

NON EXEMPT

HAVANT BOROUGH COUNCIL

CABINET

PORTCHESTER CASTLE TO EMSWORTH COASTAL FLOOD & EROSION RISK MANAGEMENT STRATEGY – ADOPTION OF FINAL STRATEGY

Executive Head Of Planning & Built Environment

FORDECISION

Planning & Built Environment Portfolio: Cllr D Guest

Key Decision: Yes

1.0 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.

2.0 Recommendation

That;

- 2.1 The Cabinet recommends that Council adopts the preferred policy option as policy for the Brockhampton Quay Frontage: Hold the Existing Defence Line – Sustain;
- 2.2 The Cabinet recommends that Council adopts the preferred policy option as policy for the Langstone and South Moor frontage:
Hold the Existing Defence Line – Improve at Langstone.
Hold the Existing Defence Line – Maintain at South Moor for 20yrs with further detailed studies required to determine the preferred long-term preference to either Sustain or implement a Managed Realignment scheme;
- 2.3 The Cabinet recommends that the Council adopts the preferred policy option as policy for the Warblington and Conigar Point Frontage: Hold the Existing Defence Line – Maintain for 20yrs with further detailed studies required to determine the preferred long-term preference to either Sustain, Do Minimum or implement a Managed Realignment scheme;

- 2.4 The Cabinet recommends that the Council adopts the preferred policy option as policy for the Emsworth Frontage: Hold The Existing Defence Line – Improve and;
- 2.5 The Cabinet recommends that the Council supports the options for the Strategy frontages on which the Environment Agency, Fareham Borough Council, Portsmouth City Council and Chichester District Council are the responsible operating authorities. A map of the strategy frontage can be found in Appendix 1.

3.0 Summary

- 3.1 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.
- 3.2 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.

4.0 Subject of Report

- 4.1 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.

- 4.2 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.
- 4.2 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 Havant Borough Council.
- 4.3 The NSSMP determined that Holding The Line for the entire coastal frontage of Havant Borough 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.
- 4.4 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.
- 4.5 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)
- 4.6 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.
- 4.7 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.

- 4.8 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.
- 4.9 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.
- 4.10 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.
- 4.11 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.
- 4.12 Existing defences will continue to be maintained (using revenue budget) whilst contributions are pursued for the improvement schemes recommended in The Strategy.
- 4.13 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.

5.0 Implications

5.1 Resources

- 5.1.1 There are no immediate financial implications arising from this report.
- 5.1.2 Existing defences will continue to be maintained where Havant Borough Council decide to do so (using revenue budgets) whilst contributions are pursued for the improvement schemes recommended in the strategy.
- 5.1.3 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 Warblington and Conigar Point could change to Managed Realignment.
- This would not preclude Havant Borough Council, as Landowner, from choosing to continue to maintain the defences at their own expense via revenue budgets.
- 5.1.4 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 Havant Borough Council, the Environment Agency and other partners to identify potential funding sources which will improve the chance of receiving government funds.

5.2 Legal

5.2.1 There are no other known legal implications of adopting the Portchester Castle to Emsworth Coastal Flood & Erosion Risk Management Strategy. Any future works will be carried out under the Land Drainage Act 1991, where HBC have permissive powers to act in the public interest; doing so only when there is:

- a clear economic benefit;
- an appropriate engineering solution can be achieved; and,
- no contravention of environmental legislation.

5.3 Strategy

5.3.1 The proposed strategy would be undertaken as part of the Planning & Built Environment Business Plan, in accordance with the overall Corporate Strategy, in particular the priority theme of Financial Sustainability.

5.4 Risks

5.4.1 Havant Borough Council are responsible for maintaining defences that protect landfill along the Brockhampton Key Frontage. If capital grant money is not secured there is concern how the council will protect its landfill ownership. Doing nothing could lead to contamination of Langstone Harbour a designated Natura 2000 site. The Strategy highlights the importance of future Capital maintenance and improvement of the coastal defences along this frontage within the next 20 years and will strengthen any future business case seeking funding.

5.4.2 There are no adverse impacts anticipated to customer access. Any works undertaken by the Council as a result of the proposed strategy will fall under the consideration of a Customer and Equality Impact Assessment (Sept 2009) carried out on the service delivered by the Coastal Partnership.

5.4.3 Any proposed works will comply with the latest Construction, Design & Management (CDM) regulations, with a HBC Construction Health and Safety Team officer appointed to take on the role of CDM Coordinator. This will address any potential health and safety implications for the general public as well as for those people directly involved in the works.

5.5 Communications

5.5.1 Any works undertaken as a result of the Strategy will require a communications plan, including strategies for managing communications / public relations. Marketing & Customer Relations will be consulted and involved in the production of any plans.

5.6 For the Community

- 5.6.1 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.
- 5.6.2 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.

6.0 Consultation

- 6.1 The responsibility of managing the existing flood and erosion defence assets are held by different organisations (Environment Agency, English Heritage, Fareham Borough Council, Portsmouth City Council, Havant Borough Council, Chichester District Council, MoD, Highways Agency and Hampshire & Isle of Wight Wildlife Trust). A joint and committed approach by all these stakeholders is required to promote any works from this strategy. This Strategy has been developed with the involvement of these organisations and through public consultation to identify the preferred approach to manage flood and erosion risk cost effectively to the benefit of the local communities
- 6.2 Wider Public consultation has been undertaken throughout the preparation of this Strategy, including three public exhibitions at Portchester, Langstone and Emsworth. The risk of flooding was described and resistance & resilience measures were promoted. The need to explore additional sources of funding was explained. Feedback has been positive with support for the improve options presented.

Appendices:

APPENDIX 1:Map of Strategy Frontage

APPENDIX 2:Table of Final Proposed Policies

Background Papers:

Strategy Appraisal Report - Portchester Castle to Emsworth Coastal Flood & Erosion Risk Management Strategy (2012) The Environment Agency.

(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 (2010) :www.northsolentsmp.co.uk

Agreed and signed off by:

Legal Services: 14/11/2012

Strategic Finance Services: 17/12/2012

Executive Head of Planning & Built Environment: 27/12/2012

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