Chichester Coastal Change Pathfinder ICZM Workshop Report





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Background and purpose

This workshop was delivered as part of the Chichester Coastal Change Pathfinder project, funded by Defra. The project aims to build on past work undertaken over the last 15 years on the Manhood Peninsula. More information on the project can be found at

http://www.peninsulapartnership.org.uk/projects/coastal-change-pathfinder-project/.

The Pathfinder project is the latest in a long succession of initiatives on the Manhood Peninsula driven by concerns to develop a more integrated approach to coastal management, environmental protection, and development.

In 2001 "Going Dutch on the Manhood Peninsula", a 5-day brainstorming event, brought integrated thinking to the peninsula with a water management focus. This event led to the formation of the Manhood Peninsula Partnership to address the concerns raised among local residents about the need for greater co-ordination between the bodies and organisations responsible for the management of the Peninsula and their ability to work with local people to address present and future environmental, social and economic challenges.

In 2008 a second Going Dutch event took place. It was initiated by the Manhood Peninsula Partnership to provide an independent 'test' of the Pagham to East Head Coastal Defence Strategy, which had generated considerable controversy locally. he proposal it contained for a coastal realignment scheme at Medmerry, to the west of Selsey, has now been embraced by the community and planning permission has been approved. Future work will aim to maximise the benefits of this scheme to recreation and tourism in the area.

The overall aim of the Pathfinder project is to bring together the sum of learning from these past initiatives and to feed these into the planning and other policies of the area, such that the integrated approach which has been talked of so much over the years is better facilitated by the local policy framework.

Thus, an important strand of the project is to develop an integrated spatial policy for the Manhood Peninsula. The importance of working with policy-makers in Chichester District Council and other authorities was recognised by the ICZM working group, whose members asked CoastNet to deliver a workshop to support this aim.

The group set three goals for the workshop, namely:

- 1. To bring together solutions proposed for integrated management of the peninsula
- 2. Promoting a holistic planning approach to all
- 3. The new localism understanding what can integrated coastal management offer to local people

Thus, mapping provided an approach to assemble spatial proposals and to identify spatial conflicts. Promoting a holistic approach reflects the integrated coastal zone management agenda, and again the mapping provided a holistic viewpoint. The new localism picks up on the current political agenda in England and sets out to identify ways in which the local community could respond.

The workshop programme is attached as Annex 1.

Our approach

Concerned that the messages from this series of activities were not being reflected in planning policy, the Pathfinder ICZM working group asked CoastNet to deliver a workshop to better engage the planning community. Our approach was to focus on the physical changes that had been proposed over the years, because it is these that provide the best information for the planning process as to policy needs.

The workshop consisted of four phases. First was to identify **threats**. Participants were asked to amend and



modify a list that had been prepared by an expert group, and to choose the top threats in each of seven categories. Second was to identify, in groups, possible **solutions** to those threats and to map them. Third, participants reviewed all maps and proposals and identified potential **conflicts**. A final plenary session started the process of **conflict resolution**.

It should be noted that a related piece of work was undertaken in parallel to this; the development of a destination management study to explore options and opportunities for potentially remodelling the current tourism product. It will be up to Chichester District Council, the Manhood Peninsula Partnership and local stakeholders to determine the relative weights to give to these related reports.

Main threats

The workshop groups were each assigned a list of themed threats to review. These threats were based on knowledge gained from past work and were produced by a small expert group. Participants were asked to review the threats and to add any more that they felt were important in their category. The revised lists are presented in Annex 2.

The groups were each asked to identify the top two threats for their theme. The chosen threats are listed below.

Infrastructure	Investment in public facilities and infrastructure may cease during the economic downturn despite increased pressure on existing
	Pressure to deliver more development increases • Pressure on existing infrastructure • Pressure on natural heritage and environment • Conflict on pulling ?? s106 funding
Transport and access	Vehicle congestion conflicts with social and environmental acceptable limits and few viable alternative transport options are available or used
Community	Environmental designations cause conflict with community aspirations
	Loss of younger generation due to lack of employment and high cost of housing
Housing and neighbourhoods	Lack of housing affordable to local people leads to out migration of young people and families
	Groundwater flooding could increase in incidence, flooding private property and affecting the location of new property
Water management	Cumulative impacts of piecemeal development exacerbate groundwater, sewer, and surface water flooding problems
	Climate change induced sea-level rise and increased storminess threaten greater risk and incidence of coastal erosion and coastal flooding [Erosion]
Economy	Mono-cultural economy [i.e. lack of economic diversity] threatens community
	Threat of environment designations which restrict business development
Environment	Inappropriate development which has consequences for environmental quality – this includes transport infrastructure, water quality, access, development and housing.
	Poor management and future planning for change/coastal changes – lack of long term thinking for change, failure to plan for long-term processes (across the entire Manhood Peninsula).

