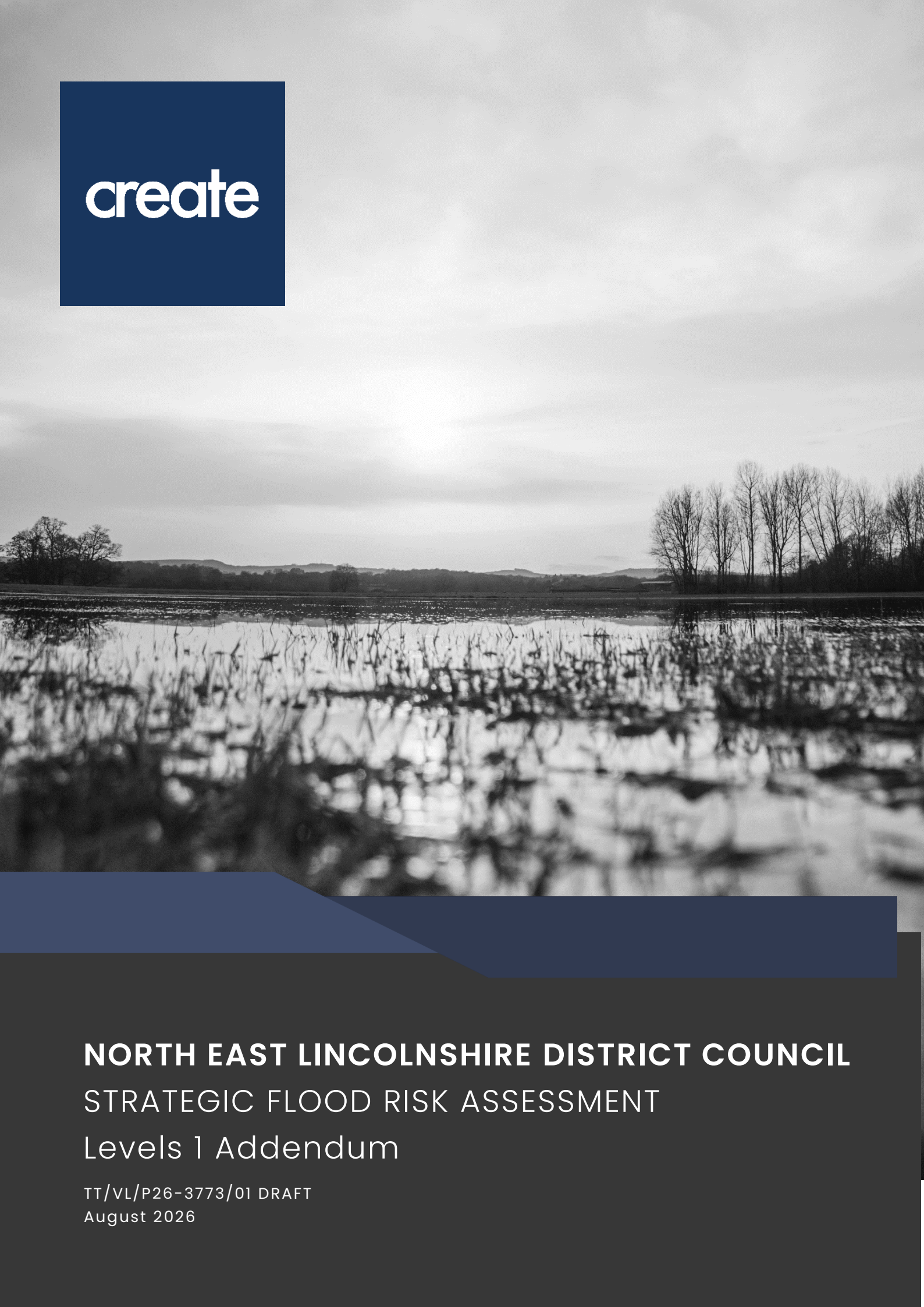




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NORTH EAST LINCOLNSHIRE DISTRICT COUNCIL
STRATEGIC FLOOD RISK ASSESSMENT
Levels 1 Addendum

