

***Making space for water:* Taking forward a new Government strategy for flood and coastal erosion risk management in England**

**Delivery Plan**

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## **Document control**

The table below records significant version updates.

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0.2	27/06/05	KLS	Second draft
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## **1. Introduction**

1.1 This Delivery Plan relates to Making space for water, the cross-Government consultation on a new Government strategy for flood and coastal erosion risk management (referred to in this document as *Making space for water*). The aim of the new strategy is below:

To manage the risks from flooding and coastal erosion by employing an integrated portfolio of approaches which reflect both national and local priorities, so as:

- to reduce the threat to people and their property; and
- to deliver the greatest environmental, social and economic benefit, consistent with the Government's sustainable development principles.

To secure efficient and reliable funding mechanisms that deliver the levels of investment required to achieve the vision of this strategy.

1.2 This Delivery Plan is in relation to implementing the outcomes of the Government's First Response to Making space for water. The First Response and consultation document can be found at [www.defra.gov.uk/enviro/fcd/policy/strategy.htm](http://www.defra.gov.uk/enviro/fcd/policy/strategy.htm).

1.3 Delivery of the First Response will be managed and monitored using PPM techniques (see section 12 for more details) with the following responsibilities:

Lead Minister:	Elliot Morley
Senior Responsible Owner:	Richard Bird
Programme Manager:	Kirsty Lord-Smith
Programme Manager Support:	Paul Bradley, David Richardson, Linda Aucott, Paul Murby, David Wright, Alison Baptiste (EA)

## **2. Background**

### *Flood and coastal erosion risk*

2.1 The risk of flooding and coastal erosion is ever present and is likely to increase. The challenges of climate change are that sea levels are rising and more severe rainfall events are likely. Siting of development in areas at risk of flooding or erosion adds to the risk while increases in national wealth mean that flooding events are likely to have greater economic consequences. Government cannot eliminate the risk of flooding and coastal erosion though we do seek to manage such risks sustainably, working with delivery partners and using an integrated portfolio of responses. This holistic approach includes seeking to influence development and land use, improving flood warning and public awareness, strengthening emergency planning and promoting resilience measures, as well as by reducing the probability of flooding by improving defences.

### *Relationship between Government and delivery partners*

2.2 Defra has policy responsibility for flood and coastal erosion risk management in England and provides most of the Government funding for managing that risk. Delivery is in the hands of the flood and coastal defence operating authorities which fall into three categories:

Operating authority	Responsibilities
Environment Agency (EA)	<ul style="list-style-type: none"> <li>• Flooding from main rivers and the sea;</li> <li>• Flood warning;</li> <li>• General supervisory duty over all matters relating to flood defence.</li> </ul>
Local authorities (LAs)	<ul style="list-style-type: none"> <li>• Flooding from ordinary watercourses (outside IDB districts) and the sea;</li> <li>• Coastal protection (erosion or encroachment by the sea).</li> </ul>
Internal drainage boards (IDBs)	<ul style="list-style-type: none"> <li>• Flooding from ordinary watercourses within their districts.</li> </ul>

2.3 The operating authorities operate under “permissive powers” which means that while they may undertake flood and coastal erosion risk management measures, they are not generally obliged to do so. Local Authorities may also take charge of resolving flooding problems from other sources such as run-off from fields, from springs or from land drains in addition to responsibilities for highway drainage.

2.4 The Office of the Deputy Prime Minister is responsible for planning policy and Building Regulations. PPG25 and PPG20 cover flooding and coastal issues respectively.

2.5 The Department for Transport is responsible for policy in relation to transport, including the rail and roads network. The Highways Agency is responsible for managing trunk roads and local authorities are responsible for managing the non-trunk road network.

Investment levels

2.6 In recognition of the extent of the risk, significant increases in investment in flood and coastal erosion risk management have been secured in recent years. In the SR 2002 period (2003-06) annual funding grew by more than £150m to reach some £570m total Government funding in 2005-06. Under the 2004 Spending Review, this level of spending was confirmed for 2005-06 and for the following two financial years.

