

Open Report on behalf of Richard Wills, Executive Director of Environment and Economy

Report to:	Flood Risk and Drainage Scrutiny Committee
Date:	04 December 2014
Subject:	Public Consultation on Draft Flood Risk Management Plans

Summary:

This report outlines the purpose, scope and content of the consultation draft Flood Risk Management Plans, placing them in the wider context of flood risk management legislation and the implications for local partnership working. Members are invited to share their views on the draft Flood Risk Management Plans, and to comment on an initial schedule of possible issues, preparatory to a full response being drafted on behalf of the Lincolnshire Flood Risk and Drainage Management Partnership.

Actions Required:

To consider and comment on the draft Flood Risk Management Plans and the initial schedule of issues drafted by officers, in order to help shape a partnership response to the public consultation.

1. Background

The Flood Risk Regulations 2009 require EU member states to prepare

- A preliminary flood risk assessment by 2011
- Flood risk and hazard maps by 2013
- Flood risk management plans by December 2015

In England and Wales this legislation is complemented by the Flood and Water Management Act 2010, which establishes

- A national Flood and Coastal Erosion Risk Management Strategy
- Local Flood Risk Management Strategies
- Lead Local Flood Authorities ... and new duties & powers for them

In Lincolnshire, the implementation of the Local Flood Risk Management Strategy as a joint partnership approach, with the aim of managing flood risk in a co-ordinated way regardless of source, means that the preliminary flood risk assessment and the development of surface water risk maps have supported our

all sources approach. The completion of the Preliminary Flood Risk Assessment in 2011 produced two outcomes – a first strategic assessment of risk from surface water and groundwater within Lincolnshire and, nationally, the identification of ten flood risk areas where there is the potential for surface water flood risk to concentrations of more than 30,000 properties. These are essentially the larger conurbations, and none have been identified in Lincolnshire.

Flood Risk Management Plans - function

The Environment Agency is currently consulting on draft Flood Risk Management Plans in fulfilment of the third and final requirement under the 2009 legislation. The scope and purpose of the Flood Risk Management Plans mean that closer consideration is required to ensure effective alignment with the joint Lincolnshire Flood Risk and Drainage Management Strategy.

The consultation documents can be accessed on the Environment Agency's website at www.gov.uk/government/consultations/draft-flood-risk-management-plans.

Attention is drawn to the size of the files, which are best read online and not printed – each of the main documents is over 600 pages long.

Flood Risk Management Plans cover river basins, such that Lincolnshire is divided between the Humber river basin and the Anglian river basin. The rationale for this is to ensure that implementation of the Flood Risk Regulations is closely aligned with implementation of the Water Framework Directive, which is primarily aimed at improving water quality and environmental benefit.

Formally, the Environment Agency is required to prepare a plan covering the assets for which it is responsible nationally – which in Lincolnshire means the coast, the main rivers and a number of reservoirs. Lead Local Flood Authorities are only required to do the same for local sources of flood risk (surface water, groundwater and ordinary watercourses outside IDB areas), and then only within the areas identified in 2011 as flood risk areas on a national scale. There is only one of these within the Anglian river basin, and none within Lincolnshire.

As a result, Lead Local Flood Authorities without national level flood risk areas can choose whether to contribute information to the Flood Risk Management Plan, or not. Many have done so, and Lincolnshire has expressed a wish to do so in the spirit of our established 'all-sources' partnership approach to managing flood risk.

Flood Risk Management Plans - content

Each Flood Risk Management Plan begins with a scene-setting section, which describes the river basin as a whole and outlines its key characteristics. This is then followed by a more detailed section for each river catchment within the basin, including a table of measures in progress or planned for each catchment, along with a graphic representation of these measures, divided into four types of activity:

A number of issues for discussion have been identified which are listed separately in Appendix A, but there may be further matters that Members may wish to raise.

Flood Risk Management Plans – formulating a response

It is proposed that a response should be delivered to the Flood Risk Management Plans on behalf of the Lincolnshire Flood Risk and Drainage Management partnership. The schedule of issues accompanying this report as Appendix B presents a range of matters identified by officers. Members may wish to consider these as the basis for a formal partnership response, in addition to any other matters that may be raised. For the sake of simplicity it is proposed that the response should begin by addressing matters common to both Flood Risk Management Plans covering the county, followed by any remarks relating to individual catchments.

2. Conclusion

The public consultation on the Flood Risk Management Plans concludes on 31st January 2015. Members' comments will be collated to form the basis of a partnership response, which will then be circulated for further consideration by partners and stakeholders. It is intended that a final draft will be made available to Members and partners in mid-January, prior to final submission on January 31st.

The Environment Agency are also consulting on River Basin Management Plans, which complement the Flood Risk Management Plans, and focus on water quality and environmental matters. The closing date for this consultation, however, falls in March 2015, and a further, separate paper will be presented early in 2015 seeking Members' views on the River Basin Management Plan.

3. Consultation

a) Policy Proofing Actions Required

n/a

4. Appendices

These are listed below and attached at the back of the report	
Appendix A	Summary description of the draft Flood Risk Management Plans for the Humber and for the Anglian River Basins, and of the draft River Basin Management Plans
Appendix B	Initial schedule of issues and notes identified by officers

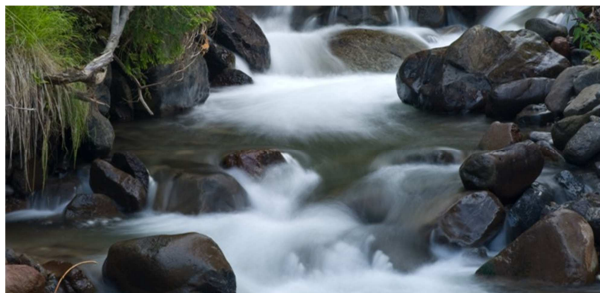
5. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by David Hickman, who can be contacted on 01522 554809 or david.hickman@lincolnshire.gov.uk.

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What is the Water Framework Directive?



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The Water Framework Directive is the most substantial piece of European water legislation to date. It sets out a new approach to protect and manage all aspects of the water environment.

The Directive aims to improve the quality of surface waters, ground waters and coastal waters.

The objectives are planned and managed through **River Basin Management Plans**.

We need to seek contributions from our partners and others to carry out the aims of these plans.

Updated River Basin Management plans

The updated plans will be published at the end of 2015 and will:

- set out the objectives for the water environment to 2027;
- be the guide for investment and action for 2016 to 2021 and direct where all new money is targeted;
- be agreed through public participation, consultation and engagement, and include commitment to action by others.

Formal consultation started on the 10 October 2014 and will run until 10 April 2015.

Lincolnshire is covered by two RBMP and two FRMP documents – for the Humber and Anglian River Basin Districts.

...then there's the Flood Risk Directive....

Another piece of European law that means the first **Flood Risk Management Plans** will also be published at the end of 2015.

We are consulting on FRMPs from 10 October 2014 until 31 January 2015 and these are important because:

- they set out where risk management authorities can work together, with communities, to manage flood risk;
- for the first time they bring together information on all sources of flooding, including from existing plans, strategies and assessments;
- they include new proposals for managing the risk of flooding, and it's this which we're especially seeking views on.

You can view and comment on all of the plans at the following web pages:

Flood Risk Management Plans E-Consultation - https://consult.environment-agency.gov.uk/portal/ho/flood/draft_frmf/consult

Update to the River Basin Management Plans E-Consultation - https://consult.environment-agency.gov.uk/portal/ho/wfd/draft_plans/consult

You can make comments on any of the documents in the E-consultation tools above, or by e-mailing the following in boxes

Humber FRMP Consultation@environment-agency.gov.uk

HumberRBD@environment-agency.gov.uk

Anglian FRMP Consultation@environment-agency.gov.uk

AnglianRBD@environment-agency.gov.uk

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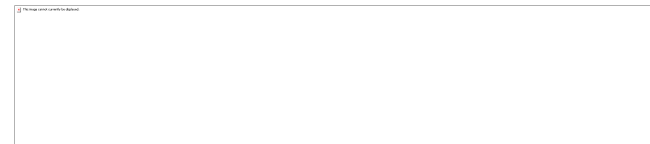
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River Basin Management Plans (RBMPS) Flood Risk Management Plans (FRMPS)

Have your say on our future water environment.....

We are consulting on our future plans for managing flooding and improving the water environment.



Appendix B – Schedule of Issues

Initial Matters for consideration

General comments

While it is understood that the Flood Risk Management Plans have been developed in response to European legislation, the draft plans as they stand may not be suitable for a general public audience. These are very detailed and extensive documents, perhaps more so than need be.

