

Northamptonshire Small Schemes Pathfinder Project Cogenhoe Flood Risk Management Summary Report

Whiston Road, Cogenhoe was chosen as one of eight communities to participate in the Defra-funded Small Schemes Pathfinder Project, which aims to investigate ways to improve the development of Flood and Coastal Risk Management (FCRM) schemes in small rural communities. Northamptonshire County Council (NCC) has been working with technical experts WSP | Parsons Brinckerhoff (WSP|PB), who have undertaken a technical analysis of why the community floods and what could be done to reduce the impact of flooding, and David Smith Associates, who undertook the original [Flood Investigation Report](#).

This report is a summary of the Northamptonshire Small Schemes Pathfinder Technical Report and provides an overview of the work undertaken as part of the Pathfinder project.

The aims of this report are to:

- provide a summary of the work to inform community members of the outcomes of the project; and
- to be used as a basis for further consultation, discussion, acceptance and agreement of the proposed way forward.

Summary of Flood Risk Issues in Cogenhoe

Section 19 of the Flood and Water Management Act 2010 states that Lead Local Flood Authorities (LLFAs) (in this case NCC) should investigate flood incidents that they consider necessary. NCC investigates when a specific threshold is met. NCC publishes all Flood Investigation Reports on the Flood Toolkit at www.floodtoolkit.com/risk/investigations, which:

- Identify and explain the likely cause/s of flooding;
- Identify which authorities, communities and individuals have relevant flood risk management powers and responsibilities;
- Provide recommendations for each of those authorities, communities and individuals;
- Outline whether those authorities, communities or individuals have or will exercise their powers or responsibilities in response to the flooding incident.

The Flood Incident Report undertaken for Cogenhoe investigated the flooding that occurred at Whiston Road on 20th December 2012, after 20mm rain fell in the Cogenhoe area in a short period of time. The event resulted in the flooding of basements of two semi-detached properties on Whiston Road. As the water level increased in the ditch which flows past the properties, a flow path formed to the west of the properties from under Whiston Road, with water infiltrating through the retaining wall between the properties and the ditch system.

In total there were four recorded incidents of flooding in the community in 2012, and during the other three reported incidents similar flooding occurred to that of the 20th December event. During an incident in November 2012, it was reported that the culvert into which the ditch flows at the rear of the properties was unable to cope with the volume of water

experienced, suggesting it had insufficient capacity. The gardens of properties were all flooded and the basements of two properties were flooded to a depth of approximately 35-45cm.

Downstream of the culvert it is understood that the landowner has modified the watercourse which flows through their land; a silt pond has been built which is slowing the flow of water downstream of the flooded properties. This may be causing downstream surcharging at the culvert outlet, subsequently leading to an increase in the upstream water level in the vicinity of the affected properties.

One property upstream of the reported affected properties has also flooded in the past, with the watercourse in their garden overtopping.

The Flood Investigation Report concluded that the flooding that occurred in December 2012 was a reflection of the intense rainfall that fell onto a saturated catchment over a short period of time. The throttling effect of the culvert, compounded by restrictions to the free flow of water downstream of the culvert, caused water to back up at the rear of the semi-detached residential properties and overtop the watercourse.

Full details of the investigation can be found in the Flood Investigation Report, available at <http://www.floodtoolkit.com/wp-content/uploads/2015/02/15590-FIR-Cogenhoe-REV04-19012013.pdf>

Cogenhoe Small Schemes Pathfinder Project

The sections below summarise the work undertaken for the Small Schemes Pathfinder Project in Cogenhoe and provides an overview of the outcomes.

1. Developing outline options

The project team developed a range of options that could help alleviate the flooding to the community, informed by a site visit and the Flood Investigation Report. Many of the options initially identified were considered to be unfeasible due to technical difficulties or overriding costs, but were not ruled out at this stage. Only an outline analysis was undertaken and therefore no costs or benefits were assessed at this stage.

Nine options were developed for Cogenhoe. These were:

1. Upgrade and increase the capacity of the existing culvert that runs under the gardens adjacent to Whiston Road.
2. Advice to landowners with regards to the upstream impacts of watercourse modifications to avoid detrimental changes and seek improvements.
3. Concrete u-channel upstream of the culvert to increase capacity and prevent water approaching properties. This would also help to prevent groundwater seepage into the properties.
4. Bypass ditch around the culvert, north west of the properties re-joining the channel either directly downstream of the culvert or downstream of the farm. This would be set at a level to only operate during flood conditions.
5. Improvements to the brickwork of the boundary wall adjacent to the watercourse.
6. Replacement of the boundary wall with sheet piling to provide a cut off from groundwater.

