Appendix A

A.1 Planning Framework and Flood Risk Policy

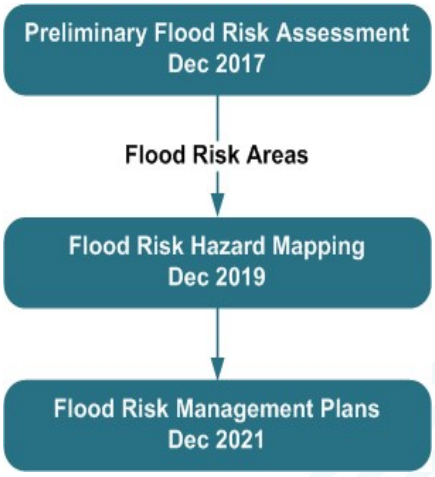
A.1.1 EA Floods Directive & the Flood Risk Regulations

The European Floods Directive (2007) sets out the EU's approach to managing flood risk and aims to improve the management of the risk that floods pose to human health, the environment, cultural heritage and economic activity. The Directive was translated into English law by the Flood Risk Regulations which require LLFAs and the EA to produce Flood Risk Management Plans (FRMPs).

The Directive puts in place a six-year cycle of producing Preliminary Flood Risk Assessments (PFRAs) with the aim of identifying significant Flood Risk Areas; preparing flood hazard and risk maps; and preparing FRMPs. The first six-year cycle was completed in December 2015 and the second six-year cycle is currently underway.

PFRAs should cover the entire LLFA area for local flood risk (focusing on ordinary watercourses, surface water and groundwater flooding). Where significant Flood Risk Areas are identified using the national approach (and locally reviewed), the LLFA is then required to undertake flood risk hazard mapping and to produce FRMPs. FRMPs are also completed for each RBD in England and Wales by the EA.

Figure A.1-1: EU Floods Directive



The FRMP should consider objectives for flood risk management (reducing the likelihood and consequences of flooding) and measures to achieve those objectives. Significant Flood Risk Areas were not identified in Central Lancashire, therefore the LLFA was not required to produce a FRMP. A FRMP was however completed by the EA for the North West RBD. See Section A.1.4.

The EA has implemented one of the exceptions for creating PFRAs, etc. for Main Rivers and coastal flooding, as they already have mapping (i.e. EA Flood Map for Planning (Rivers and Sea), Risk of Flooding from Rivers and Sea Map) and plans (i.e. CFMPs, SMPs) in place to deal with this. The EA has therefore focused their efforts on assisting LLFAs through this process.

A.1.2 Lancashire County Council Preliminary Flood Risk Assessments (PFRAs)[1]

The first cycle PFRA for LCC was submitted to the EA by LCC in June 2011. The PFRA provides a high-level overview of local flood risk, from sources including surface water, groundwater, ordinary watercourses and canals.

The second cycle PFRA, reviewed during 2017, used all relevant current flood risk data and information to update the 2011 version, and was agreed with the EA in December 2017.

The changes made to the PFRA for publication in 2017 were that the LLFA would work with Lancashire Resilience Forum partners through emergency planning and review exercises, as well as with Flood Risk Partnerships to contribute to a number of community resilience projects. Also, the understanding of 'significant flood risk' has developed as a consequence of information relating to actual flood events, climate change and long-term development. With learning from SFRAs, development is being directed away from areas of highest flood risk, and/or development proposals are being

[1]https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/698402/PFRA_Lancashire_County_Council_2017.pdf

modified to ensure they are resilient and sustainable for the local conditions of natural and formal drainage. No Flood Risk Areas have been identified in the CLA area.

A.1.3 Catchment Flood Management Plans (CFMPs)

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 are areas of greatest risk.

The CFMPs contain useful information about how the catchments work, previous flooding and the sensitivity of the river systems to increased rainfall. The EA draw on the evidence and previous measures and proposals set out in the CFMPs to help develop the subsequent FRMPs for RBDs. CLA is within the North West RBD and is included within two CFMPs, namely the Ribble[2] and Douglas[3].

A.1.4 Flood Risk Management Plans

Following on from the CFMPs, FRMPs are designed to set out the risk of flooding from rivers, sea, surface water, groundwater and reservoirs within each RBD and to detail how RMAs will work with communities to manage flood risk up to 2021 for the current cycle, at the time of writing.

Both the River Basin Management Plans (RBMP) and FRMPs have been developed by the EA in tandem to ensure that flood defence schemes can provide wider environmental benefits during the same six-year cycle. Both flood risk management and river basin planning form an important part of a collaborative and integrated approach to catchment planning for water. Each EU member country must produce FRMPs as set out in the EU Floods Directive 2007. The EU Floods Directive was translated in English Law by the Flood Risk Regulations (FRR) and therefore will still stand following Brexit.

The CLA areas are within the North West RBD (Figure A.1-2). There are three main river catchments for CLA; the Wyre, Douglas and Ribble with the importance of the catchments varying between the three authorities in terms of planning and flood risk.

[2] https://www.gov.uk/government/publications/ribble-catchment-flood-management-plan
[3] https://www.gov.uk/government/publications/douglas-catchment-flood-management-plan

