

***RIVER AVON TIDAL FLOOD RISK
MANAGEMENT STRATEGY***

Outline Funding Strategy

July 2017

Prepared for Bristol City Council

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1. INTRODUCTION

1.1 Project background and objectives

A tidal flood risk management strategy for Bristol is vitally important for the city, not just because of the threat to lives and property but also because of the risk of long-term reputational damage to the city's attractiveness and economic performance.

This project has delivered a Tidal Flood Risk Management Strategy (the 'Strategy'). The Strategy recommends an adaptive programme; identifying when FRM interventions are needed and how they will be funded.

The Strategy, once adopted by BCC's Cabinet following a Key Decision, will provide evidence to support the future review of Bristol's Local Plan.

1.2 Project stage

The preferred option for the Strategy has been identified. It involves constructing new raised defences in the short term and then raising and lengthening these defences in the long term (see AECOM Preferred Option Development Report, June 2017).

Prior to arriving at the preferred option, the Strategy undertook a detailed appraisal of options which involved developing a long list and short list of strategic options. The option appraisal process was informed by early development work which focussed around data collection and review, baseline definition and developing a detailed understanding of the problem, constraints, opportunities and agreement on the objectives of the Strategy.

As part of the Strategy, engagement with key stakeholders has been carried out to understand potential funding avenues and to identify opportunities to deliver broader outcomes (i.e. more than just flood risk management measures) which can enable wider funding streams to be accessed.

Acquiring funding is a key aspect to successfully delivering the preferred strategic option. The funding strategy has been developed to help facilitate this.

1.3 The purpose of this report

This funding strategy report is a 'live' document which should continue to be updated as the project evolves further through to construction. The document sets out the proposed approaches to identifying potential funding sources and contributions, as well as the type and timing of future activities required to develop an outline funding Strategy.

It is imperative to 'cast the net wide' in terms of considering and capturing potential funding opportunities. These sources are then logged and can be explored and evaluated further. Currently a long list of potential funding sources has been identified, and this can be added to and refined by the project team and in discussion with stakeholders going forward.

Prior to construction and implementing the Strategy schemes it will be necessary to develop the funding strategy further and to capture and pursue the opportunities which have been signposted.

2. FUNDING, BROADER OUTCOMES AND CONTRIBUTIONS

2.1 How is coastal flood and erosion risk management funded in the UK

In the past, flood defence projects were largely funded from a national budget. Funding for coastal management schemes was allocated on an 'all or nothing' basis. In May 2011 the Government announced changes to the system to encourage more local contributions to flood defence schemes. This was a recommendation of the Pitt Review and it generally has widespread support.

Termed 'Flood and Coastal Resilience Partnership Funding' or 'Partnership Funding', public money is made available to part fund justifiable schemes while any shortfall in funding is made up by other parties with a vested interest in realising the project. The levels of funding made available by the government through Flood and Coastal Erosion Risk Management Grant-in-Aid (FCERM GiA) are based on the economic, social and environmental benefits that the project will bring.

Partnership Funding is therefore an effective way of making the FCERM GiA go further. It is good news for schemes within the authority area, as under the previous 'all or nothing' scenario, those projects with less chance of attracting grant funding would have been unlikely to go ahead. With the Partnership Funding system, if sufficient contributions can be attracted, any project could proceed so long as it is economically, socially and environmentally viable. The Strategy, once approved and adopted, will also support the business case for these projects.

It is highly likely that recommended options and schemes of the Strategy will seek a partnership approach to funding with potential GiA applications forming part of the funding packages.

2.2 Broader Outcomes and Contributions

Given the partnership funding and potential shortfalls in funding for Flood Risk Management Intervention Measures in the Strategy, it is imperative to explore potential funding requirements, potential broader outcomes and likely contribution requirements and sources. This will help enable the identification of potential partnership funding opportunities and an outline funding plan.

Financial contributions may take some years to be realised through investment plans or development opportunities being proposed. It is therefore considered to be essential to identify potential sources early in the process. This will allow BCC to develop support and commitment to the delivery of the Strategy and will enable trust and working relationships to be formed outside of the programme of the Strategy project.

The opportunities identified for collaborative working will be picked up in the assessment of options and economic appraisal. Engagement activities and project workshops form a key part of this process.

The outputs of the meetings and opportunities will be clearly summarised as part of this report. This work also helps inform the baseline economics to support the development of options in the Strategy and to identify appropriate timings of future funding bids.

2.3 Why partnership funding?

The aim of Partnership Funding is to provide improved transparency and a clearer breakdown of where the money will come from, whilst allowing local areas to have a greater say over the timing and type of measures that will be implemented.

It is hoped that there will be potential widespread impacts of this change in funding. The Government stated that its proposals will help to:

- Encourage total investment in FCERM by Local Authorities, to increase beyond what is affordable under national budgets alone;
- Enable local choice within the system and encourage innovative, cost-effective options to come forward in which communities may play a greater role;
- Allow greater partnership working and delivery of broader outcomes and wider growth opportunities through FCERM projects
- Maintain widespread take-up of flood insurance

3. POTENTIAL FUNDING SOURCES & CONTRIBUTIONS

3.1 What is considered as a contribution?

Although the definition of a contribution could be very broad it can be considered to be anything which may reduce the funding requirement from central Grant-in-Aid for the delivery of 'flood and erosion risk reduction' and/or 'environmental enhancement' activities. This could include:

- a financial contribution;
- cost savings;
- delivery of work 'in kind';
- commitment towards maintenance and operation;
- donation of intellectual property (such as data, reports or photographs);
- permission to use land or a gift of land;
- access arrangements;
- funding of expenses;
- a commuted sum to fund future costs;
- waiving costs e.g. disruption caused by the construction or maintenance of a scheme,
- Regional Flood and Coastal Committee (RFCC) levy.
- The carrying out of future maintenance or repairs by private land owners

Contributors are likely to be those who benefit the most from a project. Private partners should be encouraged to contribute in proportion to the benefits that they will receive. This will help further reduce the funding required from local public sector sources.

