Coastal Change Transition Plan for the Community of Bacton

Enabling Bacton to thrive with coastal change

COASTWISE

NORTH NORFOLK DISTRICT COUNCIL

Environment Agency

Department for Environment Food & Rural Affairs

Haskoning

Enhancing Society Together

The Bacton Community Coastal Change Transition Plan was developed as part of North Norfolk District Council's Coastwise project. Coastwise is funded by Defra as part of the £200 million Flood and Coastal Innovation Programmes which is managed by the Environment Agency. The programmes will drive innovation in flood and coastal resilience and adaptation to a changing climate.

This Community Coastal Change Transition Plan has been developed on behalf of the community of Bacton by Haskoning, in collaboration with Coastwise, and a team of partners:

The use of terminology: The complex and technical nature of coastal change and adaptation does require the use of terminology within this document. These terms have been highlighted in *italics* within the text, and their definitions can be found in the 'Explanation of terminology' table in section 6.

Cover photograph: Norfolk Tourist Board

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Preface

Coastal change has long shaped the shores of the UK. It is happening now and will continue, with climate change and sea-level rise increasing the pace and severity of coastal change. Along the Norfolk coast, where there are extensive areas of soft coastline and low-lying land, the impact of this coastal change, and the consequences, are already visible.

In the recent past, response to coastal change has generally been reactive: building defences following major storms or moving away from the coastline when properties were at imminent risk of falling into the sea. While understandable, these actions were rarely part of a long-term plan and sometimes added further pressure on coastal communities and the environment. Today, our understanding has improved. Shoreline Management Plans (SMPs) now provide a strategic, long-term view of how our coast is likely to evolve and starts to set out the challenges ahead. SMPs can identify the need to help communities prepare for that future, but as high level plans, rather than strategies or local action plans, they cannot deliver the practical steps needed to do this locally. For Bacton, the SMP sets out that the long-term Plan for this area is to allow shoreline retreat once present defences reach the end of their present effective life, but not before social mitigation measures are in place to support the community.

Adaptation may provide the opportunity for investment and shaping a new future for Bacton. However, it is recognised that adapting to change may bring disruption, affecting individuals and how the community functions. Some factors - such as national policy, climate change, or external funding - are outside local control. However, many meaningful choices can still be made at the community level. This *Community Coastal Change Transition Plan* (The Plan) is designed to support those choices at Bacton. The Plan has been developed as part of NNDC's *Coastwise* project which is funded by the *Coastal Transition Accelerator Programme (CTAP)*, a £200m Flood and coastal innovation program, managed by the Environment Agency.

The Plan explains why *adaptation* is needed and outlines the types of measures that may form part of Bacton's response, informed by community conversations. It introduces an *Action Plan* to guide the community from today's position toward an agreed future vision, one shaped through collaboration. Uncertainties remain, especially around timescales and the feasibility of some actions, though opportunities also exist. Many solutions can emerge from within the community itself, helping to build *resilience* and support one another through change. Some will involve or need to be delivered by other parties but can be influenced. It is the intention that this first iteration of Bacton's Community Coastal Change Transition Plan will develop over time, become owned by the community of Bacton and be adopted by *North Norfolk District Council (NNDC)*.

The Plan has two central aims: to increase awareness and readiness for change, and to give the community a stronger voice in decisions about the future of their village. It moves beyond simply managing risk, identifying how Bacton can continue to thrive socially, economically, and culturally despite the realities of a changing coast. The Plan identifies potential *relocation* areas, immediate *low-regret* actions, and possible routes for the future. Specifically, the plan identifies:

- A range of short-term community initiatives, with *NNDC's* support, such as enhancing the dunes, improving community awareness, making flood warning more effective and making homes flood resilient.
- In the meantime, a need for local and national government to work together to remove any obstacles, so that those who want to relocate away from risk posed by coastal change are able to do so, and suitable locations for *relocation* are made available.

Many people already recognise that without *adaptation*, homes, businesses, holiday parks and community facilities face growing risks. *Sandscaping* and *seawall* maintenance can help delay and locally reduce some impacts, but not forever. With support from *NNDC* and other partners, and through a planned approach, Bacton can become more resilient and hopefully thrive alongside coastal change.

What happens if Bacton does not prepare for and adapt to coastal change

Parts of Bacton village are at risk of coastal flooding and erosion: if the beach disappears and the *seawall* fails, approximately 125 houses could be lost to erosion over the coming decades; and even with the *seawall* in place, approximately 25 houses are presently at risk of flooding through wave overtopping, in addition to the lower lying holiday parks at Keswick. This risk will only increase into the future, and the impacts worsen (see section 2.2). *Sandscaping*[1] was introduced in 2019, which has reduced the risks for the short term. Further *Sandscaping* projects may help for some time, but it is uncertain whether the Bacton Terminal Companies will invest in this, and if so, to what extent it will support the Villages. *NNDC* can and will sustain the *seawall* as long as it is possible and affordable, but not forever.

The Shoreline Management Plan[2] makes it clear that Bacton will need to adapt to coastal change – but there is a need for supporting mechanisms to enable the Community to do so, and currently a lack of a plan to make it happen.

In the absence of these supporting mechanisms and this plan, most of Bacton's at-risk homes, holiday parks, other businesses and community facilities will remain where they are. They will be exposed to an ever-increasing risk of flooding and *erosion*, as the beach reduces due to erosion (even if the erosion is delayed by a further *Sandscaping* project), as the *seawall* deteriorates, and as climate change causes higher sea levels and more extreme storms. Severe storms are expected to, cause flooding as bad as, or worse than in 2013. Failure of the *seawall* will cause flooding and coastal erosion resulting in the loss of buildings and community facilities. Community members are already worried. The increase of these physical risks will have a growing impact on community wellbeing due to anxiety and loss of cohesion. There will also be wider social and economic impacts because of losing the beach and other community facilities.

Impact of the December 2013 storm in Bacton (North Norfolk District Council)

[1] *To find out more about the Sandscaping project, visit* ***https://www.north-norfolk.gov.uk/sandscaping*** *and see Section 2.1*
[2] *To find out more about the Shoreline Management Plan, visit* ***https://environment.data.gov.uk/shoreline-planning/unit/SMP6/6.11*** *and see Section 0*

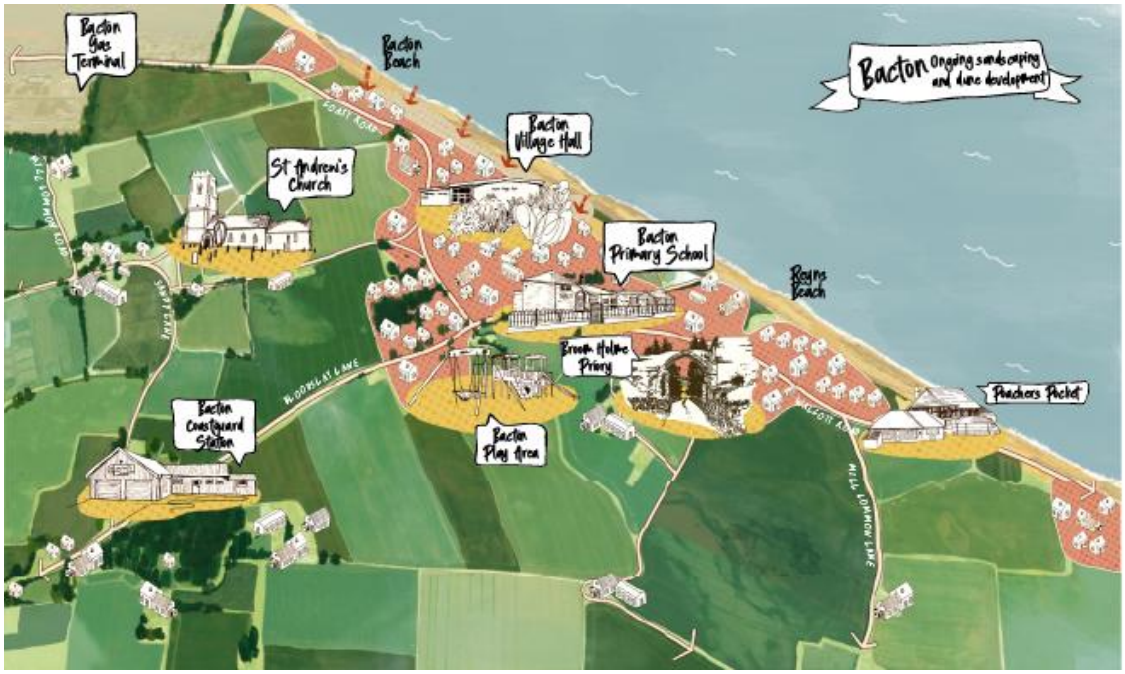
Vision for Bacton – The future we choose

In any *scenario*, whatever Bacton decides, sea level will still rise. Over time the beach will reduce due to erosion, and exposure to waves and tides will eventually cause the *seawall* to fail. But if this *Community Coastal Change Transition Plan* and its *Action Plan* are developed and implemented into the future, the community of Bacton - working with others - can become more *resilient*, and able to adapt to coastal change.

In the short term, this plan will mean that the community will have a better understanding of the risk so that it can consider and make decisions. It will have implemented *low-regret measures* so that even if flooding happens, the impacts are much smaller: the emerging sand dunes will be more robust and managed to enhance their flood defence abilities; the community of Bacton will be aware of the risks and will know how to minimise the impacts; higher-risk homes will have been improved so that they can withstand flooding; and people will be warned and able to respond.