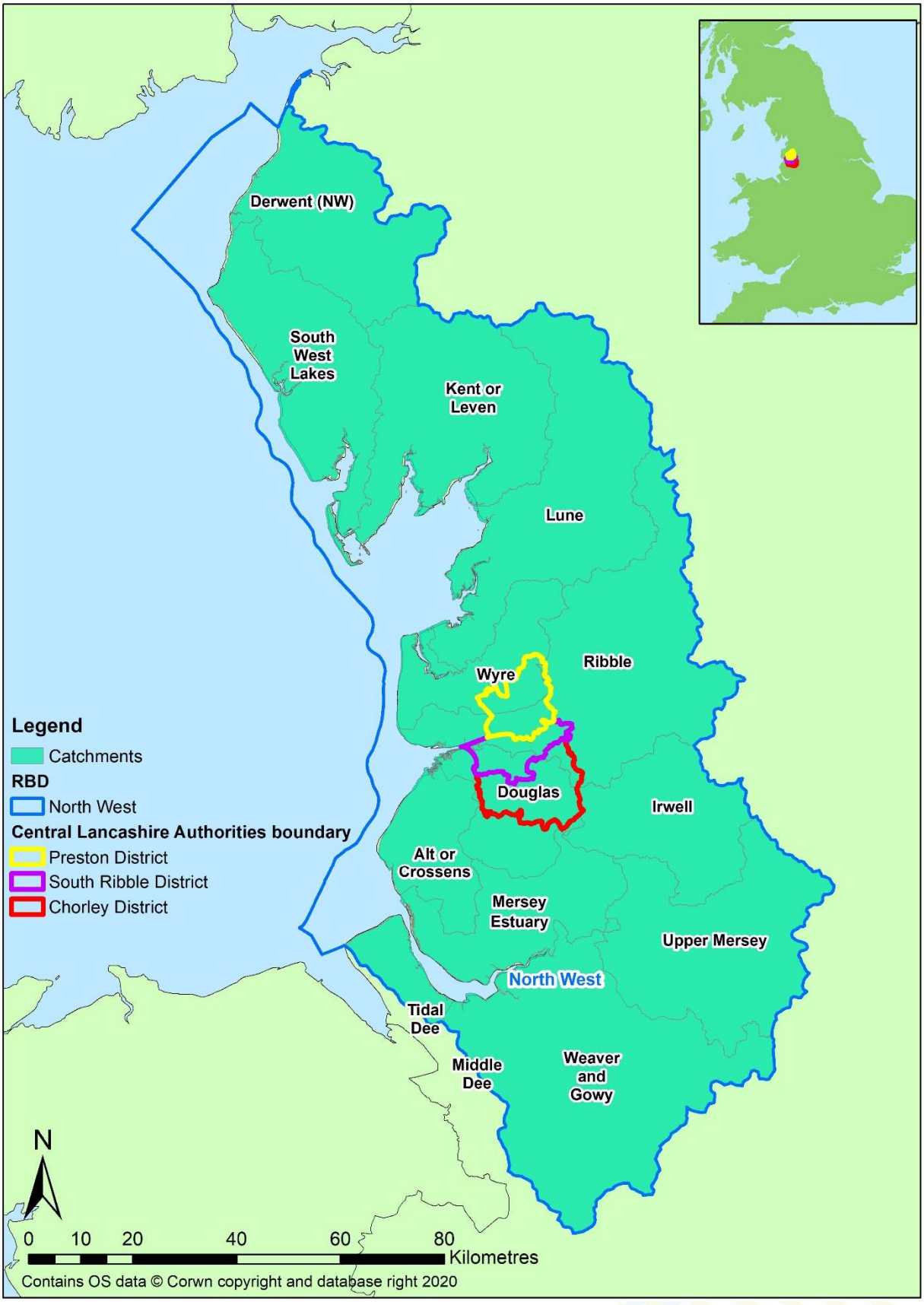


Figure A.1-2: Overview of North West RBD catchments

North West RBD FRMP, 2016[4]

CLA is within the North West RBD which covers an area of 13,160 km^2 from Cumbria to the north of the district, to Cheshire in the south, with Lancashire, Greater Manchester and Merseyside included. The North West RBD comprises 12 management catchments which contain almost 7 million people.

The catchments in the North West RBD vary: some are very natural, while others have been significantly changed due to urbanisation or by artificially draining the land to improve agricultural production. Of the 7 million people living in the RBD, there are over 51,000 people at high risk of surface water flooding (more than a 3.33% AEP chance of being flooded in any year) and 31,000 people at high risk of flooding from rivers and the sea (more than a 3.33% AEP chance of being flooded in any one year).

Wyre catchment

The Wyre catchment is situated on the West coast between Ribble and Lune catchment areas. The Wyre catchment area is relatively rural, with urban development accounting for approximately 10% of the land use.

Approximately 57,000 people are at risk of flooding from rivers and sea in the Wyre catchment, representing approximately 26.5% of the total population within the catchment. Approximately 4,000 non-residential properties and 20% of the agricultural land within the catchment is at risk of flooding from rivers and sea.

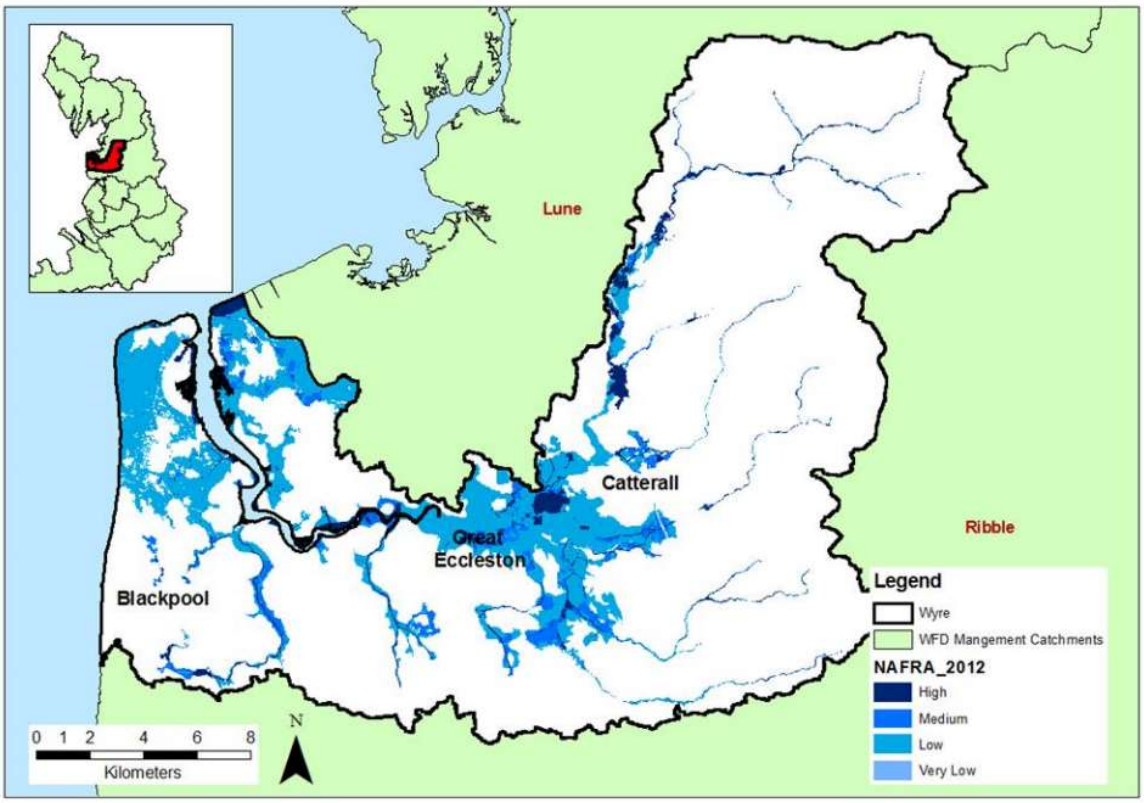


Figure A.1-3: Wyre catchment (North West RBD FRMP Part B)

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4 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/507122/LIT_10210_NORTH_WEST_FRMP_PART_B.pdf

The North West RBD FRMP summarised various measures to help manage flood risk in the Wyre catchment. Those that may apply to CLA include:

Prevention of risk:

- Investigate further flood storage opportunities, setting back of existing embankments, and land management changes in the policy unit to sustain current flood risk in the moderate to long term. This should be undertaken as part of a strategy to identify options to mitigate for future increase in flood risk within the middle and upper catchment.
- Investigate and quantify habitat losses and creation potential to feed into future work. Subsequently identify and secure intertidal and dune habitat where necessary to compensate for any habitat losses in each epoch.

