to set out procedures for monitoring the effectiveness of the SMP policies; and
- to highlight areas where knowledge gaps exist.

1.1.3 The SMP policies

The shoreline management policies considered are those defined by Defra (2006):

Hold the existing defence line	maintain or change the level of protection provided by defences in their present location.
Advance the existing defence 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.

1.2 Structure of the SMP

This SMP is the result of numerous studies and assessments performed over a period of time. To cater for the widest readership, the SMP is presented in two parts:

- the Management Plan (this document); and
- a series of supporting documents presented as appendices to the Management Plan.

1.2.1 The Management Plan

The Management Plan sets out the preferred policies for managing the risks of coastal evolution over the next century. It is intended for general readership and is the main tool for communicating intentions. Whilst the justification for decisions is presented, it does not provide all of the information behind the recommendations; this is contained in the supporting documents.

The Management Plan is presented in six parts:

- **Section 1 (this part)** – gives details on the principles, structure and background to its development.
- **Section 2** – presents the basis for meeting the requirements of the EU Council Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment (the Strategic Environmental Assessment Directive).
- **Section 3** – presents the basis for development of the management plan, describing the concepts of sustainable policy and providing an understanding of the constraints and limitations on adopting certain policies.
- **Section 4** – presents a broad overview of the overall vision and long term plan for each larger policy scenario area, discussing their rationale behind the selection of the preferred policies discussed in detail in Section 5, as well as the broad implications and requirements to implement and manage the policies of the SMP.
- **Section 5** – provides a series of statements that give details of how the policies might be implemented and the local implications of these policies in terms of: management activities; property, built assets and land use; landscape; nature conservation; historic environment; and amenity and recreational use.
- **Section 6** – provides an action plan which is a programme for future activities that are required to progress the plan between now and its next review.

Although it is expected that many readers will focus upon the local details in Section 5, it is important to recognise that the SMP is produced for the South Devon and Dorset coast as a whole, considering issues beyond specific locations. Therefore, these statements must be read in the context of the wider-scale issues and policy implications, as reported in Sections 2, 3 and 4 and the appendices to the Plan.

1.2.2 The Supporting Documents

The supporting documents provide all of the background information to the Management Plan. These are provided to ensure that there is clarity in the decision-making process and that the rationale behind the policies being promoted is both transparent and auditable.

This information is largely of a technical nature and is provided in ten parts and two databases.

- **Appendix A: SMP Development:** This reports the history of development of the SMP, describing more fully the policy decision-making process.
- **Appendix B: Stakeholder Engagement:** Stakeholders have had an important role in shaping the plan. All communications from the stakeholder process are provided here, together with information arising from the consultation process.
- **Appendix C: Baseline Process Understanding:** Includes baseline coastal process report, defence assessment, No Active Intervention (NAI) and With Present Management (WPM) process assessments and summarises data used in the assessments.
- **Appendix D: SEA Environmental Baseline Report (Theme Review):** This report identifies and evaluates the environmental features of the coastline (human, natural, historical and landscape) in terms of their significance and how these need to be accommodated by the SMP.
- **Appendix E: Issues & Objective Evaluation:** Provides information on the issues and objectives identified as part of the Plan development, including an appraisal of their importance.
- **Appendix F: Initial Policy Appraisal and Scenario Definition:** The impacts of a range of policy scenarios upon shoreline evolution have been evaluated, which has formed a key part of determining the acceptable sustainable policies and their combination into ‘scenarios’ for testing.
- **Appendix G: Preferred Policy Scenario Testing:** A summary of the assessment and appraisal of the preferred policies, via (i) assessment of shoreline interactions and response against preferred policy; and (ii) assessment and achievement of the objectives against the baseline scenario (No Active Intervention) and the preferred policies. The assessments are based on the findings of Appendices E and F.
- **Appendix H: Economic Appraisal and Sensitivity Testing:** This report provides a high-level assessment of the economic justification of each preferred policy, which is reported in terms of “justified”, “not justified” and “marginal”.
- **Appendix I: Strategic Environmental Assessment Report:** This appendix pulls together the various items undertaken in developing the Plan that specifically relate to the requirements of the EU Council Directive 2001/42/EC (the Strategic Environmental Assessment Directive), such that all of the key information is readily identifiable either within this one document, or in other parts of the SMP documentation (e.g. Appendix D).
- **Appendix J: Appropriate Assessment** – presents the Appropriate Assessment of SMP policy impacts upon European designated sites (Special Protection Areas and Special Areas of Conservation) as well as Ramsar sites, where policies might have a likely significant effect upon these sites. This is carried out in accordance with the Conservation of Habitats and Species Regulations 2010 (the Habitats Regulations).
- **Appendix K: Water Framework Directive Assessment** – presents assessment of potential impacts of SMP policies upon coastal, transitional, freshwater water bodies and groundwater bodies, in accordance with the requirements of EU Council Directive 2000/60/EC (the Water Framework Directive).
- **Appendix L: Meta-database and Bibliographic database:** All supporting information used to develop the SMP is referenced for future examination and retrieval.

