

G Definition of issues and objectives

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Annex G1: Risk appraisal

G.1 Introduction

This Appendix provides supporting information for the identification of features and benefits (Task 2.3), together with the setting and evaluation of objectives, i.e. Tasks 2.4 and 2.6. The procedure and activities involved in these tasks is fully explained in Volume 2, whilst this appendix outlines the approaches that could be adopted.

The approach promoted uses the principles of the Quality of Life Assessment (QLA) approach, which was developed jointly by the Countryside Agency, English Nature, English Heritage and the Environment Agency to address environmental issues in decision-making. Further details on the QLA approach can be found at <http://www.countryside.gov.uk/LAR/Landscape/Quality/index.asp>. The focus on the “benefits” or “services” (termed as **benefits** within this guidance) that a feature (e.g. a harbour) contributes to a location, a region or the nation, helps clarify why that feature on the coast may or may not require protection. The understanding of why a feature is important to stakeholders, either locally or nationally, also helps ensure the process is transparent.

It is advocated that a table is used to record the information, to ensure clarity and transparency. The approach places information in a particular format allowing more informed and transparent decisions to be made.

G.2 Use of an issues table

Table G.1 is an example of a table that could be used to record features, issues and benefits. The following guidance is advice on how the table could be completed for each location along the coast.

G.2.1 Explanation of column headings in Table G.1

(a) Feature

This is defined as something tangible that provides a benefit or service to society in one form or another. The feature will relate to the benefit(s) that it provides and SMP Policy will address objectives that relate to a feature.

Examples of aspects that do not constitute a QLA feature include:

- a cliff for supplying sediment to a beach (although the cliff may be a feature if it supports habitats, for example)
- a seawall that protects a residential area (the residential houses are the feature)

All issues and aspirations could then be grouped/ categorised by theme:

- Natural environment

- Housing
- Commercial and agricultural property
- Infrastructure (roads, pipelines etc.)
- Recreation
- Heritage
- Landscape

Table G.1 Example Issues Table

Feature	Issues associated with feature	Affect Policy?	Why is the feature important?	Who benefits?	Objectives
Residential properties	<ul style="list-style-type: none"> ▪ Potential loss of housing through erosion ▪ Devaluation of neighbouring property ▪ Anxiety and stress to owners and occupiers facing loss 	Yes	Homes for people - represents substantial investment for individual property owners	Individual residents, local community	Prevent loss of residential properties to erosion
Commercial properties	<ul style="list-style-type: none"> ▪ Potential loss of businesses through erosion 	Yes	Local economy Community cohesion Investment of individual business owners	Individual owners, local economy, local community and visitors	Prevent loss of commercial properties to erosion
Community facilities	<ul style="list-style-type: none"> ▪ Potential loss of community facilities through erosion 	Yes	Benefit to local residents Community cohesion	Local community	Prevent loss of community facilities to erosion
Recreational and tourist facilities	<ul style="list-style-type: none"> ▪ Potential loss of tourist and recreation sites and accommodation including major attractions, shops, holiday amenities, public open space and promenade 	Yes	Tourism forms the main part of the local economy Sites also of benefit to local residents	Regional and local economies, businesses, residents and tourists	Prevent loss of tourist facilities to erosion
Infrastructure	<ul style="list-style-type: none"> ▪ Potential loss of or damage to services and roads through erosion 	Yes	Services and facilities for the local business and resident communities	Local community	Maintain services to properties
			Transportation linkages within town	Local community	Maintain communication links within town
Lifeboat Station	<ul style="list-style-type: none"> ▪ Potential loss of access ▪ Potential loss of building 	Yes	The lifeboat is a vital part of the RNLI complement of boats providing lifesaving services around the UK coast.	National	Maintain Lifeboat Station in the town
Beach and foreshore	<ul style="list-style-type: none"> ▪ Potential deterioration in condition and appearance of the Blue Flag beach 	Yes	Important recreational feature of the town	Regional users and local community	Maintain a beach suitable for recreation purposes
Offshore fishing grounds	<ul style="list-style-type: none"> ▪ Potential for coastal works to impact upon fishery 	No	Area used extensively by commercial fishermen.	Local fishing economy	-
Martello Tower	<ul style="list-style-type: none"> ▪ Potential threat from flooding and erosion 	Yes	Heritage value, designated as Scheduled Ancient Monuments.	National heritage	Prevent damage to/loss of Martello Tower due to flooding and erosion

(b) Issues associated with feature

This should identify all issues associated with that feature. Issues may occur where either a feature is at risk from flooding or erosion or where management intervention could impact upon a feature.

