

Central Lancashire Level 1 SFRA - Appendix A

Planning Policy and Flood Risk Management

Final

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Prepared for:



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A Planning Policy and Flood Risk Management

A.1 Introduction

This appendix provides a brief overview of the key planning policy and flood risk management documents that have shaped the current planning framework regarding flood risk, under the Flood and Water Management Act (FWMA) 2010. Note, the Flood Risk Regulations (2009) were revoked 31 December 2023 as a result of the Retained EU Law (Reform and Revocation) Act 2023. Preliminary Flood Risk Assessments and Flood Risk Management Plans are now redundant.

Figure 1 illustrates the links between legislation, national policy, statutory documents, flood risk data and assessment of flood risk. The figure shows that whilst the key pieces of legislation and policy are separate, they are closely related, and their implementation should aim to provide a comprehensive and planned approach to asset record keeping and improving flood risk management within communities.

It is intended that the non-statutory Surface Water Management Plans (SWMPs) and constituent authorities' individual SFRA's can provide much of the base data required to support the delivery of the LLFA's statutory flood risk management tasks under the FWMA as well as supporting the CLA in developing capacity, effective working arrangements and informing their Local Flood Risk Management Strategies (LFRMS) and Local Plans, which in turn help deliver flood risk management infrastructure and sustainable new development at a local level. This overarching regional SFRA should be used to support the development of the Central Lancashire Local Plan (CLLP) to help inform strategic planning decisions.

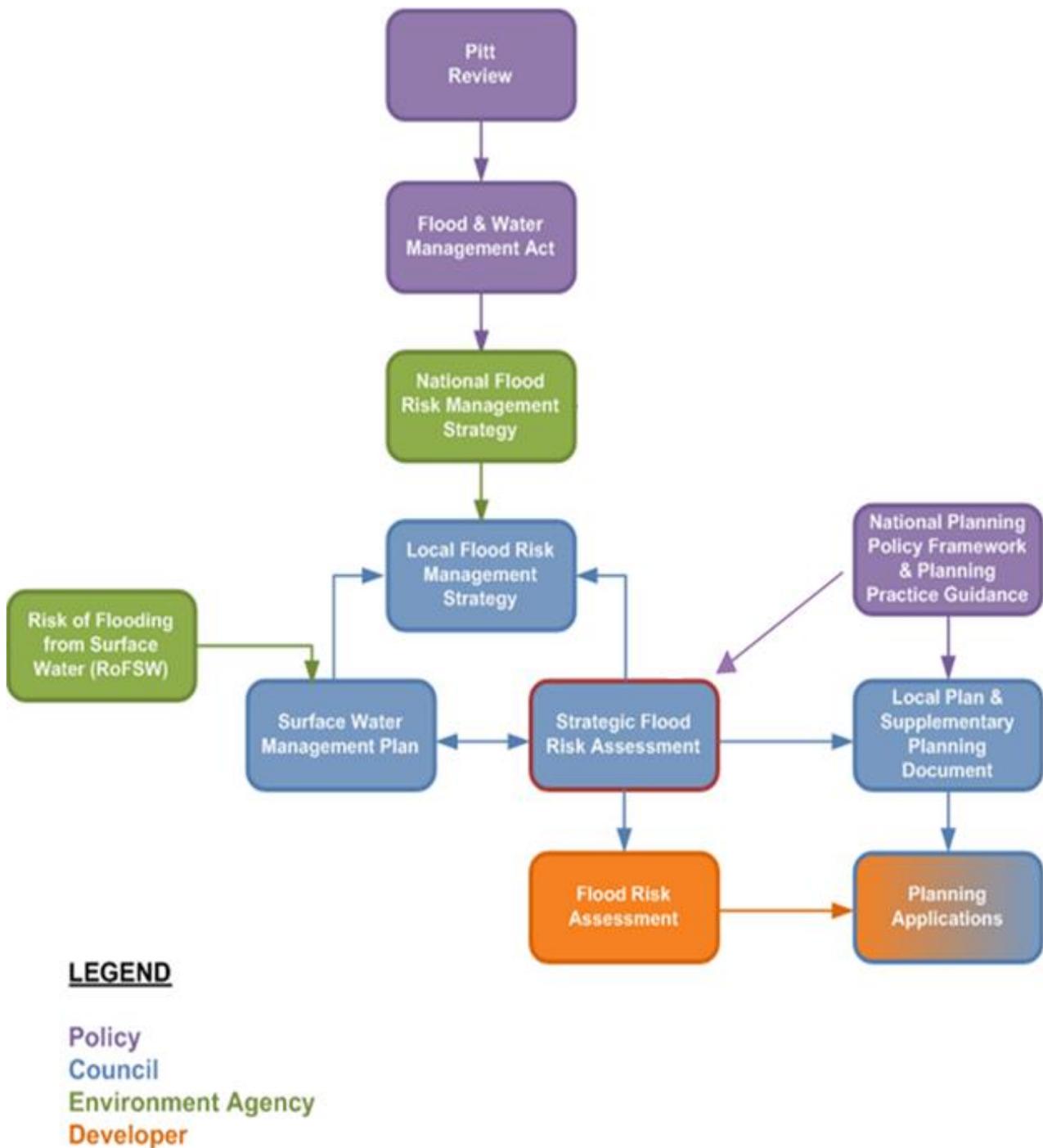


Figure 1: Key documents, datasets and strategic planning links with flood risk

A.2 Legislation

A.2.1 Flood and Water Management Act (2010)

The Flood and Water Management Act (FWMA) was established in April 2010. It aims to improve both flood risk management and the way we manage our water resources.

The FWMA has created clearer roles and responsibilities and helped to define a more risk-based approach to dealing with flooding. This included the creation of a lead role for local authorities as LLFAs, designed to manage local flood risk (from surface water, groundwater and ordinary watercourses) and to provide a strategic overview role of all flood risk for the EA.

The content and implications of the FWMA provide considerable opportunities for improved and integrated land use planning and flood risk management by local authorities and other key partners. The integration and synergy of strategies and plans at national, regional and local scales, is increasingly important to protect vulnerable communities and deliver sustainable regeneration and growth.

The FWMA gives Risk Management Authorities (RMA) specific powers and duties for local flood risk management. A duty is something the RMA is legally obliged to do; a permissive power can be used at the RMA’s discretion. All RMAs have a duty under Section 13 of the FWMA to cooperate with one another when exercising functions relating to flood and coastal erosion risk management.

Table 1 provides an overview of the key LLFA duties and powers under the FWMA.

