

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Environment and Transport
Date:	13 November 2018
Title:	Project Appraisal: Romsey Flood Alleviation Programme
Report From:	Director of Economy, Transport and Environment

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1. Recommendations

- 1.1 That the Executive Member for Environment and Transport approves the Project Appraisal for the Flood Alleviation Programme in Romsey, as set out in this report.
- 1.2 That, subject to the Defra Flood Defence Grant in Aid funding being confirmed by the Environment Agency, approval is given to procure and spend and enter into necessary contractual arrangements to implement the proposed measures for the Mainstone area and Middlebridge Street as part of the overall flood alleviation programme in Romsey, as set out in this report, at an estimated cost of £1,427,000 to be funded from a £708,000 contribution from Hampshire County Council's Flood Risk and Coastal Defence Capital Programme, and investment from Defra Flood Defence Grant in Aid.
- 1.3 That, subject to the Defra Flood Defence Grant in Aid funding being confirmed by the Environment Agency, approval to spend is given to support the implementation of the proposed measures for the River Test by the Environment Agency as part of the overall proposed flood alleviation programme in Romsey, as set out in this report, at an estimated total cost of £5,257,000 to be funded from a £791,000 contribution from Hampshire County Council's Flood Risk and Coastal Defence Capital Programme, and investment from Defra Flood Defence Grant in Aid, Southern Regional Flood and Coastal Committee Local Levy, EU funding and Test Valley Borough Council.
- 1.4 That authority to make all the necessary arrangements to implement the programme, including Flood and Coastal Risk Management (FCRM) Partnership Funding Agreement, financial arrangements and minor variations to the design or contracts, be delegated to the Director of Economy, Transport and Environment.

2. Executive Summary

- 2.1 The purpose of this paper is to seek Executive Member approval to implement the proposed flood alleviation programme in Romsey with an estimated cost of £6,684,000.
- 2.2 The programme is to be funded from Hampshire County Council's Flood Risk and Coastal Defence Capital Programme, Defra Flood Defence Grant in Aid, Southern Regional Flood and Coastal Committee Local Levy, EU funding and Test Valley Borough Council investment.
- 2.3 It is anticipated that the work to reduce the risk of fluvial flooding from the River Test will be procured and implemented by the Environment Agency. Those elements of the programme to be implemented on the highway to reduce the risk of surface water will be procured and delivered by the County Council using its powers as the Highway Authority.

3. Background

- 3.1 In the winter of 2013/14, Romsey was significantly impacted by flooding, with up to 36 residential and 44 commercial properties reported as flooded from sources including groundwater, sewer, surface water and fluvial. The flood event damaged the local economy, led to the closure of parts of the highway network, and disrupted critical infrastructure and services.
- 3.2 Following a series of investigations and assessments, in partnership with the County Council acting as Lead Local Flood Authority, and Test Valley Borough Council, the Environment Agency commissioned consultants in 2016 to develop detailed proposals to manage flooding from all sources in Romsey.
- 3.3 A package of proposed measures for the River Test to reduce the risk of fluvial flooding, and for the Mainstone area and Middlebridge Street in Romsey to reduce the risk of surface water flooding, has now been developed.
- 3.4 In September 2017, approval was given by the Executive Member for Environment and Transport for the proposed procurement and delivery strategy for the flood alleviation measures for the River Test and Mainstone area, and Middlebridge Street in Romsey. The detail of these elements is set out in this Project Appraisal.
- 3.5 In September 2017, the Executive Member for Environment and Transport also agreed progression of further work with Southern Water and the Environment Agency to identify and agree a strategy to fund, procure and implement works in Winchester Road. The detail of this element is to be submitted for approval at a later decision day.