In particular, the summary leaflet describes the Flood Risk Management Plan as a single point for joining up working and bringing together all flood risk management strategies and plans. In effect, it is presented as the definitive document for Flood Risk Planning in the area, but contains little reference to the statutory Local Flood Risk Management Strategies or, indeed the National Flood and Coastal Erosion Strategy, with which the Local Flood Risk Management Strategies must legally be consistent.

In Lincolnshire, the flood risk and drainage management partnership has deliberately developed the Local Flood Risk Management Strategy as a joint document, covering flood risk from all sources. This raises the question of which takes precedence, and whether there is a risk that local priorities could be driven by objectives set in the Flood Risk Management Plans, at a much broader geographical basis and on very different governance principles.

The representation of measures as a count for each catchment, and for the river basin district as a whole, is potentially highly inconsistent and misleading. This is partly because each catchment is very different in its geography, topography and levels of risk. More important, however, is the fact that the level of detail supplied by each Lead Local Flood Authority will be very different.

For example, Lincolnshire has supplied only information on the larger schemes, on the basis that the common works programme is revised every year, and because the partnership is developing a method of prioritising local schemes that is specific to Lincolnshire. It must be questioned whether schemes of this scale need to be reported in a document covering a whole river basin, how the six-year timescales for revising FRMPs would accommodate local flexibility and revision of local programmes, and whether setting objectives and measures at river basin level could override more local prioritisation.

In effect, the pie-chart form of enumerating schemes does not, at present compare like with like, and risks giving an unrealistic impression of the levels of activity across the river basin area. It is a concern that little reference is made to local strategies as a means of determining local objectives and priorities. It could be suggested that the maps and charts bring little real value to the document, and the key source of referencing for any schemes other than Environment Agency programmes sanctioned by the RFCC should be Local Flood Risk Management Strategies – the more so where it has been agreed that the Local Flood Risk Management Strategy already encompasses a joint approach.

Catchment summaries

The role of Lincolnshire County Council (as LLFA) along with the Flood Risk Management Partnership and the implementation of the Joint Lincolnshire Flood Risk and Drainage Management Strategy in 2012 is well covered in the introduction section of the Witham catchment. The sections on the Nene and Welland catchment, however, make no reference to this, in fact under the Welland catchment Lincolnshire only gets a mention as having minor contributions (compared to Northants, Leics and Peterborough CC) when in fact half of the catchment falls within the Lincolnshire county boundary.

Within summary introductions of each catchment area there is reference to 'other sources of flooding' which includes reference to surface water. In some cases this is identified as a significant issue. Yet there is no reference to the way in which surface water issues are being investigated or dealt with (for example through the Lead Local Flood Authority responsibility), or of scheme identification and implementation via local strategies.

The tables detailing actions in each catchment are very repetitive, with most sections beginning "To minimise the risk of flooding etc etc" These form a sizeable portion of the document and if these could be slimmed down by referencing key documents such as local Flood Risk Management Strategies, Shoreline Management Plans etc, then this would surely make the whole document more digestible. In the current form they seem to offer little of particular substance.

Other comments

The above comments are offered as initial thoughts to assist debate on these very large documents. Members of the Scrutiny Committee are invited to consider them in this light, but there may be other issues that Members may wish to bring to the attention of the Committee.

Further discussion is expected within the Lincolnshire Flood Risk and Drainage Management Partnership, with Members' views informing the final version of the formal response submitted to the consultation.

Flood Risk Management Plans

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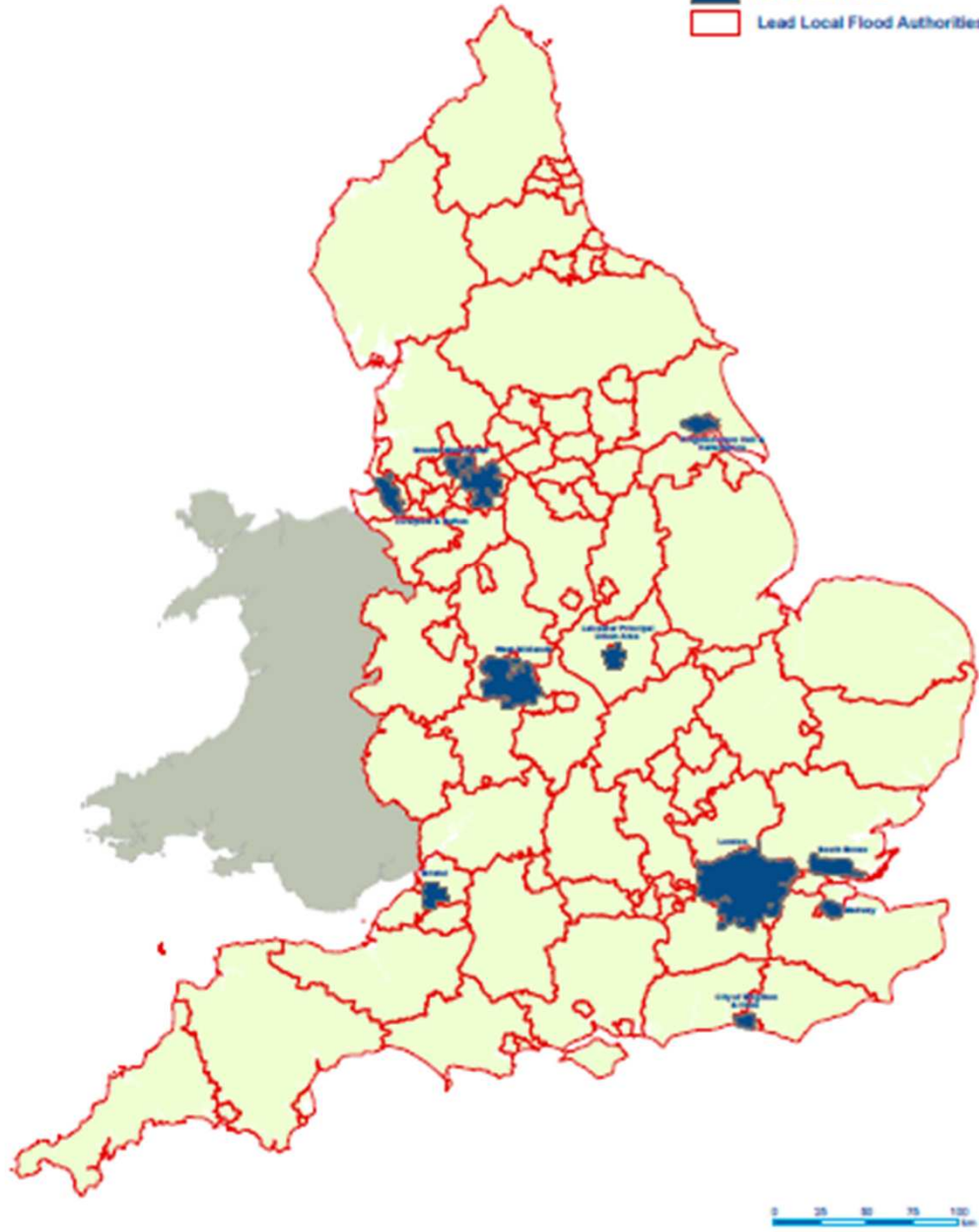
Flood Risk Regulations 2009

- Preliminary Flood Risk Assessment 2011
- Hazard Maps (surface water) 2013
- Flood Risk Management Plans 2015

Flood Risk Regulations - Flood Risk Areas in England



- Flood Risk Areas
- Lead Local Flood Authorities



Flood and Water Management Act 2010

- National Flood & Coastal Erosion Strategy
- Local Flood Risk Management Strategy
- Lead Local Flood Authorities – and all its works...

