

## PLACES SCRUTINY PANEL

4 February 2016

### LOCAL FLOOD RISK MANAGEMENT STRATEGY

Report of the Director for Places (Environment, Planning & Transport)

Strategic Aim:	Creating a sustained environment	
Exempt Information	No	
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Ward Councillors	All	

#### DECISION RECOMMENDATIONS

That the Panel:

1. Comments on the draft Local Flood Risk Management Strategy contained in Appendix 1 prior to consultation with the public and other stakeholders.

#### 1 PURPOSE OF THE REPORT

- 1.1 To invite the Places Scrutiny Panel to comment on the contents of the draft Local Flood Risk Management Strategy (LFRMS).

#### 2 BACKGROUND AND MAIN CONSIDERATIONS

- 2.1 The Places Scrutiny Panel is the Council's overview and scrutiny committee for flood risk management.
- 2.2 Rutland County Council is designated as a Lead Local Flood Authority (LLFA) by the Flood Water Management Act. One of the duties of a LLFA is to develop, maintain, apply and monitor a strategy for local flood risk management.
- 2.3 'Local flood risk' is defined as flooding from surface runoff, groundwater and 'ordinary' watercourses. It is not required to cover 'main river' flooding, which remains the responsibility of the Environment Agency.

- 2.4 A draft LFRMS has been prepared for consultation (see Appendix 1). The legislation requires consultation with other risk management authorities (e.g. the Environment Agency and water companies) and with the public.
- 2.5 A Preliminary Flood Risk assessment (PFRA) for Rutland was published in 2011 and concluded that flood risk in Rutland is very low. As a consequence the draft action plan is brief but appropriate to the risk.

### **3 CONCLUSION AND SUMMARY OF REASONS FOR THE RECOMMENDATIONS**

- 3.1 The Council is required to produce a local flood risk management strategy. The Places Scrutiny Panel is invited to comment on the draft strategy contained in Appendix 1 prior to consultation.

### **4 BACKGROUND PAPERS**

- 4.1 There are no additional background papers to the report.

### **5 APPENDICES**

- 5.1 Appendix 1 – Local Flood Risk Management Strategy – Draft for Consultation

**A Large Print or Braille Version of this Report is available upon request – Contact 01572 722577.**



# Rutland County Council

## LOCAL FLOOD RISK MANAGEMENT STRATEGY – DRAFT FOR CONSULTATION

Version & Policy Number	0.2
Guardian	Dave Brown, Director for Places (Environment, Planning & Transport)
Date Produced	20 January 2016
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Approved by Scrutiny	
Approved by Cabinet	
Approved by Full Council	



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### **Summary of document**

This strategy will provide a framework which will enable the Council as the Lead Local Flood Authority (LLFA) to lead and co-ordinate flood risk management in Rutland. It will act as the focal point for integrating all flood risk management functions in the County and has regard to the Environment Agency's National Flood and Coastal Erosion Risk Management Strategy.

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## 1.0 INTRODUCTION

- 1.1 Flooding is a natural process that plays an important part in shaping the natural environment. However, flooding can cause damage, disruption; and in extreme circumstances loss of life. Flood risk in England appears to be increasing. While it is not possible to prevent all flooding, understanding the risks means we can put plans in place to manage them and reduce the impact flooding may have on our communities.
- 1.2 Rutland County Council is a lead local flood authority (LLAF) and is responsible for producing, maintaining, applying and monitoring a local flood risk management strategy (LFRMS).
- 1.3 This strategy will form the framework within which we engage local communities in developing local flood risk management decisions, and explain how we will support them to become better informed about flood risk issues generally.
- 1.4 The preliminary flood risk assessment (PFRA) report concluded that flood risk in Rutland is very low. As a consequence the draft action plan is brief but appropriate to the risk.