TT/VL/P26-3773/01 DRAFT
August 2026

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EXECUTIVE SUMMARY

TBC Following completion of full report

SFRA Maintenance

The SFRA is a live document intended to be periodically updated as new information and guidance becomes available. It has been developed using the best available information at the time of preparation. Its outcomes and conclusions may not be valid in the event of future changes to the data. It is the responsibility of the user to ensure they are using the most up to date available information. It may also be necessary for the user to undertake their own assessment, for example a site-specific flood risk assessment or climate change modelling.

1.0 Introduction

1.1 Overview and Context

- 1.1.1 This Level 1 Strategic Flood Risk Assessment (SFRA) Addendum has been commissioned by the North East Lincolnshire Borough Council (NELC) to review the existing 2021/2022 Level 1 SFRA document [the “existing SFRA”] in advance of the upcoming Regulation 19 Local Plan review scheduled for Autumn of 2026.
- 1.1.2 This Level 1 SFRA provides the updated policy context, datasets, and modelling assumptions that inform the accompanying Level 2 SFRA.
- 1.1.3 The Level 2 SFRA should be read in conjunction with this Addendum, as it adopts the flood mapping updates, climate change allowances, and breach modelling assumptions defined herein.
- 1.1.4 The purpose of this Addendum is to identify changes to key policy documents and datasets that have occurred since the publication of the existing SFRA, and to assess the implications of these changes on the conclusions previously reached.
- 1.1.5 The main output of this document is a revised set of requirements, references, and datasets to be used in the Level 2 SFRA, which has been completed in full in parallel with this document.

1.2 Structure and Summary

- 1.2.1 The existing SFRA was published in 2021/2022. Table 1.1 below summarises the key elements of the SFRA against the latest version of each document and data set.

Policy Document/Data Set	Used in 2021/2022 SFRA	Latest Publication Date
National Planning Policy Framework	February 2019	August 2026
National Planning Policy Guidance	August 2019	September 2025
Flood and Water Management Act	2010	2010 (with small amendments)
EA Flood Map for Planning	November 2015	May 2026
Humber Estuary Coastal Authorities' Group Shoreline Management Plan	2010	2010
North East Lincolnshire Local Flood Risk Management Strategies	2016	2016
Humber Flood Risk Management Strategy	2008	2008
Grimsby and Ancholme Coastal Flood Risk Management Plan	2009	2009
New Climate change allowance for Sea Level Rise	July 2020 (UKCP18)	April 2026 (UKCP18)

Table 1.1 Summary of Key Documents

- 1.2.2 The following sections summarise those documents or datasets that have been updated and the implications of those updates for the conclusions of the level 1 SFRA.

- 1.2.3 The reports listed above which remain unchanged or have undergone nominal updates which do not materially affect their conclusions or the way in which they feed into a flood risk assessment, will not be considered further.
- 1.2.4 To avoid repetition of material already covered in the existing SFRA¹, only those changes that materially affect the conclusions are discussed below. This document should therefore be read in conjunction with the existing SFRA, which contains a more detailed description of the study area and all planning policy context.

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¹ North East Lincolnshire Council and North Lincolnshire Council, *Strategic Flood Risk Assessment* (June 2022) <https://www.nelincs.gov.uk/assets/uploads/2022/09/202206-SFRA.pdf> (Accessed May 2026).