Preparation for risk:

- Investigate viability of managed realignment for habitat creation and flood storage, including consultation, modelling of impacts on estuary, and investigation of options for managing contamination risks.

It is noted in the FRMP that the identification of these measures is not a commitment to deliver them but that the need has been identified.

Ribble catchment

The Ribble catchment drains an area of 1,490 km^2 in North Yorkshire/Lancashire from Settle in the north to Preston and Blackburn in the south. The principle river within the catchment is the River Ribble, which rises in the Yorkshire Dales and flows south-westwards towards the Ribble estuary, located downstream of Preston. The three main tributaries of the Ribble are; the River Hodder which rises in the Bowland Fells and flows for approximately 23 miles to the Ribble, the River Calder which flows through industrial east Lancashire towns and the River Darwen which joins the Ribble on the outskirts from the south.

The Ribble catchment is predominantly rural, with the majority of agricultural land being used for dairy farming and cattle grazing. Extensive arable production is generally confined to the better-quality soils found on the Southern Fylde peninsula between Preston and Blackpool.

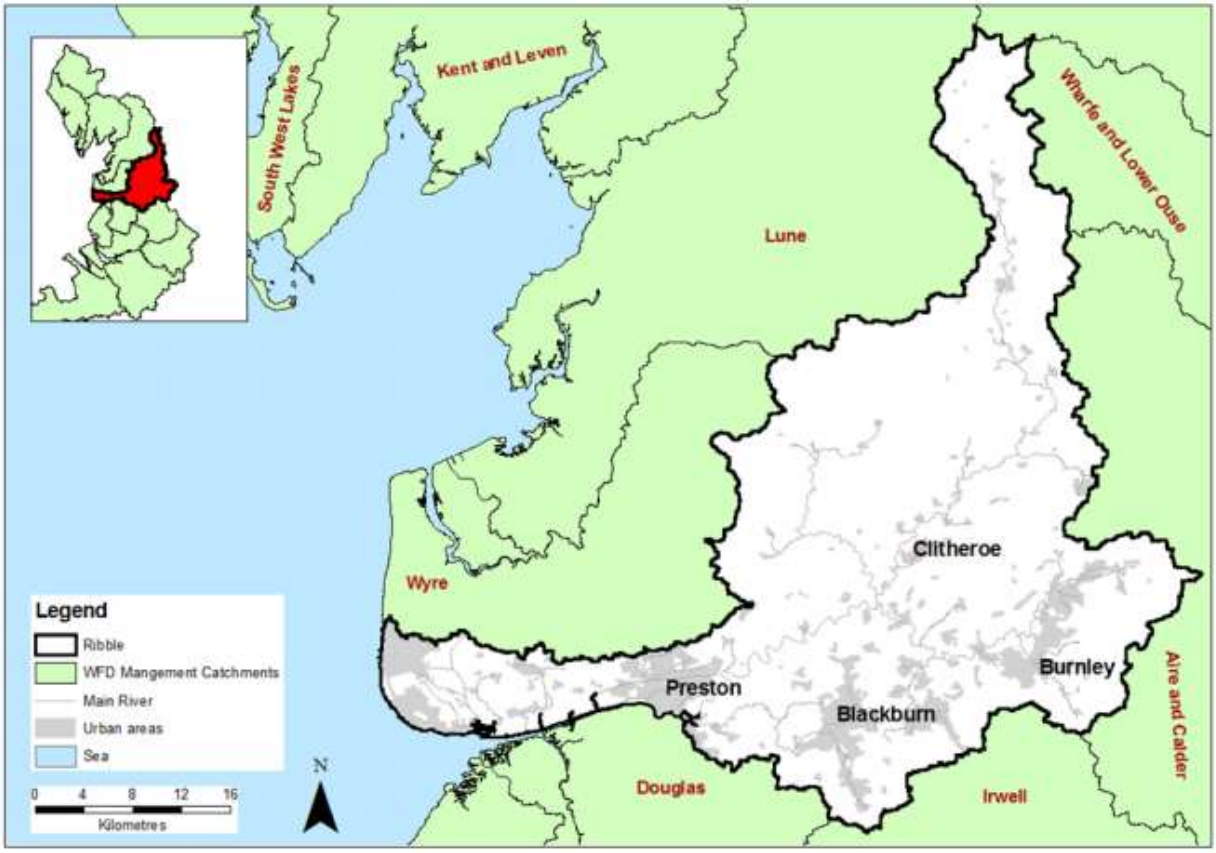

Figure A.1-4: Ribble catchment (North West RBD FRMP Part B)

The North West RBD FRMP summaries various measures to help manage flood risk in the Ribble catchment. Those that may apply to the CLAs include:

Prevention of risk:

- Grimsargh, Preston – Ex-Critical Ordinary Watercourse with poor conveyance and insufficient culvert capacity. Appraisal to investigate how risk can be reduced.

Douglas catchment

The Douglas catchment is approximately 460 km^2 and drains Wigan, Chorley, Leyland, Horwich and Skelmersdale. The Douglas River discharges into the Ribble estuary approximately 8 km downstream of Preston. The upper parts of this catchment area are characterised by a series of four reservoirs, known as the Rivington Reservoir Complex which captures runoff from the Southern Pennines. Downstream of this, the River Douglas flows southwest in a relatively steep narrow valley. In recent years, the floodplain of the lower Douglas and Yarrow consists of high-grade agricultural land which is actively drained by pumping within a complex of artificial channels. The presence of the Rivington Reservoir Complex affects the natural drainage in the upper reaches.

Over 15,000 people are at risk of flooding from rivers and sea in the Douglas catchment, representing approximately 3.5% of the total population within the catchment. Approximately 1,900 non-residential properties, 1% of the agricultural land and approximately 90% of SSSI sites within the catchment is at risk of flooding from rivers and sea.