In the medium term, people and businesses (including holiday parks) at higher risk will be able to choose to move to a safer location, together with their local community if they wish. They will be supported financially through schemes developed and approved by national and local government, and there will be safe areas nearby allocated, approved and designed for those for whom the risks of coastal change and flooding have become unacceptable. The graphic below shows one possible illustration of what that could look like.

Over time, Bacton will have become a village that has retained its coastal character, wellbeing and sense of identity, but with an acceptable level of risk from flooding and erosion when there is a storm.



A possible vision of Bacton with ongoing sandscaping and dune development over the coming decades
(illustration: LDA Design)

1 Introduction

1.1 Why a Coastal Change Transition Plan for the Community of Bacton?

Parts of Bacton are at risk of coastal flooding and erosion, and this will only get worse into the future. It is happening now and will continue, with climate change and sea-level rise increasing the pace and severity of the impacts of coastal change. Further *Sandscaping* projects may reduce this risk for some time, but it is uncertain whether the Bacton Terminal Companies will invest in future *Sandscaping*, and to what extent it will support and protect Bacton. *NNDC* can and will sustain the *seawall* for some time, but not forever due to the age of the structure, cost of replacement when it fails and other considerations as outlined in the *Shoreline Management Plan* (*SMP).* It is clear from the SMP that Bacton will need to adapt to coastal change – but there is currently a lack of supporting mechanisms to help the people, holiday parks, other businesses and community of Bacton make this *transition*.

Box 1: What is this document for?
This *Coastal Change Transition Plan* for the community of Bacton explores what a resilient and thriving Bacton could look like, despite the projected increase in flooding and erosion hazard over the coming decades. The Plan identifies what is needed to create that resilient future and contains an *Action Plan* that sets out what needs to be done, by national and local government, by the community of Bacton, individuals, and by other stakeholders.

This *Community Coastal Change Transition Plan* was developed as part of NNDC's *Coastwise* project. *Coastwise* is funded by the *Coastal Transition Accelerator Programme*, established by UK Government in recognition of the challenges of communities like Bacton.

1.2 Approach for developing the plan

This first version of Bacton's *Community Coastal Change Transition Plan* is based on the knowledge and views of those Bacton's community members who took part, combined with the expertise and local knowledge of a team of coastal management practitioners from consultancy Haskoning and partners, and from NNDC's *Coastwise* team.

Bacton is part of a group of six communities that are the first in the UK to develop a *Coastal Change Transition Plan*. There is no existing template for these, and an important aim of *Coastwise* is to develop approaches that can be used locally and elsewhere in England, and to learn from the experience.

For Bacton, the chosen approach was to invest in reaching as many community members as possible in a short time, by having a Project Coordinator immersed within the community between September and December 2025 (sharing their time with Weybourne and Walcott). During that period, the Haskoning and *Coastwise* teams had many conversations with community members: informal meetings, scheduled appointments, an activity with Bacton Primary School's students and four walk-in events). The Haskoning and *Coastwise* teams

directly engaged with approximately 120 people in Bacton (about 10% of Bacton's population) and developed a thorough understanding of the knowledge, concerns, views and ideas of a significant cross-section of Bacton's community. The findings from these conversations were all recorded (respecting privacy in line with GDPR regulations), and were combined with the knowledge and evidence from the team of coastal management practitioners to form the basis for this Plan. The main topics raised by the community of Bacton are summarised in Box 2, below. Throughout the report, where relevant, the text refers back to the insights and views from the community that have shaped this Plan.

Box 2: Bacton community priorities to be able to adapt to coastal change

1. Clear information about long-term risk: People in Bacton want straightforward, easy to understand information about erosion, flooding and timescales so they can plan with confidence.

2. Continue to strengthen Bacton's beach: *Sandscaping* has made a real difference, but residents know it only buys time. They want continued investment in beach nourishment and *dune growth* and stabilisation, so the village remains safe for as long as possible.

3. Plan now for the future, together: There is an awareness in Bacton that change is coming, and eventually some movement of people or buildings may be needed. Community members want to continue to help explore future options and make sure Bacton keeps its identity with people at its heart.

4. Businesses want a better future - for example, holiday parks supported to move to low risk locations that are attractive for their customers.

Another key feature of the chosen approach is a strong focus on what it means spatially for Bacton to become resilient to coastal change. The local knowledge and expertise from the community and coastal management practitioners formed the basis for the development and appraisal of options for Bacton's future. Section 4 introduces these options, as part of the *Transition Plan*, and sets out what is needed to make decisions between these options, over time, and how to move on toward implementation. Alongside these longer-term options, the Plan also includes *low-regret initiatives* (see Box 3) that can improve *resilience* in the shorter term and can be taken forward by the community and others. Finally, the Plan contains actions on national and local government to remove obstacles and create mechanisms to enable and facilitate *transition*.

1.3 A living plan

It is the intention that Bacton's *Community Coastal Change Transition Plan* will become owned by the community of Bacton and adopted by NNDC. This first version was produced by the consultant team, based on the community's input. It is essential that the Plan is taken to the community of Bacton for their review and steer, enabling them to make any changes needed, so that this becomes their own Plan. In parallel, the Plan needs to be reviewed by *Coastwise* and NNDC, and a process toward Council adoption should be established, alongside the *Strategic*

Coastal Change Transition Plan that *Coastwise* is developing for North Norfolk District as a whole. It may be useful if the *Community Coastal Change Transition Plan* takes the form, or become embedded within a Neighbourhood Plan (Action 5.1).

Box 3: What are low-regret initiatives?
Low-regret initiatives, or measures, are simple actions that improve *resilience* now and in the future, regardless of the future decisions or *scenarios*. These are positive actions, for which individuals and the community will have little regret, most likely improving resilience and wellbeing. This could include planting marram grass to increase dune stability; implementing property level flood resilience measures; or conducting flood-awareness activities within the community.

The Plan is intended as a living document, with regular reviews planned to ensure it remains useful and meaningful. The *Action Plan* in Section 5 is intended as an operational plan and is provided in a separate Excel version to facilitate its use.

Box 4: Empowering local children at Bacton Primary School to explore, understand and share the story of Bacton and Walcott's evolving coast.

Engaging local children was identified early in the project as an essential part of raising awareness about coastal change in and near Walcott. Working closely with the Head of School and staff at Bacton Primary School, *Coastwise* created an age-appropriate programme that linked directly to curriculum areas such as geography, art, history and literacy, while supporting the school's "care connections" and citizenship themes.

An in-school workshop was held at Bacton Primary School, with years 5 and 6 students, on 11 November 2025. Pupils took part in hands-on activities using sand and water to understand erosion, beach change and the role of natural and man-made coastal defences. Working in small groups, they built simple coastline models, tested erosion barriers and recorded their observations in their workbooks. The practical activities, whilst messy, were fun and informative. The pupils showed great interest and made several very relevant observations.

Figure 1-1: Images of the Coastwise Bacton Primary School activity (Bacton Primary School)

Their feedback was very positive and insightful, and some of the key messages – such as 'The best way to maintain a healthy beach is, where it is possible, build far enough back so that the beach can grow and shrink with the force of waves and wind' and 'Sometimes we need to adapt where it is not possible to stop the effects of erosion' were understood.

Creative activities followed, including a supersized 'word finder' and producing poems or artwork inspired by coastal themes. The wordfinder introduced a competitive aspect – with pupils encouraged to shout each word the found. It was a noisy twenty minutes.

At the end of the afternoon, all of the pupils received a specially designed "Coastal Explorer" certificate. These were handed out by the Head of School.

After the event, and to ensure the whole school could participate, every child received a "Coastal Erosion Explorers Pack" from *Coastwise* to complete at home with parents and carers, extending learning and sparking wider community conversations. This graphically designed pack included a story and a number of fun activities, all themed towards Bacton, Walcott and the coastline.

2 Bacton: coastal risks and the community

Bacton is at significant risk of *coastal erosion* and flooding. The community of Bacton has living memory of the Great North Sea flood of 1953, when seafront properties and many lives were lost due to flooding along Norfolk's coast. The 1953 event resulted in the building of sea defences along the coast of England, but even with sea defences in place the coast continues to be vulnerable to hazards. Bacton's beaches have since been depleted due to *coastal squeeze*, causing ever more frequent wave overtopping. The December 2013 storm surge also caused damage in the village (see photographs on page 5) and provides an important insight into the risks of flooding and *coastal erosion* at Bacton.

2.1 The 2013 storm surge at Bacton and Sandscaping

In early December 2013 a combination of low pressure and strong winds led to a significant storm surge which propagated southwards along the coast of eastern Scotland into England, which combined with the high spring tide resulted in significant coastal flooding. Water level measurements at Wells-next-the-Sea and Lowestoft recorded maximum water levels of 5.22 m and 3.26 m respectively, over 2 m higher than the normal high tide on that day

During the December 2013 storm surge[3], Bacton experienced flooding from overtopping of the *seawall* at Beach Road, with flood water remaining in properties and on roads for over 12 hours after the event. The pressure caused by the overtopping wave action resulted in walls of buildings collapsing, and 17 properties experienced flooding or subsequently claimed flood resilience grants. The overtopping also caused erosion to the low cliff behind the seawall. The closure of the beach access point storm gate by NNDC did prevent flooding at the southern end of Keswick Road; however, the water level was observed at the top of the gate, and any higher would have led to a breach, causing flooding of the properties behind. At the Poachers Pocket, the flood water overtopped the defences, flooding the car park and fields nearby.

