

Title of meeting: The Cabinet

Date of meeting: 4th March 2013

Subject: Portchester Castle to Emsworth Coastal Flood and Erosion Risk Management Strategy – Adoption of Final Strategy

Report by: Head of Transport and Environment

Wards affected: Paulsgrove, Cosham, Drayton & Farlington

Key decision: YES

Full Council decision: YES

1. Purpose of report

- 1.1 To inform Elected Members of the final strategic policies proposed to manage the coastal flood and erosion risk between Portchester Castle and Emsworth.
- 1.2 To seek approval of Cabinet to adopt the proposed policies.

2. Recommendations

That:

- 2.1 **The Cabinet recommends that the Council adopts the preferred policy option as policy for the Portchester to Paulsgrove Frontage : Hold The Existing Defence Line – Improve;**
- 2.2 **The Cabinet recommends that the Council adopts the preferred policy option as policy for the Horsea Island Frontage: Hold the Existing Defence Line – Maintain.**
- 2.3 **The Cabinet recommends that the Council adopts the preferred policy option as policy for the M27 & Farlington Marsh Frontage:
M27 - Hold the Existing Defence Line – Sustain
Farlington Marshes - Hold the Existing Defence Line – Maintain for 20yrs with further detailed studies required to determine the preferred long-term preference to either Sustain or implement a Managed Realignment scheme and;**
- 2.4 **The Cabinet recommends that the Council supports the options for the Strategy frontages on which the Environment Agency, Fareham Borough Council, Havant Borough Council and Chichester District Council are the responsible operating authorities. A map of the strategy frontage can be found in Appendix 1.**

3. Background

- 3.1 The Portchester Castle to Emsworth Coastal Flood and Erosion Risk Management Strategy ('The Strategy'), has been developed by the Environment Agency, working in partnership with local authorities. The Strategy identifies the best way of managing coastal flood and erosion risk over the next 100 years. A table detailing all of the proposed policies can be found in Appendix 2.
- 3.2 The estimated whole life cost to implement the recommendations in the strategy is £113 million (excluding inflation). These funds would need to be pursued through Flood Defence Grant in Aid from the Environment Agency and a partnership funding approach seeking contributions from local, public and private sources.
- 3.2 The North Solent Shoreline Management Plan (NSSMP) 2010, covers this strategy frontage, and was developed in parallel with this strategy. Information developed for this strategy assisted the policy making process for the NSSMP, which has already been adopted by Portsmouth City Council.
- 3.3 The NSSMP determined that Holding The Line for the entire coastal frontage of Portsmouth City Council was the most technically, economically and sustainable policy for the management of the shoreline over the next 100 years. However it noted that there are potential "Managed Realignment" opportunities for some Policy Unit frontages, including Farlington Marshes, South Moor, Warblington and Conigar Point. These are identified for potential implementation in Epoch 2 or 3 (Years 20-50 and 50-100), subject to further detailed environmental studies. This Strategy recommends 20-year options for these locations until these studies are completed and are used to inform the next SMP and Strategy review. Any recommendations from these studies will need to take account of the views of the Farlington Marshes Management Committee and other advisory bodies.
- 3.4 This strategy considers the coastal policies set by the SMP in more detail along specific reaches of the coast (frontages). The strategy considers the various options available for managing the discrete coastal frontages and proposes the most cost effective management solutions that are economically, socially and environmentally acceptable within the restraints which apply to that location.
- 3.5 The long-list of options considered by the strategy for Holding the Line included:
 - a) Do Minimum (reactively maintain defence until end of residual life). At the end of the Assets residual life the management of the shoreline would revert to Do Nothing;
 - b) Maintain (proactively maintain defences at same standard of service);
 - c) Sustain (maintain existing standard of protection to adapt to sea level rise, typically by raising defence levels in Year 1 and Year 50);
 - d) Improve (raise existing defence levels, allowing for future sea level rise).

- 3.6 The Strategy identifies appropriate management options in the form of a 10-year programme of works within the context of a 100-year overall plan. The Strategy considers the longer-term implications of coastal change, climate change and sea level rise. This strategy enables the Environment Agency, local authorities and interested parties to understand the various technical, environmental and financial constraints when making local choices. Following Strategy approval, coastal defence schemes will be developed in line with the 10-year programme.
- 3.7 Works identified by this Strategy will be implemented using powers under Section 165 of the Water Resources Act 1991 and the Coast Protection Act, 1949. Schemes will be subject to the Town and Country Planning regulations and Land Drainage regulations where required.
- 3.8 The final Strategy has been reviewed and approved, on technical matters, by the Large Project Review Group (LPRG). LPRG members include national experts from the Environment Agency, Local Authorities, Natural England and Engineering Consultants. LPRG are responsible for the technical approval of all Strategies across England.
- 3.9 Following adoption of the Strategy by the Local Authorities a further approval is required by the Environment Agency's Regional Director on behalf of Defra. Under the Habitats Regulations the Strategy is required to be signed-off by the Secretary for Environment, Food and Rural Affairs due to "Imperative Reasons of Over-riding Public Interest" (IROPI) (as was the case with the adjoining Portsea Island Coastal Strategy Study). In the case of the Portchester Castle to Emsworth Coastal Flood and Erosion Risk Management Strategy it is recognised that implementing the policies would adversely affect Natura 2000 site integrity. 71.5 ha of compensatory habitat will be lost over the 100 year lifetime of the project through holding the line.
- 3.10 Although The Strategy makes recommendations to manage coastal flood and erosion risk, it does not propose the detail of the coastal defence schemes or guarantee funding. Funding for coastal protection works is allocated nationally and priority is given to schemes protecting large numbers of houses and where flooding and erosion will cause significant damage. Where funding is not provided by central government then funds from local, public and private sources will need to be explored through partnership funding.
- 3.11 Different organisations are responsible for flood and coastal erosion risk management within the strategy frontage. Local authorities will promote their frontages and apply for central government funding where appropriate.
- 3.12 Existing defences will continue to be maintained (using revenue budget) whilst contributions are pursued for the improvement schemes recommended in The Strategy.
- 3.13 The highways agency will fund future maintenance of the M27 and A27 revetment as required. External contributions will be required for the schemes recommended at Portchester and Farlington.