Table 1: Key LLFA responsibilities under the FWMA

FWMA duty / power	Description of duties and powers	LLFA status
Duty to produce a local strategy for flood risk management	The LLFA must develop, maintain, apply and monitor a local strategy for flood risk management in its area. The local strategy will build on information such as national risk assessments and will use consistent risk-based approaches across different LA areas and catchments. The local strategy should not be secondary to the national strategy; rather it will have distinct objectives to manage local flood risks important to local communities.	Lancashire County Council’s Local Flood Risk Management Strategy approved in November 2021 (see Section A.2.2). LFRMS should be updated in line with June 2022 National Strategy
Duty to comply with the National Strategy	The LLFA has a duty to comply with national flood and coastal risk management strategy principles and objectives in respects of its flood risk management functions.	Required
Duty to contribute to sustainable development	The LLFA has a duty to contribute towards the achievement of sustainable development.	Ongoing

FWMA duty / power	Description of duties and powers	LLFA status
Investigating flood incidents	The LLFA, on becoming aware of a flood in its area, has (to the extent it considers necessary and appropriate) to investigate and record details of "locally significant" flood events within its area. This duty includes identifying the relevant RMAs and their functions and how they intend to exercise those functions in response to a flood. The responding RMA must publish the results of its investigation and notify any other relevant RMAs.	A register of such incidents is required in spatial format
Asset Register	The LLFA has a duty to maintain a register of structures or features, which it considers having a significant effect on flood risk, including details on ownership and condition as a minimum. The register must be available for inspection and the Secretary of State will be able to make regulations about the content of the register and records.	
Duty to co-operate and Powers to Request Information	The LLFA must co-operate with other relevant authorities in the exercise of their flood and coastal erosion management functions. The LLFA has powers to request information as necessary (e.g., from United Utilities) .	Ongoing
Ordinary Watercourse Consents	The LLFA has a duty to deal with enquiries and determine watercourse consents where the altering, removing or replacing of certain flood risk management structures or features that affect flow on ordinary watercourses is required. It also has provisions or powers relating to the enforcement of unconsented works and non-maintenance by riparian owners.	Ongoing

FWMA duty / power	Description of duties and powers	LLFA status
Works Powers	The FWMA provides the LLFA with powers to undertake works to manage flood risk from surface runoff, groundwater and ordinary watercourses, consistent with the LFRMS for the area.	Ongoing
Designation Powers	The FWMA provides the LLFA with powers to designate structures and features that affect flooding or coastal erosion. The powers are intended to overcome the risk of a person damaging or removing a structure or feature that is on private land and which is relied on for flood or coastal erosion risk management. Once a feature is designated, the owner must seek consent to alter, remove, or replace it.	Ongoing
Emergency Planning	The LLFA is required to play a lead role in emergency planning and recovery after a flood event.	Lancashire Resilience Forum (see Section 5.9.1.1 of the main report)
Community Involvement	The LLFA should engage local communities in local flood risk management issues. This could include the training of community volunteers, the development of local flood action groups and the preparation of community flood plans, and general awareness raising around roles and responsibilities.	Various ongoing

FWMA duty / power	Description of duties and powers	LLFA status
SuDS	SuDS are a planning requirement for major planning applications of 10 or more residential units or equivalent commercial development schemes with sustainable drainage. The LLFA is a statutory planning consultee and it will be between the LPA and the LLFA to determine the acceptability of these proposed sustainable drainage schemes. Approvals must be given before the developer can commence construction, and sometime before the occupation of dwellings. Planning authorities should use planning conditions or obligations to make sure that arrangements are in place for ongoing maintenance of the SuDS over the lifetime of the development.	National Planning Policy and Defra’s non-statutory technical standards should be followed.

A.2.2 National and Local Flood Risk Management Strategies

The FWMA establishes how flood risk will be managed within the framework of a National Strategy for England and Local Strategies for each LLFA area. The EA has a statutory duty to develop, maintain, apply, and monitor a strategy for England. The EA adopted the National Flood and Coastal Erosion Risk Management (FCERM) Strategy¹ for England on 25 September 2020 and updated it in June 2022, at the time of writing.

The National Strategy sets out principles for how flood risk should be managed and provides strategic information about different types of flood risk and which organisations are responsible for their effective management. The Strategy sets out the long-term delivery objectives the nation should take over the next 10 to 30 years as well as shorter term, practical measures RMA’s should take working with partners and communities.

Lancashire Local Flood Risk Management Strategy²

The FWMA (2010) designated Lancashire County Council as a Lead Local Flood Authority (LLFA). The Lancashire LFRMS was prepared in conjunction with Blackpool Council and Blackburn with Darwen Council, last updated in November 2021.

1 [National Flood and Coastal Erosion Risk Management Strategy 2022](#)

2 [Lancashire Local Flood Risk Management Strategy | November 2021](#)

The strategy sets out how the councils will manage risk from all types of flooding such as surface water, groundwater and 'ordinary watercourses' which the councils (as LLFAs) have responsibility for.

The LFRMS has six priority themes for delivering effective local flood risk management. These are:

- Delivering Effective Flood Risk Management Locally
- Understanding our Local Risks and Challenges
- Supporting Sustainable Flood Resilient Development
- Improving Engagement with our Flood Family
- Maximising Investment Opportunities to better protect our Businesses and Communities
- Contributing towards a Climate Resilient Lancashire.

A.2.3 North-West Regional Flood and Coastal Committee

Lancashire County Council as LLFA is a member of the North-West Regional Flood and Coastal Committee (RFCC). The RFCC, established by the EA, brings together relevant members appointed by the LLFAs to:

- Ensure there are coherent plans for identifying, communicating and managing flood and coastal erosion risks across catchments and shorelines,
- Encourage efficient, targeted and risk-based investment in flood and coastal erosion risk management that represents value for money and benefits local communities,
- Provide a link between the EA, LLFA, other RMAs, and other relevant bodies to build understanding of flood and coastal erosion risks in its area.

The North-West RFCC produced a business plan³, which was adopted in March 2022, covering the three-year period from 2022 to 2025. The business plan sets out the long-term goals in which the North-West RFCC, with the support of its Flood & Coastal Erosion Risk Management (FCERM) Strategic Partnerships, will deliver to better protect homes and deliver more resilient communities in the North-West up to 2025. The Plan identifies priorities and objectives for the period to 2025 and will be monitored through the North-West RFCC quarterly meetings to adapt to change if necessary.

The Business Plan sets out five linked ambitions:

- Accessing investment and funding
- Building community resilience
- Managing water at catchment scale with nature
- Achieving climate resilient planning, development and infrastructure
- Increasing risk management authority capacity and collaboration.

[3 North West RFCC Business Plan 2022 to 2025](#)

A.2.4 Schedule 3 of the FWMA

Schedule 3 to the FWMA gained Royal Assent in 2020. The schedule, which incorporates recommendations from the 2008 Pitt review, provides a framework for the approval and adoption of drainage systems via a SuDS Approving Body (SAB), and national standards on the design, construction, operation, and maintenance of SuDS. It also makes the right to connect surface water runoff to public sewers conditional, upon the drainage system being approved prior to the commencement of construction work.

In England, Schedule 3 has not yet commenced at the time of writing due to the changes in planning policy associated with the increased use of SuDS, which was implemented by the Government in April 2015. Current planning policy requires SuDS to be included in all new major developments (more than 10 homes) unless in the case of exceptional circumstances. In these instances, clear evidence is required to support the application. This is in addition to the requirement for SuDS to be given priority in new developments in flood risk areas.

