

Putting Urban Flood Risk Management at the Heart of Urban Planning.....

Newcastle Urban Flood Resilience Meeting – 15/12/16

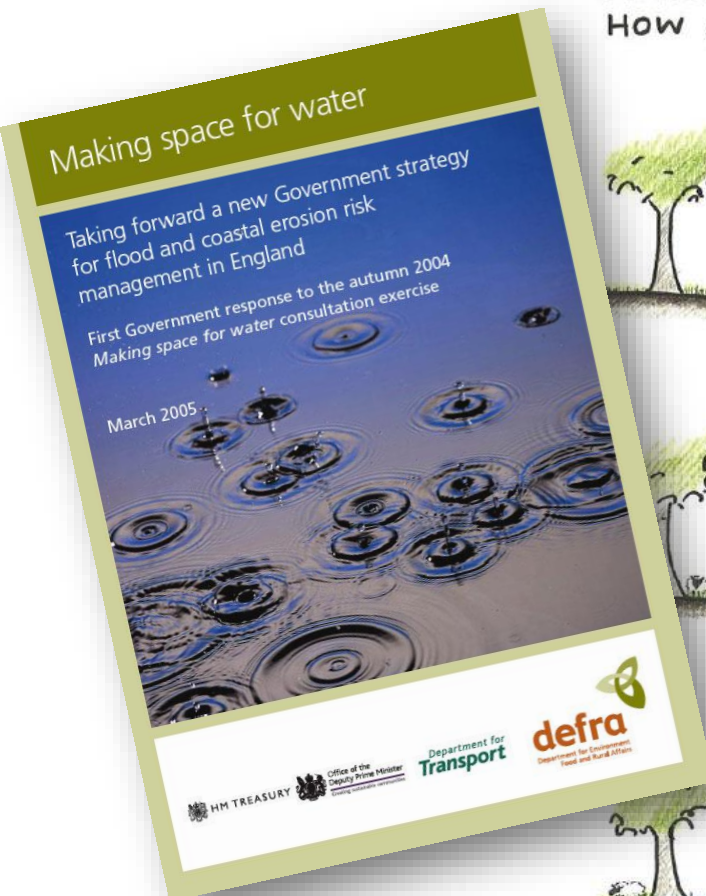
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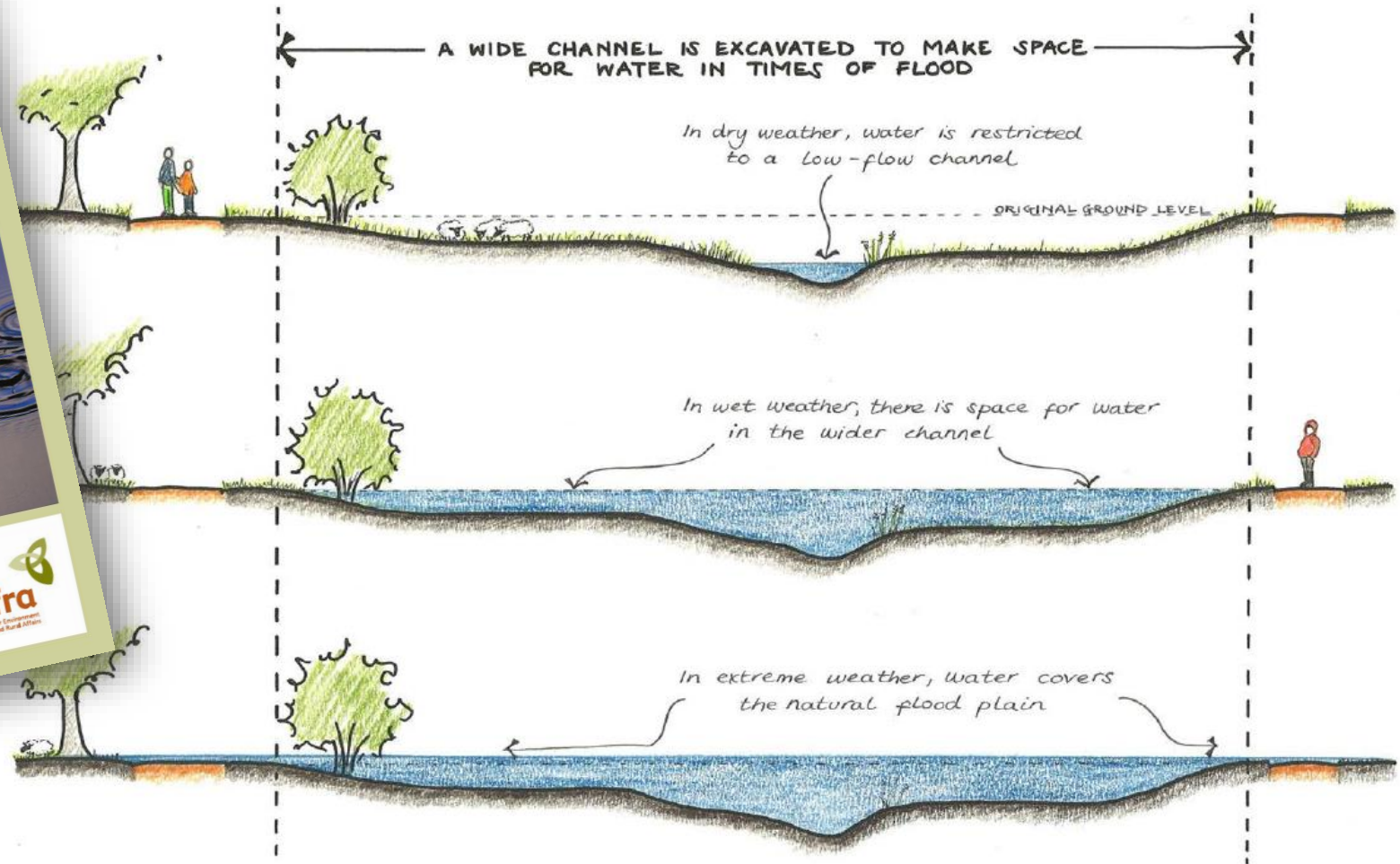
Presentation Overview