In response to the 2013 storm, the Bacton Gas Terminal companies initiated a project to protect their installations. This then turned into the *Sandscaping* project: a joint project with *NNDC,* placing the equivalent of a Wembley Stadium full of sand (1.8 million cubic metres) onto the beaches at the Terminal and along the villages of Bacton and Walcott in the summer of 2019. This created an attractive beach, which has also protected Bacton and Walcott from wave overtopping since. This has been reported to have reduced the community's anxiety about flooding. However, it was recognised that this would not be the solution forever - *Sandscaping*'s aim for the villages was to buy time for *adaptation*, in line with the *SMP* policy for the area (see Section 0).

2.2 Risk of erosion and flooding

Bacton is exposed to significant risk of both erosion and flooding. Environment Agency data suggests 125 houses could be lost to erosion over the coming decades; and even with the

[3] *Details about 2013 storm surge at Bacton are documented in a report available from NNDC* ***https://www.north-norfolk.gov.uk/media/3092/bacton_and_walcott_flood_assessment_160324_final.pdf***

seawall in place, approximately 25 houses are presently at risk of flooding through wave overtopping

Figure 2-1 is based on the Environment Agency's National Coastal Erosion Risk Map (NCERM, part of the SMP Explorer), which provides an assessment of *coastal erosion* risk for England, including the coastline at Bacton. NCERM's predictions are based on historical erosion rates, adjusted to account for existing coastal defences, climate change and other relevant factors. The figure shows that a large part of Bacton is at risk of erosion over the coming decades, including sections of the Coast Road and many of the holiday parks.

The map shows predicted risk zones for *coastal erosion* in 2055 and 2105, but in practice it is impossible to predict precisely when the erosion will start. This depends on the future performance of the *seawall*, which is uncertain, and it strongly depends on the state of the beach, and whether there are further beach nourishments / *Sandscaping* projects. The erosion could start at any time, if a very severe storm happens that is strong enough to remove the beach and destroy the *seawall*.

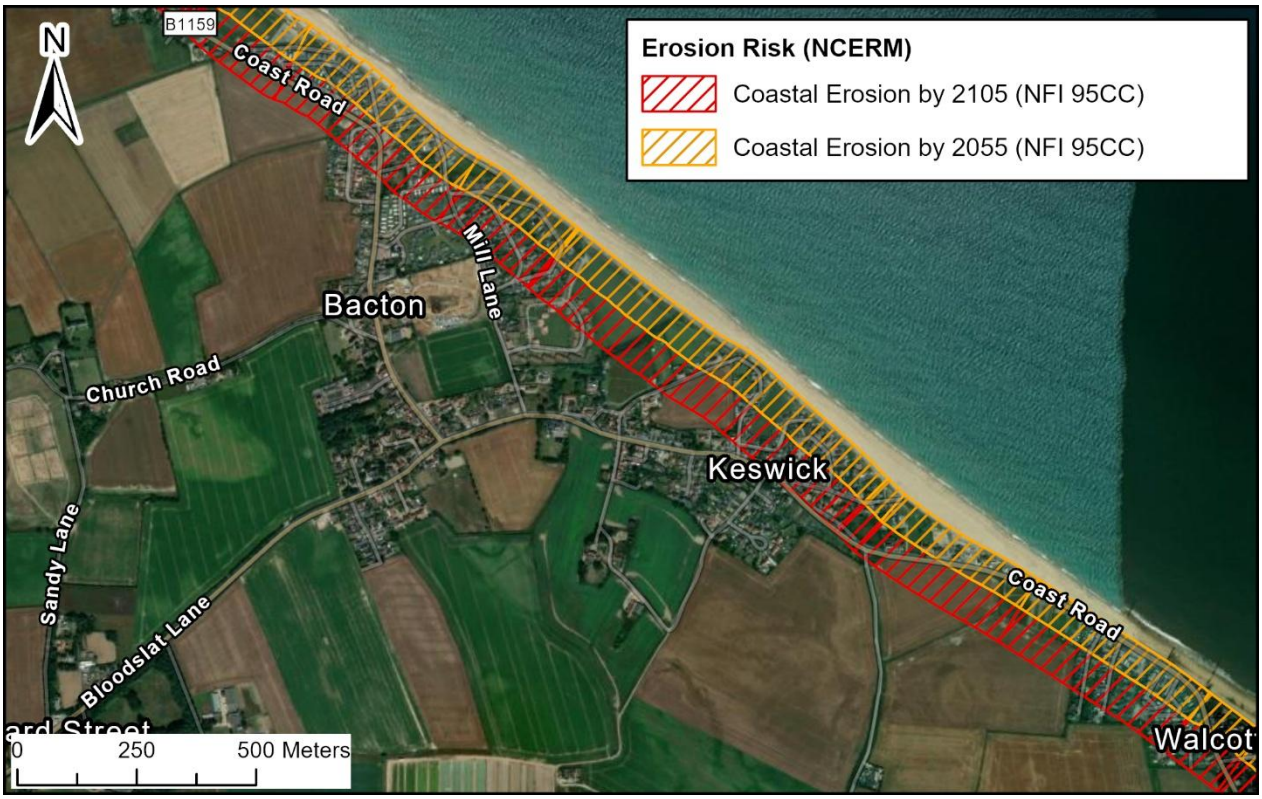


Figure 2-1: Indication of coastal erosion by 2055 and 2105, assuming beach loss, defence failure and high levels of climate warming[4]

Figure 2-2 shows the parts of Bacton at risk of flooding due to wave overtopping, based on the Environment Agency's 'Check your long-term flood risk' website[5]. Flood risk currently occurs directly behind the *seawall*, and is more extensive in the Keswick area, including the Coast Road (see Figure 2-2 top panel). However, the future flood risk map in

[4] *Visit* ***https://environment.data.gov.uk/shoreline-planning/unit/SMP6/6.11?ncerm-layers=ncerm-nfi-0-2055%2Cncerm-nfi-70-2055*** *to view this map in the SMP Explorer*

the bottom panel in Figure 2-2 shows that over time, larger parts of Bacton village and longer stretches of the Coast Road are at risk. Analysis carried out for the Bacton Sandscaping scheme suggested that approximately 80 households have a medium to very high chance of flooding.

Similar to erosion, the actual risk of flooding is heavily influenced by the continued presence of the nourished beach and will further increase over time due to rising sea levels and increased winter storm intensity expected to be caused by climate change. Over time, these factors will mean that overtopping, as happened in 2013 at the *seawall* and nearly occurred at the Keswick Road beach access gate, will become far more likely during storm surges.

When comparing these two threats from the sea, the chance of erosion in the short term is smaller than the chance of flooding, because it would take a storm strong enough to destroy the seawall. However, if this does happen, then the consequences of erosion could be more dramatic, because it would lead to total loss of property and infrastructure

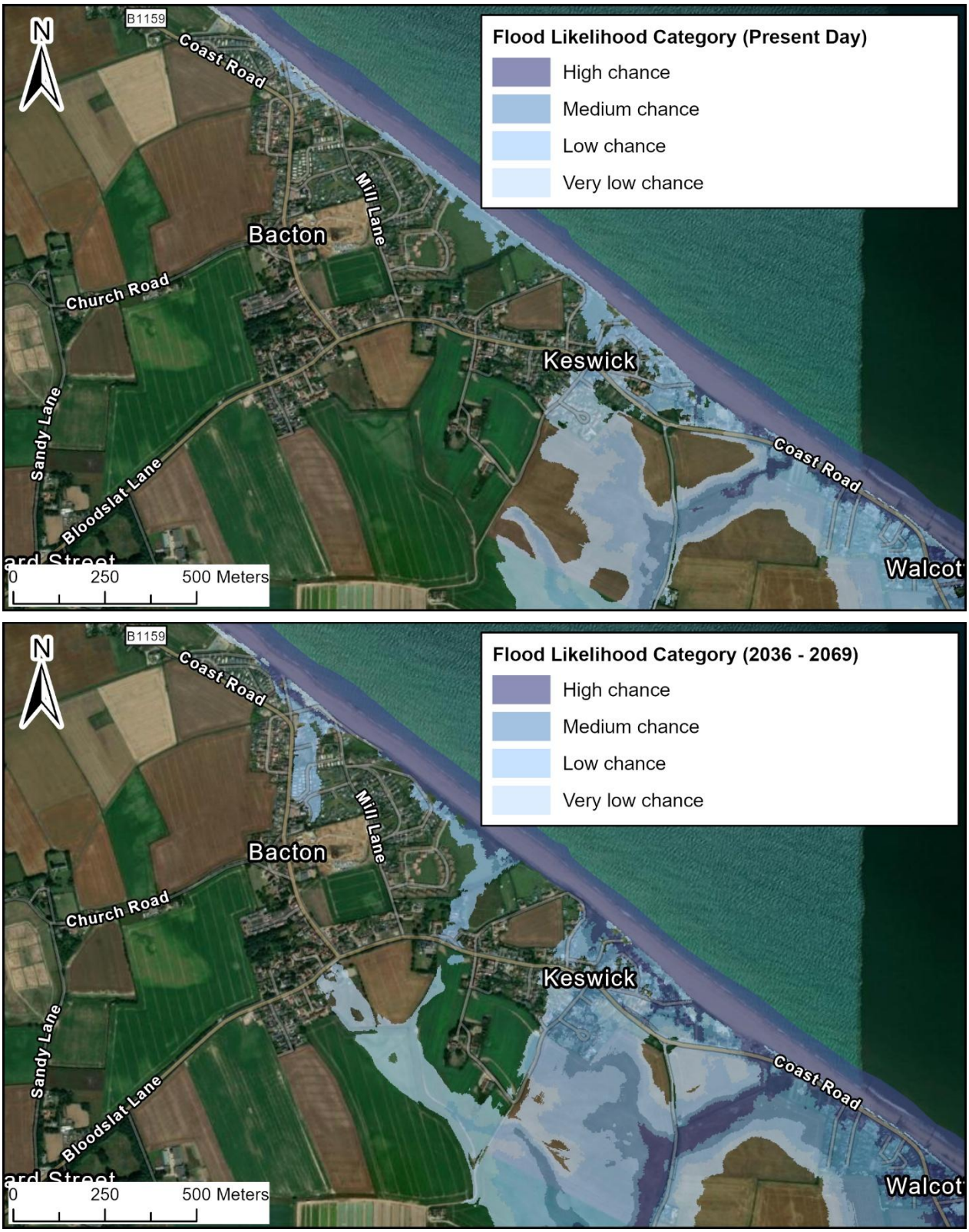


Figure 2-2: Indication of present chance of flooding (top) and predicted chance of flooding with climate change (bottom)