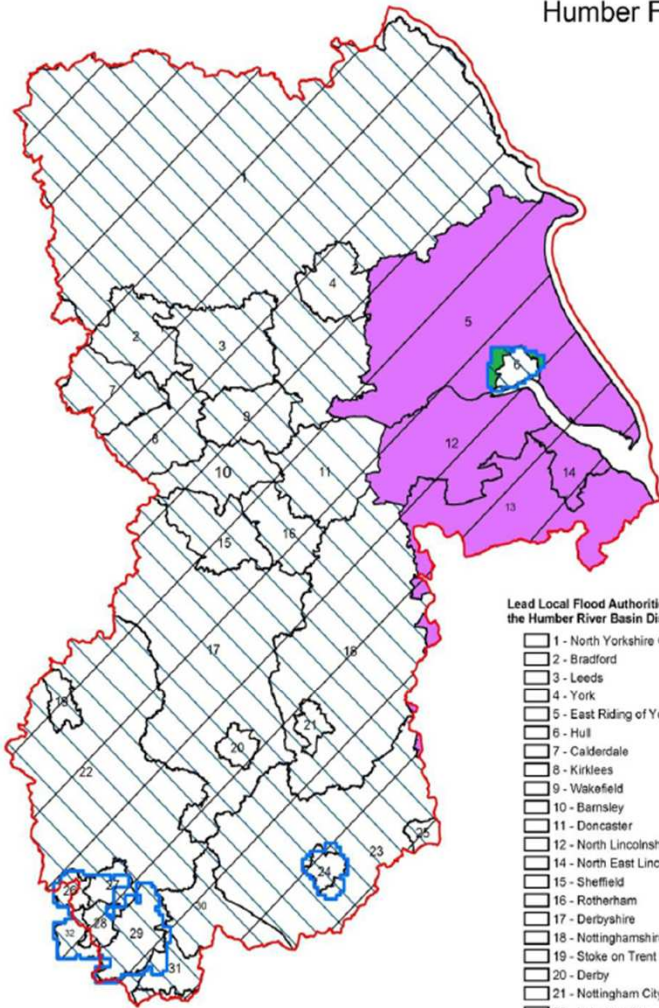
In Lincolnshire

Partnership formed 2009-10

- Preliminary Flood Risk Assessment 2011
- Joint Flood Risk Management Strategy 2012
- Common Works Programme 2012 onwards
- Surface water flood risk maps 2013
- Developing detailed risk assessment (all sources) and local prioritization criteria for schemes
- ...and now the Flood Risk Management Plan

Humber & Anglian Regions

Humber FRMP Coverage



Lead Local Flood Authorities (LLFAs) within the Humber River Basin District (RBD)

- 1 - North Yorkshire County Council
- 2 - Bradford
- 3 - Leeds
- 4 - York
- 5 - East Riding of Yorkshire
- 6 - Hull
- 7 - Calderdale
- 8 - Kirklees
- 9 - Wakefield
- 10 - Barnsley
- 11 - Doncaster
- 12 - North Lincolnshire
- 14 - North East Lincolnshire
- 15 - Sheffield
- 16 - Rotherham
- 17 - Derbyshire
- 18 - Nottinghamshire
- 19 - Stoke on Trent
- 20 - Derby
- 21 - Nottingham City
- 23 - Leicestershire
- 24 - City Of Leicester
- 27 - Walsall
- 29 - City Of Birmingham
- 31 - Solihull

LLFAs partly within the Humber RBD

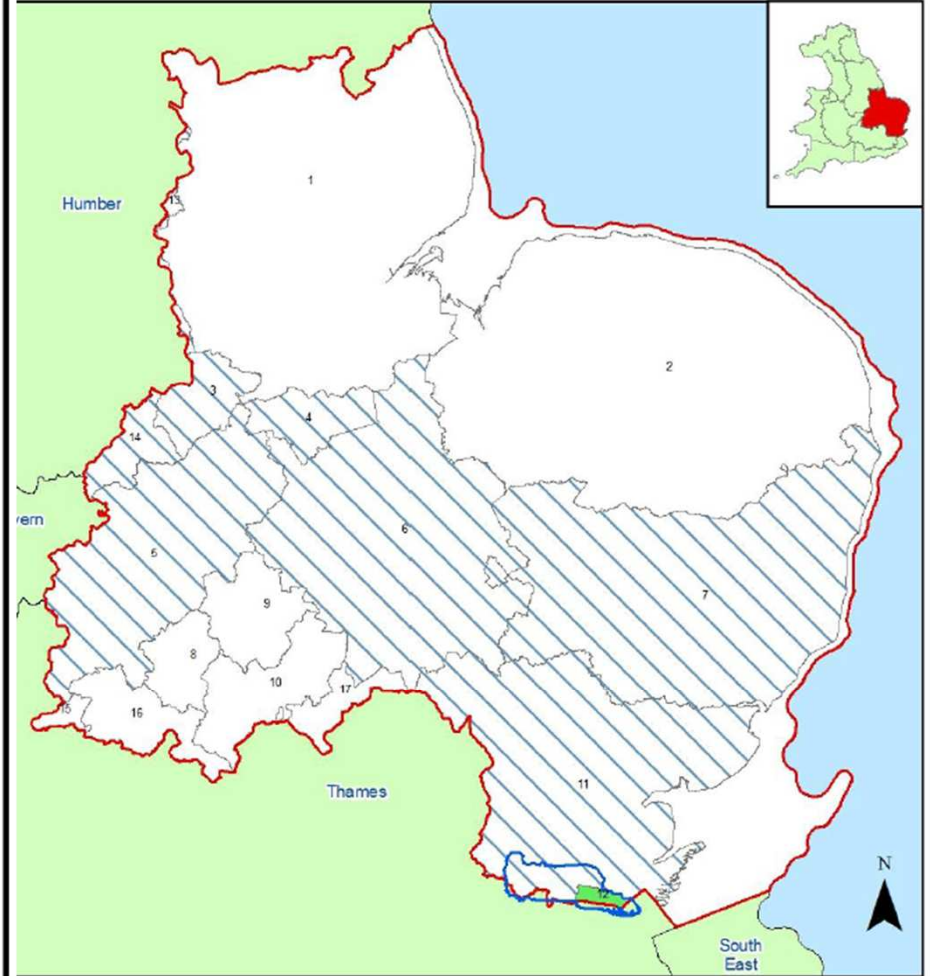
- 13 - Lincolnshire County Council
- 22 - Staffordshire County Council
- 25 - Rutland
- 26 - Wolverhampton
- 28 - Sandwell
- 30 - Warwickshire County Council
- 32 - Dudley Metropolitan Borough Council
- 33 - Worcestershire County Council
- 34 - Craven
- 35 - Lancashire County Council

Legend

- Working in partnership with the Environment Agency, producing separate plans to reflect local priorities and existing agreements
- Local Flood Risk information for FRA to be included in a separate FRMP
- Main river, sea & reservoir flood risk information included in this FRMP
- Local flood risk information included in this FRMP
- Humber River Basin District
- Flood Risk Areas



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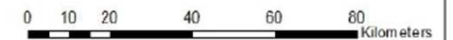
LLFAs within the Anglian RBD

- 1 - Lincolnshire
- 2 - Norfolk
- 3 - Rutland
- 4 - Peterborough
- 5 - Northamptonshire
- 6 - Cambridgeshire
- 7 - Suffolk
- 8 - Milton Keynes
- 9 - Bedford
- 10 - Central Bedfordshire
- 11 - Essex
- 12 - Southend-on-Sea
- 13 - Nottinghamshire
- 14 - Leicestershire
- 15 - Oxfordshire
- 16 - Buckinghamshire
- 17 - Hertfordshire

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Legend

- Anglian River Basin District
- South Essex Flood Risk Area
- LLFA information included
- information not included. A separate FRMP will be produced by Southend Borough Council
- Anglian Water information included for the entire RBD
- Other River Basin Districts



Sections of the FRMP

- Part A – The draft plan and how we developed it
- Part B – Managing Flood Risk in the Anglian/Humber River Basin District
 - General introduction
 - Key Flood Risk issues
 - Catchment by catchment profile
 - Other areas (eg Fens Strategic Area)
- Conclusions, Objectives, Measures & monitoring

Figure 1: Flood Risk Management Plans and their relationship to other planning initiatives (taken from the National Flood Management Strategy for England)