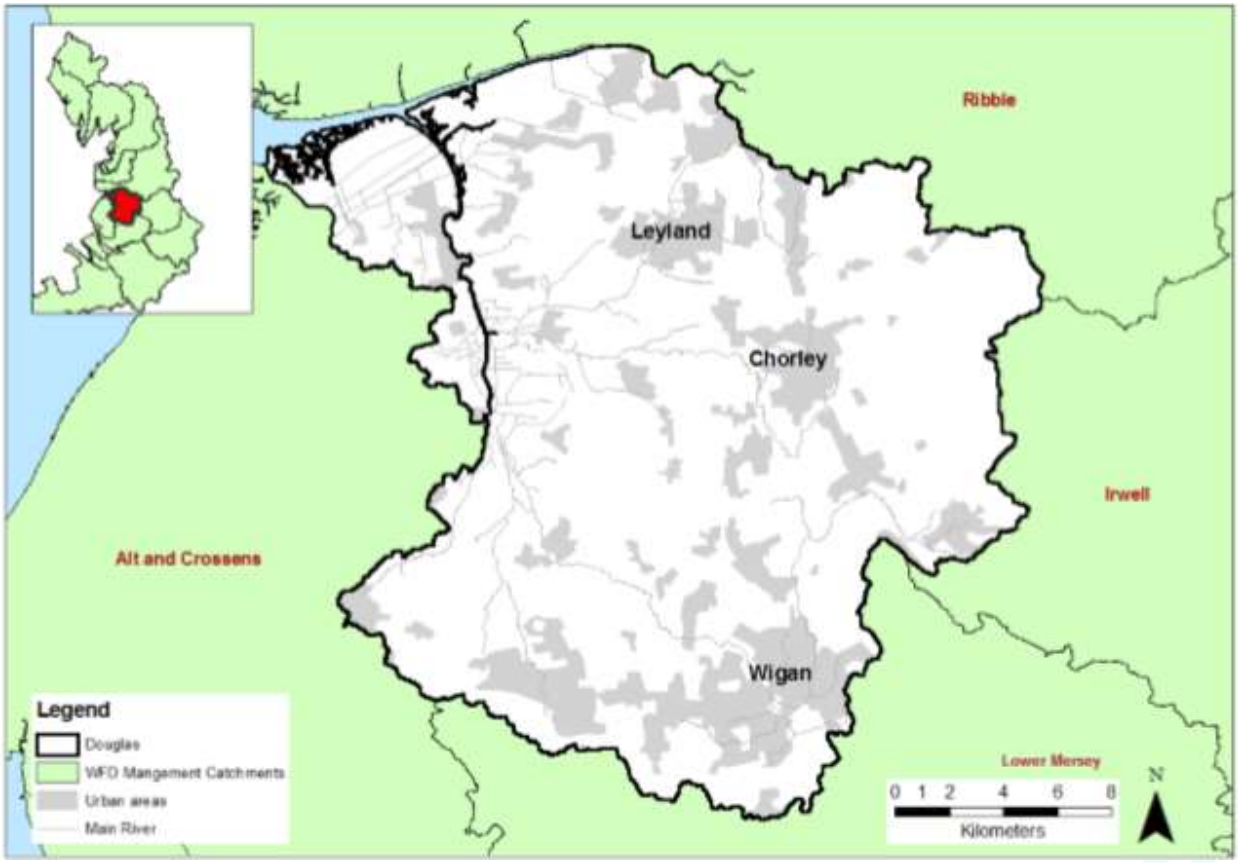

Figure A.1-5: Douglas catchment (North West RBD FRMP Part B)

The North West RBD FRMP summarised various measures to help manage flood risk in the Douglas catchment. Those that may apply to CLA include:

Protection from risk:

- Investigate opportunities to remove or realign embankments, create flood storage areas or other alternative means of flood risk management.
- Carry out a study to investigate suitable locations for habitat inundation. The issue of flooding good quality agricultural land must be addressed.
- The Croston Flood Risk Management Scheme will involve the construction of a flood storage basin upstream of Ecclestone Bridge on the River Yarrow. This will reduce the amount of water that flows through the town when the rivers are in flood. The scheme will reduce flood risk to almost 420 local homes and businesses.
- Work in partnership with South Ribble BC and United Utilities over sewer and local surface water flooding. Through the production of UU Catchment Plans to identify and promote joint solutions where surface water and sewer flooding are known to exist. Encourage partner organisations to share flood risk data. Within the policy unit there is evidence of local flooding relating to urban drainage.

A.1.5 Flood & Water Management Act (FWMA)

The Flood & 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 LAs, 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 LAs 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 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 A.1-1 provides an overview of the key LLFA responsibilities as a RMA, under the FWMA.

FWMA responsibility	Description of duties and powers	LLFA status
Local Flood Risk Management Strategy (LFRMS)	Under Section 9 of the FWMA, the LLFA has a responsibility to develop, maintain, apply and monitor a local strategy for flood risk management in its area. The local strategies 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 will not be secondary to the national strategy; rather it will have distinct objectives to manage local flood risks important to local communities.	Final version produced 2014 (see Section A.6.3). Note the LFRMS will require updating to stay consistent with the new National Strategy published in September 2020
Duty to contribute to sustainable development	The LLFA has a duty to contribute towards the achievement of sustainable development.	Ongoing
Duty to comply with 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.	Ongoing (see above)
Investigating flood incidents	Under Section 19 of the FWMA, 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 their area. This duty includes identifying the RMAs and their functions and how they intend to exercise those functions in response to a flood. The responding risk management authority must publish the results of its investigation and notify any other relevant Risk Management Authority's.	Ongoing

FWMA responsibility	Description of duties and powers	LLFA status
Asset register	Under Section 21 of the FWMA, the LLFA has a responsibility 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.	The Asset Register is an on-going project with watercourse inspections being carried out when conditions are appropriate.
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.	Ongoing
Ordinary watercourse consents	Under Section 23 of the FWMA, the LLFA has a responsibility 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.	Ongoing
Works powers	Section 25 of the Act provides a LLFA with permissive powers to undertake works to manage flood risk from surface runoff, groundwater and on ordinary watercourses, consistent with the local flood risk management strategy for the area.	Ongoing
Designation powers	The Act provides a 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
Duty to drain the local highway network	The Highways Authority has a duty under the Highways Act (1980) to drain the local Highway network (not Trunk roads) of surface water where it creates a nuisance. Where drainage infrastructure is provided to assist in this duty then the Highways Authority must maintain it to be fit for purpose. Maintenance of roadside drainage ditches may be the direct responsibility of the Highways Authority or the adjacent landowner.	Ongoing
Emergency planning	A LLFA is required to play a lead role in emergency planning and recovery after a flood event.	Lancashire Resilience Forum (see Section 7.1.1 of the main report)

FWMA responsibility	Description of duties and powers	LLFA status
Community involvement	A 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 plans.	Various ongoing -
Planning Requirements for SuDS	Sustainable Drainage Systems (SuDS) are a planning requirement for major[5] planning applications of 10 or more residential units or equivalent commercial development schemes with sustainable drainage. The LLFA is now a statutory planning consultee and it will be between the LPA and the LLFA to determine the acceptability of these proposed sustainable drainage schemes subject to exemptions and thresholds. Approval must be given before the developer can commence construction. Planning authorities should use planning conditions or obligations to make sure that arrangements are in place for ongoing maintenance of any SuDS over the lifetime of the development.	Ongoing
Latest changes to FWMA legislation[6]		

Table A.1-1: Key LLFA responsibilities under the FWMA

A.2 Flood and water focused policies and plans

A.2.1 25 Year Environment Plan

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 to produce a draft that is, at the time of writing, progressing through a consultation stage; the aim being to publish the final strategy in Spring 2020, which looks to strengthen joint delivery across organisations. In terms of funding, government will look at current partnership arrangements ahead of a review of funding needs beyond 2021, seeking to attract more non-public sector investment, and make sure all relevant agencies are able to respond quickly and effectively to

[5] For housing, development where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more. For non-residential development it means additional floorspace of 1,000m2 or more, or a site of 1 hectare or more, or as otherwise provided in the Town and Country Planning (Development Management Procedure) (England) Order 2015.

