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Managing flood risk through effective  
stakeholder engagement – A scoping study on  
the Aire and Calder

Science report SC040033/SR4

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Professor Mike Depledge    Head of Science

# Executive summary

The overall objective of this Scoping Study was to establish the most appropriate and realistic ways of engaging with stakeholders in the development of strategic Catchment Flood Management Plans (CFMPs) for the Aire and the Calder. It sought to understand this within the wider policy context of flood risk management.

The study found that many significant stakeholders along the Aire and Calder were not clear about the purpose of CFMPs and how they could relate to them. Many expressed the hope that CFMPs would be the basis for inter-organisational partnership working on integrated, holistic, long-term catchment plans for water management as a whole and flooding of all types. This was linked to the approaches expressed in Defra's *Making Space for Water*. But stakeholders feared that CFMPs were much more narrowly focused on improving hard defences on main river courses and that consultation with stakeholders was little more than a box-ticking exercise that the Environment Agency had to do. In short, they felt that CFMPs might be little more than old wine in new bottles.

The study also found that this external confusion about the overall direction of the CFMP philosophy, approach and process was reflected to a degree within the Environment Agency itself. Despite these uncertainties, personal relationships at the area level between Environment Agency staff and stakeholders were good.

The report makes the following recommendations:

- There needs to be a single agreed narrative about what CFMPs are, and who and what they are for. This needs to embrace clearly the philosophy and approach expressed in Defra policy in *Making Space for Water*. It also needs to explain the links to the Water Framework Directive River Basin Planning process and to other land use plans. The River Teign Model Plan offers a starting point for this.
- This narrative needs to be brief and written in clear, accessible English.
- The Environment Agency should seek to build partnership relationships with stakeholders as early as possible in the CFMP processes for **each** catchment. This should start with shared dialogue between **all** stakeholders about the purpose and role of CFMPs and the appropriate relationships needed for their development, **implementation and renewal**. This would recognise the appropriate types of relationship required at different times and for different purposes – clarifying where, for example, partnership, consultation and information giving may each be most appropriate.
- Through this approach the Environment Agency would be seeking to clarify its relationships with other stakeholders in the overall CFMP process, but would also be encouraging them to develop their own partnership relationships with each other.
- This Scoping Study should be followed by a Main Study to act as a demonstration project for the development of the approach above. The proposals outlined in this report include two linked streams for this work: the development of participatory

stakeholder events and the establishment of learning frameworks both laterally and hierarchically within and beyond the Environment Agency. These are suggested as the means of spreading learning and good practice as rapidly as possible within the Environment Agency.

- The Scoping Study findings suggest that early partnership building with stakeholders at the start of the CFMP process would both improve and speed up the process, increase the extent of feedback, and increase stakeholders' ownership of the process. It would also lay the foundation for improving the implementation of holistic, catchment-wide water management and managing **flood risk of all types**.
- The lessons learned from both this Scoping Study and the first half of the Main/Demonstration Study of the Aire and Calder could then be applied from the start of the Don and the Hull CFMPs in 2006. The aim would be to improve, streamline and speed up both the CFMP process and its future **implementation**.

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# 1 Introduction

## 1.1 Project objectives

The overall objective of this Scoping Study was to establish the most appropriate and realistic ways of engaging with stakeholders in the development of strategic Catchment Flood Management Plans (CFMPs) for the Aire and the Calder. The study was undertaken by a small research team<sup>1</sup> from the consultancy Whole Systems Development working alongside the Ridings Area Flood Defence Team and the Environment Agency's Corporate Affairs team in the North East Region.

Initially there were five interlinking research themes or questions to this study:

1. How do the policy guidance, processes and procedures under which CFMPs are produced set the context for stakeholder engagement?
2. What are the potential benefits or otherwise of engagement from the perspectives of different stakeholders?
3. What is the potential for developing 'catchment consciousness' across all stakeholders, including those within the Environment Agency, as a basis for strengthening and beginning to integrate flood risk with land use management plans?
4. What can be learned from the experience of the CFMP pilots?
5. What is the potential and value of developing a learning process and framework for the Ridings Area Flood Defence Team and others in the Environment Agency, linked to the development of CFMPs?

## 1.2 Framing the research

Our initial assumption was that understanding the decision-making process through the CFMP process would be vital to understanding how stakeholders could engage. For instance, do the procedures and tools used in modelling, generating scenarios and appraising options limit or even preclude stakeholder influence? Additionally, could the complexity of the analyses and tools involved be made sufficiently accessible and visual to enable stakeholders to obtain meaningful understanding as a basis for influencing?

However, during the study it became clear through the work on research theme two that 'understanding the potential benefits, or otherwise, from the different stakeholders' perspectives' is the initial key to gaining real involvement from many significant stakeholders. In fact, it was establishing our own personal rapport with individual stakeholders that enabled us to get both substantial feedback and an enthusiastic interest in the project. This has indicated to us that there is a prior set of questions that need to be addressed between the Environment Agency and stakeholders such as:

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<sup>1</sup> David Wilkinson and Diane Wade.



- Are CFMPs really about mitigating flood risk of all types across whole catchments?
- Where does the philosophy and approach of *Making Space for Water* (Defra, 2004) sit in relation to CFMPs?
- What are CFMPs for and who are they for?
- Are they in reality the Environment Agency's plans for hard defences on main rivers?

If the Environment Agency is seeking a new holistic, catchment-wide approach, then this needs to be clarified and used as the basis for new levels of involvement. At this point, the questions raised above in relation to research theme one become highly relevant and remain largely outstanding.

As a result of these insights, over half the time allocated to this project was spent on the second research theme described above. Much of the rest was spent on the first research theme, which sets the context for stakeholder engagement.

There is little doubt that there is an increasing 'catchment consciousness' among key stakeholders (research theme three). This was expressed through the need to address flooding of all types through active partnerships embracing holistic and preventative measures. An unambiguous embracing of *Making Space for Water*, for example, would support this considerably. Essentially the development of 'catchment consciousness' is about building shared mental models of the big catchment-wide picture that guide both joint and separate working. We believe that this would be an important theme in the development of any future Main Study. It would link directly to the need to develop more visual models to enable people to see in broad perspective how whole rivers and catchments 'work' (see section 5.1.2 below).

It is not at all clear to us what has been learned from the earlier CFMP pilots (theme four) or how this learning has been used in relation to the focus of this study. Section 2 makes reference to this.

During this project we have made a modest start on theme five, the development of a learning process. Sections 4 and 5 outline how this could be developed and strengthened.

The structure of this report is organised on the basis of what appear to be the key issues as they have emerged through the study. The section headings are:

2. The policy context
3. Stakeholder engagement in the Aire and Calder CFMP process
4. Overcoming barriers to effectiveness
5. Proposals for the Main Study

The Ridings Area Flood Defence Team and Environment Agency regional Corporate Affairs staff have given strong and enthusiastic support to our work. The project has been assisted hugely by them and we are very grateful for this.

# 2 The policy context

## 2.1 Policy guidance

*Volume 1: Policy Guidance on CFMPs* (Defra and the Environment Agency July 2004) includes the following statements:

‘Catchment Flood Management Plans (CFMPs) are a planning tool through which the Agency aims to work in partnership with other key decision makers within a river catchment to explore and define long-term sustainable policies for flood risk management. CFMPs are a learning process to support an integrated approach to land use planning and management, and also River Basin Management Plans under the Water Framework Directive.’ (Preface)

‘[A CFMP] ... is a high-level strategic planning tool through which the Environment Agency will seek to work with other key decision makers within a river catchment to identify and agree policies for sustainable flood risk management.’ (p. 1)

‘CFMPs will identify broad policies for sustainable flood risk management that make sense in the context of the whole catchment and for the long term (50 to 100 years). They will not determine specific flood risk reduction measures or management approach for flooding issues in a catchment. While it is not possible to understand in detail what will occur in 50 to 100 years time, general trends can be projected to test the sustainability of plans. CFMPs will be reviewed as appropriate to reflect changes in the catchment, although this is unlikely to be within 5 years of the CFMP being produced.’ (p. 2)

‘The key objective of a CFMP is to develop complementary policies for long-term management of flood risk within the catchment that take into account the likely impacts of changes in climate, the effects of land use and land management, deliver multiple benefits and contribute towards sustainable development.’ (p. 3)

‘Reducing flood risk calls for collaboration with local planning authorities, landowners, local communities and other interested groups. Hence the Environment Agency will seek to develop CFMPs in partnership with other flood defence/land draining operating authorities, English Nature and Regional Planning Boards, the Welsh Assembly, and in consultation with key stakeholders and the general public.’ (p. 6)

Great emphasis is placed on developing the links between CFMPs and the wider planning framework within this partnership approach (see pp. 6–8).

Given the above, there can be little doubting of the initial high-level strategic and partnership approach being sought. Or is there?

Our findings from this study suggest that there are a number of systemic factors that push CFMPs in a rather less strategic and partnership-based direction. Stakeholder feedback also indicates this (see section 3).

## 2.2 Lessons learned from the pilot phase

A presentation (2003) by Linda Aucott, Head of the Engineering Policy Flood Management Division, Defra, on lessons from the pilot phase (taken from undated copy) noted that plans:

- were not sufficiently strategic;
- had not sufficiently engaged key end users and this resulted in a lack of credibility and fitness for purpose.

The proposed remedies that were suggested included revision of Volume 1 guidance, training in strategic thinking for key staff and improved project management. We are not in a position to know the result of these suggestions if any. But our meetings and interviews with Environment Agency staff suggest a number of systemic pressures that push CFMPs in a much more limited and technocratic direction. They are systemic in that they are a product of the way the Environment Agency and Defra currently operate rather than being shortcomings in training and management or the fault of individual staff members. This is not to say that training and project management could not be improved, but, so far as we can say for the Aire and Calder CFMP process, they are not the primary issues.

## 2.3 System pressures that may limit strategic, holistic, partnership-based approaches

The comments listed below are based on our reading of key guidance and modelling documents, plus meetings and conversations with Environment Agency staff at all levels and consulting engineers. They are not categorical assertions, rather they are initial tentative propositions for further discussion.