2.7 These investment levels are broadly consistent with the short term requirements identified in Defra’s analysis of assets at risk and defence needs and costs (see [www.defra.gov.uk/environ/fcd/policy/naarmaps.htm](http://www.defra.gov.uk/environ/fcd/policy/naarmaps.htm)). Longer term funding requirements are less clearly defined although the Office of Science and Technology study on Future Flooding (available from [www.foresight.gov.uk](http://www.foresight.gov.uk)) provides a very useful starting point. Defra, EA and the Treasury continue to work together to determine the future investment needs for flood risk management.

Policy drivers

**Climate change**

2.8 The Making space for water programme has been developed with the consideration that flood and coastal erosion risks are likely to rise over the coming decades as a result of climate change. Experts consider<sup>1</sup> that the primary impacts on flood risk will be from changes in precipitation, extreme sea levels and coastal storms.

2.9 The Government continues to pursue mitigation policies that aim to limit the extent of climate change through the control of greenhouse gas emissions, and thereby avoid the largest potential increases in flood risk. However, mitigation of climate change has little potential to reduce the predicted increase in flood risk by the middle of this century because of inertia (that is, time lags) in the climate system. It will be necessary to build in adaptation to the predicted climate change impacts over the coming decades. Defra's 5 year strategy *Delivering the Essentials of Life* sets flood risk management as a strategic outcome under climate change adaptation.

2.10 Making space for water was developed in the context of climate change adaptation. Current advice is based on the 2002 scenarios, but further work is required to ensure that adaptability to climate change is more readily considered as an integral part of all flood and coastal erosion risk management decisions. This will be through the review of guidance related to climate change, developing a range of approaches to managing risk and considering the role of other future changes in decision making at all levels.

### **Floods of 2000 & since**

2.11 The floods of 2000 and since, including Boscastle and Carlisle, provided a number of lessons for flood risk management. One of the key messages that came from the 2000 floods was that people who had been affected by flooding were concerned with the confusion caused by the range of bodies that had responsibilities for different aspects of flooding; they wanted a one-stop shop where they could turn for information and advice. In addition around 40% of the claims made during the 2000 floods did not appear to relate to fluvial flooding, highlighting the rising incidence of flooding caused by urban drainage problems. More recent floods have demonstrated the key importance of flood warning, emergency response, resilience and the impact of flooding on the vulnerable in communities. Making space for water will encompass all the work currently proceeding to strengthen these aspects of flood risk management.

### **Sustainable development**

2.12 Sustainable development is one of the Government's key policies and is about ensuring a better quality of life now and for generations to come through environmental leadership, and by putting sustainable development into practice. The Government launched its new sustainable development strategy *Securing the future* in March 2005. Defra policies should endeavour to embed the five principles of sustainable development set out in the strategy:

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<sup>1</sup> Defra funded the development of climate change scenarios for the UK, based on climate change modelling carried out by the Hadley Centre for Climate Prediction & Research. These scenarios were published in 2002 and form the basis for the precautionary approach currently recommended in published guidance.

- living within environmental limits;
- ensuring a strong, healthy and just society;
- achieving a sustainable economy;
- promoting good governance; and
- using sound science responsibly.

2.13 Flood and coastal erosion risk management policies should continue to take on board these policies and on the ground schemes should contribute to sustainable development by delivering a range of benefits: environmental; social and economic. Getting the right balance however is difficult and some stakeholders who responded to the *Making space for water* consultation felt that this was not currently being achieved. The programme therefore focuses on ensuring that the balance in policies is there to enable actions on the ground which deliver sustainable development and achieve the greatest environmental, social and economic benefits from the programme as a whole.

### **3. Aims and Objectives of the Delivery Plan**

3.1 Our aim is to deliver the proposals set out in the Government's Making space for water in order to:

- enable the production of a final strategy for flood and coastal erosion risk management in England; and
- achieve the vision set out in Making space for water.

