

FRS17192 SUPP -  
SIMULATION WORKSHOP  
BRIEFING PACK - LOCAL  
AUTHORITY PLANNER

## Contents

Welcome .....	2
1. Workshop format.....	3
The simulation .....	3
Debrief .....	4
2. How to participate in our online workshop.....	4
3. Detailed briefing – the scenario, the options and your role.....	4
A. The scenario.....	5
The setting .....	5
The problem.....	5
Flooding causes and issues .....	5
The Flood Exchange .....	6
Today’s meeting.....	6
B. Options to be considered .....	6
Options for flood risk management.....	8
Potential funding sources .....	10
C. Your role: Local Authority Planner.....	11
Self-Introduction .....	11
Your views on the options .....	12
Your views on funding sources .....	14

## Welcome

Thank you for your interest in participating in our online simulation workshop – we really value your time, commitment and inputs. The simulation exercise has been developed to explore ways in which communities can exchange views, build understanding and plan together to help reduce flood risk in the face of climate change predictions.

The simulation was originally developed as part of the project *'Working together to adapt to a changing climate: flood and coast'* (2019-21), which was funded by the Flood and Coastal Erosion Risk Management Research and Development Programme (Environment Agency, Defra, Welsh Government and Natural Resources Wales). A steering group of representatives from organisations in one of the project pilot areas (Caterham and Old Coulsdon, Surrey) supported the development of the exercise. This included community organisations, local authorities, a water company and the Environment Agency. A specialist engagement organisation, Icarus, coordinated the project and produced the final version of the simulation.

This workshop is a little different from a normal meeting. To encourage creative and ambitious ideas, participants will be invited to see the issues from a different perspective. We have created a scenario that will encourage you and the other participants to weigh up a range of options for flood risk management. You will be doing so from a perspective that is likely to be different from your own – we want to make sure that a range of different views are represented and considered, and to encourage some shared understanding of why people may feel the way they do about different options.

This pack includes a set of materials that we hope will help you prepare for our workshop:

1. A brief explanation of how the simulation will work and what you will be expected to do.
2. How to participate in our online workshop.
3. A briefing on the scenario, the options we will consider and your role within the simulation.

Please read through these materials in advance of our workshop. During the simulation itself, you will need to have the information about the options under consideration and the briefing about your role and preferences in front of you for reference.

We are looking forward to seeing you soon!

# 1. Workshop format

## The simulation

### *A fictional but plausible scenario*

We have created a fictional scenario of a place that is facing challenges of surface water flooding. The scenario is set in the near future, and we are asking you to imagine a meeting of key stakeholders that has been convened to discuss and recommend a set of potential options for flood risk management. For the full scenario, please see briefing under 3A. below. The options are explained in section 3B below.

### *Representing key stakeholders*

Each participant will represent a particular stakeholder – someone who cares about what happens and who has a set of values, priorities and preferences. Your role is set out in detail in your confidential briefing in section 3C below. Please try your best to stay true to your role throughout the simulation, even if your own preferences are different from those specified in your role. Within the parameters specified in your role description, you can improvise. You may also change your mind in response to the arguments of other characters, but please stay true to your priorities.

Early in the simulation, you will be asked to introduce yourself in your role, and to give a brief statement on what matters to you (see role briefing).

### *Identifying priorities and possibilities*

We will then identify each participant's priorities and take a look at the degree of consensus or disagreement on each option. Following this, participants will discuss different possibilities with each other and try to find a package of options that might be agreeable to as many participants as possible.

### *Weighing up potential funding sources*

In a second step, you will then collectively weigh up different potential funding streams. As with the options themselves, there will be some difficult trade-offs involved.

### *Facilitation*

Throughout, your discussions as a group will be supported by an independent facilitator who will encourage all participants to speak and express their views. We will also use visual aids to help us all see what is being discussed.

### *What we're trying to achieve*

By the end of the simulation, the group will aim to be in a position where it can recommend a series of options. Depending on the dynamics of the discussion, this may or may not be possible. Overall, the process is as important as the outcome.