2.3 Bacton – The Community

Plans for adapting to changes along the coast should consider the needs and identity of local people, and support communities adjust to the challenges brought about by c change. This section summarises the current community of Bacton, supported by official datasets. A key dataset is the 2021 UK Census, which details the community of Bacton parish on 21 March 2021. The Bacton parish census area includes Bacton village, Keswick, Broomholm, Pollard Street and Edingthorpe, inland to the North Walsham and Dilham Canal near Bacton Wood.

The 2021 Census records 581 households within Bacton parish, with 2356 'usual' residents, of which 45% are over 16. 45.8% of those over 16 in Bacton Parish were economically active or in full time education at the time of the 2021 Census (which did occur during the covid-19 pandemic), which is lower than the average for England and Wales (Figure 2-3). The greatest employment sectors for people in Bacton parish are public administration, education and health (26.7%), followed by distribution, hotels and restaurants (23.0%). According to the 2021 Census, overall health in Bacton parish was reported to be below the average self-reported for England and Wales (Figure 2-3). 91.6% of households in Bacton parish reported having access to one or more vehicles during the 2021 Census.

There is one school in Bacton village, Bacton Primary School, located less than 400 m from the current coastline, which as of January 2026 had 78 pupils enrolled (out of a maximum capacity of 105), with 23.5% of children eligible for free school meals. Bacton village also hosts community and visitor facilities including Bacton Village Hall, playing fields, public toilets, a car park, Beacon Community Church and, further inland from the main part of the village, Bacton Coastguard station.

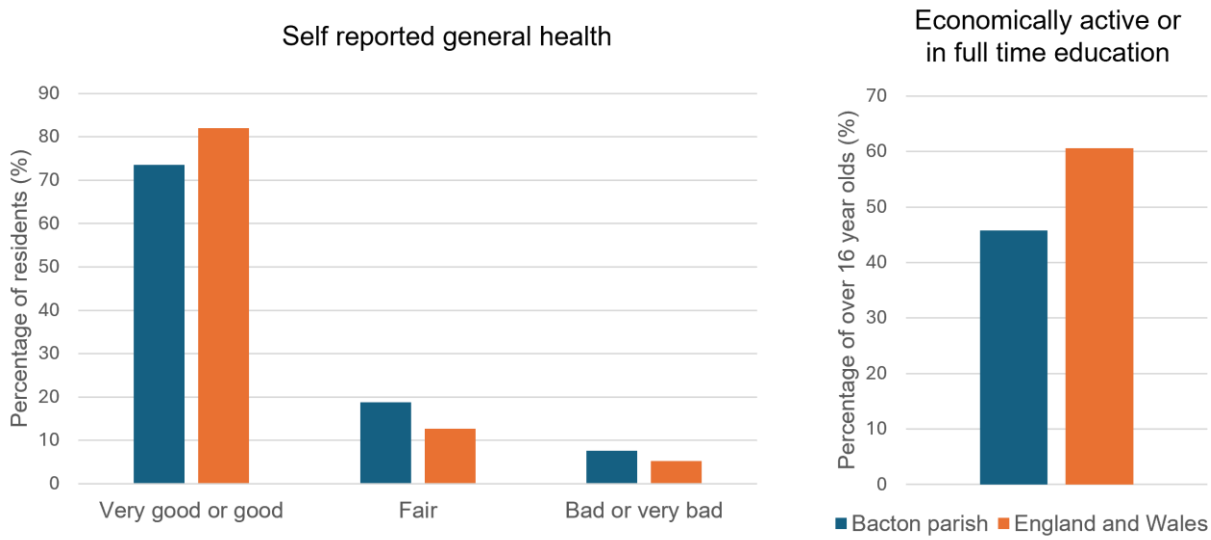


Figure 2-3: 2021 Census data comparing self-reported general health in Bacton parish to the England and Wales census average (left), and the percentage of over 16 year olds either economically active or in full time education (right).

A report for NNDC[5] found that Bacton has relatively low house prices (the average house price in September 2021 was £265,000; £22,895 less than the average house price in England for the same period) but has a high level of holiday and second homes (18.28%). In the past few years, 24 new homes have been built in Bacton, with 8% of homes in Bacton in deemed affordable housing (April 2021 data).

There are several businesses offering non-fixed caravan or chalet holiday accommodation within 500 m of the coast at Bacton village, including Sandy Beach Holiday Park, Beach Haven Caravan Park, Redhouse Chalet & Caravan Park, Rainbows End Holiday Park and Castaways Holiday Park. Other small businesses within Bacton village include a fish and chip shop, cafés, a pub, restaurant, takeaway, bed and breakfasts, and a convenience store.

2.4 Bacton – Landscape and History

2.4.1 Landscape

The character of the local landscape is defined by a flat or nearly flat open coastal landscape of predominantly Grade 1 arable farmland with some more naturalistic habitats. Church towers (particularly St Andrews Church, visible from Bacton) and the Bacton Gas Terminal masts provide the most distinctive features on the skyline. Due to the flat topography, even small features can appear prominent, particularly where they coincide with ridges. Woodland copse are visible to the south-western ridgelines, including Bacton wood. The Norfolk Coastal Path runs along the Bacton coastline.

2.4.2 History

Bacton parish contains a wealth of historic sites and features including designated and non-designated historic assets above ground, within the archaeological record and etched into the landscape are boundary features and routes. Archaeological finds include Neolithic through to Bronze Age tools, pottery fragments and human remains.

The medieval period has left the earliest surviving buildings in the parish. The most important is Broomholm or Bromholm Priory, founded in 1113. It became very famous in the 13th century as possessing a relic of the Holy Cross and was visited on several occasions by Henry III. The Priory was once very extensive, but after its dissolution in 1536 much robbing of the stonework took place. However, the ruins today include two gatehouses, part of the precinct wall, the north transept, chapter house and dormitory.

The oldest part of St Andrew's church (approximately 0.8 km from the current coastline) is the Norman stoup, but the rest of the church is 14th century, with a 15th century west tower. Inside is a fine 14th century font, and wall paintings of about 1600. The other medieval church in the parish, St Clement's, was ruined by the sea in 1386, and its foundations washed away in 1760. A portion of the churchyard remains, however, and human remains have occasionally turned up during works.

[5] *Housing data from NNDC report 'The Possible Impacts of Second and Holiday Homes in North Norfolk' (Examination Library Document Reference E4)*

Several residential buildings survive from the post medieval period – many altered and extended. Stone robbed from the priory can be seen reused in later houses. For instance, Bacton Manor, a late 16th century thatched house and The Grange; a thatched brick house with a datestone of 1693. The areas industrial heritage comprises Bacton Wood Mill – a three-storey watermill built in about 1780, with a miller's house attached.

In the 20th century, this stretch of the coast was perceived in both World Wars as a potential invasion point and various defensive structures were constructed. In World War One, these tended to be round concrete pillboxes, which were often destroyed later. However, there are two rare survivals in the parish. Other World War One records in Bacton parish include the site of a Royal Naval Air Service landing ground.

In World War Two, pillboxes were part of an integrated invasion defence system, together with anti-tank blocks and ditches, and several survive, including a strongpoint built within the north transept of Bromholm Priory and several pillboxes, anti-tank blocks, and anti-tank mortar bases along the coast. There is an aircraft crash site near to St Andrews Church, where a Lockheed Hudson crashed in 1942, which is now marked by a memorial cairn. Some of the caravan and chalet holiday parks along the coast include wooden pre-World War Two huts.

2.4.3 Bacton Gas Terminal

A notable element of Bacton's current coastal landscape is the Bacton Gas Terminal, which opened in 1968, and comprises of six gas terminals over four sites, extending over ~180 hectares along and near to the coast northwest of Bacton village. Bacton Gas Terminal is nationally critical energy infrastructure, as it is the landing point of up to one third of the UK's natural gas production, brought onshore from the Southern North Sea. The *Sandscaping* scheme received significant investment from the Gas Terminal operators.

Natural gas production is set to fall over the coming years, as the UK Government meets its target to reduce reliance on hydrocarbons, and the North Sea Transition Authority (formerly the UK Oil and Gas Authority) have recognised that Bacton has the potential to establish itself as a low carbon hydrogen hub.

3 The things that matter for Bacton's coastal transition

This section sets out the things that matter to the community of Bacton and to *NNDC*, and that will determine their decisions and choices when planning for Bacton's transition.

3.1 Bacton Community Priorities

From the engagement with the community of Bacton when developing the Plan, it was identified that the aspects in the table below matter most when thinking about the future, building on the context of risk and place in Section 2.