## **2.0 LEGISLATION AND DRIVERS**

### **2.1 Flood Risk Regulations**

2.1.1 Flood risk regulations (FRR) 2009 have been made to implement the EU Flood Directive. These regulations required the production of a PFRA, which RCC published in 2011. The regulations outline the roles and responsibilities of the various authorities consistent with the Flood and Water Management Act 2010 and provide for the delivery of the outputs required by the directive. The Regulations:

- Give responsibility to the EA to prepare Directive deliverables: preliminary assessment report, flood risk maps and hazard maps and flood risk management plans for flood risk from the sea, main rivers and reservoirs.
- Give responsibility to Lead Local Flood Authorities (LLFA) to do the same for 'local flood risk', which includes surface runoff, groundwater and ordinary watercourses.
- Give responsibility to the Environment Agency for collating and publishing the preliminary assessment reports, flood risk maps and hazard maps, and flood risk management plans.

### **2.2 Flood and Water Management Act**

2.2.1 The Flood and Water Management Act (FWMA) 2010 makes specific provision for the recommendations provided by Sir Michael Pitt in his independent review of the flooding experienced across much of England and Wales in 2007.

2.2.2 Under the FWMA, Rutland County Council is designated as the LLFA and has been allocated a number of key responsibilities with respect to local flood risk. The Council's role as an LLFA is to:

- Undertaking a lead responsibility for managing the risk of flooding from surface water, groundwater and ordinary watercourses;
- Developing a strategy for local flood risk management in Rutland;
- Maintaining a register of flood risk assets;
- Investigating significant flooding incidents;
- Act as a statutory consultee on Sustainable Urban Drainage systems (SUDs) through the development control process; and
- Cooperating with other flood risk management authorities (Anglian Water, Severn Trent, EA, Network Rail).

## 3.0 RESPONSIBILITIES

3.1 In addition to LLFAs, the other risk management authorities in England and Wales are listed below.

### 3.2 The Environment Agency

3.2.1 The Environment Agency is responsible for taking a strategic national overview of the management of all sources of flooding and coastal erosion. The agency also has operational responsibility for managing the risk of flooding from main rivers, reservoirs, estuaries and the sea, as well as being a coastal erosion risk management authority. Rutland County Council works in partnership with the Environment Agency on flood risk management. The LFRMS has been developed in conjunction with the Environment Agency with the aim of developing an integrated and sustainable approach to flood risk management.

### 3.3 Water and sewerage Companies

3.3.1 Anglian Water and Severn Trent are the companies that serve the Rutland area. Water companies play a major role in managing flood risk. They manage the risk of flooding to water supply and sewerage facilities and the risk to others from the failure of their infrastructure. The main roles of water and sewerage companies in managing flood risks are to:

- make sure their systems have the appropriate level of resilience to flooding, and maintain essential services during emergencies;
- maintain and manage their water supply and sewerage systems to manage the impact and reduce the risk of flooding and pollution to the environment;
- provide advice to LLFAs on how water and sewerage company assets impact on local flood risk;
- work with developers, landowners and LLFAs to understand and manage risks – for example, by working to manage the amount of rainfall that enters sewerage systems; and
- work with the Environment Agency, LLFAs and district councils to coordinate the management of water supply and sewerage systems with other flood risk management work. They also need to have regard to FCERM plans in their own plans and work.

3.3.2 Where there is frequent and severe sewer flooding, (sites included on the DG5 Register) sewerage undertakers are required to address this through their capital investment plans, which are regulated by Ofwat.



### 3.4 Related RCC Responsibilities

3.4.1 RCC is a Highway authorities and is responsible for providing and managing highway drainage and roadside ditches and must ensure that road projects do not increase flood risk. The County also works with the Highways Agency.

### 3.5 Summary of Local Roles:

Rutland County Council's Cabinet and Council	Sets the priorities and approves policy regarding flood risk management and planning and development.
Local Resilience Forum (LRF)	This is a multi-agency forum that coordinates work on risk assessment, contingency planning, training and exercises to enhance our preparedness for emergencies.
Regional Flood and Coastal Committees (RFCCs)	Primarily responsible for ensuring there are coherent plans to identify, communicate and manage the risk from all sources of flooding. RFCCs also have a key role in allocating government grants for flood risk management to efficient, targeted and risk-based projects.
Ward Councillors	Councillors coordinate regular ward meetings to give residents the opportunity to work with council departments and other agencies on anything that's affecting their ward, such as flooding.
Land and home owners	People who own land which adjoins a watercourse (also known as riparian owners) have a responsibility to make sure that the flow of water is not obstructed (for example, by clearing vegetation) and maintaining existing properties.
Developers	Developers are responsible for properly considering flood risk so that they do not put occupants of new developments at risk or increase the risk for existing neighbours.
Residents	Everyone has a role to play in reporting flooding problems.

