

# Lincolnshire County Council Strategy for Waterways Development

## 1. Background

1.1 This strategy follows on from the successful programme of works initiated by Lincolnshire Waterways for the Future (LWF) 2008 – 2018, which proposed a Lincolnshire County Council (LCC) Waterways Development Strategy with 8 key themes:

Key Theme 1 – Improving the Existing Resource

Key Theme 2 – Extending the Network

Key Theme 3 – Developing Regional Links

Key Theme 4 – Developing Recreational Use of the Network

Key Theme 5 – Promoting the Waterways

Key Theme 6 – Urban and Rural Regeneration

Key Theme 7 – Engaging with Local Communities

Key Theme 8 – Developing the Partnership

1.2 The delivery mechanism created by LCC, the Environment Agency (EA) and British Waterways (BW), was the Lincolnshire Waterways Partnership (LWP). LCC led the LWP programme with all three partners leading the delivery of individual projects and engaging with a wide range of waterways user groups, businesses, communities and other stakeholders. This approach has seen significant success in delivering projects across all of those themes with a total value in excess of £20m. The primary objective throughout this period was to develop Lincolnshire's waterways for navigation.

1.3 Those investments have enabled new businesses to form and grow including Torksey Tea Rooms, Bardney Railway Heritage Centre, Sutton Bridge Marina and the Tayloritex Community Development Company and Café in the former lock cottages at Black Sluice in Boston. They have also resulted in private sector investments in developing marina proposals which have gained planning consent at Cherry Willingham and Boston and with others at earlier stages of their development.

## **2. Waterways development going forward**

2.1 The purpose of this paper is to set out a clear commissioning led approach for LCC's Waterways Development Strategy for the period 2018 to 2028. The commissioning route will be via the Economy and Environment Directorate. The Lincolnshire Waterways Development Strategy (WDS) will identify opportunities to work in collaboration with other LCC Commissioning Teams and the Greater Lincolnshire LEP to deliver outputs, in partnership, across them all. It will also facilitate partnership working with external organisations where mutual benefits and efficiencies can be realised.

2.2 LCC has identified 17 corporate commissioning/delivery strategies and E&E services have a lead role in delivering 3 of those:

## **3. Sustaining & Growing Business & the Economy:**

3.1 Heritage & tourism operation and development contributing to Business Plan Measures:

- Jobs created and safeguarded.
- Businesses supported by the Council.
- External funding attracted to Lincolnshire.

## **4. Protecting & Sustaining the Environment:**

4.1 Reduce the risk of flooding, contributing to Business Plan Measures:

- Properties protected from flooding.

## **5. Protecting and enhancing the natural & built Environment:**

- Improving skills and employability.
- Encourage enterprise through support to business and our growth sectors.
- Attracting and expanding business investment.
- Lobbying and attracting funding for Lincolnshire.

5.1 Those commissioning strategies align with the GLLEP Strategic Economic Plan, which establishes a series of outcomes against which to deliver joined up services. This plan focusses on growth in four core priority sectors, three of which require a secure supply of water:

- Agri-Food
- Visitor Economy
- Manufacturing and Engineering

## **6. LCC's Enterprise Commissioning Strategy**

6.1 This strategy defines economic development as creating an environment for growth and facilitating private sector investments. This involves working with infrastructure partners like utilities, homebuilders, and transport infrastructure providers (both internally and externally) to help them bring forward schemes which support economic growth. Where a strong

economic case can be made, and there is a requirement for gap funding, then grant support will be sought.

6.2 In this respect LCC's WDS will continue to deliver infrastructure improvements that will stimulate private sector investments to grow existing businesses, create new ones and opportunities for diversification in a range of sectors. Those activities will safeguard existing jobs and create new ones too.

## **7. LCC's Environment Commissioning Strategy; Protecting and Sustaining the Environment**

7.1 This strategy has a framework with four key themes within which it seeks to achieve the following outcomes which align with the LWDCS:

- Flood Risk and Water Management is co-ordinated to protect people, property and business to enable growth.
- The county's natural and historic environment is managed and promoted to grow Lincolnshire's economy (particularly the visitor economy).
- The quality of the built and natural environment is enhanced by actively managing change and promoting heritage-led regeneration.
- External funding is maximised in support of the priority objectives of the Council and its strategic partners.

