

MAFF HIGH LEVEL TARGETS PUBLISHED IN NOVEMBER 1999

Target 1 - Policy statements	By when	By whom
<p>A. Produce, and copy to Environment Agency, MAFF and DETR, a publicly available policy statement setting out plans for delivering the Government's policy aims and objectives.</p> <p>B. Report to MAFF and DETR on: (i) completion of these policy statements; and (ii) information collated from them.</p>	<p>31 March 2001</p> <p>30 September 2001 and subsequently by agreement with MAFF</p>	<p>All operating authorities</p> <p>Environment Agency</p>
Target 2 - Provision of flood warnings	By when	By whom
<p>In conjunction with local authorities, emergency services and other partners -</p> <p>A. Develop a method for categorising the flood risk to an area for flood warning purposes.</p> <p>B. Determine where a flood warning service can be provided and the appropriate dissemination arrangements using the method developed.</p> <p>C. Determine and publish flood warning service standards for each area at risk of flooding.</p> <p>D. Report to MAFF on achievement of service standards.</p>	<p>1 April 2000</p> <p>1 September 2000</p> <p>1 September 2000</p> <p>Annually from 1 April 2001</p>	<p>Environment Agency</p>

Target 3 - Emergency exercises and emergency plans	By when	By whom
<p>A. Arrange, in conjunction with local authorities, emergency services and other partners, a programme of flood emergency exercises at national, regional and local levels. A national exercise, and an exercise in each Agency region and local area should be conducted by 31 December 2001 (after the introduction of new flood warning codes) and at not more than three-yearly intervals thereafter.</p>	Annually from 1 January 2001	Environment Agency
<p>B. Report to MAFF on:</p> <ul style="list-style-type: none"> • the forward programme of emergency exercises; • the results of emergency exercises in the previous year, including lessons learned; and • those areas where the Agency and local authorities have, and have not, reviewed and agreed emergency plans within the previous two years. 	Annually from 1 January 2001	Environment Agency

Target 4 - National Flood and Coastal Defence Database	By when	By whom
<p>A. Develop a National Flood and Coastal Defence Database and maintain it thereafter. The database should include information from other operating authorities (Target 4B) and on assets which provide a flood and coastal defence service that are in private or other ownership.</p>	1 September 2000	Environment Agency (in partnership with other operating authorities)
<p>B. Provide the Environment Agency with information on flood and coastal defence assets that are the responsibility of the operating authority. Such information should be in an agreed format and provided in the first instance by September 2000, and updated within one month of completion of any significant change, including creation, alteration, destruction or abandonment.</p>	1 September 2000 and ongoing thereafter	All operating authorities
<p>C. Reach agreement with the other operating authorities on the means by which private defences will be identified and incorporated in the database.</p>	1 April 2000	Environment Agency
<p>D. Provide timely information from the database to other operating authorities to fulfil their obligations. The detail and frequency of such reports to be agreed, as necessary.</p>	From 1 January 2001	Environment Agency

Target 6 - Coast protection inspections and assessment of coastal erosion risk	By when	By whom
<p>A. Ensure that a programme is in place for the regular * inspection of all coast protection assets included in the database, including those which are in private or other ownership.</p> <p>* The frequency of inspection should be risk based, taking account of factors such as the status, nature and significance of the defence.</p> <p>B. Report to MAFF on its assessment of the risk of coastal erosion from those assets. The report will also set out the action taken (eg to remedy the deficiency, adapt to a lower standard of defence, abandon defence) saying also if it is proposed to use enforcement powers or adopt a defence operated by others. Reports will also detail progress on remedying deficiencies highlighted in previous years' reports. In producing reports, the Groups should draw on information from inter alia inspections, policy statements (Target 1) and the database (Target 4).</p> <p>(This to reflect the necessary phasing adopting a risk-based assessment with comprehensive reporting from April 2002.)</p>	<p>Annually from 1 April 2000</p> <p>Annually from 1 April 2001</p>	<p>Coast protection authorities through Coastal Defence Groups</p>

Target 7 - Expenditure programmes	By when	By whom
<p>Provide to MAFF a prioritised forward programme of capital and maintenance work for the assets on the database. This should cover the current and following 3 year period. Where appropriate, programmes should include proposed expenditure on any assets in third party or other ownership.</p>	<p>Annually from 1 April 2000 *</p>	<p>All operating authorities</p>