## 4.0 NATIONAL CONTEXT

4.1 It is important to appreciate where the LFRMS sits in the context of the national flood and coastal erosion risk management (FCERM) strategy. There are different flood risk strategies and policies link to European, National and local level as follows:

- National flood and coastal erosion risk management plan (FCERM)

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/228898/9780108510366.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/228898/9780108510366.pdf)

- Catchment flood management plans (CFRMP)

<https://www.gov.uk/government/collections/catchment-flood-management-plans>

- EU water framework directive

[http://ec.europa.eu/environment/water/water-framework/index\\_en.html](http://ec.europa.eu/environment/water/water-framework/index_en.html)

- EU floods directive

[http://ec.europa.eu/environment/water/flood\\_risk/](http://ec.europa.eu/environment/water/flood_risk/)

## 5.0 Local Context

- 5.1 Rutland lies predominantly in the Anglian River Basin, with a small area in the north of the county in the Humber River Basin. The river system comprises the headwaters of tributaries for the Welland, Wreake and Witham. As a result, the river systems can respond quite rapidly to rainfall and surface water runoff from relatively impermeable soils. The County is drained predominantly by the river Chater which rises near Whatborough Hill in Leicestershire and flows east before crossing in to Rutland. It continues east, to the north of Ridlington, Preston and then to the south of Manton and the north of Wing. At North Luffenham, it meets a stream that has risen south of Ridlington. It continues north-east, going through Ketton before meeting the River Welland.
- 5.2 To fit with national strategy, local organisations such as RCC will need to do the following:
- Work in partnership to make sure plans and strategies are consistent with, and developed in conjunction with related strategies.
  - Appraise and adopt, as appropriate, the full range of measures that may be available to manage risks.
  - Consider the wider carbon costs or benefits of adopting different flood mitigation measures and reduce the carbon costs of the measures used.
  - Contribute to the achievement of sustainable development, balancing the needs of society, the economy and the urban, rural and natural environment.
  - Ensure that the costs of measures are clear and understood and that the measures selected reflect expected climate change.
  - Meet legal requirements to assess the impacts of strategies.
  - Record the measures being implemented and provide local information to support the Environment Agency in developing the national understanding of risk and to meet the requirements of the flood risk regulations.

## 6.0 TYPES OF FLOODING

- 6.1 **River flooding (fluvial)** happens when the water overtops the river bank and floods nearby areas. River flooding can occur from main rivers (such as the River Welland, Chater and Gwash). Rivers can flood naturally or as a result of blockages and debris build up.



- 6.2 **Surface water flooding** occurs when the amount of rain falling on an area is too great for the drains or the ground to cope with. Surface water flooding can be difficult to predict and can cause flash flooding.



- 6.3 **Flooding from sewers** is caused when pipes fill up and cannot take any more water. This can happen when the pipes are too small or have not been designed to carry sewage and lots of rain water or when there is a blockage in a pipe. Sewer flooding has occurred in Rutland and is reported to and acted on by Anglian Water and Severn Trent Water.



- 6.4 **Groundwater flooding** occurs as a result of water rising up through the ground from underground stores such as aquifers or natural springs. This type of flooding tends to occur after a very long period of sustained high rainfall and can affect low lying areas.



- 6.5 **Flooding from canals and reservoirs** is caused by overtopping and breaks in canal banks, weirs, sluices and locks.



- 6.6 **Flooding from the sea** occurs as a result of very high tides, storm surges or high waves flooding low lying areas along the coast in estuaries. Obviously Rutland is too far inland to suffer from this type of flooding.



## 7.0 EXISTING PLANS AND DOCUMENTS

### 7.1 Preliminary Flood Risk Assessment (PFRA)

7.1.1 RCC published the Rutland PFRA in 2011. The PFRA report can be found using the link below:

<http://rutlandcounty.moderngov.co.uk/Data/Cabinet/20110705/Agenda/92-2011%20Flood%20Risk%20Assessment%20%20-%20Annex%201.pdf>.