2.0 Policy and Guidance Updates

2.1 National Planning Policy Framework

- 2.1.1 The National Planning Policy Framework (NPPF) sets out the Government's approach to managing flood risk through the planning system.
- 2.1.2 The version of the NPPF that is used in the current SFRA is the 2019 publication. Since then, the NPPF has been updated on several occasions, most recently in August 2026. This was a significant update which replaced the previous document in full and consolidated flood risk and drainage policy within a dedicated chapter, placing greater emphasis on both flood risk and SuDS. The below text summarises key elements relevant to the 2021/2022 Level 1 SFRA that have since been updated.
- 2.1.3 The policy within the NPPF has been restructured into coded plan-making and decision-making policies. A dedicated Chapter 18 considers all aspects of managing flood risk and coastal change within nine policies (F1 to F9) covering strategic flood risk assessment, the sequential and exception tests, safety, SuDS and coastal change. Annex C names the site-specific flood risk assessment, a SuDS statement and a coastal change vulnerability assessment as national validation requirements and a new Annex F includes the flood zone definitions (including the Zone 3a/3b delineation), the flood risk vulnerability classifications and the zone compatibility table.
- 2.1.4 The NPPF and associated guidance is considered a living document subject to periodic updates. It is recommended that users of both SFRA documents refer to the latest national online planning guidance alongside these reports.

Key principles include:

- Risk-Based Approach
 - Development should be directed away from areas at highest risk of flooding through the application of the Sequential Test.
- Sequential Test
 - Aims to locate development in areas of lowest flood risk (Flood Zone 1 first, then 2, then 3).
 - Must be applied at both plan-making and decision-making stages. The Sequential Test should be applied to direct development toward areas of lowest flood risk, taking into account all sources of flooding. Where development in higher-risk areas is necessary, the Exception Test must be applied in accordance with national policy.
 - A surface water exemption from the sequential test. Sites at risk of surface water flooding only can bypass the test where a flood risk assessment demonstrates the development would stay safe for its lifetime.
- Exception Test
 - Required where development is necessary in higher-risk areas. It must demonstrate:
 - Wider sustainability benefits which outweigh flood risk
 - Development will be safe for its lifetime without increasing flood risk elsewhere

- Sustainable Development
 - Flood risk should be considered alongside wider sustainability objectives, including climate resilience. National SuDS standards made mandatory.
 - Policy F8 requires SuDS to be designed in accordance with the 2025 National Standards for Sustainable Drainage Systems, on all development.

Flood Zones and Flood Maps

- 2.1.5 The Flood Map for Planning used in the 2021/2022 Level 1 SFRA was published in 2015 and has since been updated (2026 release).
- 2.1.6 One key interpretation of these maps is defined through NPPF guidance, which sets out the Flood Zone definitions. In the 2021/2022 SFRA, Flood Zone 3b was represented by the 1 in 20 year (5% AEP) event. This has since been updated to the 1 in 30 year (3.33% AEP) event. The full Flood Zone definitions are listed below, as defined in Table 1 of the Flood Risk and Coastal Change section of the PPG.
- 2.1.7 Furthermore, the responsibility for the delineation of the Flood Zone 3b now falls under the responsibility of the LPA. Discussion with North East Lincolnshire District Council has confirmed that the extent of Flood Zone 3b should follow the extent of the 1 in 30 year (3.33% AEP) flood event in line with Appendix F of the NPPF.

Flood Zone	Definition
Zone 1 <i>Low Probability</i>	Land having a less than 0.1% annual probability of river or sea flooding. (Shown as 'clear' on the Flood Map – all land outside Zones 2, 3a and 3b)
Zone 2 <i>Medium Probability</i>	Land having between a 1% and 0.1% annual probability of river flooding; or land having between a 0.5% and 0.1% annual probability of sea flooding. (Land shown in light blue on the Flood Map)
Zone 3a <i>High Probability</i>	Land having a 1% or greater annual probability of river flooding; or Land having a 0.5% or greater annual probability of sea flooding. (Land shown in dark blue on the Flood Map)
Zone 3b <i>The Functional Floodplain</i>	This zone comprises land where water has to flow or be stored in times of flood. The identification of functional floodplain should take account of local circumstances and not be defined solely on rigid probability parameters. Functional floodplain will normally comprise: • Land having a 3.3% or greater annual probability of flooding, with any existing flood risk management infrastructure operating effectively; or • Land that is designed to flood (such as a flood attenuation scheme), even if it would only flood in more extreme events (such as 0.1% annual probability of flooding). Local planning authorities should identify in their strategic flood risk assessments areas of functional floodplain and their boundaries accordingly, in agreement with the Environment Agency (not separately distinguished from Zone 3a on the Flood Map).
Flood Zone + Climate Change Extents	The Environment Agency has published indicative climate change enhanced flood extent mapping to provide an indication of potential future flood extents associated with climate change impacts. The mapping is intended as a strategic planning tool to identify areas that may be more vulnerable to future flood risk arising from fluvial and tidal sources and should be considered alongside the Flood Map for Planning and other available evidence.