#### The Vision

The concept of sustainable development will be firmly rooted in all flood risk management and coastal erosion decisions and operations. Full account will be taken of the social, environmental and economic pillars of sustainable development, and our arrangements will be transparent enough to allow our customers and stakeholders to perceive that this is the case. Account will also continue to be taken of long-term drivers such as climate change. Decisions will reflect the uncertainty surrounding a number of key drivers and will where appropriate take a precautionary approach. Decisions will be based on the best available evidence and science.

Flood and coastal erosion risk management will be clearly embedded across a range of Government policies, including planning, urban and rural development, agriculture, transport, and nature conservation and conservation of the historic environment. Other relevant Government policies will also be reflected in the policies and operations of flood and coastal erosion risk management. There will be a mix of policies designed to minimise the creation of new risks (by the way development policy is implemented in areas of flood risk), to manage risk and to increase resistance and resilience. There will be a clear understanding and acceptance of the respective roles of the state, central and local government, other organisations and agencies, and of individuals. The public will be more aware of flood and coastal erosion risks and empowered to take suitable action themselves where appropriate.

There will be increased use of co-funding with other bodies and other schemes so as to secure sustainable and cost-effective management of flood and coastal erosion while at the same time securing a greater overall contribution to sustainable development than would

have been possible without co-operation. The true costs of providing, and not providing, flood and coastal defences and other measures will be reflected to a greater extent than at present in individual and commercial decision-making. Expenditure will be focused so as to achieve value for money, and will be prioritised to deliver maximum benefits in line with this strategy.

There will be local participation in decision-making, in particular through the preparation of Catchment Flood Management Plans and Shoreline Management Plans, within a context of national standards and nationwide information on flood risks and prioritisation.

There will be a holistic approach to the assessment of options through a strong and continuing commitment to Catchment Flood Management Plans and Shoreline Management Plans, within a broader planning matrix which will include River Basin Management Plans prepared under the Water Framework Directive and Integrated Coastal Zone Management.

There will be transparent and measurable targets and performance indicators, in terms of managing risks to people, property and the environment, to ensure those responsible for delivering the strategy can be held to account. These measures will drive performance forward and enable the identification and dissemination of good practice solutions.

The results of the strategy will be seen on the ground in the form of more flood and coastal erosion solutions working with natural processes. This will be achieved by making more space for water in the environment through, for example, appropriate use of realignment to widen river corridors and areas of inter-tidal habitat, and of multi-functional wetlands that provide wildlife and recreational resource and reduce coastal squeeze on habitats like saltmarsh.

3.2 The **long-term outcomes and critical success** factors that we are trying to achieve are:

- Flood and coastal erosion risk managed so as to contribute to sustainable development, including the delivery of real social and environmental benefits as well as the protection of economic assets
- Stakeholders and the public are confident with regard to which bodies deal with which issues in relation to flooding and coastal erosion and how they can contribute to decision-making;
- Stakeholders and the public have more information and, where relevant, greater understanding of the risks faced and actions that they can take to help manage flood and coastal erosion risk;
- Sustainability in the longer term through more working with natural processes;
- Projects that deliver multiple benefits and access a range of funding sources;
- Urban flooding is managed in a more consistent and holistic manner through a partnership of responsible bodies;
- Strategic planning is delivered through the successful implementation of CFMPs and SMPs, which are linked to broader planning instruments such as River Basin Management Plans and Regional Spatial Strategies.
- Greater community resilience to flooding is achieved from improved development planning, emergency planning and response, and resilience of homes, buildings, services and utilities.

However, in the short term our critical success factor will be to deliver on the key products below in paragraph 3.3.

