

## Appendix B

# COASTWISE

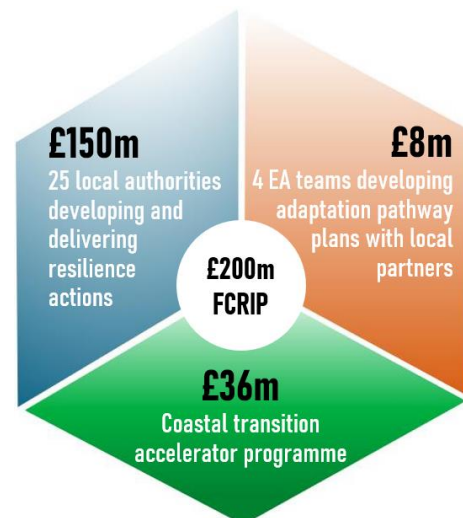
## North Norfolk's Coastal Transition Accelerator Programme

### Outline Business Case - Executive Summary

#### Strategic Case

Climate change is affecting all of us and coastal communities are at risk of being at the forefront of a changing landscape due to sea level rise and weather pattern changes accelerating the risk of coastal erosion. The government policy statement on flooding and coastal erosion, published on 14 July 2020, sets out the government's long-term ambition to create a nation more resilient to future flood and coastal erosion risk. Alongside the policy statement, the EA published its new National Flood and Coastal Erosion Risk Management Strategy for England, which is also focussed on improving overall resilience to flooding and coastal change, adapting to climate change and provides a framework to guide the activities of those involved in flood and coastal erosion risk management.

The Flood and Coast Resilience Innovation Programme was established which is already exploring innovative actions to improve resilience for flood and coastal erosion risks in 25 local areas across England, supported by the Environment Agency. In line with government's Flood and Coastal Erosion Policy Statement and the EA's national strategy, a further element to the wider programme will be trialled, which will focus on support to communities in the form of a targeted 'coastal transition accelerator programme (CTAP)' as part of the £200m FCRIP funding.



As the risks of erosion are expected to increase and accelerate as a result of climate change, action needs to be taken now to explore how local authorities can best support those residing, working and utilising coastal areas that cannot be defended in the long term, to transition away from those areas at highest risk. The two local authorities selected for the initial phase of this Programme were East Riding of Yorkshire and North Norfolk. These two locations were selected as they have the highest erosion rates in England and by comparison to other areas, larger number of properties at risk. The Coastal Transition Accelerator programme in North Norfolk is called Coastwise.

#### The North Norfolk CTAP - Coastwise

From 2022 to 2027 North Norfolk District Council (NNDC) will collaborate with residents and businesses to prepare and plan for the long term. There will be some immediate adaptation actions that support the long-term resilience of communities near the coast, and these could include:

- **Rolling back property and facilities** at immediate risk of coast erosion.
- **Improving and replacing damaged community infrastructure**, such as beach access or coastal transport links and replacing public or community owned buildings in areas at risk with removable, modular, or other innovative buildings.
- **Repurposing land** in coastal erosion zones for different uses such as temporary car parks and restoring and creating habitats.
- Working with the finance and property sectors to explore **innovative finance or funding mechanisms** to help move communities away from rapidly eroding areas, for instance schemes to incentivise the relocation of at-risk infrastructure for businesses and homeowners.
- Using the **local planning system** so it supports and facilitates managed transition of existing development, enables new adaptable development where it is appropriate and restricts unsustainable development in areas at risk from coastal erosion.

## Our Outputs

Coastwise will produce five key outputs:

1. **A North Norfolk Strategic Coastal Transition Plan.** Through the co-creation of local transition sub-plans, the plan will by its nature be embedded in strategic and local initiatives. By project end, the plan will have become an evolving delivery framework for preparing local communities, individuals, businesses, and infrastructure providers for transition.
2. **A Transition Manual**, defining a recommended methodology and approach to support the development of strategic and place-based/sector transition sub-plans. The manual will be aligned with strategic plans and local policy/frameworks, which facilitate the delivery of transition through a Local Authority governance and operations structure.
3. Development and delivery of **Innovative Practical Actions** and support options which are tested and evaluated. Opportunities will be identified, developed and tested for initial practical transition activities to meet some of the immediate needs posed by local coastal change. Actions will also be developed for areas at longer term risk, with a strong link to sustainable development planning and transition funding/finance mechanisms.
4. **National Coastal Transition Hub.** The North Norfolk CTAP will systematically document, evaluate and share the evidence and learning developed through a range of engaging materials to inform approaches to coastal erosion risk management and local development planning in future and in other locations. This could progress to become a wider 'hub' acting as a central resource for the sharing of transition information and knowledge, supported by or incorporated with the proposed Flood and Coastal Innovation Fund Knowledge Hub.
5. **National Options for Transition.** The North Norfolk CTAP will generate National Options for Coastal Transition for consideration of government. This could include proposals for the embedding of learning and approaches in existing FCERM policy and investment decision-making, innovations in funding and financing transition as well as local development planning policies.