## **8. Lincolnshire WDS 2018 to 2028**

8.1 This strategy will replace Lincolnshire Waterways for the Future. Its overarching strategic objective, to increase the economic performance of our waterways, won't change but there will be a more holistic approach to waterways development which delivers outputs across LCC's Commissioning Strategies and the LEP. Water is both an enabler and a constraint in environmental and economic terms and this strategy contributes to addressing sustainability and growth whilst protecting and enhancing the environment by joining up our approach to managing water.

8.2 Anglian Water are evaluating future water transfer and storage options across the region to meet demand for public water supply (pws). There are a number of distinct infrastructure options which could be used to transfer, supply and store water throughout Lincolnshire and these have differing potential levels of benefit across different sectors. These include piped or open channel water transfers between the R Trent, the R Witham and the South Forty Foot Drain and on line (hydrologically connected) or off line (hydrologically isolated) reservoir(s) at one or more locations along those waterways corridors. Those options and the benefits they offer to different sectors are shown in the matrix below:

Supply and storage infrastructure options						
Sector/Commissioning Strategy benefit levels		Open water linked channels	On-line storage reservoirs	Off-line storage reservoirs	Piped water transfer	Ground water level management (land drainage)
	Water for Growth: Agri-food Other commercial Housing	High	High	None	High	None
	Water security: Agri-food Public water supply	High	High	Medium	High	Medium
	FRM: Local Catchment wide	High	High	Medium	None	Medium
	Environment: New wet habitat Linked wet habitat	High	High	Medium	None	High
	Tourism: Navigation Destinations Diversification (marinas)	High	High	Medium	None	Medium

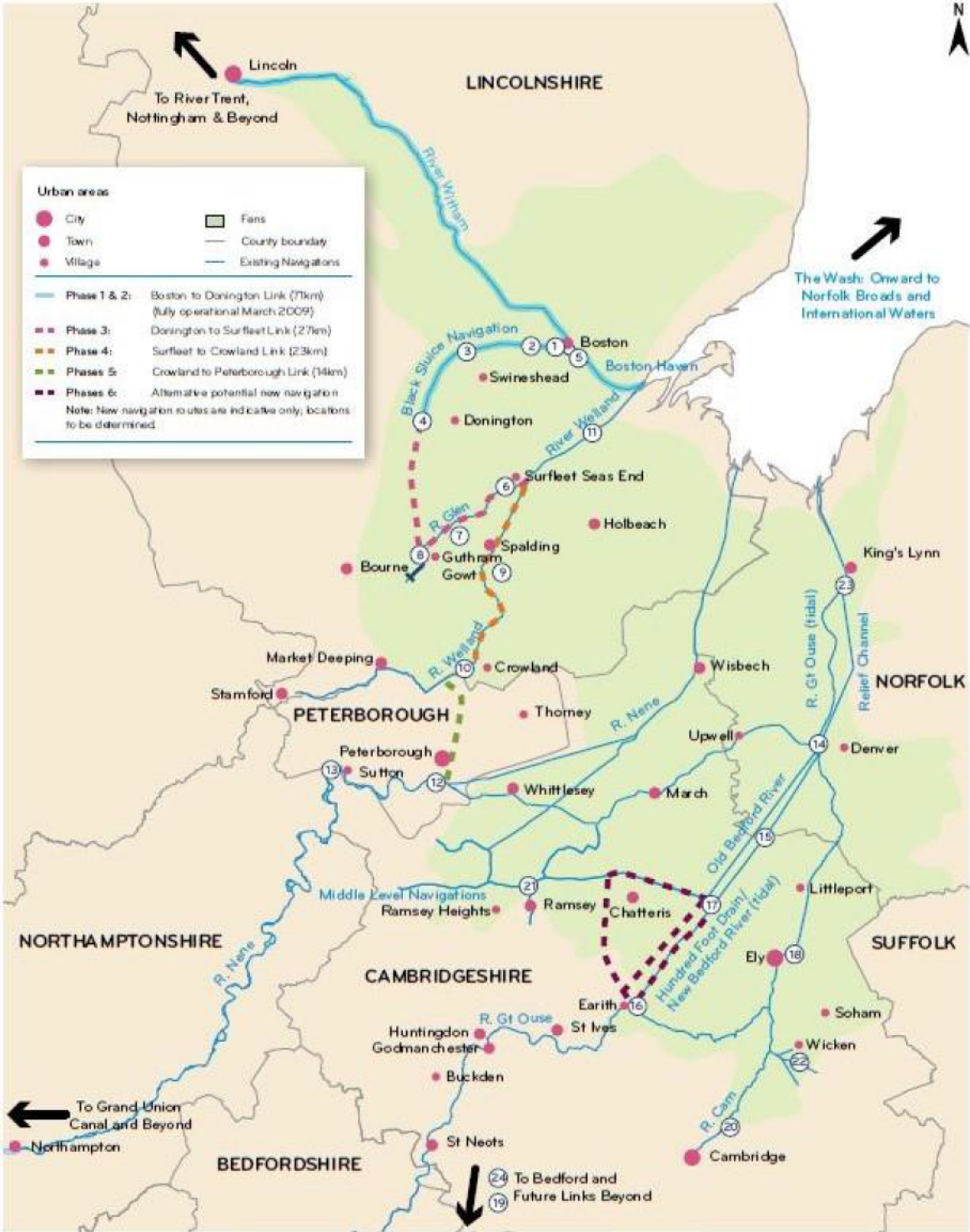
Level of impact	None	Low	Medium	High
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8.4 This clearly demonstrates that, for Lincolnshire, a water transfer and storage system comprising of open water channels and hydrologically linked storage reservoirs delivers higher levels of benefits across the widest number of sectors. The level of benefits across all sectors from access to open water, in channels and reservoirs, also grows as the overall extent of the open water increases. This means that the further south those channels extend and the greater the capacity of the on-line reservoir(s) the greater the accumulative benefits across all sectors and especially for growth. However, this also has to be considered in