* since deferred until 1 April 2001

Target 8 - Shoreline Management Plans (SMPs)	By when	By whom
<p>Flowing from the policy statement in Target 1, have in place, and provide to MAFF, a programme for:</p> <ul style="list-style-type: none"> • completing strategy plans necessary to implement SMPs; and • updating SMPs in accordance with MAFF guidance planned to be issued in 2000. 	<p>December 2001</p>	<p>Relevant operating authorities</p>

Target 9 - Biodiversity	By when	By whom
<p>A. In addition to statutory obligations, when carrying out flood and coastal defence works aim:</p> <ul style="list-style-type: none"> to avoid damage to environmental interest; to ensure no net loss to habitats covered by Biodiversity Action Plans; and seek opportunities for environmental enhancement. 	Ongoing	All operating authorities
<p>B. Report to the Environment Agency on all losses and gains of habitats covered by Biodiversity Action Plans as a result of their flood and coastal defence operations.</p>	Annually from 1 April 2001	All operating authorities
<p>C. Report to MAFF on the collated information from Target 9B.</p>	Annually from 1 July 2001	Environment Agency

Target 10 - Water Level Management Plans (WLMPs)	By when	By whom
<p>A. In partnership with English Nature, complete WLMPs:</p> <ul style="list-style-type: none"> in European sites in other SSSIs. 	30 March 2000 31 Dec 2000	Relevant operating authority
<p>B. Have in place a programme for implementing and reviewing WLMPs (flowing from the policy statement in Target 1).</p>	1 April 2001	Relevant operating authority
<p>C. Report to MAFF on operating authorities' progress in implementing and reviewing WLMPs against their published programme.</p>	Annually from 1 April 2002	Environment Agency

Target 11 - Coastal Habitat Management Plans (CHaMPs)	By when	By whom
<p>A. Identify sites where a CHaMP is needed and produce a programme for their completion.</p> <p>(NB Consideration is currently being given to the arrangements for inland sites covered by the Habitats Directive. Appropriate targets will be set in due course.)</p>	31 December 2000	English Nature (in partnership with the Environment Agency and other operating authorities).
<p>B. Report to MAFF on progress in CHaMP completion.</p>	Annually from 1 April 2002	

Target 12 - Development in areas at risk of flooding	By when	By whom
<p>Report to MAFF and DETR on:</p> <ul style="list-style-type: none"> • those local authority development plans upon which the Agency have commented, identifying plans which do, and do not, have flood risk statements or policies; and • the Agency's response to planning applications, identifying cases where: <ul style="list-style-type: none"> (i) the Agency sustained objections on flood risk grounds; and (ii) final decisions, either by the LPA or on appeal, were in line with, or contrary to, Agency advice. <p>(This target does not preclude the Agency from taking immediate and relevant action, eg to request Ministerial call-in of particularly significant cases.)</p>	Annually from June 2000	Environment Agency (in partnership with local planning authorities)

Target 13 - Development in areas at risk of coastal erosion	By when	By whom
<p>Report to MAFF and DETR on:</p> <ul style="list-style-type: none"> • local authority development plans identifying the extent to which they contain coastal erosion statements and reflect the assessed risk of coastal erosion as set out in inter alia Shoreline Management Plans; • planning applications where coastal erosion was a material consideration and any conflicts between the final decision, either by the LPA or on appeal, with the assessed risks of coastal erosion. 	From June 2000	Coast protection authorities through Coastal Defence Groups

Target 14 - IDB Administration and Membership	By when	By whom
<p>A. Produce and distribute to IDBs guidance on:</p> <ul style="list-style-type: none"> • the means by which efficiency can be improved through amalgamations and consortia; and • ensuring that relevant interests are reflected in membership of Boards. <p>B. Report to MAFF on progress in implementing this guidance.</p>	<p>1 June 2000</p> <p>Annually from 1 June 2001</p>	<p>Association of Drainage Authorities in conjunction with MAFF, Environment Agency and LGA</p> <p>Association of Drainage Authorities</p>

POLICY STATEMENT ON FLOOD AND COASTAL DEFENCE

1. INTRODUCTION

Purpose

1.1 This policy statement has been prepared by Dover District Council to provide a public statement of the Council's approach to flood and coastal defence in its area.