Summary of Spatial Solutions proposed

Groups were next asked to propose spatial solutions to these threats and to map them. The maps produced by each group are presented in Annex 3. Below is provided a brief summary of the proposals. These summaries are not comprehensive and aim to provide a simple summary of what was proposed. References to where these proposals have been previously considered are to be found in the 'Options for Future Work' section.

Proposal

Transport: new junctions on A27. New railway station and park and ride hub to East of Chichester. Road or rail spur into centre of Manhood Peninsula and associated transport hub linking to local transport networks (bus, cycle, foot, road). Cultural changes and improved local facilities to reduce local travel.

Infrastructure: Park and ride in Chichester, linking with re-instated tramway. Ferry services to key settlements and attractions and on to other destinations. Canal improvements. New road/cycle route linking east and west sides of the peninsula.

Community: Environmental centres at key sites to raise awareness and so reduce conflicts with community aspirations. Provision of housing affordable to local people. Provision of business facilities to create jobs and provide training opportunities.

Water management: identified three critical drainage zones, for more stringent standards. Identified critical erosion risk areas. Identified need for allocation of land for roll-back of vulnerable facilities and infrastructure.

Housing: identified zone for presumption against development. Identified zones for localised housing for local residents. Flood resilient. Focus on smaller development sites.

Environment: Identified 8 zones, each reflecting environmental sensitivities and indicating appropriate development options.

Economy: 4 sites identified for specific local business clusters, to augment recommendations of Destination Management Study. Selsey Coastal Trust Regeneration proposals in Selsey.

Conflicts identified

The third element of the workshop consisted of the identification of potential conflicts between these proposals. Participants circulated the room to view all maps and reconvened in their groups for a discussion and to identify principle conflicts. These are presented below, in no particular order. In plenary session the first two conflicts below were debated with regard to potential solutions (actual proposals or process) and to roles and responsibilities. The outputs are presented in Annex 4. This is an activity that can easily be undertaken as a follow-up action.

Conflict	CoastNet commentary
Current Development taking space for future rollback	Government policy calls for the identification of Coastal Change Management Areas, where there is likelihood of significant change due to coastal erosion or flood risks. Within these areas land can be allocated to allow relocation (rollback) of infrastructure to less vulnerable locations in the vicinity. However, such allocations (which may or may not be used) take spathat could be allocated to other productive uses.
Consequences of enabling infrastructure development – e.g. Funding gained from development that has environmental repercussions	Modern infrastructure, such as roads, community facilities and sea defences, are expensive and mostly rely upon wider development to fund them. However, this approach exacerbates the pressure on the environment through use of space, alteration of drainage patterns, disturbance to wildlife etc.
Location of new housing development out of flood risk zones	The flood risk zones in the Manhood Peninsula are quite extensive, especially around Selse They restrict scope for development, creating conflicts over development options for availab sites.
Permanent residency in caravans conflict with tourism offer & flood risk	There is anecdotal evidence that some families and older people live in caravan parks as th main residence. This alters the atmosphere of the parks as holiday centres. Further, as permanent occupation is against planning conditions it is unreported and consequently the number of people at risk in the case of a flood is not known.
New development (including housing) develops additional transport pressures	Pressure on the main transport routes in and out of the Peninsula is one of the principle threats. New development that is proposed as a response to other threats may only make congestion worse.
Tourist versus residents needs – i.e. shops/facilities	Whilst tourists and residents both use facilities such as shops and leisure areas, their needs are not exactly the same.
Improved transport infrastructure will lead to increase in commuting – leading to dormitory communities	If the access to and from the peninsula is improved, it is likely to result in a demographic shi with more people living on the peninsula but working elsewhere. This may have wider demographic implications, which could be positive or negative.
Conflict between priorities regarding sea defences – maintenance versus other options in the future	There is a fundamental conflict between the cost of improving sea defences in response to climate change effects and the community's demands for protection. Other options, such as rollback, re-alignment of defences etc. are more difficult to plan and tend to be resisted by community members. There is a need for more community engagement which has the potential for more positive outcomes, especially given the recent policy emphasis on local contributions to the cost of schemes
Large scale development could impact on the "tourism offer" (housing and business development)	Demand for growth, to provide affordable housing and local jobs for local people for exampl could lead to degradation of the built and natural environment. The latter is particularly important to the quality of the tourism offer.
Conflicting opinions for use of old tramway, e.g. tramway versus bikes	The former tramway offers an attractive prospect for improving sustainable transport options a financially viable solution is found. Whilst the workshop identified conflicts, they are not necessarily exclusive – examples of combined light rail and cycle routes do exist.
Consider financial viability of projects	The financial viability of projects is of course a key element for consideration, often a determining one, and each proposal needs to be assessed in this respect.
Conflict between neighbouring parishes in aspirations	Whilst the Manhood peninsula is comprised of many administrative units each with its own identity (11 Parishes for example), for the purpose of ICZM the peninsula is best treated as one geographical entity. Plans will deliver best when well integrated.
Transport improvements could increase development pressures	Converse of "New development (including housing) develops additional transport pressures
Housing tenure impacts on developer infrastructure contributions	The workshop was broadly pro low cost housing (restricted as to who can purchase) and an [more expensive] open-market housing. Unless ways can be found to reduce the land costs low-cost housing, this type of development will deliver little in the way of infrastructure. However, there are successful examples.