- Despite the high-level policy intentions, most of the guidance is technical and detailed. This is especially so when it relates to modelling (e.g. the Modelling Decision Support Framework (MDSF) itself, which is still in the process of development).
- Even with this level of guidance there appears to be doubt about what a 'good' CFMP should look like. (During our study, there was speculation about a CFMP template being produced and what further guidance this would give. We got access to it late in the study period. Its potential contribution is discussed in section 4.4).
- There is uncertainty about the relationship between the CFMP process, *Making Space for Water* and the Water Framework Directive despite the quote above from the Preface of *Volume 1: Policy Guidance*. One view is that *Making Space for Water* – during its development – has helped shape Volumes 1 and 2 guidance. Another is that it has come into the frame after the issuing of the guidance.
- Defra targets prioritise 'no loss of life' together with placing a strong emphasis of economic value of property damage. These, together with short-term political pressures (main river floods are usually more high profile), a large increase in the

funding for flood defence and pressures from the insurance industry, serve to put a strong emphasis on hard defences on main rivers.

- The writing of guidance and the development of modelling and appraisal tools appears to be largely done by external engineering consultancies who may have little experience of partnership working and the range of methodologies and skills for doing this.
- On the Aire and the Calder, all the CFMP development work is outsourced to engineering consultancies. The focus seems to be on getting (a largely technocratic) job done (i.e. the production of the plan as an end in itself rather than an emphasis on the long-term strategies and partnership building). The responsibility for stakeholder communication is rightly held within the Environment Agency. However, as it stands, this seems an unfortunate split because it may be allowing external consultancies to disengage from their own partnership responsibilities. We do not know what the contractual arrangements and expectations are around this.
- From our vantage point at area level, the Environment Agency appears very hierarchical and top-down. But the 'top-down' approach appears more in the form of screeds of written guidance rather than visible support to clarify key policy issues and remove obstacles. Also, the contracting process for outsourcing the CFMP contracts is apparently held at regional level, as are the CFMP governance frameworks. This is the context in which our core team, who are doing the internal work, are operating. It is they who largely represent and 'are' the Environment Agency to the stakeholders we have been in contact with.

## 2.4 Research and guidance on stakeholder engagement

The Environment Agency has developed a range of research studies and guidance in support of stakeholder engagement. These include:

- the raft of research projects the Environment Agency has done on stakeholder engagement;<sup>2</sup>
- the (generic) Agency Management System (AMS) guidance on stakeholder engagement and its adaptation for Water Management communications;
- the Building Trust with Communities toolkit (Environment Agency 2004);
- the CFMP communications blueprint (derived from CFMP policy guidance volume 2).

These provide a good basis for the development of further guidance frameworks for more fully developed partnership working on CFMPs and *Making Space for Water*.

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<sup>2</sup> These include Downs (1997); Environment Agency (1998); Petts and Leach (2000); Twigger-Ross and Smith (2000); Clark *et al.* (2001); Environment Agency (2003); Warburton (2004); Barnett *et al.* (2005); Orr and Pound (2005); Porter *et al.* (2005); Warburton *et al.* (2005).

# 3 Stakeholder engagement in the Aire and Calder CFMP process

## 3.1 What has been done so far

Appendix 1 indicates the key milestones and outputs achieved so far and those planned for the future, for both the Calder and the Aire CFMPs. The following summarises what has been done to date that relates specifically to stakeholder engagement for each of the two rivers.

### 3.1.1 Regional Steering Group

A Regional Steering Group for the Yorkshire and Humber Region has been set up to ensure consistency across all the Environment Agency's CFMPs and to raise awareness of significant social, economic and environmental issues within the region.<sup>3</sup> It has a role in balancing the needs of stakeholders, providing guidance on policy development and considering the high-level impacts of proposed policies. The Regional Steering Group reviews, comments on and endorses the Draft Plan and Final CFMP. Its members will aim to support the flood management policies once adopted.

### 3.1.2 The River Calder

Over recent years there has been a series of consultations in the catchment on various strategies and flood defence schemes. From 2001 these are: The Upper Calder preliminary strategic review, the Ings Beck pre-feasibility study, the Wakefield flood defence scheme and the Todmorden flood defence scheme. The first was undertaken through a combination of written communication and meetings with major groups; the second also included regular newsletters sent to the people at risk of flooding from Ings Beck. The latter two schemes are now being built and the communication has included open days and surgeries with Environment Agency staff and direct mailings to the residents affected.

There is a communication plan for the Calder CFMP produced in line with national guidance on communication strategies for CFMPs. This sets out the context, objectives and key messages. The latter states that:

'The CFMP is a major step towards integrated catchment management by supporting the implementation of the new Water Framework Directive by taking an integrated, long-term approach to flood risk management at the catchment scale.'

The communication plan also lists categories of stakeholders, together with a comprehensive schedule of communications through the various project stages.

Consultations on the CFMP have been undertaken through a combination of written communications and meetings. A workshop was held to discuss the findings from the

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<sup>3</sup> Membership of the Regional Steering Group is shown in Appendix 2.

Calder CFMP Inception Report. Written communication and a meeting on the draft Scoping Report were carried out with the Regional Steering Group. There has been consultation following the publication of the Calder CFMP Consultation Report – Scoping Phase and the Calder CFMP Scoping Report. Both of these were through mailed communication.

### **3.1.3 The River Aire**

Over recent years there has been a series of consultations on various reviews and defence strategies. From 2001 these are: The Upper Aire preliminary strategic review, the Skipton stage 2 study, the Lower Aire villages south – village barrier banks study, the Lower Aire preliminary strategic review and the Knottingley flood alleviation scheme. These consultations have been undertaken through a combination of written communication and meetings. The Knottingley scheme has now been built and the communication had included open days and surgeries with Environment Agency staff and direct mailings to the residents affected.

There is also a communication plan for the Aire CFMP. There has been consultation following the publication of the Aire Fact File and Aire CFMP Inception Report. Both of these were through mailed communication.

A Scoping Workshop was held on 6 April 2005 to review draft catchment appraisal objectives and opportunities and constraints. Ten people from outside the Environment Agency from eight different organisations attended this. A total of 21 organisations were contacted to discuss the findings of the draft Aire CFMP Scoping Report on 21 June 2005.

### **3.1.4 Overview**

Our impression is that considerable thought and effort has been put into building up comprehensive lists of stakeholders and contact points, sending communications to them and setting up meetings. We have no way of judging this, but it seems likely that this consultation effort, and what has been done and achieved so far, is comparable with the best that is being done across the Environment Agency on CFMPs.

## **3.2 The methods used to elicit stakeholders' views and expectations about involvement in the CFMPs**

### **3.2.1 The methods of inquiry used**

We have researched stakeholder views through a mix of face-to-face and telephone interviews. In addition, we designed a questionnaire in consultation with the core team. The core team consisted of David Wilkes (Ridings Area Flood Defence Manager), Iain Andrews (Strategic Planning Team Leader), Sophie Vanicat (Flood Defence Strategic Planning Engineer), Lara Dalton (Communications Manager) and Jayne Hoole (Communications Officer). The intention was to use the questionnaire as an adjunct to either telephone or face-to-face interviews where possible. For the most part, they were distributed by email. We found that where we have established a personal link with individuals, and they have been able to make sense of our intentions and remit, they

have been willing to make time for lengthy phone calls or meetings. On the other hand, sending the brief and the questionnaire without this follow-through contact has produced little response. For significant organisations like local authorities it seems particularly important to locate those individuals who have particular roles and interests that relate to the various aspects of water management and water quality. This may not always be obvious from formal titles and structures. It has also been noticeable that once an individual in a field of professional interest – strategic land use planners for example – is aware that others in the same field are engaging in this process, they are more willing to become engaged themselves. This suggests that, for the most part, the establishment of some kind of relationship and rapport is a precursor for getting feedback. Our inquiry is essentially about perceptions of the CFMP and preceding involvement processes. But all the indications so far from the feedback we have received suggest that this applies just as much to the content outputs and outcomes of the CFMP development process and its longer-term implementation.

The intention behind the questionnaire was to help to draw some comparisons across the many different kinds of organisations and people being approached. In addition, we aimed to get at least a minimum of baseline feedback on the current levels of ‘closeness’ or distance in the perceived relationship with the Environment Agency. This could be a means of judging future changes in these relationships.

### **3.2.2 The Stockbridge Pathfinder**

This need to contact, meet and start to build relationships with potential stakeholders is similar to David Wilkinson’s experience and findings reported in the Stockbridge Pathfinder as part of the Environment Agency’s Joining Up Project (Wilkinson *et al.* 2005). In 2002 the Environment Agency (Ridings Area), supported by those affected by floods along the Aire and Calder in 2000, sent out an invitation to a participative event to a wide range of stakeholders. This was aimed particularly at those who were involved and/or were perceived to have an influence on land use management and planning. The response was very poor and the event never took place. Subsequent enquiries to some of these key stakeholders along the Aire Catchment indicated that there was often a strong interest in flooding and related issues. But, as confirmed in this study (above), this was not always obvious from formal titles and structures.

The earlier findings reported from the Stockbridge Pathfinder indicated that:

- ‘flooding is a growing priority for the local authorities and the regional assembly;
- there is a lack of connectedness within stakeholder constituencies of interest along the catchment;
- there is a parallel lack of connectedness across stakeholder constituencies of interest. This also seems to have been the case, to some extent at least, within individual local authorities. But the higher profile of flooding risk does seem to be leading to better lateral communication;
- regeneration and the amenity value of water and rivers probably would act as a positive incentive to bring stakeholders together’(Wilkinson *et al.*, 2005).

Both this study and the Stockbridge Pathfinder point to the significance of establishing relationships with and between key stakeholders as a precursor for engagement and partnership working.