Background

1.2 The Ministry of Agriculture, Fisheries and Food has policy responsibility for flood and coastal defence in England. However, delivery is the responsibility of a number of flood and coastal defence "operating authorities" ie the Environment Agency, local authorities and internal drainage boards. Responsibilities differ according to the type of operating authority and Dover District Council's responsibilities are set out in paragraphs 3.1 and 3.2 below.

1.3 The Government has published a policy aim and three objectives for flood and coastal defence ¹. To ensure a more certain delivery of the aim and objectives by the individual operating authorities the Government has published a series of high level targets ². The first target requires each operating authority to publish a policy statement setting out their plans for delivering the Government's policy aim and objectives in their area. This will include their assessment of flooding and coastal erosion risk in their area, and the plans for reducing or managing that risk.

1.4 This policy statement fulfils that requirement. Copies are also available from the Council's offices at White Cliffs Business Park, Dover, Kent CT16 3PG and on the Internet at www.dover.gov.uk. We are also providing a copy to:

- the Ministry of Agriculture, Fisheries and Food;
- the Department of the Environment, Transport and the Regions; and
- the Environment Agency.
- the River Stour (Kent) Internal Drainage Board

2. HOW THE COUNCIL WILL DELIVER THE GOVERNMENT'S POLICY AIM AND OBJECTIVES

2.1 Dover DC acknowledges and supports the Government's aim and objectives for flood and coastal defence (as set out below). Our policy and approach will be consistent with them, as follows:

Government's policy aim: To reduce the risk to people and the developed and natural environment from flooding and coastal erosion by encouraging the provision of technically, environmentally and economically sound and sustainable defence measures.

Section 3 below sets out our plans for reducing or managing the risk of flooding and coastal erosion risk in the Council's area.

Objective (a): To encourage the provision of adequate and cost effective flood warning systems.

Provision of flood warning systems is the responsibility of the Environment Agency. However, Dover DC recognises its related and important role in emergency planning and response. We will therefore:

- ensure that our emergency plans include appropriate arrangements for responding to flooding emergencies and that such plans are reviewed, in consultation with the Environment Agency, at least every two years;
- maintain an awareness of the Environment Agency's flood warning dissemination plan for our area and contribute to its implementation as necessary; and
- play an agreed role in any flood warning emergency exercises organised by the Environment Agency covering our area.

Objective (b): To encourage the provision of adequate, economically, technically and environmentally sound and sustainable flood and coastal defence measures.

Dover DC will:

- provide an adequate, economically, technically and environmentally sound approach to providing the flood and coastal defence service. We will:
 - adopt a strategic approach to provision of flood and coastal defences, particularly by assessing any potentially wider effects of proposed defences. To this end we will continue to play a full role both within the South East Coastal Group and in the development of Shoreline Management Plans, and Local Environment Agency Plans covering the District;
 - aim to provide sustainable flood and coastal defences which provide social and/or economic benefits to people whilst taking account of natural processes and which avoid committing future generations to inappropriate defence options;

- ensure whenever possible that all works are carried out in accordance with best practice and deliver best value for money including (a) keeping up-to-date with policy and technical developments in flood and coastal defence, in particular by reference to MAFF guidance, other Government publications and relevant technical manuals; (b) consulting the Environment Agency on flood defence options to ensure that best practice is adopted and shared; and (c) using appropriately qualified experts to advise on analysis and design of works or programmes of management;
- consider alternative approaches to funding where appropriate, such as Public Private Partnerships;
- where appropriate seek contributions from developers or other direct beneficiaries of works, in accordance with Circular 30/92 or other related documents.
- ensure that appropriate maintenance regimes are in place for flood and coastal defences for which the Council takes responsibility;
- seek to ensure that private landowners are made aware of their responsibilities for maintenance when works are identified affecting private land (see paragraph 3.1 below);
- make publicly available the Council's expenditure plans for flood and coastal defence maintenance and capital works within the existing budget reporting mechanisms.
- play a positive role in fulfilling our statutory and other responsibilities for furthering nature conservation, including achievement of the Government's environmental obligations and targets. In particular we will:
 - fulfil our responsibilities in relation to nationally and internationally important conservation areas, under the Wildlife and Countryside Act 1981 and as a competent authority under the terms of the Conservation (Natural Habitats &c.) Regulations 1994;
 - co-operate with English Nature and the Environment Agency in completing and implementing Coastal Habitat Management Plans (CHaMPs) covering our area, drawing on English Nature/Environment Agency guidance for plan production;
 - when carrying out flood and coastal defence works, seek opportunities for environmental enhancement, and aim to avoid damage to environmental interest and to ensure no net loss to habitats covered by Biodiversity Action Plans. We will monitor all losses and gains of such habitats as a result of these operations and report on them annually at the end of each financial year to the Environment Agency; and
- ensure that, for those Water Level Management Plans where we are the lead operating authority, we work in partnership with English Nature to complete, implement and review Plans in accordance with

MAFF guidance on plan completion and the timetables set out in MAFF High Level Targets.