- Introduction to Myself and the Proposed Research
- Methodology – Three Stages
- Some Context Setting – Based on Previous Research
- Working with Yourself – Link to LAAs

My Experience as a Planning Practitioner (Design and Regeneration).....back in 2005....

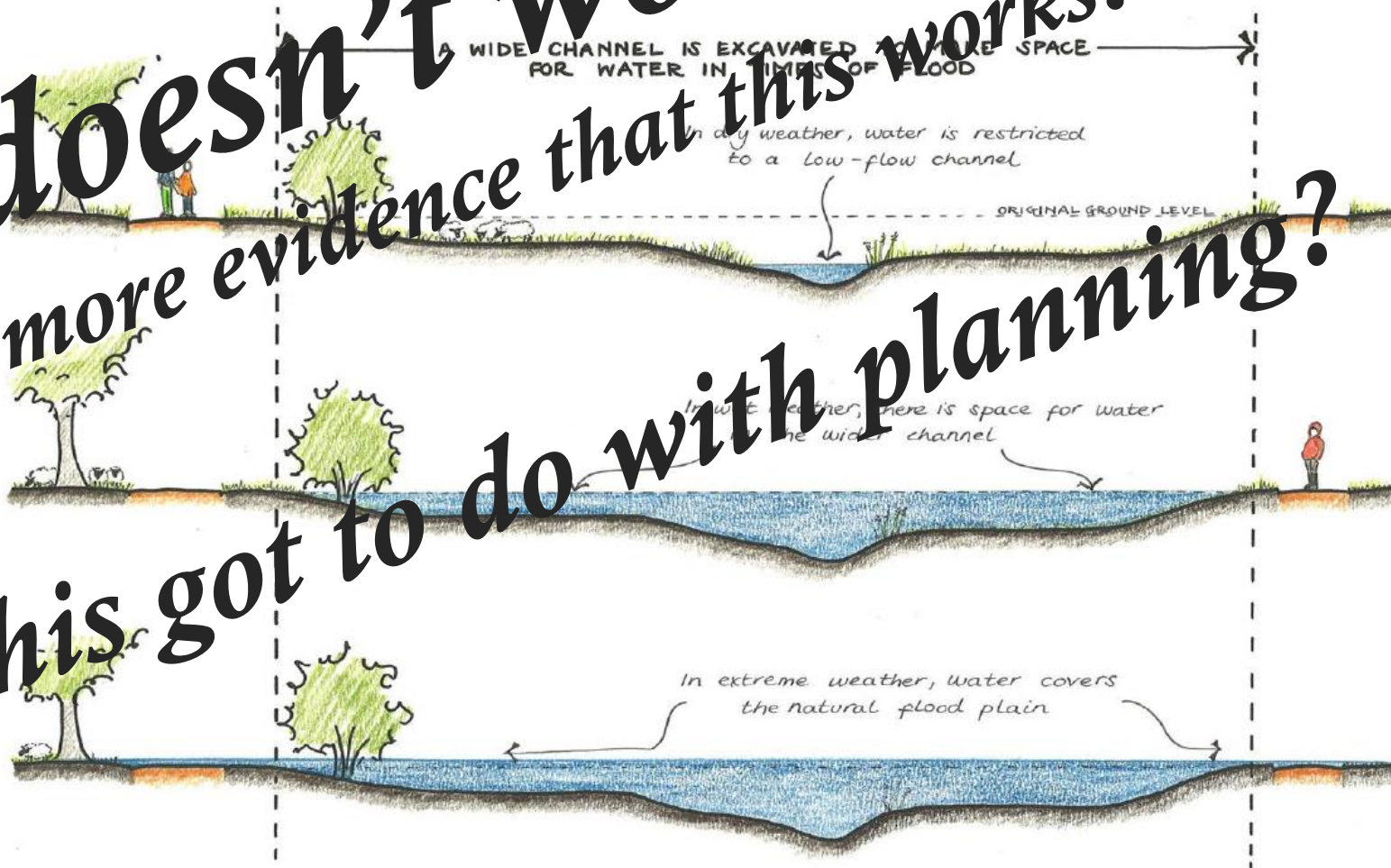


MAKING SPACE FOR WATER - HOW A 2-STAGE CHANNEL WORKS



Back in 2005 – When I approached the Colleagues and Partner Organisations:

MAKING SPACE FOR WATER –
HOW A 2-STAGE CHANNEL WORKS

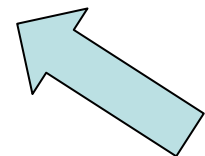


‘It doesn’t work...’
Need more evidence that this works....?
What’s this got to do with planning?

So pleased to see in the EPSRC Proposal - Addressing Urban Flood & Water Resilience:

Three research themes:

- Engineering Design of the spatially-integrated treatment trains of the Blue/Green and Grey (B/G+G) infrastructure needed to permit resilient management of urban water quantity and quality in an uncertain future
- Engineering Development of Urban Flood Risk Management (UFRM) and water assets that function inter-operably with other urban systems including transport, energy, land-use and natural systems
i.e. integrating systemic infrastructure interdependencies
- **Conception of new approaches that put UFRM at the heart of urban planning. i.e. focusing on the interfaces between planners, developers, engineers and beneficiary communities**



Putting flood risk management at the heart of planning

Research Aim:

To examine how the collaborative planning process must evolve between responsible authorities and stakeholders -

(e.g. planners and developers responsible for urban form, engineers and scientists who design optimal water management solutions for specific locations and the communities at risk of flooding)

- to enable cities to achieve sustainable flood resilience and water security

Putting flood risk management at the heart of planning – methodology

What is happening currently within the collaborative planning process – identify the institutional, procedural and socio-political barriers to UFRM innovation