Risk		Bacton is at risk of flooding through wave overtopping, and if the *seawall* fails, it will be affected by *coastal erosion*. The December 2013 flood affected parts of the village; the 2019 *Sandscaping* project enhanced the beach which is currently reducing the risk. A key aim of coastal change transition is to reduce this risk by making Bacton resilient.
Landscape		Bacton has a (nearly) flat open coastal landscape, mostly arable farmland with naturalistic habitats including the coastal margin, and a traditional coastal strip development pattern. Church towers and Bacton Terminal's masts are the most distinctive skyline features.
Historic Environment		Bacton's landscape contains a wealth of historic sites and features, including medieval Bromholm Priory (a Scheduled Monument) and St Andrew's Church, post-medieval houses, remains from World Wars 1 and 2 and industrial heritage such as the Bacton Wood Mill.
Recreation, Health and Wellbeing		Bacton's beach is its main recreation asset. The community's ability to access the beach is important for its wellbeing. Anxiety about flooding has affected community members' mental health in the past; this was reduced by *Sandscaping*'s reinstatement of the beach but could return as the beach gradually reduces.
Affordable Housing		Affordable housing, especially for young local families, was raised as a strong desire of the Bacton community during the events. This is seen as essential for sustaining local businesses, the school and community cohesion.
Community Cohesion		From the engagement, there currently appears to be a moderate level of community cohesion in Bacton. Villagers and businesses support each other during times of stress.
Economic Spin-off		Bacton's economy strongly relies on the aesthetic and access to the beach and on acceptable levels of flood and erosion risk. It is also supported by the nearby presence of Bacton Gas Terminal which employs a substantial local workforce.

Potential for Private Funding		It is not yet fully clear how different measures may be funded, but it is positive if solutions can attract private funding. The main potential private source would be Bacton Gas Terminal; others might be local businesses, charitable grants or philanthropic funding, and to an extent the community itself.
Costs		The full range of costs should be considered: not only the implementation costs of measures, but also the damages (direct and indirect) from flooding and erosion and the wider costs of transition. Any solution has to be affordable, otherwise it will not be implemented or maintained properly.

3.2 North Norfolk District Council and coastal transition

NNDC also has to make decisions in planning for the transition, not only at District level but also at Community level, including for Bacton. *NNDC* is driven by its overall vision of putting the communities of North Norfolk first, and its priorities of securing a sustainable future for them, through *transition* and *adaptation* responses, as outlined in *NNDC's Corporate Plan*[6].

The *Coastwise* project's overall objective is as follows: by 2027 we will have worked with communities in North Norfolk at imminent risk of erosion to explore, develop and facilitate a transition planning process, trial practical actions and capture evidence to demonstrate learning. *Coastwise* aims to achieve this objective through an ethos of co-creation, learning and innovation.

Another important piece of context for NNDC is the *SMP* for the area. This is the document and process that first identified and confirmed the need for Bacton to adapt to coastal change over time. This is shown in the extracts from the *SMP* in Box 5 (overpage), along with the crucial caveats that the existing defences would be maintained as long as possible, and that in parallel, a package of measures would be developed to mitigate the social impacts of allowing retreat of the shoreline. The work of *Coastwise* in general, and this *Community Coastal Change Transition Plan* in particular, is directly linked to this package of social mitigation measures.

Box 5: Important extracts from the Shoreline Management Plan, of relevance to the future of Bacton

Plan for Policy Unit 6.11 (Bacton, Walcott and Ostend):
The long-term Plan for this area is to allow shoreline retreat once present defences reach the end of their present effective life. This is essential to ensure that problems here and elsewhere are not exacerbated by impairing the movement of beach sediment, which will occur if this shoreline continues to be held in its present position.

This policy option will result in the loss of a large number of properties and associated facilities within these settlements. However, the properties and associated facilities located along this length of coast that are at risk from erosion and flooding do not generate sufficient economic benefit to justify prioritised investment in their long-term defence.

This area already suffers from low beach levels and it would become increasingly difficult to sustain defences along the present line without considerable investment. For the immediate future defences are to be maintained as far as possible within existing economic justification, whilst measures are put in place to manage this risk and mitigate the displacement of people and loss of property and facilities in the medium-term.

From 'Policies to implement Plan':
Investigations will be undertaken to identify technical options and establish an appropriate package of social mitigation measures, in preparation for the transition to the medium to long term policy option of managed realignment. Only when such adequate mitigating social measures are identified, which minimise the impact on the lives of individuals and communities, would the change to a medium to long term policy option of managed realignment be implemented

4 The Plan

This section describes the first version of the Plan for supporting the community of Bacton in its *transition* to adapt to coastal change. This initial version of the Plan is based on intensive engagement with the community of Bacton during the Autumn of 2025. A key next step is to engage again with the community to ensure it matches their views and needs.

The Plan describes a range of initiatives, at different timescales, to be led by different parties and introduces the actions that the community of Bacton and *NNDC* (and others) need to take. Figure 4-1 gives a simplified overview of the *Community Coastal Change Transition Plan* for Bacton and introduces the sub-sections that describe each element.

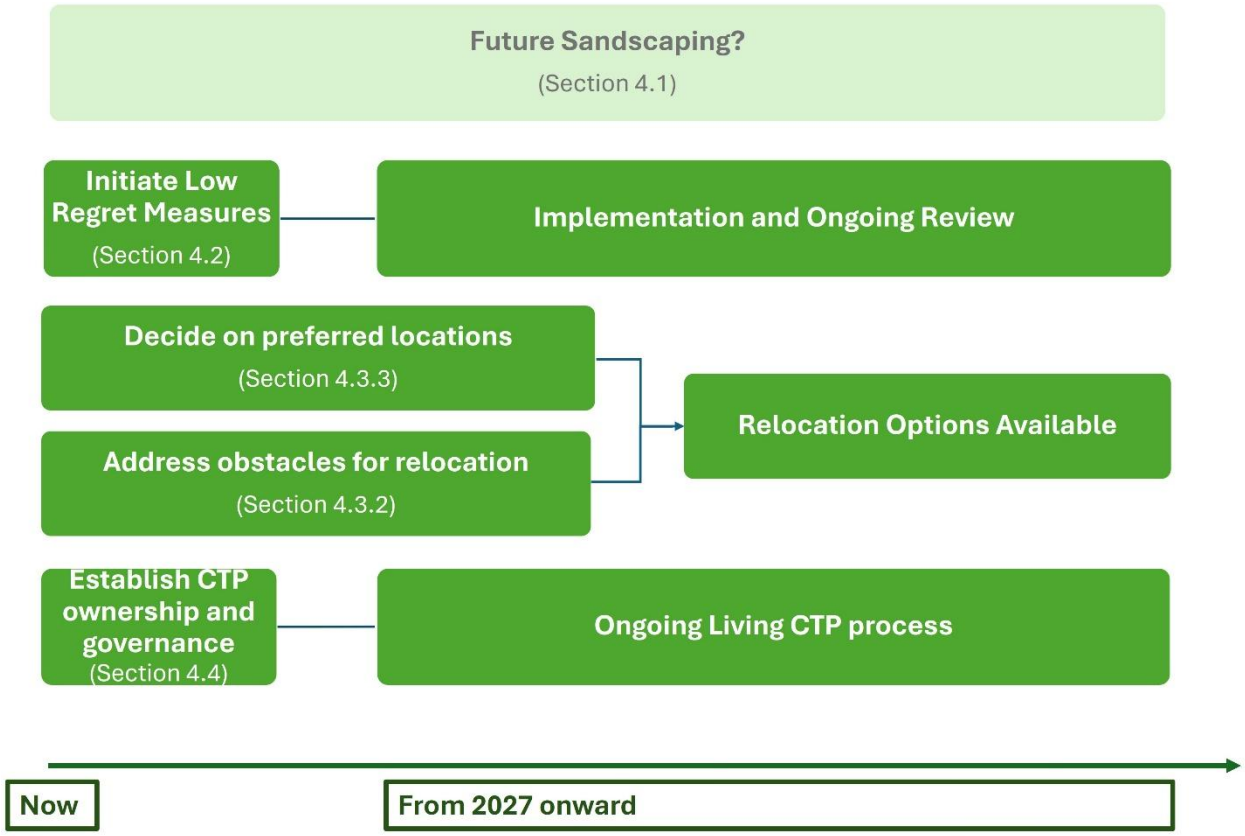


Figure 4-1: Visualisation of the Community Coastal Change Transition Plan for Bacton

The description of the Plan in this section has the following structure:

- Section 4.1 explains why *Sandscaping* 2, even if it happens and supports Bacton's beaches, is not the only solution for Bacton's coastal change *transition*.
- Section 4.2 introduces the *low-regret resilience* measures that can and have to be taken in the short term, irrespective of *Sandscaping* 2.
- Section 4.3 explains the need to consider *relocation* of some of Bacton's homes, holiday parks, other businesses and community facilities and describes what is needed to make this possible: removing the existing obstacles (financial, planning, access to land), and deciding on the areas that are most suitable, connected to the existing village of Bacton.

This section also introduces options for *relocation* developed based on intensive engagement with the community in 2025.

- Finally, Section 4.4 sets out what's needed to continue Bacton's coastal change *transition* process in the short term but also into the longer-term future.

