Lambourn Valley Flood Risk Management Plan 2013 -2016

















West Berkshire Council
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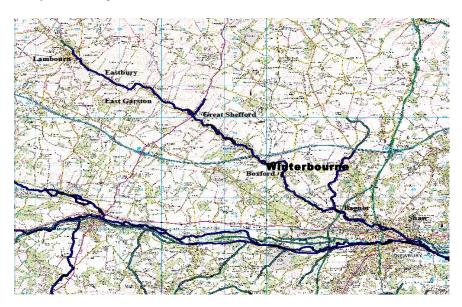
1. Introduction

1.1 Background

- 1.1.1 In recent years there have been a number of flood events in the Lambourn Valley, which have directly affected people's lives and businesses. The purpose of this Flood Risk Management Plan is to manage and reduce the risk of flooding in a way that benefits people, property and the natural environment.
- 1.1.2 This Plan is the result of a multi-agency initiative by West Berkshire Council, the Environment Agency and Thames Water and sets out how flood risk will be managed throughout the Lambourn Valley in the future. It gives details of the roles of the organisations and individuals who are responsible for managing flood risk and sets a number of flood risk management objectives and draws together a range of proposed actions to be undertaken by individuals and organisations to minimise future flood risk.
- 1.1.3 It will be necessary to periodically review and update the recommended actions. For this reason this Plan should be considered as a 'live' document which will evolve over time as new information becomes available. It is anticipated that the Plan will be reviewed on a quarterly basis by the Lambourn Valley Flood Forum.

1.2 The Lambourn Valley

- 1.2.1 The Lambourn Valley follows the River Lambourn from the village of Lambourn to the Shaw/ Turnpike area in Newbury where it joins the River Kennet. The upper reaches of the river are seasonal, with its source derived from a number of springs in the Lambourn and Upper Lambourn area. At times when the ground water table is high the source of the river moves upstream from Great Shefford. Along the seasonal section of the river are located the villages of Eastbury and East Garston, while the perennial section of the river runs through the villages of Great Shefford, Welford, Boxford, Bagnor, Donnington and Shaw. The main tributary is the Winterbourne Stream which flows into the River Lambourn at Bagnor just upstream of Newbury.
- 1.2.2 Much of the river has been designated by Natural England as a Site of Special Scientific Interest (SSSI) and a Special Area of Conservation (SAC), which means that maintenance work to the river, such as weed clearance, requires consent from the Environment Agency.
- 1.2.3 The geology of the Lambourn Valley is predominately chalk, which heavily influences the susceptibility of the area to ground water flooding. Ground water levels are usually at their highest between November and March.



1.2 West Berkshire Ground Water Scheme

- 1.2.1 The West Berkshire Ground Water Scheme is a system of 33 licensed groundwater abstraction boreholes, which pump water from the chalk aquifer. This water is then used to augment river levels in the Lambourn and Kennet catchments, helping to protect the environment and also to provide extra water to support public water supply further downstream. The system is designed to be used in times of severe drought and is operated by the Environment Agency for Thames Water, who pay the operating costs.
- 1.2.2 In 2000/1 it was thought that the pumping might reduce ground water levels although since it was not put into operation there is no evidence that it would have had any real impact. In 2012/13 when ground water levels again became very high, use of the Scheme was discounted as by that time it was believed to be incapable of delivering any appreciable benefit.

2. Flood risk management roles and responsibilities

2.1 West Berkshire Council

- 2.1.1 West Berkshire Council, as the Lead Local Flood Authority (LLFA), is responsible for taking a lead role in managing flood risk from local sources. This includes surface water, ground water and ordinary watercourses, including where there is an interaction between these sources leading to river flooding. Under the Flood and Water Management Act 2010 the Council as LLFA has a duty to investigate and publish reports on flood events and to compile and maintain a register of structures and features that have a significant effect on flood risk. It also has responsibility for consenting on third party works to ordinary watercourses.
- 2.1.2 The Council also has other related roles in planning and development control, public health, emergency planning and highway drainage.

