

HAMPSHIRE COUNTY COUNCIL

Report

Committee:	Environment and Transportation Select Committee
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Report Title:	Local Flood Risk Management Strategy for Hampshire
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Report From:	Director of Economy, Transport and Environment

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1. Purpose of Report

- 1.1. The purpose of this report is to brief Members on the background to, and process of, preparing a Local Flood Risk Management Strategy for Hampshire as required as part of the County Council's new statutory role as Lead Local Flood Authority, which is set out in the Flood & Water Management Act 2010 (FWMA).
- 1.2. The report is also intended to assist the committee in scrutinising the strategy and in making recommendations to the Executive Member for Economy, Transport & Environment in relation to its content and future adoption.

2. Contextual Information

- 2.1. The Flood & Water Management Act 2010 (FWMA) creates a new statutory role for County and Unitary authorities as 'Lead Local Flood Authority' (LLFA). One of the duties encompassed in that role is the duty to "develop, maintain, apply and monitor a strategy for local flood risk management in its area" (section 9 of the FWMA).
- 2.2. The FWMA stipulates at Section 9(4) that the strategy must specify:
 - (a) the risk management authorities in the authority's area,
 - (b) the flood and coastal erosion risk management functions that may be exercised by those authorities in relation to the area,
 - (c) the objectives for managing local flood risk (including any objectives included in the authority's flood risk management plan prepared in accordance with the Flood Risk Regulations 2009),

- (d) the measures proposed to achieve those objectives,
 - (e) how and when the measures are expected to be implemented,
 - (f) the costs and benefits of those measures, and how they are to be paid for,
 - (g) the assessment of local flood risk for the purpose of the strategy,
 - (h) how and when the strategy is to be reviewed, and
 - (i) how the strategy contributes to the achievement of wider environmental objectives.
- 2.3. The Local Flood Risk Management Strategy (LFRMS) must be consistent with the National Flood and Coastal Erosion Risk Management Strategy for England (produced by the Department for Environment Food and Rural Affairs (DEFRA) during 2011/12).
 - 2.4. All LLFAs must consult the public, risk management authorities and other relevant stakeholders before finalising their LFRMS.
 - 2.5. The Strategy, when adopted, will be the key bidding document for partnership and (DEFRA) Flood Grant in Aid funding for the implementation of flood risk mitigation schemes.

3. Partnership, Engagement

- 3.1. In view of the requirements of the FWMA described above, the approach taken in the preparation of the LFRMS has, from the outset, been one of collaboration, partnership and inclusivity. Halcrow Consultancy was commissioned to develop and produce the LFRMS. Halcrow was selected on the basis of their technical flood expertise and because they have considerable experience of public consultation and engagement.
- 3.2. The new duties the FWMA confers on LLFAs relate primarily to flooding from groundwater, surface water and ordinary water courses (ordinary water courses are small water courses which are not designated by DEFRA as a statutory 'main river' – they include ditches, brooks, streams, bournes etc). The Environment Agency (EA) remains the responsible risk management authority dealing with flooding from main rivers and the coast. The water companies are responsible for flooding from sewers. District Councils also still have some residual powers relating to land drainage.
- 3.3. Preparation of the LFRMS has been guided by a project steering group comprising representatives from the following bodies:
 - Hampshire County Council – various departments
 - Halcrow
 - District Councils
 - Adjoining LLFAs
 - South Downs National Park Authority
 - Environment Agency
 - Water Companies
 - Hampshire Association of Local Councils

Highways Agency
Natural England
English Heritage
Eastern Solent Coastal Partnership

Other bodies were invited to participate but chose not to engage.

- 3.4. The steering group met in May, July and November 2012
- 3.5. A wider stakeholder group was invited to attend a workshop to help inform the preparation of the strategy in July 2012. The stakeholder group included representatives from the business, commercial agriculture and voluntary sectors, land and estate owners, recreational group representatives, rural groups and a number of individual parish councils/flood groups.
- 3.6. The work was overseen by the officer level Hampshire Strategic Flood & Water Management Group which received updates on progress on the LFRMS throughout the period of its preparation.
- 3.7. Each group was involved to varying degrees in setting the aims and objectives for the LFRMS, establishing key principles for the Strategic Environmental Appraisal scoping work and agreeing the methodology and approach of the risk assessment.
- 3.8. District Members and Chief Executives were briefed about the new duties of the FWMA including the requirement to produce an LFRMS at an event in April 2011. County Council Members were briefed on the requirements of the Act in May 2011 and on the LFRMS more specifically in July and October 2012.
- 3.9. The documents in Annex C of the LFRMS detail in some depth the nature and extent of the stakeholder engagement carried out in preparing the LFRMS and how this engagement influenced the approach taken and the final outputs.