## 3.3 Stakeholders' views and expectations about involvement in the CFMPs

### 3.3.1 The range of contacts

Stakeholders' views are more fully reported in Appendix 3. Appendix 4 lists the people we interviewed and the completed questionnaires received. Appendix 5 is the questionnaire used. The most significant views are reported below. From the point of view of the Environment Agency as a whole, this study represents a microcosm of all the engagement and contacts it has with stakeholders. But, from the perception of the stakeholders we have been in contact with, the vast majority of contacts have been at the Ridings Area level. Their contacts have included staff and functions beyond flood defence. They also include some North East regional staff, especially from Corporate Affairs. To stakeholders, these contacts 'are' their experience of the Environment Agency. So references below to the 'Environment Agency' need to be interpreted in this localised context, especially when read within the Environment Agency itself.

During this study we have used the term stakeholders in a generic and generalised sense, including national statutory bodies, voluntary/environmental organisations, both local and national, and communities, citizens and residents, including those who have been affected by flooding. A significant part of our attention has focused on the statutory bodies, particularly local authorities, as it has become increasingly evident that, together with the Environment Agency, they have key roles to play in mitigating flood risk from all sources of flooding.

(Note: the only statutory consultees for the Environment Agency are Defra, English Nature, English Heritage and the Countryside Agency.)

### 3.3.2 Summary of stakeholder views

- All stakeholders have expressed a strong interest in both the development and long-term implementation of CFMPs. Broadly, most stakeholders see real value in holistic approaches to catchment and water management.
- For many, holistic approaches require close partnership working with a range of other agencies to tackle flooding of all types and causes. One respondent said that 'CFMPs must include a description of urban arrangements' for doing this. Most also have some interest in the issue of water quality. For a few, in regeneration for example, this may be the starting point. The water company sees the issue of water quantity, flow and quality as interconnected.
- Most stakeholders want clearly established relationships with the Environment Agency throughout the life of CFMPs. These may need to be continuing or intermittent for different stakeholders. They may be wide-ranging or about specific items and contexts. There is not a single, simple model for all. Most stakeholders want more than distant 'consultation'. Establishing appropriate relationships is seen to be key.



- Those stakeholders who are familiar with *Making Space for Water* – and many are – share the new philosophy of living with water and its holistic approach. But some also referred to unresolved conflicts between Defra and ODPM action, particularly in relation to planning.
- However, many stakeholders also question whether the Environment Agency has a real interest in their water-related priorities or understands sufficiently their frameworks of governance and regulation.
- Whatever the rhetoric of high-level strategy driving CFMPs, many stakeholders wonder if the Environment Agency is just going through the motions and make comments such as:
  - ‘Is this just the traditional approach to flood defence in a new guise?’
  - ‘Has anything changed since the days of the old National Rivers Authority?’
  - ‘Is the Agency just going through a box-ticking exercise because it has to do consultation?’
  - ‘Are they really interested in anything other than main river flooding and hard defences?’
- In addition to this, however, some suggest that the Environment Agency may be in a difficult position in addressing more holistic agendas because of Defra targets (no loss of life; economic value of property at risk), the old established ‘engineering culture’, the absence of clarity from the top down, local community and short-term pressures, big increases in the budgets available for flood defences and changes to the funding route and the decision-making process.
- The Environment Agency is often not good at explaining things or the reasons for its decisions. Much of the information is often highly technical and difficult to make sense of and understand.
- Some also saw the Environment Agency as very fragmented and siloed. Comments were made on:
  - the lack of interdisciplinary working on a catchment basis;
  - all the work on CFMPs being done by contracted engineering consultants, apart from the consultation;
  - the Environment appearing to be a very top-down organisation and therefore finding it difficult to relate to the contexts of very different catchments with differences in geomorphologies, land use, patterns of settlement, stakeholder and institutional histories and networks, and so on.

### **3.3.3 Examples of typical stakeholder comments**

(see Appendix 3 for other comments)

‘Earlier communication/consultation by the Environment Agency would have provided a clearer context and understanding of the CFMP process.’

‘Briefing papers need a translation.’

‘Environment Agency staff do not own a participative approach.’

'Putting a partnership programme together takes time!'

'If we work together as partners, we can help each other achieve our goals. Working separately, we will only achieve goals in "tick boxes".'

'Some people listen well, others don't – "the wooden face" as I am speaking. Senior people are fine, but others can be more difficult. They [the Environment Agency] are not natural "people"-people.'

'The Environment Agency should take on board other people's agendas too.'

'The Environment Agency is fixed on flood defence. Consultation is only a tick-box exercise – paying lip-service.'

'We have usually been asked to comment on things which have taken place, rather than having any direct involvement in the process.'

# 4 Overcoming barriers to effectiveness

## 4.1 Overcoming barriers

The most striking thing coming out of our inquiry into the Environment Agency's approach to CFMPs and stakeholders' perceptions of these is the potential for misunderstanding and conflict, rather than the progressive building of common ground.

Environment Agency staff locally – members of the 'core' team – have been working hard and systematically to keep a wide range of stakeholders informed about progress and to encourage feedback from them. Nationally, the policy guidance emphasises a holistic, high-level strategic approach to catchment management. This is further reinforced by the Defra policy *Making Space for Water* with its emphasis on managing flood risk from all sources. Yet there is a widespread perception among many stakeholders that the Environment Agency's actual focus is still on main river flooding and hard defences and that it does not really understand the stakeholders' priorities, opportunities and constraints. This mismatch of perceptions presents the risk of a considerable loss of opportunities, especially for joint working on agreed policies, strategies and plans **and their implementation**.

This appears to be the main barrier to increasing both the short- and long-term effectiveness of the CFMP process and implementation as far as the Aire and Calder are concerned. However, it is a major barrier only if the Environment Agency wants to use CFMPs as a holistic approach to catchment management to tackle flooding from all sources. If the primary focus is on hard defences, then regular and reliable information giving and consultation will probably suffice.

On the assumption that the Environment Agency does want to move towards a strategic, holistic approach to CFMPs and embrace the philosophy and approach contained in *Making Space for Water*, we would recommend the following for the development of stakeholder engagement along the Aire and the Calder:

- Further work needs to build on the many good and positive relationships that already exist. Typical examples of these are:
  - community and interagency collaboration, which included the Environment Agency, after the Stockbridge flooding in October 2000;
  - the recent Bradford Water Management Inquiry and subsequent stakeholder partnership development;
  - ongoing work with British Waterways.
- There needs to be a single clear narrative that embraces the changing philosophy and approach towards flood risk and water management as a whole. This could also clarify the Environment Agency's position on working with stakeholders, seeing them as long-term partners in the implementation of agreed CFMPs.

- This narrative would also need to describe how the provision and maintenance of hard defences on main rivers sits within this.
- *Making Space for Water* should be the guiding framework for constructing this single narrative for the development of CFMPs and gaining joint understandings. It could serve to overcome the confusion that appears to exist within the Environment Agency about what precisely CFMPs are and how they link to *Making Space for Water* and, longer term, to the Water Framework Directive. Without this single narrative, stakeholders are doing their own speculating and this, as our feedback indicates, is unlikely to benefit the Environment Agency and especially all those doing the hard work on the ground. Nor will it help with implementation.
- Such a narrative would also need to be brief – about one or two pages – and presented in a clear and straightforward to as many stakeholders as possible. It would need to overcome the technocratic tendency.
- The approach to stakeholders needs to move from one of information and consultation about an Environment Agency plan towards one of relationship and partnership building in which the Environment Agency is taking a lead role in developing and implementing a joint plan. This should build from the ‘Building Trust’ approach.
- The Environment Agency should meet with its key stakeholders on a catchment basis to work participatively with them to develop a shared understanding of what the CFMP is, what it is for, who it is for, and how stakeholders (as partners?) will work on its development and its implementation both together and apart. In other words, stakeholders would be engaging in conversations with each other about the kinds of issues that have been raised with us and outlined in this report.
- This dialogue would also focus on the kinds of understandings and relationships other stakeholders need with each other. The focus should not be solely on relationships with the Environment Agency, although this would inevitably be the starting point.
- The approach would recognise from the outset that the issues and remedies being dealt with are often complex and difficult. There will be areas where consensus is not possible, some stakeholders will be disappointed, and some conflict may be inevitable. Common ground, especially about the big picture and specific projects, should be sought wherever possible, but difference and conflict need also to be recognised, made apparent and acknowledged. For example, some communities are unlikely ever to get defences or other alleviation measures and will have to focus on resilience.
- The core proposition on which this approach is based is that strong relationships, formed around shared overall understandings, are far more likely to withstand conflicts and indeed resolve some of those that might otherwise have led to stand-offs and breakdowns in relationships.

- Developing CFMPs and their processes of implementation need to be seen as two sides of the same coin. Given the 50-year plus timescales, CFMPs will need to be updated in the light of both top down policy and **bottom up experience**.
- Given this recommended approach, continuation of this study on an action learning basis could develop into a demonstration project. It would explore and acquire knowledge about a more integrated approach to developing CFMPs both within the Environment Agency and with its stakeholders.
- Despite the availability of Volumes 1 and 2 of policy and guidance on CFMPs, at the local operational level there appears to be some uncertainty about what is expected. For example, it is not clear what the status of the new 'template CFMP' is. In the absence of clarity, staff have to get on with the work as best they can. There appears to be some hierarchical fragmentation of effort and understanding between the area, regional and national levels. This may be blocking the potential for bottom-up learning to inform policy and guidance.
- A continuing action learning demonstration project would also seek to overcome these barriers to organisational learning and dissemination by drawing in a limited number of senior staff from time to time to review and reflect on progress and to overcome any barriers to the flow of good information both top down and bottom up.
- We would also strongly recommend that the continuing project serves to strengthen lateral/horizontal integration of Environment Agency staff on a catchment basis and to encourage more multidisciplinary working. We suspect that this would be welcomed by many stakeholders, especially those with a focus on water quality and regeneration as well as flood risk management. It would be good if this lateral integration included the engineering consultancies working on the plans.
- These approaches would need guidance and facilitative support and we feel that the quality of participatory events could be improved through this.