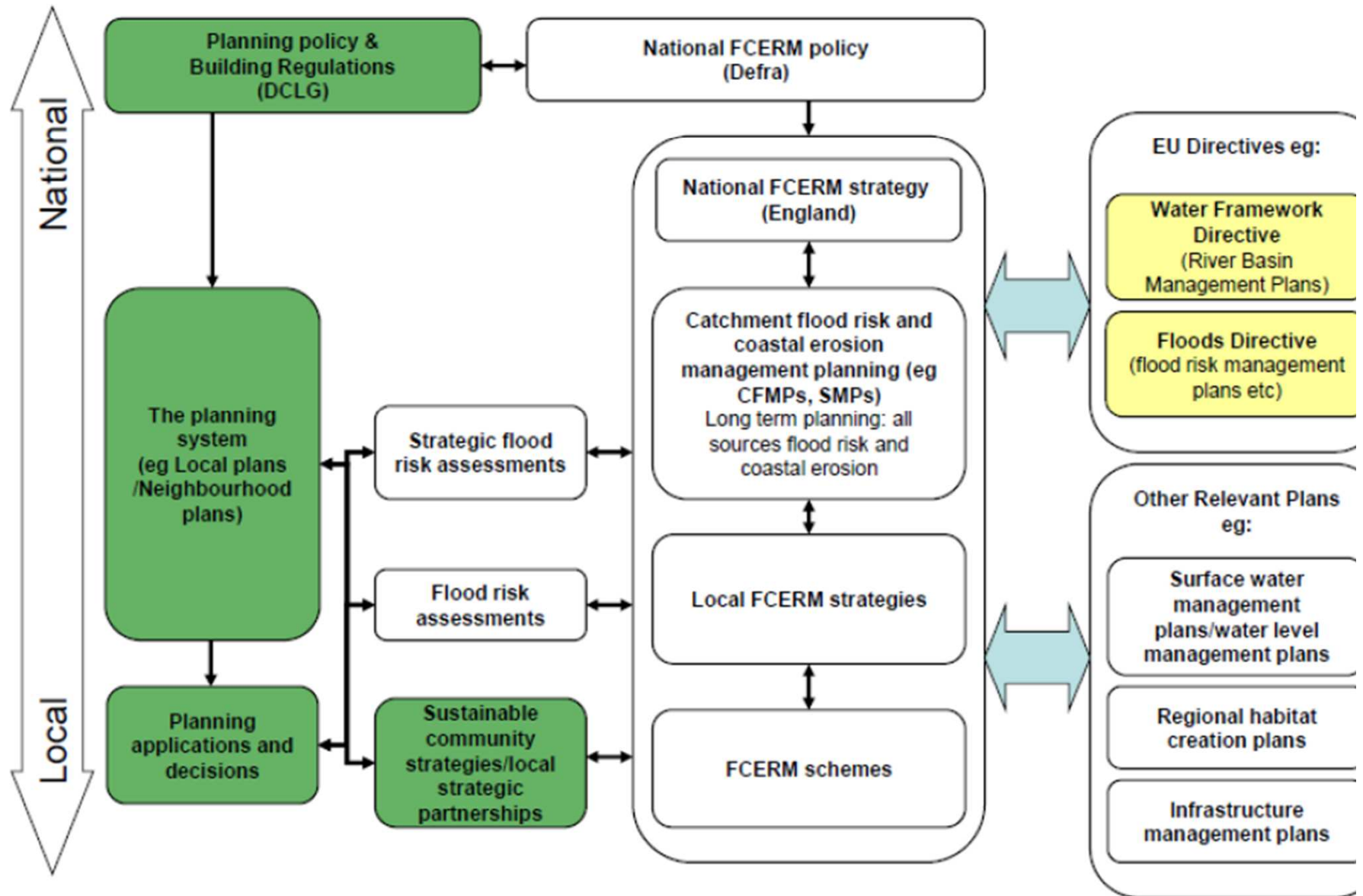
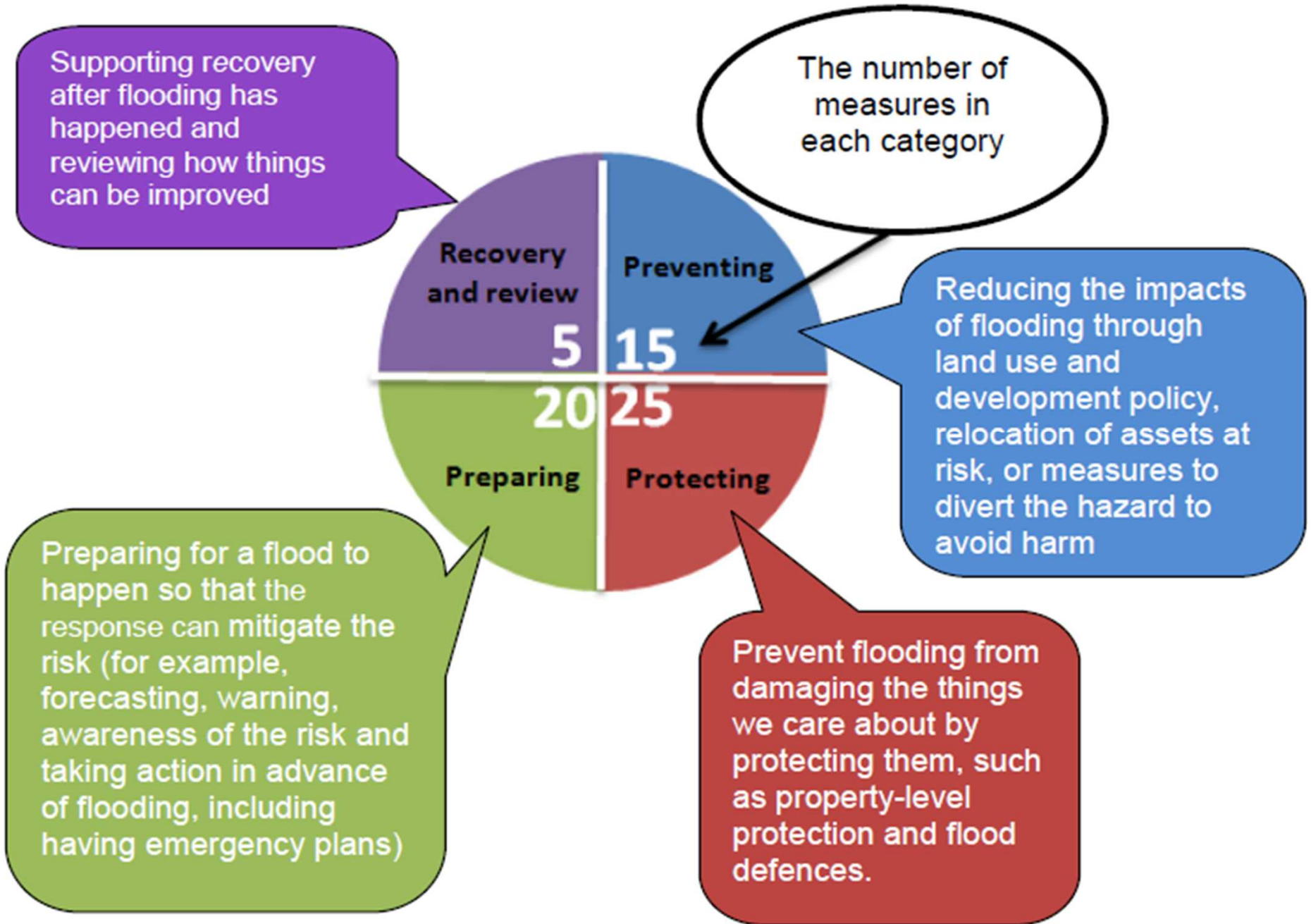
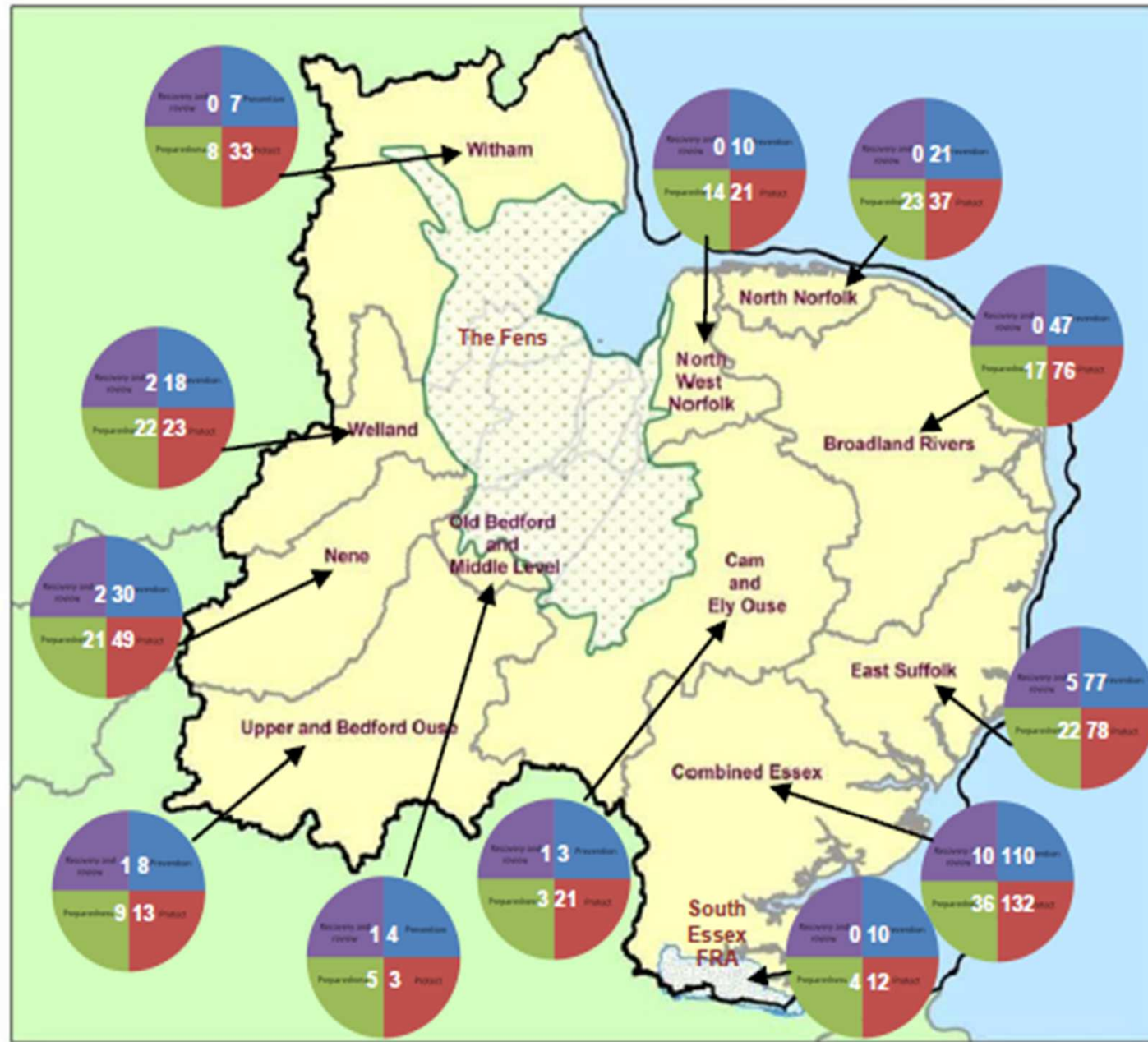