3.2 Wider benefits of the Strategy

In addition to reducing the risk of flooding, there are multiple benefits and statutory drivers which stem from the Strategy and the interventions that it proposes. These include;

- Retaining function for Highways – in various locations along the New Cut the existing retaining structures, supporting the highway behind, are in a poor state of repair and it is expected that these will need to be replaced in the near future. The Strategy preferred option recommends that new retaining structures (to act as flood defences) are constructed at Commercial Road and Clarence Road. Construction of the new defences in these locations will provide synergies by retaining the Highway and preventing the need to deliver separate Highway retaining schemes in the future.
- The Strategy preferred option specifies construction of new dual function flood / lock gates at Entrance Lock and Netham. At Entrance Lock the gates could be used to extend the Floating Harbour west (allowing Junction Lock and Nova Dam to be required for maintenance and flood risk purposes only). By increasing the boundaries of the Floating Harbour it could attract new development and tourism opportunities to the area. The feasibility of extending the Harbour and the impact it could have on flood risk have not been investigated as part of the Strategy. It is recommended that further work is undertaken to investigate this idea in more detail before any proposals are taken forward.
- The Strategy has provided ideas for the New Cut Greenway which would deliver public realm enhancements and improve access along the New Cut. The New Cut Greenway improvements could potentially generate development and tourism benefits to the city.

3.3 Exploring potential sources

There are a number of different avenues from which funding for schemes within The Strategy can come.

"Broader Outcomes" is an approach to the allocation of funding which allows key stakeholders and the community to have more input into the objectives of a coastal strategy whilst ensuring that public spending will do more to help the community. By taking a holistic view of The Strategy and identifying common interests, the community and local government can work together to ensure that the best outcome is achieved for all those affected.

“Wider Flood and Coastal Erosion Risk Management (FCERM) funding” is funding from outside the FCERM GiA which could contribute to various schemes within The Strategy and could come from any source.

“Development and Planning” is similar to capital raised through broader outcomes as it involves a collaborative approach to ensure that The Strategy is tailored to meet the requirements of the developer.

“Infrastructure Provision” refers to funding raised by ensuring that The Strategy helps improve local infrastructure including roads, rail and rights of way.

The relevant potential contribution sources have been identified for The Strategy to explore further; these have been summarised below in section 3.4.

3.4 Potential Sources (Broader Outcomes and Infrastructure Provision)

Local Enterprise Partnership Funding Economic Development Fund

The West of England Local Enterprise Partnership (LEP) has created the Economic Development Fund (EDF) to channel investment into implementation of key infrastructure i.e. major, physical projects that support development. The EDF sets out an investment programme for such projects up to 2039. It has been agreed by the LEP that central Bristol and the Temple Quay Enterprise Zone (TQEZ) are awarded £10 million for flood defences. The money will come in two tranches; £5m will be released in 2023-24 followed by another £5m in 2032-33. The Fund works via repayment to promoters. It assumes that promoters will borrow to deliver their projects (e.g. BCC) and are reimbursed after works have been completed. Significantly, the repayment works on the basis that funds are available from business rate uplift, and modelled predictions are realised. The actual amount of funding available to a scheme is therefore only a forecast with no guarantee. The EDF is limited to £500 million, and may fund more schemes and less borrowing or vice versa.

Therefore, the allocation for £5m in 2023-24 represents the current repayment profile from the EDF fund for the purposes of accounting, which is dependent on business rate uplift between now and then. For example, BCC would implement flood defences at their own expense, using agreed local capital programme funds until the EDF can pay them back including costs of borrowing.

Local Enterprise Partnership Funding Revolving Infrastructure Fund

The LEP’s Revolving Infrastructure Fund (RIF) is worth £56.7m and is made up of two elements; £16.9m from the Growing Places Fund and £39.8m from the Regional Growth Fund (RGF). Like the EDF, the fund helps to complete the delivery of infrastructure required to unlock or serve development that will bring about economic and/or housing growth. The types of infrastructure supported include flood relief schemes.

The RIF is a revolving fund whereby all funding that it releases should be repaid to it. For example, it could be utilised by BCC in a number of ways:

- As forward funding for planning obligations or Community Infrastructure Levy (CIL)
- As a fund that is repaid through business rate growth retention
- As a fund that is repaid from any other appropriate source (e.g. through development value uplift, profit or rental income etc.)

As a revolving fund, it can programme in schemes for future funding as sums are repaid to it. It should be noted that as funds need to be repaid, whilst the RIF may help with cash-flow it will not add to the quantum of funding available.

It is anticipated that the RIF will be available for two decades to support sustainable growth across the LEP area; it started in 2013, so say 2033.

The RIF has been successfully utilised by a number of flood infrastructure projects including:

Bath Quays Waterside, phase 1 (£5.05m* from RIF, capital cost = £6.2m)

The objective of the project is to enhance the riverside, creating better access and a more attractive environment for residents and visitors. The works commenced in January 2016 with completion

anticipated by 2018. The scheme includes delivery of flood defences for parts of Bath City Centre, including essential flood mitigation and flood defence works to the north and south banks of the river:

- Flood mitigation to enable the redevelopment of development sites
- Widening the river bank to improve conveyance.
- Installation of new flood walls and raising existing river walls
- Improving flood defences on existing buildings fronting the river

The project also involves highway realignment works.

*In terms of the RIF contribution, £2.4m of the £5.05m is for the flood conveyance and flood defence element.

Clearly, there are parallels with Bristol's objective of enabling redevelopment in the city and mitigating flood risk from the River Avon.

Weston-super-Mare Strategic Flood Scheme (£8.5m from RIF, capital cost = £18.5m)

This is a flood storage scheme designed to mitigate existing flood risk in Weston-super-Mare and enable significant development of the former airfield and Junction 21 (M5) Enterprise Zone. The scheme is to provide flood storage areas and involves:

- excavations of some 500,000m³ of soil
- installation of water control structures including head walls, flap valves, spillways and culverts/pipes will on the adjacent rhynes
- 3,000 m of maintenance access tracks.
- Construction of approximately 3000m of surfaced footpaths and installation of 3 bridges with associated landscaping, tree planting and seeding of the sites to facilitate recreational access.