terms of flood risk management, land-take, existent land use and agricultural land classification.

8.3 Developing waterways for navigation will no longer be the primary driver of this strategy. This is because the environment, flood risk management, water security and growth in the wider context all share linked outputs from E&E Commissioning Strategies that can be delivered via shared, hydrologically linked water management infrastructure. This approach is also aligned with the GLLEP Water Management Plan and DEFRA/Ofwat/Environment Agency guidance to water companies as described in the joint letter attached at Annex 1. Lincolnshire County Council has been engaged with the Anglian Water led Water Resources East project for two years, and this has now emerged as an opportunity to influence future pws and water management infrastructure development. The potential value of those investments is in excess of £1bn and would create opportunities to add value by delivering LCC/LEP commissioning outputs in tandem with those public water supply projects. The water transfer routes which, in the future, would provide security of supply and capacity for growth in Lincolnshire (and across the Anglia region), would also increase storage capacity to improve flood risk management options and create new wet habitat. Hydrologically linked reservoirs will further increase those impacts and create new commercial opportunities for landowners. Options for the location of those water storage reservoir(s) and their supply routes are limited, but are consistent with our existing major strategic navigations and with the route options for Fens Waterways Link to the south of the A52 crossing on the South Forty Foot Drain, near Donington.

8.5 The Fens Waterways Link (FWL) route is coincidental with Lincolnshire's major strategic watercourses and those which could be developed as part of the AW WRE project. These are the Fosdyke Canal and five rivers; the Trent, Witham, Glen, Welland and Nene and the South Forty Foot Drain. Hydrologically linking those waterways will create extensive new wetland areas, opportunities to store large quantities of water to reduce the risks of flooding and increase the resilience of water supplies for the agri-food sector, facilitate water transfers between catchments and extend our navigations, providing opportunities for housing growth, new businesses and diversification. The continued development of FWL, supported by an updated business case, will provide opportunities to deliver infrastructure projects in partnership with a wide range of water stakeholders sharing the costs and the benefits and increasing value for money. The future development of FWL will be led by the Inland Waterways Association, in partnership with the EA and LCC and will focus on the more deliverable northern sections re-branded to become the Boston to Peterborough Wetland Corridor. This approach also aligns the WDS with all other E&E commissioning strategies.



FWL map

8.6 Lincolnshire's WDS creates opportunities to work in partnership both locally on individual schemes and strategically where relevant regionally and nationally significant projects emerge. These include WRE and Anglian Water's Water Resource Management Plan (WRMP), both of which require large scale infrastructure development in Lincolnshire that could benefit, possibly with additional investment from LCC and other stakeholders, the environment, the agri-food sector, flood risk management and the Tourist and Visitor sector and facilitate growth. Details of WRE and the WRMP can be found on the AW web site.

