

Report



Cabinet Member for Environment, Sustainability & Transport

Part 1

Date: 29 July 2016

Item No: 01

Subject Local Flood Risk Management Plan

Purpose To formally approve and adopt the plan

Author Matthew Jones, Streetscene

Ward All Wards

Summary The Flood Risk Regulations 2009 placed a duty on Lead Local Flood Authorities (LLFAs) to produce a Flood Risk Management Plan (FRMP) for all Flood Risk Areas. Whilst no Flood Risk Area was identified in the borough, Newport City Council joins all LLFAs across Wales in opting to prepare a FRMP to ensure a consistent approach. This work follows on from the Local Flood Risk Management Strategy which was adopted by Newport City Council On December 2014.

The FRMP gives an overview of the flood risk in the borough from local sources, i.e. from surface water, groundwater, ordinary watercourses and the interface with river flooding. The Council's high-level objective is to work to reduce flood risk where significant local flood risk has been identified. Detailed objectives and measures are described which will ensure flood risk in the borough is reduced during the next 6 years, after which this plan will be reviewed.

Proposal That the Local Flood Risk Management Plan (LFRMP) be adopted.

Action by Head of Streetscene & City Services

Timetable Immediate

This report was prepared after consultation with:

- Alan Young (Civil Contingencies);
- Lindsay Christian (Planning Policy)

Signed

Background

The Flood and Water Management Act commenced in October 2011, to provide better and more comprehensive management of flooding risks for people, homes and businesses in Wales. This designated each local authority as a Local Lead Flood Authority (LLFA) and placed new responsibilities on them to develop, maintain, apply and monitor a strategy for local flood risk management in their area. This included all sources of flooding, including ordinary watercourses, surface water run-off and groundwater. The flood management responsibility for main rivers remained with Natural Resources Wales. The Act also gave Natural Resources Wales the strategic responsibility for supervising the management of flood and coastal erosion risk whilst placing the local leadership role with the local authorities.

In December 2011, Welsh Government published their National Flooding and Coastal Erosion Risk Management Strategy for Wales, which established an overall framework for management of all sources of flooding and coastal erosion, setting out strategic aims and objectives, principles, actions and ways of working. It aimed to ensure all risks were well-managed and co-ordinated, to minimise the impacts of flooding. There was a duty for each LLFA to produce their own Local Flood Risk Management Strategies and supplementary guidance was available on the structure and content of such strategies. Newport City Council adopted their LFRMS in December 2014.

Under the Flood Risk Regulations 2009, the Council was required to undertake and address flooding risks in the local authority area. The Regulations outline the roles and responsibilities of the various authorities consistent with the Flood and Water Management Act. The Regulations set out a six year cycle with timescales for reporting to the European Commission and the publication of 3 key outputs:

- Preliminary Flood Risk Assessments (Dec 2011)
- Hazard Risk & Risk maps (Dec 2013)
- Flood Risk Management Plans (Dec 2015)

LLFAs have a duty to prepare FRMPs for Flood Risk Areas identified in PFRAs. Newport City Council are currently in the first cycle of the Regulations and FRMPs represent the final output of this cycle and must be published by December 2015 (extended to June 2016). Whilst the PFRA report did not identify any areas of significant flood risk in the borough, Newport City Council joins all LLFAs across Wales in opting to prepare a FRMP to ensure a consistent flood risk management approach.

Benefits of doing a FRMP

The natural hazard of flooding risks the safety and sustainability of communities. Some 1 in 5 of the population is estimated to be at risk of flooding across Wales. Managing this risk through careful planning is important to minimise the risk to communities. Flood risk management planning allows Risk Management Authorities (RMAs) to develop a better understanding of risk from all sources of flooding and agree priorities to manage that risk.

The FRMP sets out how Newport City Council will over the next 6 years manage flooding from local sources so that the communities most at risk and the environment benefit the most. It sets out the measures that NCC will take to mitigate these risks through prevention, protection, preparedness, and recovery and review to make Newport's communities more resilient. This includes non-structural measures to reduce the consequence of flooding, including raising awareness and understanding of local flooding issues.