The PPG currently defines the functional floodplain as:

- Land having a 3.3% AEP or greater risk of flooding, with any existing flood risk management infrastructure operating effectively; or
- Land that is designed to flood, such as a flood attenuation scheme, even if it would only flood in more extreme events such as the 0.1% AEP event.

Table 2.1: Flood Zones

- 2.1.8 Appendix A includes flood mapping for the district comparing the 2015 Flood Map for Planning used in the existing SFRA with the 2026 update. The difference grids show an expansion in both Flood Zone 2 and Flood Zone 3 extents, resulting in a greater number of properties being identified within flood risk areas and triggering a review of marginal sites in the Level 2 SFRA.
- 2.1.9 In addition to the updated Flood Map for Planning, the Environment Agency has issued a climate change enhanced Flood Zones data layer. This mapping provides an indication of potential future flood extents associated with projected climate change impacts from fluvial and tidal sources and is intended to support strategic consideration of long-term flood risk.
- 2.1.10 The climate change enhanced Flood Zones mapping indicates a notable increase in the spatial extent of flood risk across parts of the district when compared with the current-day Flood Map for Planning. As a result, a greater number of sites are shown to be affected by potential future flood extents under climate change conditions. The implications of this mapping for allocated and proposed development sites have therefore been considered as part of the Level 2 SFRA assessment process.
- 2.1.11 Consultation with the Environment Agency confirmed that the climate change enhanced Flood Zones dataset should be used to identify the need for a site specific flood risk assessment in line with the other Flood Map for Planning Zones.
- 2.1.12 The approach adopted by North East Lincolnshire Council in relation to the consideration of the climate change enhanced flood zones mapping, including how the dataset has been applied in the assessment of allocated sites and the Sequential Test process, is discussed further within the Level 2 SFRA.

2.2 Planning Practice Guidance

- 2.2.1 The NPPF is supported by the Planning Practice Guidance (PPG)² which now carries equivalent material weight³ in planning decision making as the NPPF. As such, developers must consider both the NPPF and PPG together when preparing planning applications. At the planning stage, the developer must follow the NPPF and accompanying PPG. This clarification represents a change since the 2021/2022 Level 1 SFRA.
- 2.2.2 Following the Mead case judgement, the PPG is afforded equivalent material weight in planning decisions. The judge determined that neither the NPPF nor PPG constitutes statute law, both are material considerations that must be taken into account in decision-making. It was also determined that neither the NPPF nor the PPG are hierarchal, they have equal weight in the eyes of the law.

PPG Updates

² Ministry of Housing, Communities & Local Government, 2025. *Planning Practice Guidance (PPG) – Flood Risk and Coastal Change*. [Online]. Available at: <http://planningguidance.planningportal.gov.uk/> [Accessed April 2026].

³ Judgement Ruling R (Mead and Redrow) v SoS LUHC [2024] EWHC 279 (Admin). [Accessed April 2026].

2.2.3 There have been two key updates to the PPG, in 2022 update and 2025. These are summarised below:

2.2.4 The 2022 update aligned the PPG with the 2021 NPPF and introduced the following key changes:

- Surface Water, groundwater and sewer flooding must be considered alongside fluvial and tidal flooding;
- The functional floodplain definition was updated to 1 in 30 (3.3 AEP);
- Stronger requirements for multifunctional SuDS (Sustainable Drainage) delivering biodiversity, water quality and amenity benefits;
- Non-residential development lifetime flood risk assessments to consider a 75 year design life.

