

23 May 2016

Wards: All

Kingston upon Hull City Council- Strategic Flood Risk Assessment
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**Report of the** Planning Manager

This item is not exempt  
Therefore exempt reasons are not applicable

Not applicable

This is a Key Decision

This is a key decision. The matter is in the Forward Plan  
Forward Plan reference 0026/16.

1. Purpose of the Report and Summary

- 1.1 The purpose of this report is to seek approval of the updated Strategic Flood Risk Assessment (SFRA) as part of the evidence base for the Local Plan and to be used in the determination of planning applications.
- 1.2 Under the National Planning Policy Framework all Local Planning Authorities are advised to have a SFRA. The purpose of this document is as a tool to identify areas at high risk of flooding and to guide planning policy to ensure there is no inappropriate development in the floodplain.
- 1.3 Kingston upon Hull is in the unique position that the majority of the city is within Flood Zone 3, high risk. There is also multiple sources of flood risk; tidal, river flooding, surface water and ground water. A detailed, evidence based SFRA is essential to zone the risk further and understand what development is appropriate where.
- 1.4 An SFRA was produced in November 2007. This was agreed by the Environment Agency and Yorkshire Water formerly a statutory consultee for flood risk, and the principles set out in this document have been used for strategic and site specific purposes ever since.

- 1.5 The new updated SFRA uses the principles set out in the existing document but uses new evidence and data from incidents of flooding and hydraulic modelling to update the maps and to use the past 9 years experience to set policy recommendations to guide and influence planning decisions.
- 1.6 The document contains flood maps which break down Flood Zone 3 further into low, medium and high hazard areas. This enables planners and the Planning Committee to make reasoned and justified decisions on planning applications and in particular the application of the sequential test. It is also essential to highlight the unique situation in the city and ensures that growth and development can continue in a sustainable way, in a slightly different but informed way than National Policy.

## 2. Recommendations

- 2.1 Members approve, subject to any suggested amendments by Committee, the SFRA attached in appendix A.
- 2.2 The Members agree to use the SFRA as part of the evidence base to inform development of the Local Plan and determine planning applications.

## 3. Reasons for Recommendations

- 3.1 The SFRA is required by the National Planning Policy Framework. It is an essential tool to inform the Local Plan and site specific applications to ensure that sustainable development can be delivered in relation to flood risk.

## 4. Impact on other Executive Committees (including Area Committees)

- 4.1 The SFRA has been considered by Planning Committee and will have an influence on development proposals across the city. It has no greater or lesser impact on any area committee than another.

## 5. Background

- 5.1 The updated SFRA benefits from the fact it is replacing an existing document which has been in use for 9 years. Feedback on the ease of use of this document has been gathered to shape the design of the updated version. The first part of the document will be the element of the document which is used on a daily basis. The second part of the document will be the appendices with all the evidence about how the maps have been produced, the detailed modelling and the reasoning behind policy recommendations. This part is essential to ensure support from the Environment Agency and Yorkshire Water in relation to the methodology used to produce the SFRA.

- 5.2 Section 2 of the SFRA details the flood maps which determine the variation in flood risk from all sources of flooding (tidal, fluvial, surface water and ground water). These maps will then be used to complete sustainability appraisals for the Local Plan, set standard requirements for flood risk assessments and enables consideration of flood risk for emergency planning in relation to new and existing development. There are 16 maps produced to show various scenarios such as with or without flood defences and various depths. Map 14 will be the one most frequently used. This map shows the Flood Zones including the influence of surface water.
- 5.3 The maps have been used to produce Flood Risk Standing Advice, this is in section 3. The purpose of this is to assess the vulnerability of development in concordance with the flood zones and hazard rating to enable decisions to be made about what is appropriate to be located where. As with the standing advice in the original SFRA, the updated version contains a table for both planners and developers to use and to assess when to consult the Environment Agency as statutory consultee on flood risk. This Standing Advice is one of the key outputs of the SFRA as it is used on a daily basis and provides clarity to developers of how to effectively manage flood risk.
- 5.4 The guidance and Local Policy on information required and standards for Flood Risk Assessments is contained in section 5. This section includes setting finished floor levels in each flood zone which new development must achieve and potential flood resistance and flood resilience measures for new development. Resistance is about keeping the water out of a property through using measures such as raised floor levels, flood doors and air brick covers. Resilience is about minimising the damage to a property should water enter. Floor and wall materials that are quick to dry out and easy to clean, electrics from the ceiling and raised electrical appliances. Resistance will work up to a certain water depth. Once this has been reached water should be allowed to enter a property to avoid rendering it structurally unsound. **On this basis the reviewed SFRA will suggest that resilience measures in new development should be provided as standard.**