(c) Affect Policy?

It is important at this stage to determine whether the feature and its associated issues affect policy are of direct relevance to. Although an issue may be deemed to be of flood and coastal defence management relevance, it may still not affect policy e.g. offshore dredging or offshore fisheries. Therefore it may not be necessary to undertake further analysis for this issue. If it is deemed to be of a more coastal zone management issue (i.e. can not be addressed through the SMP process, such as Integrated Coastal Zone Management, Land Planning, Minerals Planning issues) then an appropriate summary reason could be given in the matrix.

(d) Why is the feature important?

This should identify the actual tangible benefits of the feature.

The type of benefits that an SMP may encounter may include the following (this is not a definitive list):

- Human/property/transportation/community cohesion
- Critical habitat /conservation importance
- Historical value
- Landscape value
- Educational resource/value
- Supply of economic growth opportunities (ports/marinas/tourism /recreation/industry)

'Coastal processes' do not constitute a benefit, for example, sediment transport maintaining a beach that provides both a natural defence to a village and a recreational amenity would not be considered a benefit; instead the benefits would be the residential provision of the village and recreation. Therefore no 'technical benefits' should be defined.

(e) Who benefits?

This column should identify the beneficiaries. The following categories could be used:

- Individuals – i.e. not organisations.
- Local - residents or people from an immediate catchment area (fishermen/business etc).
- Regional Users – regionally important stakeholders (e.g. Wildlife Trust, County Council, Port Authority, etc).

- National Users.

(f) Objectives

For each feature, where potential flood or coastal erosion related issues have been identified, a specific **objective**, which can be used in policy development (see Stage 3), should be defined based on the relevant specific issue and the benefits provided by that feature.

It is important that the objectives are specific and reflect the interest of the feature, as the aim of setting objectives is to assist the appraisal process; therefore it is recommended that wording such as 'have regard to ...' is avoided.

Examples are included below, but it should be noted that whilst these are based on generic wording, each objective should be modified to reflect the exact benefit concerned and any timescale considerations related to the objective. The list is not exhaustive.

As stated above, there are no technical benefits and therefore no technical objectives.

Type	Generic Objective
Residential properties	<ul style="list-style-type: none"> • Prevent loss of residential properties to erosion • Prevent damage to /loss of residential properties due to flooding
Commercial properties	<ul style="list-style-type: none"> • Prevent loss of commercial properties to erosion • Prevent damage to /loss of commercial properties due to flooding
Heritage	<ul style="list-style-type: none"> • Prevent loss of [heritage site name] to erosion • Prevent damage to/loss of heritage site/s due to flooding
SSSI (geology)	<ul style="list-style-type: none"> • Continued erosion of cliffs to maintain exposures
SSSI (habitats)	<ul style="list-style-type: none"> • Maintain existing [possible add type] habitats
National Trails/ Public footpaths	<ul style="list-style-type: none"> • Maintain trail or footpath
Golf Course	<ul style="list-style-type: none"> • Prevent loss of golf course to erosion
AONB	<ul style="list-style-type: none"> • Maintain landscape quality
Infrastructure (services)	<ul style="list-style-type: none"> • Maintain services to properties
Infrastructure (roads)	<ul style="list-style-type: none"> • Maintain existing access • Maintain [major] communication link between communities [name as appropriate] • Maintain communication links within [town]
Beach	<ul style="list-style-type: none"> • Maintain a beach [possibly add type e.g. sandy/ wide etc.] suitable for recreational purposes
Car parking	<ul style="list-style-type: none"> • Maintain car park facilities
Access	<ul style="list-style-type: none"> • Maintain an access to beach/sea
RNLI/ IRB Lifeguard Station	<ul style="list-style-type: none"> • Maintain access to beach/sea • Maintain Lifeboat Station [in the town]
Boat clubs	<ul style="list-style-type: none"> • Maintain launch sites in the area
Farmland	<ul style="list-style-type: none"> • Prevent loss of farmland to erosion • Prevent damage to/ loss of farmland due to flooding
Nature designations	<ul style="list-style-type: none"> • Maintain existing [possible add type] habitats
Beach huts etc.	<ul style="list-style-type: none"> • Prevent damage to /loss of beach properties due to flooding or erosion