The project is being promoted by North Somerset Council, who successfully applied for £8.5m RIF contribution towards the total cost of £18.5m. The remainder of the funding is coming from developer agreements and Community Infrastructure Levy.

Local Enterprise Partnership Growth Deals

Growth Deals provide funds to LEPs for projects that benefit the local area and economy. In February 2017 the south west Growth Deal was announced which will provide a £191m cash boost for the South West to help create jobs, support businesses and encourage growth. The Local Growth Fund, via the Growth Deal could also be explored for a scheme coming forward by 2020/21 particularly if this was of a scale with potential to dovetail into the forward programme.

Private Investment to deliver joint objectives

Private investment is one of the key principles behind achieving "broader outcomes". It allows private stakeholders to invest in potential schemes and in doing so, have a say in the types of measure which will be put forward. This will for example, allow private businesses which rely on the waterfront for business, access and amenity to sustain their status by contributing to features (e.g. defences) which may be unattainable if pursued in isolation. In this way the tax payer, the community and the private investor all benefit from the funding.

Bristol Harbourside Forum (Destination Bristol)

The Harbourside Forum is a business forum run by members of Destination Bristol, which provides information and networking opportunities for those members with a commercial interest in the Floating Harbour. Destination Bristol (DB) was developed more than sixteen years ago out of a local public/private sector tourism partnership. DB promotes the interests and development of the visitor economy, and works in collaboration with stakeholders to develop and enhance central Bristol. It is a company limited by guarantee with no shareholders, but is effectively a local authority-controlled company with two members; Bristol City Council and Business West.

DB functions on a not for profit basis with earnings being reinvested for business development and marketing. However, because DB includes a significant number of businesses that rely on / profit from the harbour, the mitigation of flood risk in the harbour is clearly within their sphere of interest. Members of the BCC Flood Risk team regularly speak at Harbourside Forum.

Members of the Bristol Harbourside Forum could be a potential source of funding from private investment. However, the prospect of attracting this funding is considered remote given that the onset of flooding (present day) is relatively limited. In the future, when the flood risk increases in severity, the potential to attract funding from this source may increase.

Business Improvement District

Business Improvement Districts (BIDs) are business led partnerships which are setup via a ballot process. They are intended to deliver additional services to local businesses and allow the business community and local authorities to work together to improve the local trading environment. The BID is a defined area in which a levy is charged on all business rate payers on top of the business rates bill. The levy is used to develop projects which will benefit businesses in the local area.

There is no limit on what projects can be delivered through a BID. The only requirement is that it needs to be in addition to services provided by local authorities (i.e. something which BCC don't already have a statutory duty to do). Improvements may include, but are not limited to, extra safety/security, cleansing and environmental measures.

A BID can be set up by the local authority, a business rate payer or a person or company whose purpose is to develop the Business Improvement District area, or that has an interest in the land in the area.

In Bristol, DB is overseeing the development of a City Centre BID, which is shown in **Figure 1**, and borders the Floating Harbour. A BID is already in place for the Broadmead shopping district. DB is required to develop a proposal for the City Centre BID and submit this to the local authority (BCC), along with a business plan. Businesses that will be subject to the levy, as set out in the proposals, vote in a ballot. This determines whether the scheme goes ahead. The Bristol City Centre BID Business Plan will be put to a ballot in mid-2017. DB are proposing a levy of 1.5% which would generate £1.2m per year and will be in place for 5 years (i.e. £6m by 2022).

The BID is business led and therefore future investment is decided by what the business priorities are, not the local authority. Therefore, whilst the BID could potentially invest in flood defences, it is not known at this stage if this is a priority for the BID businesses and whether they would be likely to help fund the implementation of the Strategy.