2.2 Environment Agency

- 2.2.1 The Environment Agency has a national strategic overview of flooding from all sources (including rivers, surface water and ground water) and is responsible for managing flood risk from the River Lambourn. It also has a key role in providing flood warnings to the public and in protecting and improving the natural environment.
- 2.2.2 The Environment Agency has permissive powers to reduce flood risk by undertaking work in main rivers and on flood defence structures.

2.3 Thames Water

- 2.3.3 Thames Water has responsibility for foul and surface water sewer sewerage systems and sewage treatment in the Lambourn Valley and has general duty (under Section 94 of the Water Industry Act 1991) to provide, extend and improve public sewer systems ensuring they are 'effectually drained', and to empty and dispose of the contents of their sewers.
- 2.3.4 Thames Water also has a duty to maintain a register (know as the DG5 register) of flooding from sewers. The DG5 register records information which is used to apply for investment funds from Ofwat to undertake improvements or repairs. Investment is agreed with the regulator, Ofwat on a five year cycle referred to as Asset Management Periods. The current period runs from 2010-2015. Investment for the next period 2015 2020 is currently under development.

2.4 Parish Councils and Community Emergency Groups

- 2.4.1 Parish Councils have no formal duties in the management of flood risk. However, Parish Councils can be instrumental in establishing local flood resilience partnerships, and assisting in the development of Community Flood Plans since they should have the local knowledge to help manage local flood risk. They are therefore seen to have an important role in supporting this Plan.
- 2.4.2 Parish Councils are encouraged to recruit Community Emergency/Flood Wardens who will help by:
 - Working within their communities to prepare them for flooding and to develop flood resilience.
 - Receiving flood alerts/warnings from the Environment Agency directly and ensuring the community area aware of them,
 - Ensuring the community are aware of what the Environment Agency flood warnings mean, what people need to do and where further information can be obtained.
 - Assisting during floods by supporting people in the community,
 - Being a conduit for information flow between the West Berkshire Council and the communities.
 - Identifying vulnerable people within their community who may need special help.
 - Reporting blocked drains, ditches and other watercourse issues to the relevant authorities.
- 2.4.3 Community Emergency/Flood Wardens already operate in Lambourn, East Garston, Eastbury and Great Shefford. These communities have noted the advantages of such wardens, but there is a need to recruit and train more people to ensure all communities in the Lambourn Valley are effectively covered and that they work together.

2.5 Riparian Landowners

2.5.1 Landowners whose property is adjacent to a river, a stream or a ditch are likely to be 'riparian owners'. Riparian owners have a responsibility to maintain the bed and banks of any watercourse within or adjacent to their property, in most cases even if that watercourse is adjacent to a highway, and to ensure there are no obstructions to the natural flow of water. However, a riparian owner is under no liability under common law to clear a watercourse where it becomes silted up or choked with weeds due to natural causes.

2.6 Property Owners

2.6.1 Responsibility for protecting property from flooding lies in the first instance with the property owner. Property owners whose home or business premises are located in areas known to be at risk of flooding should consider making their own flood defence preparations. Property owners also have a common law duty to mitigate their losses during a flood event.

3. Flood risk within the Lambourn Valley

3.1 Types of flooding

3.1.1 There are several forms of flooding that affect the Lambourn Valley. A brief overview is provided below. It is, however, important to emphasise that the causes of flooding are not always certain or cannot always be attributed to just one source of flooding.

Туре	Description
Ground water flooding	Ground water flooding occurs when water levels in the ground rise above the ground surface. Ground water flooding occurs after long periods of rainfall and can last for several weeks or even months. The areas most at risk are often low-lying areas where the water table is more likely to be at a shallow depth in relation to the ground surface. Ground water can be predicted well in advance by the Environment Agency who monitor ground water levels throughout the year. Ground water flooding in the Lambourn Valley is a significant contributor to other flooding types.
River flooding (Fluvial flooding)	River flooding, also known as fluvial flooding, occurs when a river channel cannot accommodate the volume of water flowing into it, causing water to spill over onto the surrounding land, or flood plains. These events normally follow an extended period of heavy rainfall and are usually predicted in advance by the Environment Agency and Met Office.
Surface water flooding (Pluvial flooding)	Surface water flooding, also known as pluvial flooding or flash flooding, occurs when heavy rainfall generates runoff which flows over the ground and ponds in low lying areas. This type of flooding is usually short lived and associated with heavy downpours of rain, thunderstorms etc., and is made much worse when the ground is already saturated. Often there is limited advance notice of surface water flooding; however, weather forecasts from the Met Office can give an indication of the flood risk.
Sewer flooding	Sewer flooding occurs when a sewer network cannot cope with the volume of water entering it or when the pipes within the network become blocked.
Highway flooding	Highway flooding is caused by heavy rainfall which coupled with blocked drains, gullies or roadside ditches, causes water to pond within the highway.