Inshore fishing/ potting grounds	<ul style="list-style-type: none"> Maintain fishery interests in the region
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G.3 Objective evaluation

Task 2.6 is the evaluation of the relative importance of the objectives. This can provide guidance in the setting of policies. It is important that guidance is sought from various parties in the evaluation of objectives, as many decisions will be subjective.

One technique is to answer a series of questions of each feature/ benefit, through extending the issues table. This will improve understanding of why an objective has been defined and its significance. An example is included below in Table G.2 (an extension of Table G.1).

Although the evaluation of objectives is advocated because it improves understanding, once benefits and objectives have been defined this information could be used directly in policy appraisal, particularly if other tools are to be used in the policy appraisal, such as Appraisal Summary Tables (ASTs) or Multi-Criteria Analysis (MCA). Further discussion on alternative techniques is included in Appendix I.

G.3.1 Explanation of column headings in Table G.2

(a) At what scale is the benefit important?

This identifies the area over which the benefit has an impact of some significance. The following scales could be used:

Scale	Description
International	Beyond the UK
National	UK
Regional	The major sub-divisions of the country e.g. East Anglia, the South-West etc.
Sub-Regional	Typically the county within which the feature is situated with the scale reflecting the importance of the County Structure plans. Sites close to county borders may need to include at least part of the neighbouring county with respect the influence that it may have on employment, recreation facilities etc. For major coastal towns this will be the town envelope and the immediate surrounding rural area.
Local	The immediate vicinity of the feature in question. For coastal villages and other rural communities this will include that part of the county, and may include the nearest town that provides main services such as shops, banking, leisure and recreational facilities.

Conservation designations may specify whether a feature is designated at a national, international or local level, however some guidance may be required, particularly for locally-designated sites.

Other features/ benefits, such as residential and commercial developments may be more difficult to classify and guidance will be required from the Coastal Group and others. There needs to be consideration of who makes use of, or benefits from, the feature, e.g. for a recreational feature, does it attract visitors outside of the area? For heritage sites, guidance should be sought from the County Archaeologists or English Heritage.