## Our Outcomes

Coastwise will develop and embed a whole coast strategic transition planning approach, which facilitates practical actions to support communities through coastal change. Successful transition away from risk can result in thriving coastal communities, with improved socio-economic opportunities and increased wellbeing. An ability to adapt to coastal change and better resilience will result in sustained community and business confidence, leading to long term economic and

social improvement. It is an aspiration to achieve three key outcomes, following completion of the project:

1. **Prepared and more resilient communities.** Communities in North Norfolk feel that they have a more sustainable future and they know how to seek support which will enable them to begin to transition away from risk.
2. **Supported, resourced and prepared local governance.** NNDC has sufficient resource and capability to appraise, seek funding, facilitate and deliver effective adaptation and transition options with its communities.
3. **Informed national and local policy, strategies, plans and processes** for coastal management. Using our practical experiences, evidence base, gap analysis and evaluation process to inform future development of local and national policy, strategies and processes for the sustainable management of coastal transition.

## Economic Case

The approach to the economic analysis is based on application of the benefits framework developed from the Flood and Coast Resilience and Innovation Programme and applied to CTAP. This approach involves identification of damages associated with value at-risk under the baseline (the Business As Usual case [BAU]), damages avoided and benefits associated with value potential with the project. BAU refers to the situation currently and the impacts on the local population if nothing changed. The with project option refers to the actions under CTAP being implemented and the benefits and damages avoided that would follow under this option. In addition, potential learning benefits have also been identified under the CTAP project as others can learn and develop from the innovative actions and solutions that can be implemented under the project.

The detail of the activities to be developed and completed will be dependent upon investigations and the involvement of communities and/or sectors. As such, and alongside the innovative nature of the programme, it is expected that the exact costs allocations, profiles etc. will vary as the programme is delivered and investigations shape this information. Subsequently, optimism bias has been incorporated into the financial forecasts and a contingency mitigation approach will be adopted. Nevertheless, the project is cost effective, even taking into account the inherent uncertainties surrounding erosion and innovation.

## Our Programme

Four key work packages (supported by a fifth, which focusses on Programme Management and Governance and is not elaborated upon here) form the practical emphasis of Coastwise. The objectives of these are as follows:

### Transition Planning and Approach

The objective of this Work Package is to develop an understanding and approach to co-created, long term sustainable Transition Plan/(s), which are aligned with the trajectory of the Shoreline Management Plan, with communities being integral to this long-term coastal transition planning process. By being embedded in the plan creation process, communities and businesses are most able to shape the actions and more likely to feel a sense of ownership and commitment to the process, momentum and growing future preparedness. The package will also consolidate existing transition knowledge and learning and seek to complete research to fulfil core gaps identified.

## **People, Place and Preparedness**

The objective of this Work Package is to draw together technical and empirical information and present it in a way that is accessible and can help with understanding the issues and assist with exploring solutions. This package will involve stakeholders in exploring the issues and developing local, sector or topic transition plans and shaping further practical actions. It will also develop materials to assist with wider improvements in coastal literacy at all levels.

## **Practical Actions and Support**

The objective of this Work Package is to deliver a set of innovative, practical actions in communities defined by a geographic needs analysis as being ready to benefit from rapidly implemented, innovative transition activities. Early community engagement will be central to the development and delivery of scheme-level transition actions such as roll-back, relocation, repurposing of land and assets, improvements to the resilience of infrastructure, etc., between 2024-27. Potential for longer-term actions will be assessed from planning and consents, and engagement perspectives to lay ground-work for implementation beyond 2027, where appropriate.

## **Funding and Finance**

The objective of this Work Package is to build upon the existing CLIFF Project (Coastal Loss Innovative Funding and Finance) program of work, to investigate wider opportunities beyond CLIFF and consider how such approaches may fit into a framework of funding. Opportunity to test innovative solutions in real world and model scenarios will be undertaken in CTAP. North Norfolk will work with East Riding and the Environment Agency in developing and trialling a shortlist of options and determine whether these options would work, what elements need to be addressed and who may need to be brought on board for coastal transition funding mechanisms to operate. Where appropriate this will link in with other FCRIP projects.

## **Themes**

Three underpinning themes run through each of these work packages. These are critical to ensuring the effectiveness of the project, and so are central in the project evaluation.

- A. Policy Development**
- B. Evidence and Learning**
- C. Stakeholder Engagement**
- D. Carbon/Net Zero**

## **Commercial Case**

The nature of Coastwise is that it is innovative and is seeking new approaches and knowledge generation to assist with informing future local and national activities, policy and funding mechanisms. Coastwise will, through its initiation, development and delivery, need to be flexible in order to procure numerous goods and services, with a variety of contract values, all while utilising differing contract types. As such, (and unlike the commercial case for traditional coastal or flood protection schemes), there is no one identifiable route to market, contract type or risk allocation preference to provide all the needs of the programme. Consequently, as the programme progresses, the project team will identify the most efficient and effective procurement route. Should any procurement routes change during the six-year delivery period, or if new opportunities are identified, these will also be considered.