Table 1: Types of Flooding

3.2 The risk of climate change

3.2.1 There is an increasingly strong belief among climate scientists that the substantially heavier rainfall experienced in recent years is related to a changing climate. Although it is not possible to attribute single events to global warning because of the natural variation of the weather, it is possible to say that extreme rainfall is consistent with predictions of what global warning will bring, i.e. potentially more frequent and intense rainstorms and many more days of heavy rainfall in the winter. Those residents that are at risk of flooding may therefore be susceptible to more frequent and more severe flooding in future years.

3.3 Existing information on flood risk in the Lambourn Valley

3.3.1 All forms of the above flooding have been recorded within the Lambourn Valley over the past decade or so. Ground water flooding is however a particular concern and one that has caused significant problems notably in 2000/01 and 2012/13. The ground water flooding often triggers river flooding, sewer flooding, and highway flooding in the area.

3.4 Flooding in 2000/01

3.4.1 In 2000/1, ground water flooding created property damage and widespread sewer and highway flooding across the Lambourn Valley. Areas particularly badly affected included Upper Lambourn, Lambourn, Eastbury and Great Shefford.

- 3.4.2 As a result of this flooding incident a number of remedial actions were put in place;
 - 1. A number of culverts and ditches were cleared on public and private land. However, maintenance of these assets has been sporadic since 2000/1;
 - 2. In Lambourn some sewers were replaced to reduce the impact of sewer flooding;
 - 3. The Environment Agency has maintained regular borehole monitoring at key times of the year informing other agencies of when and where ground water flooding is likely to develop
 - 4. A local Pumping Scheme was installed adjacent to a tributary of the River Lambourn on the A338 Wantage Road at Great Shefford in 2003. This facilitates temporary pumping of water from the tributary into the WBGWS and then directly into the River Lambourn immediately downstream of the village, thereby alleviating potential flooding in Great Shefford. The North Henley Farm borehole, which is monitored by the Environment Agency, is used to determine when pumping is likely to be required.

3.5 Flooding in 2007

3.5.1 In 2007, an exceptionally severe and prolonged storm resulted in river flooding at Lambourn, Eastbury, East Garston, Boxford, Winterbourne and Donnington. Concerns were raised by residents and Parish Councils regarding the overall maintenance of the river, particularly the removal of weed, which is managed by the Environment Agency because of the SSSI status of the river. It was suggested that the operation of the sluices along the river, particularly at Boxford Mill and Donnington Mill, could help reduce the impact of the river flooding.

3.6 Flooding in 2012/13

- 3.6.1 In 2012/13, ground water and river flooding again created property damage and widespread sewer and highway flooding across the Lambourn Valley. Areas particularly badly affected included Upper Lambourn, Lambourn, Eastbury, Great Shefford and Winterbourne.
- 3.6.2 This event was similar in some respects to that experienced in 2000/1 although because of work done and lessons learnt after the previous event the impact was reduced in some areas in 2012/13. However the location of the ground water 'breakout' was different resulting in different issues in the early stages of the flood event.