8.7 This WDS should be read in conjunction with the Enterprise, Environment and Infrastructure Commissioning Strategies and the GLLEP Water Management Plan. It is inevitable that circumstances will change over this period, so this strategy will focus on deliverable outputs within a rolling five year window which will be reviewed annually to maintain its currency. The WDS will achieve its targeted outputs through the Councils commissioning framework approach based on the four principles of: analyse, plan, do and review. These four principles will met by the following actions:

- **Analyse:**

1. Review LCC and GLLEP commissioning strategies to identify outputs that are or can be aligned with waterways development for navigation and WRE.
2. Review the FWL business case, focussing on the Boston to Peterborough section as that is more directly relevant to LCC and more deliverable in the short to medium term than the sections between Peterborough, Cambridge and Ely.
3. Complete the Boston Waterspace Strategy to evaluate the most cost effective options to realise the town's potential as a waterways destination.
4. Complete the options appraisal to link the South Forty Foot Drain to the River Glen.
5. Undertake options appraisals for the connections between the R Glen, the R Welland and the R Nene.
6. Identify opportunities to attract more boats into Lincolnshire from the River Trent.
7. Identify opportunities to extend the scope of all of the above to contribute to WRE additionality in alignment with LCC Commissioning Outputs.

**The intended outcome is that...**

...Decisions for the development of our waterways are properly informed:

- Delivering Corporate and Departmental Commissioning Outputs.
- In alignment with LCC and GLLEP strategies and WRE opportunities.
- Evidence based.
- Cost effective.

- **Plan:**

1. Strengthen our level of engagement with WRE to include securing a position on the (independent) WRE Board and at a programme/project delivery level via the South Lincs Water Partnership.
2. Create a new FWL delivery partnership working with the Environment Agency and the Inland Waterways Association. Engage with wider stakeholders, including adjoining authorities, to expand the delivery partnership (FWLP).
3. Develop a FWL Boston to Peterborough delivery strategy (the Boston to Peterborough Wetland Corridor) that identifies individual projects/phases, appraises them in terms of feasibility, options and high level costs and prioritises them in terms of impact, deliverability and value for money.
4. Work with the FWLP to develop a delivery strategy for FWL beyond Peterborough and identify funding mechanisms. Utilise the lobbying and fundraising abilities of the third sector (IWA) in addition to the resources of other partners to secure public, private and third sector funding.
5. Assist WLDC to develop the Gainsborough marina proposal to gain planning consent and to form a Gainsborough Marina Delivery Partnership with a private sector developer.

**The intended outcome is that...**

...Waterways projects are developed in collaboration with WRE and other stakeholder interests to add value to and maximise the scope of outputs.

Costs and benefits of shared infrastructure deliver water security, FRM improvements, environmental gains and wider economic benefits, including from the Tourist and Visitor sector and the development of waterways for leisure boating.

- **Do:**

1. Commission, with FWLP, the phased delivery of individual projects as prioritised in the FWL Delivery Strategy and, where possible, in alignment with WRE outputs.
2. Provide support to WLDC and their private sector partners to deliver the Gainsborough Marina project.

**The intended outcome is that...**

... Effective project funding and delivery mechanisms are implemented. Projects are delivered efficiently within the shortest practicable timescales and with the widest practicable range of contributors and beneficiaries.



- **Review:**
  1. Measure outcomes against Commissioning Strategy Outcomes and project outputs against strategic and contracted targets.

**The intended outcome is that**

Projects and the Programme of works arising from the Waterways Development Strategy are reviewed to ensure that:

1. LCC Commissioning Outputs are delivered.
2. Lessons are learned to improve future performance in developing and delivering projects and their outcomes.