2.2.5 The 2025 update then introduced the following key changes:

- Application: The Sequential Test applies to both Major and Minor development.
- Surface Water Sequential Test Exemption: A new provision which removed the requirement for the Sequential Test to be applied on sites where a site-specific Flood Risk Assessment provided sufficient evidence that the development is safe for its lifetime, could manage future surface water flooding through design, and would not increase risk elsewhere. Applied to sites with a surface water flood risk only.
- Definition of "Reasonably Available" Sites (Paragraph 28): Clarified that alternative lower-risk sites do not need to be owned by the applicant to be considered reasonably available during a Sequential Test.
- Proportionate Area of Search (New Paragraph 27a): Added explicit guidance noting that the geographic scope for searching alternative sites should be proportionate and scaled to the function and nature of the proposed development.
- All Flood Sources & Housing Supply (Paragraphs 23 & 25): Reaffirmed that the Sequential Test spans all flooding sources (including surface water, groundwater, and reservoirs) and explicitly reinforced that shortfalls in a local authority's five-year housing land supply do not excuse bypassing flood risk sequential evaluations.

2.3 Application of the Sequential Test

2.3.1 In accordance with the NPPF and associated PPG, the Sequential Test is required for new development located within Flood Zones 2 and 3. Development within Flood Zone 1 is not normally required to undertake the Sequential Test. The updated NPPF also clarifies that the Sequential Test should consider all relevant sources of flood risk, including fluvial, tidal, surface water, groundwater, and artificial sources, rather than relying solely on Flood Zone classification.

2.3.2 NPPF Policy F5 provides guidelines on the search area to be applied when conducting the Sequential Test. This states that the area the test is applied to should not be greater than the anticipated catchment of the development in terms of its likely occupiers or users.

2.3.3 Allocated sites which were sequentially tested during plan preparation no longer need to apply the test again at planning application stage.

- 2.3.4 The test also need not be applied to sites where a site-specific flood risk assessment demonstrates clearly that the site is at risk of surface water flooding only, and that the design keeps people safe for the lifetime of the development.
- 2.3.5 The accompanying PPG to the NPPF outlines circumstances where the Sequential Test is not required, including the following:
- The development comprises a householder extension;
 - Non-domestic extension on less than 250 m²;
 - Change of use to lower vulnerability class (except for changes to caravan, camping or chalet site)
 - Solely at risk from surface water flooding and a site-specific FRA demonstrates it will be safe throughout its lifetime, without increasing flood risk elsewhere.
 - The proposals are consistent with the Site's allocated use; and
 - There have been no significant changes to the known level of flood risk to the site, now or in the future, which would have affected the outcome of the test.
- 2.3.6 The PPG also confirms that developers "may not need a sequential test if development can be laid out so that only elements such as public open space, biodiversity and amenity areas are in areas at risk of any source of current or future flooding." However, this is up to discretion of the "decision maker" as per recent case law and current High Court Judgement (Mead Case⁴).
- 2.3.7 Additional data sets provided by SFRA's such as this and the existing assessment are also intended to be used to inform site-specific design and mitigation measures but do not, in isolation, trigger the requirement for the Sequential Test.
- 2.3.8 The most significant updates relevant to this SFRA relate to revised Flood Zone definitions, updated flood mapping, consideration of all sources of flood risk within the Sequential Test process, and clarification regarding the proportional application of the test.