3.7 Current community concerns and initiatives

- 3.7.1 Concerns have been raised by Parish Councils and residents in the Lambourn Valley about the condition of ordinary watercourses, roadside ditches and highway drains, particularly those which flow directly into the river. This implies that landowners are largely unaware of their riparian responsibilities to maintain ditches. It also suggests that West Berkshire Council needs to establish which drains and ditches are critical and then target inspections and maintenance works accordingly.
- 3.7.2 The residents of Eastbury and Winterbourne have formed community flood groups which have commissioned preliminary design for flood prevention schemes. The Environment Agency and West Berkshire Council are currently assisting in developing schemes with the aim of applying for Government grants to cover the detailed design and construction costs

- 3.7.3 A number of residents in Boxford have suggested that re-establishing the West Brook, a historic tributary from the River Lambourn, would help to reduce flooding in the village by diverting some of the flows in the river away from the road bridge by Boxford Mill which is the main restriction through the village. An investigation would be needed to assess the benefits of doing this and its impact on what is a highly sensitive environmental site.
- 3.7.4 West Berkshire Council has contact details for a number of Flood Wardens along the Valley to provide information to and receive updates from in order to update their communities. This has developed over the 2012/13 event and should be further developed as part of the Lambourn Valley Plan.

4. Strategies to reduce and manage flood risk

4.1 Planning for the future - sustainable development

- 4.1.1 The new National Planning Policy Framework states that 'inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary making it safe without increasing flood risk elsewhere'. This requirement is reflected in the West Berkshire Local Development Plan and the Core Strategy adopted in 2012, which sets out a long term vision for West Berkshire and translates this into special terms, setting out broad proposals for where development will go and how these developments will be built. The Council is currently producing its Site Allocation Plan which set out specific locations for the development requirements within each planning area.
- 4.1.2 Planning authorities, such as West Berkshire Council, are required to prepare Strategic Flood Risk Assessments (SFRA) which informs their Local Development Plan and Core Strategy. Until recently, SFRAs have been based predominately on data relating to coastal and river flooding. This is simply because there has been very little reliable data on which to assess surface water and groundwater flooding. However, the imminent release of the Environment Agency's Surface water Flood Maps, the development of the West Berkshire Preliminary Flood Risk Assessment and the soon to be commissioned Lambourn Surface Water Management Plan and West Berkshire Groundwater Study will help to rectify this. In due course the SFRA will need to be updated to take account of this new information, together with those flood related issues identified in community led and Neighbourhood Plans. This will then be used to inform the site allocation process and all other local planning decisions.
- 4.1.3 The Localism Act 2011 enables local communities to develop Neighbourhood Development Plans, which set out planning policies for their local areas which will have to be taken into account in planning decisions. Neighbourhood planning is a new right for local communities and for the first time local people led by their parish councils will have a major statutory say in helping to shape and facilitate future developments in the area in which they live. Since local communities know better than anyone the level of flood risk that they face, parish councils can make an important contribution to help manage the level of flood risk in their community.
- 4.1.4 Community led plans, such as Parish Plans and Village Design Statements, which have been widely adopted in the Lambourn Valley, enable local communities to shape the future of the village or parish. They do this by producing a consensus of how their communities should develop in the future, and achieve this through the statutory planning process and other means. The process of refreshing community led plans will enable communities within the Lambourn Valley to develop further priorities in relation to sustainable drainage and flood risk management and may then be used to review the Local Development Plan and inform local planning decisions.

- 4.1.5 It is likely that the provision of the Flood and Water Management Act 2010 relating to sustainable drainage systems (SuDS) will commence from April 2014, although this remains to be confirmed. From this date, West Berkshire Council will become a SuDS Approving Body (SAB), and will have the role of approving, adopting and maintaining sustainable drainage systems serving more than one property. Sustainable drainage consent must be given before construction can begin on site and the SAB or Thames Water as appropriate will be responsible for providing approval before connections can be make to public surface water sewer systems in the limited number of cases where this is permitted.
- 4.1.6 West Berkshire Council has a duty for consenting works to ordinary watercourses. The Council is responsible for ensuring that any works that may affect the flow of water through an ordinary watercourse gains proper consent prior to the works taking place. This enables the Council to ensure that any works undertaken by riparian landowners do not cause a flood risk.
- 4.1.7 It is therefore important that appropriate links are formed between the Planning Authority, parish councils and the SAB to maximise opportunities for sustainable development thereby ensuring that the planning process continues to operate efficiently in sustaining and enhancing local communities.