In doing so, the FRMP takes forward the objectives and actions set out in Newport City Council's Local Flood Risk Management Strategy. The FRMP also sets out to meet the relevant objectives in the Welsh Government's National Flood and Coastal Erosion Risk Management Strategy. This provides the national framework for flood and coastal erosion risk management in Wales through four overarching objectives:

- **Reducing the consequences** for individuals, communities, businesses and the environment from flooding and coastal erosion;
- **Raising awareness of and engaging people** in the response to flood and coastal erosion risk;
- **Providing an effective and sustained response** to flood and coastal erosion events; and
- **Prioritising investment** in the most at-risk communities.

Surface water flooding is not a significant flooding mechanism for many parts of Newport as fluvial and/or tidal flooding presents a more significant risk. However it presents a residual risk and, often exacerbated by blockages, localised surface water flooding in a few locations is relatively frequent. Notable historic surface water flooding includes the City Centre in 1997, Gaer Vale in 2000 and across the Borough in 2014. Surface water drainage issues can be exacerbated by high tides in the Severn and Usk Estuary causing river or drainage systems to back up and occasionally flood. This is a particular issue on the low-lying Caldicot and Wentlooge levels. The wards with the highest proportion of properties at predicted surface water flood risk are Alway, Allt-yr-Yn, Bettws, Graig and Ringland.

The Plan gives an overview of the flood risk from local sources in the borough consisting of surface water, groundwater and ordinary watercourses. Flood risk arising from Main Rivers, sea and reservoirs in Newport, and ordinary watercourses in the Caldicot and Wentlooge Level drainage districts are the responsibility of Natural Resources Wales.

Implementation programme

The programme for delivering the management of local flood risk over the 2015 to 2021 period will be dictated by the specific measures required for undertaking such management and availability of resources/funding. The detailed programme of implementation of the specific measures will be developed in the future when the measures have been investigated and prioritised.

Financial Summary

Flood risk management activities in the Borough have primarily been historically funded through government grants. Welsh Government (WG) provided funding of £90,000 in 2011/12, £90,000 in 2012/13, £100,000 in 2013/14 and £100,000 in 2014/2015 to spend on the ongoing implementation of the Flood and Water Management Act requirements and also to support the development of a local flooding and coastal erosion plan. The grant changed during financial year 2015/16 where revenue funding for Flood Risk Management is now sourced from the Environment & Sustainable Development Grant (Welsh Government). The grant is shared between other street scene disciplines such as Waste Management and Biodiversity. During 2015/16, £45,000 was used for Flood Risk management and for 2016/2017 £37,000.00 has been agreed for Flood Risk Management purposes.

In 2014/2015 the funding has been used to procure technical support for the development of the Local Flood Risk Management Plan and is being used to facilitate the required technologies needed to accurately record and inform the asset register. The information this database will provide will also inform efficient work programmes for maintenance, monitoring and investigation works.

The Welsh Government highlight that the cost of implementing measures can be significant and cannot be met by currently available funding. They have noted an expectation that local authorities will have to afford additional expenditure in future budget setting and give consideration to additional charges, levies and partnership arrangements wherever possible. Whilst this Council has set aside considerable funding for flood risk management works, it is recognised that additional funding to this level cannot continue in light of the current budget demands.

Moving forwards, a partnership approach will be required if we are to secure sufficient funding to implement the Plan. There are local and national potential funding sources, some summarised below. These sources could provide either partial funding, match funding or full funding, and depends upon the nature of the individual scheme:

Capital funding is available from a number of sources to assist Newport City Council with the delivery of measures identified within the Flood Risk Management Plan. See below for options.