### Key products & deliverables

3.3 There are a number of products that will be delivered by the programme, but this Delivery Plan lists only those considered to be key. Each project plan will produce a list of all products and deliverables required for the success of that project. A list of all the projects being taken forward under the programme, and a brief description, is provided at Annex A. Key programme products are:

- Ministerial decision on giving the Environment Agency a strategic overview of all forms of flooding and coastal erosion;\*
- Ministerial decision on options in relation to adaptation to a changing coast, including realignment;\*
- strengthened arrangements for development control on the floodplain;\*
- resilience grants pilot launched & completed and recommendations on resilience published;\*
- integrated urban drainage pilots launched & completed and recommendations published;\*
- revised Building Regulations addressing flood resilience published and implemented;\*
- revised risk management and scheme appraisal guidance published including climate change allowances and multi-criteria decision-making approaches;
- operational coastal erosion risk maps;
- operational output & performance measures;
- innovative projects developed following successful launch of the Flood Risk Management Innovation Fund;
- feasibility study on expanding flood warning and risk mapping to other forms of flooding published with recommendations;
- models for taking forward enhanced stakeholder and community engagement published;
- improvements in resilience and emergency planning delivered.

*\* Delivery of these products is considered to be critical to the programme*

Further products may be added to this list as the projects progress.

## **4. Link between the First Response and Defra Strategies, SR04 target and Balanced Scorecards**

### Link to Defra Strategies

4.1 The First Response is linked to the Sustainable Development Strategy *Securing the future (para 2.15)* as it seeks to put sustainable development at the heart of flood risk management decision making.

### Link to SR04 Target

4.2 The SR04 target is designed to provide a “headline” output to contribute to both *Making space for water* and *Delivering the essentials of life*. Particularly relevant is its statement that “we will manage flood and coastal erosion risk so as to contribute to sustainable development,” as this is at the heart of the strategic approach advocated in the First Response. Targets will be developed in future years once OPMs are agreed, which will also reinforce the strategy.

#### [Link to Balanced Scorecards](#)

4.3 Delivery of Making space for water feeds directly into the Balanced Scorecards for (a) Water Directorate and (b) Flood Management Division.

### **5. Degree of challenge & risk management**

5.1 There are a number of factors which tend to add to the degree of challenge:

- Some important policy issues have yet to be resolved and will be via the programme, therefore some of the outcomes of the programme are still unclear;
- Some policy changes will require significant cultural and/or organisational/legal change;
- Delivering a programme that delivers the greatest economic, social and environmental benefit consistent with the principles of sustainable development will be complex as will ensuring a good fit between national and local priorities;
- This is a cross-Government approach which requires coordination across a range of policy interests;
- There are a range of delivery partners that will be involved in taking forward some of the areas of the strategy, including the need to involve privatised companies in some cases;
- Some of the workstreams could lead to a demand for additional resources if success is to be achieved. This will cause tensions with the existing programme which might need to be reprioritised if increased funding opportunities cannot be realised.
- There are a range of stakeholders with a range of expectations, some of which could be conflicting;
- Immediate measurement of success of the programme against a long-term vision of change will be difficult.

5.2 These difficulties are to some extent balanced by the fact that there is considerable buy-in from the Government departments and delivery bodies to the aims of Making space for water and the stakeholder arrangements that we have in place. Furthermore there is now an established approach to delivering targets through joint programme management between Defra, Environment Agency and Local Authorities. However, there are likely to be some tensions when moving from a direction of travel to more detailed policy decisions. The role of the Business Change Managers will be crucial in ensuring the successful transition to the new institutional and cultural arrangements, as will be a clearly defined communications strategy. The role of benefits realisation will be important in ensuring that project and programme outputs deliver more long-term benefits.

5.3 These difficulties are also balanced by the range of expertise working on the programme. Defra's Flood Management Division has a history of evolving policy through solid research and collaborative working with operating authorities. Many of the proposals in the First Response build upon or refine an existing policy direction. The division is committed to the sharing of good practice, both technical and policy.

5.4 Overall, therefore, we judge the degree of challenge to be **High**. The individual challenges, and the policies and activities being taken to address them, are set out in section 6.

5.5 A risk log is contained at Annex B. This log relates to programme risks; each project will also use risk management as a key aspect for taking forward the work and will have its own risk register to help support this. The programme risk register will be regularly reviewed by the programme team and risks will be escalated to the Programme Board where necessary.