Climate Change Allowances

- 2.3.9 National guidance on climate change for flood risk and coastal change is provided within the NPPF, with detailed parameters set out in the PPG. These include allowances for rainfall intensity, fluvial flows, and sea level rise, based on UK Climate Prediction UKCP (UKCP), supported by UKCP2018⁵, UKCP Local 2.2km projections and supporting research from UK Climate Resilient Programme, 2023 *FUTURE-DRAINAGE*⁶.
- 2.3.10 As these projections remain based on UKCP18 analysis, there has been no change since the existing Level 1 SFRA. However, the existing SFRA relies on older hydraulic modelling outputs, which are discussed further in Section 4.0.
- 2.3.11 Climate change is considered through increases in:

⁴ Judgement Ruling R (Mead and Redrow) v SoS LUHC [2024] EWHC 279 (Admin)

⁵ Met Office., 2022. *UK Climate Projections (UKCP18)*. [Online]. Available at: https://www.metoffice.gov.uk/research/approach/collaboration/ukcp?utm_campaign=14900544_Shaping%20the%20Future%20of%20UK%20Climate%20Projections&utm_medium=email&utm_source=Met%20Office [Accessed August 2026].

⁶ UK Climate Resilience Programme., 2023. *FUTURE-DRAINAGE: Ensemble Climate Change Rainfall Estimates for Sustainable Drainage*. [Online]. Available at: <https://www.ukclimateresilience.org/projects/future-drainage-ensemble-climate-change-rainfall-estimates-for-sustainable-drainage/> [Accessed August 2026].

- Increased peak river flows
- Increased rainfall intensity
- Consideration of development lifetime (typically 100 years for residential)

2.3.12 The accompanying Level 2 SFRA applies these allowances at a local level, to assess future flood extents, hazard conditions, and development resilience over the lifetime of proposed development.

2.4 Environment Agency Guidance

2.4.1 The Environment Agency (EA) provides technical guidance and datasets that underpin flood risk assessment.

Key guidance includes:

- Flood Map for Planning (Rivers and Sea)
- Climate change allowances for peak river flow and rainfall
- Standing Advice for Flood Risk
- Guidance on finished floor levels and freeboard
- Flood risk standing advice for planning applications

2.4.2 Since the publication of the existing North East Lincolnshire Level 1 Strategic Flood Risk Assessment (SFRA) in 2022, a number of updates and changes have been made to national flood risk planning guidance, Environment Agency datasets, and the practical application of flood risk policy and climate change resilience requirements.

2.4.3 The Flood Map for Planning (Rivers and Sea) has continued to evolve through updated national flood modelling and dataset improvements. While the core Flood Zone framework remains unchanged, revised modelling outputs have resulted in localised changes to mapped flood extents in some areas. There is now a stronger emphasis on the use of updated modelling, SFRA evidence, and the consideration of future flood risk scenarios, including the effects of climate change and the interaction between fluvial and surface water flooding.

2.4.4 The climate change allowances for peak river flow and rainfall, last formally updated in May 2022, remain the basis for assessment. However, since 2022 there has been a clear shift in how these allowances are applied in practice. Flood Risk Assessments are increasingly expected to test more severe scenarios, including upper-end allowances where appropriate, and to demonstrate resilience over the lifetime of development. Greater emphasis is also now placed on adaptive design and sensitivity testing.

2.4.5 The Environment Agency's Standing Advice for Flood Risk has been updated multiple times since 2022, with revisions through 2024 to 2026 strengthening requirements around finished floor levels, residual flood risk, flood resilience measures, and the appropriate use of flood risk datasets. The guidance now places greater emphasis on ensuring developments are safe for their lifetime and appropriately account for climate change, exceedance flows, and safe access and egress.

2.4.6 Guidance relating to finished floor levels and freeboard has not changed through the introduction of a single national standard since 2022, but its application has become more precautionary. In practice, many authorities now expect a freeboard of at least 300 mm

above design flood levels, with higher allowances of up to 600 mm increasingly required in higher risk locations. There is also a stronger expectation that developers clearly justify any departures from these benchmarks and demonstrate appropriate flood resilience and mitigation measures.

- 2.4.7 Overall, since 2022 there has been a clear shift towards more robust and precautionary flood risk assessment practice, with increased scrutiny of development proposals, greater reliance on updated modelling and datasets, and a stronger emphasis on climate change adaptation and long-term resilience.
- 2.4.8 EA guidance informs both the strategic assessment within this SFRA and site-specific FRA requirements.