## 4.2 Developing perceptions of the bigger picture

Potentially, *Making Space for Water* and the Water Framework Directive will have a significant impact on how CFMPs are developed and implemented. They represent the culmination of a changing philosophy in the approach to water management from an industrial to a post-industrial society and ecology. Given both the speed and scale of these changes, together with increasing flood risk linked to climate pattern and land use changes, it is hardly surprising that there will be different interpretations and perceptions of what CFMPs are. Our inquiry suggests that these differences exist both within the Environment Agency and with external stakeholders. One way of developing shared understandings and achieving common ground, and also clarifying where basic differences exist, would be to encourage a cross-section of key people to consider their individual responses to a range of questions in facilitated discussions. The questions would need to be about the 'bigger picture' and the longer term. They could be along the following lines:

- What are CFMPs? Who are they for? What are they for? How do they link to *Making Space for Water*, the Water Framework Directive, land use planning and regeneration etc? (Initial individual responses to be no more than one side.)
- What is your picture of stakeholders working together in (say) 5/10 years time in relation to (say):
  - defences?
  - flooding of all types?
  - water management, flow, quantity and quality?
  - amenity and regeneration?
- What would you like the Environment Agency to do to move towards this?
- What would you like other stakeholders besides the Environment Agency to do to move towards this?
- What will happen in (say) 5/10 years time if these questions are not addressed? What will the scenario be?
- Can holistic CFMPs be developed and **implemented** if these kinds of questions are not addressed and stronger partnerships are not developed?

### 4.3 Streamlining and speeding up the CFMP process

Our inquiry suggests that there is potential for improving, streamlining and speeding up the CFMP process through early stakeholder engagement and partnership building with stakeholders. This should improve the quality and amount of feedback, as well as spread ownership of the plans. If they become blueprints for whole-catchment stakeholder collaboration, then this should lead to greatly improved **implementation** and plan updating.

### 4.4 River Teign CFMP – Model Plan

During the study we heard speculation within the Environment Agency that a model template was being developed to provide further guidance on what a CFMP should look like. We got sight of a copy late in May 2005. The 'Model Plan' is dated February 2005. It provides a number of helpful directions that could inform a simple narrative for communicating the core purpose of CFMPs both within the Environment Agency itself and to stakeholders. The template:

- re-emphasises that a CFMP 'is a high-level strategic plan through which the Environment Agency seeks to work with other key decision makers within a river catchment to identify and agree long-term policies for sustainable risk management' (p. 11);
- connects CFMPs to other land use plans (p. 14 for example) and also to the Water Framework Directive (p. 15). 'CFMPs are a learning process to support an integrated approach to land use planning and management, and also River Basin Management Plans under the Water Framework Directive (Foreword);

- confirms that CFMPs involve ‘undertaking a high-level strategic assessment of current and future flood risk from all sources (i.e. rivers, sewers, groundwater etc within the catchment ...)’ (p. 12, also see Foreword);
- stresses the importance of stakeholder engagement. ‘The Environment Agency cannot achieve a reduction in flood risk across England and Wales alone. It is essential that all key organisations and decision makers in a catchment work together to plan and take action in an integrated way to bring about a reduction in flood risk’ (p. 16, also see Foreword).

While apparently embracing the philosophy of *Making Space for Water*, there is no direct reference to it.

The Teign Model Plan lists member organisations of the Steering Group and states that it was ‘responsible for steering the development of the CFMP and taking key decisions along the way’ (p. 16). From the perspective of this study, it would be interesting to know how this was done and is continuing, and what stakeholder perceptions are of this involvement process. (The note at the beginning of the document does say that ‘some information in the Model CFMP is fictitious’). Given the affirmation of these broad principles, together with the importance of stakeholder engagement, this Scoping Study points to the vital importance of early relationship building with stakeholders at the catchment level from the inception of CFMPs.

# 5 Proposals for the Main Study

The Main Study would build on the findings of this Scoping Study and the linked social research carried out by the Social Policy Team.<sup>4</sup> It would also dovetail into the Ridings Area CFMP timetable (see Appendix 1).

These proposals are presented in outline for further discussion within the Environment Agency. This could be the basis for an agreed detailed specification.

The main aim would be to develop further, and strengthen, the relationships and mutual expectations between the Environment Agency and significant stakeholders and communities in the development and longer-term implementation of CFMPs. It would place these relationships as a central component in the production of robust CFMPs and in building essential partnership working for mitigating future flood risk of all types. This would build from the approach laid out in 'Building Trust with Communities (Environment Agency, 2004)'.

There would be two linked streams to this work: developing participatory events and developing learning frameworks.

## 5.1 Developing participatory events

We would work alongside the Ridings Area Flood Defence Team and regional Corporate Affairs staff to develop a series of inclusive, participatory events. These would include the Policy Appraisal Workshops in October and December 2005 for the Calder and Aire respectively. We also suggest that there should be further workshops/events in parallel with the feedback processes required by the formal guidance in April and May 2006 respectively. There would be four elements to supporting these events.

### 5.1.1 Process

The provision by ourselves of design and facilitation skills for different elements of these proposals and the integration between them. These different elements are set out in 5.1.2, 5.1.3 and 5.1.4 below. Design and facilitation skills would also apply to developing the learning frameworks set out in 5.2 below.

### 5.1.2 Context

This element would give support and guidance on the presentation of key information and would help participants, from their varied backgrounds and contexts, make sense of the core components. This support could come variously from the consultant team, other Environment Agency staff, other stakeholders and outside specialists. The 'language' of the CFMP process can be difficult for 'outsiders' to penetrate, including those from other professional backgrounds. Areas of development here include both verbal and visual presentation of information, concepts, proposals and tools of analysis. There is a need

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<sup>4</sup> Bailey (2005); Baptiste (2005); Cornell (2005); Speller and Twigger-Ross (2005); Twigger-Ross and Speller (2005a, 2005b); Wade *et al.* (2005); Walker *et al.* (2005).



for people to be able to ‘picture and visualise’ how whole rivers and catchments ‘work’ through the development of virtual models and plans.

### **5.1.3 Designing participatory events and activities**

We would propose involving a number of representative stakeholders, with Environment Agency staff and ourselves to help guide these processes and advise on continuing stakeholder engagement and involvement. This group might point to the specific need for more specialist, less generic, catchment-based workshops. Examples could focus on strategic land use planning, drainage, agricultural and moorland land use management and practices, water as the focus for regeneration and amenity, and so on. Alternatively, this need could flow from the policy appraisal workshops if time and space is built in to allow for stakeholder agendas and expectations.

### **5.1.4 Leading – presenting the Environment Agency’s CFMP overview**

These proposals are also based on the Environment Agency providing a simple narrative about flood risk management from all sources of flooding, overall catchment management, the place of hard defence provision within this, and the role of partnership working. This can be provided at area level but it would be particularly valuable if senior national managers in flood risk, and potentially in water quality, could be involved in this as event participants from time to time.

## **5.2 Developing learning frameworks**

The purpose of the learning frameworks would be to develop personal and collective learning within the Environment Agency through strengthening practice on the ground. This would then serve as a seedbed for developing learning networks, guidance and support across the areas, regions and the Environment Agency as a whole. At the core of this idea is strengthening the links between thinking and doing, learning and action and policy and practice.

There would be four connecting strands to the development of the learning framework. Each would involve a cyclical process of reflection on previous action, clarifying emerging questions and issues, seeking new information and ideas, planning next actions, and so on.

### **5.2.1 Working with a ‘core’ team**

We anticipate that this would involve the area Flood Defence Team and members of the regional Corporate Affairs Team. It could also involve others within the organisation at the area level. It would meet monthly for both full and half days. (These would include the meetings described in 5.2.3 below.)

### **5.2.2 Working with a wider internal group on a catchment basis**

The purpose of this group would be to bring people together from across the Environment Agency who have a stake in the development and particularly the implementation of CFMPs. This could be done on an individual catchment basis or

across the two catchments as a single group and would also involve the core group. It could meet for a start-up day and perhaps every two or three months after that for half days. This might involve external stakeholders from time to time.

### **5.2.3 Working with the hierarchical linkages**

There would be occasional meetings that would bring together the core team with appropriate senior staff from Flood Risk Management, Water Management, Social Policy and Corporate Affairs. Meetings would be for half a day and focus on reviewing the overall process and the participatory events. It would be important that the senior staff involved had engaged in one or more participatory event.

### **5.2.4 Developing wider learning networks**

These would be designed towards the end of the Main Study and be based on the experience and learning that had been gained. They would include the following:

- Specific ideas about what the Environment Agency at area level could do, using its own resources, to spread learning to the Don and Hull CFMPs. These proposals to be made in December 2005.
- Good Practice guides on stakeholder involvement in the development and implementation of CFMPs. These would build from 'Building Trust with Communities' and the 'six-step process' within this.
- Designing and proposing a regional and national framework for learning and also the replication and spread of good practice. This would be based on the Environment Agency developing this largely from its own resources. We see the work of the hierarchical linkages (5.2.3) group having a particular contribution to this.

### **5.2.5 Overview**

Strand 5.2.1 would be a development of the process already started during the Scoping Study. Strands 5.2.2 and 5.2.3 are specifically designed to address issues of internal fragmentation identified in this report. They are also intended to strengthen the links between action and learning, and between policy and doing (planning and implementation at the local/catchment level in specific contexts).

Clearly, this would be a fairly extensive piece of work. In the first place, it would need agreement in principle and then in further detail about the main components. This could then become the basis for a detailed specification.

