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# Flood Risk Management Plans: Guidance for Risk Management Authorities in England and Wales

**A Living Draft**

**August 2013**

This document is out of date and has been withdrawn 02/03/2016.

Prepared in partnership between the  
Department of Environment, Food and Rural Affairs, the  
Welsh Government, the  
Environment Agency and  
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# Foreword

The Department of the Environment, Food and Rural Affairs, the Welsh Government, the Environment Agency and Natural Resources Wales<sup>1</sup> work in partnership with others to reduce the risk of flooding. There are new legislative requirements under the Flood Risk Regulations to deliver the requirements of the EU Floods Directive about how the Environment Agency, Natural Resources Wales and Lead Local Flood Authorities work with others to plan to manage flood risk. We want to deliver these new requirements in an efficient and effective way building on existing approaches.

Following consultation we published the proposed approach to developing Flood Risk Management Plans in June 2013<sup>2</sup>. This guidance provides an overview of what the approach means in practice for the first cycle of Flood Risk Management Plans (FRMPs), so that risk management authorities (RMAs) can be clear what they need to do from now until December 2015 to develop and publish FRMPs. The guidance also highlights our aim to better align flood risk management planning with river basin management planning under the Water Framework Directive and we will use this planning round to make the first steps, particularly around engagement and consultation. We want flooding and the environment to be considered in a way that supports better, more joined up outcomes.

This guidance has been issued as a 'living draft' and highlights where further information can be found relating to specific topics. Risk management authorities are asked to respond to the Environment Agency (via [FRMPConsultation@environment-agency.gov.uk](mailto:FRMPConsultation@environment-agency.gov.uk)) highlighting how they can share their experience and where they seek additional information or clarification to develop the FRMPs. We want to work together with RMAs to shape this guidance further over the coming months.

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<sup>1</sup> From the 1 April 2013 Natural Resources Wales brought together for Wales the work of the Countryside Council for Wales, Environment Agency Wales and Forestry Commission Wales, as well as some functions of Welsh Government.

<sup>2</sup> See the Environment Agency web site for the Summary Report of the Consultation on the approach to Flood Risk Management Plans in England and Wales: <https://consult.environment-agency.gov.uk/portal/ho/flood/plans/approach>).

# Acknowledgements

The Department of Environment, Food and Rural Affairs (Defra), the Welsh Government, the Environment Agency and Natural Resources Wales are grateful for the organisations that have supported and contributed to this living document. The following organisations have worked with us to develop the mock up of the FRMP, which forms part of this guidance:

- Anglian Water
- Essex County Council
- Lincolnshire County Council
- Northamptonshire County Council

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# Contents

<b>Foreword</b>	<b>3</b>
<b>Acknowledgements</b>	<b>4</b>
<b>Contents</b>	<b>5</b>
<b>Summary</b>	<b>6</b>
<b>1 Introduction</b>	<b>8</b>
1.1 The purpose of this document	8
1.2 What are Flood Risk Management Plans	9
1.3 Why are we doing Flood Risk Management Plans	10
1.4 The approach to preparing Flood Risk Management Plans	11
<b>2 What we need to do</b>	<b>13</b>
2.1 The FRMP information	13
2.2 Contributing to broader outcomes	16
2.3 Involving others	17
2.4 What do we produce	23
<b>3 When we need to do it</b>	<b>26</b>
<b>Glossary</b>	<b>29</b>
<b>Annex 1 Feedback Form</b>	<b>30</b>
<b>Annex 2 Agreed Flood Risk Areas</b>	<b>31</b>
<b>Annex 3 Proposed timeline for FRMPs</b>	<b>33</b>
<b>Annex 4 Contents of a FRMP</b>	<b>34</b>
<b>Annex 5 Contents of a Local Flood Risk Management Strategy</b>	<b>36</b>
<b>Annex 6 Information required as part of a FRMP</b>	<b>37</b>
<b>Annex 7 Sources of FRMP information</b>	<b>43</b>
<b>Annex 8 Contributing to broader benefits</b>	<b>47</b>
<b>Annex 9 WFD Management Catchment boundaries</b>	<b>50</b>

# Summary

Flood risk management planning is important for all risk management authorities (RMAs) and communities. It sets out where and how to manage flooding so that communities and the environment benefit the most. Flood risk management planning is integral to the way RMAs work: allowing authorities to develop a shared understanding of risk from all sources of flooding and agree priorities with communities to manage that risk. It will enable the public to see how flood risk will be managed in their area.

The European Floods Directive has formalised flood risk management planning. The Flood Risk Regulations 2009 implements the Directive and requires Lead Local Flood Authorities (LLFAs), the Environment Agency and Natural Resources Wales to prepare and publish Flood Risk Management Plans (FRMPs) on a six year cycle.

In this first cycle of planning, to 2015, LLFAs are only required to prepare FRMPs in Flood Risk Areas, where the risk of flooding from local flood risks is significant (see [Government guidance](#)). The Environment Agency and Natural Resources Wales are required to prepare FRMPs for all of England and Wales covering flooding from main rivers, the sea and reservoirs. The Environment Agency and Natural Resources Wales are also required to co-ordinate the publishing of FRMPs for each river basin district (the areas of England and Wales used for reporting to the European Commission).

We consulted over a three month period, from August to October 2012, about the approach for developing the FRMPs for this planning cycle (2015-2021) and also for future planning cycles. We published the proposed way forward in June 2013, taking account of the feedback from the consultation (see [Environment Agency web site](#)).

The preferred approach to FRMPs in this planning cycle is for the Environment Agency and Natural Resources Wales to prepare consolidated FRMPs in partnership with others by bringing together relevant information about all sources of flood risk from existing plans.

The Environment Agency and Natural Resources Wales will develop consolidated plans at a catchment scale by using information from existing plans, updating and adding to them if necessary. We recommend that LLFAs provide information from their work on Local Flood Risk Management Strategies (and Surface Water Management Plans where available), so that, as a minimum, the areas identified as Flood Risk Areas in the Preliminary Flood Risk Assessment (PFRA) are covered. This information on local flood risk management will sit within the broader catchment plan. We welcome any LLFAs also sharing local flood risk information for areas that are outside of the Flood Risk Areas should they wish to, so that information covering the whole of their LLFA area can form part of the consolidated FRMP. We welcome inclusion of coastal erosion risk management information, alongside other information from Shoreline Management Plans (SMPs). We want to develop FRMPs in a way that aligns with River Basin Management Plans, so they are well co-ordinated during engagement and consultation activities, and FRMPs support delivery of more environmental outcomes.

Together we will use the existing planning activities and partnerships to draw together into one place the following information:

- conclusions about all sources of flood risk and coastal erosion risk,
- the objectives for managing the risks, and
- the measures proposed to achieve the risk management objectives for 2015 to 2021, (and beyond where proposed measures have been worked up).

In this way, the FRMPs will provide a strategic overview of the management of all sources of flood and coastal erosion risk, and allow the longer-term pipeline of proposals to be shared by all risk management authorities. Advantages to this approach include:

- RMAs can share information about the longer-term priorities for managing all sources of flood and coastal erosion risk, so overlaps and interactions can be effectively co-ordinated;
- RMAs can share information in a more consistent way, and monitor and report on progress to communities and committees;
- it provides an opportunity for the public to be better aware and informed of all the flood and coastal erosion risks in their area by including all the relevant information in one place and how these risks will be managed.

The consolidated FRMP will be developed by RMAs sharing their relevant plan information into a database. The database is designed to store risk conclusions, objectives and measures for any place where risk management actions are proposed. These places can be large (e.g. cover the entire catchment for catchment-wide measures, or the whole LLFA area) or small (e.g. cover a single village) for very specific, local measures. This allows flexibility for RMAs to identify different objectives and measures that cover different geographical scales.

The database sits alongside other systems for tracking project delivery so that actions in the FRMP can be part of a more visible, longer-term programme, and transition easily into investment planning. The database allows actions to be tracked so that monitoring and reporting progress is straight forward, and LLFAs should find this useful to monitor progress in delivering their Local FRM Strategies. We encourage all RMAs to use the database to share their plan information, even if they are not in a Flood Risk Area.

While we encourage LLFAs, and other RMAs to contribute to the consolidated FRMP, LLFAs may still wish to develop separate FRMPs covering surface water flooding for Flood Risk Areas.

This guidance is in the form of a 'Living Draft', and is primarily for RMAs, although the public may also find it useful to appreciate and influence how RMAs can work together most effectively to manage flood risk. We ask RMAs to provide feedback to us by the end of September 2013 so that we can produce a final version by the end of October 2013.

# 1 Introduction

## 1.1 *The purpose of this document*

All RMAs should read this document, and not just LLFAs in Flood Risk Areas. It provides overarching draft guidance to all RMAs on what needs to be done, when, and by whom, so that they can work together in developing FRMPs for this first planning cycle (i.e. for FRMPs published by December 2015). In preparing this guidance, we have aimed to be clear about:

**What the legislation requires and what is needed for reporting to the European Commission**  
(this is outlined in red)

**What RMAs need to do to contribute to FRMPs in their area**  
(this is outlined in purple)

**What supporting guidance, information and references are available for RMAs to draw on**  
(this is outlined in yellow)

We are issuing this document as a “living draft” so that those involved in FRMPs can help shape the approach and offer support to others. We want feedback on what further information or clarification is needed by the end of September 2013 so that we can update the guidance by the end of October 2013.

### ***What's included in this initial FRMP guidance:***

- FRMP Guidance for RMAs – Living Draft. August 2013 (this document)
- Mock ups of the following documents:
  - o *FRMP Scoping Report* (for Anglian RBD): as an initial example
  - o *Draft Flood Risk Management Plan* (for Anglian RBD): as an initial example of what a FRMP could look like
- We also want RMAs to start to use the [FRMP Database](#) (a web-based database used to collate relevant plan information), along with the following supporting documents:
  - o [FRMP Database User Guide](#)
  - o [FRMP Database Data Guide](#)



While different RMAs have different roles to play as they participate in the development of FRMPs, we are keen to understand if more direction is needed in relation to particular issues, and who can share their experience. Depending on the issues raised, we may set up a specific 'task and finish' group to develop a specific issue.

***Provide your feedback by 30<sup>th</sup> September on what more you need:***

We want you to give us feedback about your position in relation to the topics covered in the guidance, as outlined below:

- a) Is the guidance here sufficient for you to participate appropriately in the development of the FRMPs?
- b) Do you need further guidance to enable you to contribute effectively to the development of the FRMP in your area?
- c) Do you have examples of good practice you are willing to share that others might find useful?
- d) Would you want to be part of a 'task & finish' group to better appreciate how to tackle a particular topic? Which topic?

E-mail your completed feedback form (see Annex 1) to:

[FRMPConsultation@environment-agency.gov.uk](mailto:FRMPConsultation@environment-agency.gov.uk)

A feedback form is included in Annex 1 for return by 30<sup>th</sup> September 2013. We will use responses to inform the update to this guidance.

## ***1.2 What are Flood Risk Management Plans***

Flood risk management plans (FRMPs) are important because they will set out where and how to manage flooding so that communities and the environment benefit the most. Flood risk management planning is integral to the way Risk Management Authorities (RMAs) work together to:

- share evidence and understanding about risks from all sources of flooding;
- agree shared priorities and outcomes;
- taking a risk-based approach, agree the right actions to manage flooding; and
- deliver, monitor and review those actions to ensure their effectiveness and priority.

Flood risk management planning is something that RMAs do already, but new European legislation has formalised this, so we want to ensure that in meeting these new requirements, we do so in a way that helps all RMAs in England and Wales.