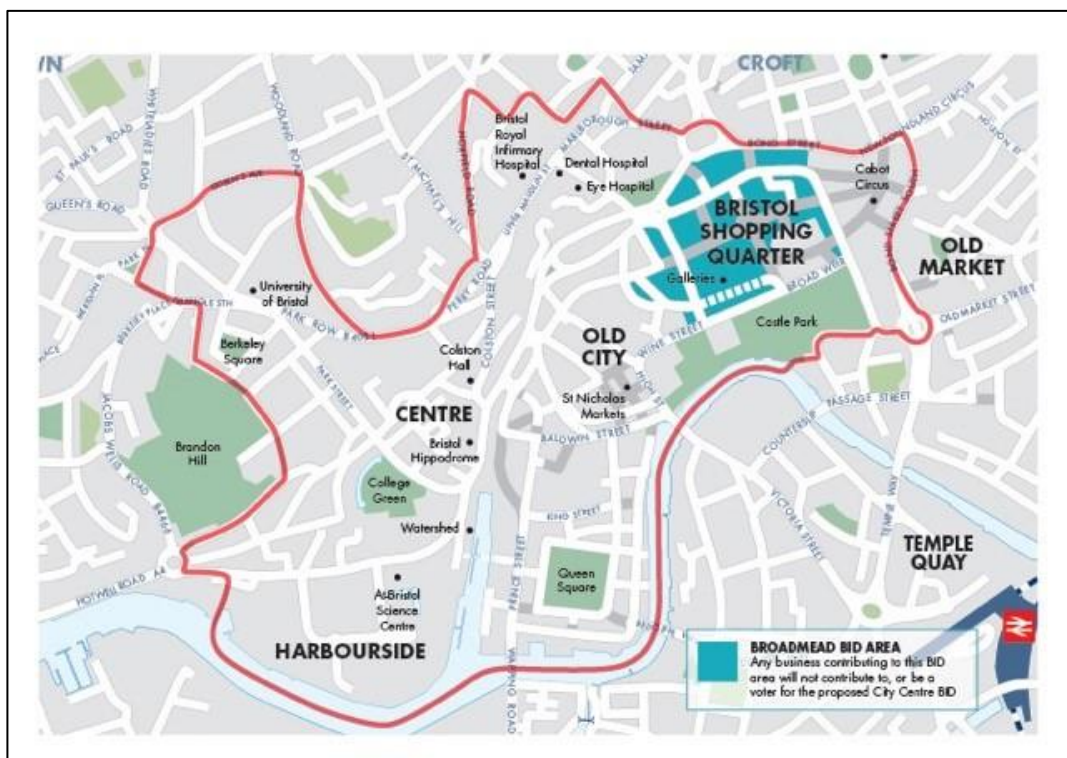


Figure 1 Bristol City Centre BID area

In addition, preliminary consideration has been given to the scale of opportunity that creation of a new BID for the River Avon Tidal Flood Area. BIDs tend to be more successful when the themes/activities to be delivered are driven by the business community; for example Sheffield's flood risk management BID was prompted by repeat flood events and led by the city's Chamber of Commerce. If the BID were to cover 722 properties with a rateable value above £6k (but excluding any potential reliefs for charities) inside the River Avon flood area, this could raise around £950k per annum based on a 1.5% levy, £1.3m at 2% and £1.6m at 2.5%. Properties within the City Centre BID must be excluded. BCC has 23 properties within the River Avon flood area and the resultant annual liability for BCC could range from £44k to £73k. Typical budget allowance estimates include:

- Feasibility, consultation, development and promotion of business plan - £100-150k every five years
- Hosting a BID ballot - £4k every 5 years
- Collecting the levy payments - £20-25k annually

Confidence in achieving a successful BID outcome is low. Deliverability would need to be increased focussing on priority areas. The first recommended step is to engage with the business community and explore direct links to reduced / avoided costs or increased value.

Privately Owned and Maintained Assets

Privately owned assets provide potential avenues for funding as they may be directly threatened by flooding. The governments partnership funding approach means that defence schemes that have other supplementary funding are more likely to go ahead which may encourage private stakeholders to donate to The Strategy in order to ensure that they are adequately defended. A relevant example of riparian assets that would benefit from the Strategy's proposals are the businesses on Bath Road (the 'Paintworks' site).

Community Groups and Flood Action Groups

By engaging with various community groups and flood action groups the requirements of the community can be assessed and built into the coastal strategy. Community groups receive aid from other funding bodies in order to achieve community orientated goals. This may mean that capital is more readily available to The Strategy should the defence measures coincide with the objectives of the local community. There is also the opportunity for contributions to be made in order to help prioritise various schemes. It is understood that there are no flood action groups in the study area.

The Shirehampton Community Action Forum (SCAF) has 3 objectives which concern improving the conditions of life for Shirehampton's inhabitants, promoting public safety and crime reduction, and preserving health. Inspection of the Annual Reports of the SCAF for the last 5 years show that incoming grants and donations have amounted to between £14-£30k per year. It is not known whether any contributions have been made by the SCAF to flood defences, but interpretation of the objectives suggest that the SCAF would see flood defences being paid for by others i.e. BCC or EA. If contributions have been made the relative scale of the contribution is very small compared to the costs of flood defences.

Community Groups and Flood Action Groups could be a potential source of funding but the prospect of attracting this funding is considered remote given that the onset of flooding (present day) is relatively limited. In the future, when the flood risk increases in severity, the potential to attract funding from this source may increase.

Tourism – Provision for and access to areas

The tourist industry in BCC may be interested in contributing to schemes within The Strategy as the defence measures recommended by The Strategy will directly affect their business. In Bristol, this would be DB, as mentioned above.

BCC may also want to contribute to improve access to the River Avon and in doing so, increase tourism in the area. The New Cut Greenway concepts that are being developed are likely to improve access to the waterfront.

It is unlikely that Natural England's support for a policy of improving access to the coast would benefit the project because there is limited access to the river from the Severn Estuary by foot.

Property Level Protection

Local councils may be awarded funding from government through DEFRA for domestic flood protection. For example a property level protection scheme that ended in March 2011 was awarded to 63 individual schemes providing over £5,200,000 to property level protection. Essex County Council currently has a grant system that allows those residents affected by flooding to apply for £5000 towards protecting their property if their property has a history of flooding; Surrey County Council also has such a scheme. BCC do not currently offer any grants towards property level protection.

Historic England

Historic England's Corporate Plan 2016-19 has a number of aims, one of which is to "identify and protect England's special historic buildings and places" whilst also aiming to "promote change that safeguards historic buildings and places". The aims are implemented by a number of different groups in Historic England; the work of the Planning Group has targets to "remove 750 (15%) entries on the 2015 Heritage at Risk Register" and this is achieved through advice and grants. The Heritage at Risk Register for the South West identifies several properties whose vulnerability is identified as flooding. This suggests that historic sites in the study area that would benefit from flood intervention may merit an application for a grant from Historic England.

Big Lottery Fund's Coastal Communities Fund

The Big Lottery Fund has been set up to help projects using monies received from National Lottery players. There are several grants available from the Lottery fund and one which may provide a potential source of funding for The Strategy is the Coastal Communities Fund (CCF). The CCF encourages the economic development of UK coastal communities by providing funds to create sustainable economic growth and jobs. The Big Lottery Fund is delivering the CCF on behalf of UK Government, who announced in 2015 that the CCF will be extended to 2021 with at least £90m of new funding available for the period 2017/18 to 2020/21. It is open to public, private or voluntary organisations. The application process involves a 2 stage process. The first stage is an expression of interest, whereby the CCF filters the numerous applications made to identify those to be invited to complete the second stage, a more detailed application. The most recent (Round 4) Stage One application closing date was in June 2016 with detailed applications being due by November 2016 with successful projects to be completed by December 2019.

In 2015 the Big Lottery announced that SevernNet Working was one of the successful bids for support from the CCF. Just over £1.2m will be made available to SevernNet Working which is a partnership between Bristol City Council, South Gloucestershire Council, the Bristol Port Company and other partners. Notable initiatives of SevernNet working include provision of a shuttle bus between Avonmouth and Severnside and improvements to the cycling and walking infrastructure between A4 Portway Park and Ride and Cabot Park.