An independent review into the implementation of Schedule 3 was commissioned by Government and published in January 2023⁴. The review was asked to identify the benefits and impacts of making SuDS mandatory for new development to ensure that its implementation would help in addressing the pressures of climate change, increasing population and urbanisation whilst achieving multiple benefits, such as reducing surface and sewer flood risk, improving water quality, and harvesting rainwater to meet current and future needs.

The review concluded that the delivery of SuDS should not be made entirely through the planning process and recommended that Schedule 3 be implemented subject to final decisions on scope, threshold, and process. This is expected to apply to all developments of more than one property. Government has accepted the recommendations. At the time of writing, the consultation is scheduled to be completed in 2023 with the implementation of Schedule 3 expected in late 2024.

A.2.5 Water Framework Directive

The purpose of the Water Framework Directive (WFD), which was transposed into English Law by the Water Environment Regulations (2003), is to deliver improvements in the management of water quality and water resources through River Basin Management Plans (RBMPs), which were first published in 2015 and updated in 2021. The CLA lies within the North-West River Basin District.

⁴ [The review for implementation of Schedule 3 to The Flood and Water Management Act 2010](#)

A.2.6 River Basin Management Plans

The CLA area is covered by the North-West River Basin Management Plan, managed by the EA. The latest version of the RBMP was published in December 2022⁵.

Water quality and flood risk can go hand in hand in that flood risk management activities can help to deliver habitat restoration techniques. The North-West RBMP includes such examples whereby land management techniques have been designed to reduce flood risk whilst also reducing sediment loss and improving water quality. The EA is responsible for monitoring and reporting on the objectives of the WFD on behalf of Government. They work with Government, Ofwat, local government, non-governmental organisations (NGOs) and a wide range of other stakeholders including local businesses, water companies, industry and farmers to manage water.

The RBMPs are important documents relevant to the development of the SFRA. This regional SFRA should take into account the wider catchment flood cell aims and objectives and understand how it can potentially contribute to the deliverance of them.

The main responsibilities for Lancashire County Council as the LLFA are to work with the EA to develop links between river basin management planning and the development of local authority plans, policies and assessments.

The general programme of actions (measures) within the North-West RBMP, which are relevant to the CLA include working with relevant RMAs, wider communities and stakeholders:

- To exploit opportunities to store water or manage runoff,
- Working together in places and communities exposed to significantly increased flood risk as a result of climate change,
- Taking further action to reduce the likelihood and adverse consequences of flooding in identified areas of high flood risk.

The full list of measures can be accessed via Defra's Flood Plan Explorer⁶.

A.3 Planning Policy

A.3.1 National Planning Policy Framework

The National Planning Policy Framework (NPPF) was published in March 2012 and received a significant revision in July 2018. The latest update took place in December 2024 at the time of writing. The NPPF sets out Government's planning policies for England and describes how these are expected to be applied. The Framework is based on core principles of sustainability and forms the national policy framework in England. It must be

⁵ [North-West River Basin District Flood Risk Management Plan 2021 to 2027, December 2022](#)

⁶ [Flood Plan Explorer: North-West River Basin District](#)

considered in the preparation of local plans and is a material consideration in planning decisions. The NPPF is accompanied by several Planning Practice Guidance (PPG) notes.

A.3.2 Flood Risk and Coastal Change Planning Practice Guidance⁷

The Flood Risk and Coastal Change Planning Practice Guidance (FRCC-PPG) was first published in March 2014 and last updated in August 2022 to reflect updates to the NPPF.

Whilst the NPPF concentrates on high level national policy, the FRCC-PPG is more detailed. The practice guidance advises on how planning can take account of the risks associated with flooding and coastal change in plan making and the development management process. This is in respect of local plans, SFRA, the sequential and exception tests, permitted development, site-specific flood risk, Neighbourhood Planning, flood resilience and the vulnerability of different developments to help reduce the risk of flooding. The main SFRA report contains more information on the sequential approach to delivering sustainable development and details on the sequential and exception tests.

A.3.3 Local Plans

A Local Plan is a statutory document prepared in consultation with the local community. It is designed to promote and deliver sustainable development. Local Plans must set out a clear vision, be kept up to date and set out a framework for future development of the local area, addressing needs and opportunities in relation to housing, the economy, community facilities and infrastructure as well as safeguarding the environment and adapting to climate change and securing good design.

Local Plans set the context for guiding decisions and development proposals and along with the NPPF, set out a strategic framework for the long-term use of land and buildings, thus providing a framework for local decision making and the reconciliation of competing development and conservation interests.

The NPPF requires that the evidence base for the Local Plan must clearly set out what is intended over the lifetime of the plan, where and when this will occur and how it will be delivered. The NPPF states that Local Plans should be supported by a SFRA and should take account of advice provided by the EA and other flood risk management bodies. Preston City Council, South Ribble Borough Council and Chorley Borough Council form the CLA which is working to prepare a single Central Lancashire Local Plan (CLLP), reflecting both the shared strategic policy objectives and more detailed non-strategic policies.

The SFRA is used to ensure that when allocating land or determining planning applications, development is located in areas at lowest risk of flooding. Policies to manage, mitigate and

⁷ [Flood Risk and Coastal Change Planning Practice Guidance | Department for Levelling Up, Housing and Communities and Ministry of Housing Communities & Local Government | August 2022](#)

design appropriately for flood risk should be written into the CLLP, informed by both the SFRA and the Sustainability Appraisal.

Government Guidance on plan making can be found online⁸.

A.3.4 Sustainability Appraisals

The Sustainability Appraisal (SA) is a key component of the Local Plan evidence base, ensuring that sustainability issues are addressed during the preparation of local plans. The SA is a technical document which must meet the requirements of the Strategic Environmental Assessment Directive 2001/42/EC which assesses and reports on a plan's potential impact on the environment, economy, and society.

The SA carries out an assessment of the draft policies at various stages throughout the preparation of the Local Plan, and does this by testing the potential impacts, and consideration of alternatives are tested against the plan's objectives and policies. This ensures that the potential impacts from the plan on the aim of achieving sustainable development are considered, in terms of the impacts, and that adequate mitigation and monitoring mechanisms are implemented.

Central Lancashire Local Plan: Integrated Assessment Development Site Options⁹

Published in October 2019, the CLLP incorporated the Sustainability Appraisal, Strategic Environmental Assessment, Health Impact Assessment and Equalities Impact Assessment for Central Lancashire. This report sets out the reasonable alternative development site options being considered for the Local Plan and will help the CLA decide which sites to take forward as preferred options. A total of 128 residential sites, 20 employment sites and 16 mixed use sites have been appraised in the report and the likely effects of each alternative site option on each Integrated Assessment (IA) objective are summarised in the report. The distribution of sites appraised in the IA were as follows:

- Preston (65 sites in total): 25 housing sites, 6 employment sites and 4 mixed use sites.
- South Ribble (38 sites in total): 19 housing sites, 4 employment sites and 4 mixed use sites.
- Chorley (61 sites in total): 30 housing sites, 3 employment sites and 5 mixed use sites.