Policy needs

To what extent are planners and others involved in consenting activity equipped with the appropriate policies to enable them to follow an integrated approach?

The Local Development Frameworks are the principle statutory spatial plans on the coast. Shoreline management plans and related strategies and schemes are not statutory but are a material consideration for the LDF. Nature conservation (eg SSSI) and landscape (eg AONB) designations are again enacted through planning policy. Marine Plans will be statutory but none are in place as yet, and are unlikely to directly influence planning on the areas away from the coast. Thus it is logical to focus on the Local Development Framework as the principle policy tool. It is common-place for there to be separate Integrated Coastal Management Plans which are intended to provide a more holistic approach to management, but these have often failed in their implementation as separate plans. Hence this approach of aiming to directly influence and inform mainstream plans.

In preparation for a new LDF, Chichester District Council produced a suggested coastal policy for its draft core strategy, for discussion and debate. Thus:

[Suggested] Policy SP14 - Integrated Coastal Zone Management Strategy for the Manhood Peninsula

The Council will prepare plans, strategies, projects and other measures, in partnership with other organisations and local communities, to ensure that the Manhood area is planned for in a coordinated and integrated manner.

Subject to the other policies in this Strategy, development in the Manhood Peninsula will, in principle, be supported providing it:

- (i) Facilitates the economic and social well-being of the area;
- (ii) Addresses proposals for the coastline and coastal communities set out in Coastal Defence Strategies and Shoreline Management Plans;
- (iii) Contributes to greater safeguarding of property from flooding or erosion and/or enables the area and pattern of development to adapt to change;
- (iv) Provides resources to improve the process of harbour and coastal management, incorporating and integrating social, recreational, economic, physical and environmental issues and actions;
- (v) Improves infrastructure to support sustainable modes of transport, especially cycle ways, bridle paths and footpaths;
- (vi) Provides the means of supporting regeneration on the Manhood Peninsula.

Given the proposals and conflicts identified in the workshop, how robust is this policy in its intended aim?

There are two broad approaches to this task. One, a strategic approach, is to undertake a sustainability appraisal, which needs to be undertaken on the LDF as a whole, not just individual parts of it. However, the process could nevertheless be applied. However it may be too generic an approach.

The other approach is to test the policy against some imaginary applications. Such a process will necessarily be broad brush because the more detailed policies are not yet in place, but saved policies from the Local Plan can be used as surrogates.

This latter task would certainly provide the detailed feedback required as to the robustness of the policy to achieve the intended aims and provide feedback as to what improvements may be needed.