## **6. Policies, activities and milestones**

### Overview

6.1 Making space for water replaces the flood management strategy published in 1993. The 1993 strategy was seen to be innovative for its time and a number of its proposals continue to be advocated in Making space for water. The programme goes further than the 1993 strategy by addressing all forms of flooding and coastal erosion and by considering other government policies that impact or are impacted by flood and coastal erosion risk management policies. As a result this is a cross-Government programme addressing areas such as land-use planning and transport. Such a programme therefore has a complex mix of activities and delivery partners.

### Policy issues

6.2 The Government First Response provides the strategic direction of travel for flood and coastal erosion risk management for the next 20 years and beyond. It indicated, however, that there were some areas of policy that needed further work or piloting before a decision could be made:

- Environment Agency strategic overview of flooding and coastal erosion, where it was decided to give the EA strategic overview, the precise nature of which had not been decided;
- adaptation toolkit, to address concerns raised during the Making space for water consultation that achievement of policies on the coast including working with natural processes more to achieve more sustainable solutions would be facilitated by some form of help to those affected; the adaptation toolkit work will look at this area including incentives but with the understanding that there is no commitment to introduce new arrangements; and
- pilot projects to look at integrated urban drainage and resilience grants. These projects are unlikely to be completed before 2008 and could reach a range of conclusions.

6.3 The Government recognises that these are all important and complex policy areas, which may not prove simple to resolve, and the results will have a significant impact on the programme. Progress on these areas will need to be monitored carefully, with adequate resources committed, and stakeholders will need to be properly engaged to ensure that their views are understood and taken into proper account and the project results do not come as a surprise.

6.4 The Making space for water aim is to deliver the greatest economic, social and environmental benefits and relate to both national and local priorities.

6.5 The programme will deliver sustainable development through the breadth of policies and projects that it addresses. There are also a number of projects that are designed to help maximise the delivery of sustainable development on the ground, such as developing multi-criteria approaches, revised scheme appraisal guidance and delivering multi-objective schemes on the ground. Projects to assist with delivering both national and local priorities include SMPs and CFMPs, multi criteria approaches and enhancing stakeholder engagement. The programme will also align with the sustainable development strategy.

#### Co-ordination across delivery partners and stakeholders

6.6 This is a cross-Government programme that involves a number of delivery partners; ensuring that they are committed to the programme and delivery of outputs is important.

6.7 All the main Government Departments have signed up to the First Response and the main deliverers are members of the Programme Board. This commitment and membership should ensure that when issues do arise, there is an appropriate vehicle to resolve them. Communication between the programme team, project teams and relevant departments is also important, through effective reporting arrangements (which will be on a monthly basis) and the broader communications strategy. Inclusion of the aims of the First Response in the Environment Agency's own strategy will also help ensure that commitment to the programme is maintained throughout its lifetime and beyond.

6.8 There are a wide range of stakeholders involved who may have differing expectations of what the programme may deliver. Stakeholder engagement has to date been good, but as the programme moves into the detail of policy decisions, there may be disappointment at some of the outcomes or at the pace with which the programme is being taken forward.

6.9 Stakeholder engagement is covered in more detail in section 8. If stakeholders are engaged properly, while they may not always like the results of a decision, they should have an understanding of why that decision was made and the route taken to get to the decision.

#### Funding and organisational issues

6.10 Some policy changes will require significant cultural and/or organisational/legal change.

6.11 The programme has nominated business change managers within Defra and the Environment Agency, who will be responsible for ensuring that any internal changes that are

required to adopt the new ways of working are made well in advance. The programme communications strategy, which will be looking at getting key messages across to both internal and external stakeholders, will also play an important role. Clear guidance and training will also be an important product of some of the projects to help give those applying new policies on the ground the confidence that they are doing so correctly.

6.12 There are concerns about the capacity and skills of the civil engineering resources, both in the operating authorities and their consultants and contractors to deliver an expanded programme. In recognition of these concerns, the Institution of Civil Engineers (ICE) reported<sup>2</sup> to Government in January 2005 on the availability of engineering skills, which was co-sponsored by the Environment Agency and Defra. This concluded that the private sector has sufficient short term capacity to deliver but casts doubt on the public sector's ability to perform the role of intelligent client, and that this will hold up progress on project planning and implementation.

