DECISION-MAKER:	Cabinet
	Council
SUBJECT:	River Itchen Flood Alleviation Scheme
DATE OF DECISION:	15 November 2021
	17 November 2021
REPORT OF:	Councillor Galton
	Cabinet Member for Environment

CONTACT DETAILS							
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STATEMENT OF CONFIDENTIALITY

Not Applicable.

BRIEF SUMMARY

Currently 153 homes and 288 businesses are at risk of flooding on the west bank of the River Itchen. Southampton City Council (SCC) has an opportunity to better protect homes and businesses and support future regeneration opportunities by reducing flood risk through the delivery of the River Itchen Flood Alleviation Scheme (RIFAS); a partnership project between the Environment Agency (leading the design and construction) and SCC (leading the communications, investment and supporting the delivery). Approval is sought from Members on the leading option, a mix of setback and frontline flood defences, and £3M Community Infrastructure Levy (CIL) investment in the scheme.

The leading option identifies Drivers Wharf as a viable setback defence. SCC owns approximately 45% of the land area, which includes part of the existing quay wall that is in a failing state, and therefore has an opportunity to invest in Drivers Wharf now to deliver a frontline defence, which will reduce flood risk to the whole site and eliminate the requirement for a 2nd scheme within the next 10 years. Approval is sought from Members to invest £7.2M CIL (additional cost required to upgrade to a frontline defence, from a setback, at Drivers Wharf) as it offers efficiencies through design and delivery as part of the RIFAS. If not approved, the RIFAS will continue as setback on this site, and SCC will need to address the quay wall later as a separate scheme.

RECOMMENDATIONS FOR CABINET Notes and recommends to Council the option; a mix of setback and frontline flood (i) Notes this option involves a contribution of £3M from the Council to secure scheme (ii) funding of £31.5M from a Flood and Coastal Erosion Risk Management (FCERM) grant-in-aid (GiA) external grant. Notes and recommends to Council the approval of the alignment on Drivers Wharf (iii) as a frontline. (iv) Notes this option involves a further contribution of £7.2M from the Council, bringing the total contribution to £10.2M, to be funded from CIL in full. **RECOMMENDATIONS FOR COUNCIL** To approve the addition of £10.2M to the Growth capital programme as a (i)

(i) To approve the addition of £10.2M to the Growth capital programme as a contribution to the flood alleviation scheme which will be delivered by the Environment Agency. The £10.2M will be funded from Strategic CIL developer contributions; the Investment Strategy, to be delivered as part of the Outline Business Case in Spring 2022, will profile when the investment will be required (by financial year) during the project. The profile will be presented as part of the Capital Programme in February 2022 for capital programme budget setting.

DEACONG	(ii) Agrees that the addition of £10.2M to the Growth Programme is subject to approval to spend. Approval to spend will be sought once the final project and its costings are agreed with the Environment Agency following the submission of the final Outline Business Case (likely to be in Spring 2022).
1.	Current flood risk to 153 homes, 288 businesses, short sections of mainline railway, parts of the A3024 Northam Road, and various critical infrastructure sites (electrical substations, pumping stations). By 2120, the flood risk increases to 1,167 homes and 1,033 businesses, with potential flood depths of up to 1.8m.
2.	Better protection to Northam Estate, a large SCC housing stock and community within 10% most deprived areas in England.
3.	Improve the opportunity for regeneration by reducing flood risk to the area, without precluding development of waterside sites in the future.
4.	Replacement of SCC owned quay wall at Drivers Wharf required within 10 years.
	TIVE OPTIONS CONSIDERED AND REJECTED
5.	Do Nothing (£0) – no intervention. Rejected as leaves homes (including SCC Housing stocks) and businesses exposed to present-day flood risk. Drivers Wharf quay wall at risk of failure within 10 years.
6.	Full setback (£27.1M) – a raised wall with an alignment taking the shortest viable route across the scheme area. Rejected as it leaves large areas at risk of flooding. Drivers Wharf quay wall at risk of failure within 10 years.
7.	Full frontline (£122.9M) – new raised wall (steel sheet plies) along the length of the riverbank. Rejected as unaffordable.
DETAIL (I	ncluding consultation carried out)
8.	There is a history of flooding events within the scheme area. Recent recorded events include 1999, 2005, 2008/9 and 2014. Flooding, recorded on 14 February 2014, damaged vehicles and impacted businesses, roads and footways. It is believed that many more incidents of flooding have historically been experienced but not recorded due to the predominately private ownership in the area.
9.	The scheme seeks to install flood risk management infrastructure to reduce the risk of tidal flooding along the west bank of the River Itchen – a 3.6km stretch from Mount Pleasant Industrial Estate to the Southampton Water Activities Centre. The frontage is heavily urbanised and dominated by a variety of commercial businesses.
10.	A timeline of the RIFAS programme to date: November 2012 – The Southampton Coastal Flood and Erosion Risk Management Strategy identified the west bank of the River Itchen as a priority area for intervention due to the high flood risk. 2014-2015 – The RIFAS Preliminary Study identified two options: a frontline and setback defence. 2015-2016 – The RIFAS Outline Business Case determined the frontline defence as the preferred option. February 2016 – At a Cabinet meeting, it was recorded that, 'Two options have been identified, A Front Route Option and a Back Option. The Front Route Option was recommended and agreed as the preferred option'. June 2017 – Planning Permission approved for the RIFAS Front Route Option with conditions. 2017 – Cost review of Front Route Option by Balfour Beatty and the Environment Agency. Costs escalated from ~£40M to ~£80M. The RIFAS stopped due to the Front Route Option being unaffordable and a lack of resource to deliver. February 2018 - At Council meeting it was recorded that, 'Due to the large scale of the project, work still ongoing to assess potential additional external funds, alongside alternative proposals should funding not be secured'.