The test should be performed with a set of contrasting development proposals, some of which are seen as positive and some negative. The following are some suggestions:

- The managed realignment at Medmerry PLUS additional developments drawn from the work of the Medmerry Aspirations Group, such as cycle routes and hire facilities, bird hides, rural tearooms etc
- 2. Selsey Coastal Trust regeneration projects, such as plans for a cafe and market at East Beach.
- 3. The giant glasshouse proposal that was recently refused, but in a couple of locations (eg as recently proposed and adjacent to the A27)
- 4. Redevelopment of East Head car park as a coastal leisure and retail park (one could envisage a variety of fee paying facilities such as rides, safe swimming pool and slides etc, and modest avenues of retail outlets, sort of beach-hut style)
- 5. Relocation of Bunn's Caravan Park to a location at less flood risk.
- Note. It is not suggested that any of the above are necessarily desirable proposals. Their function simply is to test the policy.

Such a technical assessment can be undertaken within Chichester District Council by planning professionals. This will allow the robustness of the policy to be examined but also highlight where additional supporting work should be carried out to achieve the aims implicitly implied within ICZM and from the outcomes of the work in the MPP areas. It is suggested that the elements of the existing SP14 are used to provide assessment criteria.

	Facilitates the economic and social well-being of the area	Addresses proposals for the coastline and coastal communities set out in Coastal Defence Strategies and Shoreline Management Plans	Contributes to greater safeguarding of property from flooding or erosion and/or enables the area and pattern of development to adapt to change	Provides resources to improve the process of harbour and coastal management, incorporating and integrating social, recreational, economic, physical and environmental issues and actions	Improves infrastructure to support sustainable modes of transport, especially cycle ways, bridle paths and footpaths	Provides the means of supporting regeneration on the Manhood Peninsula	Comments
Proposal 1							
Proposal 2							
Proposal 3							
Etc							

You may wish to revise some of these criteria given priorities identified in the workshop or to introduce new criteria. For example "Facilitates the economic and social well-being of the area" could be subdivided into "delivery of housing affordable/restricted to local people" and "delivery of employment and training opportunities, especially for young people"

- Step 1. Judge to what extent the proposal meets the policy goal (assessment criteria).
- Step 2. Where the proposal fails to meet the goal, state in what way would it have to change in order to satisfy the goal
- Step 3. Taking the collective changes proposed, is this a 'good' proposal. That is, does it satisfy all the policy goals and does it do so without serious negative impacts for the community, economy, wildlife, landscape etc.

This is a subjective process and it is suggested that the Delphi technique be applied, working with an expert group including local stakeholders. The Pathfinder Project ICZM working group would be a good basis. Delphi is a simple facilitated and iterative process that moulds individual expert opinion into a consensus view.

Having tested the policy against a number of proposals in this way, what is the overall view of the expert panel? Is the policy robust and well rounded? The key criteria are: does it lead to adequate modification of substandard proposals, and does it promote integrated approaches which have few negative impacts?

Options for future work

Any future work should be focussed on removing barriers to the completion of the planning process such that an integrated spatial policy can be produced. There were calls at the workshop for the viability of proposals to be properly considered. Deliverability of proposals should be in the forefront of people's minds as objectives and priorities are identified. The following tables provide a simple analysis of the two critical constraints of Power and Money, and suggestions for how these two aspects could be managed on the projects proposed in the workshop.

Money	There is significant demand for public infrastructure projects – however many of these will not yield a direct and bankable financial return. Someone has to pay – but whom? What should be the financing mechanism?
Powers	Certain actions require a legal Power before they can be implemented. A cooperating authority must either have that Power or be able to secure it through influence. An uncooperative authority may withhold its consent to exercise a Power.

PROPOSALS	MONEY	POWERS	Origin of Proposals
New junctions on A27	Central government highways budget	DoT	West Sussex Highways Authority
	or large out-of town developments on	Highways Agency	
	edge of Chichester (eg Horticulture)		
	and an alternative (see Alexandra Demonstration	CDC Black in a through LDE site allocations	
	or housing (ref. New Homes Bonus)	CDC Planning through LDF site allocations	
		and other policies	
New railway station and park and	WSCC (Local Transport Plan)	Strategic Rail Authority, Network Rail,	Proposed by local community
ride hub to East of Chichester.		Southern Trains	representatives, 2003
	Enabling development	WSCC? (what powers?)	
Road or rail spur into centre of	WSCC (Local Transport Plan)	Strategic Rail Authority, Network Rail,	This workshop
Manhood Peninsula and		Southern Trains	
associated transport hub linking	Enabling development near A27	WSCC? (what powers?)	
to local transport networks (bus,			
cycle, foot, road).			