Please bear in mind that there is no one 'right' outcome of this simulation – different outcomes are possible and legitimate, and your group might even come up with new options and ideas. We are looking forward to seeing what emerges!

### Debrief

After the simulation, we will reflect together on what happened and on our individual and collective learning from the process.

## 2. How to participate in our online workshop

This workshop will be held online. You will be able to access it via the following link you have been sent by email. We will also confirm the date and joining time via email.

You will need a device with the following capacities:

1. A screen large enough for you to see the other participants and visual aids that we will share with you.
2. A camera, so that facilitators and other participants will be able to see you.
3. A microphone and speakers or a headset.

If you have any accessibility needs, please get in touch with us as soon as possible to let us know. We will try our best to make participation as easy and enjoyable for you as possible.

## 3. Detailed briefing – the scenario, the options and your role

On the next few pages, you will find three key bits of information that you will need to read in advance to prepare for the simulation:

1. An overview of the scenario.
2. An outline of all of the options under consideration, including their costs and benefits.
3. An overview of your role, including your priorities and preferences.

When you join the online meeting, please have these materials in front of you so you can refer to them during the discussion – we are not expecting you to remember them all!

## A. The scenario

### The setting

The simulation is set in 2025, in a place called Springhill. Springhill has a population of close to 24000 people. The area is hilly, with many steep roads, and with homes and businesses both on the hills and in the valleys.

In recent years, the area has come under considerable pressure from government and developers to plan for new housing and commercial developments. In addition, there are always some existing homeowners seeking to make alterations to their properties – e.g. by building extensions and/or creating paved driveways in their gardens.

### The problem

Springhill has been badly affected by flooding in recent years. This has affected an increasing number of households, businesses and public buildings, including schools and community facilities. Many residents, however, still do not know that they or their neighbours could be at risk, what is causing the flooding and what can be done about it.

Intense storms, often in summer, can deposit a huge amount of water in a very short time. To make matters worse, the water can overload sewers; this means sewage has entered people's properties. The destruction that flooding brings to Springhill takes many months to put right, and people who have already flooded live in fear of the next heavy rainfall. Flooding has also badly affected a number of local businesses, and some would not be able to survive another major flood.

In the last few years, flooding has become more frequent. The most vulnerable areas of Springhill were flooded in 2016 and 2021. A major summer storm on 15<sup>th</sup> July 2024 affected a wider area: it caused extensive flooding that devastated 250 local homes and 50 businesses, closed roads and saw sewage flowing above ground in parts of the town.

Last year's flooding was particularly shocking to residents and to the authorities responsible for managing flooding, not least because a number of flood management measures had already been taken in 2020/21. The increased intensity of the storm and the flooding that resulted overtopped much of the newly installed flood protection.

There is now a recognition that more needs to be done to mitigate the increasing impact on the local economy and the wellbeing of the community.

### Flooding causes and issues

Across the country climate change is having increasingly dramatic consequences. The winters between 2019 and 2024 have been among the warmest and wettest on record. Springhill has also been hit by intense summer storms. The July 2024 flood in Springhill was caused by 60 mm of rain falling in a four-hour period.

Over the years the severity of surface water flooding has also been made worse by new housing, roads and commercial developments being built without sufficient drainage and water management measures installed. Existing houses that have built extensions or paved over driveways also add to the problem if drainage is not considered properly. More hard surfaces have contributed to less drainage and soak away capacity, more water running off, moving faster and, in heavy rain, causing flooding.

At the same time, periods of drought have increased too, putting a different kind of pressure on water management. Drought periods have been made more severe by there being a lack of water storage at a property and town level. Periods of drought can also make sudden flooding more likely. When the landscape is dried out, it is less able to absorb the large volumes of water deposited by summer storms.

### The Flood Exchange

The 'Flood exchange' is a group that brings together representatives of flood action groups, community organisations, residents and the water company to consider options to reduce and manage flooding in Springhill and make recommendations to the local council as to the best way forward. It has been meeting on a regular basis since the major floods in 2024.