Objective (c): To discourage inappropriate development in areas at risk from flooding and coastal erosion.

As the local planning authority for our area, Dover DC will take account of flooding and coastal erosion risks in all matters relating to development control, including development plans and individual planning applications, in accordance with Planning Policy Guidance Notes 20 and Circular 30/92 and other related documents.

3. OUR ASSESSMENT OF THE RISK OF FLOODING AND COASTAL EROSION IN OUR AREA AND WHAT WE WILL DO TO REDUCE OR MANAGE THAT RISK

Flood and coastal defence responsibilities

3.1 Apart from certain obligations to protect internationally important habitats under the EU Habitats Directive, all flood and coastal defence works are undertaken under permissive powers. This means that operating authorities, such as Dover District Council, are not obliged to carry out flood and coastal defence works. It is also important to note that the Council does not normally accept responsibility for maintenance of flood defences on private land; this is the responsibility of the landowner.

3.2 Dover District Council as an operating authority has a number of legal powers in relation to:

- flood defences on ordinary watercourses which are not within the area of an internal drainage board; and
- coast protection (ie measures against coastal erosion) on all frontages in the authority's area.

3.3 The flood and coastal defences that are owned or managed by the Council are detailed in our return for the database which is maintained by the Environment Agency.

3.4 The Environment Agency is the relevant operating authority for flood defences on designated main rivers. Culverts under roads are generally the responsibility of the relevant Highways Authority (Kent County Council or Highways Agency).

Assessment of flood risk

3.5 The two key watercourses within the district are the River Stour which flows from the District boundary at Stourmouth to the sea at Sandwich Bay, and the River Dour which rises in the Alkham Valley and flows through the urban centre of Dover to the sea at Wellington Dock.

3.6 The River Stour is designated as a main river and is thus the responsibility of the Environment Agency. The River Stour catchment is also covered by the River Stour (Kent) Internal Drainage Board on which the Council is represented. The River Dour is treated as an ordinary watercourse on which the Council has a number of

legal powers. In practice there have been few recent concerns over the risk to flooding from the River Dour and the Council has not needed to exercise these powers.

3.7 As the geology of the area consists primarily of chalk downland which readily absorbs rainfall, fluvial flood risks are perceived as relatively low. There are however a number of 'hot spots' which have been identified based on historical flooding information, coupled with the Environment Agency's flood plain maps. The Council has not carried out a detailed assessment of the risk to flooding although areas of particular concern include :

- River Dour : Russell Gardens
Buckland Bridge
- River Stour Catchment : South Stream
North Stream
Ash Levels
Goshall Stream

The Council is satisfied that there are minimal risks to human life created by these flood risks from ordinary watercourses, but emphasises the need for the Environment Agency's flood warnings to be heeded, when these are provided (see below).

3.8 As regards coastal or tidal flooding there are large areas of the District, as identified within the Environment Agency's indicative flood plain maps, which are at risk from flooding should the coastal defences be breached. The Council has not undertaken a more detailed assessment of the risk of tidal flooding but is aware that localised flooding in conjunction with tidal surges occurs regularly at Sandwich Quay and elsewhere along the River Stour. In addition, the Granville Road, Kingsdown Road area of Walmer together with sections of Wellington Parade are frequently affected by percolation through the shingle bank at times of high tide. The Environment Agency have indeed installed a monitoring gauge within the cellar of one of the Wellington Parade properties which provides an early warning should levels start to rise.

Action to reduce or manage flood risks

3.9 The main means by which flood risks will be managed is through the Environment Agency's flood warning dissemination plan of August 2000. This makes arrangements for warnings to be provided in the areas listed below within this Council's area, including individual warnings to high risk properties.

Tidal :	5	Sandwich Bay to Swalecliffe
	6	Sandwich Bay
	7	Folkestone to Sandwich Bay
	8	Dungeness to Folkestone
Fluvial :	G6	Great Stour Catchment

Dover DC has included plans for responding to both major and minor flooding in its emergency planning procedures and has arrangements for cascading warnings received from the Environment Agency to relevant Council services.