Cultural changes	WSCC Local Transport Plan, Public Rights of Way Improvement Plan?		This workshop, Parish Plans
and improved local facilities to reduce local travel.	WSCC Local Transport Plan, Public Rights of Way Improvement Plan	Highways Authority PROW	
Park and ride in Chichester, linking with re-instated tramway.	WSCC (Local Transport Plan) Enabling development Voluntary contributions (http://www.bvrw.co.uk/)	Strategic Rail Authority, Network Rail, Southern Trains WSCC? (what powers?)	Going Dutch I and II and this workshop
Ferry services to key settlements and attractions and on to other destinations.	Commercial operator running full cost service (Ferry across to east head might be funded from LTP as part of Coastal Access arrangements)	MCA Licence?	This workshop
Canal improvements (for transport? For leisure? For wildlife?)	Heritage Lottery Fund? Sustrans?	Who owns it? EA? Canal Authority?	The Canal Society
New road/cycle routes linking east and west sides of the peninsula.	WSCC LTP Floodcom project? Medmerry scheme?	WSCC Highways CDC Planning?	Manhood Cycle Network
Environmental centres at key sites to raise awareness and so reduce conflicts with community aspirations.	Voluntary organisations supported by public funds and public donations.	CDC Planning consent	Making use of existing proposals for centres at Pagham, Medmerry etc
Provision of housing affordable to local people. And	CDC Homes and communities Agency? http://www.homesandcommunities.c o.uk/rural housing	Land allocations CDC How can housing be restricted to locals? See review http://www.scotland.gov.uk/Resource/Doc/	National and CDC policy
Identified zones for localised housing for local residents. Flood resilient. Focus on smaller development sites.	Private sector - see Business in the Community guides to Affordable Rural Housing http://www.bitc.org.uk/princes programmes/rural action/sustainable rura I communities/affordable housing.ht	1125/0086252.pdf HCA http://cfg.homesandcommunities.co.uk/rur al-repurchase Private landowners.	

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Provision of business facilities to, create jobs and provide training opportunities.	LEP? Private Investors	CDC Planning	Workshop, building on CDC policy
Identified three critical drainage zones (exhibiting high sensitivity to groundwater and surface water flooding), for more stringent standards.	Difficult to address impacts of existing development Development conditions should ensure appropriate works undertaken	EA? CDC WSCC as LLFA Internal Drainage Board? Southern water if foul/combined sewers.	MPP drainage document
Identified critical erosion risk areas.	No connection between SMP/Coast Defence Strategy and allocation of development land (therefore no funding from development). s106 funding (developer contributions) must be used near development reducing viability for use in larger schemes Private eg Bunn Leisure	CDC EA	National policy, SMP and Coastal Defence Strategies
Identified need for allocation of land for roll-back of vulnerable facilities and infrastructure.	Allocation creates value – self funding	CDC	Going Dutch I and II
Identified zone for presumption against permanent development.	No direct cost	CDC	This workshop
Identified 8 zones, each reflecting environmental sensitivities and indicating appropriate development options.	No direct cost	CDC Planning	This workshop
4 sites identified for specific local business clusters,	No direct public cost Private investment	CDC Planning	This workshop, CDC
to augment recommendations of Destination Management Study	Private sector led, but quality of built environment will require LA leadership and appropriate LDF	CDC planning WSCC Urban Design? West Sussex Design Commission	Destination Management study, Going Dutch I and II

	policies	https://www.westsussex.gov.uk/your_council/publications/environment/18_design_commission.aspx	
Regeneration proposals in Selsey.	Selsey Coastal Trust Private investment Public grants Charitable donations	CDC planning	East Beach masterplan and Selsey Coastal Trust proposals
Improving the tourism offer on the Peninsula as a whole	Local Enterprise Partnership? Visit Chichester?	CDC Planning (in relation to delivery of place-making strategies to improve the public realm)	This action was not considered at the workshop, being a separate workstream. However, this report would be incomplete without its inclusion.