⁸ [Guidance on plan-making, Department for Levelling Up, Housing and Communities and Ministry of Housing, Communities & Local Government, October 2021](#)

⁹ [Central Lancashire Local Plan Integrated Assessment Development Site Options | November 2022](#)

A.4 Flood Risk Management Policy and Strategies

A.4.1 Catchment Flood Management Plans (2009)

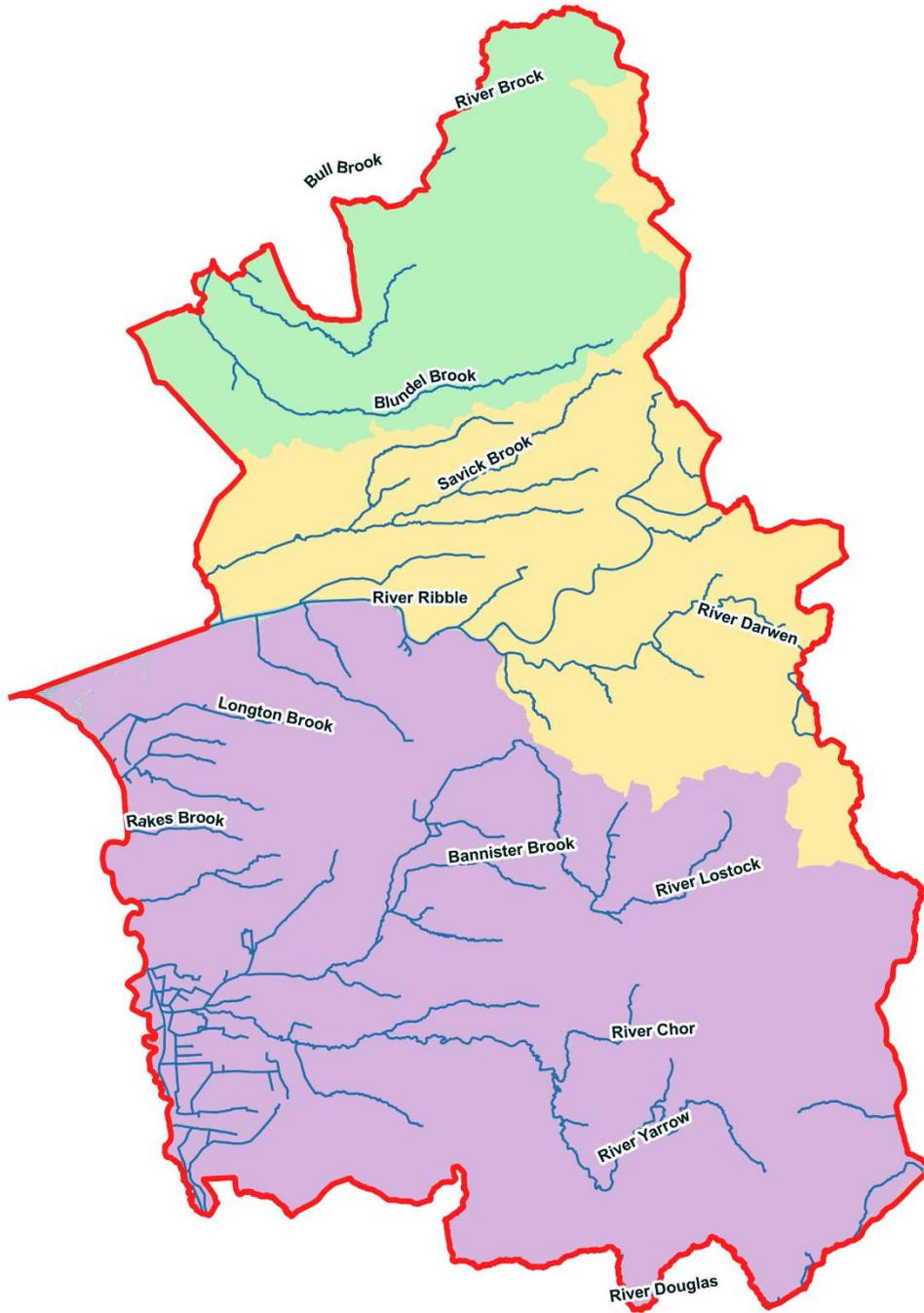
The CFMPs were carried out by the EA in 2009 and were designed to establish flood risk management policies which will deliver sustainable flood risk management for the long term. The CFMPs were used by the EA to help direct resources to where there were areas of greatest risk and helped the EA and its partners to plan and agree the most effective way to manage flood risk in the future. CFMPs contain useful information about how the catchments work, previous flooding and the sensitivity of the river systems to increased rainfall.

CFMPs consider all types of inland flooding, from rivers, groundwater, surface water and tidal flooding. Shoreline Management Plans (SMP) consider flooding from the sea (see Section A.4.2).

CFMPs also include:

- the likely impacts of climate change,
- the effects of how we use and manage the land, and
- how areas could be developed to meet our present day needs without compromising the ability of future generations to meet their own needs.

The CFMPs identify flood risk management policies to assist all key decision makers in the catchment. CFMPs are grouped by river basin district and are split down into further Sub-areas. The CLA is covered by the Wyre, Douglas and Ribble CFMPs, as shown in Figure 2.



Legend

- ▭ Central Lancashire
- Main Rivers
- Ordinary Watercourses
- ▭ Wyre Catchment Flood Management Plan
- ▭ Ribble Catchment Flood Management Plan
- ▭ Douglas Catchment Flood Management Plan

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Figure 2: Catchment Flood Management Plan boundaries

The CMFP's divide each catchment into distinct Sub-areas which have similar physical characteristics, sources of flooding and level of risk. The most appropriate approach to managing flood risk for each of the Sub-areas has been identified and flood risk management policies have been allocated.

Wyre Catchment Flood Management Plan

Published in 2014, this Plan provides an overview of flood risk in the Wyre Catchment and sets out a plan for sustainable flood risk management for the next hundred years. The upper catchment is steep and rural while the lower catchment is low-lying and urbanised, sometimes at or below sea level.

The CLA falls under Sub-area 1: Upper Wyre, Sub-area 3: Woodplumpton and Sub-area 4: Lower Wyre.

Sub-area 1: Upper Wyre

Policy option 6: Areas of low to moderate flood risk where the EA will take action with others to store water or manage run-off in locations that provide overall flood risk reduction or environmental benefits.

This Sub-area is predominantly rural, although there are a number of small villages. The topography and the steep gradients of the watercourses result in fast runoff and 'flashy' catchment characteristics. Flood risk is low in the Upper Wyre and remains so over the next 100 years given climate change projections. Due to the rural nature of the catchment, there are no development pressures within the sub area. However, by implementing our preferred policy, we are hoping to realise opportunities which exist within the Upper Wyre to restore natural processes, and to provide attenuation in the upper catchment, which will bring benefits to downstream sub areas and create environmental benefits within the sub area itself.

Sub-area 3: Woodplumpton

Policy option 3: Areas of low to moderate flood risk where the EA is generally managing existing flood risk effectively.

This sub-area plans to continue with the flood risk management actions currently in place and continue to manage residual risk by ensuring flood risk management expenditure is risk based. There may be scope to manage risk alternatively through land management change and flood warning. Appropriate planning is also necessary to fulfil the policy aim.