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# Appendix 1. North East, Ridings CFMPs timetable

It is planned to develop four CFMPs. Individual timetables are as follows:

## 1. Calder CFMP

When	Milestone	Output
May 2003	Calder CFMP starts	
May 2004	CFMP Inception Workshop	<ul style="list-style-type: none"> <li>▪ Inception Report</li> <li>▪ Engagement with stakeholders</li> </ul>
March 2005	CFMP Scoping Report	<ul style="list-style-type: none"> <li>▪ Broad-scale model for the Calder</li> <li>▪ Assessment of catchment issues</li> <li>▪ Opportunities and constraints identified</li> <li>▪ Draft appraisal objectives</li> <li>▪ Draft scenarios</li> </ul>
July 2005	End of CFMP Scoping Consultation	<ul style="list-style-type: none"> <li>▪ Statutory consultation feedback</li> <li>▪ Direction for Main Stage</li> </ul>
October 2005	Policy Appraisal Workshop	<ul style="list-style-type: none"> <li>▪ Joint decision making on draft policies</li> </ul>
January 2006	Draft CFMP Report	<ul style="list-style-type: none"> <li>▪ Draft catchment policies</li> <li>▪ Formal consultation</li> </ul>
April 2006	End of Draft CFMP Consultation	<ul style="list-style-type: none"> <li>▪ Statutory consultation feedback</li> </ul>
June 2006	Final CFMP	<ul style="list-style-type: none"> <li>▪ Sustainable catchment policies</li> <li>▪ Strategies and studies identified where needed</li> </ul>

## 2. Aire CFMP

When	Milestone	Output
February 2004	Aire CFMP starts	
October 2004	CFMP Inception	<ul style="list-style-type: none"> <li>▪ Inception Report</li> <li>▪ Initial engagement with stakeholders</li> </ul>
April 2005	Scoping Workshop	<ul style="list-style-type: none"> <li>▪ Draft catchment appraisal objectives and opportunities and constraints</li> </ul>
July 2005	CFMP Scoping Report	<ul style="list-style-type: none"> <li>▪ Broad-scale model for the Aire</li> <li>▪ Assessment of catchment issues</li> <li>▪ Opportunities and constraints identified</li> <li>▪ Draft appraisal objectives</li> <li>▪ Draft scenarios</li> </ul>
October 2005	End of CFMP Scoping Consultation	<ul style="list-style-type: none"> <li>▪ Statutory consultation feedback</li> <li>▪ Direction for Main Stage</li> </ul>
December 2005	Policy Appraisal Workshop	<ul style="list-style-type: none"> <li>▪ Joint decision making on draft policies</li> </ul>
February 2006	Draft CFMP Report	<ul style="list-style-type: none"> <li>▪ Draft catchment policies</li> <li>▪ Formal consultation</li> </ul>
May 2006	End of Draft CFMP Consultation	<ul style="list-style-type: none"> <li>▪ Statutory consultation feedback</li> </ul>
July 2006	Final CFMP	<ul style="list-style-type: none"> <li>▪ Sustainable catchment policies</li> <li>▪ Strategies and studies identified where needed</li> </ul>

## 3. Don CFMP

Expected programme dates are from January 2006 to December 2007.

## 4. Hull CFMP

Expected programme dates are from March 2006 to April 2008.

## Appendix 2. CFMP Regional Steering Group (Yorks and Humber) June 2005

Organisation and title	Contact and relevant CFMPs	Postal address	Email	Telephone number
Yorkshire Water Sewerage Optimisation Manager	Trevor Birch	Western House Halifax Road Bradford West Yorkshire BD6 2SZ	trevor.birch@yorkshirewater.co.uk	01274 600111 (switchboard)
British Waterways	Rob Arrowsmith	Fearns Wharf Neptune St Leeds LS9 8PB	rob.arrowsmith@britishwaterways.co.uk	0113 2816800
National Farmers' Union Environment and Land Use Adviser	Laurie Norris	NFU North East and North West Regions Agriculture House 207 Tadcaster Road York YO24 1UD	Laurie.Norris@nfu.org.uk	01904 451567
The RSPB Regional Policy Advocate	Nicola Melville	7 Whitehouse Rise York YO24 1EE	Nicola.Melville@rspb.org.uk	01904 674408
Countryside Agency	Stuart Pasley	2nd Floor, Victoria Wharfe Embankment IV Sovereign St Leeds LS1 4BA	Stuart.Pasley@countryside.gov.uk	0113 2469222
English Heritage – regional office Regional Land Use Planner	Ian Smith	37 Tanner Road York YO1 6WP	ian.smith@english-heritage.org.uk	01904 601901
English Nature Deputy Team Manager	Bernie Fleming	Calder Aire Don/Rother	Humber to Pennines Team Bullring House Northgate Wakefield WF1 3BJ	01924 334500
English Nature Deputy Area Manager	Sarah Woolven	Derwent Esk and Coast Ouse	Genesis 1, University Road Heslington York YO10 5ZQ	01904 435500
The Yorkshire and Humber Assembly	Will Kemp	18 King Street Wakefield WF1 2SQ	will.kemp@yhassembly.gov.uk	01924 331555

<b>Organisation and title</b>	<b>Contact and relevant CFMPs</b>	<b>Postal address</b>	<b>Email</b>	<b>Telephone number</b>
Yorkshire Forward	Debbie Rosen	The Environment and Development Directorate Yorkshire Forward Victoria House 2 Victoria Place Leeds LS11 5AE	Debbie.Rosen@Yorkshire-Forward.com	0113 3949783
Country Land and Business Association Regional Director	Dorothy Fairburn	Regional Office – Yorkshire/Humber Old Toll Booth Market Place Easingwold York YO61 3AB	dorothy.fairburn@cla.org.uk	01347 823803
Forestry Commission	Vince Carter	Yorkshire and The Humber Conservancy Wheldrake Lane Crockey Hill York YO19 4FF	vince.carter@forestry.gsi.gov.uk	01904 448778
City of Bradford Metropolitan Council Senior Policy Officer (Health, Environment and Rural Team)	Dave Melling	Department of Policy and Executive Support 4th Floor, Jacobs Well Bradford West Yorkshire BD1 5RW	dave.melling@bradford.gov.uk	01274 433880
North York Moors National Park Authority National Park Officer	Chris de Silva	The Old Vicarage Bondgate Helmsley York YO62 5BP	c.desilva@northyorkmoors-mpa.gov.uk	01439 770657
Defra Flood and Coastal Management Regional Engineer	Jim Hutchison	Regional Engineers Office Foss House Kings Pool 1–2 Peasholme Green York YO1 7PX	jim.hutchison@fcd.defra.gsi.gov.uk	01904 455014
Environment Agency Regional Programme Manager	Bill Rodham	Rivers House 21 Park Square South Leeds LS1 2QG	bill.rodham@environment-agency.gov.uk	0113 2312359
Environment Agency Derwent CFMP Project Manager	Vicky Spencer	Coverdale House Amy Johnson Way Clifton Moor York YO30 4UZ	vicky.spencer@environment-agency.gov.uk	01904 822571

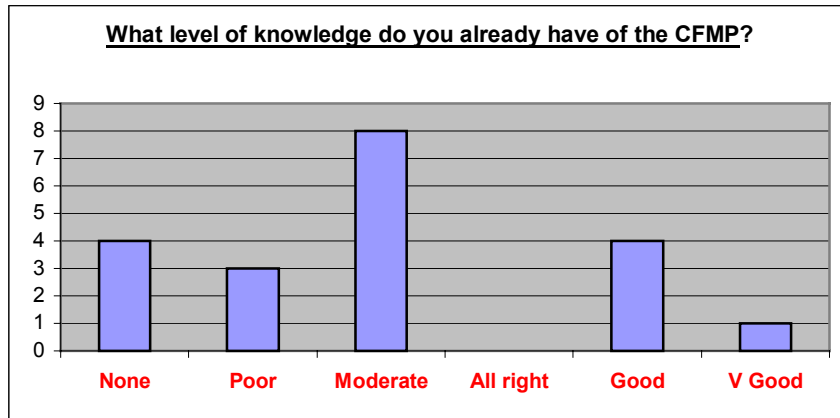


<b>Organisation and title</b>	<b>Contact and relevant CFMPs</b>	<b>Postal address</b>	<b>Email</b>	<b>Telephone number</b>
Environment Agency Esk and Coast CFMP Project Manager	Rebecca Chapman	Coverdale House Amy Johnson Way Clifton Moor York YO30 4UZ	Rebecca.chapman@environment- agency.gov.uk	01904 822588
Environment Agency Aire and Calder CFMPs Project Manager	Sophie Vanicat	Phoenix House Global Avenue Leeds LS11 8PG	sophie.vanicat@environment- agency.gov.uk	0113 2134869
Environment Agency Tyne and Wear CFMPs Project Manager	Mary Taylor	Tyneside House Skinnerburn Road Newcastle Business Park Newcastle upon Tyne NE4 7AR	mary.taylor@environment- agency.gov.uk	0191 2034329
Environment Agency Environmental Assessment Officer	Jo Murphy	Phoenix House Global Avenue Leeds LS11 8PG	joanne.murphy@environment- agency.gov.uk	0118 9535540
Environment Agency Regional Flood Defence Manager	Mark Tinnion	Rivers House 21 Park Square South Leeds LS1 2QG	mark.tinnion@environment- agency.gov.uk	0113 2312458

# Appendix 3. Stakeholder feedback

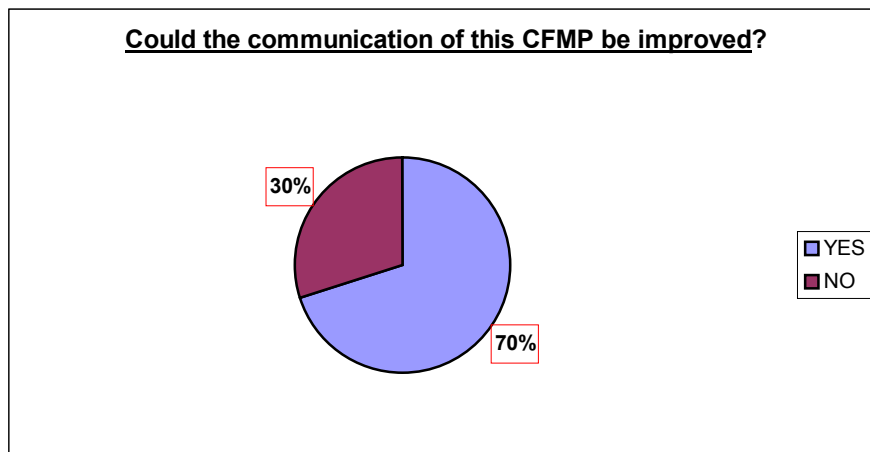
## Question 1

Only 25% said that they had a good/very good level of knowledge of CFMPs.