In addition, a review of fund allocations in previous years shows that in early 2014, the Waldringfield Flood Defence Group, based in Suffolk on the Deben Estuary, was successful in securing approximately £0.75 million for flood defence works from the CCF. The issue for the Group was tidal surges causing flooding of people's homes flanking the estuary. This suggests that the CCF could offer a contribution to works proposed by the Strategy.

Heritage Lottery Fund

The Heritage Lottery Fund (HLF) is a non-departmental public body that is accountable to the Department for Culture, Media and Sport. It has awarded over £7 billion since it was created in 1994. The HLF funds several themes of heritage interest. In 1999, Essex Wildlife Trust was able to acquire the Abbots Hall Farm to implement one of the first Managed Realignment sites in the UK to mitigate the effects of rising sea levels. Whilst the Strategy does not seek to implement managed realignment in any location, further investigation into support for 'hard' flood defences would be appropriate.

3.5 Wider FCERM Funding

LLFA (Lead Local Flood Authority) Schemes (Drainage / Inland)

Through the Flood and Water Management Act 2010 and Flood Risk Regulations 2009, councils have been designated as Lead Local Flood Authorities (LLFA). BCC is the LLFA for Bristol and North Somerset Council (NSC) is the other relevant LLFA. These LLFAs are responsible for several duties regarding flood risk. These include the establishment of an asset register for properties and structures designated at risk and to ensure that those properties seek formal approval prior to any alteration. They are also responsible for investigating flood incidents where responsibility cannot immediately be established. In order to help them do this DEFRA offers a grant. BCC or NSC may be interested in offering some contribution to The Strategy via this funding stream.

Local Levy Funds

Local levy funding is a locally raised source of income for regional flood defence committees. It is raised by placing a levy on county councils unitary authorities, district councils and parishes which in turn levy households (including council tax) inside the boundaries of the committee. The revenue raised can then go towards regional flood risk management projects which are not considered national priorities and so would not qualify for full funding by the government. The Wessex Regional Flood Committee (WRFC) covers the project area. In their most recent meeting in July 2016, a financial update was provided on all the projects in the WRFC area, including Local Levy contributions. There is no allocation of Local Levy currently to the River Avon TFRMS on the 2015-2021 6 year Environment Agency capital programme.

The Strategy production to date has been funded by BCC, with Local Levy support from the Environment Agency's National Environmental Assessment Service (NEAS) and cost consultant advice (£47k). Key uncertainties with the SOC have been identified and further work is required. This will include assessing the fluvial benefits that the tidal strategy will not deliver, consultation and engagement, environmental scoping and option development. The above works are planned between Autumn 2017 and Winter 2018. This will allow a better understanding of proposals, time to develop a consenting strategy and a final submission to the Environment Agency's Large Project Review Group (LPRG). BCC have no funds at the time of writing so the joint EA-BCC Project Board agreed for an application for Local Levy contribution in July 2017.

3.6 Development, Planning and Infrastructure

Section 106 Contributions

Planning obligations, also known as Section 106 agreements (in relation to the relevant section of The 1990 Town & Country Planning Act) are private agreements made between local planning authorities and developers. The LPA can attach a Section 106 agreement to a planning permission in order to enable acceptable development, which would otherwise be unacceptable in planning terms. The agreement is attached to the land not the person i.e. if the developer changes, the obligations for the development of the land won't change. They are focused on site specific mitigation of the impact of development. S106 agreements are often referred to as 'developer contributions', and are separate to highway contributions via a section 278 highway agreement, and the Community Infrastructure Levy (CIL, see below).

Therefore, if the LPA is able to agree Section 106 obligations with waterfront developers that are reasonable and consistent with the agreed and endorsed TFRMS, it will provide a potential funding contribution to the implementation of schemes emanating from the Strategy. Should a development require the agreed TFRMS approach to be changed, the impact and contribution to delivering the Strategy would need to be considered. The timetable for implementing Section 106 monies varies by agreement, therefore the deadline for agreements that affect the Strategy would need to be considered in light of the agreed recommendations of the Strategy for the timing of intervention works.

The development of the Temple Quay Enterprise Zone provides a key opportunity for developer contributions via Section 106 agreements alongside the EDF funding mechanism. This could be particularly relevant to developments in St. Philip's.

Developer funding is a key aspect of partnership funding and it is essential that all avenues are explored. By working with developers, various requirements can be built into The Strategy and capital can be raised for flood defence schemes.

Community Infrastructure Levy

Implemented by the Local Authority, a Community Infrastructure Levy (CIL) raises capital by charging a levy on new developments. This money can then be used to support developments, through development of specified infrastructure, including flood defence measures that will benefit the whole community. CIL is similar to section 106 contributions in that it raises money from private development. Unlike section 106 agreements, however, the CIL is non-negotiable. Planning guidance on agreeing planning obligations is categorically clear in that developers cannot be charged twice for contributions to the same piece of infrastructure. In the area under BCC's jurisdiction, CIL can be applied to all development that has been granted planning permission after 1 January 2013; most development, though not all, is liable for CIL contributions, which is specified by BCC. BCC calculates CIL liabilities based on the net increase in the Gross Internal Area (GIA) of the development, as set out in Regulation 40 of the Community Infrastructure Levy Regulations 2010 (CILR 2010).

BCC spend CIL contributions on an agreed set of projects, known as the Regulation 123 List. The latest list (August 2015) lists 'Strategic Flood Defence Measures', which is to support the implementation of the TFRMS. Under the CIL Regulations, BCC must apportion 80% of the income to strategic infrastructure (referred to as Strategic CIL); the remaining 20% is taken by Local CIL (15% on local infrastructure improvements and administration takes 5% of the sum).

The Council has taken the decision to devolve 15% of the Local CIL to the relevant Neighbourhood Partnerships. Recent decisions by a number of Neighbourhood Partnerships to apply the Local CIL to infrastructure schemes suggest that this could be a potential future funding source.

In terms of the size of the contributions from CIL, the 2014/15 and 2015/16 CIL annual reports identify the following key numbers:

- Total CIL income for 2014/15 = £2.8m
- Total CIL income for 2015/16 = £4.2m
- Anticipated CIL income for 2016/17 = £3.5 – 4.0m

BCC did not spend any CIL expenditure in 2014/15. In 2015/16 total CIL expenditure was approximately £5.8m.