7.1.2 The PFRA must report any floods which have had 'significant harmful consequences'. The definition of 'significant harmful consequences' must be set by each LLFA. The definition for Rutland is as follows:

- Five or more residential properties flooded internally.
- Two or more non-residential properties flooded;
- One or more critical service (e.g. hospital);
- A class 'A' road or railway totally impassable for more than 2 hours;
- A class 'B' or 'C' road totally impassable for more than 10 hours; and/or
- An unclassified road totally impassable for more than 24 hours.

7.1.3 Five residential properties represents approximately one order of magnitude below the national criteria of 200 people (85 properties) per 1km<sup>2</sup>, rounded down to take account of the rural nature of Rutland.

7.1.4 The transport link closure durations have been selected on the basis that they would cause significant disruption to travel patterns, business or local communities.

7.1.5 As no Flood Risk Areas have been identified in Rutland there is no requirement under the Flood Risk Regulations to prepare flood risk and flood hazard maps or flood management plans.

### 7.2 Welland Catchment Flood Management Plan (CFMP)

7.2.1 The Welland CFMP (Environment Agency, 2010) pinpoints areas with a grade of low, moderate or high flood risk. It also gives examples where flood risk is being managed effectively and recommends options to manage areas where there is a need to take further action to keep pace with climate change. The plan can be accessed using the link below:

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/288870/River\\_Welland\\_Catchment\\_Flood\\_Management\\_Plan.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/288870/River_Welland_Catchment_Flood_Management_Plan.pdf)

7.2.2 The CFMP aims to promote more sustainable approaches to managing food risk. The policies identified in the CFMP will be delivered through a combination of different approaches. Together, with all the partners, these approaches will be implemented through a range of delivery plans, projects and actions as follows:

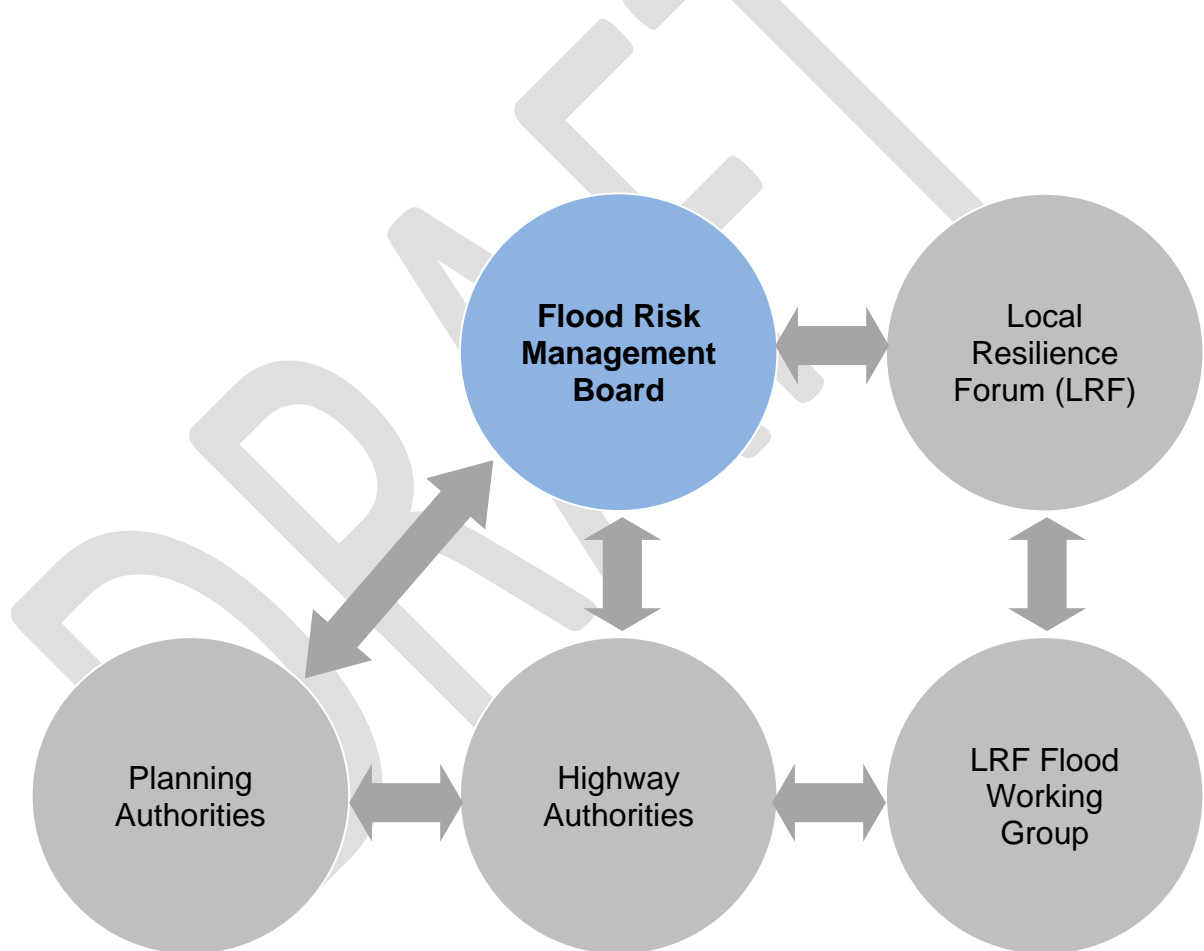
- Influence spatial planning to reduce risk and restore floodplains;
- Prepare for and manage floods (including local Flood Warning plans);
- Managing assets;
- Water Level management plans;
- Land management and habitat creation; and
- Surface water management plans.