## **9. Summary of existing analysis and studies:**

9.1 Realising those intended outcomes will enable and encourage more boats to visit and to be based on Lincolnshire's waterways as access is improved and the visitor offer is increased. This will increase demand for visitor and permanent moorings along the strategic navigation route consisting of the River Trent, Fosdyke Canal, River Witham, Boston Haven, South Forty Foot Drain and, as FWL connections are delivered, the River Glen, River Witham and River Nene. These priorities also focus on places as strategic investments will immediately benefit Gainsborough as the gateway to our waterways from the River Trent as well as Boston and Spalding as they will become waterways destinations for boaters and other visitors too. Those additional boats will create the demand that will stimulate the private sector to develop marinas, other facilities and destinations as they become viable due to growth in visitor numbers.

This is evidenced by the following analysis and studies:

### **FWL Economic Analysis March 2006.**

This analysis makes a comparison of the costs and benefits of FWL and concludes:

*The likely economic benefits have been assessed and compared against the estimated costs using a standard discounting rate over 20 years of construction and 30 years following completion. The cost benefit analysis demonstrates that the scheme is basically good value for money, and is justified in economic terms.*

The context is that when the report was published FWL was conceived to include navigations between Lincoln, Boston, Peterborough, Cambridge and Ely but had not actually progressed at all. The values of costs and benefits have risen since then, so this analysis needs to be updated, however with significant works already completed at several locations FWL should still represent good value for money and be justified in economic terms.

## **The Spalding Waterspace Strategy January 2011.**

The Environment Agency (EA), South Holland District Council (SHDC) and the Lincolnshire Waterways Partnership (LWP) appointed Richard Glen Associates to prepare a Waterspace Study for the navigable corridors of the River Welland and the River Glen. The purpose of the Study was to assist key stakeholders, partner organisations, statutory authorities and potential external funding bodies to deliver sustainable regeneration of the river corridors.

The project has been undertaken with view to supporting the Fens Waterways Link vision to develop the waterways of Lincolnshire and beyond into nationally significant destinations for tourism, leisure and recreation. It will be helpful for readers of this Market Research & Economic Benefit Study to familiarise themselves with the Fens Waterways Link project beforehand by visiting [www.fenswaterways.com](http://www.fenswaterways.com).

### **Aims and Objectives of the Spalding Waterspace Study:**

- To promote the River Welland and River Glen as opportunities for water-based leisure activity and, in particular, highlight the potential for developing Spalding as a 'waterway destination'.
- To identify specific opportunities along the river corridors for the development of new or enhanced water-based leisure activities (including associated services and infrastructure which will support boating activities).
- To protect and, where possible, enhance the nature conservation, landscape and other environmental interests of the river corridors.
- To inform the preparation of SHDC's Local Development Framework in respect of the River Welland and River Glen.
- To support the implementation of the Fens Waterways Link Study insofar as it relates to SHDC's administrative area.
- To support bids for external funding (capital & revenue) and encourage private sector partnership investment in relevant development.
- To promote the river corridors as an integral part of the surrounding district in order to help maximise the economic opportunities.

### **The Richard Glen Reports:**

**Report 1: Boston Water Level Management Economic Benefit Analysis; January 2015.**

**Report 2: Opportunities before Water Level Management; January 2015.**

These reports appraise the potential economic impacts for Boston as a waterways destination, both before and after Water Level Management, possibly by impounding water upstream of the Boston Barrier. The reports show significant potential for economic activity to increase provided mooring places can be created in the town centre, with benefits before FWL progresses and increasingly afterwards. These reports also highlight the opportunity for Boston to become a destination for marine leisure boats which to date has not been developed, but LCC's experience in developing Cross Keys Marina at Sutton Bridge demonstrates that there is unmet demand for such facilities.

These reports were commissioned to enable informed decisions to be made about LCC's funding contribution to the Boston Barrier, which was intended to improve navigation conditions and mooring opportunities in Boston and stimulate investment along the river frontage. A wider Waterspace Study now needs to be completed to assist key stakeholders, partner organisations, statutory authorities and potential external funding bodies to deliver sustainable regeneration of the river corridors

## **GLLEP Water Management Plan 2015 to 2040.**

Water has a hugely significant impact over an extremely wide range of activities, as both an enabler and a constraint. The GLLEP considers the effective management of flood risk and water resources to be a critical factor in safeguarding existing economic activity and enabling growth across the area. Effective management requires water levels and flows to be managed and sufficient capacity to store water for supply and to reduce the risk of flooding. That capacity can be created within river banks, connected water bodies and on low lying land within flood plains. In creating that capacity the infrastructure required can share those purposes and also manage water levels, have positive impacts on habitats and create opportunities for new economic activity and diversification. Such activity can also improve and extend navigable waterways through shared infrastructure.

