



Report to Policy Committee

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Report of: *Kate Martin*

Report to: *Transport, Regeneration and Climate Committee*

Date of Decision: *15th June 2022*

Subject: *Approval of publication of Flood Risk Management Plan*

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given?		<i>EIA - 1195</i>		
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-				

Purpose of Report:
Sheffield City Council is a Lead Local Flood Authority (LLFA) and flood Risk Management Authority (RMA) as described in the Flood Risk Regulations 2009. These regulations require the RMAs to identify nationally significant flood risk areas (FRAs) and to prepare Flood Risk Management Plans (FRMPs) for the FRAs that they identify. These plans are required to be reviewed on a 5-year cycle.

The latest FRMPs have been prepared by the Environment Agency working in partnership with LLFAs across England. The draft plans were published online in autumn 2021 and a public consultation was held from 22 October 2021 to 21 January 2022. Following broad support for the plans it has been agreed to publish the final plan in line with the draft document without changes.

Ahead of publication of the final plans in autumn 2022 the Environment Agency has requested that all LLFAs acknowledge our responsibility in writing for our part in the FRMPs and confirm we have internal approval for publication of certain information provided to the Environment Agency.

This report outlines how approval of the FRMP as proposed is to the benefit of the City of Sheffield and will fulfil our responsibilities under the Flood Risk Regulations 2009 in the preparation of an appropriate plan.

Recommendations:

To acknowledge our responsibility in writing, as requested by the Environment Agency, for our part, as Lead Local Flood Authority, in the Humber River Basin Flood Risk Management Plan.

This will fulfil our responsibilities under the Flood Risk Regulations 2009 to identify nationally significant Flood Risk Areas (FRAs) and to prepare Flood Risk Management Plans (FRMPs) for the FRAs that they identify.

Background Papers:

[Humber River Basin District Draft Flood Risk Management Plan 2021 to 2027](#)

[Draft Flood Risk Management Plans - Feedback 18 May 2022](#)

[Sheffield Flood Risk Management Strategy](#)

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: <i>Kerry Darlow</i>
		Legal: <i>Nadine Wynter</i>
		Equalities & Consultation: <i>Annemarie Johnston</i>
		Climate: <i>Jessica Ricks</i>
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	EMT member who approved submission:	<i>Kate Martin</i>
3	Committee Chair consulted:	<i>Cllr Julie Grocutt and Cllr Mazher Iqbal</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: <i>James Mead</i>	Job Title: <i>Flood & Water Service Manager</i>
	Date: <i>7th June 2022</i>	

1. PROPOSAL

- 1.1 The Flood Risk Regulations 2009 require the Environment Agency to identify flood risk areas (FRAs) arising from certain sources and require Lead Local Flood Authorities (LLFAs) to identify FRAs arising from other sources. The Regulations require the Environment Agency and LLFAs to prepare Flood Risk Management Plans (FRMPs) for the FRAs that they identify.
- 1.2 The Environment Agency worked with LLFAs to review first cycle preliminary flood risk assessments (PFRAs) and to identify FRAs for the second cycle in 2017/18. If an FRA arising other than from the sea, main rivers or reservoirs was identified in the LLFA 2017 PFRA, then the LLFA has a statutory duty to prepare a FRMP in this second planning cycle.
- 1.3 **LLFAs are asked to acknowledge responsibility for their part in the FRMPs, consultation and Habitats Regulations Assessments and Strategic Environmental Assessments. LLFAs are also asked to confirm that they have internal approval for publication of certain information provided to the Environment Agency.** Our acceptance in writing back to the Environment Agency has been requested by the end of June 2022 allowing them to publish the plans in the autumn.
- 1.4 Two Flood Risk Areas (FRA) have been identified in Sheffield, the City of Sheffield Surface Water FRA and the Sheffield FRA. These are areas where the risk of flooding is deemed nationally significant for people, the economy and/or the environment (including cultural heritage).
- 1.5 The designation of 2 FRAs, which overlap, is due to the split of responsibilities under the Flood Risk Regulations 2009. For flooding from main river the Environment Agency is the lead Risk Management Authority (RMA) and for other sources of flooding Sheffield City Council is the lead RMA.
- 1.6 The flood hazard and risk maps show that in the City of Sheffield Surface Water FRA some 4,777 people live in areas at risk of flooding from surface water of which 61% are in areas of high risk.
- 1.7 The Sheffield Flood Risk Area (FRA) is susceptible to flooding from the River Don, River Sheaf, Blackburn Brook and Porter Brook. Other smaller watercourses such as River Loxley and Kelham Goyt (tributaries of the river Don) also cause flood risk.
- 1.8 The flood hazard and risk maps show that in the Sheffield FRA some 15,057 people live in areas at risk of flooding from rivers, of which 8% are in areas of high risk.