[6] http://www.legislation.gov.uk/ukpga/2010/29

support communities if and when flooding does occur. 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.

25 Year Environment Plan

Figure A.2-1: Main goals and policy areas the Plan is intended to help work towards

A.2.2 Water Framework Directive, Water Environment Regulations and River Basin Management Plans

The purpose of the Water Framework Directive (WFD), which was transposed into English Law by the Water Environment Regulations (2003), is to deliver improvements across Europe in the management of water quality and water resources through RBMP. The CLA area is covered by the North West RBD RBMP, managed by the EA and published in 2015.

Water quality and flood risk can go hand in hand in that flood risk management activities can help to deliver habitat restoration techniques. 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[7].

The second management cycle of the WFD[8] has begun and the second RBMPs were completed in 2015, building upon the first set completed in 2009. RBMPs are designed to address the pressures facing the water environment in the river basin management plan districts and the actions that will address them. The plans describe required objectives and measures to protect and improve the water environment over the next 20 years and aim to achieve WFD targets from 2015 onwards to 2021.

The RBMPs, like the Catchment Flood Management Plans, are important documents relevant to the development of the SFRA. The SFRA should take into account the wider catchment flood cell aims and objectives and understand how it can potentially contribute to the achievement of them.

The main responsibility for the CLA as the LPAs and LCC as the LLFA, is to work with the EA to develop links between river basin management planning and the development of local authority plans, policies and assessments. In particular, the general programme of actions (measures) within the RBMPs highlight the need for:

- Strategic working with United Utilities (UU) to seek partnership opportunities for improved infrastructure management e.g. reduced Combined Sewer Overflows (CSOs);
- Water Cycle Studies to promote water efficiency in new development through regional strategies and local development frameworks;
- Surface Water Management Plan implementation;
- Consideration of the WFD objectives (achieving good status or potential as appropriate) in the spatial planning process, including LDDs and Sustainable Community Strategies; and
- Promotion of the wide scale use of SuDS in new development.

A.3 Other related plans and policies

A.3.1 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 are led by a catchment host organisation. The

[7] https://www.gov.uk/government/publications/2010-to-2015-government-policy-water-quality/2010-to-2015-government-policy-water-quality#appendix-4-planning-for-better-water

[8] http://ec.europa.eu/environment/water/water-framework/info/timetable_en.htm

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. Government is also working to strengthen or establish partnerships in the areas most affected by the December 2015 floods, caused by Storm Desmond, to encourage a more integrated approach to managing risk across all catchments.

The National Resilience Review will align closely with Defra's work on integrated catchment-level management of the water cycle in the Government's 25-year Environment Plan. Government's aspirations for the next cycle of planning (now to 2021) is for more integrated catchment planning for water, where Flood and Coastal Risk Management, nature conservation and land management are considered together.

Catchment partnerships relevant to CLA include:

- Groundwork Cheshire, Lancashire and Merseyside
- Ribble Catchment Conservation Trust Ltd. (Trading as Ribble Rivers Trust)
- The Wyre Rivers Trust and Wyre Waters Catchment Partnership

A.4 Planning legislation

A.4.1 Housing and Planning Act, 2016

The Act provides the statutory framework to build more homes that people can afford, expand home ownership, and improve housing management. The Act places a duty on local authorities to promote the development of starter homes, custom and self-build homes. The Act simplifies and speeds up the neighbourhood planning process to support communities that seek to meet local housing and other development needs through neighbourhood planning. In addition, the Act seeks to ensure that every area has a Local Plan and gives the Secretary of State further powers to intervene if Local Plans are not effectively delivered.

The Secretary of State must also carry out a review of planning legislation, government planning policy and local planning policies, concerning sustainable drainage in relation to the development of land in England.

A.4.2 Localism Act, 2011

The Localism Act was given Royal Assent in November 2011 with the purpose of shifting power from Central Government back to local councils, communities and individuals. The Government abolished Regional Spatial Strategies, providing the opportunity for councils to re-examine the local evidence base and establish their own local development requirements for employment, housing and other land uses through the plan making process.

Additionally, this act places a duty to cooperate on local authorities, including statutory bodies and other groups, in relation to the planning of sustainable development. This duty to cooperate requires local authorities to:

"…engage constructively, actively and on an ongoing basis in any process by means of which development plan documents are prepared so far as relating to a strategic matter." (Provision 110).

This act, together with the Neighbourhood Planning (General) Regulations 2012, also provides new rights to allow Parish or Town Councils to deliver additional development through neighbourhood planning (Neighbourhood Plans). This means local people can help decide where new homes and businesses should go and what they should look like. Local planning authorities can provide technical advice and support as neighbourhoods draw up their proposals. Neighbourhood Plans have a number of conditions and requirements as set out in the NPPF. Also refer to Paragraph 061-064 of the FRCC-PPG for information on neighbourhood planning and flood risk.

A.5 Planning policy

A.5.1 National Planning Policy Framework (NPPF)

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 June 2019. It forms the national policy framework in England and is based on core principles of sustainability. It must be taken into account in the preparation of local plans and is a material consideration in planning decisions. The NPPF is accompanied by Planning Practice Guidance (PPG) notes which are updated as the need arises.

The PPG documents will, where necessary, be updated in due course to reflect the changes in the latest version of the NPPF.

The key changes in the 2019 NPPF compared to the 2012 NPPF include:

- Strategic policies should also now consider the 'cumulative impacts in, or affecting, local areas susceptible to flooding' (para 156), rather than just to or from individual development sites (see Section 6.5 of the main report);
- Future risk from climate change. The 'sequential approach should be used in areas known to be at risk now or in the future from any form of flooding' (para 158) (see Sections 6.6 of the main report and Appendix B)
- Natural Flood Management. 'Using opportunities provided by new development to reduce the causes and impacts of flooding (where appropriate through the use of natural flood management techniques)' (para 157c) (see Section 5.7.4 of the main report and Appendix B)
- Sustainable Drainage Systems (SuDS). 'Major developments should incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate' (para 165) (see Section 6.7 of the main report) and;
- Emergency planning. Emergency plans are required as part of an FRA that includes the inclusion of safe access and egress routes (para 163e) (see Section 7 of the main report)

As explained, the FRCC-PPG sits alongside the NPPF and sets out detailed guidance on how this policy should be implemented.