Flood Defence Management and New Maintenance Schemes

- 2.4.9 North East Lincolnshire is covered by the Flamborough Head to Gibraltar Point Shoreline Management Plan. This SMP document sets out the policy for long-term flood management along the coastline.
- 2.4.10 The current EA position is to hold the line by maintaining the existing standard of protection provided by defences locally. This has been agreed in the long term (100 years / to 2105) for both sections.
- 2.4.11 The North East Lincolnshire coastline is therefore expected to continue to provide sustainable flood protection, to current standards, for all assets in the floodplain, provided funding, relevant approvals and permissions can be secured as and when required.
- 2.4.12 The process for applying for funding to secure flood defence upgrades is changing, with a new framework currently under consultation. This will have an impact on the certainty of securing funding to maintain and replace existing coastal defences in the future and therefore the level of future tidal flood risk residents of North East Lincolnshire are exposed to long term. This has been reviewed as part of the Level 2 SFRA report including an assessment of the likelihood that flood defences will be maintained, to the current standard of protection, in the future. TBC links with Level 2 report

2.5 Sustainable Drainage Systems (SuDS)

- 2.5.1 The use of Sustainable Drainage Systems (SuDS) is a key policy requirement in the management of surface water runoff from new development. Since the publication of the existing North East Lincolnshire Level 1 SFRA in 2022, the core national technical SuDS guidance documents remain unchanged; however, the planning context and expectations for their application have continued to evolve, with increased emphasis on climate resilience, multifunctional design, and demonstrable long-term performance.

Guidance is provided by:

- CIRIA (CIRIA) SuDS Manual (C753)
 - National standards for sustainable drainage systems (SuDS)
- 2.5.2 These documents continue to provide the primary technical framework for the design, implementation, and maintenance of SuDS schemes in England. They set out design criteria

for flow control, storage, water quality treatment, and amenity and biodiversity considerations, and remain the key reference point for Flood Risk Assessments and drainage strategies supporting planning applications.

2.5.3 The National Standards for Sustainable Drainage Systems (SuDS) introduced by Defra in 2025 established a number of formal, prescriptive design requirements for surface water management in new developments. This included a hierarchy standard and six further fixed design standards as set out below:

- Standard 1, Runoff destinations: outlines a strict discharge hierarchy and requires the provision of robust justification for selecting a lower discharge method.
- Standard 2: Management of everyday rainfall (interception): requires the first 5mm of rainfall does not result in runoff from the site to surface waters or piped drainage systems.
- Standard 3, Management of extreme rainfall and flooding: requires robust design and hydraulic modelling to manage extreme storm events and control allowable discharge rates. includes the requirement to include Urban Creep and climate change.
- Standard 4, Water Quality: requires proposed SuDS management train(s) to be based on a robust water quality risk assessment, appropriate to the pollution hazard and sensitivity of receiving waters. This must reflect industry recognised guidance, LLFA guidance and permitting requirements.
- Standard 5, Amenity: requires the proposed SuDS approach to maximise benefits for amenity through the creation of multi-functional places and landscapes.
- Standard 6, Biodiversity: requires that the SuDS design ensures biodiversity benefits have been maximised throughout the development lifecycle by creating diverse, self-sustaining and resilient local ecosystems which contribute to net gains in biodiversity, support and promote natural local habitat and species and contribute to the delivery of local biodiversity strategies and habitat connectivity
- Standard 7, Structural Integrity and Lifecycle: Demands comprehensive planning for construction, ongoing maintenance, and ultimate decommissioning. Requires planned developments provide management and maintenance plan that supports the design objectives detailed in standards 1 to 6 and ensures the performance of the surface water drainage system

2.5.4 The standards themselves are still considered non-statutory requirements however they are given greater weight by policy F8 of the NPPF which directly references their use in the drainage design of new developments.