4. Reasons for recommendations

4.1 The strategy aims to promote and encourage long term sustainable and strategic management of flood and erosion risk. The Strategy provides a plan for the implementation of capital projects, routine maintenance, further studies, surveys and investigations. The Strategy will help the Environment Agency and Local Authorities prioritise their day-to-day activities whilst ensuring the best use of public funds.

4.2 The key benefits of delivering the preferred options are:

- a) Reduced flood risk to 901 residential and 178 commercial properties for 2020, increasing to 4,257 residential and 433 commercial properties by 2110 across the whole Strategy area;
- b) Reduced flood risk from typically a 5% annual exceedance probability (aep) (1 in 20yr event) to a 1.33% aep (1 in 75yr event), sustained for 100 years;
- c) Improved flood risk and erosion protection to M27, A3(M), the South Coast Rail Link;
- d) Improved flood risk protection for numerous heritage and recreation sites and features such as Portchester Castle;
- e) Farlington Marshes, South Moor, Warblington and Conigar Point - maintain existing defences for the next 20 years. This will provide sufficient time to develop the long-term management options for the sites and establish compensatory habitat as required. Selection of a preferred long-term option requires further detailed studies to be completed over the next 3-5 years to confirm the optimum balance of habitat requirements across the estuary to support the designated features and species, and plan to establish any compensatory habitat. This work will inform the next SMP and Strategy review in approximately 10 years' time. Maintenance of defences in the interim at Farlington Marshes will be through Environment Agency revenue budgets subject to availability of resources and approval of funds. Any recommendations from these studies will need to take account of the views of the Farlington Marshes Management Committee and other advisory bodies.

4.3 Without The Strategy, the community and the environment would suffer from ill informed decisions that could have major implications on adjacent communities. Although The Strategy provides no guarantee of funding or works, it has identified the best options for managing coastal flood and erosion risk over the next 100 years.

5. Equality impact assessment (EIA)

5.1 Do Nothing and Do minimum options will cause flooding to populations at Portchester, Paulsgrove, Cosham, Drayton, Farlington, Langstone and

Emsworth. This would lead to loss of properties, recreational and amenity assets, road links onto Portsea Island and Hayling Island as well as the eventual loss of the Budds Farm wastewater treatment works.

- 5.2 Safety, security and well-being for residents living in the floodplain within the urban areas of Portchester, Paulsgrove, Port Solent, Highbury, Cosham, Drayton, Farlington, Langstone and Emsworth is paramount. The potential for flooding can affect human health. The uncertainty regarding protection from flooding can cause flood risk-related anxiety for local residents, while property owners in an area at risk of flooding may either be unable to obtain insurance or pay particularly high premiums. All options which provide at least the 1.3% aep (1 in 75 year) risk level of protection are therefore likely to have a beneficial impact on human health in this respect.
- 5.3 An EIA has been undertaken for this report, checked by Access & Equalities Team, and has been included in Appendix 3.

6. Head of legal, comments

- 6.1 There is a potential legal implication if the future policy is changed at Farlington Marshes as a result of the proposed Solent wide study. This could impact on the existing lease with Hampshire and Isle of Wight Wildlife Trust.
- 6.2 Portsmouth City Council, as the landowner for Farlington Marshes, may wish to consider its wider responsibilities, as landowner and local authority, for providing open space and amenity facilities into the future, providing that this does not conflict with the legal requirements of the Habitat Regulations.
- 6.2 There are no other known legal implications of adopting the Portchester Castle to Emsworth Coastal Flood & Erosion Risk Management Strategy.

7. Head of finance's comments

- 7.1 There are no immediate financial implications arising from this report.
- 7.2 Existing defences will continue to be maintained (using revenue budget) whilst funds are pursued through Flood Defence Grant in Aid from the Environment Agency and through partnership funding, for the improvement schemes recommended in the Strategy.
- 7.3 Dependant upon the findings of further detailed studies to be completed over the next 3-5 years to confirm the habitat requirements across the estuary the policy at Farlington Marshes could change to Managed Realignment.
- This would not preclude Portsmouth City Council, as Landowner, from choosing to continue to maintain the defences at their own expense via revenue budgets.
- 7.4 The Sustain and Improve options would reduce the flood and erosion risk impact to the community. However, the strategy has identified that the likelihood of securing government funding for capital schemes is low. Communities will need to work in partnership Portsmouth City Council, the Environment Agency and other partners to identify potential funding sources which will improve the chance of receiving government funds.

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Signed by Head of Transport & Environment

Appendices:

- APPENDIX 1: Map of Strategy Frontage
- APPENDIX 2: Table of Final Proposed Policies
- APPENDIX 3: Equalities Impact Assessment

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
Strategy Appraisal Report - Portchester Castle to Emsworth Coastal Flood & Erosion Risk Management Strategy	To obtain a copy of this technical report please contact Mark Stratton at the Eastern Solent Coastal Partnership mark.stratton@havant.gov.uk
North Solent Shoreline Management Plan	www.northsolentsmp.co.uk

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

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Signed by: Leader of the City Council