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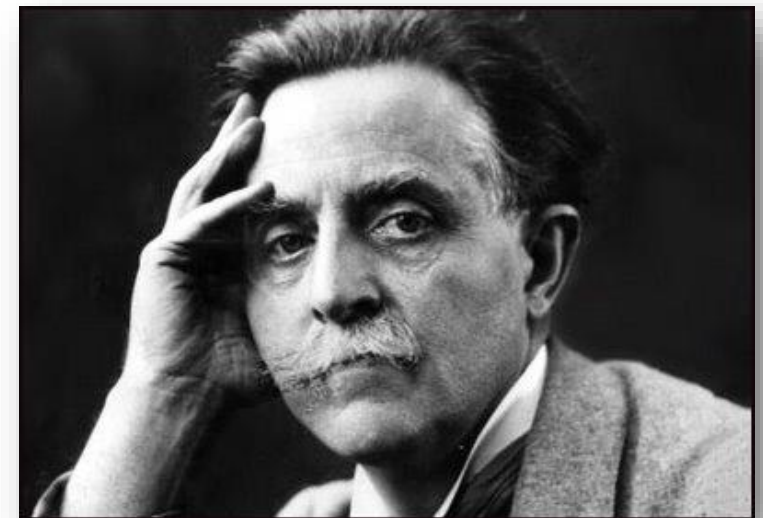
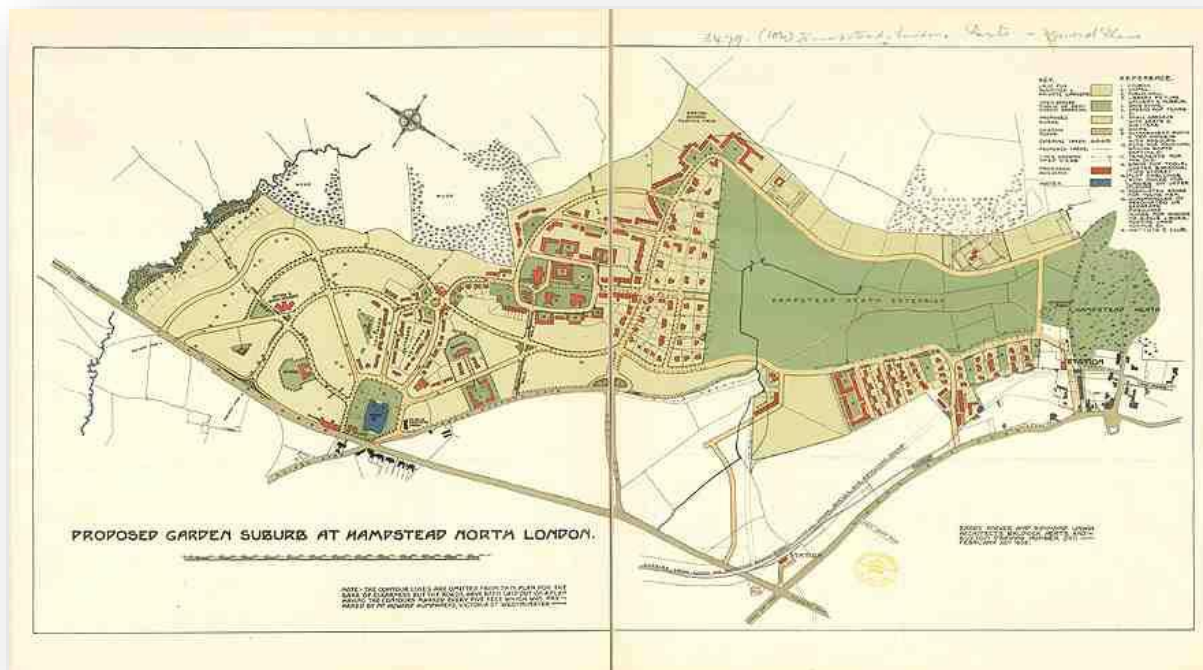
Review of the academic and practitioner literature relating to barriers, secondary analysis of data from the Blue-Green Cities Consortium, interviews and observation

1) Data collection
on the topic under
investigation

The Town Planning Act 1909 (in Potter, 2012)

Raymond Unwin (1908) - the prospect to govern the future development of a town:

“an event of unique importance in its history. By this plan the future of the town must to a very great extent be determined....It is of the utmost importance that this plan should not be hurriedly prepared, that it should be based on complete knowledge of all the circumstances affecting the town and its development, that, in fact, it should be the very best plan which human art and forethought can create after most careful consideration of all the local conditions of the existing town and of the sites to be developed”



Source:

<http://architectureandurbanism.blogspot.co.uk/2011/11/raymond-unwin-town-planning-in-practice.html>

Early Good Planning Practice (in Potter, 2012)

