

# HAMPSHIRE COUNTY COUNCIL

## Decision Report

<b>Decision Maker:</b>	Executive Member for Environment and Transport
<b>Date:</b>	19 September 2017
<b>Title:</b>	Romsey Flood Alleviation
<b>Report From:</b>	Director of Economy, Transport and Environment

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### 1. Executive Summary

- 1.1 The purpose of this paper is to provide an update on the development of flood alleviation measures for Romsey, to set out the proposed procurement and delivery of the different elements, to identify the funding arrangements and to seek approval to an in principle contribution from the County Council.

### 2. Contextual information

- 2.1. 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.
- 2.2. 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.
- 2.3. In November 2016, approval was given by the Executive Member for Environment and Transport for the approach set out in the Buckskin and Romsey Flood Risk Management Update report, to develop the schemes and work with multi-agency partners to secure contributions subject to their technical and financial viability.

### 3. Flood management proposals

- 3.1 The package of proposed measures for Romsey is focussed on four key elements:

- River Test (Fluvial) - A number of interventions are planned to manage flood water from the River Test and optimise use of the floodplain. These include a permanent flow control structure at the approximate location of the 'cat flap' implemented during the 2013/14 flood event, bunding, property level resilience, and other measures to reduce fluvial flood risk.

In order to reduce the risk of surface water flooding, it is proposed that additional works are undertaken in the following three areas of Romsey:

- Mainstone – works will include an additional culvert under the A27, improvements to the highway drainage network, an 'overflow' facility onto Broadlands, and property level resilience measures;
- Middlebridge – proposed works include improvements to the highway drainage network and additional points of discharge to the main river via Holbrook Stream; and
- Winchester Road – works will include upsizing of Southern Water's pipe, providing an overflow connection to the Barge Canal, property level resilience measures and improvements to highway drainage assets.

- 3.2 The standard of protection afforded by the measures implemented to manage flood water from the River Test would be a significant improvement on existing arrangements. The 2013/14 flood event is estimated to have been a 1 in 75 year event. The new measures would seek to provide protection from a future fluvial flooding up to a 1 in 100 year event.
- 3.3 Similarly, the proposed works at Mainstone, Middlebridge and Winchester Road would provide a greatly enhanced standard of protection. The surface water flooding in 2013/14 is considered to have been a 1 in 5 to 10 year event. The new measures would provide protection up to a 1 in 30 year event.
- 3.4 The total number of residential properties that will be better protected once all the measures are implemented will be 183, with commercial and business properties all benefiting. In addition, the improvements will ensure that the highway network can remain open and the impact on the local economy is minimised.

#### **4. Cost of proposals and funding**

- 4.1. The currently estimated overall cost of the package of works is approximately £6.2million. Based on national guidance for projects at this stage of development, this includes an optimism bias of 30%. This percentage is expected to have been reduced significantly by the time the Project Appraisal is presented for approval.
- 4.2. In March 2015, it was announced that the Romsey Scheme had been indicatively allocated £3.57million Flood Defence Grant in Aid (FDGiA) funding in the six year (2015/16 – 2020/21) Flood and Coastal Erosion Risk

Management (FCERM) capital programme, and £0.310million Local Levy by the Southern Regional Flood and Coastal Committee.

- 4.3. 'Unlocking' this funding is dependent upon the development of a robust business case, favourable cost benefit analysis, and securing partnership funding contributions. Much of this work has now been completed and it's anticipated that the overall package of proposed measures is capable of drawing down approximately £2.5million Flood Defence Grant in Aid in total. A further £0.8million Local Levy has also been secured.
- 4.4. The estimated cost for each of the four key elements, the amount of Grant in Aid available for each, and partnership funding requirement, is set out below:

Element	Cost £'000s (including 30% Optimism Bias)	Number of properties better protected	Flood Defence Grant in Aid (% of cost)	Local Levy	Required partnership contribution
River Test	£3,816,435.00	80	£1,745,393.00 (46%)		£2,071,042.00
Mainstone	£436,849.00	7	£93,241.00 (21%)		£343,608.00
Middlebridge	£267,507.00	71	£267,507.00 (100%)		£0
Winchester Road	£1,663,340.00	25	£416,759.00 (25%)		£1,246,581.00
<b>Total</b>	<b>£6,184,131.00</b>	<b>183</b>	<b>£2,522,900.00 (37%)</b>	<b>£807,000.00</b>	<b>£2,854,231.00</b>
Secured partnership contribution					£1,100,000.00
<b>Funding shortfall</b>					£1,754,231.00