3.10 The Council undertakes regular inspections at times of severe weather to inspect the state of:

- flood defences (whether or not owned by the Council) on all ordinary watercourses; and
- all critical ordinary watercourses and related culverts.

3.11 The Council will ensure that regular maintenance is carried out on the flood defences and channels which it owns, or for which it accepts responsibility, so that they operate at optimum efficiency. Where the responsibility for maintenance rests with a landowner, we will if necessary seek to secure co-operation in ensuring appropriate maintenance takes place, drawing on enforcement powers if necessary.

3.12 The Council has no specific plans for flood alleviation works in the capital programme. We are however co-operating with the Environment Agency and Folkestone Dover Water Company with regards to sluice/weir reconstruction works proposed at Bushey Ruff on the River Dour. The various sluice gates along the River Dour are checked regularly and maintenance arrangements included within the Street Cleansing Contract to ensure that they are kept clear of debris.

3.13 By following Government guidance in Circular 30/92 and other related documents on development in flood risk areas, the Council, acting as a local planning authority, will ensure that risks are further minimised. This includes measures for ensuring sustainable urban drainage systems to control surface water run off.

Assessment of coastal erosion risks

3.14 The District is covered by two Shoreline Management Plans: Beachy Head to South Foreland (1994) and Isle of Grain to Dover Harbour (1996). Of the 33.2 km of shoreline in the Council's area, 25.9 km is defended against erosion. The remaining frontage consists of natural cliff.

3.15 The coast defences within the District are managed by a variety of parties although the Council retains certain legal powers as the operating authority for the area. The defended sections are managed as follows:

Folkestone Warren to Abbots Cliff	-	Railtrack
Shakespeare Beach	-	Railtrack
Dover Harbour	-	Dover Harbour Board
St. Margaret's Bay	-	Dover District Council
Kingsdown Rifle Range	-	Ministry of Defence
Kingsdown to Sandown Castle, Deal	-	Dover District Council
Sandown Castle, Deal to Sandwich Bay	-	Environment Agency

3.16 Risks of erosion vary along the defended and undefended frontage. The problems of the Folkestone Warren are well documented and Railtrack maintain an ongoing programme of works to dewater the various slip-planes. Within Dover Harbour, the defences are well maintained and the likelihood of erosion is considered to be low given the protection afforded by the harbour walls. The undefended chalk cliffs to the west and east of the harbour have been subject to a number of geological studies which suggest an annual erosion rate of 200 mm.

3.17 The defended frontage at St. Margarets Bay is considered to be stable, as are the defences within the Deal urban area. The main concerns along the frontage relate to the former Kingsdown Rifle Range; where the defences are no longer maintained and are failing, and the shingle foreshore within Kingsdown and Walmer

which is a volatile medium subject to significant movement under storm conditions. Similar problems exist on the frontage north of Sandown Castle although some measures have been taken by the Environment Agency which will hopefully reduce the risk.

Action to reduce or manage coastal erosion risks

3.18 The Council has undertaken a Coastal Strategy Study of the Deal to Kingsdown Management Unit and undertakes work in accordance with the recommendations of the Strategy Plan. In addition, the Council's Beach Response Management Plan seeks to ensure close monitoring and management of the shingle foreshore including the monitoring of coastal processes from a gauge sited on Deal Pier. The management regime takes into account the most recent predictions of the impact of climate change as set out in the two SMP's.

4. PARTNERSHIPS AND REVIEW OF THIS POLICY STATEMENT

4.1 The Council has set out its policy and approach to flood and coastal defence. We recognise the need to work in partnership with central Government and other operating authorities. Our local population also has an important part to play, in recognising the vital importance of watercourses in controlling flood risk and the need to avoid blockages, whether by dumping rubbish or obstructing flows in other ways. We ask members of the public to let us know of any problems which might increase the risk of flooding or coastal erosion.

4.2 Dover DC intend to review this policy statement every three years, when it will be revised and reissued as necessary. Meanwhile, the Council welcomes any comments on the approach and policies set out in this statement.

References

¹ Strategy for Flood and Coastal Defence in England and Wales MAFF and Welsh Office, September 1993

² High Level Targets for Flood and Coastal Defence Operating Authorities and Elaboration of the Environment Agency's Flood Defence Supervisory Duty MAFF, November 1999