A.5.2 Flood Risk and Coastal Change Planning Practice Guidance (FRCC-PPG)

At the time of writing, the current FRCC-PPG was published on 6 March 2014 and is available online via:

https://www.gov.uk/guidance/flood-risk-and-coastal-change

Following the 2018 revision and 2019 updates of the NPPF, Government will, where necessary be updating the FRCC-PPG to reflect the changes discussed above in Section A.5.1. It is advised that any hyperlinks within the FRCC-PPG that direct users to the previous 2012 NPPF should be disregarded.

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, SFRAs, the sequential and exception tests, permitted development, site-specific flood risk, Neighbourhood Planning, flood resilience and resistance techniques and the vulnerability of development to make development safe from flooding.

A.5.3 Local Plan

A Local Plan[9] is a statutory document prepared in consultation with the local community. It is designed to promote and deliver sustainable development. Local Plans have to set out a clear vision, be kept up to date and to 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 aim of a Local Plan is to ensure that land use changes proceed coherently, efficiently, and with maximum community benefit. Local Plans should indicate clearly how local residents, landowners, and other interested parties might be affected by land use change. They are subject to regular periods of intensive public consultation, public involvement, negotiation and approval. The Local Plan should be the starting point when considering planning applications.

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. This SFRA should be 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 design appropriately for flood risk should be written into the Local Plan, informed by both this SFRA and the Sustainability Appraisal.

Government guidance on Local Plans can be found via:

https://www.gov.uk/guidance/local-plans--2

See Section 4.2 of the main report for details on the Central Lancashire Local Plan.

A.5.4 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 has to 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 Sustainability Appraisal[10]

Within the development of the Central Lancashire Core Strategy Local Development Framework, the SA was produced in parallel in 2011 for the three councils, so that the sustainability considerations are identified at an early stage and reflected in its content.

A.6 Flood risk management policy

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[9] Town and Country Planning, England. The Town and Country Planning (Local Planning) (England) Regulations 2012

[10] http://www.southribble.gov.uk/sites/default/files/SRE022%20-%20Revised%20Sustainability%20Appraisal%20Report%20-%20November%202011.pdf

A.6.1 Central Lancashire Strategic Flood Risk Assessment (SFRA) Level 1, 2007[11]

In 2007, a Level 1 SFRA was commissioned by CLA to update an existing SFRA. This SFRA was prepared in accordance with the now superseded PPS25 and its Practice Guidance. The aim of this study was to direct new development towards areas with a low probability of flooding in the administrative regions of CLA. The study analysed current and future flooding issues in order to support the LPA assessment of future development sites, including providing data to inform the application of the Sequential Test.

A number of conclusions were drawn from the report which are still relevant within this update, including:

- Regularly review and update the SFRA due to climate change projections and changes in national guidance.
- The broad-scale and settlement-level assessments show that whilst flood risk exists it does not pose a widespread and significant issue for the allocation of development sites.

A.6.2 Central Lancashire and Blackpool Water Cycle Study (WCS) (2011)[12]

The purpose of a 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. In context of Central Lancashire, the WCS was commissioned to provide evidence to support the preparation of core strategies.

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. Growth Point status has driven the Local Development Framework (LDF) appraisals with greater emphasis on present and future, natural and built environments to accommodate and deliver growth targets.

A.6.3 National and Local Flood Risk Management Strategies

As presented in Figure 4-1 in Section 4.1 of the main report, the FWMA establishes how flood risk will be managed within the framework of National Strategies for England and Local Strategies for each LLFA area.

The National Strategy for England has been developed by the EA with the support and guidance of Defra and was adopted September 2020[13]. 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 FWMA requires risk management authorities (local authorities, EA, sewerage companies and highways authorities) to work together and act consistently with the National Strategy in carrying out their flood and coastal erosion risk management functions effectively, efficiently and in collaboration with communities, businesses and infrastructure operators to deliver more effective flood risk management.

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[11] Central Lancashire Level 1 Strategic Flood Risk Assessment. December 2007.

[12] Central Lancashire and Blackpool Water Cycle Study. Outline Study: Final Report. April 2011. https://www.blackpool.gov.uk/Residents/Planning-environment-and-community/Documents/Central-Lancs-and-Blackpool-Outline-WCS-FINAL-200611.pdf

[13] https://www.gov.uk/government/publications/national-flood-and-coastal-erosion-risk-management-strategy-for-england--2

LLFAs have responsibility for developing a LFRMS for their area covering local sources of flooding (see Table A.1-1). **The local strategy produced must be consistent with the National Strategy**. The local strategy should set out the framework for local flood risk management functions and activities and should raise awareness of local organisations with responsibilities for flood risk management in the area. The strategy should also facilitate partnership arrangements to ensure co-ordination between local organisations and an assessment of flood risk and plans and actions for managing risk, as set out under Section 9 of the FWMA.

The following link provides links to guidance for RMAs and local authorities on various subjects of flood risk management, including tools to support LLFAs in developing their LFRMS.

https://www.gov.uk/guidance/flood-risk-management-information-for-flood-risk-management-authorities-asset-owners-and-local-authorities

LCC Local Flood Risk Management Strategy (LFRMS)[14]

The LCC LFRMS sets out how the Council will manage flood risk, from surface water runoff, groundwater, tidal sources, main rivers and ordinary watercourses for which the Council has responsibility as LLFA, and other types of flooding where local agents can play a supporting role to lead agencies. One of the key aims of this Strategy is to improve local flood risk management in a sustainable way.

The LFRMS have nineteen objectives which aim to form the policy on flood risk for the LCC, these have been divided into five key themes:

- Roles and Responsibilities: who is responsible for managing different types of flooding and what are the roles of the different RMAs within Lancashire.
- Understanding Risk
- Funding
- Communication and Involvement
- Sustainable Flood Risk Management

The LFRMS is developed and maintained by Lancashire County Council. These objectives are supported by the action plan of measures and actions the County Council are pursuing in order to ensure effective flood risk management across the County. The action plan is proposed to be a living document that will be regularly amended and updated to reflect the changing nature of priorities associated with flood risk.

The local strategy should be reviewed and updated as soon as possible as it must remain consistent with the national strategy which was published in September 2020. This is a requirement under the FWMA 2010.

Review of the LFRMS

It is recommended that LCC's LFRMS is updated as soon as possible to take account of the:

- Revised (consultation) and final National Flood and Coastal Erosion Risk Management Strategy, noting the increasing emphasis on planning for adapting to climate change that runs through the new national strategy;
- The revised government policy statement on Flood and Coastal Erosion Risk Management due 2019;

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[14] https://www.lancashire.gov.uk/media/900474/lancashire-and-blackpool-local-flood-risk-management-strategy-consultation-draft.pdf

- Updates to the National Planning Policy Framework from 2019;
- Revised flood risk datasets, including those collated for this SFRA that have emerged since 2014;
- Lessons learnt from severe fluvial and surface water flooding events since 2014;
- UKCP18 climate projections for both sea level rise and EA allowances for peak river flows;
- Any new or updated EA modelling within the region; and
- Revised approaches to flood risk management, partnership working and funding that have emerged since 2014.