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## 8.0 JOINT STRATEGY APPROACH

8.1 Much of the local flood risk knowledge and technical expertise lies but with partner organisations including the Environment Agency (EA). It is crucial that Rutland works alongside the EA to ensure effective and consistent management of local flood risk. It is important to take a holistic approach to flood risk management that will include flooding from main rivers, surface water and ordinary watercourses.

8.1.1 To ensure cooperation and coordination with other relevant bodies Rutland is a member of a Flood Risk Management Board covering the area of the Leicester, Leicestershire and Rutland Local Resilience Forum. In addition to the three LLFAs, membership of the Board includes the EA, water companies and Leicestershire Districts. A diagrammatic representation of the Board and its relationships is shown below:



## 9.0 AIMS

### 9.1 The aims of the LFRMS are as follows:

9.1.1 Build good communication links with internal and external partners, neighbouring authorities and flood risk management authorities.

9.1.2 Communicate with the public, set realistic expectations and outcomes with regard to managing local flood risk and engage with local communities.

9.1.3 Lessen chances or prevent financial loss as a result of flooding.

9.1.4 Support the implementation of the water framework directive by:

- Encouraging the naturalising of channels and de-culverting of water courses.
- Increasing biodiversity of open spaces linked to natural water courses and areas contributing to the management of flood risk.
- Improve water quality and improve the quality of public open space wherever the opportunity arises.



## 10.0 OBJECTIVES

10.1 **The following objectives take account of the guiding principles set out in the national strategy:**

10.1.1 Reduce the number of properties at risk from flooding.

10.1.2 Help residents, property and business owners in the area become more resilient to flood events.

10.1.3 Reduce the area of highway under water for a given storm event and minimise traffic disruption from flooding.

10.1.4 Increase the area of green space contributing to the mitigation of flood risk.

10.1.5 Reduce the number of pollution incidents affecting watercourses.

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## 11.0 ACTION PLAN

11.1 The action plan is split into ongoing programmes, short term, medium term and long term actions. Funding will come from a combination of our own resources, partnership funding and developers.

### 11.2 Ongoing programmes:

11.2.1 Investigate and report on any flooding incidents that have significantly harmful effects (see 7.1.2 for criteria).

11.2.2 Collection of information on assets which are likely to have a significant effect on flooding.

11.2.3 Highway drainage maintenance, road gully replacements, highway improvements, watercourse and ditch maintenance (current budget £122k) with targeted maintenance based on flood risk data.

11.2.4 Highway culvert maintenance (current budget £20k).

11.2.5 Provide SUDs advice on new development as part of the development control process and ensure that SUDs schemes show flood paths on drawings.