### Today's meeting

Today's meeting of the Flood Exchange is tasked by the local council to make clear recommendations on a package of flood protection and prevention measures and on how these should be funded. The local council is very aware that:

- **If it does nothing, flooding in Springhill will get worse** due to climate change and development pressure.
- **It needs a clear flood risk investment plan now.** The longer this is delayed, the more costly it will be to tackle flooding and the greater the impact of future flooding.
- **There is not sufficient existing budget to do all that is needed.** This means that there are difficult financial decisions to be made.
- **All sectors of the community need to be involved** in assessing the options, costs and consequences of a flood protection investment plan, as spending on flooding could reduce budgets in other areas. There are potential options for increasing the size of the budget available for flooding, but these are likely to be controversial and would need the consent of enough of the local population to be viable.

The Flood Exchange meeting today is considering a range of options for flood risk protection and prevention in Springhill. The meeting is being asked to make recommendations on a package of measures that will command widespread support.

## B. Options to be considered

**There are two sets of decisions under consideration today:**

1. Which options to pursue to help with flood risk management
2. How these can be funded.

Over the next few pages, you will find explanations of the options available under both of these headings. If you have any ideas not mentioned here that you think your character might support, please also feel free to suggest these to the meeting.



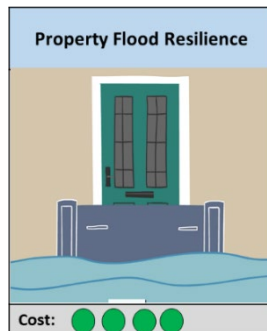
## Options for flood risk management

In total, there are eight options under consideration at the meeting.



*Do nothing.*

Continue with 'business as usual' and do nothing additional to reduce flood risk and respond to the impact of climate change.



*Property Flood Resilience.*

Property Flood Resilience is about reducing the impact of flooding. The aim is to minimise damage and disruption. Measures are tailored to each property, such as fitting solid floors, flood-proofing wall and raising electrics. Barriers can be fitted to doors and windows and non-return valves installed on drains to prevent floodwater or sewage backing up. This makes ground floors more 'water resilient'.



*Community Awareness Building.*

A programme of activities and information to build whole community awareness of flood risk and the likely impacts of climate change. This would include the ongoing work of local flood and climate action groups, school projects, involving community groups, businesses and developers in discussions and practical activities to slow the flow.



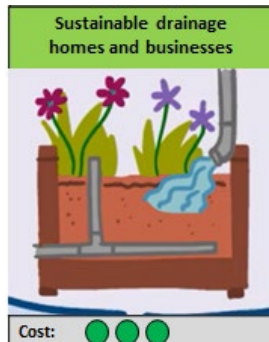
*Community-based Flood Resilience.*

Trained community or neighbourhood volunteers taking more responsibility for flooding on their local patch. This may involve a range of activities, including deploying temporary flood barriers when there is a warning of heavy rain, checking and reporting blocked drains, building neighbourhood awareness of the threat, and helping neighbours in an emergency.



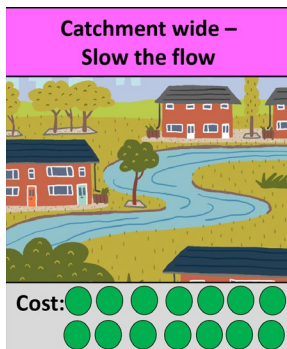
*Repurpose Springhill Park for Water Storage.*

Springfield Park (at the top of the catchment) is adapted to become a major water storage and ‘slow the flow’ area. This would involve constructing several ponds, extensive tree planting and the creation of wetland areas. It would mean around half of the park could no longer be accessed for conventional recreation and sports.



*Sustainable Drainage for Homes and Businesses.*

Water management that builds in more resilience to flood and drought conditions. The idea is to store and slow the flow of rainwater from properties, gardens and open spaces. This can help reduce flash flooding as the peak flow is reduced. Measures include water butts to catch rainwater from roofs, the diversion of roof downpipes into water storage or soakaways, green roofs, and making hard surfaces more permeable so that rainwater can soak through.