Town Planning at Oxford by Raymond W. Ffennell (1926) –

“every effort should be made to maintain, as open spaces and playgrounds, flood areas near the city, to preserve the natural beauty of the countryside”

Oxford 1928:

the floods held “no terrors”, “thanks to the wisdom of its earliest town planners and the skill of the Thames Conservancy”. The strategically planned green belt was “marked out by the flood as if it were a moat”

(The Times, 1928, p9)

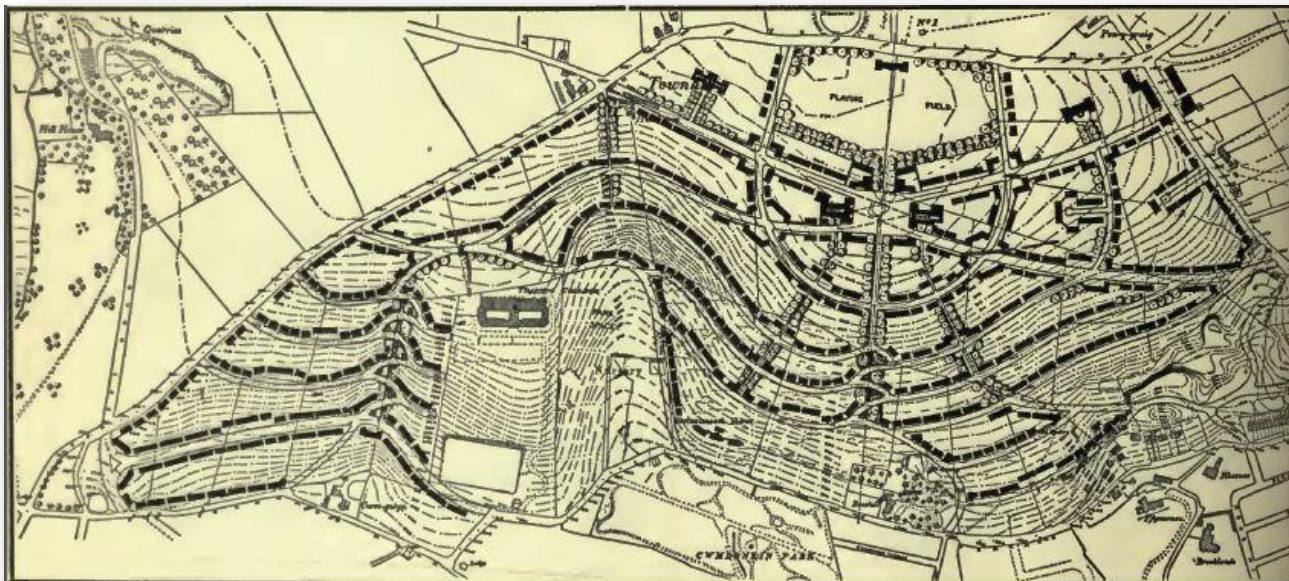


Quotes from Potter (2012) on Planners:

“Planners need educating in how the water sector plans and funding work, policy to prevent development on the floodplain is a joke” (Consultant Engineer, 2010)

“In my opinion development control is rubbish, getting better, but still rubbish” (EA Engineer, 2010)

“Why don’t spatial plans have contours? Flat earth?” (Local Authority Engineer, 2010)



A REMARKABLE EXAMPLE OF TOWN PLANNING ON A HILLSIDE.

This estate has been laid out on Town Planning lines by Mr. Raymond Unwin, F.R.I.B.A., and Mr. George Bell, A.M.I.C.E., Borough Surveyor of Swansea. The contours are shown at 5 feet distances. The top plan shows how this would work out in actual development.