11.2.6 Consenting of works on ordinary watercourses.

11.2.7 Emergency management preparedness including holding stocks of sandbags.

### 11.3 Short term actions (within 1-2 years)

11.3.1 Manage flood risk by designing new drainage systems that can safely accommodate rainfall and flooding that exceeds their drainage capacity (design for exceedance). Design will include for blue corridors (temporary store of floodwaters).

11.3.2 Where flooding is identified as a result of highway runoff, alter kerb alignments to manage flow.

11.3.3 Build up flood risk awareness within the local communities and provide details of what individuals can do to deal with flooding. Highlight the benefits to residents of early action (e.g. reduced insurance premiums).

11.3.4 Help to inform the local community of the causes of pollution, measure that can be taken to prevent it occurring and collect information on reported pollution incidents.

**11.4 Medium term actions (within 2-5 years)**

11.4.1 Alignment of planning policies with LFRMS.

11.4.2 Assist communities in establishing their own flood action plans thereby encouraging the public to better defend their properties.

**11.5 Long term actions (within 5 or more years)**

11.5.1 Flood risk management strategy embedded within planning and economic development activity.

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## 12.0 NEXT STEPS

12.1 The next steps in the development and consultation on the LFRMS for Rutland are listed below:

- Public consultation exercise on the content of the LFRMS.
- Undertake a strategic environmental Assessment (SEA) alongside the strategy and engage with statutory stakeholders on findings.
- Finalise draft LFRMS document including comments from the SEA to ensure the impacts on the environment are fully considered
- Finalise and approve the LFRMS strategy in light of feedback – target date December 2016

12.2 The County Council welcomes any views or feedback on this summary and the vision for how the LFRMS for Rutland will be developed. The consultation period will run until 29 April 2016. All comments received on the LFRMS will be reviewed and will contribute to the development for the strategy.

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## 13.0 GLOSSARY

Aquifer	An underground layer of water-bearing rock. It is permeable, meaning that liquids and gases can pass through them
ASStWF	Areas Susceptible to Surface Water Flooding.
AW	Anglian Water
CFMP	Catchment Flood Management Plan
Conveyance	Allowing for the uninterrupted transport of water.
DEFRA	Department for Environment, Food and Rural Affairs.
DG5	Sewer Flooding Register
EA	Environment Agency
Erosion	Process where materials are broken down by earth processes
Estuary	Mouth of a river where it discharges into the sea
FCERM	Flood and coastal erosion risk management
Fluvial flooding	Flooding caused by river system exceeding its bank full level
Flood alleviation	To reduce the risk of flooding
Flood defence	Barrier to limit the extent/ occurrence of a flood event
Flood resilience	Take measures to reduce the impact of a flood event and guarding against flooding
FMfSW	Flood Map for Surface Water
FRMP	Flood risk management plan
FWMA	Flood and Water Management Act
FRR	Flood risk regulations
Green corridors	Strip of land that provides habitats and movement of wildlife
LA	Local Authority
LCC	Leicester City Council
LDF	Local Development Framework
LFRMS	Local flood risk management strategy
LLFA	Lead local flood authority
Main river	A watercourse shown on the main river map, for which the EA has responsibility
Ordinary watercourse	A watercourse that is not a main river and is the responsibility of the lead local flood authority
Permeable/ impermeable	Allowing water to pass through/not pass through
PC	Parish Council
PFRA	Preliminary flood risk assessment
Pluvial flooding	Flooding from rainfall or precipitation
RCC	Rutland County Council
Reservoir	A body of water that is used storage
Riparian owners	People who own land which adjoins a watercourse
SAB	Sustainable drainage system approval body
SEA	Strategic environmental assessment
SFRA	Strategic flood risk assessment

SSSI	Site of Special Scientific Interest
STW	Severn Trent Water
SuDS	Sustainable drainage system
SWMP	Surface water management plan
Sewerage	The infrastructure (receiving drains, manholes, pumping stations, storm overflows etc.) that carry sewage (the waste carried by water)
Statutory consultees	Organisations that by law must be consulted on LFRMS
UKCP	United Kingdom Climate Projections
Wetland	Area of land that can hold water temporarily or permanently

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