### 1.3 Why are we doing Flood Risk Management Plans

The [Flood Risk Regulations 2009](#) (the Regulations) implement the requirements of the [European Floods Directive](#) which aims to provide a consistent approach to managing flood risk across Europe. The Regulations set out a six year cycle with timescales for reporting to the European Commission and the publication of various outputs:

#### **What the Floods Directive and Flood Risk Regulations require:**

- Production of a Preliminary Flood Risk Assessment (PFRA) and the identification of Flood Risk Areas (areas where the risk of flooding is significant). This element was completed and [published](#) in December 2011.
- In relation to the Flood Risk Areas identified: the preparation of Flood Hazard and Flood Risk Maps. The completion date is December 2013.
- In relation to the Flood Risk Areas identified: the preparation of Flood Risk Management Plans (FRMPs). The completion date is December 2015.

We are currently in the first cycle of the Regulations and once this cycle is complete in 2015, the second cycle will begin in 2016.

Responsibilities are defined by the Regulations and are consistent with those provided within the [Flood and Water Management Act 2010](#) (the Act).

#### **What the responsibilities are under the Flood Risk Regulations:**

- LLFAs are only required to prepare FRMPs in Flood Risk Areas (Annex 2), where the risk of flooding from local flood risk is significant (see [Government guidance](#)).
- The Environment Agency and Natural Resources Wales are required to prepare FRMPs for all of England and Wales covering flooding from main rivers, the sea and reservoirs.
- The Environment Agency and Natural Resources Wales are also required to co-ordinate the publishing of FRMPs for each river basin district (the areas of England and Wales used for reporting to the European Commission).

This guidance is intended for use by the Environment Agency, Natural Resources Wales and Lead Local Flood Authorities as competent authorities for the Regulations. The guidance will also be useful for other RMAs, to see how their work can also contribute to FRMPs.

## **1.4 The approach to preparing Flood Risk Management Plans**

Last year we consulted on options for preparing FRMPs in England and Wales and, following feedback we received, we published the proposed way forward in June 2013 (see the [Environment Agency website](#)).

### ***The approach to FRMPs in this first cycle of planning:***

The approach to FRMPs in this first planning cycle, to 2015, is for the Environment Agency and Natural Resources Wales to prepare consolidated FRMPs in partnership with others by bringing together relevant information, including from existing plans. The Environment Agency and Natural Resources Wales will develop these consolidated plans at a catchment scale by using information from other existing plans (Catchment Flood Management Plans, Shoreline Management Plans and Reservoir Plans for flooding from main rivers, the sea and reservoirs). The approach recommends that LLFAs pool information for their area of flood risk management responsibility from Local Flood Risk Management Strategies (and Surface Water Management Plans where available), so that, as a minimum, the areas identified as Flood Risk Areas in the PFRA are covered. This information on local flood risk management would sit within the broader catchment plan.

We welcome any LLFAs sharing their local flood risk information (covering flooding from ordinary watercourses, groundwater and surface water) for areas that are outside of the Flood Risk Areas should they wish to, so that information covering the whole of their LLFA area can form part of the consolidated FRMP.

We recognise the importance of planning to manage coastal erosion risk alongside flooding and therefore welcome the incorporation of relevant information supporting coastal erosion risk management as part of the FRMP. This approach therefore aims to use the existing plans and partnerships already established to draw together into one place:

- conclusions about all sources of flood and coastal erosion risk;
- the objectives for managing those risks and
- the measures proposed to achieve those risk management objectives.

The proposed approach includes consultation on the draft consolidated FRMPs being co-ordinated by the Environment Agency and Natural Resources Wales at a catchment scale. Wherever possible, this consultation should be undertaken in partnership with LLFAs, and other RMAs, drawing on their consultation and engagement networks. The aim in this first cycle of FRMPs is for consultation to happen from June to December 2014, at the same time as the draft River Basin Management Plans (RBMPs) to allow consideration of broader water management issues and opportunities.

In this way, the FRMP provides a strategic overview of the management of all sources of flood and coastal erosion risk, and allows the longer-term pipeline of proposals to be shared by all risk management authorities.

The advantages of preparing consolidated FRMPs and aligning with RBMPs in partnership include:

- this can help identify where outcomes can be delivered that meet both flood risk and water quality objectives;
- that resources can be allocated most efficiently;
- for the first time the proposed management of all sources of flood and coastal erosion risk is in one place;
- the proposed management is clear to the public, all RMAs and other interested parties;
- RMAs can share information and identify where there are interactions and overlaps across different sources of risk. Engagement about those shared proposals may also be more straightforward;
- ownership of relevant information can still be retained by the relevant authority, in accordance with responsibilities in the Act;
- the use of a common database to draw information together means RMAs are considering risk management in a more consistent way ;
- information can be cut to different boundaries (e.g. river basin districts, Regional Flood and Coastal Committee boundaries, catchments or LLFA boundaries);
- the use of a database means RMAs can monitor and report on progress in a consistent way across the management of all sources of flood and coastal erosion risk.

This document is out of date and has been withdrawn 02/03/2016.

## 2 What we need to do

### 2.1 The FRMP information

The information that needs to be included in the FRMP is clearly set out in the Floods Directive and Flood Risk Regulations (see Annex 4):

**What the Floods Directive and the Flood Risk Regulations ask for:**

**The contents of a Flood Risk Management Plan must include:  
(see Annex 6)**

- Conclusions from the PFRA in the form of a **summary map showing which areas are included in the FRMP and what sources of flooding they cover** (*this is included in the FRMP Scoping Report*);
- Flood hazard and flood risk maps (due to be published by December 2013) and **conclusions** derived from those maps;
- Appropriate **objectives** for the management of flood risks focusing on both the reduction of potential adverse consequences of flooding for human health, the environment (including cultural heritage) and economic activity, and on reducing the likelihood of flooding (whether by structural initiatives or otherwise);
- **Measures** for achieving those objectives, and their priority (including measures required by any other relevant legislation). Measures in particular should address the prevention of flooding, protection against the consequences of flooding and arrangements for forecasting and warning;
- In preparing measures, regard should be had to the costs and benefits of different methods, the information in the flood risk and hazard maps, the RBMP for the area, the effect of floodplains that retain floodwater, the WFD environmental objectives and the likely effect on the local area and the environment;
- FRMPs must include detail on how and when measures will be implemented and who by, and in addition how their implementation will be monitored.
- A report upon the prior consultation of the FRMP contents is also needed.

#### **Formal reporting to the European Commission:**

The European Commission requires formal reporting of specific information from the FRMP, including objectives, measures and the priority of measures. This reporting has to be done by the Environment Agency and Natural Resources Wales by March 2016. A 'reporting schema' for FRMPs is currently being drafted and has been taken into account in developing this guidance.

The Environment Agency and Natural Resources Wales will lead on the development of consolidated partnership FRMPs. For RMAs contributing to the consolidated partnership FRMP, each will be responsible for contributing the relevant plan information. To support RMAs bringing together information about areas at risk, the Environment Agency has developed a database to store and manage relevant plan information about different sources of flooding. This database is designed to hold the relevant plan information for any place that is identified by the RMA.

In setting out risks for individual sources of flooding, RMAs will know where different sources of flooding interact, and where a breadth of risk management objectives can be managed more efficiently in partnership than in isolation. The aspiration for the FRMP database is for the relevant RMA who leads on the source of flood risk or coastal erosion risk management to have access to the database, input the relevant data, update and monitor delivery of the actions and the achievement of the objectives. In doing so, RMAs are able to view all the information for their area, while maintaining responsibility for the records that correspond to their responsibilities established under the Act. This approach to database access and editing rights simply supports the effective partnership working already being progressed by RMAs. Furthermore, LLFAs may see value in using the database to support their own monitoring needs (e.g. for their Local FRM Strategies).

Importantly, for the next round of FRMPs (i.e. the FRMPs required in 2021), relevant authorities will need to reflect on the delivery of the proposed measures from this planning cycle and provide reasons for actions not progressed. RMAs maintaining information in the database, and adding proposed actions as and when they come to light, will help build a robust pipeline of measures and enable monitoring and reporting of progress in an efficient way.

***Using the FRMP database to collate all sources of flood and coastal erosion risk information:***

The FRMP database is being made available to RMAs in England and Wales as part of this guidance. The system uses a website that is hosted externally to the Environment Agency's and Natural Resources Wales' own systems. Its setup allows the potential to cross reference data captured for FRMPs to flood and coastal erosion project data in other systems such as the *Project and Programme Management Tool* (PPMT), which is used by the Environment Agency and Natural Resources Wales to track delivery of projects. In this way, a more visible pipeline of proposals across all sources of flood and coastal erosion risk can be created and shared. The FRMP includes actions that do not attract central government grants, so that RMAs can see all actions proposed to manage risk in their area.

This breadth of information supports the Environment Agency's strategic overview, and Natural Resources Wales' strategic oversight of all sources of flooding and coastal erosion.

Where LLFAs prefer to prepare a separate FRMP that covers flooding from surface water for the Flood Risk Area identified in the PFRA, they will need to ensure that their FRMP covers the whole of the Flood Risk Area where it has not been included in the consolidated partnership FRMP, and that it includes the information required.

The Environment Agency, Natural Resources Wales, and other RMAs contributing to a consolidated FRMP must provide the following information for the management areas (or places) for which they propose measures:

***What this guidance asks for:***

**Plan information needed for the FRMP:  
(See Annex 6 for more detail)**

RMAs must identify the place, or management area, where there is a risk or concern that they aim to manage. This can be the whole river basin district, the whole catchment, the whole LLFA area, the whole Flood Risk Area, or a part of those areas:

- The RMA must produce a GIS shape file that identifies the place(s) relevant to the FRMP, i.e. the places for which conclusions are drawn from the hazard and risk maps, objectives are set and measures are developed. These are the places where RMAs aim to manage risk.
- Where RMAs have worked in partnership to identify and agree these places jointly, each place must have a lead RMA identified who is responsible for data entry, monitoring, update etc. It is recommended that the lead corresponds to the responsibilities set out in the FWMA but must be either the Environment Agency, Natural Resources Wales or the LLFA (to align with the competent authorities under the Regulations). While the ultimate statutory responsibility for activities remains as set out in the Regulations, this does not preclude local arrangements being made between RMAs.

For the consolidated FRMPs, the relevant RMA (or nominated lead) will need to enter the required information about that place into the FRMP database.

For separate FRMPs covering Flood Risk Areas, or parts of Flood Risk Areas, the place(s) identified must be shown on a map in the draft and final FRMP. In this case, the place(s) identified will need to, in totality, cover the whole of the Flood Risk Area identified in the PFRA, or the part of the Flood Risk Area that is not included in the consolidated partnership FRMP. The Flood Risk Area can be divided into smaller places, each with relevant objectives and measures (e.g. an LLFA may identify specific places within the Flood Risk Area where they propose specific objectives and measures).

Sources of relevant information covering different sources of flood risk and coastal erosion risk management are outlined in Annex 7.

## 2.2 *Contributing to broader outcomes*

In developing FRMPs, RMAs need to identify improvements to the environment so that investment in flood and coastal erosion risk management can contribute to achieving broader environmental outcomes wherever possible. For example, RMAs need to set out where they can protect and improve habitats and biodiversity, water quality, and the natural functioning the water environment, as well as the historic environment and cultural heritage. Annex 8 outlines these key legal requirements.

### ***Contributing to broader benefits:***

In developing FRMPs, RMAs should also identify where flood and coastal erosion risk management can contribute to broader outcomes for society, the environment and the economy.