- 4.5. Based on earlier estimates, the County Council had previously 'earmarked' an indicative contribution of £0.85million towards the delivery of flood risk reduction measures in Romsey. The other principal funding partner, Test Valley Borough Council, has committed to providing an investment of £0.25million.
- 4.6. Negotiations are continuing to take place with Southern Water, particularly in respect of further development of the proposals for Winchester Road as an integral part of its work on the emerging Drainage Action Plan. A substantial part of the £1.6million cost for Winchester Road is tied to the proposed

upsizing of Southern Water’s pipe and connection to the Barge Canal. The County Council and Environment Agency both consider that Southern Water should be more actively involved, and that the improvements at this location should be an important element of the company’s business plans for the period 2020 - 2025.

- 4.7 The business plan process of Ofwat, the Water Services Regulation Authority, requires all water companies to prepare robust business plans for five-year periods. Before the next five-year period begins in 2020, Southern Water has to submit detailed costing information to Ofwat so it can initiate the planning process and comment on draft business plans. This part of the process is known as the price review and water companies are now working towards the Price Review 2019 (PR19) cost assessment. This will pave the way for Southern Water’s business plan for 2020–2025 which will be formally submitted to Ofwat in September 2018.
- 4.7 The total partnership contribution, including local levy, secured at this stage is therefore £1.9million leaving a funding shortfall of approximately £1.75m. The proposal for how that gap is managed is set out below.

## 5. Procurement and delivery

- 5.1. It is proposed that the four key elements are packaged as three schemes as set out below.

Scheme	Cost £'000s (including 30% Optimism Bias)	Flood Defence Grant in Aid (% of cost)	Utilisation of secured partnership contributions	Funding shortfall
1. River Test and Mainstone	£4,253,284.00	£1,838,634.00 (43%)	£1,907,000.00	£507,650.00
2. Middlebridge	£267,507.00	£267,507.00 (100%)	£0	£0
3. Winchester Road	£1,663,340.00	£416,759.00 (25%)	£0	£1,246,581.00
Total	£6,184,131.00	£2,522,900.00 (37%)	£1,907,000.00	£1,754,231.00

- 5.2. In anticipation that this strategy is agreeable to the County Council and Test Valley Borough Council, a business case is currently being prepared by the Environment Agency for the combined River Test (Fluvial) and Mainstone measures, and for Middlebridge. Subject to agreeing the proposed utilisation of partnership contributions secured so far, and identification of further funding to meet the £0.5million shortfall to implement the first 2 schemes, it is proposed that the business case for these are submitted to Defra in October. As Middlebridge is a solely surface water scheme, the

business case for this will need to be submitted by the County Council in its role as the Lead Local Flood Authority.

- 5.3. In view of the substantial involvement that Southern Water has in developing, funding and delivering improvements for Winchester Road, and the timing of the 2019 Price Review submission to Ofwat, it is proposed that this element is progressed separately. It is intended that a further report is presented to the Executive Member for Environment and Transport to set out the outcome of the ongoing discussions between the County Council, Environment Agency and Southern Water, and to recommend how future works in Winchester Road might be funded, procured and implemented.
- 5.4. It is anticipated that the implementation of measures for River Test and Mainstone, and Middlebridge will commence in May 2018 at a total cost of £4.5million. Of that figure, Flood Defence Grant in Aid will provide £2.1million, local levy £0.8million, and Test Valley Borough Council £0.25million. In order to secure the Grant in Aid and Local Levy and for the works to progress, it is estimated that the County Council's previous indicative allocation of £0.85million for Romsey will need to be increased to £1.35million. It is anticipated that this amount will be drawn from the County Council's Flood Risk and Coastal Defence (FRCD) Programme.
- 5.5. Subject to agreement to the business case, the scheme for River Test and Mainstone will be presented to the Executive Member in 2018 for formal decision to proceed to construction.
- 5.6. In order to enable implementation to start on the River Test and Mainstone elements in May 2018, the Environment Agency is undertaking accommodation works this autumn to reduce risks which if unmanaged could significantly delay the works. The accommodation works includes measures to ensure that suitable habitats are in place and established should any water vole displacement or translocation be needed for the creation of flood defences to go ahead.
- 5.7. As the works in Middlebridge Street are less dependent upon ground conditions than those planned for the River Test and Mainstone, the option to undertake work sooner than 2018, should the business case be approved, has been explored. Drainage works for highway improvements in Bell Street are due to be undertaken this autumn and, in order to minimise disruption to traffic, will need to be completed before work starts in Middlebridge Street. The drainage works in Bell Street are complementary to the works planned for Middlebridge Street.