Capital funding options

1. Public Funding

- Funding from Welsh Government:
 - Environment & Sustainable Development Grant – Revenue funding to undertake the requirements of the FWMA. Typically NCC uses this grant to pay for additional staff resources, maintain the assets register, complete flood investigations and capacity building. This is not available for capital schemes.
 - FCERM – (Flood and Coastal Risk Management) Grant in Aid. NCC has no schemes programmed however is to be replaced by the FIFP and FaCIP.
 - FIFP – (Flood and Coastal Erosion Innovative Finance Programme) (programme of up to £150 million capital investment in local authority coastal flooding and erosion risk management schemes. The programme is about managing and reducing risks from coastal flooding and erosion and schemes. There is also an expectation on the achievement of wider benefits – community, social, economic, environmental and social.
FIFP Schemes will:
 - be financed through borrowing, using the Local Government Borrowing Initiative or Welsh Government’s direct borrowing powers – options are being considered.
 - be co-financed, Welsh Government contribution 75% Local Authorities 25%.
 - be identified and business cases developed from 2015 onwards.
 - be expected to start construction in the period 2018-21.
 - FaCIP – (Flood and Coast Investment Programme) – Welsh Government recently consulted on this proposed method of funding to which NCC responded. This consultation considered the way that Welsh Government allocates funding for flood and coastal erosion risk management in Wales and ensuring it focuses on those places with the greatest risk. The intention is to create a clear, objective way of directing funds to places at risk from all sources of flooding and coastal erosion. NCC (like other authorities) is currently awaiting for further guidance from Welsh Government on this funding mechanism.
 - Glastir is the Welsh Government’s five-year sustainable land management scheme and is funded by the Rural Development Programme 2014-2020. Financial support is offered farmers and land managers for the delivery of environmental outcomes including improved water management to improve water quality and reduce flood risk, and contributing towards a reversal in the decline of Wales’ native biodiversity. The Welsh Government offers financial support to eligible landowners directly to fund capital work targeted at specific locations which are best placed to deliver the environmental aims of Glastir Advanced.
- Local authority existing prudential borrowing.
- European Union funding available from the European Regional Development Fund (ERDF) where flood schemes can contribute to wider programme objectives. Newport is within the East Wales operational programme.

2. Private Funding

- DCWW invests in flood schemes as part of their regulated work to remove properties from the DG5 register (DG5 is a level of service indicator which examines a water company’s performance in respect of internal sewer flooding of properties).
- Section 106 of the Town and Country Planning Act 1990 allows planning obligations to be sought for site-specific mitigations and/or contributions. These should make the development acceptable in planning terms by enhancing the quality of the development and providing community benefits or infrastructure facilities.
- Community Infrastructure Levy (CIL) – is a charging mechanism for securing contributions from developers and is intended to supplement other public sector revenue streams, to ensure that new community infrastructure can be provided to keep pace with population growth. It focuses on the provision of new infrastructure, not remedying pre-existing deficiencies in infrastructure

unless those deficiencies will be made more severe by new development.

The Council recently consulted on CIL charging schedule. Importantly the draft Regulation 123 list states: Where sites are located in the Flood Risk Zone, suitable mitigation and resilience measures have been agreed with Natural Resources Wales. Any such measures will be undertaken as an integral part of individual development schemes and any off- site works will be provided directly via in-kind contributions, or through s106 obligations. As such, work to flood defences will not be funded by CIL

- Private and/or community beneficiary contributions - another important funding mechanism may come in the form of local fundraising from local communities and businesses that stand to benefit from the proposed flood schemes.

Within the plan it has been identified that substantial funding would be required to investigate, design and implement schemes to address the plethora of Flood Risk Management issues (surface water) within Newport City. Whilst figures have been provided, they are high level, and as highlighted within the plan, there are numerous funding mechanisms available. Newport City Council's Flood Risk Management team will liaise with Natural Resources Wales (NRW), Welsh Government and other Risk Management Authorities to obtain additional funding in order to supplement current revenue spending. Newport City Council currently receives a revenue grant (Environment and Sustainable Directorate) which allows NCC to undertake some aspects of the Flood and Water Management Act 2010. For the purpose of this cabinet report, these revenue figures shall be included within the table below.

