

# Northamptonshire Small Schemes Pathfinder Project Quinton Flood Risk Management Summary Report

School Lane, Quinton 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 Quinton

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](http://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 Investigation Report undertaken for Quinton investigated the flooding that occurred at School Lane on 25<sup>th</sup> November 2012, after 30mm of rain fell in the Quinton area over a short period of time. During the event a large amount of surface water flowed from south to north down School Lane following the overtopping of riparian owned ditches and the culvert under School Lane. In addition, large volumes of surface water runoff arrived from the fields to the east. Subsequently, ponding occurred at the junction of Preston Deanery Road and School Lane, with depths of approximately 150mm. One residential property was affected by internal flooding and the gardens of at least three properties were flooded. The Fire Service attended to pump out the property and a temporary drainage trench was excavated to allow flood water to drain away to the north of the village.

Historically, there have been several recorded incidents of flooding in the village. In April 1998, one residential property on Preston Deanery Road is reported to have flooded, accompanied by the closure of the highway. In 2011, one residential property is recorded to have flooded on Preston Deanery Road.

The Flood Investigation Report concluded that the flooding that occurred in 2012 is a reflection of the intense rainfall that fell onto a saturated catchment over a short period of time. Existing drainage systems and watercourses were unable to cope with the deluge of water, causing the water to flow to other areas and drainage systems that are not able to manage the additional quantity of water experienced.

Full details of the investigation can be found in the Flood Investigation Report, available at <http://www.floodtoolkit.com/wp-content/uploads/2015/01/Quinton-FIR.pdf>

## **Quinton Small Schemes Pathfinder Project**

The sections below summarise the work undertaken for the Small Schemes Pathfinder Project in Quinton 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.

Seven options were developed for Quinton. These were:

1. Improvement and maintenance of the culvert below School Lane.
2. Formalisation of the ditches running along the east of the village.
3. Formalisation of a storage area in the fields of the east of School Lane.
4. Creation of a formalised flow path around the affected property on Preston Deanery Road.
5. Maintenance/improvements to the ditch/channels to the south of Quinton to maximise the amount of water entering the culvert instead of flowing in the carriageway.
6. Property Level Resilience (PLR) for one property on Preston Deanery Road.
7. Formalise pond to the south of the village and its connection to the culvert.

### **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 village 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 four 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 seven 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 three formal responses were received.

### **3. Refinement of options**

The outline options, plus others recommended by the community, were refined into five 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 five 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 five refined options for Quinton were:

Option A – Formalisation of the runoff channel off Preston Deanery Road.

Option B – Property Level Resilience to one property.

Option C – Formalisation of a flood storage area (existing pond) to the south of School Lane.

Option D – Improvements to the culvert running from south to north under School Lane.

Option E – Improvements and maintenance of the drainage ditches south of School Lane.

### **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 2014<sup>1</sup> and the Environment Agency's Long Term Costing Tool for Flood and Coastal Risk Management<sup>2</sup>. These mechanisms allow for:

- construction costs;

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<sup>1</sup> <http://www.pricebooks.co.uk/>

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

- 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)<sup>3</sup>.

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 2015<sup>4</sup>.

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
<b>Option A</b> (Runoff channel)	£11,000	65%
<b>Option B</b> (Property Level Resilience)	£14,000	97%
<b>Option C</b> (Flood storage area)	£44,000	17%
<b>Option D</b> (Culvert improvements)	£260,000	3%
<b>Option E</b> (Ditch improvements)	£43,000	17%

## 5. Preferred option

The methodology for determining the preferred option is based on the results of the cost/benefit analysis. Table 1 demonstrates that there is currently not an option that has a partnership score required (above 100%) to attract FCRM GiA funding. Option B has the highest score, and would only require a small amount of additional third party contributions in order to attract funding; the details of which can be seen in Table 2. Alternative funding will be required for the other options or, alternatively, they will need to be revised in order to reduce their associated costs.

<sup>3</sup>

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/191507/Optimism\\_bias.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/191507/Optimism_bias.pdf)

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

*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
<b>Option A</b> (Runoff channel)	£4,000	Support for either construction or maintenance would be required.
<b>Option B</b> (Property Level Resistance)	~£500 (on top of existing contributions)	Cash contributions only as PLR would need to be installed by a contractor.
<b>Option C</b> (Flood storage area)	£32,000	Majority of the construction works would be required
<b>Option D</b> (Culvert improvements)	£250,000	Majority of the construction works would be required
<b>Option E</b> (Ditch improvements)	£31,000	Majority of the construction works would be required

Although it is reported that more than one property in Quinton is at risk from flooding, there is only one property that has a flood record, which has a negative impact on the economic feasibility of the options as it reduces the benefits that can be claimed. It is appreciated however that options addressing the wider issue (i.e. Option C, Option D and Option E) would also reduce the risk of flooding for other properties that have not been included within the economic analysis as well as potentially reducing the volume of runoff on the highway.

During the public consultation, the residents of the affected property on Preston Deanery Road stated that they would be open to partial contributions if Option A, improvements to the runoff channel to the west of their property, was to be pursued. This should therefore be investigated further in order to determine their preferred option (Option A or Option B) so that the contributions can be maximised.

For Option A:

The total cost has been assessed to be **£11,000**.

The value of contributions offered has been estimated to be **£0**.

The Partnership Funding score is therefore **65%**.

For preferred Option B:

The total cost has been assessed to be **£14,000**.

The value of contributions offered has been estimated to be **£4,000**.

The Partnership Funding score is therefore **97%**.

## 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 Quinton

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

Given that none of the options have PF scores over 100%, 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 Quinton. 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.