Figure 3: The types of measures for managing risk (example numbers used)





Anglian River Basin District



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Key Statistics

Table 7.2: Summary flood risk from rivers and sea to people, economic activity and the natural and historic environment across the Anglian RBD.

River and Sea	Total in RBD	High risk	Moderate risk	Low risk	Very low risk
Risk to people:					
Number of people in area:	5,968,929	55,904	145,655	336,818	9,583
Number of services:	13,920	622	733	959	28
Risk to economic activity:					
Number of non-residential properties:	860,034	15,821	42,701	59,179	1,618
Number of airports:	2	0	0	0	0
Length of roads (primary routes) (km):	4503	70	202	273	4
Length of railway (km):	1,567	66	151	118	3
Agricultural land (ha):	2,156,384	118,789	227,932	131,699	781
Risk to the natural and historic environment:					
Number of EU designated bathing waters within 50m:	6	3	0	0	0
Number of EPR installations within 50m:	194	14	12	9	0
Area of SAC within area (ha):	152,647	10,960	1,219	4,616	42
Area of SPA within area (ha):	159,766	18,824	1,807	6,046	165
Area of RAMSAR site within area (ha):	117,324	18,064	1,723	5,696	132
Area of World Heritage Site within					

Figure 10.11.2 – Flood Risk from Rivers and the Sea in the Witham Catchment – National Flood Risk Assessment (NAFRA)

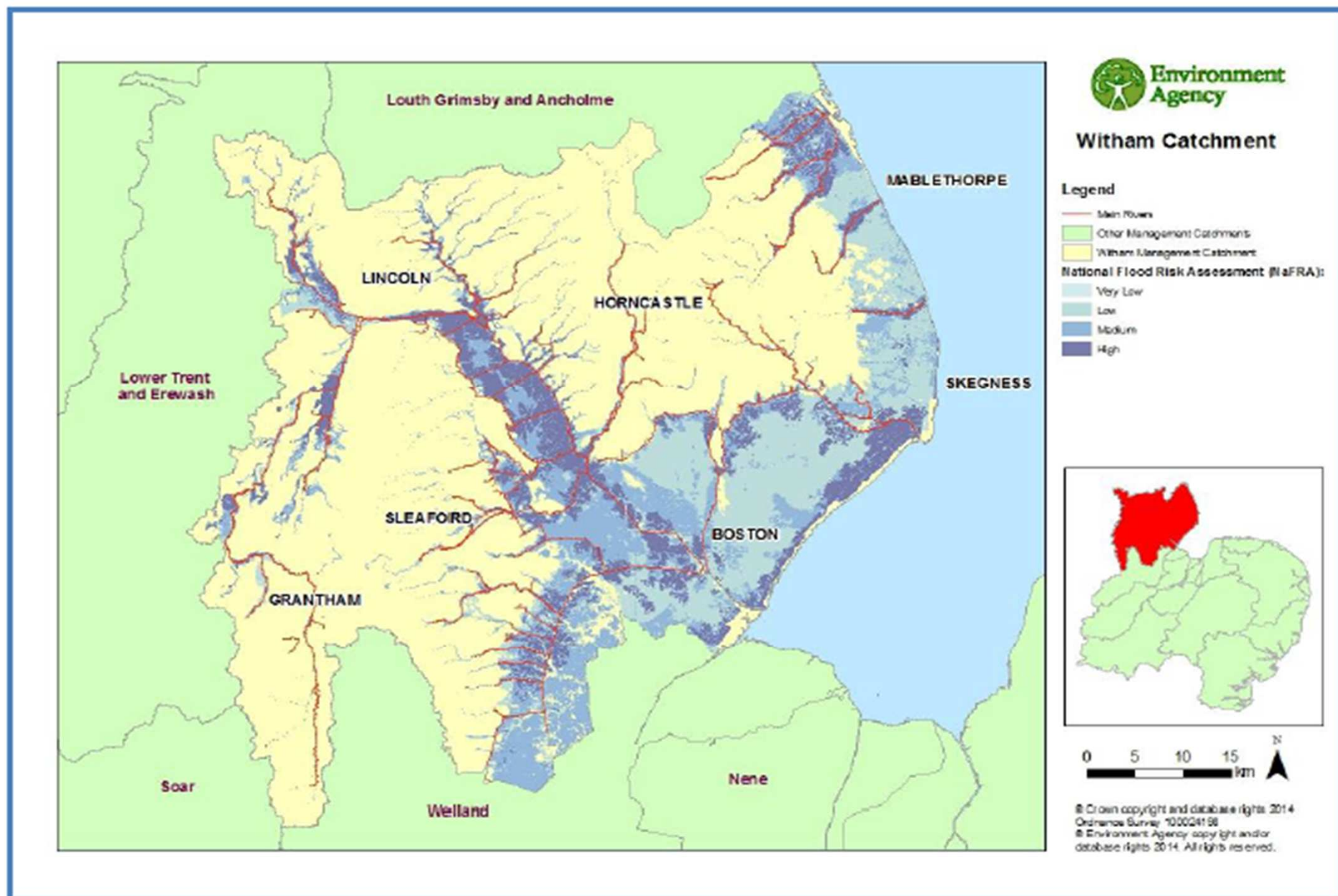
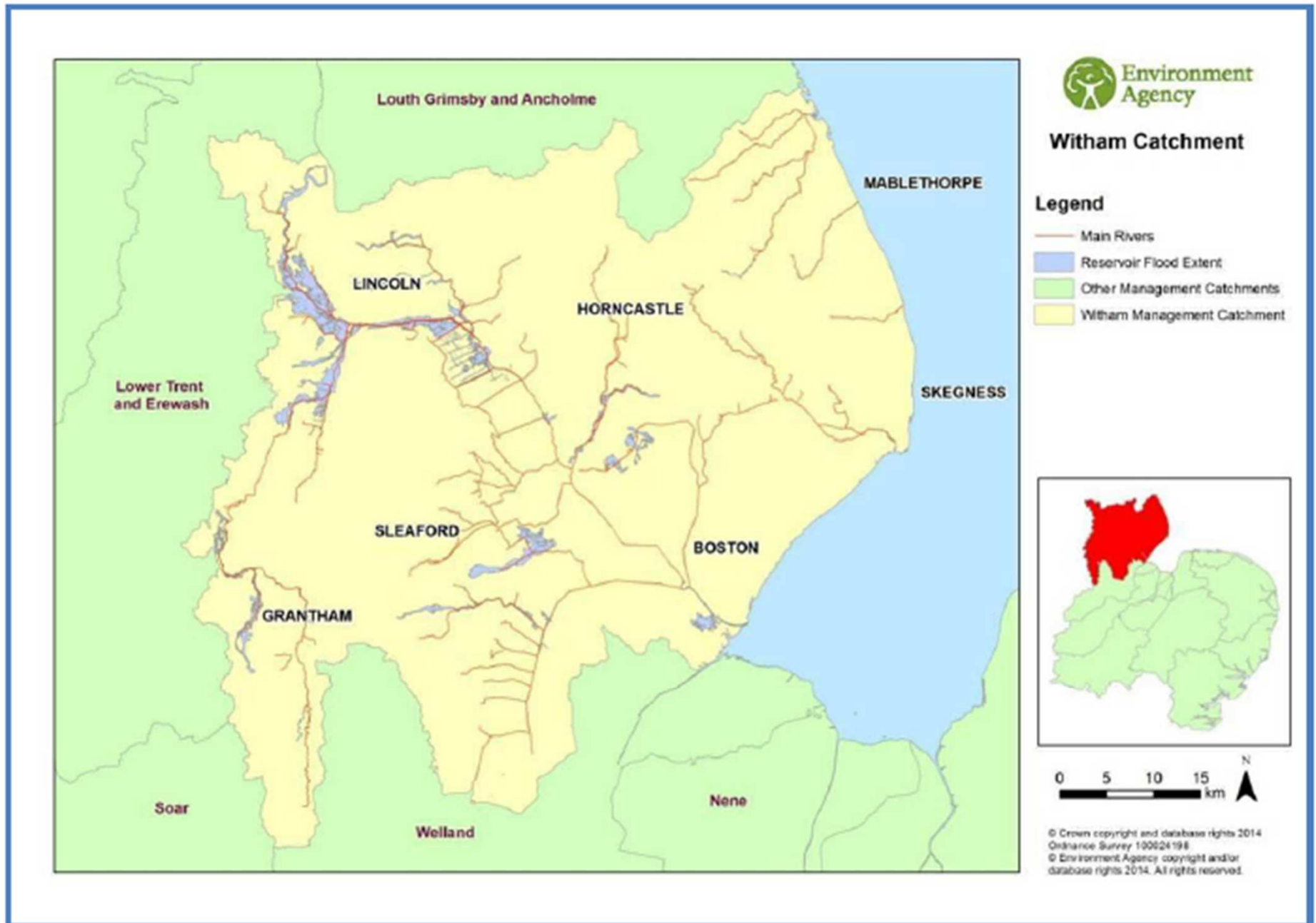