- **Appendix M: Action Plan Summary Table:** Presents the Action Plan items included in Section 6 of this document in tabular format for ease of monitoring and reporting action plan progress.

These appendices are presented on a CD provided with the Shoreline Management Plan.

1.3 The Plan Development Process

1.3.1 Revision of the SMP

The original Portland Bill to Durlston Head and Portland Bill to Rame Head (Lyme Bay and South Devon) SMPs were adopted in 1998. Part of the SMP process is to regularly review and update the SMPs, as necessary, taking account of new information and knowledge gained in the interim. This is the first revision of these two plans, which for the purpose of this SMP, has combined the two original SMP areas into one, based upon recommendations made by Defra (2006), and has taken account of:

- latest studies (e.g. Futurecoast (Halcrow, 2002), various reports on climate change (e.g. UKCIP02²), Risk Assessment of Coastal Erosion (RACE)) and mapping (e.g. Environment Agency Flood Zone Mapping)³ and emerging National Coastal Erosion Risk Mapping;
- issues identified by most recent defence planning (i.e. coastal defence studies and schemes that cover parts of the SMP area undertaken since completion of the original SMP, including, but not limited to, the Exe Estuary Coastal Management Study; Slaptonline Coastal Zone Management Study, West Bay Harbour Improvement Scheme, Portland Harbour North-West Shore Strategic Study, and EA South Wessex Beach Management Plans);
- changes in legislation such as the EU Habitats and Birds Directives and the Marine and Coastal Access Act 2009.
- changes in national defence planning requirements (e.g. the need to consider 100 year timescales in future planning, modifications to economic evaluation criteria, etc.); and
- the results of coastal monitoring activities.

Further reviews will be carried out in future years, when deemed necessary. Future reviews may include changes to policies, particularly in light of more detailed studies of the coastline.

This plan does not account for proposed future developments, only those that were constructed or were being progressed during the time that the SMP was being developed. At the time of writing, there are a number of proposed developments for the South Devon and Dorset frontage that have been considered in developing policies, including:

- Within Portland Harbour, there is a new 600 berth marina being constructed along with land-based commercial property associated with the National Sailing Academy at Osprey Quay in preparation for the 2012 Olympic Games, for which Weymouth and Portland will be hosting the sailing events;
- Also within Portland Harbour, new residential apartments are being constructed. This development again being linked to the 2012 Olympic Games;
- At Weymouth, there are proposals to construct a marina extending out into Weymouth Bay from the present north harbour arm;

² The latest UKCIP report was not available at the time of reporting.

³ Please note 2008 flood zone data has been used during the development of this plan. The Environment Agency continually updates the flood map plans. To see the latest, please go to www.environment-agency.gov.uk

- Construction of a gas storage facility at Portland, which will require defences where the proposed pipeline makes landfall;
- Extension of Brixham harbour breakwater to facilitate development in this part of Tor Bay;
- Redevelopment and regeneration of the East End Waterfront in Plymouth (Coxside and Cattedown area).

The potential impacts that these developments will have on the coastline will be examined in the next review of the SMP. However, this does not stop these proceeding ahead of the next SMP review if it can be shown that they are sustainable and do not have adverse impacts on the adjacent sections of coastline.

1.3.2 Production of the SMP2 Review

Development of this revision of the SMP has been led by a client steering group comprising selected members of the South Devon and Dorset Coastal Advisory Group, including technical officers and representatives from Teignbridge District Council, Weymouth & Portland Borough Council, West Dorset District Council, Devon County Council, Dorset County Council, the Environment Agency, English Heritage, the National Trust and Natural England.

The SMP process has involved approximately 750 stakeholders, whose views sought throughout the process and who were kept informed of the SMP review. Many of these stakeholders participated at key decision-making points throughout the process via Key Stakeholder Forums (KSF). A number of rounds of KSF meetings have been held to help to identify and understand the issues, review the objectives and set direction for appropriate management scenarios, and to review and comment upon the preferred plan policies.

The SMP is based upon information gathered largely between October 2007 and December 2008, provided by numerous parties contacted during this period.

The main activities in producing the SMP have been:

- development and analysis of issues and objectives for various locations, assets and themes;
- thematic reviews, reporting upon human, historic and natural environmental features and issues, and evaluating these to determine the relative importance of objectives;
- analysis of coastal and estuarine processes and evolution for baseline cases of not defending and continuing to defend the coastline as at present;
- agreement of objectives with the Key Stakeholders, to determine possible policy scenarios;
- development of policy scenarios based on key objectives and primary drivers (identified and developed through discussion with the Key Stakeholders) for sections of the frontage;
- examination of the coastal evolution in response to these scenarios and assessment of the implications for the human, historic and natural environment;
- determination of the preferred plan and policies through review with the South Devon and Dorset Coastal Advisory Group, prior to compiling the SMP document;
- consultation on the proposed plan and policies;
- consideration of consultation responses and finalisation of the SMP for formal adoption; and
- adoption of the SMP by the local authorities and dissemination.