Risks

Risk	Impact of Risk if it occurs* (H/M/L)	Probability of risk occurring (H/M/L)	What is the Council doing or what has it done to avoid the risk or reduce its effect	Who is responsible for dealing with the risk?
LFRMP not completed – loss of potential funding for flood risk management	M	L	Procurement of consultant for the implementation of a LFRMP	Matthew Jones
Not having a plan to manage flood risk from ordinary watercourses, surface water run – off and groundwater	H	L	Procurement of consultant for the implementation of a LFRMP	Matthew Jones

Links to Council Policies and Priorities

Local Flood Risk Management Plan

The implementation of the FRMP is the last document to be completed within the Flood Risk Management 6 yearly cycle. The FRMP directly follows on from the previously completed Local Flood Risk Management Strategy.

Options Available

The other option would have been not to produce the LFRMP as Newport City Council has no areas of significant local flood risk within its boundary. However, Newport City Council sits on the South East Wales Flood Management Group and jointly agreed with other LLFA's to undertake the LFRMP to ensure better coordinated flood management across South East Wales.

Preferred Option and Why

To finalise and sign-off the Newport LFRMP, in order to adopt best practice and ensure better coordinated flood management across South East Wales.

Comments of Chief Financial Officer

The revenue grant from Welsh Government for flood risk management has reduced from £100,000 in 2014/15 to £37,000 in 2016/17. The service has reduced the number of surveys and other works carried out that are funded from the grant resulting in no pressure on the Council's core budget.

The LFRMP recommends works of a capital nature. External funding sources are identified within this report as there is no approved funding in the Council's current capital program.

Comments of Monitoring Officer

The proposed Local Flood Risk Management Plan (LFRMP) has been prepared in accordance with the requirements of the Flood and Water Management Act and the Flood Risk Regulations 2009. It also follows on from the Flood Risk Management Strategy previously adopted by the Council. In accordance with the Act and the Regulations, the Council has a duty to prepare a LFRMP for any Flood Risk Areas identified in Preliminary Risk Assessments. Although no areas of significant risk have been identified within Newport as part of this preliminary assessment, it is good practice for the Council to adopt a LFRMP for the sake of consistency and to ensure a co-ordinated approach to the management of flood risk within the South East Wales region.

Staffing Implications: Comments of Head of People and Business Change

There are no staffing implications as a result of this report.

Comments of Cabinet Member

The FRMP provides an assessment of the surface water issues (including ordinary watercourses & groundwater) within the city with associated mitigation measures. The FRMP also advises of the various funding options that could assist with delivering the mitigation measures referred to within the document. I am therefore satisfied with the contents of the FRMP.

Comments from Non Executive Members

None received.

Local issues

None.