Sub-area 4: Lower Wyre

Policy option 6: Areas of low to moderate flood risk where the EA will take action with others to store water or manage run-off in locations that provide overall flood risk reduction or environmental benefits.

This Sub-area is formed by the lower reaches of the Wyre and its tributaries and is predominantly rural in nature. In this Sub-area, flooding occurs from both fluvial and tidal

sources and, like other areas in the catchment, the Wyre is confined to a narrow, embanked channel, resulting in the loss of natural floodplain. Policy aims to continue to maintain existing defences and major assets, investigate flood storage opportunities and undertake a study to improve the understanding of interaction between river flow and tide and the impact of flood risk within the Sub-area.

Douglas Catchment Flood Management Plan

Published in 2009 this Plan provides an overview of flood risk in the Douglas Catchment and sets out a plan for sustainable flood risk management for the next hundred years. The east of the catchment is dominated by larger urban settlements, including Chorley and Leyland. The western part of the catchment is mainly agricultural land with small villages and towns.

The CLA falls under Sub-area 2: Appley Bridge and Croston, Sub-area 3: Tidal Douglas, Sub-area 4: Fluvial Yarrow, Sub-area 5: Leyland and Lostock to Whittle Le Woods, Sub-area 7: Tidal Villages, Sub-area 8: Rivington, Sub area 9: Fluvial River Douglas, Sub-area and Sub-area 10: Rural Lostock and Yarrow Communities.

Sub-area 2: Appley Bridge and Croston

Policy option 5: Areas of moderate to high flood risk where the EA can generally take further action to reduce flood risk.

This Sub-area is formed of two villages with similar flood risk characteristics. Croston is located on the River Yarrow, just upstream of its confluence with the River Lostock. Appley Bridge is located on the River Douglas and Calico Brook. Action is required to better protect these two villages from flooding now and in the future. Policy aims to reduce the current level of risk in Croston by increasing flooding in the tidal Douglas and River Yarrow sub-areas and in Appley Bridge either using the current EA scheme or an alternative more sustainable solution.

Sub-area 3: Tidal River Douglas

Policy option 6: Areas of low to moderate flood risk where the EA will take action with others to store water or manage run-off in locations that provide overall flood risk reduction or environmental benefits.

This Sub-area is mainly rural with some scattered properties and small communities. There are significant amounts of grade 1 agricultural land which benefit from raised defences and pumping. Policy aims to investigate restoring floodplain in order to provide flood storage, improve the understanding of interaction between river flow and tide and identify responsibilities for pumping of agricultural land.

Sub-area 4: Fluvial Yarrow

Policy option 6: Areas of low to moderate flood risk where the EA will take action with others to store water or manage run-off in locations that provide overall flood risk reduction or environmental benefits.

This Sub-area is mostly agricultural with a significant amount of grade 1 agricultural land in the lower part of the Sub-area. Existing flood risk management measures are designed to protect this agricultural land. Policy aims to ensure much of the natural floodplain is restored to provide flood storage, reducing risk elsewhere (e.g. in Croston) and providing environmental benefits. Policy also aims to carry out a study to investigate suitable locations for habitat inundation, focussing on reducing flooding in the Croston Sub-area and identifying areas for floodplain reconnection. The issue of good quality agricultural land being flooded more often must also be addressed. A study must be undertaken to improve understanding of interaction between river flow and tide in the downstream parts of the Sub-area and their impact on flood risk. A communication plan for reservoir maintenance and management of emergency release must be developed for Rivington reservoirs.

Sub-area 5: Leyland and Lostock to Whittle le Woods

Policy option 4: Areas of low, moderate or high flood risk where the EA are already managing the flood risk effectively but where the EA may need to take further actions to keep pace with climate change.

This sub-area contains the towns of Leyland, Lostock, Clayton Brook, Clayton Green and Whittle Le Woods. These are in the River Lostock catchment. Flooding is from the River Lostock and tributaries including Bannister Brook and Wade Brook in Leyland and Carr Brook in Whittle Le Woods. Policy aims to take targeted action as necessary to sustain the current level of flood risk. There may be scope to introduce a flood warning service, improve the drainage network and sewer systems, increase channel and structure maintenance, open channels in places where flooding is due to flow restrictions and additional or improved defences. A risk assessment on culverts and flow restrictions in the sub-area as well as an investigation into the standard of protection of the main river network are essential to implement the preferred policy.

Sub-area 7: Tidal Villages

Policy option 4: Areas of low, moderate or high flood risk where the EA are already managing the flood risk effectively but where the EA may need to take further actions to keep pace with climate change.

The communities in this Sub-area are at risk of flooding from both rivers and the sea. In order to achieve the policy aim information provided from SFRA's will be used to produce a prioritised list of structures for redesign or replacement according to the flood risk. The EA will work with local authorities and United Utilities over sewer and local surface water flooding to identify and promote joint solutions where surface water and sewer flooding is known to exist. An investigation into the standard of protection of the main river network should be undertaken to implement the preferred policy.

Sub-area 8: Rivington

Policy option 1: Areas of little or no flood risk where the EA will continue to monitor and advise.

The Rivington Sub-area is located in the east of the CFMP area and contains Rivington reservoirs and their catchments. The Sub-area is rural and includes moorland areas around Rivington, with scattered properties and small communities. Apart from the reservoir and its main catchwater, the Sub-area is fairly natural. The main flood risk is from small watercourses. To assist in implementing the preferred policy, UU's communication plan for reservoir maintenance and management of emergency release from Rivington reservoir must be monitored. It is essential to identify any monitoring information available and its quality following the moorland grip blocking project on Anglezarke moor. This project's objective is to reduce run-off in parts of the upper catchment by blocking drainage channels cut in the peat. It is hoped this will reduce flood risk further downstream in the catchment.

Sub-area 9: Fluvial Douglas

Policy option 4: Areas of low, moderate or high flood risk where the EA are already managing the flood risk effectively but where we may need to take further actions to keep pace with climate change.

The River Douglas Sub-area covers the River Douglas between the outlet of Rivington Reservoir and the tidal limit at Rufford. In the rural areas, the main flood risk is from rivers. In the built-up areas, the risk is mainly associated with culverts and other flow restrictions. There is also a flood risk in the built up areas from surface run-off, drains and sewers.

To meet the policy aims in this Sub-area, a communication plan for the maintenance and management of emergency release from Rivington reservoirs should be developed. A risk assessment should be undertaken on culverts and other flow restrictions in the Sub-area. An investigation of the standard of protection provided by the existing main river network should be undertaken and partner organisations should be encouraged to collaborate to produce Surface Water Management Plans to manage flooding in urban areas.

Sub-area 10: Rural Lostock and Yarrow Communities

Policy option 3: Areas of low to moderate flood risk where the EA are generally managing existing flood risk effectively.

This Sub-area includes the town of Chorley and the smaller communities of Euxton, Eccleston, Heskin Green and Wrightington Bar on the River Yarrow catchment and the rural area of the River Lostock and its tributaries upstream of its confluence with the Yarrow. Chorley has a history of flooding from surface water due to its location on the side of a hill.