- 1.9 Also shown to be at risk of flooding from rivers are; 3,646 non-residential properties, 13.17km of road, 16.46km of railway, 18.61ha of agricultural land, and areas of environmental permitting regulations, SSSIs, parks and gardens, scheduled monuments, listed buildings and water abstraction and discharge points.
- 1.10 Sheffield City Council worked with the Environment Agency through 2021 on the development of a joint FRMP. All LLFAs with a FRA agreed to this approach we have not been made aware of any LLFAs that are producing separate FRMPs.
- 1.11 A public consultation on the draft flood risk management plans (FRMPs) ran for 3 months, from 22 October 2021 to 21 January 2022. Consultations response broadly supported the measures proposed and (subject to any technical alignment with the Habitats Regulations) it has been agreed to publish the final plan in line with the draft document without changes.
- 1.12 Strategic Environmental Assessment Environmental reports were prepared in respect of the joint draft FRMPs, the subject of the recently concluded consultation. Natural England will be consulted for approval before the publication of the Habitat Regulation Assessments for each FRMP. The outputs of the Habitats Regulation Assessments will be fed into the final FRMP where necessary, for example, any required mitigation or monitoring.

2. HOW DOES THIS DECISION CONTRIBUTE?

- 2.1 FRMPs are strategic plans that set out how to manage flood risk in nationally identified flood risk areas (FRAs) for the period 2021-2027, and are statutory plans required by the Flood Risk Regulations 2009.
- 2.2 The FRMP contains the high-level actions that we are carrying out as outline in Sheffield's Flood Risk Management Strategy. The actions are already included in our Flood Programme for capital investment or in our existing responsibilities as a LLFA to consult and collaborate with our fellow RMAs.
- 2.3 Sign off of the FRMP confirms our ongoing commitment to deliver our flood programme and acknowledges our statutory responsibilities but does not place any direct addition duties or burdens on us in itself.
- 2.4 Maintaining our statutory flood risk role and continuing to invest in flood risk reduction remains a priority for the city. As laid out in our Sheffield Flood Risk Management Strategy we continue to work towards our objectives of:
- Greater community involvement in managing flood risk
 - Better managed rivers and watercourses
 - Property and transport routes better prepared against flooding

- Enabling sustainable and appropriate development
- Keeping our river valleys open for businesses
- Regenerated waterways better for people and nature
- Ensuring areas downstream are not disadvantaged by our actions

2.5 In the face of a changing climate continued focus on flood risk reduction is crucial to keeping people safe, protecting jobs, and enabling continued growth and investment in our city. The long term aims of our flood protection programme is to:

- Better protect 6,000 homes and over 1,700 businesses
- To protect over 37,000 jobs and avoid over £1 billion of damages
- To enable over 25,000 homes and over 15,000 new jobs
- To free up 46 hectares of developable land and enable £150m of growth

2.6 Analysis carried out elsewhere in the country shows that, as well as the significant economic impacts avoided, the carbon impact of flood risk investment is more than offset by the carbon reduction from the avoidance of flooding damages in clean up, repair and direct damage. As our programme is taken forward we intend to carry out detailed analysis of our Sheffield Flood Programme to better demonstrate this carbon impact avoidance.

2.7 We also aim to work with communities, partners and other council services to improve river maintenance, create new recreation and tourism opportunities, to improve health and wellbeing, and to enable sustainable transport corridors.

3. HAS THERE BEEN ANY CONSULTATION?

3.1 The Environment Agency ran an online consultation on their Citizen Space tool and engaged with stakeholders both nationally and through Area teams to encourage responses. They also ran a social media campaign to advertise the consultation.

3.2 The public consultation on the draft flood risk management plans (FRMPs) ran for 3 months, from 22 October 2021 to 21 January 2022. Approximately 240 consultation responses received, including online and offline responses, with 44 responses specifically for the Humber FRMP. Approximately 195 organisations responded to the consultation, and 40 individuals.

3.3 Headline responses were as follows:

- **Measures in Flood risk areas: 33%** totally agree with the measures for flood risk areas, and **52%** partially agreeing.
- **Measures Outside flood risk areas: 36%** totally agree with the measures outside of flood risk areas, with **48%** partially agreeing.

- **FCERM Strategy: 28%** totally agree that FRMPs support and contribute to the delivery of the FCERM Strategy, with **56%** partially agreeing.
- **Multiple benefits: 22%** totally agree that FRMPs help to deliver multiple benefits for both flood risk management and the wider water environment, with **62%** partially agreeing.
- **Climate change: 30%** totally agree that FRMPs consider the likely impacts of flood risk associated with climate change, with **57%** partially agreeing.
- **Flood plan explorer: 70%** of respondents found it either ok or easy to find measures on flood plan explorer, and **27%** said it was not easy.
- **FRMP information: 77%** of respondents found either most or all of what they were looking within the FRMPs and flood plan explorer.