Source:

<https://municipaldreams.wordpress.com/2014/04/01/early-municipal-housing-in-swanea/>

Charles Hill, Minister of Housing and Local Government - planners must do more to meet the challenge of a *“booming population and a bursting economy”* and *“must not be afraid to experiment”* (The Times, 1961)

**Michael Heseltine, Secretary of State –
“radically recalibrate and refocus the planning system to encourage the freer and more creative play of market forces” (Grove-White, 1991)**



***Ministers should be applauded for recognising that there’s simply no way we could tell the thousands of key workers and low income families, desperate for a decent home, that we can’t build any more new homes because of concerns about flood plains”* (David Orr, National Housing Federation, BBC News, 2007)**

Frustrated by the hoops you have to jump through to get anything done, Cameron’s measures are to start with *“getting the planners off our backs. Getting behind the businesses that have the ambition to expand. And meeting the aspirations of families that want to buy or improve a home”* (The Telegraph, 2012)

The National Planning Policy Framework (2011)

- ❑ “We must house a rising population, which is living longer and wants to make new choices” - Ministerial Foreword
- ❑ Placed at the heart of the planning system is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan making and decision taking
- ❑ Local planning authorities should plan positively for new development, and approve all individual proposals wherever possible





“The brevity of the planning guidance will at least make it an easy read. Whether it is adequate is entirely different”

(CIWEM, 2011)



Karen Potter, Carol Ludwig and Charlotte Beattie

Policy & Practice

Responding to a 'flood of criticism': analysing the ebbs and flows of planning and floodplain development in England (1926–2015)

The 'flood defence' role of the planning system, in minimising inappropriate development on floodplains, has again been underlined following extreme flood events in the winter of 2013–14. Yet planners are alleged by politicians and the media to ignore expert advice and 'wave through' developments on floodplains. Set against an enhanced understanding of the political pressure that planners have faced for indiscriminate new development over the past nine decades, it is claimed greater transparency and accountability is required in the decision making process, with an increase in public sector capacity and provision of skilled planners, to negotiate sensible, strategic and more resilient housing solutions.

Keywords: development, economic, flooding, floodplains, housing, PPS25, resilience, urban planning

Climate change adaptation - *this is 'not a task for which planning is constitutionally well equipped' due to the ongoing influence of 'the political and economic forces that powerfully shaped the profession'* (Howard, 2009, 30 in Potter *et al.*, 2016, 133)

Putting flood risk management at the heart of planning – methodology

What is happening currently within the collaborative planning process – identify the institutional, procedural and socio-political barriers to UFRM innovation

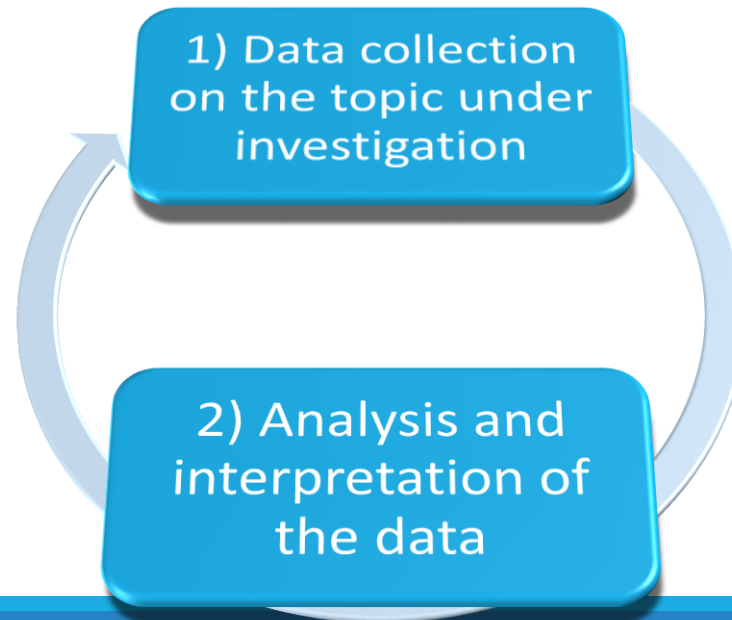
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Review of the academic and practitioner literature relating to barriers, secondary analysis of data from the Blue-Green Cities Consortium, interviews and observation

Use social science theory - to shed light and add insight to the meaning of the social processes witnessed

2

Compare data with previously developed theory to develop analytical framework, code data, refine research concerns