May 2019 – Partnership arrangement agreed between SCC and the Environment Agency to deliver the RIFAS.

2019-2022 – Joint Project Team (SCC, the Environment Agency and consultants and contractors) progressing the scheme through option development to Outline Business Case submission in Spring 2022.

2019 and 2020 – Consultation workshops with internal SCC departments to ensure that the scheme aligns, as far as possible, with other council aspirations, plans and strategies, and to consider placemaking opportunities.

2021 – Stakeholder engagement took place with landowners and businesses that may be impacted by the scheme (presenting all options).

September – November 2021 – Papers and Outline Business Cases (OBCs) have been presented at SCC Governance forums and the recommendations for the preferred scheme option, Drivers Wharf frontline alignment and CIL investment were supported at Place Leadership Team, Change Authority Board, Capital Review Group and by the Cabinet Members for Environment, Growth and Finance and Capital Assets. Leader briefing arranged for 25/10/21.

11. Advantages of the leading scheme option:

Affordable – the leading option is affordable with Grant-in-Aid.

Reduces flood risk – better protects all existing homes, including the Northam Estate which is a large SCC Housing stock.

Environment – significantly less encroachment into the Itchen Estuary which is a designated Special Protection Area (SPA).

Carbon – significantly lower carbon footprint, when compared to frontline, meeting the aspirations of the Southampton Green City Plan (2020) to reduce carbon from SCC schemes.

Aligns to the current Local Plan (2012) – supports delivery of the mixed-use frontage as set out within the Local Plan and City Centre Master Plan (2013). These plans note the need for strategic flood defences to unlock development potential in a high-risk flood zone. Regeneration (area wide) – reduction in flood risk promotes development in all areas benefiting from the defence.

Regeneration (development and access) – setback is more adaptable to future waterside land use; more flexibility in matching frontline infrastructure to a future land use, providing opportunity for enhanced public realm and waterside access.

12. Disadvantages of the leading scheme option:

Remaining risk – approximately 30 businesses with land or buildings remaining riverside of the defence and at risk of flooding. Most are 'water compatible' and likely to recover quickly following a flood event.

Wall heights – vary between 1.4 - 1.8m depending on current land heights. Setback areas will help screen industrial areas, but frontline areas may limit waterside access and public realm.

Flood gates – operation and maintenance of gates will be considered once outline design is complete and a total requirement for gates is assessed. Flood gates are a feature in both frontline and setback alignments.

13. <u>Advantages of frontline alignment at Drivers Wharf:</u>

Reduces liabilities that could arise from a collapse or breach of the existing quay wall – health and safety, damages and contamination of a Special Protection Area (SPA).

Outline design for a frontline flood defence is included in the current outline design work for the OBC as part of the RIFAS.