3.4 A 'Summary of responses' was published on GOV.UK in May 2022.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

4.1.1 Vulnerability to flood risk is materially affected by an individual's ability to prepare, respond and recover from flooding. This is a factor of a range of physical and economic circumstances. By investing in flood risk reduction at a city-wide level all people will benefit but those more vulnerable to flooding impacts will benefit more.

4.1.2 Defra's guidance on 'Flood Risks to People' states some people are more vulnerable than others, particularly vulnerable groups include:

- The elderly
- The disabled and long-term sick
- Financially deprived
- Single parents and their children
- The very young, for example infant school children
- Ethnic minorities, particularly those who have poor English language skills
- Newcomers to an area, who may be unaware of local issues
- Campers and other tourists, who may be unaware of local risks
- The homeless
- Work related (e.g. emergency services, heavy industries less able to relocate)

4.1.3 Experience of flooding has also been shown to be significantly detrimental to people's mental health. Better overall health outcomes will result from reduced exposure to flood risk. We also hope to achieve wider community wide health benefits from increased access, improved

amenity and by contributing to nature recovery along our river corridors.

4.2 Financial and Commercial Implications

- 4.2.1 The endorsement of the FRMP has no direct financial or commercial implications. Capital requirements for investment and ongoing revenue costs of our LLFA duties are already accounted for in existing programmes and budgets.
- 4.2.2 **Not** endorsing the plan could result in significant revenue and resource implications should we be required produce our own independent FRMP.

4.3 Legal Implications

- 4.3.1 FRMPs are a legal requirement under the Flood Risk Regulations 2009.
- 4.3.2 Were we not to endorse this plan as prepared in partnership with the Environment Agency we would be required to prepare our own.

4.4 Climate Implications

- 4.4.1 The Flood & Water Programme will be delivered by a range of projects whose carbon impacts will be assessed individually. Some heavy civil engineering will be required but many other more natural solutions will be delivered by the programme. Beyond direct flood risk intervention, a key pillar of the programme will be community engagement and raising flood risk awareness.
- 4.4.2 We will look to develop hierarchies of interventions for our flood schemes to favour interventions with reduced carbon impacts and include this in project briefs going forward.
- 4.4.3 Studies carried out elsewhere in the country show that carbon impacts avoided by reducing flood damages significantly outweigh the carbon impacts of flood risk interventions. In addition, communities better prepared for flooding will suffer less damages, so our community engagement will create carbon reductions in recovery and clean up.
- 4.4.4 We have identified potential measures that can be used to demonstrate the reduction in carbon impacts intend to carry out further detailed analysis of our own programme to better demonstrate this. We will be assessing each individual project in the programme to minimise its carbon impact in delivery and operation.

4.5 Other Implications

- 4.5.1 The sign off of the FRMP does not place any additional burdens on Sheffield City Council. The plan recognises and lays out our ongoing work and planned investment in flood risk reduction.

Having nationally significant Flood Risk Areas in Sheffield highlighted in the FRMP is potentially useful for us in making the case for investment to funders and in securing support from the Environment Agency in delivery. A continued focus on reducing the city's exposure to flood risk also delivers broader benefits beyond the direct economic and environmental benefits. For example experiencing flooding has been shown to be severely detrimental to mental health. By contrast improving amenity and public open space through the scheme will deliver health benefits to the wider community.

5. ALTERNATIVE OPTIONS CONSIDERED

- 5.1 No reasonable alternative exists, we are being asked to endorse the plan already prepared in partnership and consulted on. FRMPs are a statutory requirement.
- 5.2 If we were not to sign up to the Regional Plan as prepared in partnership with the Environment Agency, then we would be required to prepare our own Sheffield specific FRMP from scratch. This would have significant resource implications and a significant unbudgeted revenue cost.

6. REASONS FOR RECOMMENDATIONS

- 6.1 The Flood Risk Regulations 2009 require the Flood Risk Management Authorities (RMAs) to identify nationally significant flood risk areas (FRAs) and to prepare Flood Risk Management Plans (FRMPs) for the FRAs that they identify. These plans are required to be reviewed on a 5-year cycle
- 6.2 The Environment Agency, given its strategic oversight of flood risk across England, has led on the production of the latest FRMPs. Sheffield City Council, in common with our fellow Lead Local Flood Authorities (LLFAs), have worked with the Environment Agency in preparing these plans. Ahead of their publication of the finalised plans **the Environment Agency has requested that all LLFAs acknowledge our responsibility in writing for our part in the FRMPs and confirm we internal approval for publication of certain information provided to the Environment Agency.**
- 6.3 Sheffield City Council Approval of the Humber River Basin FRMP confirms our ongoing commitment to deliver our flood programme and acknowledges our statutory responsibilities but does not place any direct addition duties or burdens on us in itself.
- 6.4 Were we not to endorse this plan, as prepared in partnership with the Environment Agency, we would be required by the Flood Risk

Regulations 2009 to prepare our own. Significant revenue and resources would be required to produce our own independent FRMP. This would result in delays and an additional unbudgeted cost.

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