Table G.2: Example of an extended issues table to evaluate objectives

Feature	Issues associated with feature	FCD Issue?	Affect Policy?	Why is the feature important?	Who benefits?	Objectives	At what scale is the benefit important?	Importance of the benefit	Is there enough of the benefit?	Can the benefit be substituted?
Residential properties	<ul style="list-style-type: none"> Potential loss of housing through erosion Devaluation of neighbouring property Anxiety and stress to owners and occupiers facing loss 	Yes	Yes	Homes for people - represents substantial investment for individual property owners	Individual residents, local community	Prevent loss of residential properties to erosion	Sub-regional	High	No	Yes
Commercial properties	<ul style="list-style-type: none"> Potential loss of businesses through erosion 	Yes	Yes	Local economy Community cohesion Investment of individual business owners	Individual owners, local economy, local community and visitors	Prevent loss of commercial properties to erosion	Regional	High	No	Yes
Community facilities	<ul style="list-style-type: none"> Potential loss of community facilities through erosion 	Yes	Yes	Benefit to local residents Community cohesion	Local community	Prevent loss of community facilities to erosion	Local	High	No	Yes
Recreational and tourist facilities	<ul style="list-style-type: none"> Potential loss of tourist and recreation sites and accommodation including major attractions, shops, holiday amenities, public open space and promenade 	Yes	Yes	Tourism forms the main part of the local economy Sites also of benefit to local residents	Regional and local economies, businesses, residents and tourists	Prevent loss of tourist facilities to erosion	Regional	High	No	Yes
Infrastructure	<ul style="list-style-type: none"> Potential loss of or damage to services and roads through erosion 	Yes	Yes	Services and facilities for the local business and resident communities	Local community	Maintain services to properties	Sub-regional	high	Yes	Yes
				Transportation linkages within town	Local community	Maintain communication links within town	Local	Medium	No	Yes
Lifeboat Station	<ul style="list-style-type: none"> Potential loss of access Potential loss of building 	Yes	Yes	The lifeboat is a vital part of the RNLI complement of boats providing lifesaving services around the UK coast.	National	Maintain Lifeboat Station in the town	International	High	No	Yes
Beach and foreshore	<ul style="list-style-type: none"> Potential deterioration in condition and appearance of the Blue Flag beach 	Yes	Yes	Important recreational feature of the town	Regional users and local community	Maintain a beach suitable for recreation purposes	International	High	No	Yes
Offshore fishing grounds	<ul style="list-style-type: none"> Potential for coastal works to impact upon fishery 	Yes	No – too far offshore	Area used extensively by commercial fishermen.	Local fishing economy	-				
Martello Tower	Potential threat from flooding and erosion	Yes	Yes	Heritage value, designated as Scheduled Ancient Monuments.	National heritage	Prevent damage to/loss of Martello Tower due to flooding and erosion	National	High	No	No

(b) Importance of these benefits to the people who use them?

This considers the scale of the impact should that feature/benefit be lost tomorrow. For some themes the definition of scale gives an indication of the importance, e.g. the designation of a SSSI (Site of Special Scientific Interest) is on a national scale and also confers on the feature a high level of importance. Other features/benefits will warrant further scrutiny and it is recommended that the consultant engages in appropriate consultation with relevant groups to determine the local perception of each feature/benefit. As part of this assessment it may be appropriate to consider the extent of risk (see Task 2.5, Volume 2), e.g. through using risk appraisal: further guidance on this technique is included in Annex G1.

Importance can be assigned as:

Importance	Description
High	Loss tomorrow would significantly influence stakeholder daily life/ work/ management practices (significance change to socio-economic status or quality of life)
Medium	Loss tomorrow would partially influence stakeholder daily life/ work/ management practices (moderate change to socio-economic status or quality of life)
Low	Loss tomorrow would have little or no influence on stakeholder daily life/ work/ management practices

(c) Is there enough of the benefit?

There is a need to consider how scarce or rare a benefit is, at the scale at which it is important. As part of this, consideration needs to be given to whether other sites/areas can be found where this benefit is provided (inland or further along the coast etc).

Position Statements may be required from relevant organisations/authorities (e.g. Local Planning Authorities, English Nature, English Heritage, Sport England, etc) to assist in determining this task. In terms of nature conservation, it is inherent by the virtue that a feature is designated or identified within a Biodiversity Action Plan (BAP) that there is 'not enough'. For the human built environment, there are also targets within Structure and Local Plans, which may provide guidance in answering this question.

(d) Can the benefit be substituted?

Consultants need to determine whether the benefit could be replaced at the appropriate scale. Some benefits can be substituted whilst others can not, for example it may be possible to divert a threatened footpath and preserve the recreational benefit that it provides whilst ancient woodlands are impossible to recreate within the timescale of the SMP. It is therefore important to consider the practicability of substitution. It should be noted that in relation to European designated sites, the loss of cSAC has to be replaced adjacent to the designation to remain integrity, likewise substitution of other benefits/features should be in close proximity to the existing one. Although the SMP can address whether it is technically possible to replace a benefit, it is not necessary to define whether it is operationally possible (i.e. the new site secured and the necessary funding in place), as this assessment is only used to *evaluate* the objective, not appraise policy.

In answering this question it is important to address the actual benefit associated with a coastal feature rather than the feature itself as opportunities for making improvements can be explored as part of the planning process. For example, concentrating on protecting specific access points to the beach may prevent consideration of new access sites more appropriate to modern usage. Again, advice/guidance from relevant organisations/authorities will assist in this task.