The review should ensure:

- The views of all relevant stakeholders are taken into account;
- The flood risk evidence base is updated for all sources of flooding and presented in such a way that it can be used to prioritise actions across the County and to help justify funding for further appraisal work where this is deemed necessary;
- The objectives and actions from the previous 2016 LFRMS are reviewed against the progress that has been made in local flood risk management work in the County;
- A revised action plan is specific, achievable and fundable, with measurable success factors and that this can be aligned with the wider work the County Council does i.e. in terms of managing open space, highways, etc.;
- A Strategic Environmental Assessment and Habitats Regulations Assessment are undertaken, if these are scoped in and appropriate; and
- The revised LFRMS is subject to public consultation.

A.6.4 Surface Water Management Plans (SWMP)

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 document[15], 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 A.6-1. The first three phases involve undertaking the SWMP study,

[15] Surface Water Management Plan Technical Guidance - https://www.gov.uk/government/publications/surface-water-management-plan-technical-guidance

whilst the fourth phase involves producing and implementing an action plan which is devised based on the evidence gained from the first three phases.

A SWMP was produced for Preston in 2011 in order to attain a better understanding of surface water flood risks to people, property, infrastructure and the environment. In Central Lancashire, an initial strategic part of the SWMP investigations has been carried out and included site visits to over 300 locations to gather data on flow path analysis. These visits have resulted in high-level knowledge of key risk areas in Lancashire[16].

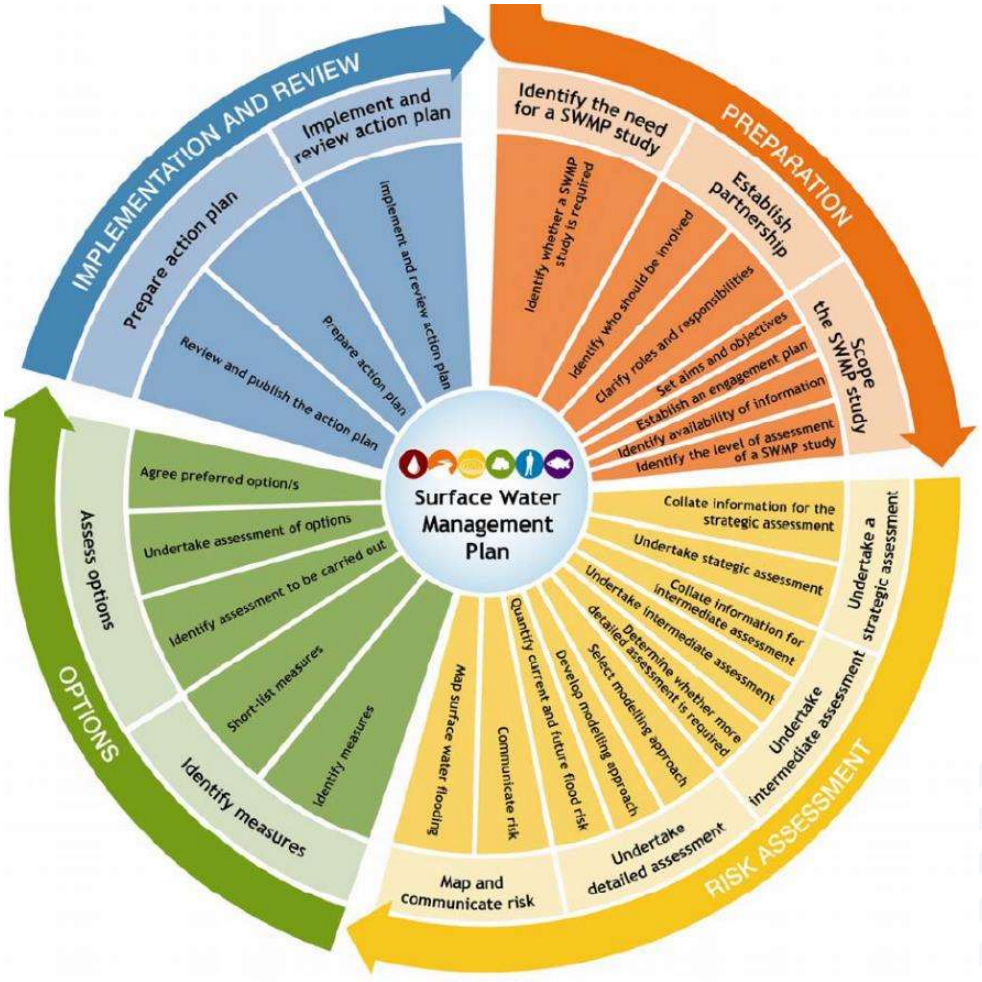

Figure A.6-1: Defra wheel (taken from SWMP Technical Guidance)

A.6.5 Critical Drainage Areas and Areas with Critical Drainage Problems

Certain locations known to be susceptible to localised flooding can be defined as Critical Drainage Areas (CDAs) and are based on areas of surface water flood risk and where the sewer network may be at capacity. Areas with Critical Drainage Problems (ACDPs) may be designated where the EA is aware that development within a certain catchment / drainage area could have detrimental impacts on fluvial flood risk downstream, and / or where the EA has identified existing fluvial flood risk issues that could be exacerbated by upstream activities. There are currently no CDAs or ACDPs within the CLA area; however, work at a local level may identify locations susceptible to localised flooding where such advice might be applied in the future (see Section 5.3.3 of the main report).

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[16] https://www.lancashire.gov.uk/media/900474/lancashire-and-blackpool-local-flood-risk-management-strategy-consultation-draft.pdf

A.6.6 Green Infrastructure 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 space can provide many social, economic and environmental benefits close to where people live and work including:

- Places for outdoor relaxation and play;
- Space and habitat for wildlife with access to nature for people;
- Environmental education;
- Local food production – in allotments, gardens and through agriculture;
- Improved health and well-being – lowering stress levels and providing opportunities for exercise;
- Climate change adaptation – for example flood alleviation and cooling urban heat islands.

Paragraph 118b of the NPPF (2019) explains that open space can perform many functions, including flood risk mitigation, and that Local Plans should account for increased flood risk, resulting from climate change, through the planning of Green Infrastructure. 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 other benefits as stated above.

Alongside GI should be the implementation of SuDS, specifically within potential development sites, where possible. 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.

The Town and Country Planning Association together with the Wildlife Trusts produced a guidance document for Green Infrastructure[17]. 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 GI strategy

The Lancashire GI strategy (2009) enhanced strategic plans including the Regional Integrated Strategy (RS2010), Lancashire Integrated Strategy (LIS) and the Lancashire Economic Strategy (LES)[18].