4.2 Establishing partnerships

- 4.2.1 As well as engaging with local communities and members of the public, it is vital that there is effective engagement and co-operation between all the flood risk management authorities (as defined under the FWMA) and that elected West Berkshire Council Members are also fully involved.
- 4.2.2 As part of this process West Berkshire Council, the Environment Agency and Thames Water hold regular meetings to discuss flood risk management issues from all flooding sources and to agree actions to tackle resulting problems.
- 4.2.3 It is proposed that Parish Councils establish a Lambourn Valley Flood Forum to coordinate the actions contained in this Plan and to amend or add new actions in response to future flood events.

4.3 Improve understanding of flood risk

- 4.3.1 It is only through a better understanding of where the greatest local risks are, what the causes are, and who should be involved that we can identify possible measures to reduce flooding.
- 4.3.2 One of West Berkshire Council's main duties under the FWMA as described in Section 19 of the Act is to investigate flooding incidents and publish the details of the investigation. The investigation must identify which flood risk management authorities had relevant flood risk management functions and whether each of those functions was exercised in response to the flooding event. The production of this Plan and the implementation of the integral Action Plan will play a key role in fulfilling West Berkshire Council's duties under the Act and provides an opportunity for the Lambourn Valley Flood Forum to monitor our performance.

4.4 Raising community awareness

4.4.1 Communicating the risk of flooding and raising awareness within local communities is vital. As a result residents will become more aware of the flood risk throughout the Lambourn Valley. Whilst public agencies have a role to play, it is also important to recognise that individual households also have a role in protecting themselves. Increasing awareness can be achieved in a number of different ways including public consultation events, newsletters and online resources such as Council websites and social media. West Berkshire Council has a coordinating role to play but local

knowledge and understanding are important, hence Parish Councils and any emergency/flood groups or wardens will be central to the requirement for good communication at a local level.

4.5 Reducing flood risk through capital works and maintenance

- 4.5.1 Flood alleviation will inevitably involve the need for various capital works across the Lambourn Valley. Future sewer flooding through high ground water levels can only be avoided by lining or replacing existing sewer systems. These works will fall on Thames Water to investigate and implement as reflected in this Plan.
- 4.5.2 A number of other potential capital schemes are also proposed in this Plan. Many of these will need to be evaluated first. Engineering studies, including detailed modelling, will be needed to assess site specific measures. Once these measures have been identified and assessed, it will be possible to apply for funding either through Government grants or local funding. There will also be a need to provide advice to landowners and land users on their responsibilities for maintenance work on water courses as published on the Environment Agency's website.
- 4.5.3 The final chapter of the Plan is an Action Plan which sets out what is proposed over the next three years to reduce flood risk across the Lambourn Valley. The Action Plan clarifies who will be responsible for what along with timescales for delivering these proposals.

4.6 Emergency planning

- 4.6.1 West Berkshire Council has a duty under the Civil Contingencies Act 2004 to have plans in place to manage 'Risks in the Community'. Compliance is provided through the Council's Major Incident Plan and more specifically with respect to flooding risks, through the Adverse Weather Plan and the annex relating to flooding.
- 4.6.2 The Council also has a duty to warn and inform the community before, during and after a Major Incident. In the case of flooding, this is normally undertaken by communicating with Community Emergency/Flood Wardens where they exist, Town and Parish Councils and Ward Members. In addition, the Council's website and other communication means can be used.
- 4.6.3 Some communities have written Community Emergency Plans with a flood response element in them. Other communities do not have plans written or have no process in place. There is therefore a gap in community engagement and in support for flooding incidents across the Valley that needs to be addressed.

5. Flood risk management funding

5.0.1 It is important to acknowledge that neither West Berkshire Council nor the Environment Agency have any statutory duty to prevent flooding and therefore have limited budgets to deliver flood risk measures. It is therefore essential to identify the funding streams available to implement this Plan - it should be noted that while West Berkshire Council and the Environment Agency have varying levels of funding for drainage and flood risk management activities the two organisations do not act in isolation. Both authorities take a partnership approach to reducing flood risk and wherever possible, look to reduce costs and resources through working in partnership.