## **6. Future Maintenance**

- 6.1 As part of the business case submission to Defra planned for October, the County Council and Test Valley Borough Council have been asked by the Environment Agency to agree their standard 'Heads of Terms'. Although this is non-binding legally, the agreement establishes the principles and

terms for the contract that will need to be agreed to secure the Flood Defence Grant in Aid in due course.

- 6.2 The County Council has reviewed the Heads of Terms and has expressed concern about the requirement for payment of a commuted sum for future maintenance and management without a guarantee that suitable arrangements have been secured for all flood defence assets built as part of the works.
- 6.3 The County Council's view is that the requirement for a commuted sum is not necessary. The County Council would accept responsibility for those assets created on the highway or on land otherwise in its ownership and control, and would expect other statutory bodies, organisations or partners involved in the Romsey Flood Alleviation scheme, whose remit includes responsibility for managing flood risk, or riparian and landowner duties, to make a similar commitment.
- 6.4 Although responsibility for assets built on or alongside the river legally falls to landowners, 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.

## **7. Consultation**

- 7.1. On the basis that a strategy for delivery of the package of measures is agreed, and funding secured, a public information event about the proposed flood alleviation measures is planned for 11 – 14 October 2017. The County Councillors for Romsey and the surrounding areas are fully informed about the proposals and there are regular meetings with representatives of the Borough Council, the Town and Romsey Extra Parish Councils, and local flood action groups.

## **8. Recommendations**

- 8.1. That the Executive Member for Environment and Transport gives approval for the proposed procurement and delivery strategy for the flood alleviation measures for the River Test and Mainstone, and Middlebridge, as set out in this report.
- 8.2. That the Executive Member for Environment and Transport gives approval for further work with Southern Water and the Environment Agency to identify and agree a strategy to fund, procure and implement works in Winchester Road, and to submit these for approval at a later decision day.
- 8.3. That the Executive Member for Environment and Transport gives approval for the allocation of £1.35 million to the flood alleviation measures for the River Test and Mainstone, and Middlebridge, within the County Council's Flood Risk and Coastal Defence Programme to potentially secure Defra Flood Defence Grant in Aid (FDGiA) and Local Levy, and confirms the final funding

contribution as part of the Capital Programme submission to Full Council in February 2018.

- 8.4. That approval is given to proceed with the submission of the business case to Defra.

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

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

**Other Significant Links**

<b>Links to previous Member decisions:</b>		
<u>Title</u>	<u>Reference</u>	<u>Date</u>
Flood Risk and Coastal Defence Programme - Priorities	7526	September 2016
Catchment-based Approach to Flood Risk Management in Hampshire	6931	2015
Response to the Flood Investigation in Romsey and Sub-Catchment Flood Risk Management	5957	2014
Managing Flood Risk in Hampshire Update	6243	2014
<b>Direct links to specific legislation or Government Directives</b>		
<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 schemes will have no impact on specific groups with protected characteristics. The schemes 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 scheme has no impact on Crime and Disorder. The scheme 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 effective schemes in place would reduce the amount of energy required to alleviate flooding emergencies through measures such as

pumping of flood 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 often cause flooding is linked to the changing climate. The design and capacity of the measures being proposed will take into consideration climate change allowances to make them fit for the future.