G.3.2 Temporal considerations

At some sites, it may be possible to identify a change in the above questions over time, i.e. some benefits may become less important over time or have a finite life. Where this occurs, this should be defined according to the epochs used in the shoreline evolution analysis; 2025, 2055, and 2105. Examples of this will occur where a feature, and the associated benefits have a finite life, e.g. time limited planning consents.

G.4 Objective classification

Using the answers to the questions above, the objectives can be ranked – this may assist in the policy decision making. Again, it is recommended that for clarity this information is recorded in the table.

The ranking process is, however, very subjective, therefore the appropriateness of this techniques should be discussed with the CSG. It should also be considered that the same ranking system (i.e. combination of answers to the four questions defined in G.3) can not be applied to all the different types of features (or themes); therefore it may be suitable to devise separate schemes for the different themes to avoid comparisons being made.

An example of the type of ranking that could be undertaken is included in Table G3; it is not expected that a single ranking system would be applicable to all SMPs and any such system would need to be agreed with the CSG. However, this type of system would enable consistency within an SMP.

Table G3. An example classification (this includes only a few examples and is therefore not comprehensive) [Class 1 is highest and the letter refers to the theme]

Theme	Feature/ Issue	Scale	Importance	Enough?	Substitutable?	Class
Nature conservation	SPA, SAC, Ramsar which can not be substituted	International	High	No	No	E1
	SPA, SAC, Ramsar which can be substituted	International	High	No	Yes	E2
	SSSI, NNR, GCR, Priority UK Habitat which can not be substituted	National	High	No	No	E2
Landscape	AONB designation	National	High	No	No	L1
Housing	Houses within city/ major town (pop. > 10k) - loss of >100 houses	National	High	No	Yes	H1
	Houses within a town - loss of >100 houses	Sub-regional	High	No	Yes	H2
	Houses within a village - loss of >50 houses	Local	High	No	Yes	H3
Commercial and agriculture	National/ international company main plant or head office	National	High	No	Yes	C1
	Businesses predominately serving tourist industry e.g. hotels	Regional	High	No	Yes	C2
	Businesses predominately serving town and surrounding villages	Sub-regional	High	No	Yes	C3
	Local businesses, e.g. pubs, smallholdings	Local	Medium	No	Yes	C5
	Grade 1 agricultural land	Regional	Medium	Yes	Yes	C3
Infrastructure	International port or communications facility	International	High	No	Yes	F1
	Motorways and trunk roads and intercity rail links	National	High	No	Yes	F2
	Oil and gas terminals	National	High	No	Yes	F2
	A and B roads that can be diverted/ substituted	Sub-regional	Medium	Yes	Yes	F4
Recreation	Blue Flag beaches	International	High	No	Yes	R1
	Theme Park	National	Medium	No	Yes	R3
	Beaches and promenades	Sub-regional	Low	No	Yes	R4
	Public Footpath (not part of National or Heritage Trail)	Local	Medium	No	Yes	R4
Heritage	World Heritage Sites	International	High	No	No	H1
	Scheduled Ancient Monuments	National	High	No	No	H2
	Grade II listed buildings	Regional	Medium	No	No	H4
	SMR sites (high importance)	National	High	No	No	H2

Annex G1: Risk appraisal

As part of the objective evaluation process it may be appropriate to consider the risks posed to identified features and the benefits they provide. An assessment of areas subject to flooding and erosion hazards; then identification of the assets within those areas for a 'no active intervention policy' will have been undertaken as part of Task 2.5 (see Volume 2). It will often be appropriate to simply identify whether a feature/ benefit is or is not at risk, but the risk may also be classified and a value placed on the risk: possible tools that could be used are discussed below.

CLASSIFICATION OF RISK

The risk for each feature can then be classified according to the likelihood of the feature being lost or damaged, and the scale of the impact. Likelihood refers to the chances of loss/damage occurring during the epoch being considered, under the no active intervention scenario. The scale for evaluating impact should be chosen and described on a site-by-site basis. On a densely populated stretch of coast a group of 10 houses might be 'low', a group of 50 'medium' and a group of 100 'high'. In a more rural area, the equivalent figures might be 1-2, 10 and 50 houses.