*Catchment-wide Slow the Flow Scheme.*

A large-scale remodelling of the catchment to catch and store water and ‘slow the flow’. This will draw on extensive catchment modelling. Measures such as attenuation ponds and large-scale water storage tanks, tree planting, the creation of porous urban surfaces, rain gardens, leaky dams on water courses, reprofiling of rivers and streams and more green space can all contribute to a landscape that is more able to absorb and slow the peak flow of heavy rain.

**Please note:** *The option of a catchment-wide scheme is likely to include the options of sustainable drainage and water storage in Springhill Park alongside other similar solutions across the catchment.*






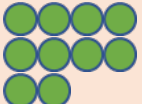



*Remove Permitted Development Rights.*

Permitted developments rights across Springhill would be removed. These rights relate to changes that householders can make to their properties, garden areas or outbuildings without planning permission. This would include new extensions and hard surface driveways. Any such change would now require an application for planning permission. Householders would have to show how they were complying with Sustainable Drainage Policy set out in the Local Plan.

## Potential funding sources

The meeting has been asked to consider several potential sources of funding, most of which will be contentious. As a group, you will need to weigh up the money available under different funding streams and which of the flood management options this would enable you to fund.

Funding source	Funding available
Use existing local authority budget for flood risk management	
Increase council tax to pay for flood risk measures	
Reallocate budget from other areas of council spending – e.g. social services, recreation and public space	
Use the 'community infrastructure levy' (levied on new developments – funds can be used for community benefit projects)	
Government grants – time consuming and no guarantee of success  <i>To pursue this option you need to allocate 1  . Later in the game you will find out whether or not your funding bid is successful. You will only be able to allocate this budget if your bid is successful.</i>	
Self funded by residents, businesses or community projects	

## C. Your role: Local Authority Planner

You are a planner in the District Council and responsible for making recommendations on both residential and commercial planning applications. This is a pressured job – you are juggling many things at once, having to weigh up different needs and priorities, and facing criticisms from competing perspectives. You know that planning decisions in this area cause strong emotions. For you and your colleagues, this can be difficult to deal with – you often feel you are under attack, and that your commitment to the area is not being recognised. Trust in the Council is low.

Unfortunately, you also feel that many members of the public do not have sufficient understanding of the many constraints and priorities that shape your work or the complex legislation that you have to comply with. This includes national targets for new housing that the Council has to contribute towards. It also includes the Council's efforts to protect and support the local economy, especially at a time of increased economic uncertainty and shrinking budgets.

You are personally concerned about climate change and would like to see changes in policies and planning processes that would help the area to adapt to the potential of more frequent intense rainfall. For example, you know that it would be beneficial to incorporate sustainable drainage into all new developments, but you are not currently able to make this a condition for small-scale developments. National planning legislation is meant to take account of flood risk, but this can be difficult to prove and enforce in practice, particularly where surface water is the cause. You are also aware that small-scale decisions by homeowners – for example paving over garden areas - are cumulatively having an impact on flood risk, but many do not require planning permission. For driveways constructed under permitted development rights, current regulations require drainage to a permeable surface within the site, but you do not have the capacity to monitor compliance. Overall, you can see potential for increasing resilience to flooding, but as a planner you are not in a position to do this as fully as you would like.

### Self-Introduction

At the start of the simulation, you will be asked to introduce yourself and explain your key priorities. To help you get into the role, you can read out the introductory text below. If you are happy to make up your own introduction based on the information you have been given, please feel free to do so (but take care to keep it concise).

“Hello, I am [insert your name], and I am a Local Authority Planner. I think there is quite a lot of potential to improve Springhill's resilience to flooding, but I'm also aware of the difficulties and trade-offs involved in many of the options under consideration. I hope we can weigh these up carefully in today's meeting.”

## Your views on the options



**You do not support this option.**

You are not in favour of doing nothing.