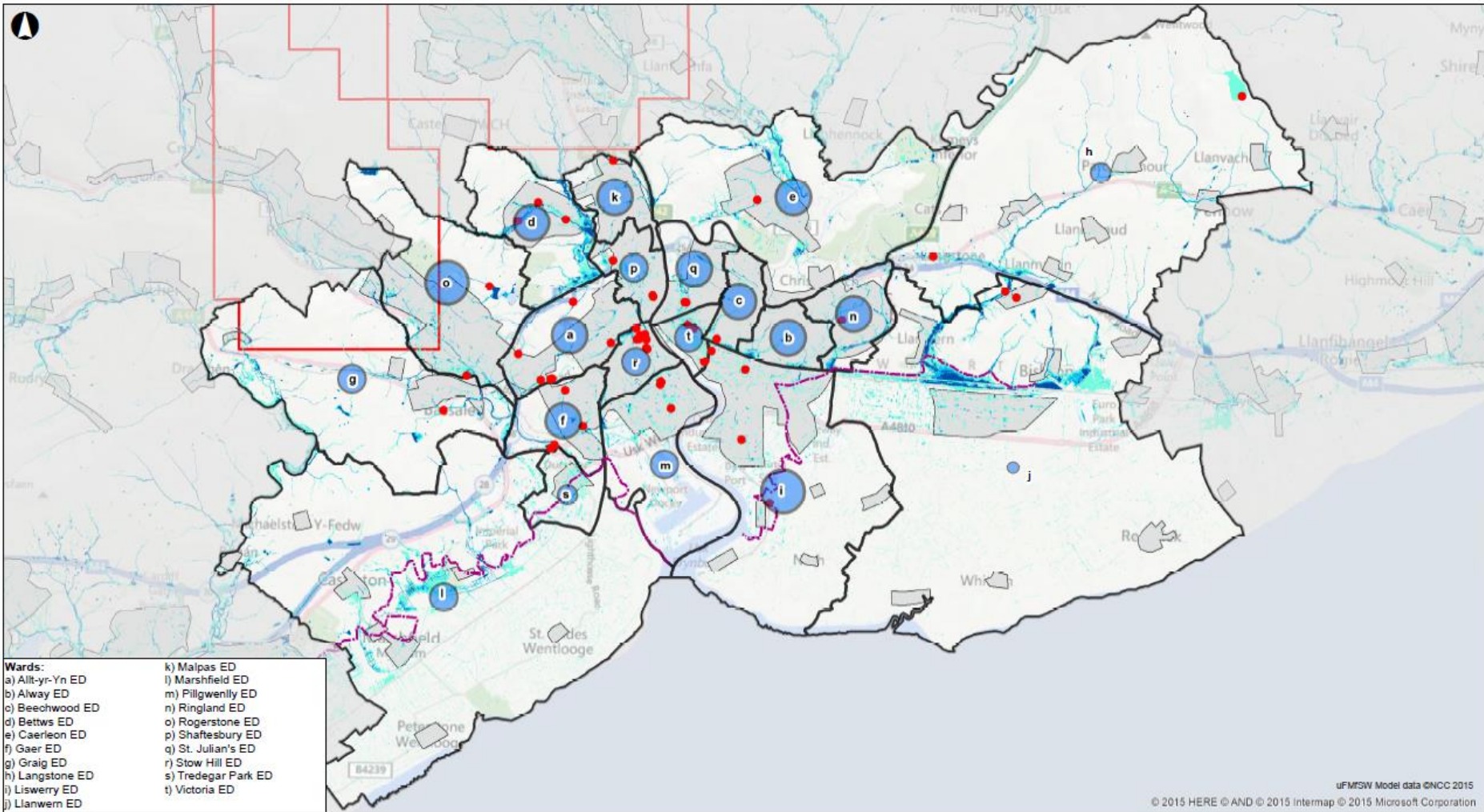
Equalities Impact Assessment

Not required.

Consultation

A public consultation for the Flood Risk Management Plan was undertaken during January 2016 – February 2016. The responses were considered, and the Flood Risk Management Plan was slightly amended.

Dated: 29 July 2016



- Wards:**
- a) Allt-yr-Yn ED
 - b) Alway ED
 - c) Beechwood ED
 - d) Bettws ED
 - e) Caerleon ED
 - f) Gaer ED
 - g) Graig ED
 - h) Langstone ED
 - i) Liswerry ED
 - j) Llanwern ED
 - k) Malpas ED
 - l) Marshfield ED
 - m) Pillgwenlly ED
 - n) Ringland ED
 - o) Rogerstone ED
 - p) Shaftesbury ED
 - q) St. Julian's ED
 - r) Stow Hill ED
 - s) Tredegar Park ED
 - t) Victoria ED

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- Legend**
- Services at Risk
 - IDB Drainage District
 - Surface Water Flooding High Risk - 30 Year Extent
 - Surface Water Flooding Medium Risk - 100 Year Extent
 - Surface Water Flooding Low Risk - 1000 Year Extent
 - Indicative Flood Boundary Discounted by PFRA
 - ▭ NCC Ward Boundaries
 - ▭ Urban Areas

- People at Risk**
- < 3000
 - 3000 - 5000
 - 5000 - 7500
 - 7500 - 10000
 - > 10,000

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Client
Newport City Council

Job Title
Newport FRMP

Newport City Council Flood Risk - Risk to People

Scale at A3
1:75,000

Job No 244494-00	Drawing Status Preliminary
Drawing No 003	Issue P3