Recent decisions on expenditure include £5m on the Ashton Vale to Temple Meads Bus Rapid Transit scheme (Metrobus), for example, that demonstrates that CIL can be collected over a number of years for drawdown when the schemes require funding. This is an important point for the TFRMS, in terms of collecting CIL to support timely interventions. Whilst the decision to spend 80% of CIL income on strategic works, it is up to BCC to determine which projects will benefit; in that sense, the TFRMS is competing with other strategic projects that BCC wants to take forward.

CIL is fully committed until Spring 2018 but thereafter there is no commitment.

Development Opportunities - synergies and efficiency savings

Bristol 2050 Vision

Bristol 2050 is a business Vision for the Bristol City Region. It was developed by a group known as 'The Bristol Initiative' which comprises 200 business leaders all with an interest in improving the city region, increasing economic prosperity, supporting growth and eradicating poverty.

The vision is a visual and written interpretation of a business vision to 2050 which provides a clear statement about jobs, housing and infrastructure requirements to meet the needs of the area and to enable it to develop and grow as the economic powerhouse in the southwest. The plan illustrates what growth could look like, where it could go and how it could be achieved.

The Bristol Initiative, with strong ties to a large number of businesses across the city, is in a strong position to help facilitate private investment towards flood defence schemes. It is recommended that The Bristol Initiative is engaged during the development of flood defence schemes and is consulted on how schemes could successfully feed into the Bristol 2050 vision.

Within the 2050 vision, aspirations for a tidal barrage coupled with opportunities for highway crossings and harnessing tidal energy were identified. Should these initiatives be progressed, opportunities to deliver wider strategic flood risk management should be incorporated and funding synergies sought.

In addition, the vision alludes to potential for future development and redevelopment around areas of the City such as Spike Island near the Cumberland Basin. Such development aspirations present opportunities for flood defence schemes, which in turn may reduce potential constraints for mixed use development in this area, and the provision of such development might be arranged to accommodate the raised defences as passive landscaped assets within the development/public realm fabric itself. Such opportunities open up co-funding possibilities and also potential efficiency savings through integrated delivery with other projects.

Work in Kind Contributions

Work in kind contributions could come from anyone or any organisation in the project area. Also, BCC may provide some contribution in-kind in order to facilitate the Strategy (e.g. staff, land). This contribution is important to recognise as it could offer cost saving opportunities to the Strategy. There may also be some local funding available under BCC revenue expenditure programmes, which should be reviewed for their availability/appropriateness to support the Strategy.

Highways

The Department for Transport provides funding to local authorities to help improve and maintain infrastructure. In addition to the Local Sustainable Transport Fund (from which BCC was successful in securing £4m in the 2015-16 allocation for Travelwest, the travel information website for the West of England), there are a number of other potential funding schemes which may be available to the Strategy. Recently, BCC was successful in securing funds, to the order of £12m, to undertake works to the A403 via the Local Highways Maintenance Challenge Fund, which is intended to enable local highway authorities in England to bid for major maintenance projects. The initial fund tranche lasts from 2015/16-2017/18. It is not known at this stage whether there will be a second tranche of funding, but this is something that BCC should continue to monitor since the highway works may involve retaining structures that could also become part of future flood defence works proposed by the Strategy.

Rail

There is limited potential to secure funds from Network Rail for the Strategy, except for the area around Temple Meads, particularly Cattle Market Road. However, it is understood that should flood defence works at Cattle Market Road be progressed, any benefits that Network Rail might secure from construction adjacent to the rail bridge crossing the Avon into Temple Meads station are unlikely to be realised because of their risk management policies i.e. any works that are close to a Network Rail structure require a long and significant approvals process.

Utilities Companies

Utilities companies provide and maintain important key services and own major infrastructure assets within the area which could potentially be at risk of erosion or flooding. Rather than paying for individual bespoke defences for their assets, utility companies may prefer to contribute towards wider strategic defence schemes which could provide protection to their assets as well as the wider community. Also there are potential opportunities for contributions to schemes to avoid costly services diversions.

For the Strategy, the most relevant company is Wessex Water who have been engaged since before the Strategy work got underway. Wessex Water is currently reviewing the adequacy of their CSO network in response to climate change. Any flood wall works proposed for the New Cut could therefore impact on their outfalls and, this may provide opportunities for a contribution to address their objectives and the Strategy's objectives at the same time i.e. improving asset resilience and design standards / standard of protection.

4. PARTNERSHIP FUNDING SCORES AND FUNDING THE PREFERRED OPTION

4.1 Partnership Funding

As part of the Strategy development an assessment has been made to determine the potential levels of partnership funding which may be available. A summary of this assessment is provided below.

Partnership funding (PF) scores have been developed for phase 1 and 2 of the Strategy, for the low defence schemes to be constructed now (i.e. present day) and from 2030. The phases are as follows:

Phase 1 (present day to 2030)

- Construct low defences to the Floating Harbour flood cell at Entrance Lock, Cumberland Road underpass, Bathurst Basin Dam, Netham and Totterdown / St.Phillips

Phase 2 (2030 to 2065)

- Construct low defences at Cumberland Road, Commercial Road, Clarence Road and Cattle Market Road.
- Maintain the low defences at Entrance Lock, Cumberland Road underpass, Bathurst Basin, Netham and Totterdown / St.Phillips

The baseline for the Partnership funding calculations is the Do Nothing scenario. This is in line with FCERM guidance (Flood and Coastal Erosion Risk Management appraisal Guidance, Environment Agency, 2010) and the approach was agreed by the project team during previous stages of the Strategy. Use of this baseline is also in accordance with a steer from the Environment Agency during the last phase of work.

The partnership funding scores using a Do Minimum baseline are less favourable which highlights the importance of the continued operation of the Floating Harbour to the total flood damages within the study area and the reliance on human intervention and continued management to operate the water level control structures within the harbour.

Given the difference between the level of GiA available when using the Do Nothing scenario versus the Do Minimum scenario as the baseline, it is imperative that the approach to be used is confirmed and agreed with the Environment Agency prior to a formal funding application.