Cost savings – addressing flood risk and quay wall replacement (current structure is failing) with delivery as a single scheme, generating efficiencies with procurement, staff resources and less compensation to land users for disruption as single scheme.

Flood risk reduction to maximum land area – improving viability for regeneration of SCC and third-party land interests in the future (noting other constraints on this site

	including contamination, po	ution and highway c	apacity issues).			
14.	Disadvantages of frontline a					
		Some disruption – to waterside businesses during construction phase (but less than				
	delivery of two schemes if a					
			der on site has expressed concern during			
	recent stakeholder engager					
			hay reduce access to waterside in future			
DECOL	land uses, as well as operate RCE IMPLICATIONS	ons of existing land	uses.			
Revenue						
15.		ed by the Environme	ent Agency (design and construction), with			
10.		•	tment and supporting the delivery. The			
			the scheme has been identified as 1.72			
	· ·		ed in the Flood Risk Management team's			
	existing. It is expected that	the resource requ	uirement will reduce for the construction			
	delivery stage, which comm	ences in 2024 (due f	or completion in 2027).			
Capital						
16.			eading scheme option is estimated to be			
			ck alignment). This will be an Environment			
			the scheme cost. SCC is expected to ERM GiA external grant funding). An			
			n cost of setback and frontline) to change			
			and enable the replacement of the failing			
	_		ill be funded by Strategic CIL developer			
	contributions.		, , ,			
17.			tion is shown in Appendix 2, although this			
		. ,	The protracted timeframes will allow for			
			ject, so it is not expected to mean that			
18.	Current CIL funds held and		e to be assigned. ent are set out in the table below:			
10.	Details of the overall schem	; costs and investme	ent are set out in the table below.			
	Cost	£M				
	Main Scheme (Env Agenc) 32.00				
	Drivers Wharf	7.20				
	Contingency	3.50				
	Total Cost	42.70				
	Investment	£M				
	FCERM GiA	-31.50				
	CIL (SCC contribution)	-10.20				
	Ext. Contributions	-1.00				
	Total Funding	-42.70				
19.	Most of the Environment Agency funding will be secured through FCERM GiA. The					
	maximum FCERM GiA available for the recommended scheme is £31.5M, which is					
		capped by the number of properties protected and damages avoided over the lifetime of				
	the scheme. This funding is only accessible if the whole scheme cost can be secured and can only be used for the viable scheme design and delivery.					
20						
20.			e target for contributions recommended by			
	the Department for Environment Food and Rural Affairs (DEFRA) and the excess (above scheme cost) can be used to contribute towards public realm and other green initiatives					
	associated within the overal		5 public realiti and other green initiatives			

21.	The CIL cont					•		•	•
	2021/22 – 2027/28 in a way that best fits the Council's capital programme and will be specified in the project's Investment Strategy and agreed as part of the Full Business Case (FBC) to be delivered in 2024. The current forecast for the SCC contribution is								
		profiled as follows by financial year:							
	SCC contribution	2023/24 £M	2024/25 £M	2025/26 £M	2026/27 £M	2027/28 £M	2027/28 £M	Total £M	
	SCC	0.5		4.2	0.5				
	contribution	0.5	4.0	4.2	0.5	0.5	0.5	10.2	
	Funded by: draw from CIL	0.5	4.0	4.2	0.5	0.5	0.5	10.2	
	Net	0	0	0	0	0	0	0	
22.	Other sources to reduce the For example, Regional Floor	need for £1M is	the £10.2N currently	M contribution	ution to be cured thro	funded so ough Loca	olely fron al Levy	n CIL con from the	tributions. Southern
Propert	y/ Other			·		-			
23.	Reduction in schools and S Paget Street a	SCC owr	ned buildin	gs, inclu	ding North	nam Com			
24.	The RIFAS m Drivers Wharf	Paget Street and housing stock within the Northam Estate. The RIFAS may increase the viability of future regeneration on Council owned land at Drivers Wharf as it reduces the constraint of flood risk. Further improvement to viability will be gained by combining the replacement quay wall with a frontline defence.							
25.	The RIFAS do								
LEGAL	IMPLICATIONS	•			•	•			
Statutor	y power to underta	ke propo	sals in the	report_					
26.	The Environm Agency permis	•	•		•				vironment
27.	Statutory powers to undertake proposals to manage flood and erosion risks are held by SCC under the Coast Protection Act 1949, the Land Drainage Act 1991 and the Flood and Water Management Act 2010, although these are permissive powers only. Where necessary, and to facilitate delivery of the scheme by the Environment Agency, they can be appointed as the Council's agents to deliver in accordance with the Council's discretionary legal powers.								
28.	Planning permission together with any other regulatory consents will be required prior to construction (commencement 2024).								
Other Le	egal Implications								
29.	An Environmental Impact Assessment to minimise the impact to the environment will be carried out as detailed design progresses.								
30.	An Equality and Safety Impact Assessment under the Equalities Act 2010 has been carried out. Most person types will not be negatively impacted by the RIFAS, including age, gender reassignment, marriage and civil partnership, race, religion or belief, sex, sexual orientation, and those affected by poverty. Negative issues and impacts include; approximately 30 businesses with land or buildings will remain waterside and therefore at risk of flooding – most are 'water compatible' and likely to recover quickly following a flood event and the project will aim to support the businesses with alternative flood risk mitigation measures; some disruption to public access areas which may impact people with a disability, e.g., footpaths during construction – to be mitigated where possible with temporary or permanent alternatives; flood gates required for the scheme may negatively impact businesses that remain waterside in the event of a flood event – flood gates will be designed out where possible, evacuation plans will be produced, and a flood warning system will provide early notification to evacuate; increased carbon during construction								