### ***What the Floods Directive, Strategic Environmental Assessment Directive, Habitats and Birds Directives and Water Framework Directive asks for:***

In developing FRMPs, the following need to be considered:

- The need for Strategic Environmental Assessment (SEA)
- The requirements of the Habitats and Birds Directives
- The objectives of the Water Framework Directive (WFD)
- Costs and benefits of the proposed measures

RMAs need to draw on the WFD Management catchments across England and Wales (see Annex 9). These are the catchments that support Defra's emergng [Catchment based Approach](#).



## 2.3 Involving others

### Governance arrangements

At a national level, Defra, the Welsh Government, the Environment Agency and Natural Resources Wales are working in partnership to steer the approach to delivering the Flood Risk Management Plans required in England and Wales under the Flood Risk Regulations. This partnership has established a Project Board to oversee this work.

For the development of the FRMPs across river basin districts, there are no specific governance arrangements set out in the legislation and we do not intend to establish new formal governance arrangements. There are already many well established partnerships in place and RMAs should make good use of these to enable the FRMPs to be developed in a way that builds on existing arrangements.

The partnership approach is central to the development of the FRMP, and we recognise that different RMAs will have different internal governance arrangements that support their contribution to flood and coastal erosion risk management. Furthermore, the existing planning processes from which information needs to be drawn to develop the FRMP (e.g. Shoreline Management Plans and Local FRM Strategies) also have their own governance arrangements.

For the FRMP, it will be important to know, and be able to inform partners and the public, where the actions originated from, what consultation has been undertaken and what the status of actions are (i.e. if the action has been approved as part of a voluntary or statutory plan).

#### **Governance and provenance of FRMP information:**

For transparency of plan information and governance, RMAs need to:

- Identify 'owners' of the actions drawn into the FRMP;
- Establish and record the provenance of the action (i.e. which specific plan the action is drawn from);
- Establish and record what consultation with the public has been undertaken (dates and duration), and what Environmental Reports have accompanied these plans;
- What approvals are associated with the actions (e.g. scrutiny committees and cabinet).

The FRMP Database is designed to accommodate this information.

## **Working with communities and involving the public**

The respective National Flood and Coastal Erosion Risk Management Strategies for England and Wales steer RMAs to work in partnership with communities. Involving others is an important part of planning and there will be a number of well established steering groups and stakeholder forums that can support the preparation of FRMPs. There are also statutory requirements for public participation and consultation that the FRMPs need to consider. These are set out in the [Floods Directive](#) and the [Public Participation Directive](#).

### ***Article 10 of the Floods Directive asks for:***

- The FRMPs to be made available to the public; and
- To encourage active involvement of interested parties in the production, review and updating of the flood risk management plans

### ***The Public Participation Directive asks that:***

- the public are given early and effective opportunities to participate in the preparation and modification or review of certain plans.

To this end, a Member State must:

- ensure the public is informed about any proposals for such plans and the right to participate in decision-making and about the competent authority to which comments or questions may be submitted.

Also:

- the public is entitled to express comments and opinions when all options are open before decisions on the plans and programmes are made;
- in making those decisions, due account shall be taken of the results of the public participation;
- having examined the comments and opinions expressed by the public, the competent authority makes reasonable efforts to inform the public about the decisions taken and the reasons and considerations upon which those decisions are based, including information about the public participation process.

Many RMAs have already undertaken consultation and engagement on various plans (e.g. Local FRM Strategies, Shoreline Management Plans etc.). It is important to enable interested parties, including the public, to participate in decision making. It will be important for RMAs to consider how consultation and engagement happens for the FRMPs, and how this can work most effectively in relation to other proposed consultations (for example, and in particular, in relation to consultation on draft River Basin Management Plans, Local FRM Strategies and other investment strategy proposals, or scheme consultations).

## Scoping the FRMP

During a scoping stage (to December 2013), LLFAs will need to decide if they wish to contribute to developing a FRMP for all sources of flood risk in partnership with the Environment Agency or Natural Resources Wales. If LLFAs wish to prepare a separate FRMP covering surface water for Flood Risk Areas they will need to set out the timetable for consultation on the draft. The public need to be made aware of this timetable in the FRMP Scoping Report (see Section 2.4).

The FRMP Scoping Report is also an opportunity to set out the structure of any partnership working for the FRMP, along with the role of any stakeholders groups and steering groups that have been established to support the development of the FRMP. This is not a formal requirement of the FRMP Scoping Report but it provides an opportunity for those who have been involved in consultations previously to appreciate how their interests are being considered as the FRMP is developed.

### ***Article 5 of the Strategic Environmental Assessment Directive asks for:***

The statutory environmental authorities to be consulted when deciding on the scope and level of detail of the information which must be included in the environmental report.

The statutory environmental bodies are:

- In England: Natural England, English Heritage and the Environment Agency.
- In Wales: Welsh Government, Natural Resources Wales.

In order to meet the requirements of the SEA Directive, the statutory environmental bodies for SEA must be consulted on the scope and level of detail of the information which must be included in the environmental report for the FRMP. This information must therefore also be included in the FRMP Scoping Report.

## **Co-ordinating consultation with the draft RBMP**

As part of developing the FRMP, RMAs should carefully consider how they engage, and with whom, as well as how they will consult at the various stages in the process. Of particular importance is the statutory requirement to consult on the draft FRMP, and to aim to align that consultation with the consultation on the draft River Basin Management Plan (see Section 3). A consultation and engagement plan would be an appropriate way to manage this so that it is co-ordinated effectively across RMAs.

### ***What the SEA Directive, the Floods Directive and the Flood Risk Regulations ask for:***

#### **Consultation on the draft FRMP**

The following must be consulted about the proposed content of a flood risk management plan:

- RMAs, certain reservoir undertakers and certain navigation authorities that may be affected by the plan (see Flood Risk Regulations 36(3)); and
- the public.

Statutory Environmental bodies and the public must be consulted on the draft FRMP.

The active involvement of all interested parties in Flood Risk Management Planning shall be co-ordinated, as appropriate, with the active involvement of interested parties in River Basin Management Planning.

### ***What this guidance asks for:***

#### **Alignment of draft FRMP and draft RBMP consultations**

RMAs must consult on the consolidated FRMP at the same time as the consultation on the draft River Basin Management Plans (June to December 2014).

Where RMAs are preparing a separate draft FRMP for a Flood Risk Area identified for surface water flooding, they should also consider consulting at the same time as the consultation on the draft River Basin Management Plans.

**Further guidance is available:**

UK and the Aarhus Convention sets out requirements related to access to information, public participation in decision making and the right to justice: <http://ec.europa.eu/environment/aarhus/>).

[Working in partnership](#)

[The National Flood Forum website](#)

**Approving the Final FRMP**

Prior to approving the final FRMPs, all LLFA information included within the consolidated final FRMPs and any separate final FRMPs produced by LLFAs to cover flooding from surface water for Flood Risk Areas need to be made available to the Environment Agency and Natural Resources Wales no later than 22 June 2015 for review.

**What this guidance asks for:**

**By 22 June 2015**

LLFAs provide to the Environment Agency or Natural Resources Wales their final FRMPs for review

**What the Flood Risk Regulations ask for:**

**The Environment Agency and Natural Resources Wales to review a FRMP prepared by LLFAs**

The Environment Agency / Natural Resources Wales must:

- review a flood risk management plan prepared by an LLFA, and
- may recommend modifications.

Following a review, a lead local flood authority may revise its flood risk management plan.

The format of that review will be set out after the publication of the FRMP Scoping Report in December 2013, when LLFAs have stated their preference for inclusion or not in the consolidated FRMP.

The Regional Flood and Coastal Committees (RFCCs) have an important role in co-ordinating the management of all sources of flood and coastal erosion risk across their area, and we want FRMPs to support delivery of outcomes for RFCCs. We want the partners involved in developing the FRMP, or the LLFAs who develop separate FRMPs covering surface water for Flood Risk Areas, to champion their FRMPs with the relevant RFCCs. In developing the FRMPs that straddle England and Wales it will be important to ensure that causes and effects are understood and any interactions between proposals on one side of the border are fully appreciated and agreed on the other side. While LLFAs will want to ensure they obtain any local approval via their LLFA decision-making processes, the formal approvals we seek for FRMPs are set out below.

***What this guidance asks for:***

**Approval of the final FRMP**

The final FRMPs must be approved as follows:

- For FRMPs prepared by the Environment Agency covering England (or part of England): by the relevant Environment Agency Regional Director.
- For FRMPs prepared by Natural Resources Wales covering Wales (or part of Wales): by the relevant Executive Director for Natural Resources Wales.
- For FRMPs prepared by LLFAs covering England or Wales: by the relevant LLFA.
- For FRMPs prepared in partnership, an approach will need to be agreed between parties to approve the joint plan, or relevant parts of the plan.

## 2.4 What do we produce

### The FRMP Scoping Report

To ensure the public and other interested parties know how to get involved in the development of FRMPs, the Environment Agency and Natural Resources Wales need to publish a FRMP Scoping Report for each RBD by 21 December 2013 (see Section 2.3). Statutory environmental bodies also need to be consulted on the information to be included in any Environmental Report prepared under the SEA requirements.

**The Environment Agency and Natural Resources Wales must publish a FRMP Scoping Report for each River Basin District by 21 December 2013.**

RMAs must set out what aspects of flood and coastal erosion risk management will be included within the draft FRMP for consultation along with other key flood and coastal erosion risk management initiatives for which consultation is proposed, and the timing of that consultation.

The FRMP Scoping Report must include:

- (i) A map of the River Basin District (RBD) which is covered by the FRMP;
- (ii) The area of the RBD for which flooding from main rivers, the sea and reservoirs will be included and consulted on as part of the draft FRMP (i.e. the whole of the RBD);
- (iii) The area of the RBD for which flooding from surface water will be included and consulted on as part of the draft FRMP (those that are Flood Risk Areas under the Regulations must be distinguished from areas outside the Flood Risk Areas);
- (iv) The area of the RBD for which flooding from surface water is being considered under the Flood Risk Regulations but which is being consulted on as a separate FRMP by the relevant authorities (the timings of the consultation must be included);

For items (ii), (iii) and (iv) above, the FRMP Scoping Report must also set out the source of the plan information (e.g. list the Shoreline Management Plans, Catchment Flood Management Plans, Local FRM Strategies and Surface Water Management Plans) from which information has been drawn to produce the FRMPs, indicating if the information is revised from the source plans.

- (v) The area or location of the RBD for which plans will be consulted on independently, and not as a requirement of the Flood Risk Regulations (e.g. Local FRM Strategies, other FRM investment strategies or schemes). The timings and title of the consultation must be included.

In addition, the FRMP Scoping Report must set out:

- (vi) Any Environmental Reports that have been prepared in support of information that is included in the itinerary above and the timings of when those Environmental Reports were made available for consultation.
- (vii) The scope of the strategic environmental assessment proposed for the itinerary above.

The Environment Agency and Natural Resources Wales must consult the relevant statutory SEA bodies on the FRMP Scoping Report.

See the mock up of a "FRMP Scoping Report for Anglian RBD"

A mock up of a FRMP Scoping Report has been prepared for the Anglian River Basin District. Importantly this report must put the FRMP being prepared under the Regulations in the context of other FCRM planning activities (in particular the development of Local FRM Strategies).

***What guidance is available:***

**A mock up of a FRMP Scoping Report**

Included with this guidance is a  
Mock up of the FRMP Scoping Report for the Anglian River Basin District.