The actions needed to meet the policy aims include undertaking a risk assessment on culverts and other flow restrictions in the Sub-area, investigating the standard of protection of the existing main river network, working with the local authorities and UU to address sewer and local surface water flooding, developing a communication plan for reservoir maintenance and emergency release from Rivington reservoirs, improving understanding of interaction between river flow and tide in the downstream parts of the sub area and investigating opportunities to remove or realign embankments, create flood storage areas or other alternative means of flood risk management.

Ribble Catchment Flood Management Plan

Published in 2009 this Plan provides an overview of flood risk in the Ribble Catchment and sets out a plan for sustainable flood risk management for the next hundred years. The main sources of flooding in the catchment are rivers, surface water and sewer flooding. The lower reaches of the catchment such as Lytham St Annes and parts of Preston are also at risk of tidal flooding.

The CLA falls under Sub-area 5: Rural Calder and Darwen, Sub-area 8: Lower Ribble and Fylde Streams and Sub-area 9: Preston and Walton-le-Dale.

Sub-area 5: Rural Calder and Darwen

Policy option 3: Areas of low to moderate flood risk where the EA are generally managing existing flood risk effectively.

This Sub-area is large and predominantly rural. Flood risk is generally low with a few isolated flood risk problems at villages including Higher Walton, which is at risk of flooding from the River Darwen.

To meet to policy aims in this Sub-area, it is essential to promote the flood warning service to eligible residents within Higher Walton and Whalley and promote land use/land management projects by landowners to benefit flood risk.

Sub-area 8: Lower Ribble and Fylde Streams

Policy option 4: Areas of low, moderate or high flood risk where the EA are already managing the flood risk effectively but where we may need to take further actions to keep pace with climate change.

This Sub-area is large and mainly rural. In the east of the Sub-area, the main areas of flood risk include Samlesbury, South Ribble. This area is at risk of flooding from the River Ribble. A small area just west of Preston is tidally influenced from the Ribble Estuary, although very few properties are at risk in these locations. To implement the preferred policy it is essential to: promote land use/land management projects by landowners to benefit flood risk, complete a feasibility study of suitable sites in the policy unit for floodplain/river restoration and habitat creation, providing possible flood risk benefits, promote the application and use of flood resilience measures to properties currently at risk of flooding, schedule maintenance of existing flood defences in the sub-area to ensure that they retain their standard of protection.

Sub-area 9: Preston and Walton-le-Dale

Policy option 5: Areas of moderate to high flood risk where the EA can generally take further action to reduce flood risk.

This Sub-area is relatively large and has a very high risk of flooding. Flood risk is from various sources, directly from the River Ribble, from culverts and from 'backing up' in rivers caused by high tides associated with the tidal Ribble estuary. The heavily urbanised nature of the area means that surface run-off rates are high. When combined with the number of sewer overflows in the area and discharges from the highway drainage system, this means that intense rainfall events can also lead to localised flooding.

To ensure the aims of the policy option are achieved, flood risk in Preston and Walton-le-Dale should be investigated, identifying areas most at risk and highlighting major works and other measures that are economically viable. The application of rigorous planning control for any new development in Preston should be promoted, using the principles in PPS25 and encouraging the implementation of SuDS. The causes of surface water flooding and sewer flooding should be investigated to understand their theoretical risk and carry out remedial actions. Structures such as culverts that cause flow restrictions, should be identified and structures requiring replacement/redesign/removal according to their flood risks should be prioritised.

A.4.2 Shoreline Management Plan

A Shoreline Management Plan (SMP)¹⁰ is a non-statutory, high level policy document for coastal flood and erosion risk management planning. The Central Lancashire Authorities border the River Ribble estuary, which is included within the North-West SMP that extends from Great Orme's Head in North Wales to the Scottish Border. The North-West North Wales Coastal Group¹¹ is responsible for the management and monitoring of the delivery of the SMP. The location of the North-West SMP is shown on the SFRA maps.

The SMP helps to reduce flood and coastal erosion risks to people and the environment by identifying the most sustainable policies for managing these risks in the short-term (0-20 years), medium-term (20-50 years) and long-term (50-100 years) through four different management policies:

- Hold the line: maintaining the status-quo by maintaining or enhancing the current standard of protection
- Advance the line: constructing new defences to reclaim land from the sea
- Managed realignment: allowing the current shoreline to advance or retreat under careful management
- No active intervention: no investment in coastal management.

The majority of the Ribble Estuary is managed under the 'Hold the Line' policy. 'Managed Realignment' is in place north of Longton.

¹⁰ [Shoreline Management Plan Guidance | My Coastline](#)

¹¹ [North-West North Wales Coastal Group](#)