4. Consultation

- 4.1. In addition to engagement of key stakeholders, considerable effort was made to inform flood affected communities and the public at large about the preparation of the LFRMS and to engage them in the process. The draft LFRMS and accompanying documents were made available in electronic format and on the County Council's website for a six week period of consultation from 26th September to 5th November. A printed version of a summary document explaining the LFRMS and the purpose of the consultation was also published.
- 4.2. Webpages were published explaining the background to the FWMA and the LFRMS and containing links to all the documents on which comments were invited. Provision was made for comments to be submitted electronically or via a form which could be downloaded and returned by post. These can still

be found at www.hants.gov.uk/floodriskstrategy and www.hants.gov.uk/floodriskstrategy-consultation

4.3. In addition four drop-in sessions/exhibitions were held around the County during this consultation period. Events were held as follows:

- Ringwood – Monday 1st October 2012 – 5-8pm
- Emsworth – Thursday 4th October 2012 – 5-8pm
- Winchester – Saturday 6th October 2012 – 10am-2pm
- Fleet – Monday 8th October 2012 – 5-8pm

4.4. A hard-copy letter and email was sent to the clerk of every Parish Council in the county informing them of the consultation and the drop-in sessions and providing them with some generic text about the consultation for inclusion in parish magazines.

4.5. A briefing was provided to the board of the Hampshire Association of Local Councils in June 2012 informing them of the LFRMS and the other duties arising out of the FWMA and the forthcoming consultation. Officers also attended a number of parish meetings during the course of 2012 to publicise the work.

4.6. Despite this, response to the consultation was not as high as hoped, with only around 150 people attending the four drop-in sessions and fewer than 100 actual responses received to the consultation.

4.7. That said, the issues raised in consultation were extremely helpful and the LFRMS has been amended accordingly. Annex C to the LFRMS explains in more detail the nature and extent of the consultation process and how the final version of the Strategy was amended in response to the comments raised. The main issues raised were:

- a need for more clarity as to the actions that will be taken and by whom;
- a greater emphasis on the roles and responsibilities of individual riparian landowners in preventing flooding (e.g. carrying out routine maintenance of watercourses, clearing ditches etc); and
- a greater recognition of coastal flooding and the interaction between the causes of flooding beyond the remit of the County Council as LLFA (e.g. the interaction between fluvial/coastal and local flooding).

5. The Local Flood Risk Management Strategy

5.1. The LFRMS has necessarily evolved into a fairly hefty tome. As described in paragraph 2.2 above, there is a lot of information it is statutorily required to cover. It comprises a suite of documents made up of the following:

- The main LFRMS report. This in itself contains a number of annexes dealing with:
 - Consultation and engagement reports
 - Roles and responsibilities of the different flood risk management bodies
 - A detailed explanation of the methodology used in carrying out the risk assessment
 - A funding strategy
 - Guidance on how to prepare for and respond to a flood event
- Separate executive/non-technical summary
- Suite of Action Plans for the highest risk wards
- Scoping for Strategic Environmental Assessment / Habitats Regulations Assessment / Water Framework Directive compliance
- The documents can be found at <http://www3.hants.gov.uk/flooding/floodriskstrategy/revised.htm>

5.2. The approach adopted to assessing flood risk in the LFRMS takes the ward as the building block. A number of other scales of assessment were considered but ruled out as either too large or too small in area. The ward was felt to provide sufficient level of detail to be useful at the same time as being sufficiently strategic a scale that the bigger picture could be appreciated.

5.3. The assessment produces a relative ranking of flood risk by assigning financial cost to historical and predicted flood events. The reason this approach was chosen rather than simply looking at the number of residential properties affected is that flooding affects many sectors from domestic to commercial, delivery of services and strategic infrastructure.

5.4. Often flooding is caused by an interaction of different factors and sources. In cases where the cause of flooding is uncertain or where there are multiple causes the LLFA has a 'duty to investigate'. Therefore, it was felt by the steering group that, while the emphasis should be on those causes of flooding for which the LLFA is statutorily responsible, officers also need to consider all aspects of flood risk to some degree. Both the EA and the Eastern Solent Coastal Partnership provided input and data on flood risk as did some of the water companies.

5.5. It should be pointed out, however, that the EA, not the County Council, will still be responsible for managing flood risk from the coast and main rivers.

Incorporation of their risk information in the LFRMS does not imply the County Council takes any responsibility for managing that risk.

6. Findings

6.1 The five wards in Hampshire with the greatest combined risk of flooding are shown in the table below. The table lists the name of the ward and the district in which it lies in brackets. The third column contains the relative cost assessment. The final column shows the EA risk assessment. The EA assessment was done on a different geographical basis using a different methodology and assumptions, hence the reference to “communities” rather than wards.

6.2. The LFRMS itself also contains tables identifying those areas at greatest risk of groundwater flooding (predicted and actual), surface water flooding (predicted) and flooding based on HCC flood records (actual).