7. Property Level Resilience (PLR) at the two properties on Whiston Road – Improve basement drainage.
8. Property Level Resilience (PLR) at the upstream property.
9. Replace boundary wall with earth embankment to reduce permeability of the ground and reduce groundwater seepage.

2. Community engagement – visit to the community and formal consultation on the outline options

The project team arranged for a community outreach vehicle (COV) to visit the community and invited all those who may be affected by or benefit from the project to come along. The purpose of the session was to meet with the community members to get initial feedback on the project. This was followed up by a formal consultation to get written feedback. A total of five residents and landowners attended the COV.

The aims of this engagement were to ensure that the project team had a full understanding of the issues that needed to be addressed, to get feedback from the community on the nine outline options presented (and in particular whether any of the options posed issues or additional benefits) and whether the community had any other options they would like to be considered.

During this community engagement session on the COV, discussions were had around funding limitations to the project, including the potential funding sources and whether the community would consider contributing towards the project (either financially or in-kind i.e. through offers to provide land, equipment or help with maintenance in the future). These discussions were extremely important to ensure the expectations were not unreasonably raised within the community in relation to delivery of any scheme.

A follow-up letter was then sent to all residents, affected landowners and the Parish Council in order to provide the details of proposed options and request any formal feedback to the options presented. A total of five formal responses were received.

3. Refinement of options

The outline options, plus others recommended by the community, were refined into three options. These options were deemed to have no significant constraints, determined through the consideration of additional information such as CCTV surveys, further assessments of topography and further drainage information. The designs of the three options were then refined, and the costs of construction and maintenance of each option estimated and compared to the financial value of the benefits that may be realised if the option was to go ahead.

The three refined options for Cogenhoe were:

- Option A – Property Level Resilience to one property.
- Option B – Construction of a relief channel to the north of existing retaining wall.
- Option C – Advice to the downstream landowner.

4. Cost/Benefit analysis

A comparison of the costs and benefits of each option provides an assessment of the viability of each option. The financial value of any contributions offered by the community

during the engagement was calculated based on the discussion had on the COV and provided in the formal consultation and was included in the analysis. This determined which of the options would be most viable, and how much additional contributions would be required to make the other options viable, in terms of obtaining Flood and Coastal Risk Management Grant in Aid (FCRM GiA) (the funding mechanism available to NCC to secure funding for flood alleviation schemes).

The costs were calculated based on the Spon's Civil Engineering and Highway Works Price Book 2014¹ and the Environment Agency's Long Term Costing Tool for Flood and Coastal Risk Management². These mechanisms allow for:

- construction costs;
- overheads and other costs including general site prelims, temporary works etc;
- professional fees/associated costs (assumed to be 50% of construction costs); maintenance costs (over 100 years); and
- optimism bias (assumed to be 30% of the construction cost)³.

A 50% uncertainty allowance has also been given for unknown costs such as site investigations, archaeology, compensation etc.

The costs have been calculated assuming that contractors would undertake the works in line with the current guidance for funding applications. However, if some of the proposed works are undertaken by the landowner/Parish Council then the costs would be reduced as they may already have the appropriate machinery on site or could, for example, provide labour at a much reduced rate compared to a contractor. The relative costs of the works offered to be undertaken by the community members have been included as a 'contribution in kind'.

The benefits are calculated by assessing the difference in the financial value of damages that would occur as a result of a flood before the works are in place and after the solution has been implemented. The method used is called the Weighted Average Annual Damages approach as outlined by the Multi-Coloured Handbook 2015⁴.