For Example – The Theory of Collaborative Governance

- a practice based theory about the management of collaborations, structured in *themes* representing issues identified repeatedly by practitioners (Vangen & Huxham, 2012)
- Cultural Paradox - diversity in partners' expertise and resources is essential to gaining genuine synergistic gains from the collaborations....yet the cultural diversity can cause potential conflict in values, practices and beliefs – leading to misunderstandings and points of friction (Vangen & Winchester, 2014)
- Goal Paradox - mistaken assumptions about others' goals, the chance of attaching the same meaning is low, hidden agendas are endemic, partners bring defensive goals to maintain their own dominance in the area - tangled web of goals can lead to expanded and unwieldy agendas, confusion, misunderstandings or just apathy (Vangen & Huxham, 2012)



The requirement to work in partnership with engineers/hydrologists and facilitate the delivery of integrated sustainable water management sits on the planner's priority list alongside a plethora of other environmental, social and economic issues and concerns.

Together with decisions on the location of new communities, the future of cities and the use of land for food production and leisure, decisions are also required in transport investment, marine issues, health, energy generation and distribution (RTPI, 2010) and the latest example, 'planning and terrorism'

– each and every one of these issues and concerns being as complex and convoluted as the delivery of integrated water management

(Potter *et al.*, 2011 p243)

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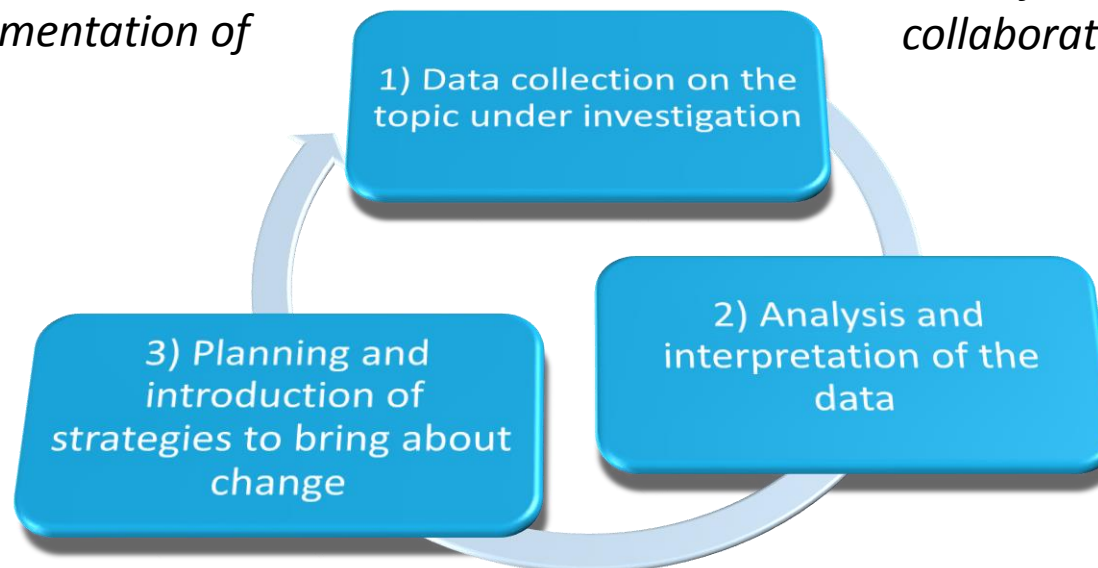
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Compare data with previously developed theory to develop analytical framework, code data, refine research concerns

Work in partnership with stakeholders to reconstruct and transform practices – adoption and implementation of new ideas and policy

3

Review literature providing theory and insight into transformative change, e.g. theory of collaborative governance, comparative research in other settings



Putting flood risk management at the heart of planning – research approach

Action Research

- The linking of knowledge first generated by researchers being applied by practitioners, with a view to altering practices in a beneficial way (Denscombe, 2012)
- To deepen understanding on the barriers and enablers to change within the planning and development process, and to integrate social science inquiry with participants' own practical action aimed at dealing with real world problems and issues
- To be operationalized through the Learning and Action Alliances (LAA) in the case study cities – Newcastle and Ebbsfleet

The increased interdisciplinary/cross-sector understanding will be fed back to the team through WPs 1-4 to consider the systemic implications of the planning and development process when developing the scientific and engineering capacity for change

- Thank You -

Any Thoughts, Comments, Questions...?

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<http://www.open.ac.uk/research/main/our-research/citizenship-governance>

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