The combination of likelihood and impact can then be used to locate each feature on a Risk Matrix, for each of the three epochs, as follows:

IMPACT	High	Medium Risk	High Risk	Very High Risk
	Medium	Low Risk	Medium Risk	High Risk
	Low	Negligible Risk	Low Risk	Medium Risk
		Low	Medium	High
		LIKELIHOOD		

Once the risk to a feature has been identified it is possible to assign that risk level to the associated objectives.

ENUMERATION OF FEATURES AT RISK

The Table G1-1 below provides examples of how to enumerate the features at risk along SMP coast. Column 3 provides guidance on how each feature may be described and Column 4 gives examples of how a value could be attributed to these features (not necessarily monetary) were such information required.

Table G1-1. List of Assets

Feature Type		Enumeration / Descriptors	Valuation
Buildings and structures	Residential	No. of households	MDSF, MV
	Non-residential	No., sq m	MDSF, MV
	Hotels	Beds	MDSF, MV
	Electricity generation	Megawatts (MW)	Case-specific
	Electricity substations	Description	Case-specific
	Other public utility plants	Description	Case-specific
	Historic	Designation, description	Case-specific
Other leisure assets	Piers	No., length, age, description	No. of visitors
	Ports	Annual tonnage, description	Case-specific
	Harbours	Description	Case-specific
	Marinas	Berths	MV of marina and boats
	Boatyards	No. of boats	MV of yard and boats
	Beach huts	No.	MV
	Caravans	No. (static, touring)	MV of site and vans
	Beaches	Quality, length	No of visitors
	Swimming pools	Indoor / outdoor, sq m	MV, turnover
	Golf courses	No. of Holes, description	MV, turnover
	Diving wrecks	Description	No. of divers
	Coastal paths	National / local / etc, length	No. of walkers, cyclists
	Other	Description	Case-specific
	Agriculture (and MoD)	Arable	Hectares, Agricultural Land Class grade
Improved grass		Hectares, Agricultural Land Class grade	MDSF, MV
Rough grazing		Hectares, Agricultural Land Class grade	MDSF, MV
Farm buildings		No., sq m, describe	MDSF, MV
Defence land		Hectares, describe	Case-specific
Fisheries	Natural	Description	Case-specific
	Man-made	Description	Case-specific
Linear infrastructure	Roads	Motorway/Trunk /A /B / minor, length	No. of users, alternative routes
	Rail	InterCity / regional / local, length	No. of passengers, alternative routes
	Canals	No. of locks / moorings, length	No. of users
	Electricity transmission	Kilovolts (KV), length	Supply catchment
	Gas pipelines	Diameter, length	Supply catchment
	Water mains	Diameter, length	Supply catchment
	Trunk sewers	Diameter, length	Catchment drained
	Sea outfalls	Diameter, length	Catchment drained
	Other	Description	Case-specific
Minerals	Quarries	Description	Cubic m remaining mineral
	Mines	Description	Cubic m remaining mineral
	Offshore dredging	Description	Cubic m remaining mineral
Natural environment	Marine nature reserves	Hectares, status	Users, supporting fixed assets
	Salt marshes	Hectares, status	Users, supporting fixed assets
	Other habitats	Hectares, status	Users, supporting fixed assets
	Landscape assets	Hectares, status	Case-specific
	Woodland	Hectares, status	Case-specific
	Geological features	Hectares, status	Case-specific
	Archaeology	Description, status	Case-specific
	Parks	Hectares, status	Users, supporting fixed assets
Common land	Hectares, status	Users, supporting fixed assets	
Social issues	Permanent resident population	No.	MDSF, SFVI
	Working population	No.	MDSF, SFVI
	Day visitors	No. per day	Case-specific
	Holiday residents	No. at one time	Case-specific

Notes: MDSF=Modelling Decision Support Framework, MV = Market Value, SFVI = Social Flood Vulnerability Index