- 5.5 Due to Hull's unique situation with flood risk a place of safety is requested for new development. At present this is described in the SFRA as a place of safety above 5 metres as a general standard throughout the city. Both developers and planners have struggled with the concept and questioned the flexibility of this requirement. **The reviewed SFRA is seeking approval of an alternative approach to zone the required place of safety using the updated risk maps.** Therefore parts of the city at risk from fast flowing and deep flood water as a result of a breach or overtopping of defences would require a higher level of place of safety than somewhere at risk from a surface water flooding. The definition of what is required could also be specified dependant on the type and duration of flood risk. A place of safety where people will only be expected to wait a few hours until it becomes safe to evacuate could be different to a location where the flood water could be deep for days and require specialist equipment for rescues.
- 5.6 The issue of managing surface water flooding both within the new development and to ensure that it does not increase flood risk elsewhere is contained in section 7. This largely refers to guidance in the Drainage Impact Assessment which aims to reduce surface water run-off from new developments through the use of sustainable drainage systems (SUDs). Drainage Impact Assessments are now required for all major developments to ensure the sewer network or receiving watercourse has the capacity to accept surface water from developments.
- 5.7 The appendices in the document contain the background to flood risk in Hull. This includes hydrology and soils, details of the flood defence schemes and the flood history. The maps and data are explained as to methodologies, zone splitting and how the evidence has been produced. Links to other documents such as the Surface Water Management Plan, Local Flood Risk Management Strategy and the River Hull Integrated Catchment Strategy and a glossary of the terms and abbreviations.

## 6. Issues for Consideration

- 6.1 National Planning Policy Framework section 100 states that an approved SFRA is required as part of the evidence base for the Local Plan. The existing SFRA was completed in 2007 and stated within it that it should be reviewed in 5 years. The review did commence in 2013 but the tidal flooding in December that year delayed its completion due to the need to update the modelling to include the impacts of this flood. An up to date SFRA is essential to support the new Local Plan.
- 6.2 A large amount of hydraulic modelling work has been completed since 2007. This includes modelling for the River Hull Flood defences, the Humber: Hull Frontages defence scheme including the new sections at Albert Dock and the CD4I building. This new modelling incorporates the impact of the tidal surge in 2013. An integrated catchment model has been produced looking at surface water flooding which combines the Yorkshire Water sewer model and was verified by comparing with the 2007 flood outlines. All of this modelling work has been reviewed and added into the SFRA update.
- 6.3 The main principles of the updated SFRA are the same as the 2007 version. This is because feedback has suggested that it has enabled development to continue within the city whilst not increased the number of people at unacceptable risk. The Environment Agency, developers and planners were able to use the document for clear and concise guidance for the majority of issues.
- 6.4 The differences suggested in the reviewed SFRA are an update of the maps to ensure that the best available evidence is being used to make strategic and site specific planning decisions. The others are around 2 issues which were flagged up from using the 2007 version.
- 6.5 The first of these was around resistance and resilient flood proofing measures. The suggestion in the updated SFRA is that a degree of resilience should be fitted as a standard in all new development regardless of whether resistance is incorporated.
- 6.6 The second is to have an adaptable place of safety requirements based on the evidence base in the flood risk maps rather than a 5m level across the city which all development must achieve. With a varied level dependant on risk, it should mean that some areas of the city will be suitable for single story development whereas with others developers will be aware upfront what is expected so can factor this into design and costs.

## 7. Options and Risk Assessment

- 7.1 The options available are:
- To approve the draft version of the SFRA to enable its use in the Local Plan
  - To agree to approve the draft SFRA subject to any amendments and comments
  - To not agree with the draft SFRA

7.2 The preferred option is to approve the SFRA as it provides more accurate information on flood risk and a more sophisticated tool to manage new development proposals.