At the time of writing, uncertainty remains in the proposed Standard of Protection (SoP) for the Strategy and whether GiA funding will fully support this. The SoP for the Strategy has been identified by considering a range of factors (such as local planning requirements) and therefore it may be possible that the SoP could be different to that which would be recommended based solely on the FCERM decision rule (using the incremental benefit cost ratio). In future work it is recommended that a sensitivity test is carried out to evaluate this because the amount of GiA available is likely to be capped at the amount of funding which would be required to deliver the preferred SoP based on FCERM decision rules alone (potentially a lower SoP and therefore less expensive and less funding).

The partnership funding scores presented in Table 1 and Table 2 are optimistic, assuming that the use of the Do Nothing approach as the PF baseline is viable, and that GiA will fully fund the desired SoP for the scheme. The validity of this assumption should be confirmed by BCC at the earliest opportunity.

Table 1 Partnership funding scores (Do Nothing baseline)

Scheme	Base date for calculation	Raw Partnership Funding Score	Estimated funding shortfall to achieve 100-120% score	Estimated level of GiA funding available should score reach 100%
Phase 1 - Floating Harbour and Totterdown / St.Phillips defences	Present day	133%	£0	£42.9m
Phase 2 - New Cut defences	2030	13%	£16.1 to £21.7m	£2.4m

As shown in Table 1, the phase 1 scheme has the strongest PF score of 133% which is above the typical PF threshold for approval. The PF threshold is traditionally 100% but it is variable and at the time of writing this report the threshold is understood to be approximately 120%.

The phase 2 scheme has a score of 13%. This scheme will require significant contributions in order to achieve a PF score above the funding approval threshold. To achieve a score greater than the threshold, a contribution of approximately £16.1m to £21.7m will be required (for a score of 100-120%).

4.2

Funding the Shortfall

The phase 1 scheme has a partnership funding score of 133% which suggests that approximately £43m of GiA would be available to fully fund the scheme (note that there is uncertainty in this figure and values presented are optimistic, see section 4.1 above). However, DEFRA targets are for schemes to deliver a minimum 10-15% external contribution, even if the PF score is >100%. This equates to between £4.3-6.5m in contributions for the phase 1 scheme.

The phase 2 scheme has a shortfall between £16.1-21.7m which will need to be funded from alternative sources to supplement the available GiA.

The means for BCC to find the funding shortfall have been considered based on the sources of funding outlined in Chapter 0. It is assumed that the funding potentially available from GiA will be successfully drawn down.

Based on the sources of funding that have been identified it is concluded that:

- The LEP Economic Development Fund (EDF) has an allocation of £10m. Seeking further funding from this source could be explored but given the EDF is fully subscribed this could only be via a substitution.
- The most important 'regular' contribution to flood defences should come from the Community Infrastructure Levy (CIL). The exact contribution would need to be determined by BCC, reconciling the needs of other infrastructure projects.
- The City Centre BID proposal provides an opportunity to secure monies from harbourside businesses.
- The Coastal Communities Fund should be investigated by BCC to make a case for submitting an expression of interest; flood defence schemes have received funding in the past.
- The devolution deal provides BCC with another potential source of funding but the make-up of the programme with the £900m investment fund will not become clear until next year.
- The funding mechanism for most contributions is via payback i.e. the money will not be available to BCC upfront. The Council will need to commit its own money and claim the contribution back via, for example, the Economic Development Fund.
- There is currently no Local Levy available from the Wessex Regional Flood Defence Committee. This could change when the EA 6 year capital programme is next reviewed (January 2018).

- Potential contributions from developers / landowners / beneficiaries are likely to be very limited based on BCC's significant land ownership of the areas proposed for defence works (unless land deals are exercised with developers).
- The RIF, being subject to repayment, could assist with cashflow but would not address the overall shortfall.
- The Local Growth Fund via the Growth Deal could also be explored for a scheme coming forward by 2020/21 particularly if this was of a scale with potential to dovetail into the forward programme e.g. be ready to take up any available slack arising from slippage elsewhere.

Table 2 summarises the impact of potential contributions to the shortfall for the preferred strategic option. The table shows that BCC may be able to source the cost of the phase 1 defences from GiA, although it should be recognised that the latest DEFRA target is for schemes to deliver a minimum 10-15% external contribution, even if the PF score is >100%. For the phase 2 defences there is an approximate shortfall between £16.1-21.7m and alternative funding sources will be required in order to unlock the GiA potentially available for this phase. The alternative funding sources are listed.

Table 2 Indicative illustration of potential funding contributions for preferred strategic option phase 1&2 construction works

Contributor / Strategy Scheme	Potential Contribution (£m)	Notes / Assumptions
GiA – low defences phase 1	36.5 – 38.7	Construction cost of approx. £42.9m in Epoch 1. PF score > 100% but 10-15% contributions required with DEFRA targets. See section 4.1 for discussion of uncertainty in GiA funding figures.
GiA – low defences phase 2	2.4	Construction cost of approx. £18.5m in Epoch 2. PF score of 13%. > £16.1m external funding required to secure £2.4m GiA.
LEP EDF	10	BCC borrowing to be repaid by the EDF sourced from business rate uplift. Programme level commitment pending Outline Business Case acceptance
LEP RIF	5	Payback; in line with previous successful bids
City Centre BID	2	Upfront collection of money by 2022; 33% allocation to Strategy
Verve Investments Limited	0	Bath Road works occur in Epoch 2
Community Groups	0	Negligible contributions forecast
Coastal Communities Fund	1	In line with previous successful application for flood defences
WRFC Local Levy	0	Current allocation up to 2021
CIL	7.5	Approximately £3.5m available for strategic infrastructure each year. CIL is fully committed until spring 2018, but thereafter there is no commitment
Devolution Deal	TBC	£900m fund over 30 years. Composition of programme to be confirmed.

5. NEXT STEPS

This chapter presents the next steps which are required in order to progress and develop the funding strategy for the Strategy preferred option.