Figure 10.11.3 – Flood Risk from Reservoirs in the Witham Catchment



Key Statistics

Table 10.11.1: Summary flood risk from rivers and sea to people, economic activity and the natural and historic environment across the Witham Catchment.

River and Sea	Total in Catchment	High risk	Moderate risk	Low risk	Very low risk
Risk to people:					
Number of people in area:	523,128	16,591	27,119	109,507	129
Number of services:	1367	111	114	233	0
Risk to economic activity:					
Number of non-residential properties:	95,035	3147	8254	18,704	72
Number of airports:	0	0	0	0	0
Length of roads(primary routes)(km):	494	7	20	73	0
Length of railway (km):	223	7	15	46	0
Agricultural land (ha):	361,676	38,009	44,497		
Risk to the natural and historic environment:					
Number of EU designated bathing waters within 50m:	0	0	0		
Number of EPR installations within 50m:	110	17	11		
Area of SAC within area (ha):	2877	101	86		
Area of SPA within area (ha):	2801	91	82		
Area of RAMSAR site within area (ha):	2805	91	82		
Area of World Heritage Site within area (ha):	0	0	0		
Area of SSSI within area (ha):	4559	134	102		
Area of Parks and Gardens within area (ha):	2109	45	12		
Area of Scheduled Ancient Monument within area (ha):	898	43	75		
Number of Listed Buildings within area:	4319	85	131		
Number of Licensed water abstractions within the area:	1583	676	252		

Table 10.11.2: Summary flood risk from reservoirs to people, economic activity and the natural and historic environment across the Witham Catchment.

Reservoirs	Total in Catchment	Maximum extent of flooding
Risk to people:		
Number of people in area:	523,128	24,031
Number of services:	1367	56
Risk to economic activity:		
Number of non-residential properties:	95,035	2043
Number of airports:	0	0
Length of roads (km):	494	10
Length of railway (km):	223	9
Agricultural land (ha):	361,676	7905
Risk to the natural and historic environment:		
Number of EU designated bathing waters within 50m:	0	0
Number of EPR installations within 50m:	110	2
Area of SAC within area (ha):	2877	2
Area of SPA within area (ha):	2801	2
Area of RAMSAR site within area (ha):	2805	2
Area of World Heritage Site within area (ha):	0	0
Area of SSSI within area (ha):	4559	9
Area of Parks and Gardens within area (ha):	2109	61
Area of Scheduled Ancient Monument within area (ha):	898	12
Number of Listed Buildings within area:	4319	67
Number of Licensed water abstractions within the area:	1583	192

Objectives:

Our objectives when preparing this flood risk management plan have been as follows:

Social

- Reduce Risk to People
- Promote Understanding of Flood Risk and Work in Partnership
- Prepare Communities and Build Resilience
- Minimise Community Disruption
- Consider Flood Risk in Development Plans
- Maintain Existing Assets that protect people
- River, watercourse and tidal defence maintenance

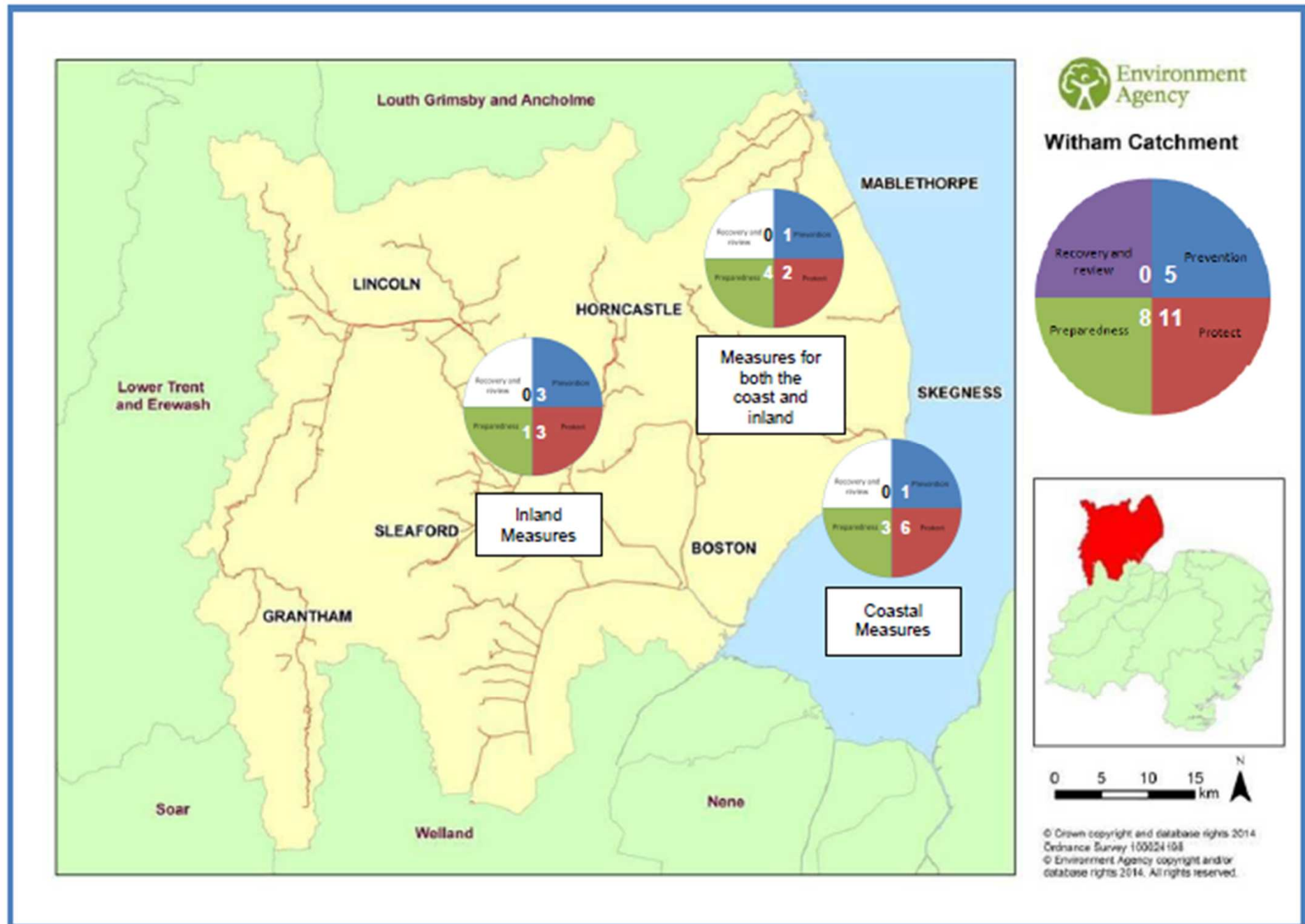
Economic

- Reduce Economic damage
- Maintain existing assets that protect business
- Protect Transport Services
- Consider Flood Risk to Agricultural Land
- Protect Tourism when undertaking Flood Risk Management