## Financial Case

The primary funding is from the Environment Agency allocated by government for the Coastal Transition Accelerator Programme. Costs have been derived following workshops with internal stakeholders, external discussions and team programming sessions in order to develop the core framework for areas of activity. This was coupled with development of a Theory of Change to assist with scheme development on programme evaluation. Costs were then allocated utilising knowledge generated from innovative coastal projects from the last 13 years, notably coastal Pathfinder projects and Bacton Sandscaping. It is inherent in such an innovation scheme that there are uncertainties on cost allocation and as such, through robust programme management, funds may be reallocated across the programme based on need. The main programme activities are to be delivered through years 2023-2027, although based on experiences of coastal change programmes it is reasonable to expect elements will continue beyond the intended timeframe.

## Management Case

The Coastwise will work closely with wider community groups, sectors and representatives; led by NNDC. With innovation at the programme core, it will be essential for robust project and programme management to oversee programme development and change processes. The NNDC Project Management Guidance, which has been co-adopted across a number of public sector organisations, will form the framework from which the programme will be delivered. This formal and robust approach to governance has been agreed by NNDC Cabinet. The proposed programme governance structure will fully link into the NNDC reporting structures and Environment Agency Programme governance, whilst also identifying the benefit of external scrutiny alongside topic area and local community insight.

NNDC has significant experience delivering coastal adaptation, as well as transition at a scheme level via previous projects. Subsequently, the project governance structure and proportions have been carefully considered and devised to ensure an adequate framework of resource and internal/external support is proposed to sustain and deliver the Coastwise. Recruitment for full time employees dedicated to each proposed work package is planned. The Project team will be recruited and appointed as the programme develops and is likely to include skills such as communications, community involvement and placemaking specialists. Opportunities to utilise the existing skills and knowledge of existing teams is already being actively investigated alongside the valuable input from partners such as the University of East Anglia and Environment Agency. Internal NNDC departmental input will be secured through commitments at Corporate Leadership Team and Management Team, discussions have already taken place for some teams such as Legal Services to ensure capacity is available. An internal EA project team has been established with accountability for delivery of the Defra and EA objectives relating to the overarching CTAP. This project team will be accountable to the EA Project Sponsor and NNDC Programme Board.

## Our Schedule

The programme has been split into themes, work packages and phases. The themes are cross-cutting and an integral part of each programme action, which will be delivered through five programme phases: discovery, development, delivery, discussion and dissemination. This phasing approach

creates a natural delivery schedule for the actions to which a set of work packages have been allocated. The programme design aligns with the Theory of Change approach which is also guiding the evaluation process for CTAP. The design aims to act as an integrated conceptual framework for impact which brings together the issue context, project objectives, and intended 'end users'.

## **Risk**

Given the innovative nature of the CTAP there is an acceptance that risk tolerance is likely to be higher than usually associated with BAU Flood and Coastal Erosion Risk Management appraisal. Furthermore, some risks are expected to evolve as the programme progresses. Therefore, as the programme details and project team develops, further risk workshops will be held to consider the wider programme and individual project risks. The basis for assessment will be utilising a risk PESTLE (Political, Economic, Social, Technological, Legal, and Environmental) analysis and be scored utilising a project risk matrix. Risks will be managed by the project team and overseen with strategic input and ownership from the Programme Board and Steering Committee.

## **Community Engagement**

Stakeholder and community engagement is a central theme of the Coastwise. Co-creation and collaborative methods will be developed in partnership with the wider communities and interest groups on the coast. This will focus on areas where transition is most needed and there are relatively high levels of readiness within the wider community (where there is a legacy of longer-term engagement due to acute change). In taking this approach, it is intended to enable communities to develop an understanding of the need for coastal transition as an approach and be willing to become involved in steering and shaping the transition process. Therefore, communities and businesses will generate a sense of ownership over the issues and the process, ultimately shaping the future of their communities.

## **Monitoring Evaluation and Learning (MEL) Framework**

Progress will be measured through project level monitoring and evaluation frameworks alongside a Defra led programme level evaluation steered by Theory of Change. The initial Monitoring, Evaluation and Learning Framework (MEL) outlines the proposed structure and methodology for Coastwise. A primary task under the Project Management work package is to develop this framework further, in order to develop a MEL Strategy; begin monitoring in the early phases of the project and embed good evaluative practice.

The evaluation will enable a process to gain a better understanding of the cost-benefits of coastal transition actions and consider what actions work, for whom and in what circumstance. The evaluation approach will also draw out evidence and learning which can be used to influence the future delivery of coastal erosion activities, including the design of future capital spending Programmes. The delivery schedule enables a reflexive approach, ensuring that project level evaluation is integral in the programme structure. This fits with the adaptation pathways and Theory of Change approaches; periodically taking account of progress and active learning to refine activities, to guarantee fit for purpose outputs and outcomes.