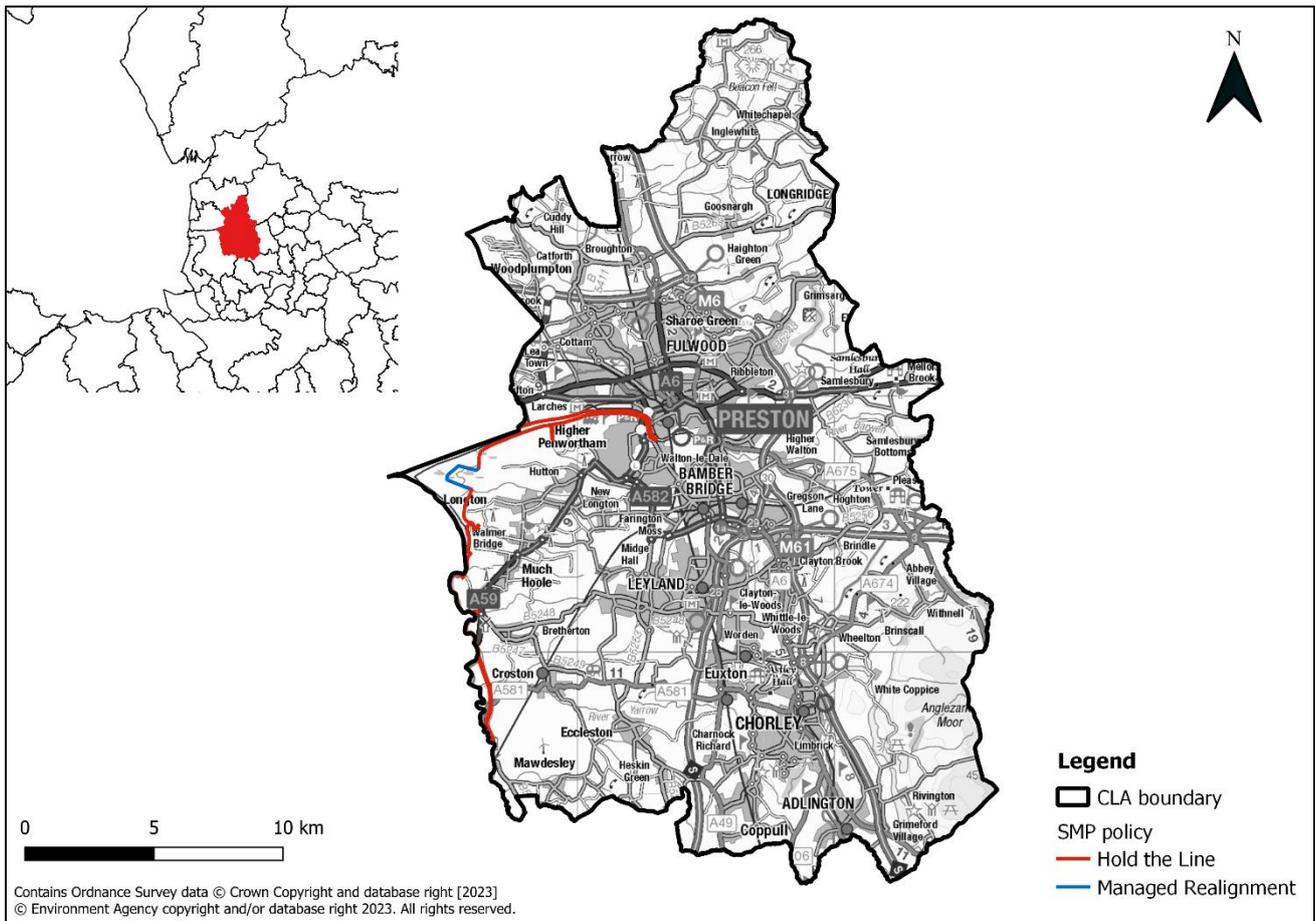


Figure 3: CLA Shoreline Management Plan Policies

A.4.3 National Coastal Erosion Risk Management Guidance¹²

The National Coastal Erosion Risk Management Guidance sets out the government's plan to become more resilient to flooding and coastal change both now and in the future. The strategy has three main ambitions concerning flood risk:

- Working with partners to bolster resilience to flooding and coastal change across the nation, both now and in the face of climate change;
- Making the right investment and planning decisions to secure sustainable growth and environmental improvements, as well as resilient infrastructure; and
- Ensuring local people understand their risk to flooding and coastal change, and know their responsibilities and how to take action.

A.4.4 National Flood Resilience Review (2016)¹³

The National Flood Resilience Review was established by the Department for Environment Food & Rural Affairs (Defra) in September 2016, following Storm Desmond in 2015, to

¹² [National Coastal Erosion Risk Management Guidance | GOV.UK | July 2020](#)

¹³ [National Flood Resilience Review, September 2016](#)

review how flood risk is assessed, how the likelihood of flooding can be reduced and to try and make the country as resilient as possible to flooding. The review aligns closely with Defra's work on integrated catchment-level management of the water cycle in the Government's 25-year Environment Plan.

A.4.5 25 Year Environment Plan (2018)

This Plan sets out Government action to help the natural world regain and retain good health. It aims to deliver cleaner air and water in our cities and rural landscapes, protect threatened species and provide richer wildlife habitats. It calls for an approach to agriculture, forestry, land use and fishing that puts the environment first. The Plan also sets out how Government will tackle the effects of climate change, considered to perhaps be the most serious long-term risk to the environment given higher land and sea temperatures, rising sea levels, extreme weather patterns and ocean acidification. The Plan aims to show that Government will work with nature to protect communities from flooding, slowing rivers and creating and sustaining more wetlands to reduce flood risk and offer valuable habitats.

Focusing on flood risk, Government has updated the national flood and coastal erosion risk management strategy for England (see Section A.2.2) which looks to strengthen joint delivery across organisations. The Plan states that the EA will use its role in statutory planning consultations to seek to make sure that new developments are flood resilient and do not increase flood risk.

For flood mitigation, Government will focus on using more natural flood management solutions; increasing the uptake of SuDS, especially in new development; and improving the resilience of properties at risk of flooding and the time it takes them to recover should flooding occur.

A.4.6 Surface Water Management Plans

In June 2007, widespread flooding was experienced in the UK. The Government review of the 2007 flooding, chaired by Sir Michael Pitt, recommended that:

“...Local Surface Water Management Plans (SWMPs) ...coordinated by local authorities, should provide the basis for managing all local flood risk.”

The Government’s SWMP Technical Guidance document¹⁴, 2011, defines a SWMP as:

- *A framework through which key local partners with responsibility for surface water and drainage in their area, work together to understand the causes of surface water flooding and agree the most cost-effective way of managing surface water flood risk.*
- *A tool to facilitate sustainable surface water management decisions that are evidence based, risk based, future proofed and inclusive of stakeholder views and preferences.*
- *A plan for the management of urban water quality through the removal of surface water from combined systems and the promotion of SuDS.*

As a demonstration of its commitment to SWMPs as a structured way forward in managing local flood risk, Defra announced an initiative to provide funding for the highest flood risk authorities to produce SWMPs.

Defra’s framework for carrying out a SWMP is illustrated by the SWMP wheel diagram, as shown in Figure 4. The first three phases involve undertaking the SWMP study, whilst the fourth phase involves producing and implementing an action plan which is devised based on the evidence gained from the first three phases.

14 [Surface Water Management Plan Technical Guidance, June 2011](#)