**You support this option.**

You are in favour of flood resilience measures for houses and businesses that are known to be at risk. You are not sure, however, that limited Council resources should be used to fully fund this, particularly for households and businesses that are wealthy enough to pay for their own flood protection. You believe that resources should be used to support those who are least likely to be able to protect themselves. You would be happy to support this option if the Council decides to raise tax. You would not support funding this option by reallocating existing Council budgets.



**You support this option.**

You feel that a more educated and informed public is more likely to understand planning decisions, support measures to restrict their individual rights and take some of their own actions to mitigate flood risks. Since this is not an expensive measure, you think it is worth investing in it for the long-term benefits that you hope it might have.



**You support this option.**

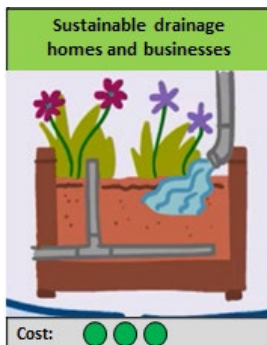
You are in favour of neighbourhood-level protection for neighbourhoods that are at risk and willing to take on the responsibility.



**You are not sure about this option.**

You are keen to explore relatively simple and inexpensive options for water storage. Springhill Park is potentially a good location as it is uphill from a dense area of housing that has been affected by flooding in the past.

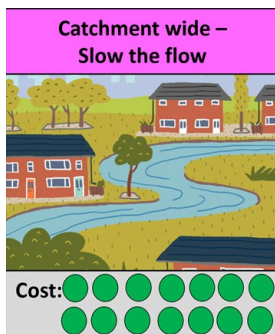
You are also aware, though, that residents value the play spaces in the park, and that there are limited alternative facilities in the town. You think this is a difficult trade-off and would explore other options for water storage first.



**You support this option.**

You know that sustainable drainage has considerable potential to reduce flood risk across the area. Given climate change projections, this seems a good long-term investment.

You would like to see this happen, but you know it will only work if enough households and businesses take it up. You think adequate funding makes this more likely.



**You are not sure about this option.**

In an ideal world, this would be your favourite option because it is most likely to have a positive and long-term benefit. If this was realised, some of the other options may not be needed in the longer term.

Your main concern is about where the funding for such a major scheme might come from. Your preference would be to fund this through tax, but you worry that this will be unpopular with many residents.



**You are not sure about this option.**

You support this option in principle, but you are worried it might cause a backlash from unhappy residents, and that appeals could prove costly for the Council.

You and your colleagues feel under pressure as it is, and you fear that these kinds of changes will increase stress levels within your team.

## Your views on funding sources

Use existing local authority budget for flood risk management



**You want to use this funding source.**

Of course the existing budget should be fully used, but you know this is small and won't be enough to make a significant difference.

Increase Council tax to pay for flood risk measures



**You want to use this funding source.**

You are in favour of raising Council tax to pay for additional measures. This is an issue that you feel affects the whole community, and you are in favour of those who can most afford it paying more.

Reallocate budget from other areas of Council spending



**You do not want to use this funding source.**

Council budgets are already stretched, and you are not in favour of redirecting funding from other services that meet important needs for this community.


Use the 'Infrastructure Levy'



**You are not sure about using this funding source.**

You worry about the additional pressures that will be generated by new developments, but you can also see the potential they hold for the area's economic viability. The infrastructure levy might go some way towards alleviating the negative impact of new developments and making the area as a whole more resilient to flooding.

**Apply for government grants**

Minus  now with potential – but no guarantee – of significant funding later



**You are not sure about using this funding source.**

You are supportive of making applications for government grants but are aware of the amount of time and work that work needs to go into this with no guarantee of success.

**Self funding by residents, businesses or community projects**



**You are not sure about using this funding source.**

You would support this where individuals and businesses are able to self-fund or make a contribution, but you do not want this to become an excuse for not supporting people or businesses who can't afford to self-fund.

You are prepared to invest in community awareness-building to encourage and support those who can contribute some of their own resources.