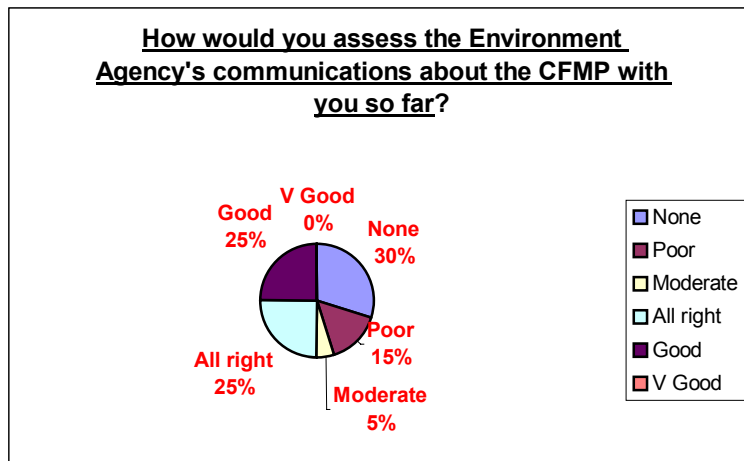
## Question 1(c)

70% said that communication could be improved.



## Question 2

Wide range of responses here. 25% said 'Good', but 30% said 'None'.



Additional information is included below on aspects of communication.

### Question 2(a)

**If you have scored below 3 on Question 2, could you please explain what problems there are with the communications from the Environment Agency?**

*This is a summary of those answers, with some specific quotes:*

*Several people answered that the communication had been non-existent.*

*There is an assumption that people will know what a 'catchment' is! (What does this word mean to a person who is not a rivers specialist?)*

*'We have usually been asked to comment on things which have taken place, rather than having any direct involvement in the process.'*

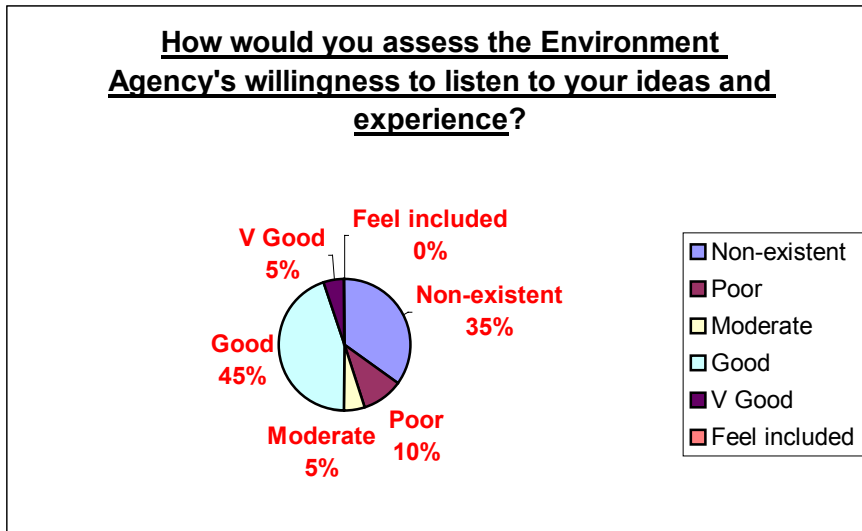
*'They are not willing to listen – except one person on the Regional Steering Group – whom I always phone now.'*

*'Earlier communication/consultation by the Environment Agency would have provided a clearer context and understanding of the CFMP process.'*

*'The work appears to be an internal Environment Agency plan. It is not clear that the consultants on the Wharfe understand what is going on. Potential partners are not aware of how they could collaborate on the plans.'*

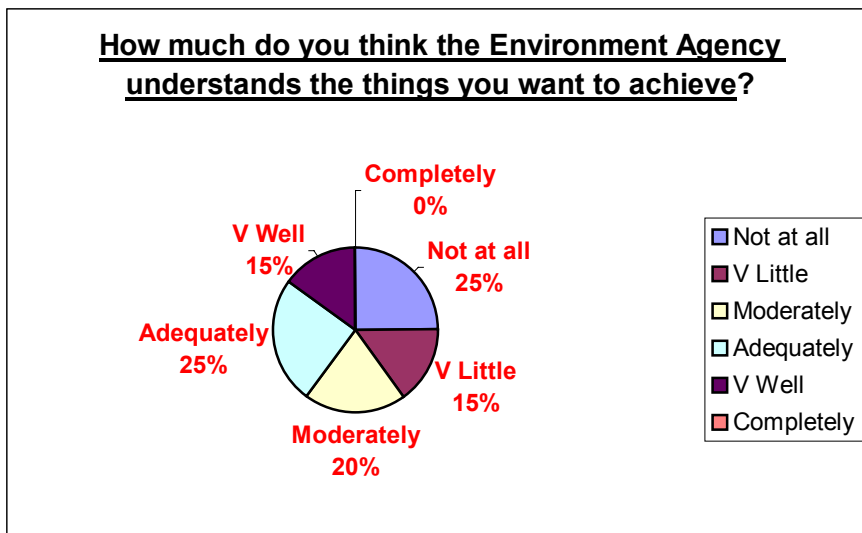
**Question 3**

45% said 'Good', but 35% said that this willingness to listen was non-existent.



**Question 4**

Widely diverse range of responses here. 25% said 'Not at all', 25% said 'Adequately' and 15% said 'Very Well'.



**Question 5**

***Where does your experience come from in dealing with the Environment Agency?***

*See attached list of stakeholders (Appendix 4) who were interviewed or who completed a questionnaire – these included a cross-section of stakeholders, ranging from people who were flooded in their homes to local authority planners, drainage engineers, Regional Steering Group members, councillors, and British Waterways Board.*

**Question 6**

**What do you wish to be consulted on?**

**A clear majority of 80% answered that they wish to be consulted on all three stages: Inception Report, Scoping Stage and Draft Plan.**

3 people said that they wish to be consulted on the Scoping Stage and Draft Plan.

1 person said they wish to be consulted on the Draft Plan only.

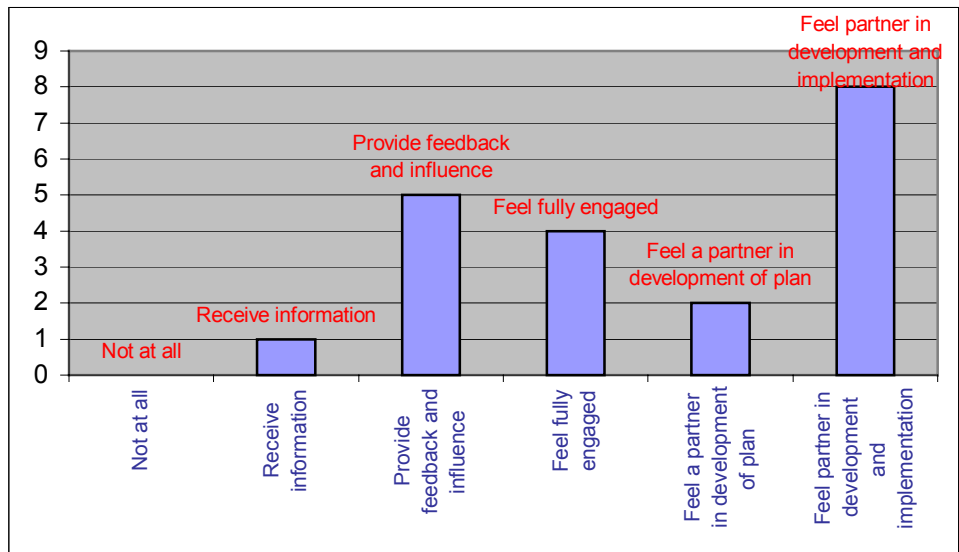
Additional comments on the **'any other aspect'** were:

*'To be kept up-to-date on everything'*

*'Integration and partnership-working potential'.*

**Question 7**

**To what extent do you want to be consulted and involved in the development of CFMPs?**



**A clear majority of the stakeholders in the CFMP wanted 'to feel a partner in the development and long-term implementation of the plan'.**

### **Question 7 (Comments)**

*'The plans will not work if Local Authorities are not engaged as partners in the development and long-term implementation of the plans.'*

*Comment at Question 7 from British Waterways:*

*'As a statutory navigation authority, British Waterways would hope to be involved in any long-term partnerships, which will provide agreed environmental, economic and social benefits in each local area. Broader and more permanent partnerships with local authorities and other public bodies, such as the Agency and the Regional Development Agencies, would enable the local and regional benefits of the waterway network to be tailored to local needs and maximised'.*

*(From Councillor) 'I am given feedback from residents that, at the moment, I cannot communicate to the EA because there are no channels. They send out their PR people to flooding incidents – but no-one really listens – it is just a PR exercise.'*

*'As the plans have a long-term impact on flood alleviation which affects NFF [National Flood Forum] constituents on a long-term grass-roots level, we need to be well informed of plans.'*

### **Question 8 (Comments)**

***Please comment on the type of involvement you would currently prefer:***

***'Participation in development and implementation – not consultation!'***

*'To be provided with draft proposals and attend meetings to comment.'*

*'I would like to be kept informed of the various stages in the CFMPs' development and given the opportunity to comment, if necessary.'*

*'To be considered as a relevant consultee at each stage of the process.'*

*Comment from British Waterways:*

*'British Waterways has unrivalled expertise in the management, enhancement and conservation of navigation on inland waterways, with a strong team of civil engineers, hydrologists and environmental managers. We would hope to take the lead in consulting and co-ordinating with the other UK navigation authorities to offer the benefit of our expertise in seeking out rationalised policies and systems of operation, as far as possible, for the good of Britain's inland waterways and their users.'*

*'Local meetings/consultation on a face-to-face basis. Locally appointed EA representative who is contactable'*

*'Workshops, emails and posted material'*

### **Question 9**

#### **What channels of communication would you prefer?**

*40% answered that they wanted **all four** types of communication, i.e. plain English communications by post or email, opportunities to provide feedback to the Environment Agency, face-to-face meetings within stakeholder groups along the catchment, and participative stakeholder events, with as wide a mix of stakeholders as possible.*