Environmental

- Achieve WFD Objectives through Flood Risk Management
- Protect Designated Nature Conservation Sites
- Protect Designated Heritage Sites

Figure 10.11.4 – Ongoing Measures within the Witham Catchment



Across the Witham Catchment the on-going measures to manage flood risk include:

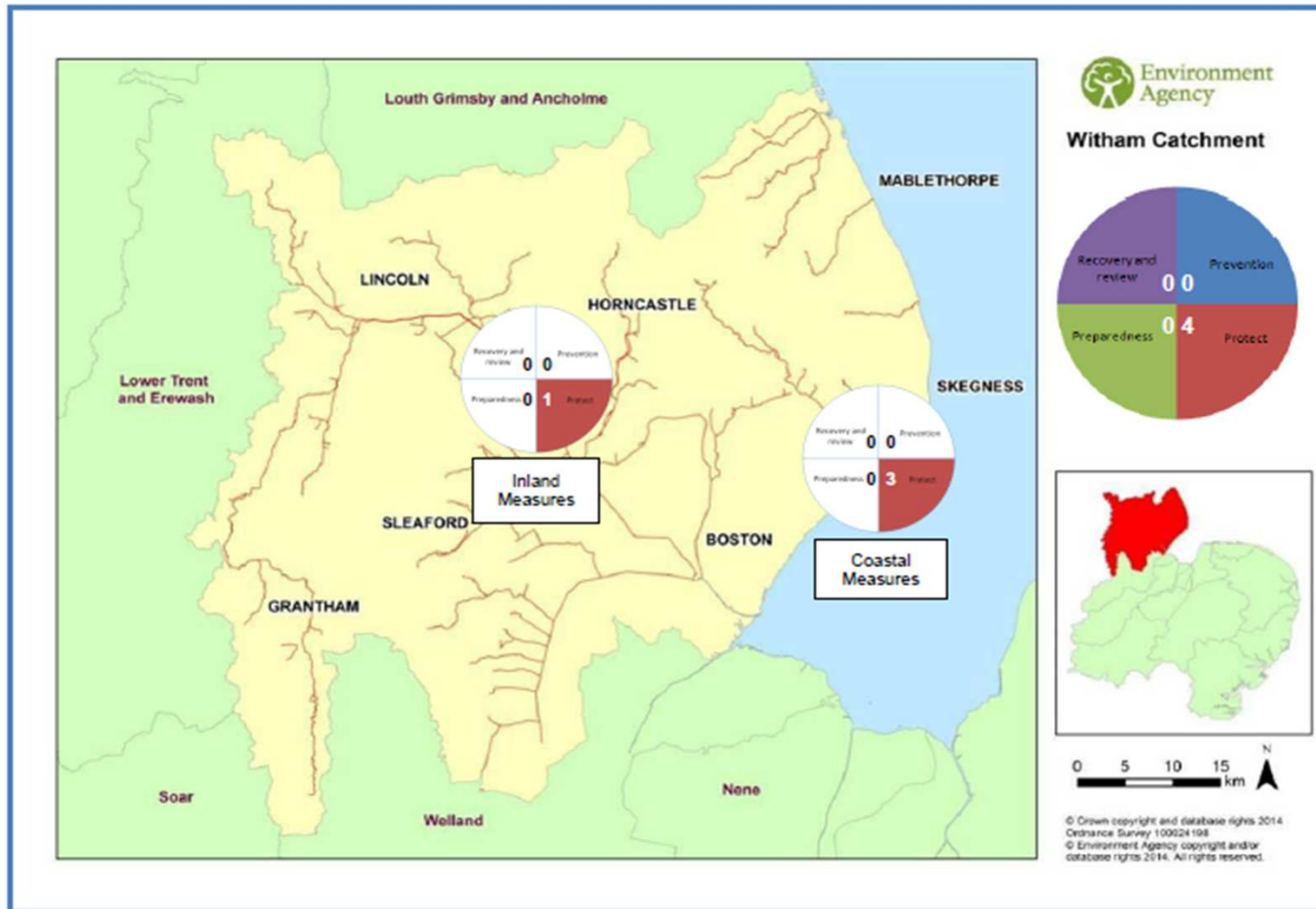
Preventing risk: 5 measures which include measures to avoid inappropriate development in the flood plain and improving our understanding of all sources of flooding to inform future flood risk management.

Preparing for risk: 8 measures which include measures to develop and improve emergency response plans with partners, improving flood mapping, install a new tidal gauge, maintaining our flood forecasting and warning systems and working to raise community awareness and improve their preparedness.

Protecting from risk: 11 measures which include measures to construct flood risk management schemes, continue with beach nourishment to protect tidal defence structures and maintain and replace when necessary major flood defence structures,

Recovery and review of risk: there are no ongoing measures over and above existing flood risk work.

Figure 10.11.5 – Agreed Measures within the Witham Catchment



Across the Witham Catchment the agreed measures to manage flood risk include:

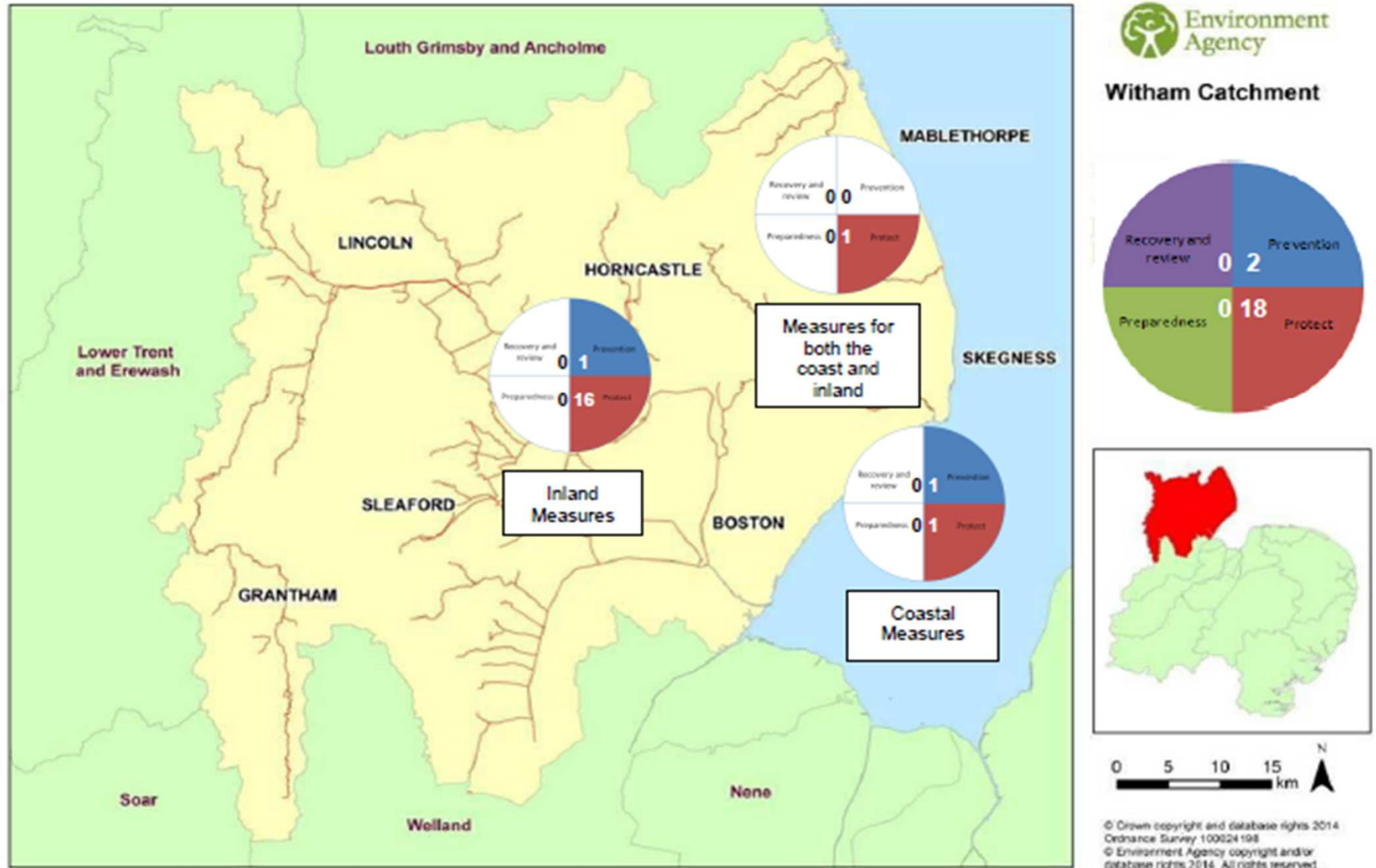
Preventing risk: there are no agreed measures over and above existing flood risk work.