National funding

5.1 Flood Defence Grant in Aid

- 5.1.1 The Environment Agency is responsible for allocating Central Government funding for a range of activities that help reduce the risk of flooding in England, including flood defence schemes. This funding is known as Flood Defence Grant in Aid (FDGiA) and is available to the Environment Agency and West Berkshire Council.
- 5.1.2 When allocating FDGiA, the Environment Agency follow Defra policy and guidelines, which set out what projects are able to be funded. In April 2012 the approach to the way that Government funds flood risk management changed. Defra's new methodology for allocating capital funding, 'Flood and coastal resilience partnership funding', is based on the outcome delivered. Funding levels for each scheme now relate directly to the number of households protected, or where damage is prevented, and other benefits such as environmental or business opportunities that will be delivered.
- 5.1.3 Instead of funding the entire cost of a limited number of projects, the new approach makes some Government funding available for all worthwhile schemes. For the first time, grants for surface water management and property level protection are eligible, along with funds for river and coastal projects.
- 5.1.4 Projects whose costs do not qualify for full FDGiA funding will require local contributions in order to proceed. West Berkshire Council therefore has an important role in identifying all other funding streams and developing a good awareness of areas within the Lambourn Valley that have the greatest eligibility for national funding.

5.2 The Local Levy

5.2.1 Local levies are paid by local authorities, including West Berkshire Council, to the Thames Regional Flood and Coastal Committee (TRFCC) for additional flood risk management schemes that would otherwise not proceed. The TRFCC, which comprises elected Members from local authorities in the River Thames catchments and representatives from other local interest groups, sets the amount of levy and votes on where to allocate funds.

Local funding

5.3 Community infrastructure levy

- 5.3.1 The Community Infrastructure Levy (CIL) is an important new funding source intended to ensure that developers contribute to the cost of the infrastructure necessary to offset the impact of new developments. Local planning authorities, who will levy the charges, are required to use the levy on the provision of new infrastructure. It is not intended to remedy deficiencies in existing infrastructure.
- 5.3.2 The Localism Act includes a broad definition of the infrastructure that can be covered by CIL and includes flood defences. However, any spending on flood risk management schemes will have to compete with other diverse priorities, such as schools, hospitals and highways.
- 5.3.3 West Berkshire Council has yet to adopt CIL, although it is likely to be adopted by April 2014.

5.4 Developer contributions

5.4.1 Section 106 of the Town and Country Planning Act allows West Berkshire Council to enter into an agreement with landowners or developers in association with the

granting of planning permission. A Section 106 agreement is used to address issues that are necessary to make a development acceptable in planning terms, such as supporting the provision of services and infrastructure. In future, any potential flood risk caused or increased by a new development may be resolved and funded by the developer. This is currently secured through planning conditions and Section 106 payments. However, in the future, the Community Infrastructure Levy will replace Section 106 agreements in respect of obtaining contributions for off site infrastructure, including flood defence schemes. From that point on, Section 106 agreements will primarily be used to secure affordable housing through the planning system.

5.5 Parish Councils

5.5.1 Under the Localism Act, parish councils have been given the General Power of Competence and can now spend money on flood alleviation schemes in excess of the previous limits set in 2012/13. This means that parish councils have an important part to play in partnership funding contributions for flood alleviation in the Lambourn Valley.

5.6 Local contributions

5.6.1 Contributions from residents and businesses that benefit from a proposed flood alleviation scheme may be sought for site-specific schemes.

6. Actions to reduce and manage flood ris

- 6.1.1 The following action plan sets out activities based on the strategies in the previous section of the Plan that will be undertaken to help reduce flood risk in the Lambourn Valley. It does not cover all the work that is being undertaken but instead sets out the additional activities and site-specific schemes that will be undertaken by each flood risk management authority and Parish Councils both individually and in partnership.
- 6.1.2 The individual actions are intended to be sustainable and centre on a risk-based proportionate approach that reflects the size and complexity of the flood risk and our and financial ability to manage these risks.
- 6.1.3 Reviewing and updating the following actions will be essential to ensure this Plan remains 'fit for purpose' and will serve to demonstrate successes in delivering reduced flood risk in the Lambourn Valley. These reviews will also ensure the actions are compatible with current legislation as well as reporting progress against the individual actions.