4.1 Sandscaping now and in the future: two scenarios

The *Sandscaping* project in 2019 nourished the beaches in front of the Bacton Gas Terminal and the villages of Bacton and Walcott. The community at Bacton clearly understands that this is the reason why Bacton now still has a relatively healthy beach. *Sandscaping* has played an essential role in reducing current flood and erosion risk to a more acceptable level. The improved beach is likely to remain for some more years, but natural processes are gradually eroding it away, as expected in *Sandscaping's* design. Precise timescales are currently uncertain; this Plan contains an action to update the predicted future development of the beach, in partnership with the Bacton Terminal Companies (Action 1.1). The Bacton Terminal Companies indicated at one of the community meetings that a *Sandscaping* 2 project is under consideration. As long as a future *Sandscaping* solution is designed to support the Villages, in addition to the Terminal, it will be very welcome for the coastal *resilience* of the village of Bacton and will help to reduce (or slow down the increase of) future *coastal erosion* and flood risk. This Plan contains actions to work with and help the Bacton Terminal Companies to make *Sandscaping* 2 happen in a way that supports the villages too (Action 1.2).

However, we currently cannot rely on *Sandscaping* 2 as a solution for Bacton's coastal change *transition*: *Sandscaping*'s implementation is primarily a decision for the Bacton Terminal Companies, not for the Bacton community or *NNDC*. It is not yet guaranteed; it is uncertain if and when it could happen and to what extent it would work beyond the Terminal to also support the beaches at Bacton. And even if it does, then there is large uncertainty about the longer-term future, at the end of *Sandscaping* 2's functional life: would there be a *Sandscaping* 3, and if not, the beach will disappear, and Bacton will need to be ready to adapt at that point in time. This *Community Coastal Change Transition Plan* therefore treats future *Sandscaping* as a '*scenario*': we need to plan for the *transition* to a resilient Bacton for both *scenarios*, with and without *Sandscaping* 2 (and 3, and further); just with different timescales.

Figure 4-2 illustrates schematically that the need, extent and timing of coastal change *resilience* measures for Bacton depends on the health of the beach in front of the village. Future *beach health* will depend on a combination of factors. It will be heavily determined by the decisions made by the Bacton Terminal Companies regarding the implementation of future *Sandscaping* projects. This runs alongside the ongoing natural process of beach erosion, driven by storms, and expected to be accelerated in the longer term by climate and sea-level change. The figure also shows that it is not possible to wait until the risk becomes unacceptable: it takes years for some measures to be determined and implemented (such as the *relocation* of buildings), so the planning has to start now.

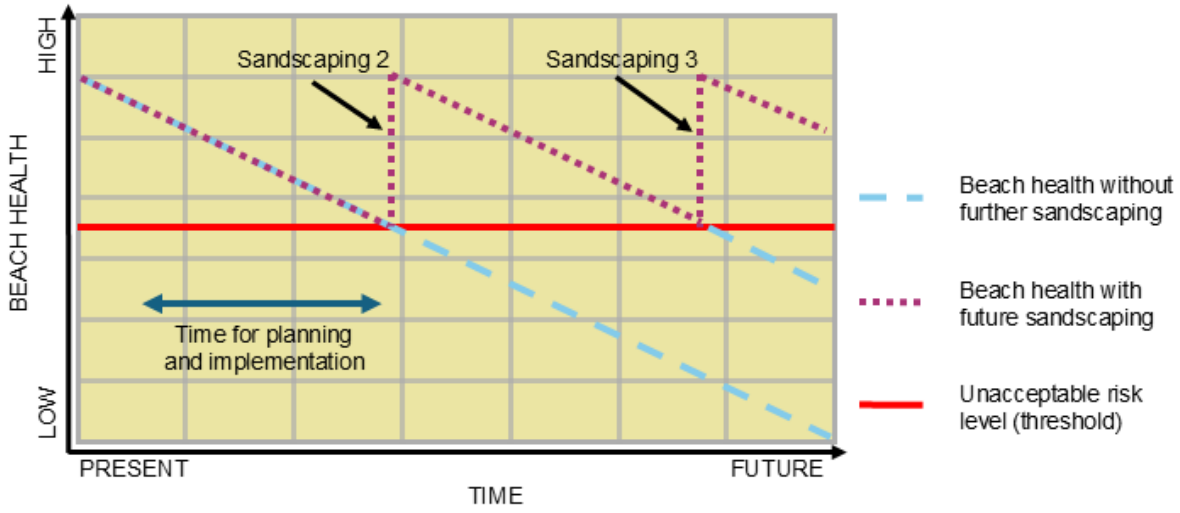


Figure 4-2: Simplified schematic to illustrate how beach health triggers action. Rates of sea-level rise, human factors and sediment availability will all influence the actual rate of change to beach health.

4.2 Low-regret resilience measures

Even in the *scenario* that *Sandscaping* 2 is implemented soon and supports the beaches at Bacton village, there are still parts of the village that would be flooded through wave overtopping in a very severe storm, and there is a chance that the *seawall* will fail. This means that in any *scenario*, there is a need for various *low-regret measures* (see explanation in Box 3 in Section 1.3) to reduce risk and improve *resilience*. These will be effective now but will also buy time for planning and implementation of the more substantial measures as discussed later. For all these measures, there is a need to confirm how effective they will be, how any negative impacts would be addressed and how they would be funded; followed by a planned implementation by *NNDC*, Bacton Community, and other relevant parties.

4.2.1 Measures to sustain and enhance the local *dune growth*

Following *Sandscaping* in 2019, the *seawall* throughout Bacton is well-covered in sand, and in some locations sand dunes have emerged naturally, capturing the windblown sand lost from the beach. Bacton community members realise that dunes can play an important role in *resilience* against flooding and *coastal erosion*, in addition to habitat and landscape benefits, and have identified this as a priority. On the other hand, dunes take up space, and if managed as a flood defence, access to the dunes may need to be restricted.

The potential for further *dune growth*, and sustaining them in the longer term, depends strongly on the presence of a healthy beach as a source of sand, and therefore on future *Sandscaping* initiatives. On the other hand, stable dunes could reduce the volume of beach nourishment needed to make Bacton resilient.

NNDC and the community will work together to explore the feasibility of a pro-active approach to sustaining and possibly enhancing *dune growth* (Action 2.1). This would build on refined predictions of beach development and would involve activities such as:

- identification of locations where *dune growth* is possible and beneficial
- understanding and addressing any concerns from neighbouring homeowners, holiday parks and other businesses
- identifying measures to best support *dune growth* (such as access control, planting, sand fencing)
- understand and address consenting requirements
- understand costs (also ongoing for maintenance) and secure funding.

Figure 4-3 shows an illustrative *scenario* in which further *Sandscaping* initiatives have sustained a healthy beach in front of Bacton, combined with enhanced dunes where space is available.

Figure 4-3: Illustration of Bacton with ongoing sandscaping and dune development (illustration: LDA Design)

4.2.2 Community awareness

It is one of the Bacton community's priorities that clearer information is needed to help them plan ahead. When it comes to flood risk and coastal change, a more aware community is a more resilient community. This awareness and understanding can be low in communities like Bacton, with a relatively high number of non-permanent residents and coastal change challenges that are quite complex: there is a combination of flooding and erosion; the role of the beach and *seawall* is changing over time, and for the future there are *scenarios* with and without further *Sandscaping*.

Coastwise events and engagement in Bacton over recent years, and especially in Autumn 2025, reached approximately 10% of the inhabitants and created an interest. In addition, *Coastwise* organised a very positive activity with the pupils and several teachers of Bacton Primary School

in October 2025 (Box 4), creating awareness without fear, generating enthusiasm and aiming to provoke communication around coastal change at Bacton both with the children and their families. The engagement as part of this work has made a wider group of people aware. However, there is more work to do.

The first step is for *NNDC*, the Parish Council and other community members to determine how the community of Bacton can take ownership of this *Community Coastal Change Transition Plan* as it develops (Action 5.1), and how best to further increase the range of people involved. In itself, establishing this broader community group and working with *NNDC* on the *Community Coastal Change Transition Plan* can be an important vehicle for raising and sustaining awareness.

Potential engagement activities could consist of further *Coastwise* Cafes; activities focused on school children and their parents; taking part in wider community events, and mobilising people for the implementation of *low-regret* measures, such as dune management and flood warning (Action 2.2). This will be supported by NNDC's ongoing initiatives to produce materials such as information panels and videos to help people understand how the coast works.

4.2.3 Review and refresh flood warning system

The Environment Agency provides flood warnings for Bacton and there is an existing group of volunteer Flood Wardens in the community. It is important to ensure this works effectively, so NNDC will work with the flood wardens to review the available information and the wardens' response processes to ensure they are effective, and work with the community to increase the number of people signed up to the warnings. This review will also be considering if all relevant parts of Bacton are covered, including any issues with evacuation routes away from and along the coast (Action 2.3).

4.2.4 Monitoring of drainage issues

The seawall contains drainage pipes with non-return flaps to enable drainage of overtopped seawater and surplus rainfall toward the beach. It is essential that these flaps are maintained and cleared of excess sand so that they open and close when needed. The community can play a positive role by monitoring the flaps status and reporting any issues to NNDC. NNDC will work with community representatives to facilitate this (Action 2.4).

4.2.5 Property flood resilience for flood-prone buildings

Property Flood Resilience (PFR) is defined as a set of modifications to a building to lower its flood risk (see Property Flood Resilience - Environment Agency - Citizen Space[7]). *PFR* can reduce flood damage and speed up recovery after a flood. It is used around the UK in areas where improving or building of flood defences is not affordable. It is less common for coastal flooding and not suitable where properties are directly exposed to waves but could protect against flooding from overtopped seawater that has pooled. *PFR* modifications can be installed quickly, and the most vulnerable homes can be targeted directly. Funding for *PFR* often comes

[7] To read about the Environment Agency's PFR visit **https://consult.environment-agency.gov.uk/engagement/propertyfloodresilience**

from a combination of sources: the property owner, sometimes the insurer, and in some cases, there are grants available, especially following flood events. Government funding rules for *PFR* are currently evolving, which means that in the future there may be more potential for grant support.