**The draft FRMP and Environmental Report**

The Environment Agency and Natural Resources Wales, as well as other contributing RMAs, must ensure that the draft consolidated FRMPs are consulted on and, at the same time, access is made available to the relevant environmental report(s) that accompany the draft FRMP.

For LLFAs preferring to develop a separate FRMP covering flooding from surface water for Flood Risk Areas, they will need to identify this preference by December 2013, and include reference to their proposed consultation timescales within the FRMP Scoping Report for the RBD they are within. It will be for the LLFA to consult on any separate draft FRMP and accompanying Environmental Report.

***What the Floods Directive, SEA Directive and Flood Risk Regulations ask for:***

**Consultation on the draft FRMP**

Interested parties and the public must be given an opportunity to comment on the draft FRMP, along with any Environmental Report prepared as part of the strategic environmental assessment.

The statutory environment bodies must also be consulted on the draft FRMP and any Environmental Report prepared as part of the strategic environmental assessment.

A mock up has been developed of the Draft FRMP for Anglian RBD. We ask that feedback from RMAs can help further shape the format of the draft FRMP over the coming months.



***What guidance is available:***

**A mock up of a Draft FRMP**

Included with this guidance is a mock up of the draft FRMP for the Anllian River Basin District.

**The final FRMP and Statement of Environmental Particulars**

The Environment Agency and Natural Resources Wales must ensure that the draft consolidated FRMPs are revised, taking into account comments received during the consultation. This will be for the RMAs contributing to the consolidated FRMP to progress in partnership, ensuring that together, measures to manage risk remain well co-ordinated across catchments and the coastline.

***What the Public Participation and SEA Directives ask for:***

**Take into account comments on the draft FRMP**

Decision makers need to take into account the comments they receive from consultation. The final FRMP needs to include a report of the consultation.

The *Statement of Environmental Particulars* must be published that informs the public that the plan has been adopted, how the Environmental Report and feedback from consultation has been taken into account and how environmental impacts are to be monitored.

In finalising the FRMP, RMAs will also need to prepare a *Statement of Environmental Particulars* that sets out how comments have been taken into account and how the environmental impacts of the FRMPs will be managed.

For LLFAs preferring to develop a separate FRMP covering flooding from surface water for Flood Risk Areas, they will need to revise their draft, taking into account comments received during the consultation, and be satisfied that they have met the requirements of Strategic Environmental Assessment.

***What the Flood Risk Regulations ask for:***

**Publish the Final FRMP**

The Final FRMP(s) must be published before 22nd December 2015.

The final FRMP and *Statements of Environmental Particulars* need to be published following approval by 21<sup>st</sup> December 2015.

### **3 When we need to do it**

There are statutory deadlines for the publication of FRMPs. To meet these deadlines, there are a number of important processes and milestones that RMAs need to factor in to their approach to FRMPs, these are illustrated in Annex 3 and set out in Table 1, on the next page.

This document is out of date and has been withdrawn 02/03/2016.

**Table 1 Important milestones in the development of FRMPs**

Timing	FRMP Project Activities	IMPORTANT MILESTONES IN THE DEVELOPMENT OF FRMPs	
	Activities undertaken by National FRMP Project	Activities undertaken by EA / NRW	<b>Activities undertaken by Lead Local Flood Authorities</b> To develop a consolidated FRMP for all sources of flooding - within or outside of a Flood Risk Area - To develop a separate FRMP for surface water flooding - for Flood Risk Area(s) -
Jun - July 2013	10th June 2013 Publish Proposed approach to developing FRMPs in England & Wales (EA website)		
	July 2013 FRMP Project Board established Drafting initial FRMP Guidance Initial FRMP database 'Go Live'		
Aug - Sep 2013	August 2013 initial FRMP Guidance for RMA's - Living Draft published  FRMP mailbox open for queries: <a href="mailto:FRMPConsultation@environment-agency.gov.uk">FRMPConsultation@environment-agency.gov.uk</a>  England: scheduled live meetings for LLFAs: 17, 20, 25 and 30 September.  Wales: RMA meeting 25 September.	How can EA / NRW work most effectively to support LLFAs being part of the consolidated FRMP?	<p><b>Scoping the Flood Risk Management Plans:</b></p> <p><b>EA / NRW, in partnership with LLFAs, consider approach to Flood Risk Management Plans. Key issues to consider include:</b></p> <p>The scope of the FRMP:</p> <ul style="list-style-type: none"> <li>- do we want the consolidated FRMP to include surface water flooding for all the Flood Risk Areas identified - what about groundwater and flooding from ordinary watercourses?</li> <li>- or, if we're in a Flood Risk Area, do we want to prepare a separate FRMP covering surface water flooding?</li> <li>- do we want the consolidated FRMP to include local flood risk for areas outside the Flood Risk Areas?</li> <li>- how does the timescale for FRMPs align with timescales for our Local Flood Risk Management Strategies? Can we progress our contribution to the consolidated FRMP as we are progressing our Local FRM Strategy?</li> </ul> <p><b>England:</b> live meetings with LLFAs to share an overview of the approach to FRMPs and the FRMP database;</p> <p><b>Wales:</b> meeting with RMA's to share an overview of the approach to FRMPs and the FRMP database.</p> <p><b>By 30 September 2013</b> Risk Management Authorities to provide feedback on initial FRMP Guidance</p> <p><b>Risk Management Authorities consider how they can use FRMPs to support delivery of river basin management planning objectives:</b></p> <ul style="list-style-type: none"> <li>- Start to consider reasons for failing to meet environmental quality objectives, and the influence FCRM has these reasons for failure</li> <li>- Start to consider where there are environmental quality outcomes that coincide with flood risk areas: these are areas where there are synergies and the potential to progress 'win-wins'</li> </ul>
Oct - Dec 2013	Review feedback from RMA's on initial FRMP Guidance and issue update  Review database design and FRMP Report formats with RMA's  December 2013 Environment Agency publishes flood hazard and flood risk maps for flooding from rivers, the sea, reservoirs and surface water, for England and Wales	<p><b>By 1 October 2013</b> EA and NRW formally invite all LLFAs to work in partnership to develop FRMPs for all sources of flood risk.</p> <p><b>By 21 December 2013</b> EA and NRW consult relevant environmental bodies and publish FRMP Scoping Report for each river basin district</p>	<p><b>By 5 November 2013</b> All LLFAs respond to Environment Agency and Natural Resources Wales invitation to work in partnership to develop FRMPs for all sources of flood risk.</p> <p><b>By 21 December 2013</b> All LLFAs contribute to the development of the FRMP Scoping Report for each river basin district.</p>

**Legend:**

- Activities to co-ordinate with river basin planning: to improve environmental quality
- Activities undertaken by Risk Management Authorities to deliver FRMPs
- Activities undertaken by the National FRMP Project to support RMA's delivering FRMPs
- Activities undertaken by the Environment Agency to deliver flood risk and flood hazard maps

This document is out of date and has been withdrawn 02/03/2016.

Table 1 continued

Timing	FRMP Project Activities	IMPORTANT MILESTONES IN THE DEVELOPMENT OF FRMPs	
	Activities undertaken by National FRMP Project	Activities undertaken by EA / NRW	Activities undertaken by Lead Local Flood Authorities
			To develop a consolidated FRMP for all sources of flooding - within or outside of a Flood Risk Area -
			To develop a separate FRMP for surface water flooding - for Flood Risk Area(s) -
From Jan 2014	Update RFCCs with outcome of FRMP Scoping: - Which LLFA areas will be included in consolidated FRMP for all sources of flooding; - Which LLFAs will prepare separate FRMPs for surface water flooding and consultation schedule.	Activities and milestones for EA / NRW working in partnership with LLFAs and other RMAs to develop consolidated FRMP for all sources of flooding	Activities and milestones for LLFAs to develop separate FRMP covering flooding from surface water
		EA and NRW progress consolidated FRMPs for all sources of flood risk: - where LLFAs wish to contribute plan information for local flood risk into the consolidated FRMP.	LLFAs progress in one of the following ways: - work in partnership to develop consolidated FRMP for all sources of flooding, or - work to develop a separate FRMP for surface water for the Flood Risk Area (or part of the Flood Risk Area), or - they are a consultee to the consolidated draft FRMP being developed.
Jan - Mar 2014	Finalise design of FRMP report formats	EA / NRW & LLFAs Consider flood risk and agree priority outcomes for all sources of flood risk: - consider flood risk from all sources (in areas agreed with LLFAs) - consider reasons for failure of WFD objectives - consider relevant funding commitments - consider potential partnership funding - consider potential LEP funding (and EU funding) - FRMP data uploads progressing	LLFAs progressing separate FRMPs covering surface water for Flood Risk Area(s): (timescales for LLFA to determine unless specified below) - consider surface water flooding in Flood Risk Areas (and interactions with flooding from main rivers, the sea and reservoirs) - consider reasons for failure of WFD objectives - consider relevant funding commitments - consider potential partnership funding - consider potential LEP funding (and EU funding)
	Set out EA / NRW Review process for FRMPs		
Apr - May 2014		EA / NRW & LLFAs Agree proposed draft measures to manage all sources of flood risk and upload draft FRMP information into database: - consider how measures improve the environment and support the river basin management plan - consider where there are win-wins across RMA responsibilities - ensure Strategic Environmental Assessment and Habitats Regulations Assessments are completed - secure any local approvals (scrutiny committee, cabinet etc. prior to consultation on draft FRMP) - complete FRMP data uploads into database (test report formats)	- Identify proposed draft measures to manage flooding from surface water and draft FRMP for Flood Risk Area (or part of Flood Risk Area) - consider how measures improve the environment and support the river basin management plan - consider where there are win-wins across RMA responsibilities - ensure Strategic Environmental Assessment and Habitats Regulations Assessments requirements are completed - secure any local approvals (scrutiny committee, cabinet etc. prior to consultation on draft FRMP)
		Prepare for Consultation on draft consolidated FRMP: Develop communications and engagement plan	Prepare for Consultation on draft FRMP: Develop communications and engagement plan
June - Dec 2014		RMA Partners undertake statutory consultation on Draft consolidated FRMPs (including publish Environmental Report information) : Co-ordinated with consultation and engagement undertaken for river basin management planning, where appropriate	LLFAs undertake statutory consultation on Draft FRMPs: Co-ordinated with consultation and engagement undertaken for river basin management planning, where appropriate
Jan - Jun 2015		RMA Partners revise Draft consolidated FRMPs - taking into account comments received - local approvals via LA scrutiny committees and cabinet	LLFAs revise Draft FRMPs - taking into account comments received - local approvals via LLFA decision-making processes
		Revise Draft FRMPs (and obtain any local approvals via LLFA decision-making processes)	Revise Draft FRMPs (and obtain any local approvals via LLFA decision-making processes)
		By 22 June 2015 LLFA partners provide revised FRMP information covering surface water flooding to EA / NRW for Review (covering Flood Risk Areas)	By 22 June 2015 LLFAs preparing separate FRMPs covering surface water for Flood Risk Areas provide EA / NRW with the final FRMP for Review
Jul - Sep 2015	National overview of Formal Review of LLFA FRMPs	EA / NRW Formal Review of LLFA FRMP information	EA / NRW Formal Review of separate LLFA FRMPs
Oct - Dec 2015	National paper to RFCCs to support local RFCC meetings	Approval of FRMPs Approval of Environment Agency FRMPs by the relevant Environment Agency Regional Directors Approval of Natural Resources Wales FRMPs by relevant Executive Director for Natural Resources Wales Approval of LLFA FRMPs by relevant LLFA Approval of partnership FRMPs via agreed approach between partners	
		By 21 December 2015 EA / NRW Publish Final FRMPs	
Mar 2016	By 22 March 2016 Environment Agency / Natural Resources Wales report FRMP information to European Commission		