	which may impact health and wellbeing – materials and construction techniques will be sought to minimise impact; and, disruption to businesses during construction – will be
	minimised by ongoing stakeholder engagement.
RISK MAN	AGEMENT IMPLICATIONS
31.	The project uses a Risk Register to identify, monitor and manage any high, medium and
31.	low project risks from design through to construction.
32.	Financial – scheme costs include a risk allowance, however there may be increases in costs identified following completion of outline and subsequent detailed design.
33.	Stakeholder – approximately 30 businesses with land or buildings are likely to remain waterside of the defence. A majority of these are 'water-compatible' operations and evacuation plans will be produced as a project deliverable.
34.	Reputational – should SCC decide not to proceed with the RIFAS, there may be reputational risks associated with future flood events.
35.	Asset maintenance and flood gate operation – a Management and Maintenance Plan will be developed during detailed design as part of the FBC. This will identify any responsibilities of future flood gate maintenance and operation.
36.	Drivers Wharf asset – if not addressed through the RIFAS, SCC will be responsible for managing the replacement quay wall separately.
POLICY FI	RAMEWORK IMPLICATIONS
37.	The RIFAS will deliver the first phase of flood defence infrastructure to Southampton's highest flood risk area as set out within the Southampton FCERM Strategy (2012), and Local Flood Risk Management Strategy (2014).
38.	The RIFAS contributes to the delivery of the Southampton City of Opportunity Corporate Plan (2021-2025) by better protecting homes, businesses and communities from the risk of flooding and climate change, while improving longer term regeneration opportunities.
39.	The RIFAS will contribute towards the delivery of the Green City Plan 2030 by improving the city's resilience against flooding, climate change and sea level rise over the next 100 years.

KEY DE	CISION?	Yes			
WARDS/ COMMUNITIES AFFECTED:		Bevois			
		Bargate			
		Northam Estate			
SUPPOR	RTING DOCUMENTATION				
Appendi	ces				
1.	RIFAS: Supplementary Figures				
2.	RIFAS Indicative Spend Profile Propo	osal			
Docume	nts In Members' Rooms				
1.	Link to Southampton Coastal Flood a	and Erosion Risk Management Str	rategy		
Equality	Impact Assessment				
	Do the implications/ subject of the report require an Equality and Yes				
Safety Impact Assessment (ESIA) to be carried out.					
Data Pro	tection Impact Assessment				
Do the i	mplications/ subject of the report re-	quire a Data Protection Impact	No		
Assessm	Assessment (DPIA) to be carried out.				
Other Ba	Other Background Documents				
Other Background documents available for inspection at:					
Title of Background Paper(s) Relevant Paragraph of the Access to Information					
			2A allowing document		
to be Exempt/Confidential (if applicable)			applicable)		
1.					