A comparison of the costs, benefits and contributions provides a 'Partnership Funding score', which is a measure of the viability of the scheme to obtain FCRM GiA. Table 1 below outlines the option, associated cost and Partnership Funding (PF) score:

Table 1: Option Summary

OPTION	Cost	PF Score
Option A (Property Level Resilience)	£14,000	47%
Option B (Relief channel)	£75,000	10%

¹ <http://www.pricebooks.co.uk/>

² <https://www.gov.uk/government/publications/long-term-costing-tool-for-flood-and-coastal-risk-management>

³

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/191507/Optimism_bias.pdf

⁴ <http://www.mcm-online.co.uk/handbook/>

OPTION	Cost	PF Score
Option C (Advice to landowner)	No associated costs	N/A

5. Preferred option

The methodology for determining the preferred option is based on the results of the cost/benefit analysis. Option C has no associated cost, but also no attributable benefits and therefore a PF score cannot be calculated. Advice to the land owner can be undertaken as necessary.

Table 1 shows that for both options the Partnership Funding Scores is less than 50% and therefore the scheme will not be viable for FCRM GiA funding and alternative funding sources, such as contributions or Local Levy, will be required. The most viable option is Option A, installing property level resilience to one property.

Property Level Resilience (in the form of basement tanking) has been implemented at one of the affected properties and would be appropriate for the second property. However, further investigation will be required in order to understand whether it will be possible and similarly effective. Alternative funding of at least £3,800 will also need to be sought to make this option viable.

Whilst Property Level Resilience is the most cost effective solution it will not resolve the flooding issue, only minimise the damages. For example the watercourse will continue to flood the gardens of the properties on Whiston Road. The relief channel would be more effective at reducing the overall flood risk but is more costly. In addition, to date, no agreement has been possible with the landowner allowing the relief channel to be situated on their land. However if an agreement can be reached with the landowner, the option could be investigated further, including looking at alternative funding sources. Additional alternative funding of at least £62,000 would need to be sought, but the solution would offer further benefits, namely a reduction in flood risk to the properties and surrounding area.

Table 2 is indicative of the additional contributions required to increase the Partnership Funding score to 100% for each of the options. The contributions do not necessarily have to be cash sums; they can also be benefit-in-kind. The table also provides an indication of the potential benefit-in-kind that could help to improve the funding score for the options.

Table 2: An indication of the additional contributions required to increase the Partnership Funding score to 100%

OPTION	ADDITIONAL CONTRIBUTIONS REQUIRED (PF SCORE = 100%)	POTENTIAL BENEFIT-IN-KIND
Option A (Property Level Resilience)	£3,800	Cash contributions only as PLR would need to be installed by a contractor.

OPTION	ADDITIONAL CONTRIBUTIONS REQUIRED (PF SCORE = 100%)	POTENTIAL BENEFIT-IN-KIND
<p>Option B (Relief channel)</p>	<p>£62,000</p>	<p>Due to the low number of properties at risk, contributions to the majority of the construction works would be required.</p>

The total cost of the preferred option has been assessed to be **£14,000**.

To date, the value of contributions offered has been **£0**.

The Partnership Funding score is therefore **47%**.

6. Technical Report and Lessons Learnt Report

The outputs required by Defra for the Pathfinder Project are a Lessons Learnt report summarising the project and the lessons learnt in terms of the process, and any accompanying tools that other authorities can use should they wish to repeat the process for other communities. These outputs are now available online at <http://www.floodtoolkit.com/how-to-guides/run-partnership-scheme/> > How to run a small scheme pathfinder project.

The Technical Report covering the options analysis process is not a required output, but has been prepared by the project team in order to provide a suitable business case for potential funding bids.

Next Steps for Cogenhoe

The next phase for Cogenhoe involves re-engaging with the community with the results of the project.

Given the poor PF scores of the solutions, NCC has not yet submitted any bid for FCRM GiA. This can however be done if further contributions are secured.

If contributions are secured and a bid submitted, then due to the agreed 6-year programme of works, there is no guarantee that the project will be allocated any funding within the next 6-years to 2021. However the bid can indicate a preference for the project to commence at an earlier date if funding is available. The lower the value of the bid, and the higher the PF score, the more likely it is for funding to be accelerated to within the 6-year programme.

Only once confirmation of funding availability (i.e. contributions secured and then FCRM GiA approval) has been received can NCC progress with the detailed design, undertake further community engagement to confirm contributions and maintenance agreements, and eventually implement works on the ground.

Potential Funding Options

The following section provides further information about the various funding options that may be available to support a scheme in Cogenhoe. It should be noted that the main mechanism for funding these projects is Flood and Coastal Risk Management Grant in Aid, however due

to the potentially lengthy timescales involved in obtaining funds through this process, the community may prefer to wholly or partially fund the project through alternative means.