6.13 The EA have developed an action plan to redress the shortages identified in the ICE report. This includes developing the EA's pay and workforce strategy for engineers embracing competency development within the Agency and across the supply chain, recruitment and re-deployment of skills transfer. The Agency has also worked with Defra and ICE in encouraging engineering students to develop skills in flood risk management and a new River and Coastal Engineering foundation degree was introduced in October 2004. These initiatives will take a number of years to become fully effective hence Defra continues to view this as a significant risk.

6.14 A number of change activities within flood risk management will be taking place during the first half of the programme. A Roles and Responsibilities Review is expected to lead to changes in the organisational structure of Defra's flood management division. Whilst these changes could have a demotivating impact on some staff they do offer opportunities to put more resources into the strategy programme. Further delegation of scheme approvals to the Environment Agency could also impact on the Agency's ability to deliver, if it gets diverted by this task. It will be important to make sure such changes are introduced in parallel with development of the Environment Agency's strategic overview role.

6.15 The possibility that these changes could divert attention from delivery will be managed using programme and change management techniques, keeping all fully informed and with good feedback opportunities.

6.16 Making space for water covers a much wider breadth than the 1993 strategy and suggests changes/refinements in a number of areas. Current funding levels, whilst significantly higher than 1997, are for the current programme of flood and coastal erosion risk management. Funding for some of the issues addressed in the programme when they move from programme to day-to-day activity is unclear, potentially impacting on the delivery of long-term benefits.

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<sup>2</sup> The ICE report can be found at [http://www.environment-agency.gov.uk/commondata/acrobat/action\\_report\\_pdf\\_995192.pdf](http://www.environment-agency.gov.uk/commondata/acrobat/action_report_pdf_995192.pdf)

6.17 Defra recognises that the programme addresses a range of policy ideas that may have resource implications. In some circumstances it may be a case of better targeting, reprioritising existing funds or achieving more through efficiency measures; the development of Output and Performance Measures should assist in this process. In some circumstances additional funding may be required. This may be secured through adopting multiple objective approaches and this will be encouraged where possible. The programme will help produce evidence for future funding bids, including further consideration of other funding streams and how to raise the investment if it can be justified. Pilots covering new proposals will also have to consider as part of their scope potential funding provision. Defra will also be working with HM Treasury, the Environment Agency and other relevant Government Departments (such as ODPM) to consider the resource implications of the proposed direction of travel and possible other sources of funding.

Measuring success

6.18 The First Response programme will deliver a number of tangible outputs but the vision that it is seeking to achieve is much more long term. The programme will be considered a success, from a programme management perspective, if it delivers the outputs of the projects. However, from a strategic perspective, the programme will only be a success if it delivers on the vision and achieves change on the ground.

6.19 To ensure that this long-term success is delivered on, the programme will need to have a benefits realisation strategy. Such a strategy will be developed in Autumn 2005 and revised periodically to ensure that all benefits have been captured. The development of output and performance measures, which are to be trialled in 2005/06, and in the shorter term the SR04 target will also help measure the success of the programme as they are rolled forward.

**Priority activities over next 6-12 months (from August 2005)<sup>3</sup>**

6.20 The priority activities for the next 6-12 months are:

<b>Date</b>	<b>Activity</b>
August 05	Initial options paper on strategic overview.
Autumn 05	Launch innovation fund.
September 05	Let integrated drainage scoping study.
September 05	Reach agreement on flood search for Home Information Pack.
September 05	Publication of code of practice for maintaining highway structures
November 05	Consultation on PPS25 and on possible flooding Direction launched.
December 05	Integrated drainage scoping report produced.
February 06	Draft flooding direction produced for consultation if PPS25 consultation supports that.
March 06	Building Regulations field trial report produced.
Spring 06	Consultation on strategic overview launched.
Spring 06	Sustainable Buildings Code launched.
June 06	Integrated drainage pilots selection.
Summer 06	Publish new PPS25 and flooding direction if consultation confirms need.