The plan identifies the opportunity for *NNDC* to work with the community of Bacton and other stakeholders to explore the potential for *PFR* in the areas at higher flood risk. (Action 2.5). Specific activities are:

- The identification of potentially benefitting properties, likely to be near the *seawall* and in Keswick, to be confirmed through local refinement of the flood maps,
- Confirming type of measures suitable in which location,
- Identify funding sources.

4.3 Enabling relocation

4.3.1 What happens if Bacton's beaches are not sustained

In addition to the *low-regret measures*, the community of Bacton realises that there is a need to start planning actively for the measures needed if Bacton's beaches are not sustained. This could be needed in the short term (in the *scenario* that *Sandscaping* 2 does not happen or is not designed to support the villages) or in the longer term if *Sandscaping* 2, 3 and further do support the beaches for a period of time. The *SMP* makes clear that in that *scenario*, it will not be possible to sustain the *seawall* in the long term, although *NNDC* will do so as long as it is affordable and sustainable. It may be possible to achieve some extension to the wall's functional life through private funding from the community or other interested parties (Action 3.1).

Even while the *seawall* is sustained in the absence of a beach, the risk of flooding due to overtopping during storms and/or high tides will increase, rapidly becoming as critical as (or worse than) before *Sandscaping*. In 2007 and 2013, significant flooding occurred along the *seawall*, and more extensively in Keswick. The Environment Agency's future flood risk map shows that, due to sea-level rise the *flood zone* will extend further inland over the coming decades, also reaching areas along the Coast Road and North Walsham Road and increasing the likelihood and impact of flooding in Keswick.

There is also a need to plan for the situation that the *seawall* fails and can't be rebuilt, in which case flood risk increases further, and *coastal erosion* will be initiated. The available *coastal erosion* predictions have a relatively high uncertainty, in particular due to uncertainties around the future of the beach and the *seawall*. *NNDC* intends to explore refining the predictions of flood risk and erosion at a local scale to improve understanding of when the risk could become unacceptable, and to enable focused action (Action 3.2).

People will not be forced to move away, but this *Community Coastal Change Transition Plan* aims to initiate a process to enable and facilitate those who do want to relocate to safer areas, while remaining in or near their community. Section 4.3.2 sets out what is needed to address the

existing obstacles to *relocation*, while Section 4.3.3 introduces potential new locations identified based on the community's ideas.

4.3.2 Enabling and facilitating relocation

During the community engagement in Autumn 2025, a number of people indicated that it is currently challenging for people, holiday parks, other businesses and community facilities to relocate away from the areas at risk. The main obstacles are finance and planning and also access to land that can be purchased. Related to these is the community members' concern of disrupting their existing sense of community.

Addressing financial barriers

Homes and businesses that are at risk can lose their value, which makes it difficult to buy alternative housing in a lower-risk area. Often homeowners have put all they have into the property and therefore have limited funds to move elsewhere. Finance can also be an obstacle for renters if they have to move elsewhere. NNDC already has some mechanisms for specific low-level financial support, and the Coastwise project is working with UK Government to develop a Coastal Housing Assurance Scheme and approaches to facilitate land purchases, noting that these are not yet operational, and their implementation and details are uncertain (Action 4.1).

Addressing planning barriers

It is not straightforward to get planning permission to build in a lower-risk area. *NNDC*'s planning policies do however recognise this challenge by treating coastal change as a potential justification for developing outside existing settlements. *NNDC*'s recently adopted *Local Plan* provides two potential routes:

- *Policy SS1* (Spatial Strategy) allows residential development under the *Small Growth Village policy* where "the site is immediately adjacent to the defined settlement boundary". As shown on Figure 4-4, this boundary runs tightly around the existing outline of Bacton village.
- *Policy CC6* (Coastal Change Adaptation) allows *relocation* and replacement of dwellings, businesses and community facilities at risk of erosion to areas outside existing settlements.

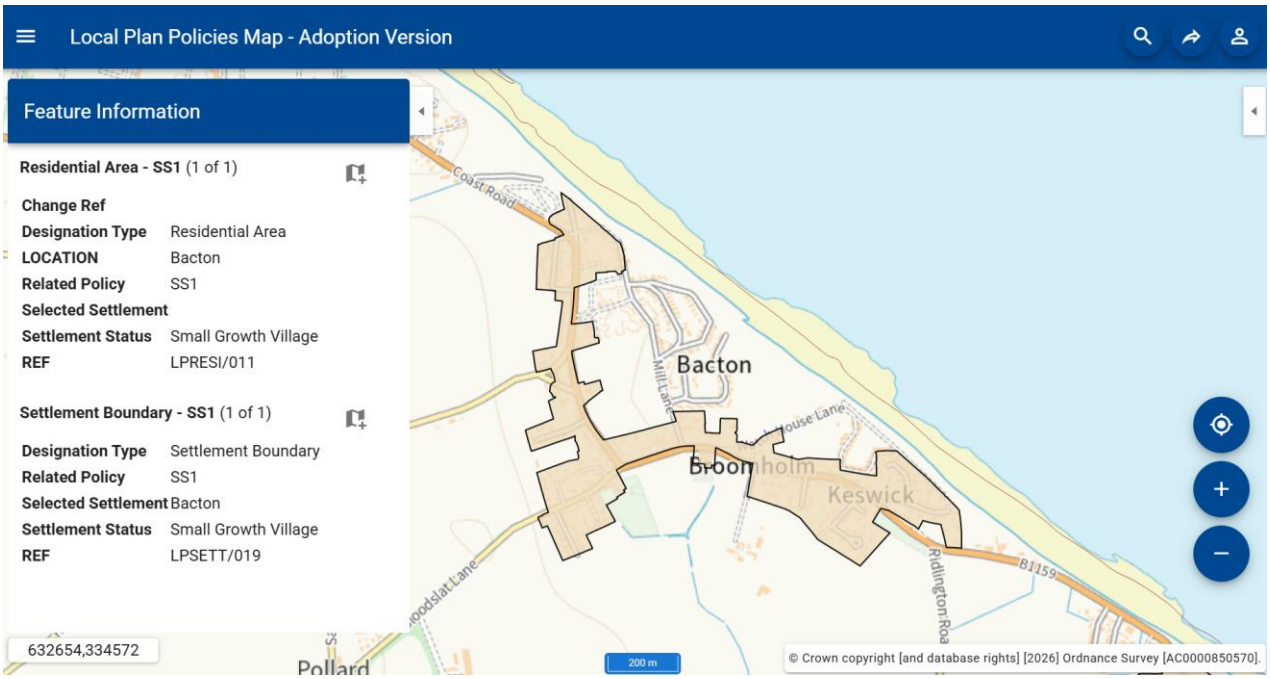


Figure 4-4: Settlement Boundary for Bacton (Small Growth Villages policy) from NNDC's Local Plan

NNDC will work with the community of Bacton to facilitate and support a planned approach (Action 4.2). This includes exploring the role that *NNDC*, the community and other organisations would play in the process of deciding about the preferred location (see Section 4.3.3). The typical process would be:

- Site identification and appraisal
- Community discussion
- Site selection
- Securing site use and consenting

Section 4.3.3 introduces potential areas that may be made available for *relocation* for the community of Bacton.

4.3.3 Potential new locations for housing, holiday parks, other businesses and community facilities

During the Autumn of 2025, the community of Bacton provided valuable insights into their situation and perspective related to coastal change and generated many ideas. This also included ideas for potential areas that people, holiday parks, other businesses and community facilities could move toward as the risk becomes unacceptable and unmanageable. Several options, along with their pros and cons, were shared with the community in December 2025. Feedback was incorporated, and the options were further developed, and a next set is presented in this section. The next step is that these options are discussed and developed further with the community to ensure they match their views and needs, and to confirm that they are viable, including engagement with the Landowners (Action 4.3).

Three potential *relocation* areas were identified based on input from the community during Autumn 2025, as shown in the illustrations below. Note that the graphics are meant to be purely

illustrative. The scale and location of the new housing areas as shown are not precise, are not based on specific study and would need refinement based on analysis and engagement.

1. Directly adjacent to existing housing (in line with the NNDC Local Plan's SS1 policy, see Figure 4-4), but in the higher and more landward areas outside the flood and erosion risk zone, shown illustratively in Figure 4-5.

Figure 4-5: Illustration of potential new housing area adjacent to existing Bacton, outside the erosion and flood risk zones

2. Investigate creating a new housing area around St Andrews Church, as suggested by community members currently living in that area; this is where Bacton village was historically located, now approximately 500m inland (illustrated indicatively in Figure 4-6).

Figure 4-6: Illustration of potential new housing areas around St Andrews Church

3. Investigate creating a new housing area around Walcott's All Saints' Church, which could be suitable for *relocation* from Bacton, Walcott and potentially even Happisburgh (illustrated indicatively in Figure 4-7).

Figure 4-7: Illustration of potential new housing area around Walcott's All Saints Church

This document and the work underpinning it is intended as a starting point for further work by the community, *NNDC* and others to develop and implement a potential preferred solution, which could also be a combination of these options.