4. Alternative Options Considered and Rejected

- 4.1 A high level assessment of flood risk for Romsey looked at six options providing fluvial only flood risk mitigation measures, and a combination of fluvial and surface water risk mitigation measures, through increased degrees of standards of protection. The proposed measures for the River Test and Mainstone area and Middlebridge Street in Romsey offer the most favourable cost benefits while responding to a range of flood sources.
- 4.2 The do-nothing option was rejected on the basis that the existing flood risk in Romsey will remain and may worsen as a result of the impact of climate change. Long term costs to residents and local authorities may also prove much higher than the cost of a flood alleviation programme. A do-nothing option would not align with the County Council's Strategic Plan (2013-2017) to work with communities to identify local solutions that work best.

5. Measures of Success

- 5.1 Though not guaranteed as an outcome, it is expected that the completed programme will reduce the flood risk to 158 properties in Romsey, ensure that the highway network can remain open, minimise the impact on the local economy, and reduce the costs, distress and disruption associated with any future flood event. It is also expected that the programme will reduce the risk to several commercial properties including those at Budds Lane Industrial Estate.
- 5.2 The elements of the programme that reduces the risk from river flooding will provide a 1 in 100 year standard of protection (protection from events with a 1% chance of happening in any given year). The 2013/14 event was considered to be approximately a 1 in 75 year event. The surface water elements will provide a 1 in 20 year standard of protection (protection from events with a 5% chance of happening in any given year). There would be a residual risk from events larger than the 1 in 100 year designed standard of protection. Also during intense rainfall events there is potential for excess water to collect on the roads for short periods of time. The programme as set out in this Project Appraisal does not address the risk of flooding in Winchester Road, from the Tadburn Lake Stream or from groundwater emerging beneath individual properties.

6. Finance

- 6.1 The table below sets out the financial arrangements for the proposed measures for Mainstone area and Middlebridge Street, to be procured and delivered by Hampshire County Council, as part of the overall flood alleviation programme in Romsey.
- 6.2 A business case for the proposed works in Middlebridge Street was submitted to the Environment Agency in August 2018 and was successful in securing 100% funding, £500,000, from Defra Flood Defence Grant in Aid

(FDGiA) for this element of the overall Romsey Flood Alleviation Programme.

6.3	<u>Estimates</u>	<u>£'000</u>	<u>% of total</u>	<u>Funds Available</u>	<u>£'000</u>
	Fees – Surveys, Design and Supervision	315	22	HCC Flood Risk and Coastal Defence programme	708
	Construction*	1112	78	Defra FDGiA	719
	Total	1427	100	Total	1427

* Including risk contingency

6.4	<u>Revenue Implications</u>	<u>£'000</u>	<u>% Variation to Committee's budget</u>
	<u>Net increase in current expenditure</u>		
	Middlebridge and Mainstone	0	0.000%
	<u>Capital Charge</u>		
	Middlebridge and Mainstone	137	0.086%

6.5 The table below sets out the financial arrangements for the proposed measures for the River Test, to be procured and delivered by the Environment Agency, as part of the overall flood alleviation programme in Romsey.

6.6	<u>Estimates</u>	<u>£'000</u>	<u>% of total</u>	<u>Funds Available</u>	<u>£'000</u>
	Fees – Surveys, Design and Supervision	913	18	HCC Flood Risk and Coastal Defence programme	791
	Construction*	4344	82	Defra FDGiA Southern Regional Flood and Coastal Committee	2864 1157
				Test Valley Borough Council	325
				EU Funding	120
	Total	5257	100	Total	5257

* Including risk contingency

6.7 In order to secure the Defra Flood Defence Grant in Aid, the County Council, and Test Valley Borough Council, are required to complete a Partnership Funding Agreement. The principal objectives of the agreement are to agree the financial and non-financial contributions of each Party, and define the roles and responsibilities of the Parties. The agreement will need to be signed before the Full Business Case is submitted by the Environment Agency in November.

7. Programme

7.1 The current forecast programme as advised by the Environment Agency is set out below. The County Council is working with the Environment Agency to explore opportunities to accelerate the programme where possible.