Legend: Activities to co-ordinate with river basin planning: to improve environmental quality  
 Activities undertaken by Risk Management Authorities to deliver FRMPs  
 Activities undertaken by the National FRMP Project to support RMAs delivering FRMPs  
 Activities undertaken by the Environment Agency to deliver flood risk and flood hazard maps

## Glossary

CFMP	Catchment Flood Management Plan
Coastal Groups	Voluntary coastal defence groups made up of maritime district authorities and other bodies with coastal defence responsibilities.
Defra	Department for Environment, Food and Rural Affairs
EA	Environment Agency
FCERM	Flood and Coastal erosion Risk Management
Floods Directive	The European Floods Directive (2007/60/EC) on the assessment and management of flood risks.
Flood Risk Area (FRA)	Areas where the risk of flooding from local flood risks is significant as designated under the Regulations.
FRMP	Flood Risk Management Plan – plan produced to deliver the requirements of the Regulations.
Government	The term Government is used within this report to refer to Defra, the Department for Environment, Flood and Rural Affairs and the Welsh Government.
Groundwater flooding	Occurs when water levels in the ground rise above the natural surface. Low-lying areas underlain by permeable strata are particularly susceptible.
HRA	Habitats Regulations Assessment
LLFA	Lead local flood authority
Local FRM Strategy	Local flood risk management strategy produced by LLFAs under the Flood and Water Management Act 2010.
Main River	A watercourse shown as such on the Main River Map, and for which the Environment Agency and Natural Resources Wales has responsibilities and powers
NRW	Natural Resources Wales. The NRW took over the functions of the Environment Agency in Wales on 1 <sup>st</sup> April 2013.
Ordinary watercourses	All watercourses that are not designated Main River, and which are the responsibility of Local Authorities or, where they exist, Internal Drainage Boards.
PFRA	Preliminary Flood Risk Assessment – these were required to be published by December 2011 and were the first stage in delivering the Regulations.
Reservoir	A natural or artificial lake where water is collected and stored until needed. Reservoirs can be used for irrigation, recreation, providing water supply for municipal needs, hydroelectric power or controlling water flow.
Risk management authorities (RMAs)	Organisations that have a key role in flood and coastal erosion risk management as defined by the Act. These are the Environment Agency, Natural Resources Wales, lead local flood authorities, district councils where there is no unitary authority, internal drainage boards, water companies, and highways authorities.
RFCCs	Regional Flood and Coastal Committees
River Basin District (RBD)	These are the reporting units to the European Commission for the Water Framework Directive and the Floods Directive. See: <a href="#">river basin district map</a>
RBMP	River Basin Management Plan – plan required by the European Water Framework Directive.
River flooding	Occurs when water levels in a channel overwhelms the capacity of the channel.
SEA	Strategic environmental assessment
SMP	Shoreline Management Plan
Surface water flooding	Flooding from rainwater (including snow and other precipitation) which has not entered a watercourse, drainage system or public sewer.
SWMP	Surface Water Management Plan

## Annex 1 Feedback Form

### Feedback on what more you need:

**Name:**

**Organisation:**

**Contact details:** E-mail:

Phone no:

Please select responses that best reflect your view (by deleting those that don't):

Is the guidance here sufficient for you to participate appropriately in the development of the FRMPs?

**Yes, definitely**

**Probably sufficient**

**No, I need more**

- a) Do you need further guidance to enable you to contribute effectively to the development of the FRMP in your area?

**No**

**Yes. I need guidance on the following aspects (please list):**

- b) Do you have examples of good practice you are willing to share that others might find useful?

**No.**

**Yes: in the following areas (please list)**

- c) Would you want to be part of a 'task & finish' group to better appreciate how to tackle a particular topic? Which topic?

**No**

**Yes. I'd like to be part of a task & finish group to get to better appreciate the following topics (please insert a list):**

Other specific questions:

**The FRMP Database:** would you like to be part of a user group and help shape its development? **Yes / No**

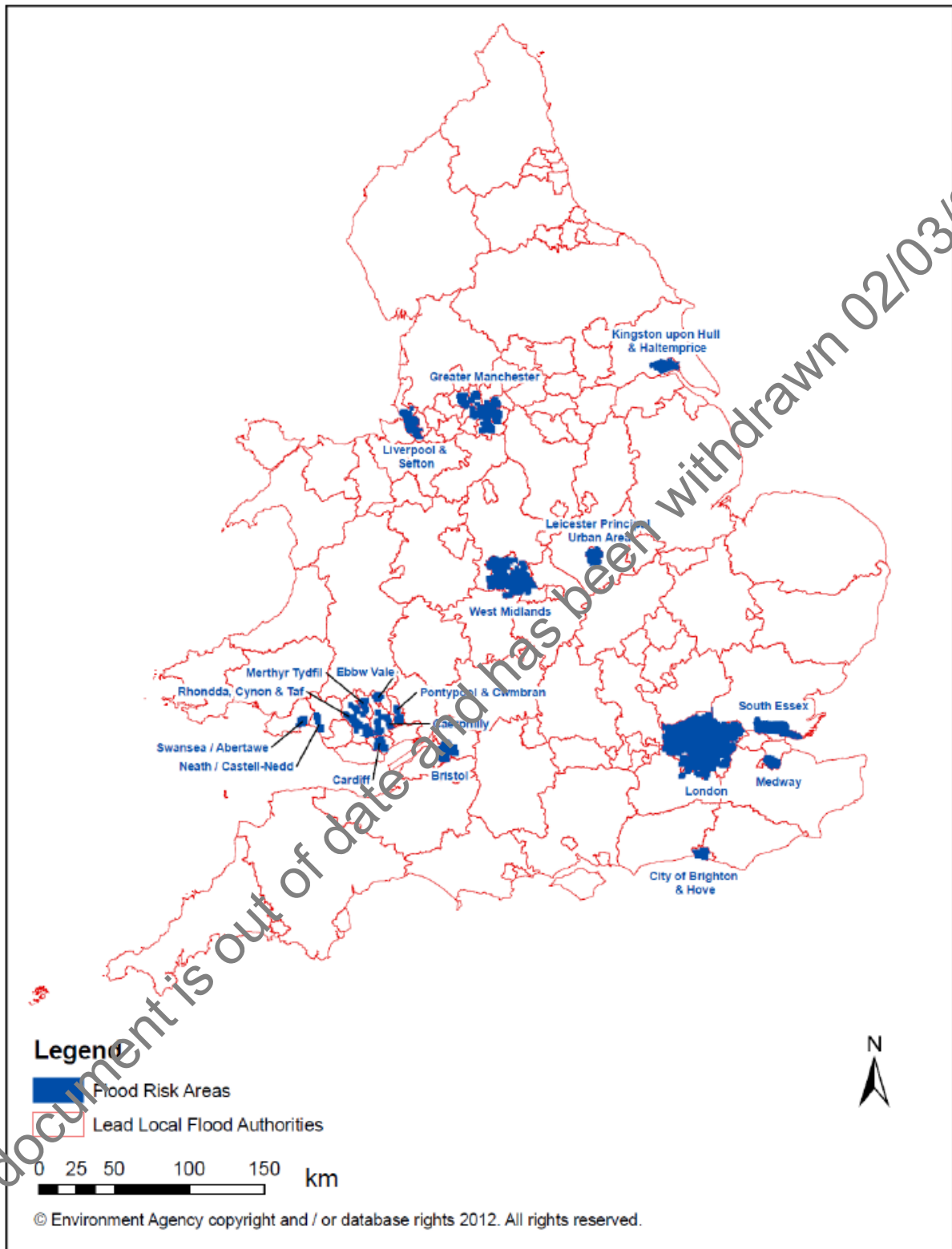
**The Mock FRMP:** would you like to help shape what the FRMP could look like? **Yes / No**

**Co-ordinating FRMPs with RBMPs:** would you like to help shape how FRMPs and RBMPs are better co-ordinated? **Yes / No**

E-mail your completed feedback form to:

[FRMPConsultation@environment-agency.gov.uk](mailto:FRMPConsultation@environment-agency.gov.uk)