Significant GI assets which are located within the CLA area include:

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[17] 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

[18] Lancashire Green Infrastructure Strategy, published by Lancashire Economic Partnership, 2009.

- Greenspaces within urban areas such as: Avenham Park in Preston, Williamson Park in Lancaster, and Witton Country Park in Blackburn.
- Two Areas of Outstanding Natural Beauty (AONBs); Arnside and Silverdale, and Forest of Bowland.
- Waterways including the Leeds and Liverpool Canal and Lancaster Canal.
- Royal Society for the Protection of Birds (RSPB) site; Leighton Moss.

The Lancashire GI Strategy identified that the main vision was 'to develop and maintain Lancashire's multifunctional green places and spaces and to connect urban with rural and ensure they contributed towards the economic, social and environmental well-being of the sub region. The Green Infrastructure Strategy identified 7 key objectives:

- Improve quality of place
- Improve health and wellbeing
- Create the setting for investment
- Enhance tourism, recreation and leisure
- Enhance biodiversity and ecosystem services
- Adapt to and mitigate the effects of climate change
- Grow and develop the regional parks in Lancashire.

A.6.7 Flood risk partnerships and partnership plans

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 borough include:

- Lancashire Resilience Forum (LRF) – see Section 7.1.1 of the main report,
- Strategic Flood Risk Management Group,
- Lancashire Flood Risk Management Group,
- Lancashire County Council Community Risk Register – see Section 7.1.2 of the main report,
- North West Regional Flood and Coastal Committee (NRFCC),
- Lancashire Strategic Partnership Group,
- Central Lancashire and Blackpool Water Cycle Study (2011) – see Section A.6.2,
- Flood warning and awareness in partnership with the EA,
- Local flood plans – see Section 7.1.4 of the main report,
- Lancashire Evacuation Plan[19],
- 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.

See Section 7 of the main report on Emergency Planning for more information.

[19] https://www.lancashire.gov.uk/flooding/during-a-flood/

A.7 Roles and responsibilities

The responsibilities for the RMAs under the FWMA and FRR, as summarised by Government[20], are summarised below.

A.7.1 EA as a RMA

- Has a strategic overview role for all forms of flooding;
- Provides and operates flood warning systems;
- Carries out work to manage flood risk from the sea and main rivers;
- Carries out works in estuaries to secure adequate outfalls for main rivers;
- Carries out surveys to inform FCERM works and has the right to enter private land to carry out such works;
- Issues permits and byelaws with the Environmental Permitting (England and Wales) Regulations 2016 and remaining Environment Agency North West Region byelaw prohibitions for works on or near main rivers, and works affecting watercourses, flood and sea defences and other structures protected by its byelaws;
- Designates structures and features of the environment that affect flood or coastal erosion risk;
- Has the power to request information from any partner in connection with its risk management functions;
- Must exercise its flood or coastal erosion risk management functions in a manner consistent with the National Strategy and Local Strategies;
- Must be consulted on Local Strategies, if affected by the strategy, by the LLFA;
- Must help advise on sustainable development.

A.7.2 LPA as a RMA

- Strategic leadership duties;
- Has a duty to act in a manner that is consistent with the National Strategy and have regard to Local Strategies;
- Must contribute to sustainable development;
- Must be consulted on Local Strategies, if affected by the strategy, by the LLFA;
- Has a duty to be subject to scrutiny from the LLFA;
- Has a duty to cooperate and share information with other RMAs.

A.7.3 LLFA as a RMA

- Must develop, maintain, apply and monitor a strategy for local flood risk management. This must be consulted on with all RMAs, the public and all other partners with an interest in local flood risk, and must comply with the National Strategy;
- Should prepare and maintain a preliminary flood risk assessment, flood hazard maps, flood risk maps and flood risk management plans;
- Is required to coordinate and share information on local flood risk management between relevant authorities and partners;

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[20] https://www.gov.uk/government/collections/flood-and-coastal-erosion-risk-management-authorities

- Is empowered to request information from others when it is needed in relation to its flood risk management functions;
- Must investigate significant flooding incidents in its area where it considers it necessary or appropriate;
- Has a duty to establish and maintain a record of structures within its area that it considers having a significant impact on local flood risk;
- Is empowered to designate structures and features that affect flooding;
- Has powers to undertake works to manage flood risk from surface runoff, groundwater and ordinary watercourses;
- Must exercise its flood and coastal erosion risk management functions in a manner consistent with the National Strategy and the Local Strategy;
- Can carry out work that may cause flooding or coastal erosion in the interests of nature conservation, preservation of cultural heritage or people's enjoyment of the environment or cultural heritage;
- Can acquire land in or outside of their district for use in flood risk management if necessary;
- Is permitted to agree the transfer of responsibilities for risk management functions (except the production of a local strategy) to other RMAs;
- Can take the lead on preparing SWMPs;
- Must aim to contribute to sustainable development;
- Should consider flooding issues that require collaboration with neighbouring LLFAs and other RMAs.

A.7.4 UU as a RMA

- Has a duty to act in a manner that is consistent with the National Strategy and have regard to Local Strategies;
- Must be consulted on Local Strategies, if affected by the strategy, by the relevant LLFA;
- Has a duty to be subject to scrutiny from LLFAs;
- Has a duty to cooperate and share information with other RMAs;
- Is responsible for managing the risks of flooding from water and foul or combined sewer systems providing drainage from buildings and yards.

A.7.5 Highways Authority (LCC) and Highways England as RMAs

- Have a duty to act in a manner that is consistent with the National Strategy and have regard to local strategies when:
    - Carrying out highway drainage works,
    - Filling in roadside ditches,
    - Diverting or carrying out works on part of a watercourse;
- Have responsibility for ensuring effective drainage of local roads in so far as ensuring drains and gullies are maintained;
- Must be consulted on Local Strategies, if affected by the Strategy, by the LLFA;
- Have a duty to be subject to scrutiny from LLFAs.

A.7.6 The local community

- Responsibility for protecting their property from flooding,
- Must be consulted on Local Strategies by the LLFA;
- Has a key role in ensuring local strategies are capable of being successfully delivered within the community. They should actively participate in this process and be engaged by the LLFA.

A.7.7 Riparian owners

A riparian owner is someone who owns land or property alongside a river or other watercourses. A watercourse is any natural or artificial channel through which water flows including through a culvert, ditch, cut, dyke, sluice or private sewer.

Riparian owners have statutory responsibilities, including:

- Maintaining watercourses;
- Allowing the flow of water to pass without obstruction;
- Controlling invasive alien species

Further guidance for riverside property owners can be found via:

https://www.gov.uk/guidance/owning-a-watercourse

A.7.8 Developers

Have a vital role in ensuring effective local flood risk management by avoiding development in areas at risk of flooding. Local Strategies should form a key element of local planning guidance for developers, along with consultation of this SFRA.