Preparing for risk: there are no agreed measures over and above existing flood risk work.

Protecting from risk: 4 measures which include repairs to major flood defence assets, a flood risk management scheme and strategy for future coastal management.

Recovery and review of risk: there are no agreed measures over and above existing flood risk work.

Figure 10.11.6 – Proposed measures within the Witham Catchment



In the Witham Catchment there are 20 measures proposed to manage risk from 2015 and beyond. These are shown in Figure 10.11.6 and summarised as follows. The measures are described more fully in table 10.11.3.

Preventing risk: 2 measures which include a strategic study and possible managed realignment project and the preparation of a flood risk management strategy for Rutland.

Preparing for risk: there are no proposed measures over and above existing flood risk work.

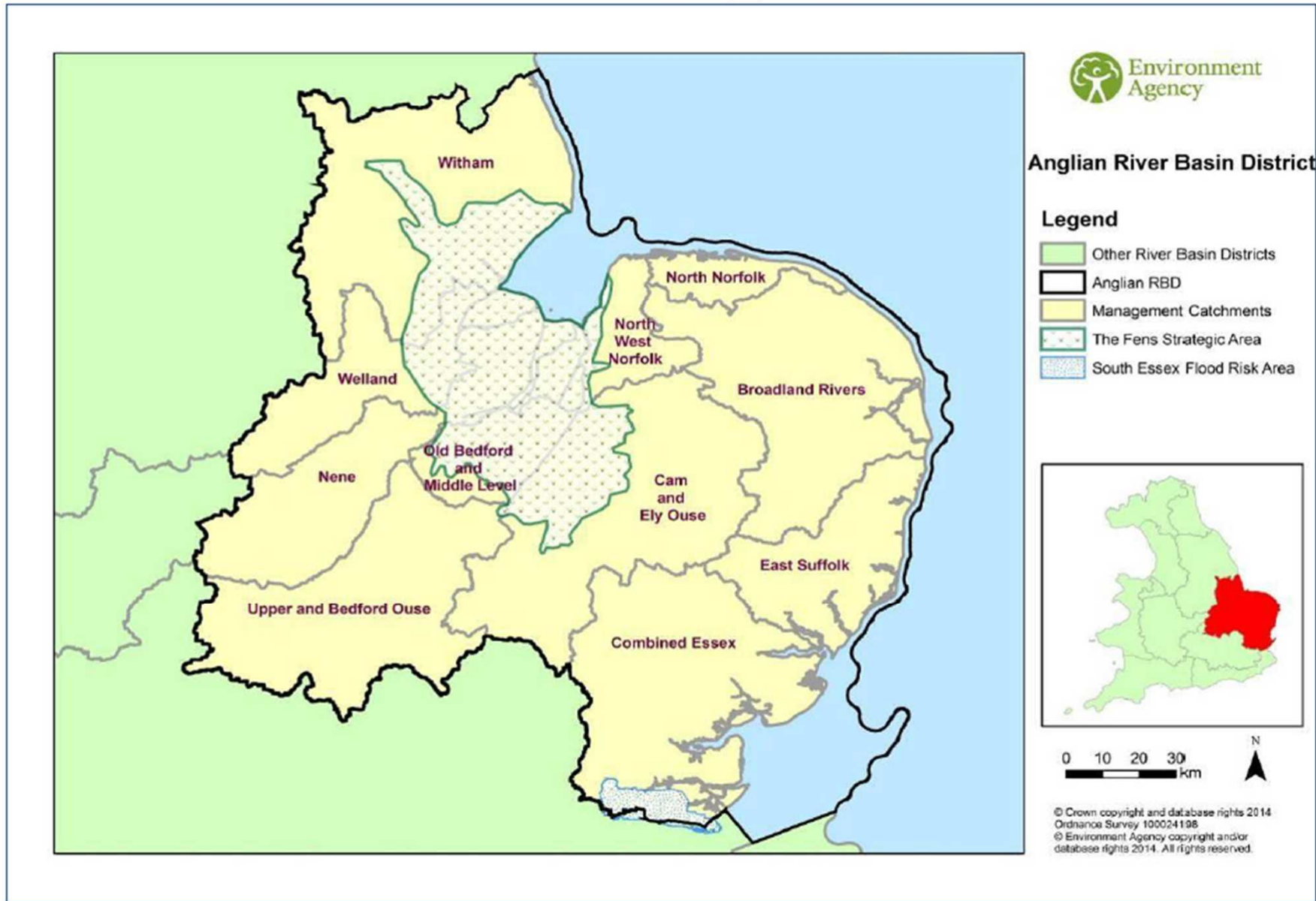
Protecting from risk: 18 measures which include measures to construct future coastal management and defence schemes, fluvial flood risk management schemes including working with natural processes to reduce catchment runoff and river restoration projects and projects to install property level protection.

Recovery and review of risk: there are no proposed measures over and above existing flood risk work.

Table 10.11.3 – The Witham Catchment Measures

Action Location	Source of flood risk or coastal erosion											Category of objective	Objective	Measure Type	Action Details	Timing	Priority	Partnership implementing measures	Statutory or voluntary measure	Status of measure
	Flooding from rivers (main rivers)	Flooding from Rivers (ordinary watercourses)	Flooding from Rivers (main river plus ordinary watercourses)	Flooding from the Sea	Coastal erosion	Flooding from reservoirs	Surface water flooding	Groundwater flooding	Sewer flooding	Social	Environment									
Witham, Welland, Nene and North West Norfolk Catchment Coast	N	N	N	Y	N	N	N	N	N	Y	N	N	Minimise flood risk to people, property and the environment.	M6 - Other	Implementation of SMP policies and actions through continuation of periodic CSG and EMF meetings. This will ensure formal tracking of the SMP Action Plan and will also be essential in ensuring that findings of specific studies / monitoring is communicated back to key stakeholders.	2015 - 2021	High	Environment Agency AI Partners	Statutory FRMP	On going
Witham, Welland, Nene and North West Norfolk Catchment Coast	N	N	N	Y	N	N	N	N	N	Y	N	N	Minimise flood risk to people, property and the environment. Community adaptation.	M4 - Preparedness	Continue consultation with key stakeholders and general public in the period up to SMP3 (progress of action plan; conveying messages around flood and erosion risk, potential coastal change).	2015 - 2021	High	Environment Agency AI Partners	Statutory FRMP	On going
Witham, Welland, Nene and North West Norfolk Catchment Coast	N	N	N	Y	N	N	N	N	N	Y	N	N	Minimise flood risk to people, property and the environment.	M2 - Prevention	Ensure that local and regional development planning documents take account of SMP policies and flood and erosion risks.	2015 - 2021	High	Environment Agency Planning Authorities	Statutory FRMP	On going
Witham, Welland, Nene and North West Norfolk Catchment Coast	N	N	N	Y	N	N	N	N	N	Y	N	N	Minimise flood risk to people, property and the environment.	M4 - Preparedness	Development, monitoring and review of emergency response plans to prepare for extreme events that exceed standard.	2015 - 2021	Moderate	Environment Agency Local Authorities	Statutory FRMP	On going
Witham, Welland, Nene and North West Norfolk Catchment Coast	N	N	N	Y	N	N	N	N	N	Y	N	N	Minimise flood risk to people, property and the environment.	M4 - Preparedness	Continue with improvements to flood risk maps and inundation modelling to provide improved flood warning service.	2015 - 2021	Moderate	Environment Agency	Statutory FRMP	On going

Fens Strategic Area



Comments

- Comments common to both FRMPs
 - Measures
 - Status of objectives
 - Level of detail
 - Level of prioritisation
- Specific comments
- By catchment
- Fens 'strategic area' – value of this?

Next steps

- Committee comments will shape partnership response
- Response will be drafted on basis of today's comments and discussed by partnership
- Final draft then compiled early January and shared with members & all partners
- Deadline 31st January

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