## Annex 2 Agreed Flood Risk Areas



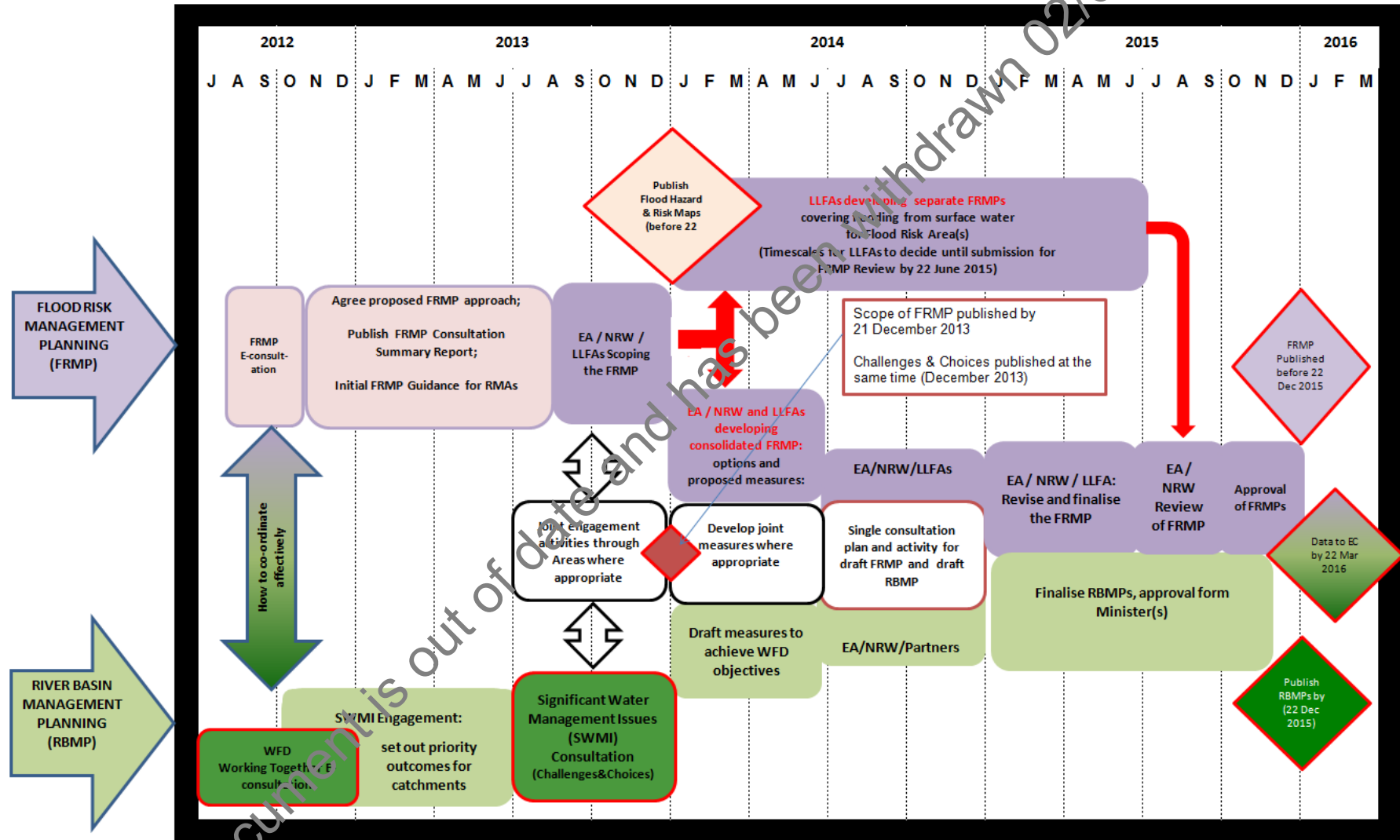
## Annex 2 Continued

FLOOD RISK AREA	LLFAs included in Flood Risk Area
South Essex	Essex Southend-on-Sea
Leicester Principal Urban Area	Leicester Leicestershire
West Midlands	Birmingham Dudley Sandwell Solihull Staffordshire Walsall Wolverhampton Worcestershire
Kingston upon Hull & Haltemprice	East Riding of Yorkshire Kingston upon Hull, City of
Liverpool & Sefton	Liverpool Sefton
Greater Manchester	Bolton Bury Manchester Oldham Rochdale Salford Stockport Tameside Trafford
Bristol	Bath and North East Somerset Bristol, City of North Somerset South Gloucestershire
Brighton and Hove	Brighton and Hove
Medway	Medway
London	Barking and Dagenham Barnet Bexley Brent Bromley Buckinghamshire Camden City of London Croydon Ealing Enfield Greenwich Hackney Hammersmith and Fulham Haringey Harrow Havering Hillingdon Hounslow Islington Kensington and Chelsea Kingston upon Thames Lambeth Lewisham Merton Newham Redbridge Richmond upon Thames Southwark Surrey Sutton Tower Hamlets Waltham Forest Wandsworth Westminster
Ebbw Vale	Blaenau Gwent
Caerphilly	Caerphilly
Cardiff	Cardiff
Merthyr Tydfil	Merthyr Tydfil
Pontypool-Cwmbran	Monmouthshire Torfaen
Neath Port Talbot	Neath Port Talbot
Rhondda, Cynon, Taff	Rhondda, Cynon, Taff
Swansea	Swansea

This document is out of date and has been withdrawn 02/03/2016.



# Annex 3 Proposed timeline for FRMPs



## Annex 4 Contents of a FRMP

From the Flood Risk Regulations 2009:

A Flood Risk Management Plan must include the following:

- Objectives for the purpose of managing the flood risk;
- Proposed measures for achieving those objectives;
- A map showing the boundaries of the Flood Risk Area;
- A summary of the conclusions drawn from the flood hazard and risk maps;
- A description of the proposed timing and manner of implementing the measures including details of the bodies responsible for implementation;
- A description of the way implementation of the measures will be monitored;
- A report of the consultation;
- Where appropriate, information about how the implementation of measures under the FRMP and RBMP area will be co-ordinated

In setting the objectives, the plan must have regard to the desirability of:

- Reducing the adverse consequences of flooding for:
  - o Human health
  - o Economic activity
  - o Environment (including cultural heritage)
- Reducing the likelihood of flooding

The measures must include measures relating to:

- Prevention of flooding;
- Protection of individuals, communities and the environment;
- Arrangements for forecasting and warning

In determining the proposed measures for achieving the objectives, the plan must have regard to:

- The costs and benefits of different methods of managing the flood risk;
- The information included in the flood hazard and risk maps;
- The river basin management plan for the area;
- The effect of floodplains that retain flood water;
- The WFD environmental objectives;
- The likely effect of a flood and of different methods of managing a flood on the local area and the environment.

A LLFA must have regard to any guidance issued by the Environment Agency about the form of a FRMP.

## Annex 4 Continued

From Annex A to the EU Flood Directive (2007/60/EC):

### A. Flood risk management plans

#### I. Components of the first flood risk management plans:

1. the conclusions of the preliminary flood risk assessment as required in Chapter II in the form of a summary map of the river basin district, or the unit of management referred to in Article 3(2)(b), delineating the areas identified under Article 5(1) which are the subject of this flood risk management plan;
2. flood hazard maps and flood risk maps as prepared under Chapter III, or already in place in accordance with Article 13, and the conclusions that can be drawn from those maps;
3. a description of the appropriate objectives of flood risk management, established in accordance with Article 7(2);
4. a summary of the measures and their prioritisation aiming to achieve the appropriate objectives of flood risk management, including the measures taken in accordance with Article 7, and flood related measures taken under other Community acts, including Council Directives 85/337/EEC of 27 June 1985 on the assessment of the effects of certain public and private projects on the environment (1) and 96/82/EC of 9 December 1996 on the control of major accident hazards involving dangerous substances (2), Directive 2001/42/EC of the European Parliament and of the Council of 27 June 2001 on the assessment of the effects of certain plans and programmes on the environment (3) and Directive 2000/60/EC;
5. when available, for shared river basins or sub-basins, a description of the methodology, defined by the Member States concerned, of cost-benefit analysis used to assess measures with transnational effects.

#### II. Description of the implementation of the plan:

1. a description of the prioritisation and the way in which progress in implementing the plan will be monitored;
2. a summary of the public information and consultation measures/actions taken;
3. a list of competent authorities and, as appropriate, a description of the coordination process within any international river basin district and of the coordination process with Directive 2000/60/EC.

## Annex 5 Contents of a Local Flood Risk Management Strategy

From the Flood and Water Management Act 2010.

It must specify:

- the risk management authorities in the authority's area;
- the flood and coastal erosion risk management functions of the risk management authorities in relation to the area;
- the objectives for managing local flood risk (including any objectives in the Flood Risk Management Plan prepared in accordance with the Flood Risk Regulations);
- the measures proposed to achieve those objectives
- how and when the measures are expected to be implemented
- the costs and benefits of those measures and how they are to be paid for
- the assessment of local flood risk;
- how and when it will be reviewed; and
- how it contributes to the achievement of wider environmental objectives

It must also be consistent with the relevant national flood and coastal erosion risk management strategy

This document is out of date and has been withdrawn 02/03/2016.

## Annex 6 Information required as part of a FRMP

### PART A: Plan information RMAs need for each place identified in the FRMP

RMAs need to identify the location of the place where there is a risk or concern that they aim to manage. This is the area covered by the FRMP and information is required as follows:

- The place must be in the form of a GIS shape file showing an outline of a place (as an area), or a dot if this is a reservoir, or a line if it is an SMP management unit.
- The place(s) identified for flooding from main rivers and the sea must (in totality) cover the whole of England and Wales. This is the responsibility of the Environment Agency and Natural Resources Wales. Nested within catchment there will also be places identified that relate to flooding from reservoirs.
- The place(s) identified for surface water flooding must include all Flood Risk Areas identified through the PFRA. The Flood Risk Areas may be comprised of smaller place' or may have smaller places nested within them. For example an LLFA may identify their whole LLFA as one place and also identify smaller places within the LLFA area nested wet spots or specific communities within the Flood Risk Area );

For separate FRMPs covering surface water flooding for Flood Risk Areas, the places identified must be shown on a map. In this case, the place(s) must (in total) cover the whole the Flood Risk Area identified in the PFRA.

This document is out of date and has been withdrawn 02/05/2016.

## **PART B: Information about conclusions drawn from hazard and risk maps**

For every place identified, RMAs need to set out relevant conclusions drawn from the flood hazard and risk maps. Conclusions for different places may be shared (e.g. nested places within a larger place may share the same conclusions).

The conclusions must include relevant reference to the following aspects:

- The source of flood risk (including coastal erosion if relevant);
- The probability of flooding (in terms of low, medium or high);
- The type of receptors affected and the scale of the effect.

In developing those conclusions, the RMAs need to consider:

- The source(s) of flood risk, and if there are several sources of flooding interacting;
- The flood risk in terms of the sources, pathways and receptors, flow routes and pathways;
- The flood risk in terms of the probability and consequence of flooding (for example, what properties, services or environmental resources are at risk, at what probability and what is the severity of the impact);
- How the situation is changing over time (for example, if the Natura 2000 site is deteriorating over time and the contaminated flood water is making it worse). RMAs may also want to consider the potential implications of climate change (see also section 5);
- The sustainability of the system, the natural process operating and if there are opportunities to manage water in different ways (e.g. through wetlands and floodplain management as an alternative to defences).

For separate FRMPs covering surface water flooding for Flood Risk Areas, the requirement is the same. In this case, the conclusions provided must cover the whole Flood Risk Area identified in the separate FRMP.

## **PART C: Plan information RMAs need for “objectives for managing flood risk”**

For every place identified, RMAs need to set out risk management objectives that express aspirations for the place at risk. These objectives should follow on logically from the conclusions so that stakeholders can appreciate the logical journey from ‘problem’ to ‘objectives’. Objectives must be specific to each place.

The objectives must include relevant reference to the following aspects:

- The source of risk (including all sources of flooding and coastal erosion if relevant);
- The probability or consequences of the risk (in terms of low, medium or high probability);
- The type of receptors affected and the scale of the effect;
- The direction of change, or a target to be achieved (e.g. *reduce, improve etc*).

To accompany the objectives established for every place the RMAs must highlight which of the following issues those objectives relate to from the following list:

- **Social objectives** – using the following categories:
  - Risk to life
  - Residential properties
  - Services and Infrastructure
  - Vulnerable Communities
  - Other
- **Environmental objectives** – using the following categories:
  - Biodiversity
  - Geology and Soils
  - Geomorphology / hydromorphology
  - Water Quality
  - Historic Environment
  - Other
- **Economic objectives** – using the following categories:
  - Agricultural economy
  - Commercial properties
  - Leisure and Tourisms
  - Other

In developing the objectives, the RMAs need to consider the same issues they considered in arriving at the conclusions (see Part B), plus:

- The potential to improve environmental quality, e.g. contribute to the objectives of the WFD (especially, re-naturalise water bodies, reduce diffuse pollution, eradicate invasive species);
- The potential to improve biodiversity, in particular the extent and quality of wetlands;
- The potential to improve how flood and coastal erosion risk management works with natural process, in particular through attenuation of flows (e.g. via tree planting) and reducing wave energy (e.g. salt marsh creation);
- The potential to achieve multiple benefits in a particular place and the potential for interaction between places (and possibly conflicting objectives).
- Any other objectives set out in other policies, plans and programmes (the SEA will assist in identifying those that relate to people and the environment).

For separate FRMPs covering surface water flooding for Flood Risk Areas, the requirement is the same. In this case, the objectives provided must cover the whole Flood Risk Area identified in the separate FRMP.

## **PART D: Plan information RMAs need for “Measures for achieving objectives”**

Each measure must be categorised according to the following:

### Implementation Phase:

- **On-going actions:** those actions already being implemented
- **Agreed actions:** those actions that are agreed for implementation (i.e. funding is approved), and will be implemented.
- **Planned actions:** those actions that are being proposed as part of the FRMP. These measures can include proposed changes to operational measures (e.g. the withdrawal of maintenance).