Overall Risk rank	Ward	Economic cost of flooding (£k)	Communities at risk of fluvial and coastal flooding
1	Droxford, Soberton and Hambledon (Winchester)	194	Hambledon
2	Fareham East (Fareham)	153	Wallington South Fareham
3	Penton Bellinger (Test Valley)	148	Thrupton Appleshaw
4	St Mary's (Test Valley)	144	Andover
5	Popley East (Basingstoke and Deane)	141	

6.3. For each of the 20 wards at significant risk of flooding when individual risks are combined, an action plan has been produced. This sets out information about the nature and location of flood risk in that ward, what might be done to address it, who might action/lead it and when it might be done. It is these action plans which will be taken forward in more detailed work on Surface Water Management Plans, and in both implementing and monitoring the effectiveness of this LFRMS.

6.4 The LFRMS also details generic actions which risk management authorities, other stakeholders and organisations and individual landowners and home/property owners can take to minimise and mitigate flood risk.

7. Next steps

7.1. The production of this LFRMS is the first step in the County Council increasing its understanding of flood risk across the county beyond that associated with our statutory responsibility as Highway Authority and as a landowner. Our knowledge and understanding will evolve over time as we investigate more flood events and improve our flood database and records.

These records and updates of datasets from the likes of the EA will be important tools in considering any need to review the strategy, in producing more detailed plans and in monitoring the effectiveness of this strategy.

- 7.2. It is important that the LFRMS is useful to practitioners and informs future decisions which may have implications for flood risk in Hampshire. This could be in terms of implementing the measures identified in the LFRMS or decisions made by others on proposals for new development. The Hampshire Strategic Flood and Water Management Group, led by the County Council, will collaborate with other flood risk organisations to ensure the actions set out in the LFRMS are delivered.
- 7.3. A key determinant of whether or not these measures will be delivered is the availability of funding. Having been through a process of objectively assessing flood risk across the county in the preparation of the LFRMS the LFRMS will enable the County Council to bid for external funding to address flood risk in the priority areas.
- 7.4 The LFRMS is a living document and the County Council will continue to collect data on flood events and revise the LFRMS as necessary. The strategy has a 15-year lifespan and a nominal end-date of 2028. However, it is recognised that a lot can change in 15 years and that, with the climate and weather patterns changing as they seem to have done in recent years, an earlier review may be necessary. The LFRMS contains information on key considerations which may trigger the need for a review.
- 7.5. it is important to note that the LFRMS is not the only policy document which sets out actions to help address local flood risk. The County Council is committed to a programme of preparing a Surface Water Management Plan for each district in Hampshire. The first two have already been almost finalised (for Eastleigh and Rushmoor boroughs) and three others are currently underway.

8. Conclusions

- 8.1 The Local Flood Risk Management Strategy for Hampshire identifies, at a strategic level, the priority flood risk areas for Hampshire. These areas have been identified using published data sources and supplemented by data collected from partner organisations and local communities.
- 8.2 The Strategy has been prepared in partnership with other Risk Management Authorities, district, borough and local councils, neighbouring authorities, key stakeholders and local communities. Whilst providing an overview of local flood risk in Hampshire, the Strategy does not confine itself to those aspects of flooding which are the responsibility of the County Council in its role as a Lead Local Flood Authority. It also tries to identify the interactions between different causes of flooding.

8.3. Considering flooding in a broad context, the Strategy also links to land use planning, the principles of sustainable development and the need to ensure that measures to mitigate flood risk deliver multiple benefits. It seeks to ensure that flood risk management is not viewed in isolation, but within a wider context. Against this background, the Strategy deliberately tries to consider how flood risk can be reduced or mitigated in realistic and achievable way.

8.4. The Strategy identifies the wards with the highest potential flood risk in Hampshire as:

- Droxford, Soberton and Hambledon (Winchester District)
- Fareham East (Fareham District)
- Penton Bellinger (Test Valley District)
- St Mary's (Test Valley District)
- Popley East (Basingstoke and Deane District)

8.5. The LFRMS is a high level strategic assessment of flood risk over a very wide geographical area of the whole of the county of Hampshire. It only addresses the highest level of risk. It cannot address very local flooding problems that residents in Hampshire might face. In view of the limited resources and funding likely to be available, it prioritises where multiple properties or premises are affected by flooding and those areas where the disturbance caused is greatest.

9. Recommendation

9.1 That the Committee considers the Strategy and provides comments and suggestions as appropriate.

9.2 Subject to the above recommendation, that the Committee commends the Strategy to the Executive Member for Economy, Transport, and Environment for formal adoption by the County Council.

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

Document

Location

Local Flood Risk Management Strategy for Hampshire

IMPACT ASSESSMENTS:

1. Equalities Impact Assessment:

- 1.1 The preparation of the LFRMS will have a positive effect in helping to protect vulnerable communities from flood risk.

2. Impact on Crime and Disorder:

- 2.1. N/A.

3. Climate Change:

- a) How does what is being proposed impact on our carbon footprint / energy consumption? N/A

- b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

The FWMA requires that the LFRMS takes into account predicted climate change and sea level rise. This is factored into the ENVIRONMENT AGENCY modelling of surface water flood risk which is one of the data sources for the analysis underpinning the LFRMS. Consequently it is factored into the recommended actions/measures proposed to minimise/mitigate flood risk.