### **Question 10**

#### **What method(s) of consultation do you consider to be most effective?**

**95% answered ‘face-to-face meetings’ in one form or another.**

*Other answers included:*

- *Stakeholder events*
- *Workshops on specific issues*
- *Face-to-face consultation, **with feedback** on how information has been factored (or not) into the plans.*
- *Meeting face-to-face with a stakeholder group, so that stakeholders can share their views and have impact on the ultimate outcome.*
- *Key stakeholder meetings to discuss specific issues.*
- *An individual from the Environment Agency is at a meeting (e.g. at a Neighbourhood Forum) where people can ask their own questions and give their personal views directly to the Environment Agency.*
- *Participative – with joint action planning. Use of visioning exercises, SWAT and other management thinking tools.*

### **Question 11**

#### **Which of these methods of providing information to you do you consider to be most helpful?**

*CDs  
Summary Report  
Full Report  
Website*

*15% of people **said all four methods.***

**45% answered the Summary Report and the Full Report.**

*25% only answered that the CDs or the website was helpful.*

*5% said the CD 'for mapped information only'*

*Additional comments were:*

*'The website is not very good – the order of it is not effective, and not everyone has Internet access.'*

## **Question 12**

***Through the Catchment Flood Management Planning process, in what way do you think the Environment Agency could contribute to helping you/your organisation work towards your longer-term priorities and goals?***

*Examples of comments made here are as follows:*

*'If we work together as partners, we can help each other achieve our goals. Working separately, we will only achieve goals in "tick boxes".'*

*'Work in partnership to plan for and achieve sustainable development throughout the plan area in terms of flooding and flood risk.'*

*'Through appreciating the regeneration and development needs of town centre, brown-field sites that are often located within flood zones 2 and 3a.'*

*'By continuous reporting back of proposals and decisions on both riverine and land drainage.'*

*'Local consultation with Parish Councils, and regular updates to be provided to them.'*

*'To encourage community involvement in sustainable development.'*

*'Bradford is developing a Water Management Policy which, if it is to be effective, needs to be informed of things outside its area and control.'*

*'In including biodiversity conservation targets/actions in the planning.'*

*'By identifying new sustainable areas that can be defended and taking these projects forward.'*

*'By influencing the planning and design of new developments to mitigate against flooding.'*

*'It is most valuable in terms of assisting our forward planning policy efforts (Local Development Framework).'*



### **Question 13**

**Do you want to continue to be involved in the CFMP process?**

**100% of stakeholders answered YES to this question.**

*Examples of comments added at Question 13 are as follows:*

*'Regarding the CFMP process so far – it is confusing! We met with the consultants doing the Wharfe plan 2 years ago – no feedback to date! The CFMP process for the Aire is not clear; there are no links to other strategies, e.g. the Regional Economic Strategy, regeneration strategies, Sustainable Food and Farming Strategy, etc.'*

*'The EA needs to be more proactive (rather than reactive) by engaging at ground and local level – not national level.'*

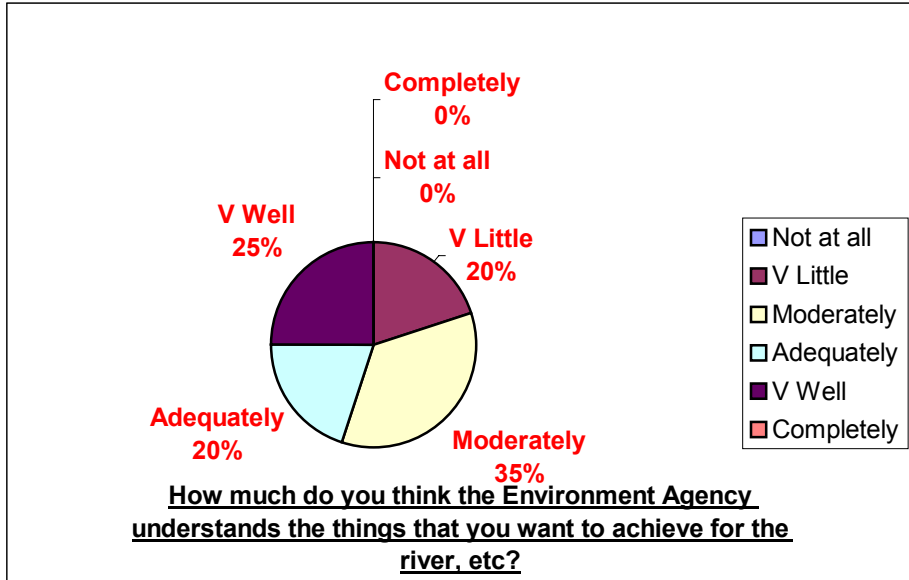
*'How does this relate to River Basin planning, etc? To what extent is the Regional Development Agency engaged – if at all?'*

*'One major concern is that, although there is a general acceptance that long-term planning of sustainable flood alleviation and management is the way forward, there is an anxiety that this is not taking into consideration the views of those at direct risk who are looking for more immediate solutions to having their homes flooded. Perhaps some more proactive PR is needed to sell CFMPs to the general public, along with promotion of shorter-term resilience measures.'*

*'I can offer support/assistance from a land use planning perspective.'*

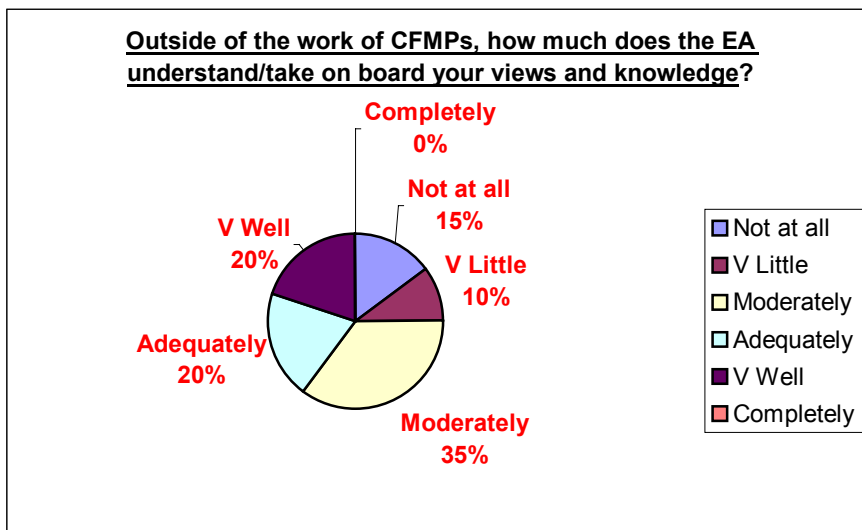
**Question 14**

**How much do you think the Environment Agency understands the things that you want to achieve for the river, the river catchment, water management and environmental improvements, etc, in your general dealings with them?**



**Question 15**

**In general, outside of this work with CFMPs, how much do you think the Environment Agency seeks to understand and take on board your views and knowledge?**



# Appendix 4. Aire and Calder CFMPs – list of people consulted

Name	Organisation	Method	Questionnaire returned
Tony Poole	Land Drainage, Bradford Council	Face to face	Yes
Dave Melling	Policy Development Service, Bradford Council	Face to face	Yes
Peter Gooding	Wakefield MDC	Email	Yes
David Fullwood	Airedale Drainage Commissioners – Airedale Internal Drainage Boards	Email	Yes
Delphine Pouget	West Yorkshire Ecology, Leeds	Email	Yes
Glen Miller	Councillor, plus represents Bingley Voluntary Action Group	Telephone interview	Yes
Di Keal	National Flood Forum	Email	Yes
Ruth Parker	Planning Officer, Planning Policy, Craven District Council	Email	Yes
Angela Cowen	Economic Development, East Riding of Yorkshire Council	Email	Yes
Suzanne Jevons	East Riding of Yorkshire Council	Email	No
Andy Haigh	Strategic Planning, Yorks and Humberside Regional Assembly	Telephone interview	No
Professor Richard Ashley	Professor in Urban Water, University of Sheffield	Face to face	No
Riley South	Shire Group of IDBs	Email	Yes
Victoria Megson	British Waterways Board	Email	Yes
Mike Watts	Flood Warden, Todmorden	Telephone request and email (plus reminder)	No
Mike Powell	Emergency Planning Officer, Bradford Council	Telephone and email	No
Helen White	Emergency Planning Officer, North Yorkshire County Council	Telephone request and email	No
Lindsey Quinn	Craven Flooding Panel, Craven District Council	Face-to-face request plus reminder	No
Laurie Norris	National Farmers' Union	Email	No
Robin Coughlan	Planning Policy Manager, Leeds City Council	Email	Yes
Will Kemp	Yorkshire and Humberside Regional Assembly	Face-to-face	Yes
Michael Osborne	Arups – Lead Partner in Airedale Corridor Plan	Face-to-face and telephone	No
Terry Heselton	Selby District Council	Email	No
Brian Lavelle	Yorkshire Wildlife Trust	Email	No
Peter Gooding	Wakefield Metropolitan District Council, Housing and Regeneration Services	Email	Yes
Tony Harrington	Head of Environment, Health and Safety for Yorkshire Water	Telephone	Yes
Susan Wagstaff	Consultant Engineer, Jeremy Benn Associates	Face-to-face	No
Steve Edwards	Atkins Water	Face-to-face	No
Andrew Marshall	Strategic Planning, Bradford Council	Telephone	No
John Colvin and his Social Policy Team (Paula Orr, Alison Baptiste, Pete Bailey)	Environment Agency	Face-to-face meeting	No