5.1 Develop outline business case to support GiA funding

An Environment Agency Outline Business Case (OBC) will need to be developed and approved to secure GiA funding for the initial scheme. This OBC is due to start in the summer of 2018, and be completed in summer 2020.

5.2 Develop outline business case to support LEP funding

To help secure investment from the LEP it will be necessary to develop a LEP outline business case for the initial phase of the preferred strategic option which comprises the construction of low defences. The submission of the LEP outline business case is an integral part of the planning and fundraising process and outlines the business rationale for undertaking the scheme. The business case provides the evidence that the scheme is a good investment for both the funding partner and the community. Before committing to the scheme, the LEP will require a robust business case to be developed.

5.3 Community Infrastructure Levy

The Community Infrastructure Levy (CIL) provides a potential source of funding for implementing the preferred strategic option. The tidal flood risk management Strategy is competing against other strategic based projects which BCC wishes to take forward. In order to define the funding shortfall for the preferred option it will be necessary for BCC to confirm the likely amount of funding which it may receive from the CIL.

5.4 City Centre BID and flood risk funding

A proposal and business plan for a City Centre BID is currently being developed and is due to be submitted to Bristol City Council for consideration. The businesses that will be subject to the levy, as set out in the proposals, will vote in a ballot in mid-2017 to determine if it goes ahead. In terms of the scale of potential contributions from the BID businesses, the levy would amount to between 1-4% of the rateable value of all BID businesses. DB are proposing a levy of 1.5%, which would generate £1.2 million per year, and will be in place for 5 years i.e. £6 million by 2022. There is potential to use some of this money (or add to the planned percentage) for flood defences, but this will require further consideration and should feature in the proposal put forward to help contribute to defences in these areas.

In addition, preliminary consideration has been given to the scale of opportunity that creation of a new BID for the River Avon Tidal Flood Area could offer.

5.5 Development and Planning

Flood risk potentially poses a threat to development and regeneration. It also presents a significant opportunity and robust strategic flood risk management can enable different development uses and can potentially make onsite mitigation requirements much less onerous. There is also the potential for delivery of passive 'invisible' defences within future development through landscaping, land raising or creative urban design.

Such opportunities can help reduce funding shortfalls through direct contributions, contributions in kind and may also provide significant efficiency savings. The extent of potential funding contributions, and the mechanisms through which they can be leveraged, will ultimately be defined by specific planning policies and development controls relating to flood risk. A future workshop to provide firm decisions and agreement on such aspects is recommended in order to gain a consensus view from the Environment Agency and Bristol City Council on the requirements (e.g. Standard of Protection required for specific uses etc.).

An example of how development and planning opportunities could be incorporated into the Strategy implementation is at Cattle Market Road. Currently the site is being sold by BCC to the University of Bristol and under the terms of the sale BCC will be responsible for provision of adequate emergency

access. In order to provide this, there could be an opportunity to obtain a financial contribution towards the Strategy scheme in this location.

5.6 The West of England Combined Authority (WECA)

Bristol, Bath and North East Somerset, and South Gloucestershire Councils are progressing a Devolution deal with the Government to lever an additional £900m of investment over 30 years. The deal, announced in the Chancellor's March 2017 budget, includes creating a regional Mayor, sometimes referred to as a Metro Mayor. This regional Mayoral Combined Authority (MCA) would have more devolved powers than the unitary councils currently have for key areas in Transport, Housing, Planning and Skills, amongst others. The West of England Combined Authority (WECA) (<https://www.westofengland-ca.org.uk/>) was established in April 2017 as the regional MCA. Following a Mayoral election, the Mayor of the West of England, Tim Bowles, was sworn in on 8 May 2017.

With WECA in place, assuming the funding is secured, all schemes and projects across the region and to be funded through the Devolution deal will be tested and prioritised using an economic model. Proposals to fund flood management would need to be tested as part of this. Potentially, therefore, the devolution funding provides another source to help deliver the flood strategy which, in turn, will assist in the delivery of the city's housing and economic growth strategy.

Funding is nominally £15m per annum for infrastructure and related projects to deliver GVA and £15m per annum revenue available to borrow against. The allocation of funding will be determined by WECA. Since late 2016 projects proposed by Bristol City Council to progress are being identified and tested in the economic model. The effectiveness of WECA's investment will be tested every 5 years at 'gateway' reviews in terms of the GVA that has been generated. Future funding will be based on the performance of the region in promoting economic growth.

The funding from WECA is already over-allocated many times over and therefore the chance of the Strategy being allocated funding from this source may be low.

The WECA is developing a process to establish a fully funded, economically prioritised Investment Programme for the WECA region. The Investment Programme needs to support the delivery of WECA's emerging strategic objectives and the joint ambition of driving economic growth. To achieve this, the Investment Programme is being designed to include projects in Infrastructure (transport and planning / development) as well as investing in projects that increase residents' skills and support businesses within the region.

WECA's emerging high level strategic objectives are:

- Businesses that succeed
- World class skills for employment
- Effective resilient infrastructure

An Early Investment Programme (EIP) has been set -up to ensure early delivery of 'ready-to-go' project which have a clear, strategic and economic rationale for investment. The EIP forms part of a separate, parallel process to prioritise WECA's medium-long term Investment Programme over the next 10 years (i.e. up to 2030). The medium-long term investment prioritisation process is subjected to a more detailed, quantitative assessment process. WECA's joint ambition (as set out in the Devolution Agreement) is to drive economic growth. For projects delivered as part of the EIP, it will not be possible to fully and consistently estimate the potential net impact on GVA (jobs and productivity) at the WECA region level, as it will not be subject to quantitative appraisal that is being proposed for the medium-long term Investment Programme prioritisation process.

BCC is applying for Early Investment Programme funding to develop a comprehensive New Cut Greenway feasibility study to create an east-west high quality sustainable movement corridor whilst enhancing deliverability and wider impact of adjacent development opportunities including the Temple Quarter Enterprise Zone. The project will maximise the positive local and regional impact of an emerging Strategy to construct tidal flood risk management infrastructure along the length of the New Cut from Netham Lock Junction to Cumberland Basin.

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