Task – River Test (fluvial) elements	
Full Business Case submission (to release FDGiA)	November 2018
Appointment of contractor and mobilisation	February/March 2019
Commencement of works	Spring 2019
Completion of works	Autumn 2019
Task – Mainstone area Middlebridge Street (surface water) elements	
Full Business Case submission (to release FDGiA for the Mainstone element)	November 2018
Appointment of contractor	Spring 2019
Commencement of works (<i>subject to road space booking</i>)	Spring 2019
Completion of works	Autumn 2019

7.2 It is anticipated that programme construction will start in Spring next year following approval of the Full Business Case by the Environment Agency's National Project Assurance Service, which will confirm availability of the Flood Defence Grant in Aid (FDGiA) for the fluvial and Mainstone elements.

7.3 There is a high level of confidence attached to securing the national funding and the local levy contributions.

8. Programme Details

8.1 There are 4 parts to the Romsey Flood Alleviation Programme: River Test (Fluvial); Mainstone; Middlebridge Street; and Winchester Road. This Project Appraisal sets out the detailed proposals for the first three. The location of the elements described below is indicated on the plan at Appendix 1.

- a) River Test (Fluvial) – A number of measures are planned to improve the management of flood water from the River Test and optimise the use of the floodplain. It is intended that these elements, supported by the overall package including County Council funding will be procured and implemented by the Environment Agency utilising its permissive development rights where appropriate. The key components in and adjacent to the River Test include:
- North of Timsbury Bridge - The scheme will provide for the procurement of removable flood barriers and their siting during a flood event along Greatbridge Road. This will reduce the risk of flooding to the road and limit the need for future closures due to flooding. The barriers will be specifically reserved for use at Romsey. A sluice gate over the existing culvert outlet will also be installed immediately north of Timsbury Bridge. This gate will allow greater over flood water entering Ashley Meadows and Fishlake Meadows during future flood events;
 - South of Timsbury Bridge – The scheme will create a sequence of new embankments up to approximately 1.3m high on the eastern bank of the river to reduce the likelihood of water flowing out of the channel and into Ashley Meadows. The new structures will also help ensure water does not bypass the flow control structure;
 - North of Greatbridge – A new flow control structure constructed in the river will limit the volume of water able to flow into Fishlake Stream and therefore the amount flowing directly through the centre of Romsey. The structure will do the job that the temporary ‘cat flap’ did during the 2013/14 flood event. Managing the flow will help keep the water within the channel and reduce the risk of water flowing out onto Greatbridge Road. The additional flow will remain in the main River Test and will flow out to the floodplain;
 - East of Greatbridge Road – A new earth embankment and sluice gate will be constructed between the road and the railway line. The embankment, measuring 0.5m in height relative to ground levels, will manage the water flowing overland from the River Test. This embankment will connect with higher ground both on the east and west. An associated sluice gate will help maintain flows to the existing drainage ditches and provide control to limit flows if required in flood conditions;
 - The Causeway – A new earth embankment of approximately 1.3m height will be constructed around the south western edge of the properties at Sadlers Mill and on the Causeway. The embankment will reduce the risk of flooding to the residents at this location. Additional culverts will be provided through the Causeway itself to help drain overland flows back into the River Test;

- Riverside Gardens – The scheme will provide for the procurement of removable flood barriers and their siting during a flood event. This will reduce the risk to properties along this stretch of the watercourse. The barriers will be specifically reserved for use at Romsey; and
 - North of Mainstone – A new earth embankment will be constructed from the Causeway structure across the floodplain to the rear of the properties at Mainstone. The embankment will measure approximately 1m in height and help to reduce the flood risk to the properties on Mainstone. Two associated sluice gates will help control the flows in the existing ditches during flood events to ensure water does not come out of the bank.
- b) Measures to reduce the risk of surface water flooding are also proposed for the Mainstone area and Middlebridge Street as set out below. It is intended that these elements will be procured and implemented by the County Council using its powers as the Highway Authority.
- c) Mainstone (A27 and A3090) – A number of measures are proposed at this location to improve the management of surface water. The key components will be additional drainage assets and kerb raising to improve the highway drainage, providing for an overland flow route to direct water from a low point on the existing highway back towards the River Test, and a new overflow pipe under the A27 alongside the existing culvert to increase capacity.
- d) Middlebridge Street - The proposed works include improvements to the highway drainage network and additional points of discharge to the main River Test via Holbrook Stream to reduce the risk of surface water flooding.