### Estimated economic costs and benefits:

Every action needs to be categorised according to the following criteria:

- **Estimated cost** – using broad cost categories - select from:

- Less than £100K
- Between £100K and £500K
- Between £500K and £1M
- Between £1M and £5M
- Between £5M and £10M
- Greater than £10M

- **Estimated benefits**

For England only - using potential FD GiA contribution as an indication

– - select from:

- More than 150%
- Between 100% and 150%
- Between 75% and 100%
- Between 50% and 75%
- Between 25% and 50%
- Less than 25%
- Not FD GiA funded

For Wales only – using potential benefit to cost ration as an indication

select from:

- Less than 1
- Between 1 and 2
- Between 2 and 4
- Between 4 and 6
- Above 6



Each measure must also be categorised according to the coded list below. This information will be reported to the European Commission for each River Basin District:

Reporting Code	Measure description
<b>M1:</b>	<b>No Measure</b>
M11	Action no measure is proposed to reduce the flood risk in the APSFR or other defined area.
<b>M2</b>	<b>Prevention</b>
M21	Prevention, avoidance, measure to prevent the location of new or additional receptors in flood prone areas, such as land use planning policies or regulation
M22	Prevention, removal or relocation, measure to remove receptors from flood prone areas, or to relocate receptors areas of lower risk
M23	Prevention, reduction, measures to adapt receptors to reduce the adverse consequences in the event of a flood actions or buildings, public networks, etc...
M24	Prevention, Other prevention, other measures to enhance flood risk prevention (may include, flood risk modelling and assessment, flood vulnerability assessment, maintenance programmes or policies etc...)
<b>M3</b>	<b>Protection</b>
M31	Protection Natural flood management / run off and catchment management. Measures to reduce the flow into natural or artificial drainage systems, such as overland flow interceptors and or storage, enhancement of infiltration, etc and including in- channel, flood plain works and the reforestation of banks, that restore natural systems to help slow flow and store water.
M32	Protection water flow regulation, Measures involving physical intervention to regulate flows, such as construction modification or removal of water retaining structures (e.g. dams or other on-line storage areas or development of existing flow regulation rules and which have significant impact on the hydrological regime.
M33	Protection, channel, coastal and floodplain works, Measures involving physical interventions to freshwater channels, mountain streams estuaries coastal waters and flood prone areas of land, such as construction, modification or removal of structures or the alteration of channels, sediment dynamics management, dykes etc.
M34	Protection, surface water management, measures involving physical interventions to reduce surface water flooding, typically , but not exclusively, in an urban environment, such as enhancing artificial drainage capacity or through sustainable drainage systems (SuDS).
M35	Protection, other protection, other measures to enhance protection against flooding, which may include flood defences asset maintenance programmes or policies.
<b>M4</b>	<b>Preparedness</b>
M41	Preparedness, flood forecasting and Warning, Measures to establish or enhance a flood forecasting or warning system
M42	Preparedness, Emergency Event response planning/ contingency planning, measures to establish or enhance flood event institutional emergency response planning.
M43	Preparedness, public awareness and preparedness, measures to establish the public awareness or preparedness for flood events.
M44	Preparedness, other preparedness, other measures to establish or enhance preparedness for flood events to reduce adverse consequences.
<b>M5</b>	<b>Recovery and Review</b>
M51	Recovery and Review (planning for recovery and review phase is in principle part of the preparedness), individual and societal recovery, clean up and restoration activities (buildings, infrastructure, etc) Health and mental health supporting actions, inc managing stress disaster financial assistance (grants, tax) inc disaster legal assistance, disaster unemployment assistance, temporary or permanent relocation, other
M52	Recovery and review, Environmental recovery, clean up and restoration activities (with several sub topics as mould protection, well-water safety and securing hazardous material containers)
M53	Recovery and Review, other, other recovery and review, lessons learnt from flood events insurance policies.
<b>M6</b>	<b>Other</b>
M61	Other

## **PART E: Plan information RMAs need for the “*delivery plan*”**

For each proposed measure in the FRMP, the following information must be set out in the form of a delivery plan. This information will be summarised and reported to the European Commission.

- **Priority of action** - select from:
  - Critical
  - Very high
  - High
  - Moderate
  - Low
  
- **Timing of implementation**- select from:
  - Cycle 1: 2015 to 2021
  - Cycle 2: 2021 to 2027
  - Cycle 3: 2027 to 2033
  - Cycle 4: 20133 to 2039
  - After 2039
  
- **Lead organisation** – select from
  - Named Risk Management Authorities;
  - Other organisations (e.g. Natural England etc)

This document is out of date and has been withdrawn 02/03/2016.

## Annex 7 Sources of FRMP information

The approach for developing FRMPs is to consolidate relevant information needed for the FRMP into one place, for all sources of flood risk. This approach aims to see local flood risk 'nested' within the broader catchment context and also welcomes the inclusion of proposals for coastal erosion risk management.

While the Environment Agency and Natural Resources Wales will encourage all RMAs to work in partnership to develop the FRMP for all sources, some LLFAs may prefer to prepare a separate FRMP covering their statutory responsibilities rather than consolidate information into the broader catchment plan.

By combining information on how flood risk will be managed across the catchment we can have a broad overview of FCRM needs across England and Wales. This is how we want RMAs to consolidate plan information: by drawing together a jigsaw of flood risk across the country while ensuring risk management makes sense across the catchment.

Importantly, it provides an opportunity to consider if different RMAs propose to manage risks in the same place and, if so, how this can be co-ordinated to deliver more for communities. Many RMAs are already working in partnership to consider all sources of risk to communities.

The following section recommends the sources of information that RMAs are most likely to draw from to contribute to the FRMP. It is not intended to limit further planning by any RMAs. The following recommended sources of information do not preclude RMAs from planning in a more integrated way. We recognise that some RMAs are already doing this and we encourage that approach.

### For plan information covering flooding from main rivers:

Catchment Flood Management Plans (CFMPs) were published from 2010 and there have been some additional publications and updates to the CFMPs since then. The CFMPs have very useful background information about how the catchment works, what flooding has happened in the past and the potential sensitivity of the river system to increased rainfall. This understanding should be drawn from the CFMPs and used to shape the FRMP. Plan information set out in Annex 6 should also be included, and the Environment Agency / Natural Resources Wales must use the FRMP database to compile consolidated plan information for flooding from main rivers.

The Environment Agency and Natural Resources Wales should use the requirement for FRMPs to transition the CFMP information into a more accessible format and, in doing so in partnership with other RMAs they may see the need to change the policies and actions set out in the CFMP. Changes to CFMP information should be noted in a once-only activity so that there is an audit trail. Future audit trails will be facilitated by the FRMP database. Changes to CFMP information can include changes to policy unit boundaries (so that they become new or different places in the FRMP), as well as changes to policies and actions. There is no requirement for specific policies to be set out in the FRMPs, so retaining the CFMP policies is not a requirement. In transitioning the CFMP information into FRMPs the Environment Agency and Natural Resources Wales are not expected to update the CFMP documents (any updated information will be included in the FRMPs), but they should:

- ensure the resulting plan information is valid. Of high priority is the need to consider how FRMPs can contribute to the objectives set out in River Basin Management Plans. CFMPs were developed prior to River Basin Management Plans and this is an important area to improve;

- improve co-ordination between main rivers and other sources of flooding and improve our understanding of in-combination effects. In particular, flooding from the sea and the policies set out in SMPs, along with local sources of flooding.

Strategic thinking across the catchment is something that underpins CFMPs, and this thinking is expected to also underpin the FRMP, and be shared and developed with partner RMAs so that, importantly, flood risk is managed in a co-ordinated way across the catchment.

There is also scope to use the transition from CFMPs to FRMPs to drill down into more detail in some places and set out measures to manage areas at greatest risk, or highlight where flood risk management will need to be done differently in future years because of new priorities, for example. The FRMP is a useful place to highlight with partners where RMAs are working with communities to consider how, together, they can best manage flood risk.

Complementary to CFMPs, other plan information covering flooding from main rivers that needs to be drawn into FRMPs includes:

- Relevant proposals included in investment plans (e.g. the medium term plan in England), including investment strategies and schemes.
- Actions and measures being progressed by third parties that may not feature in Environment Agency and Natural Resources Wales plans (including actions within Multi-Agency Flood Plans or those being progressed by developers that may be within the 'Agreed measures' category if, for example, planning permission has been granted).
- New actions being identified as part of the on-going planning work (e.g. community action plans, asset renewals, plans to withdraw from assets, new flood forecasting, warning and emergency planning).

*For plan information covering flooding from the sea:*

The Environment Agency and Natural Resources Wales are responsible for compiling plans for the whole of England and Wales that cover flooding from the sea.

The Shoreline Management Plans (SMPs) contain the relevant plan information that is set out in Annex 6, and this should be drawn into the FRMP using the database. Coastal groups may also wish to include information that relates to coastal erosion risk management, and the Environment Agency and Natural Resources Wales welcomes this.

The SMPs assign policies to lengths of coastline across England and Wales, along with a range of actions to deliver the policies. The Environment Agency and Natural Resources Wales will not change the policies and actions lifted from the SMP into the FRMP. There is an agreed procedure to manage changes to those policies and actions in England, and any policies and actions drawn into the FRMP from the SMP remain the responsibility of the Coastal Groups and client steering groups to monitor and revise. A similar approach to managing change in policy is currently being considered for Wales. In drawing information into the FRMP from SMPs the Environment Agency and Natural Resources Wales should take the opportunity to:

- Improve co-ordination between the coast and other sources of flooding and improve our understanding of in-combination effects. In particular, flooding from main rivers and surface water.

Complementary to SMPs, other plan information covering flooding from the open coast, tidal waters and coastal erosion risk that needs to be drawn into FRMPs includes:

- Relevant proposals included in the medium term plan, including investment strategies and schemes. In particular, measures from estuary strategies such as the Humber Strategy, Thames 2100 Strategy and the Severn Estuary Strategy need to be brought into the FRMP.
- Actions and measures being progressed by third parties that may not feature in Environment Agency/Natural Resources Wales plans (including actions within Multi-Agency Flood Plans).
- New actions being identified as part of the on-going planning work (e.g. community action plans, asset renewals, plans to withdraw from assets, new flood forecasting, warning and emergency planning).

For plan information covering flooding from reservoirs:

The Environment Agency and Natural Resources Wales are responsible for compiling plans for the whole of England and Wales that cover flooding from reservoirs. The Environment Agency and Natural Resources Wales also regulate certain reservoirs and, therefore, have information about their management. In addition some RMAs are owners of reservoirs and they will therefore be in a good position to support the Environment Agency and Natural Resources Wales.

It is envisaged that, depending on the risk, the relevant and proportionate measures to manage flooding from reservoirs are likely to be:

- Establishing an on-site reservoir plan (this would be the responsibility of the reservoir owner/operator), and
- Establishing an off-site reservoir plan (this would be the responsibility of the Local Resilience Forum).

For plan information covering surface water, groundwater and ordinary watercourses:

LLFAs are responsible for compiling FRMPs for Flood Risk Areas identified through the PFRA (see Annex 2). In addition, all LLFAs are required under the Act to prepare Local FRM Strategies (see Annex 5). We recommend that LLFAs use relevant information required for the FRMPs from their Local FRM Strategies and/or surface water management plans, where these have been undertaken. While the focus for local flood risk management in this planning cycle is on the Flood Risk Areas, we welcome LLFAs also pooling information covering areas that are outside the Flood Risk Areas. The Environment Agency and Natural Resources Wales encourages LLFAs to contribute information from other sources of flooding to the FRMP (i.e. groundwater flooding and flooding from ordinary watercourses).

LLFAs, particularly if they fall within a Flood Risk Area, may wish to refresh their Local FRM Strategies using the updated flood hazard and flood risk maps for surface water flooding that the Environment Agency is publishing for the whole of England and Wales by December 2013. LLFAs should consider the timescales set out in this guidance (Annex 3) and how they relate to the timescales of the development and any proposed refresh of their Local FRM Strategies. It may be that there are benefits in aligning any refresh of the Local FRM Strategy with the FRMP timescales. These activities and timescales need to be considered

and reflected on in the FRMP Scoping Report that the Environment Agency and Natural Resources Wales need to publish by December 2013. For LLFAs who have yet to consult on and publish their Local FRM Strategies, they may see benefit in aligning their Local FRM Strategy development with the FRMP timescales (see Section 3).