## 8. Risk Assessment

8.1 The consequences of not approving the SFRA is that Hull City Council, as the Lead Local Flood Authority and Local Planning Authority would not have an updated SFRA and the Local Plan will be found unsound during the examinations.

## 9. Consultation

9.1 The SFRA is going to the Planning Committee on the 17 May 2016, followed by Cabinet on the 23 May 2016. The Environment Agency, as statutory consultee on flood risk for fluvial and tidal issues have been consulted on the draft document and will be making comments.

## 10. Comments of the Town Clerk (Monitoring Officer)

### 10.1 *Draft comments -*

A comprehensive, up to date Strategic Flood Risk Assessment is a requirement of the National Planning Policy Framework and will form a crucial part of the evidence base for examination of the Local Plan by the Planning Inspectorate. It will guide planning policy and decision making in the city. The absence of an up to date Strategic Flood Risk Assessment may result in the Local Plan being found to be unsound and planning policy and decisions may be at risk of legal challenge. Therefore, the recommendations at paragraph 2 of this report are supported.

## 11. Comments of the Section 151 Officer

11.1 The City Treasurer notes that the Strategic Flood Risk Assessment has been updated.

## 12. Comments of HR City Manager and compliance with the Equality Duty

12.1 The SFRA assists officers in making recommendations with regards to planning. It is an essential work tool. In terms of equality, those with a disability and the elderly are particularly vulnerable during flooding and therefore any measures to prevent this will have a positive impact on equality.

## 13. Comments of Overview and Scrutiny

13.1 This report has not been subject to pre-decision scrutiny. However, flooding and flood relief planning are issues which have been regularly considered by the Energy and Infrastructure Overview and Scrutiny Commission, and Members have been

given the opportunity to feed into strategy and policy. As the Strategic Flood Risk Assessment had not been completed at the time of commenting and was unavailable to view, the Scrutiny Commission may wish to have the final version circulated to its members to further increase understanding of flood relief planning, and the prevention aspects that are considered by the Planning Committee. (Ref. Sc 4741)

14. Comments of the Portfolio Holder

- 14.1 “Since the floods of 2007 the Council has invested significantly in understanding the risk of flooding across the city and has worked very closely with the Environment Agency, Yorkshire Water and the East Riding of Yorkshire in the delivery of flood defence schemes. Such investment includes new flood defences at Albert Dock, flood storage areas at Willerby and Derrignham, and in January this year the Council committed to using its own land to bring forward a flood storage area at Orchard Park.

The SFRA along with the recent announcement regarding FloodRe will ensure home owners are now able to attain competitive insurance quotes and new properties are effectively protected from flooding. The SFRA is central to ensuring new homes and businesses are raised above flood levels, have effective drainage and manage the risk of flooding effectively. The SFRA will provide clarity to business, investors and developers of where to build and how to build.”

Councillor Alan Clark – Portfolio: Neighbourhoods and Communities

Contact Officer: Rachel Glossop- Flood Risk Planning Manager Telephone No.:  
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Officer Interests: None

Background Documents: -  
Draft Strategic Flood Risk Assessment

## Implications Matrix

**This section must be completed and you must ensure that you have fully considered all potential implications**

This matrix provides a simple check list for the things you need to have considered within your report

If there are no implications please state

I have informed and sought advice from HR, Legal, Finance, Overview and Scrutiny and the Climate Change Advisor and any other key stakeholders i.e. Portfolio Holder, relevant Ward Members etc prior to submitting this report for official comments	Yes
I have considered whether this report requests a decision that is outside the Budget and Policy Framework approved by Council	Yes
Value for money considerations have been accounted for within the report	Yes
The report is approved by the relevant City Manager	Yes
I have included any procurement/commercial issues/implications within the report	Yes
I have considered the potential media interest in this report and liaised with the Media Team to ensure that they are briefed to respond to media interest.	Yes
I have included any equalities and diversity implications within the report and where necessary I have completed an Equalities Impact Assessment and the outcomes are included within the report	Yes
Any Health and Safety implications are included within the report	Yes
Any human rights implications are included within the report	Yes
I have included any community safety implications and paid regard to Section 17 of the Crime and Disorder Act within the report	Yes
I have liaised with the Climate Change Advisor and any environmental and climate	Yes

change issues/sustainability implications are included within the report	
I have included information about how this report contributes to the City Plan/ Area priorities within the report	Yes