8.2 In addition to the above, property level resilience, for example flood gates and air brick covers, will also be required on individual properties. These will be subject to agreement with the owners affected.

9. Departures from Standards

9.1 None.

10. Community Engagement

10.1 A Public Information Event was held over four sessions at Crosfield Hall in Romsey from 11 - 14 October 2017 to share information about the emerging Flood Alleviation Programme. The event was supported by the project partners and over 200 visitors attended. Feedback forms were received from 62 visitors with 91% strongly agreeing or agreeing with the proposals. None of the forms indicated any objection to the programme.

10.2 The County Councillors for Romsey and the surrounding areas are fully informed about the proposed programme and there are regular meetings with representatives of the Borough Council, the Town and Romsey Extra Parish Councils, and local flood action groups.

11. Statutory Procedures

- 11.1 Pre-application discussions have taken place with Test Valley Borough Council and a planning application has been submitted with an expectation that the works will be approved in November 2018. As the programme will include work in and adjacent to the River Test, which is designated as a Site of Special Scientific Interest, Natural England is among the consultees.
- 11.2 The majority of the work in and adjacent to the River Test will be undertaken within the Environment Agency's permitted development rights. However, Ordinary Watercourse Consent will be required for elements of the programme taking place on the floodplain.
- 11.3 Work at Mainstone and Middlebridge Street will be undertaken within the boundaries of the highway and will therefore be implemented by the County Council using its powers as the Highway Authority.
- 11.4 As the proposed works will restrict public access during the construction period, temporary closure of the Rights of Way at The Causeway will be sought.

12. Land Requirements

- 12.1 The implementation of the programme requires the agreement of the Highway Authority, various landowners including the Borough Council and the Broadlands Estate, and individual property owners. Negotiations to secure the necessary rights to access the land, and to construct and maintain the works are proceeding. Purchase of land is not expected to be required.

13. Maintenance Implications

- 13.1 Responsibility for flood defence assets built on or adjacent to the river will legally fall to the landowner. However, the Environment Agency will add all new defences created by the works to its asset register, and these will therefore be considered for inclusion within its asset inspection and maintenance programme.
- 13.2 Riparian owners with responsibility for ordinary watercourses will continue to be responsible for their maintenance upon completion of the programme.

- 13.3 The County Council will accept responsibility for those assets created on the highway or on land otherwise in its ownership and control. Similarly, Test Valley Borough Council will maintain and manage defences and mitigation work carried out on its land.
- 13.4 The material used on the highway will be standard highway materials and in accordance with the Highway Authority's requirements.

CORPORATE OR LEGAL INFORMATION:**Links to the Strategic Plan**

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	yes
People in Hampshire enjoy being part of strong, inclusive communities:	no

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
Flood Risk and Coastal Defence Programme - Priorities	September 2016
Buckskin and Romsey Flood Risk Management	November 2016
Romsey Flood Alleviation	September 2017
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>
Flood and Water Management Act 2010	2010

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.)

<u>Document</u>	<u>Location</u>
None	

IMPACT ASSESSMENTS:

1. Equality Duty

1.1. The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- a) The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

1.2. Equalities Impact Assessment:

The development of the programme will have no impact on specific groups with protected characteristics. The programme when in place will offer all residents more protection from flooding, and reduce the cost, distress and disruption associated with recovery from flooding.

2. Impact on Crime and Disorder:

2.1. The development of the programme has no impact on Crime and Disorder. The programme when in place will reduce the chances of crime and disorder which could occur during flooding events.

3. Climate Change:

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

Putting an effective programme in place would reduce the amount of energy required to alleviate flooding emergencies through measures such as

pumping of water, and reduce the resources needed for recovery after an event.

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

The severity and frequency of extreme weather events that cause flooding is linked to the changing climate. The design and capacity of the measures being proposed will take into consideration climate change allowances so that they are fit for the future.