Table of acronyms		
CDC	Chichester District Council	
WSCC	West Sussex County Council	
EA	Environment Agency	
LEP	Local Enterprise Partnership	
LTP	Local Transport Plan	
PROW	Public Rights of Way	
LLFA	Lead Local Flood Authority	
SMP	Shoreline management plan	
HCA	Homes and Communities Agency	
MCA	Maritime and Coastguard Agency	

This basic analysis both points to the role of the principle authorities and also to the mechanisms for delivery of the proposals highlighted at the workshop. This helps to identify barriers to further progress. The proposed future tasks are set out in the table below, grouped under relevant headings.

Conclusions and recommendations

The following conclusions and recommendations are made based on the content and outputs of the workshop only. There are other activities ongoing, such as the Pathfinder project, Destination Management Plan for the Manhood Peninsula, coastal defence scheme planning and the local planning process, and the recommendations presented herein should be considered in this wider context.

- 1. There is no shortage of positive ideas for the Manhood Peninsula.
- 2. These ideas need evaluation and testing in order to determine which combination will contribute to a sustainable future for the Peninsula and its communities.
- 3. Such an evaluation is a complex process. We can identify uncertainties regarding both funding and community priorities as central to this exercise. A range of actions have been proposed below to address these priorities. It is recommended that the bodies and programmes identified as potential funding sources be pursued. One outstanding issue is that of a comprehensive baseline position for the peninsula across social, economic and environmental parameters. There are a number of approaches to this task, ranging from subjective surveys to empirical data collection and analysis. A baseline of some sort is required to enable monitoring and evaluation of policy and it is recommended that a methodology be applied through the LDF process. An awareness and a commitment to the principles of Integrated Coastal Zone Management as set out in the European Commission Communication and the EC Recommendation is essential to this task. There are a range of approaches to this task, including the engagement of communities in data gathering.
- 4. We have proposed an evaluation methodology to test the proposed spatial policy for robustness in the face of likely future change. It is recommended that this evaluation be undertaken and the policy revised as appropriate.
- 5. The issue regarding the securing of contributions to infrastructure funding through development is a critical one. It is fundamental to the vision for the Peninsula, set out in the Pathfinder 'Towards ICZM' report, and must be addressed in an empirical way. The table below sets out recommended steps in that approach. The authors understand that Portsmouth City Council have commenced a similar process and recommend an approach to them to learn from their experience.

Enabling development Costing out infrastructure needs, in categories: coastal Could be done as part of a future pathfinder project, or defence; transport; community facilities. commissioned directly by CDC. Alternatively it could be developed as a funding bid under the banner of the MPP Commission an options appraisal to see how these could As above be paid for, including through conventional housing and business development, and through innovative mechanisms such as development of restricted market housing on low-cost exception sites (see links in table above) and through the community infrastructure levy. Community infrastructure levy - what value would it This may be a big task. We will need to know more about deliver in Chichester and how would it be managed? how the scheme is being implemented nationally. CDC will need to track this anyway and should keep in mind the need identified herein as it considers its own scheme. **Uncertainties to address** The identification of the possible Coastal Change It is something that CDC will have to address in the future. Management Area in the peninsula is required. Neighbourhood plans - what will communities ask for? Communities will be able to follow this course of action if and when the Localism Bill is enacted. A component of a future pathfinder project could be to support Selsey and one or two other communities to develop neighbourhood plans and to go through the referendum process. Such an approach would probably be better funded than resources would otherwise allow. What improvements in the built environment and to A future pathfinder project could deliver place-making facilities are desirable to support the Destination strategies linked to the Destination Management Plan. A **Management Plan** project bid could be developed and then tailored to a range of suitable funding sources, such as LEPs, EU Interreg etc.

The IMCORE project (www.imcore.eu), of which CoastNet is a partner, has pioneered a Futures approach to Adaptation Planning involving the development of preferred scenarios for adaptation to climate change at the coast. This could be a useful approach to follow in this case, backed up with empirical data and it is recommended for consideration. Learning resources will be available at www.coastaladaptation.eu from September 2011.

6. The history of community engagement on the Manhood Peninsula is laudable and a credit to all concerned. It has endured through difficult debates and has emerged the stronger for it. The Pathfinder programme has enabled the consolidation of lessons learned and provides the basis for continued community involvement in the future of the Manhood Peninsula.