<sup>3</sup> As project plans are confirmed, these timings will be firmed up further and further milestones may be added.

Summer 06	Options paper to Ministers on adaptation toolkit.
Summer 06	Draft procedures and RIA for Building Regulations produced.

6.21 The key milestones for the period 2005-08 are:

Autumn 05	Launch innovation fund.
September 05	Let integrated drainage scoping study.
November 05	Consultation on PPS25 launched.
Spring 06	Integrated drainage scoping report produced.
Spring 06	Consultation on strategic overview launched.
Spring 06	Sustainable Buildings Code launched.
Spring 06	Output & performance measures launched
Summer 06	Integrated drainage pilots selection.
Summer 06	Publish new PPS25 and flooding direction (subject to confirmation in consultation).
Summer 06	Options paper to Ministers on adaptation toolkit.
Summer 06	Draft procedures and RIA for Building Regulations produced.
Autumn 06	Resilience grants pilot launched
Spring 07	Consultation on new appraisal guidance launched.
Summer 07	Publish adaptation toolkit
Summer 07	FRM procedural guidance & related policy statements published
Winter 07	Integrated drainage pilots completed
Winter 07	Resilience pilot recommendations published
Spring 08	Integrated drainage recommendations published
Spring 08	Coastal erosion maps launched

## **7. Resourcing the programme**

### Defra Flood Management Division

7.1 With planned staffing levels at 1 April 2005, Flood Management Division should have sufficient resources to deliver the First Government Response, although some reallocation or dropping of other work may be required. The speed and conclusions of the Roles and Responsibilities Review and the impact of any major flooding events may have an impact on when and what resources may be available to the programme. The use of consultants in some areas may also be appropriate e.g. the integrated drainage pilots for which Defra has committed £2.1m over three years to take forward. Other areas of work do not have dedicated funding, but will be able to make use of current Divisional budgets where appropriate.

### Environment Agency

7.2 The Environment Agency has identified internal policy leads and operational counterparts for each theme and project strand from Regional and Area staff, to ensure that outcomes can be achieved. Significant work is required in analysis of hurdles to delivery, problems with existing approaches and the ideal solutions that the Agency would wish to advocate. A dedicated team has been established at the Agency's Head Office Flood Risk Management Policy to co-ordinate the response and lead on liaison with Defra, LGA and

other key stakeholders. Some use of consultants will be made to help deliver some of the strands such as the extended scope of risk mapping, as consultants were used to deliver the existing flood maps.

7.3 The Agency has many of the skills required to respond to the work programme, though specialist advice will be sought where appropriate. This is most likely for the areas where the Agency is looking to extend its strategic role, such as on the coast and urban drainage.

#### Local authorities and internal drainage boards

7.4 The Local Government Association will be the focal point for engagement with local authorities on the programme and should be able to arrange for appropriate members to represent local authorities on any given project. A number of local authorities have also registered their interest in specific projects, particularly integrated urban drainage. The choice of location of pilots will depend upon a number of factors, including a local authorities' capacity to manage the project.

7.5 The Association of Drainage Authorities will be the focal point for engagement with Internal Drainage Boards (IDBs) on the programme and should be able to arrange for appropriate members to represent IDBs on any given project.

#### Other Government Departments

7.6 Both the Office of the Deputy Prime Minister and Department for Transport have identified resources to address the projects covered within the Making space for water programme. Both departments have signed up to Making space for water and are not expected to have any significant resource issues on this work. ODPM have wider resource pressures but confirm they will give priority to work on planning policy for flood risk.

### **8. Customer and stakeholder engagement**

8.1 The tradition of stakeholder engagement leading up to the publication of the First Government Response to Making space for water will be maintained during the programme. In addition, good stakeholder relations is one of the key measures in Defra's Flood Management Division's Balanced Scorecard and an annual feedback survey is planned for end 2005.