Flood and Coastal Risk Management Grant in Aid (FCRM GiA)

Defra has the national policy responsibility for Flood and Coastal Risk Management (FCRM) and provides funding through Grant in Aid (GiA) to the Environment Agency, who then administers grants for capital projects.

The approach to funding capital projects aims to encourage communities to take more responsibility for the flood risk that they face, and aims to deliver more benefit by encouraging total investment to increase beyond the levels that Defra alone can afford.

The level of funding available through FCRM GiA is related directly to benefits (in terms of the number of households protected), the damages being prevented, plus other scheme benefits such as environmental enhancements, amenity improvement, agricultural productivity and benefits to business.

Local contributions raised towards a project will help release the FCRM GiA by demonstrating community ownership of the project. These contributions can be either money towards the scheme, or a benefit-in-kind e.g. a landowner offering to undertake part of the works.

Under this system some schemes may receive complete funding, if the benefits significantly outweigh the costs, however for most schemes only partial funding would be available, with the gap needing to be filled by other sources.

The Partnership Funding score gives an indication as to whether the option has met the threshold for potential FCRM GiA funding. A score of less than 100% means that further contributions will be required or revisions made to the scheme to reduce the costs. A score of greater than 100% means that the scheme could go onto the list of potential schemes for funding, but it does not guarantee funding. Schemes on the funding list then require approval from the Environment Agency. The greater the additional contributions that can be secured, the greater the resulting PF score, and therefore the greater the scheme's chances of obtaining an FCRM GiA allocation.

Local Levy

Local Levy funding is a locally-raised source of income, gathered by way of a levy on Local Authorities and collected via the council tax. The levy is used to support (with the approval of the Regional Flood and Coastal Committee) flood risk management projects that are not considered to be national priorities and hence do not attract national funding through FCRM GiA. Local Levy funding can also be applied to FCRM GiA projects, at the discretion of the Regional Flood and Coastal Committee, to meet the partnership funding requirements.

Section 106

This is a contribution from developers, linked to specific developments and the infrastructure required to make them acceptable in planning terms. Its use is very specific to the issue being addressed and is negotiated separately for each development. It can be used to pay for flood defences that specific developments need in order to be safe and so acceptable in

planning terms. These flood defences can however be designed to also benefit the local area and therefore become part of a wider mitigation scheme.

Community Infrastructure Levy (CIL)

This is a locally agreed sum levied upon developers. Once combined over time, large sums of money could potentially be raised. It is flexible in its approach as local authorities can adjust spending plans to meet priorities. Local authorities are required to use this funding for infrastructure needed to support the development. It can be used to construct new infrastructure, increase the capacity of existing infrastructure or repair failing existing infrastructure including flood defences.

Parish Precept

Parish precept can be raised for projects that improve the quality of the area. Parish precepts are typically used for maintenance of playing fields, recreation grounds, village halls, car parks, footpaths, etc. The Parish Council can also spend money on anything that they consider would be a benefit to the community that is not covered by their specific responsibilities. This could include raising funds for flood risk management purposes.

Northamptonshire – Empowering Councillors and Communities Scheme

Northamptonshire County Council grants a small amount of funding a year to each councillor to spend within their electoral division. Councillors can fund large or small schemes or activities of benefit to local people and the local community, as well as supporting local voluntary and community organisations.

Riparian Owner/Landowner Funding

Landowners in some circumstances may be willing to contribute funds to FCRM maintenance where they can see a direct benefit to reducing their flood risk or improving their land drainage. In certain circumstances local interest groups may step in to fund FCRM where there is no available funding from public bodies.

People's Postcode Lottery – Dream Fund

Grants are available for local voluntary and community organisations for projects and activities that benefit local people and the local community. Projects must be innovative and applications must meet one or more of the following funding themes:

- Early child development;
- Helping refugees in our community;
- Conserving our marine environment;
- Reconnecting with the natural world; and,
- Engaging people with arts' culture and heritage

Reaching Communities England

Reaching Communities funding is for projects that help people and communities. The fund can cover salaries, running costs, a contribution towards core costs and equipment, or up to £100,000 for land, buildings or refurbishment capital costs. Grants are available from £10,000, upwards and funding can last for up to 5 years.