LLFAs will need to compile relevant information into the FRMP database to contribute to the consolidated FRMP.

For LLFAs that prefer to produce a separate FRMP to cover local flood risk and do not wish to combine plan information into a consolidated FRMP for all sources of flood risk, they do not need to use the FRMP database. However, it is very beneficial to share information so it is we encourage LLFAs to include information in the FRMP database.

In setting out the plan information for local flood risk, the LLFAs should take the opportunity to:

- ensure the plan information is still valid (particularly in light of the updated surface water flood hazard and flood risk maps that will be published by December 2013);
- utilise information from surface water management plans or other relevant studies, where they have been produced;
- include measures to manage risk that are for delivery after 2015;
- improve co-ordination with other sources of flooding. In particular, flooding from main rivers and the sea.

Complementary to Local FRM Strategies, other plan information covering flooding from surface water that needs to be drawn into FRMPs includes:

- Relevant proposals included in the medium term plan (in England) or proposals with the Welsh Government, including investment strategies and schemes.
- Actions and measures being progressed by third parties that may not feature in Environment Agency/Natural Resources Wales or LLFA plans (including actions within Multi-Agency Flood Plans).
- New actions being identified as part of the on-going planning work (e.g. community action plans, asset renewals, plans to withdraw from assets, new flood forecasting, warning and emergency planning).

LLFAs may also wish to include relevant plan information for ordinary watercourses and groundwater should they wish to.

## **Annex 8 Contributing to broader benefits**

In undertaking FRMPs, the following aspects need to be fully considered:

### ***Strategic Environmental Assessment***

The purpose of Strategic Environmental Assessment is:

- to provide for a high level of environmental protection;
- to contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes;
- to promote sustainable development.

In developing the FRMPs, the Environment Agency, Natural Resources Wales and ULFAs need to consider if a statutory environmental assessment needs to be undertaken. Should a strategic environmental assessment (SEA) 'screening decision' indicate that SEA is required then the authorities should assemble the relevant Environmental Reports that have accompanied previous plans so that any gaps in assessment can be considered and addressed appropriately. An inventory of the previous plans and SEAs is required as part of the Scoping phase (see milestones in Section 3, and Annex 3).

### ***Habitats and Birds Directives***

RMA's will need to consider the need to undertake relevant Habitats Regulations Assessments (HRAs) under the Habitats and Birds Directives, and complete any necessary appropriate assessments, if required. It will also be beneficial to ensure that any HRA requirements are included within the SEA process.

RMA's will need to demonstrate that HRAs have been undertaken to the satisfaction of the relevant authorities (i.e. Natural England, or the Countryside Council for Wales (CCW), now replaced by NRW, and relevant Secretary of State/Ministers in the cases of imperative reasons of over-riding public interest). It will be particularly important in these cases to be very clear on the following aspects:

- The specific aspects of the plan that triggered the need for an appropriate assessment;
- The specific features of importance potentially affected by the proposals;
- Any case made to demonstrate no alternative options and over-riding public interest;
- Any proposed compensation measures (e.g. specific habitat compensation measures); and
- Any decisions made by ministers to approve proposals, and compensation measures.

### ***Water Framework Directive and River Basin Planning***

As competent authorities for the Water Framework Directive (WFD), the Environment Agency and Natural Resources Wales must develop the FRMPs in a way that supports WFD objectives where possible. Other RMA's must, in exercising their functions so far as they affect a river basin district, have regard to the relevant river basin management plan (RBMP) and any supplementary plan. This means they must avoid causing deterioration of water bodies or preventing their improvement, and carry out actions that contribute to the improvement of water bodies as set out in the RBMP. The respective National Flood and

Coastal Erosion Risk Management Strategies for England and Wales also highlight the importance of meeting WFD objectives.

The Environment Agency and Natural Resources Wales will support RMAs during the development of the FRMPs in understanding the significant water management issues relevant to flood and coastal erosion risk management (FCRM). Of particular relevance to FCRM are hydromorphology and diffuse pollution issues (which include sediments). The Environment Agency's Catchment co-ordinators can help RMAs consider how they can contribute to achieving measures that can benefit communities and the environment. Similarly, Natural Resources Wales positions environmental resources at the centre of decision making, and both Natural Resources Wales and the Environment Agency support consideration of ecosystem services to enable the value of benefits to be fully considered.

RBMPs describe at a local level, what measures need to be implemented to achieve the objectives of the WFD. Some of these measures could be delivered by RMAs and can be included in the FRMP. Improvement to water quality is an objective of the RBMP and there are some changes that need to happen from 2015. The way in which water quality can be improved can also help manage flood risk and RMAs need to consider how to do this. For example, there may be areas where diffuse pollution from urban or agriculture sources is resulting in poor water quality, and both flood risk and water quality benefits arrived at through collaboration and careful use of sustainable drainage systems (SuDS) or attenuation ponds, or linking with agri-environment schemes.

In developing FRMPs, RMAs need to:

- Ensure that the measures proposed do not cause deterioration to water bodies (preventing harm).
- Ensure that the measures proposed do not prevent future improvement (e.g. restoration).
- Identify opportunities for improvement to meet WFD objectives/improve ecological status (taking positive action).

Exceptionally, there may be situations where it is not possible to prevent deterioration in status/potential of a water body. Under these circumstances the RMA needs to satisfy the conditions set out in Article 4.7 of the WFD. These are summarised below:

- All practicable steps or measures are taken to mitigate the impact.
- The reasons for the modification are explained in the RBMP.
- The reasons for the modification are of overriding public interest and/or the benefits to human health, safety or sustainable development outweigh the benefits of achieving WFD objectives.
- No technically feasible or affordable better environmental option.

In addition, RMAs need to consider Article 4.8 of the WFD, which requires assurance that proposals do not permanently exclude or compromise the achievement of WFD objectives in other neighbouring water bodies.



## **Costs and benefits**

The SEA requirements above make provision for considering environmental and social costs and benefits. In addition, RMAs will need to be able to make available any cost benefit analysis they rely on to support the proposed measures. This includes investment appraisals, such as undertaken in Project Appraisal Reports (PARs), or other cost benefit analysis. These can be made available if necessary in report format eg a PDF file. Situations when it may be necessary for RMAs to make available supplementary information include if a member of the public or statutory consultee seeks further justification, or if the Environment Agency or Natural Resources Wales needs to consider this evidence as part of the review of the FRMP (see milestones in Section 3).

In considering costs and benefits, RMAs will need to be able to justify the merits of proposed measures.

### *Taking account of economic costs:*

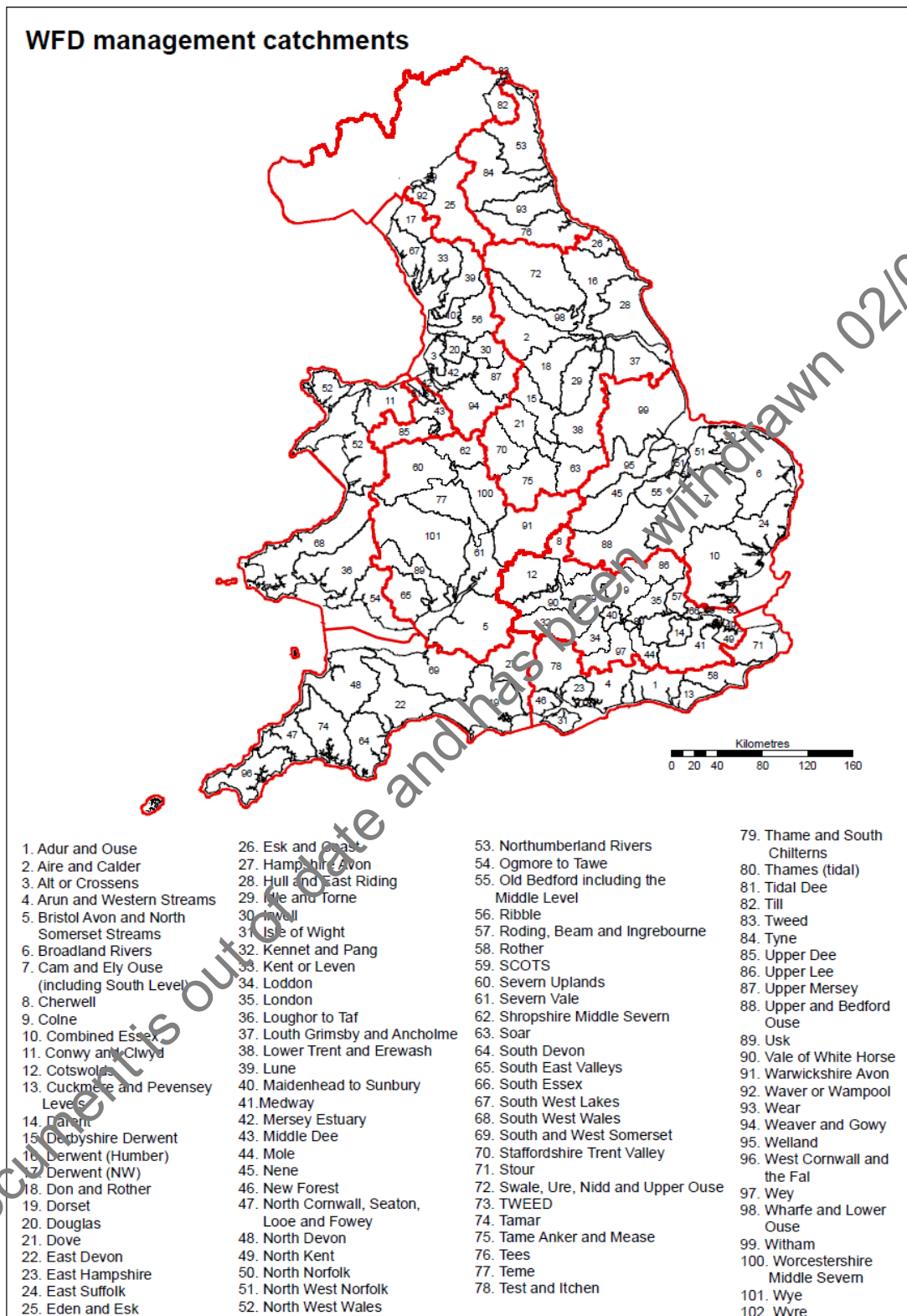
For the purposes of the FRMP, we do not require investment-level economic cost benefit analysis. Uncertainty at this stage means it can take a disproportionate amount of effort to arrive at meaningful accurate figures for costs. Consequently, we would rather RMAs estimate the level of likely cost in a way that then enables appreciation of relative cost, rather than absolute. The likely cost of each action needs to be recorded as set out in Annex 6.

### *Taking account of benefits:*

Defra's partnership funding policy for England is supported by an assessment of the potential contribution from Flood Defence Grant in Aid (FDGiA) that a proposal can attract. This is gauged from the likely reduction in risk resulting from management measures. RMAs are asked to identify the potential proportion of Flood Defence grant in aid (FDGiA) contribution that a proposal could attract and use this as an indication of potential benefit (see Annex 6). Further guidance on calculating this potential can be found in the [Defra policy](#).


The Welsh Government's funding prioritisation approach takes account of the range of factors from which social, economic and environmental benefits are identified. These then inform the type of risk management intervention required; the scale of investment and the share to be met by Government (see Annex 6).

## Annex 9 WFD Management Catchment boundaries



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