8.2 Flood Management Division has established a broadly based Stakeholder Forum. A primary focus of the Forum is to help develop the new Strategy, but it is also to keep stakeholders up-to-date with all flood and coastal erosion risk management issues. There is also a Coastal Forum, whose primary membership is the Coastal Group chairmen, alongside English Nature and the Environment Agency. This Forum meets twice a year and facilitates discussion on any issues of relevance to the coast. The programme manager will provide updates on progress to both these fora and they will be able to discuss issues of concern or interest. Focused stakeholder involvement should take place via individual projects, allowing more detailed discussion of the issues and enabling interested stakeholders to input into the project development.

### **9. Communications Strategy**

9.1 Effective communication is key to ensuring delivery of the First Response. It is also essential for ensuring confidence among Defra Ministers, Treasury, stakeholders and the wider public that appropriate measures are being taken to manage the risk of flooding and coastal erosion. Communication is particularly important as the programme of work covers several years and retaining interest and focus over such a time period may be difficult.

9.2 The communications strategy will set out the objectives and key messages that we are seeking to deliver as part of the Making space for water programme. It will also ensure a more strategic approach to flood and coastal erosion risk management engagements and events. The strategy will also align with key strategies, such as sustainable development.

## **10. Programme management and monitoring**

### *Programme management*

10.1 Implementation of the First Response is being managed on PPM lines – the responsibilities within Defra are shown in paragraph 1.3. A Programme Board has been established to include representatives of Defra, the Environment Agency, the Local Government Association, ODPM and HM Treasury. This will meet at approximately quarterly intervals to monitor progress, review risks and take decisions for example on any necessary reallocation of resources.

### *What will be reported on*

10.2 Project teams will provide updates on:

- a) progress to meeting project milestones and percentage project completion;
- b) key risks and issues including resource problems;
- c) progress to realising project and programme benefits;
- d) communication issues

### *Reporting tools*

10.3 Reporting to the board will be carried out using a dashboard system that uses the traffic light method (see paragraph 12.3) to indicate the status of a project, supported by brief summary reports. A more detailed report will be provided for those projects identified as red.

## **11. Trajectories**

11.1 The majority of the programme's outputs initially will be the key products listed in section 3.3. The programme will monitor progress to achieving these. Trajectories for the SR04 target will be monitored and supplemented once the Output and Performance Measures are launched, as these are in part designed to demonstrate how far operating authorities are meeting the aims of Making space for water. As these are developed they will be added to the Delivery Plan. Of particular relevance to the Making space for water programme is progress on CFMPs and SMPs, which demonstrate principles of sustainable development and the holistic approach to managing flood risk. If it is thought necessary to start monitoring progress on a systematic basis across all operating authorities e.g. over

urban drainage plans or achievement of multiple objective schemes with additional funding sources, Defra will consider adding reporting on these as an additional requirement in the High Level Targets.

11.2 Work on developing a benefits realisation strategy will take place in Autumn 2005 and will also look at developing trajectories for specific benefits where possible. These will be added to the Delivery Plan when created.

## **12. Status assessment**

### *Current delivery status*

12.1 At the start of delivery of the programme delivery status is assessed as **Amber red**. A number of projects are already running, but some are still at the inception stage. The timetable for some projects is quite tight and dedicated resourcing is an issue in taking the projects forward quickly enough. These projects will have to be monitored closely.

12.2 In judging whether the programme is successful, in the short term we will monitor the success of those projects considered to be critical in paragraph 3.3. In the longer term our success will be measured against the critical success factors in paragraph 3.2.

12.3 The assessment of the overall status of the delivery plan is based on the Prime Minister's Delivery Unit red, amber/red, amber/green, green criteria backed up by evidence i.e.

<b>Red</b>	Highly problematic – requires urgent and decisive action
<b>Amber red</b>	Mixed – requires substantial attention, some aspects may need urgent attention
<b>Amber green</b>	Mixed – some aspects require substantial action - some good
<b>Green</b>	Good – requires refinement and systematic implementation
<b>T</b>	Too early to say