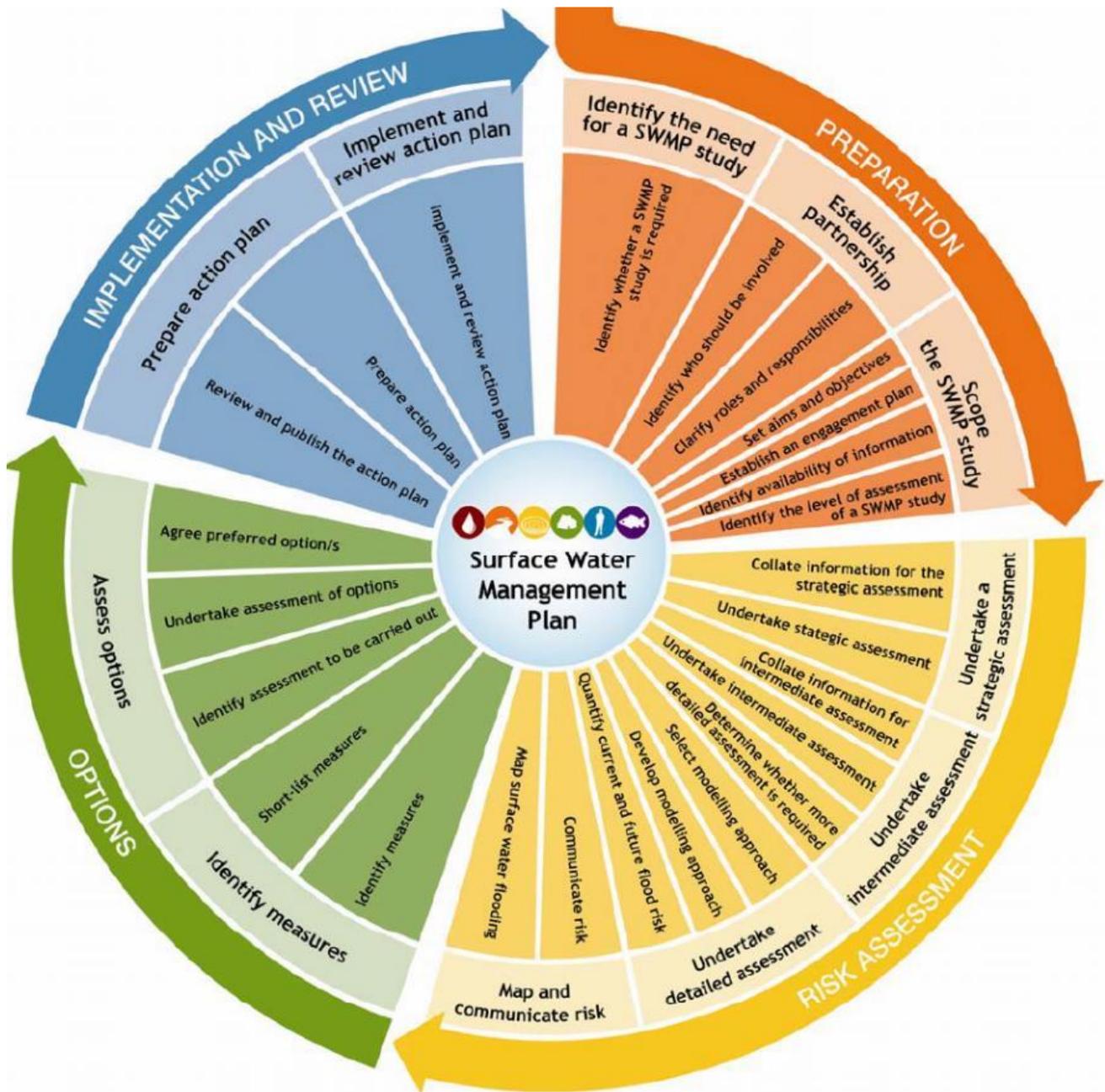


Figure 4: DEFRA wheel (taken from SWMP Technical Guidance)

At the time of writing there are no Surface Water Management Plans which cover Preston, Chorley or South Ribble, however, there is an action on LCC within the LFRMS business plan to 'deliver any outstanding Surface Water Management Plans (SWMP), and identify further studies needed'.

A.4.7 Water Cycle Studies

The purpose of a Water Cycle Study (WCS) is to investigate whether the local water environment has the capacity to support planned levels of growth and provide a comprehensive and robust evidence to support Local Plan production.

To achieve this, the WCS investigates the capability of the water and sewerage suppliers to provide the services to enable housing and economic growth and identify key risks to the timing of housing delivery and impacts on customers and the local environment. A WCS is certainly useful in the Local Plan Examination, where there is large growth and urban expansion planned within a local authority area.

Central Lancashire and Blackpool Outline WCS¹⁵

The Central Lancashire and Blackpool Outline WCS was produced to inform the planning authorities Local Plans, sustainability appraisals, and appropriate assessments. The WCS aims to provide the evidence to ensure that development does not have a detrimental impact on the environment, and that there is a sufficient capacity of water services infrastructure and that this is provided in a timely manner. The key findings and recommendations of the WCS can be found in the Executive Overview of the report.

A.4.8 Green Infrastructure and Open Space assessments

Open space, or Green Infrastructure (GI), should be designed and managed as a multifunctional resource capable of delivering a wide range of environmental and quality of life benefits for local communities and should be provided as an integral part of all new development, alongside other infrastructure such as utilities and transport networks. Open greenspace can be used to mitigate flood risk.

Local Plans should account for increased flood risk, resulting from climate change, through the planning of GI. GI can have an important role to play in reducing the likelihood of flooding by providing space for flood storage, reducing runoff and increasing infiltration, whilst also providing social and economic benefits.

Alongside GI should be the implementation of SuDS (see Section 5.7 of the main report). The suitability of GI and SuDS can be informed by this SFRA through utilisation of open space for water in the areas of greatest flood risk, which would be key to helping deliver sustainable development.

Examples include:

- Restoration of natural character of floodplains;
- Reduction of downstream flood risk;
- Preserving of areas of existing natural floodplain; and
- Introduction of new areas and enhancing existing areas of greenspace whilst incorporating sustainable drainage within new development.

15 Central Lancashire and Blackpool Outline Water Cycle Study (2011)

The Town and Country Planning Association together with the Wildlife Trusts produced a guidance document for Green Infrastructure¹⁶. The guidance states that local plans should identify funding sources for GI and provision should be made for GI to be adequately funded as part of a development's core infrastructure. For new developments, GI assets can be secured from a landowner's 'land value uplift' and as part of development agreements. LPAs may include capital for the purchase, design, planning and maintenance of GI within the Community Infrastructure Levy (CIL) programme.

Central Lancashire Open Space Assessment Report¹⁷

Published in 2019, Central Lancashire's Open Space Assessment Report was prepared for all three authorities making up Central Lancashire (Preston City Council, South Ribble Borough Council and Chorley Borough Council). It provides detail about the open space provision in the area, its condition, distribution and overall quality. The report discusses the following types of open space:

- Parks and gardens
- Natural and semi-natural green space
- Amenity greenspace
- Provisions for children and young people
- Allotments
- Cemeteries/churchyards
- Green corridors
- Civic space

A.4.9 Flood risk and catchment partnerships

The Catchment Based Approach (CaBA) embeds collaborative working at a river catchment scale to deliver cross cutting improvements to our water environments. The CaBA partnerships drive cost-effective practical delivery on the ground, resulting in multiple benefits including reduced flood risk and resilience to climate change.

Catchment partnerships are groups of organisations with an interest in improving the environment in the local area and to developing an integrated approach to managing risk within whole catchments. Catchment partnerships are led by catchment host organisations. The partnerships work on a wide range of issues, including the water environment but also address other concerns that are not directly related to river basin management planning.

Catchment partnerships relevant to the CLA include:

- River Douglas Catchment Partnership¹⁸

¹⁶ [Planning for a Healthy Environment - Good Practice Guidance for Green Infrastructure and Biodiversity, Published by the Town and Country Planning Association and The Wildlife Trusts, July 2012](#)

¹⁷ [Central Lancashire Open Space Assessment Report](#)

¹⁸ [The River Douglas Catchment Partnership](#)

- The Wyre Waters Catchment Partnership¹⁹
- Ribble Catchment Partnership²⁰

The CLA has been involved in the development of several partnerships designed to provide collaboration between public agencies, businesses and the community. Partnerships and plans that affect the CLA include:

- Lancashire Resilience Forum (LRF)
- Strategic Flood Risk Management Group,
- Lancashire Flood Risk Management Group,
- Lancashire County Council Community Risk Register
- North West Regional Flood and Coastal Committee (NRFCC),
- Lancashire Strategic Partnership Group,
- Central Lancashire and Blackpool Water Cycle Study (2011),
- Flood warning and awareness in partnership with the EA,
- Local flood plans,
- Lancashire Evacuation Plan²¹,
- Key businesses and organisations – CLA have ongoing relations with major land owners, employers and organisations such as the Canal and Rivers Trust, National Trust, Natural England, Highways England, Network Rail, National Farmers Union and English Heritage.

19 [The Wyre Waters Catchment Partnership](#)

20 [Ribble Catchment Partnership](#)

21 [Lancashire Evacuation Plan during a flood](#)

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