4.4 Continuing the transition planning process for Bacton

This *Community Coastal Change Transition Plan* is a first step that aims to initiate a process. This will require close partnering between the community of Bacton, *NNDC* and other affected parties and stakeholders. It is the intention that this *Community Coastal Change Transition Plan* is owned by the community (for example through the Parish Council), while being adopted by *NNDC*. It is worth exploring if the Plan could have the status of, or support the development of a Neighbourhood Plan.

The engagement during Autumn 2025 created many useful insights and ideas from Bacton's community members. However, there isn't yet a clear indication of local ownership, so there is an important initial action for *Coastwise* and *NNDC* to work with the community toward clear and agreed ownership (Action 5.1).

5 Action Plan

This section summarises the actions identified and highlighted throughout this document (reference as given to the sections above where further detail is provided). The *Action Plan* is presented here as a table (which for ease of reading is split over 5 pages, by section) but is also available as an Excel document. This is set up to be used by the community of Bacton and *NNDC* as they continue the development and implementation of Bacton's *Community Coastal Change Transition Plan*.

Note on abbreviations used in the following tables:

NNDC: North Norfolk District Council
PC: Bacton Parish Council
BTC: Bacton Terminal Companies

Table 5-1- Operational Action Plan for Bacton's Coastal Change Transition Plan

Document section reference	Description		Timescale	Urgency [H/M/L]	Owner	Other actors	Status
Section 4.1	**1. *Sandscaping***						
	1.1	Update prediction of future development of Bacton beach and associated flood and erosion risk and communicate results with the community	asap	H	NNDC	BTC	Data from 2022 onwards available; update not started
	1.2	Work with and support Bacton Terminal Companies for *Sandscaping* 2, with the aim of making it happen and having it designed to support the villages	asap	M	NNDC and Community/ PC	BTC	BTC initiative starting

Table 5-1(a): Operational Action Plan for Bacton's Coastal Change Transition Plan (Sandscaping)

Document section reference	Description		Timescale	Urgency [H/M/L]	Owner	Other actors	Status
Section 4.2	**2. *Low-regret resilience* measures**						
	2.1	Explore feasibility of pro-actively sustaining and enhancing the dunes (see main text for potential specific activities)	asap	M	NNDC and Community / PC		Not started
	2.2	Plan for activities to raise awareness (see main text for potential specific activities)	asap	H	NNDC and Community / PC		Coastwise Cafes and Walk-in events held
	2.3	Work with the Flood Wardens to review and refresh the flood warning system	asap	M	NNDC / Flood Wardens	Environment Agency, Community /PC	Flood warning system and Flood Wardens in place
	2.4	Monitoring of drainage issues	asap	M	NNDC and Community / PC		Not started
	2.5	Explore the potential for *PFR* in areas at higher flood risk (see main text for potential specific activities)	asap	M	NNDC	Community/ PC	Not started

Table 5-1(b): Operational Action Plan for Bacton's Coastal Change Transition Plan (Low-regret resilience measures)

Document section reference	Description		Timescale	Urgency [H/M/L]	Owner	Other actors	Status
Section 4.3	**3. Planning for the longer term**						
Section 4.3.1	**3.1**	Explore potential to source local funding to support Bacton's *resilience* (similar to the emerging 'Future of Walcott Fund')	asap	H	Community/ PC	NNDC	Not started
Section 4.3.1	**3.2**	Refine and localise understanding of future flood and erosion risk to support the community's ability to plan ahead and to underpin *low-regret* measures	asap	M	NNDC		National level future flood and erosion maps available as a starting point

Table 5-1(c): Operational Action Plan for Bacton's Coastal Change Transition Plan (Planning for the longer term)

Document section reference	Description		Timescale	Urgency [H/M/L]	Owner	Other actors	Status
Section 4.3.2	**4. Enabling and facilitating**						
	4.1	Work with UK Government and other organisations to develop further mechanisms for addressing financial barriers to relocation	during / following *Coastwise*	H	NNDC	UK government and other coastal local authorities	Ongoing under Coastwise
	4.2	Confirm and initiate the process toward developing new housing areas for *relocation*, including roles of *NNDC*, community and other organisations (see main text for typical specific activities)	during *Coastwise*	M	NNDC	Community	
Section 4.3.3	**4.3**	Work toward a decision about preferred location / locations for potential future *relocation*	Start asap, confirm over the coming years	M	NNDC	Community/ PC	Options developed based on community engagement and presented at 11/12/25 event

Table 5-1(d): Operational Action Plan for Bacton's Coastal Change Transition Plan (Enabling and facilitating)

Document section reference	Description		Timescale	Urgency [H/M/L]	Owner	Other actors	Status
	5. Continuing the transition planning process						
Section 4.4	**5.1**	Establish local ownership and governance of the Community *Coastal Change Transition Plan* and its future iterations, including funding	asap, during *Coastwise*		*NNDC*	Community/ PC	Initial engagement through walk-ins and 11/12/25 event

Table 5-1(e): Operational Action Plan for Bacton's Coastal Change Transition Plan (Continuing the transition planning process)

6 Explanation of terminology

The complex and technical nature of coastal change and adaptation does require the use of terminology within this document, which is explained in the table below. Where these words appear in the main text, they are highlighted in *italics*. Links to additional information are also provided within the main document.

Term	Explanation
Adaptation	Measures or actions taken to reduce the vulnerability of people, homes and businesses to the impacts of flooding and coastal erosion
Action Plan	A list of practical steps, responsibilities and priorities.
Beach health	How much sand is on the beach and how well it protects the village.
Community Coastal Change Transition Plan	A roadmap, developed by and with the community, for how a community can stay safe and resilient as the coastline changes.
Coastal Change Adaptation Policy (CC6)	A rule, within *NNDC's Local Plan*, allowing rebuilding in safer areas when at risk from erosion.
Coastal erosion	A natural process of the coastline wearing away, as waves and storms remove land
Coastal Transition Accelerator Programme (CTAP)	A national programme, funded by the UK Government, helping coastal communities plan for long-term change.
Coastal Squeeze	The space for coastal environments (e.g., sand dunes) being reduced due to human activities (e.g., road, seawall).
Coastwise	NNDC's project (funded by *CTAP*) that is working with communities to plan for and adapt to coastal change.
Dune growth	Strengthening sand dunes so they act as natural flood defences.
Flap gates	A one-way water door that lets water flow out (in this case through the seawall toward the beach) but prevents it from flowing back in from the beach toward the land
Flood Warning System	Tools to warn people about potential flooding.
Flood zone	An area at risk of flooding now or in the future.

Term	Explanation
Low-Regret Measures / Initiatives	Simple actions that improve *resilience* now and, in the future, regardless of the future decisions or *scenarios*.
North Norfolk District Council (NNDC)	The local council responsible for planning and flood risk management in North Norfolk.
NNDC's Corporate Plan	NNDC's main plan setting out what the council will focus on over the next few years, including protecting the environment, supporting local communities and strengthening the local economy.
NNDC's Local Plan	The statutory planning framework that sets out how North Norfolk will grow, develop and be protected up to 2040
Property Flood Resilience (PFR)	Improvements to homes and buildings that make them more resilient to flooding, such as flood doors, raised electrics or water-resistant materials.
Relocation	Helping people and businesses move from high-risk to lower-risk areas.
Resilience	The capacity of people and places to plan for, better protect, respond to, and recover from flooding and coastal change.
Sandscaping	A major beach-replenishment project that added sand to protect Bacton and Walcott, which occurred in 2019.
Scenario	Different possible futures for the coast and/or community.
Seawall	A wall helping to protect the village from waves and flooding.
Shoreline Management Plan (SMP)	A regional plan for managing long-term coastal changes.
Small Growth Village Policy (SS1)	A rule, within *NNDC's Local Plan*, allowing limited new housing next to existing village boundaries.
Strategic Coastal Change Transition Plan	NNDC's plan for managing the coastal change transition for North Norfolk (under development).
Transition / Transition to coastal change	The journey that a coastal community takes to adapt to a changing coastline, with short, medium and long-term plans and actions.

Term	Explanation
Triggers / Trigger Points	Signs - like a declining beach or rapid erosion during a storm - that indicate actions need to be taken soon to keep the community safe.

This report was developed for Coastwise by experts in coastal resilience at Haskoning. Haskoning is an independent consultancy since 1881, combining engineering, design and consultancy services with software and technology to deliver more added value for clients. Based on our mission Enhancing Society Together, we take responsibility for having a positive impact on the world and contributing to the United Nations Sustainable Development Goals. We challenge ourselves and our clients to develop sustainable solutions to local and global issues related to the built environment, infrastructure and industry.

Change is happening. And it's happening fast – from climate change to geopolitical tension and from the energy transition, digital transformation to changing customer demands. The speed and extent of these changes create complex challenges that cannot be addressed in isolation. We offer new perspectives to address the broader societal and technological picture and meet the needs of our ever-changing world.

Backed by the expertise of over 6,800 employees, we work from offices in more than 25 countries worldwide. We are helping clients to turn their challenges into opportunities and make the transition to smart and sustainable operations.

We act with integrity and transparency, holding ourselves to the highest standards of environmental and social governance. We are diverse and inclusive. We will not compromise the safety or well-being of our team or communities – no matter the circumstances.

We actively collaborate with clients from public and private sectors, partners and stakeholders in projects and initiatives. Our actions, big and small, are driving the positive change the world needs, and are enhancing society now and for the future.

Haskoning is a 'Royal' business as designated by the Royal House of the Netherlands in 1981.

Our head office is in the Netherlands, and we have offices across Europe, Asia, Africa, Australia and the Americas

EuroCompliance certification ISO 37001 EuroCompliance certification ISO 37301

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