## **Gainsborough Marina Business Plan and Waterspace Study March 2017.**

This report identifies the potential for the development of a sustainable marina at Gainsborough and looks at the fit between this proposal and local spatial plans, identifying opportunities and constraints. Further work is required to develop the business plan and delivery strategy, but early engagement with potential private sector developers for the marina has been encouraging. The business case for a marina, in terms of operating costs and income generation, does work, but despite this there is likely to be a significant capital funding gap and a funding strategy will need to address this. The proposed marina will deliver LCC Commissioning Strategy Outputs, creating new businesses and jobs. It will also increase the viability of a proposed housing development on an adjacent site, helping to close a funding gap that would be likely to require public sector intervention. The funding strategy for this project must evaluate all of those costs and benefits so that LCC, WLDC and any other project stakeholders can understand the value of the benefits to themselves.

## **10. Waterways Development Priorities.**

10.1 UK (EU) environmental legislation has a strong focus on water quality. This legislation protects individual species, geographical areas and individual water courses, specifically in terms of their condition, as measured by physical, chemical and biological indicators. Embracing this as a positive, which creates opportunities to improve existing habitats, connect them together better, improve water quality and create new wet habitat will enable projects to gain the consents and permissions required by law. Failure to do this will prevent projects from progressing to delivery.

10.2 As stated above the GLLEP consider flood risk and water resource management to be critical in safeguarding economic activity and delivering growth. Protecting and sustaining the environment, flood risk and managing water quality and supply to embed a holistic approach to water management are also recognised as playing key roles in supporting outcomes in alignment with the Councils Commissioning Strategy for Protecting and Sustaining the Environment.

10.3 The Councils Commissioning Strategy for Protecting and Sustaining the Environment and its Business Plan refer to internal (LCC's Carbon Management Plan) and external DEFRA reporting on Greenhouse Gas Emissions and the Councils Carbon Footprint.

The priority outcomes for projects emerging from the LWDCS are therefore:

- Their alignment with LCC Commissioning Strategy outputs and value for money including collaborative working opportunities.
- Environmental impacts & sustainability:
  - Water quality.
  - Environmental gain (improved condition).
  - Carbon footprint.
  - Habitat creation.
- Economic benefits:
  - Water Management for supply.
    - Water security to meet existing demand.
    - Measures to meet growth in demand.
  - Flood Risk Management:
    - Protect homes.
    - Protect existing economic activity.
    - Enable growth.
  - Growth across all sectors:
    - Agri-Food.
    - Visitor Economy (including leisure boating).
    - Manufacturing and Engineering.
    - Housing.

#### **11. Success will be measured by:**

This strategy will create a programme of infrastructure schemes. Each scheme will be initiated by a business case which will identify specific outputs aligned with E&E and GLLEP Commissioning and Strategies. Those outputs will be monitored to measure the success of the LWDCS.

#### **12. Monitoring and evaluation:**

As well as monitoring the success of schemes against E&E Commissioning and GLLEP Commissioning Strategies the LWDCS Programme will be subject to value for money evaluation using HM Treasury Green Book guidance.

#### **13. WDS Key points summary:**

13.1 This strategy has been developed to ensure that water is managed in a conservative and joined up way. As a resource it is both an enabler and a constraint and, as the impacts of climate change and growth materialise, Lincolnshire County Council must influence water management throughout the county to protect the environment, meet existent demand, protect people and property from flooding and enable growth. This requires a smart approach, catchment based and collaborative, so that wherever possible costs and benefits can be shared.

13.2 Opportunities to realise the greatest level of benefit, across the widest range of sectors, will be focussed on Lincolnshire's major strategic waterways, where new infrastructure can impact across catchments and sectors. By focussing its investments on those waterways and on hydrologically linked infrastructure development, LCC will deliver the widest range of outcomes and best value for money from its Waterways Development Programme.

**This strategy has been authorised by:**



**November 2018**

**County Commissioner – Economy and Place**



**Date 30 October 2018**

**Cllr Colin Davie**

**Executive Portfolio Holder – Economy and Place**

**14. Annexes:**

1. DEFRA/Ofwat joint letter: Building resilient water supplies.