Name	Organisation	Method	Questionnaire returned
John Colvin's meeting on 14 April 2005 (Paula Orr, Stephen Worrall, Carl Jeans, Sue Reid)	Environment Agency	Face-to-face meeting	No
Stephen Worrall	Flood Defence Policy, Environment Agency	Telephone	No
Dorothy Fairburn	Country Land and Business Association	Face-to-face	No
Linda Aucott	Defra	Telephone	
Andrew Abbott	Stockbridge Neighbourhood Development Group	Face-to-face	Yes
Enid Coleman	Stockbridge Neighbourhood Development Group	Face-to-face	Yes
David BurrIDGE	Stockbridge Neighbourhood Development Group	Face-to-face	Yes
Alan Parkes	Wakefield MDC, Regeneration	Email and telephone	No
Graham Coultish	National Farmers' Union	Email	No
John Hobson	National Farmers' Union	Face to face	No
Vicky Spencer	Derwent CFMP	Follow-up for telephone	No
Joe Howe	Manchester University, Flood Research Consortium	Follow-up for telephone	No
Alan Kendall	Wakefield MDC, Land Use Strategy Team	Email	No
Martin Elliot	Leeds City Council, Strategy and Policy Development	Email	No
Cllr Andrew Mallinson	Member of Yorks and Humberside Flood Defence Committee	Follow-up for face to face and questionnaire	No
Peter Davis	Wakefield MDC	Email	No
David Sellers	Leeds City Council, Land Drainage	Email	No
Bernard Fleming	English Nature, Humber to Pennines Team, Wakefield	Email	No
Ian Smith	English Heritage, York – Regional Land Use Planner	Email	No
Mike Hurford	Calderdale Council, Strategic Planning	Email	No
Les Reason	Kirklees Council, Strategic Planning	Email	Yes
David Turner	Calderdale Council, Land Drainage	Email	No
Ian Boocock	Kirklees Council, Land Drainage	Email	No
Andrew Quarrie	Flood-affected person – Bingley	By post	Yes
Jenny Sampson	Flood-affected person – Bingley	By post	No
Howard England	Flood-affected person – Bingley	By post	No
Paul Maxwell	Flood-affected person – Bingley	By post	No
Jean Robinson	Embsay Parish Council	Face-to-face interview	Yes
Howard Wadsworth	Gowdall Parish Council	By post	No
R Michelson	Kellington Parish Council	By post	No
Safraz Qureshi	Flood-affected person – Stockbridge	By post	No

# Appendix 5. The questionnaire

## Your involvement with the Environment Agency's Catchment Flood Management Plans (CFMPs)

We are working with the Environment Agency on involving people in the development of CFMPs for the Rivers Aire and Calder. We aim to explore how the Environment Agency has worked with people so far, and how it can develop its working with any other people who have an interest in this planning process. These questions are designed to enable you to explore your own experiences, expectations and hopes for CFMPs from the perspective of your own organisation or your specific interest in these rivers.

1. What level of knowledge and understanding do you already have of the CFMP? *(Please circle appropriate number on the line below to indicate your level )*

0	1	2	3	4	5
None	Poor	Moderate	All right	Good	Very Good

1(a) Where does this knowledge about CFMPs come from? .....

Further comments.....

1(b) How did you acquire this information? .....

1(c) Could the communication of this be improved? **YES/NO** (Please delete as appropriate)

If YES, please describe how:

.....

2. If you have already received communications from the Environment Agency, how would you assess the Environment Agency's communications about the CFMP with you so far? *(Please circle the number at appropriate point on the line below)*

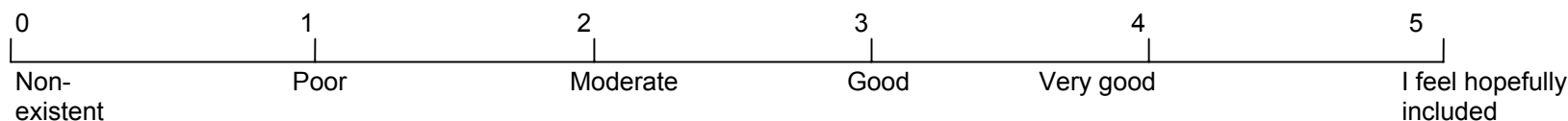


2(a) If you have scored below 3 on the scale above, could you please explain what problems there are with the communications from the Environment Agency:

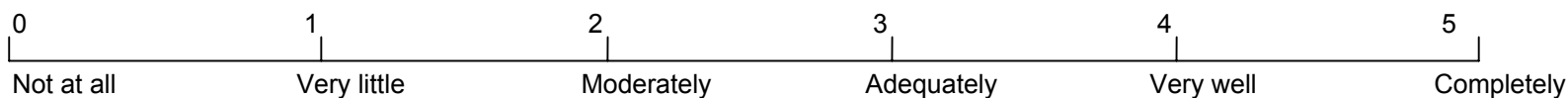
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3. How would you assess the Environment Agency's willingness to listen to your ideas and experience during the CFMP process so far?



4. How much do you think the Environment Agency understands the things you want to achieve for the river, the river catchment, water management and environmental improvements etc **in drawing up CFMPs**?



5. Where does your experience come from in dealing with the Environment Agency? .....

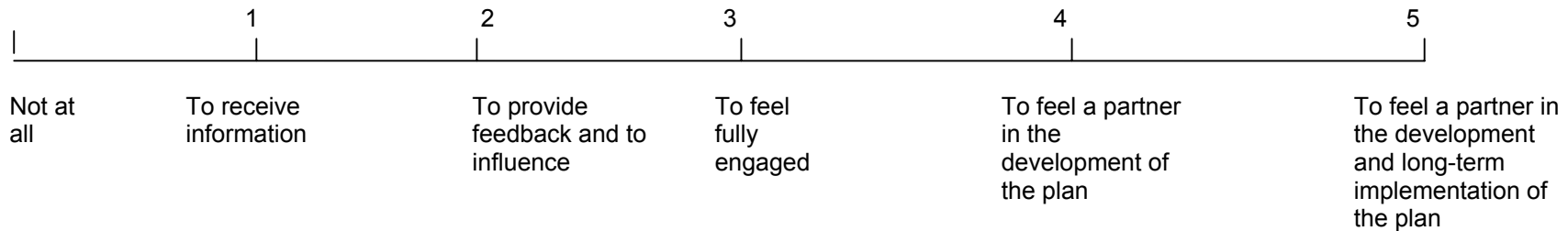
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6. What do you wish to be consulted on? *Please tick boxes below for any of the stages you wish to be consulted on:*

Initial understanding and data collection ( <b>INCEPTION REPORT</b> )	
Review existing policies, understand existing flood risks and identify draft objectives ( <b>SCOPING STAGE</b> )	
Identify policy options and select preferred policies, complete future scenarios ( <b>DRAFT PLAN</b> )	
<b>ANY OTHER ASPECT?</b>	

7. To what extent do you want to be consulted and involved in the development of CFMPs?



Please add comments .....

.....

8. Please comment on the type of involvement you would currently prefer.

.....

.....

9. What kind of channels of communication would you prefer? *(Please tick any of the appropriate boxes below)*

- Plain English communications by post/email
- Opportunities to provide feedback to the Agency by post/telephone/email
- Occasional face-to-face meetings within stakeholder groups along the catchment, e.g. could be specialist meetings with flood-affected people, land drainage engineers, Internal Drainage Boards (IDBs), strategic planners, regeneration officers, environment groups, farmers, landowners, etc.
- Participative stakeholder events bringing as wide a mix of stakeholders as possible together

10. What method(s) of consultation do you consider to be most effective? .....

.....

.....

11. Which of these methods of providing information to you do you consider to be most helpful? *(Please tick the appropriate box):*

CDs	<input type="checkbox"/>
Summary Report	<input type="checkbox"/>
Full Report	<input type="checkbox"/>
Website	<input type="checkbox"/>

12. Through the CFMP process, in what way do you think the Environment Agency could contribute to helping you/your organisation work towards your longer-term priorities and goals?

Comments

.....

.....



13. Do you want to continue to be involved in the Catchment Flood Management Planning process? **YES/NO** (Please delete as appropriate)

**If YES,** please comment on how you view either of the following **as options for the continuing development of your involvement** on a catchment-wide basis after the CFMPs have been completed?

- To work on implementation of CFMPs and their continuing updating

.....

- To work between all the different people who have an interest in producing sustainable solutions to water management and related problems and issues.

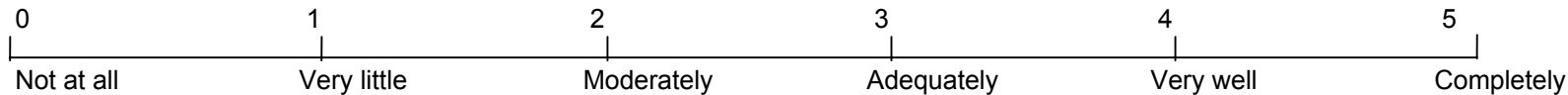
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Please add any further comments or information about your views on the Catchment Flood Management Planning process which has taken place so far: .....

.....

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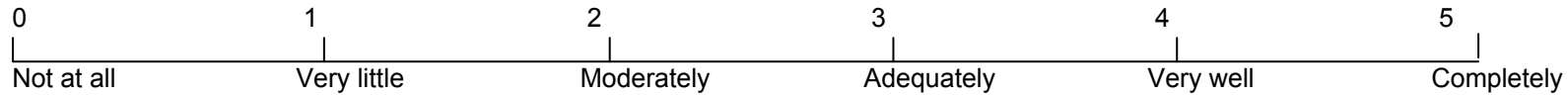
14. How much do you think the Environment Agency understands the things you want to achieve for the river, the river catchment, water management and environmental improvements etc **in your general dealings with them?**



Please add comments .....

.....

15. In general, outside of this work with CFMPs, how much do you think the Environment Agency seeks to understand and take on board your views and knowledge?



Please add comments .....

.....

.....

16. Do you think that there are other people whom we should involve in this consultation process? **YES/NO** (Please delete as appropriate)

If YES, please provide below the names and contact details for those people:

.....

.....

.....

**NAME OF YOUR ORGANISATION** .....

**YOUR NAME** ..... **DATE** .....

**SIGNATURE** .....

**We would like to thank you for taking the time to complete this questionnaire.**

Whole Systems Development  
March 2005

We welcome views from our users, stakeholders and the public, including comments about the content and presentation of this report. If you are happy with our service, please tell us about it. It helps us to identify good practice and rewards our staff. If you are unhappy with our service, please let us know how we can improve it.

Publication Code: SCHO0905BJQT-~~E~~-P

[Contact Olivia Giraud](#)