2.5.5 Where SuDS are proposed, they should form an integral part of the site layout and design process, with sufficient space and appropriate land use planning allocated to ensure they are deliverable and effective. Designs should demonstrate how surface water will be managed across the entire development site, including consideration of exceedance flow routes, climate change allowances, and interactions with downstream drainage systems.

2.5.6 Applicants are also expected to clearly set out long-term management and maintenance arrangements for SuDS features, including identification of adoption responsibilities and how performance will be secured for the lifetime of the development. This is increasingly important given the need to ensure that SuDS continue to function effectively over time and under changing climatic conditions.

2.6 Local Planning Policy

2.6.1 Local Plans and supporting documents apply national planning policy at a local level. In the North East Lincolnshire administrative area, this is the Local Plan 2013 to 2032⁷.

2.6.2 Key policy areas relevant to flood risk and drainage include:

- Policy 33: Flood Risk
- Policy 34: Water Management

2.6.3 This Level 2 Strategic Flood Risk Assessment (SFRA) forms part of the Local Plan evidence base and should be used to

- Inform site allocation decisions within the GNLP process
- Support the drafting and refinement of Local Plan policy wording
- Guide development management decisions on planning application

⁷ North East Lincolnshire Council., 2018. Local Plan 2013 – 2032. [Online]. Available at: <https://www.nelincs.gov.uk/planning-and-building-control/planning-policy/the-local-plan/> [Accessed August 2026].

3.0 Sources of Flood Risk

3.1 Flood Risk Characteristics Across the Study Area

3.1.1 Flood risk within the study area arises from multiple sources, including:

- Fluvial flooding from rivers exceeding channel capacity
- Surface water flooding from rainfall runoff exceeding drainage or infiltration capacity
- Groundwater flooding associated with rising groundwater levels
- Tidal flooding in coastal or estuarine areas (where applicable)
- Reservoir flooding resulting from reservoir breach or failure
- Sewer flooding caused by drainage network exceedance or blockage
- Residual risks associated with flood defences, culverts, and drainage infrastructure

3.1.2 The significance of each flood source varies spatially depending on:

- Topography and elevation gradients
- Topography and elevation
- Proximity to rivers, tributaries, and tidal influence
- Geological and hydrogeological conditions
- Urban form, impermeable surfacing, and drainage capacity
- Condition and standard of flood defences and infrastructure

3.1.3 Flood risk should not be considered in isolation, as multiple mechanisms may interact during extreme rainfall or tidal conditions.

3.1.4 Surface water flooding is generally the most widespread source of flood risk and may affect both urban and rural areas, particularly where runoff is concentrated along local flow paths or depressions.

3.1.5 Groundwater flooding is typically more localised and is most likely in areas with permeable geology, shallow groundwater conditions, or prolonged periods of rainfall.

3.1.6 Tidal flood risk, where relevant, is concentrated within low-lying coastal and estuarine areas and may increase over time as a result of climate change and sea level rise.

3.1.7 Residual risks associated with flood defences and drainage infrastructure remain present across the study area, including the potential for overtopping, blockage, exceedance, or structural failure.

3.1.8 A precautionary approach has been adopted where multiple flood sources coincide or where uncertainty exists regarding flood behaviour or infrastructure performance.

3.2 Fluvial flooding

3.2.1 Fluvial flooding occurs when watercourses exceed channel capacity and overtop banks.

3.2.2 It is defined by Flood Zone classification:

- Flood Zone 3: $\geq 1\%$ annual probability

- Flood Zone 2: $\geq 0.1\%$ annual probability

3.2.3 Development within Flood Zone 3 may require application of the Sequential and Exception Tests, together with site-specific mitigation measures such as raised finished floor levels and floodplain compensation.

3.3 Tidal Flooding

3.3.1 Tidal flooding results from high tides, storm surge, and long-term sea level rise affecting coastal and estuarine areas.

3.3.2 Existing flood defences may reduce flood likelihood but can introduce residual risks associated with overtopping or structural failure.

3.3.3 Consideration should be given to defence standards, emergency access, evacuation, and long-term climate resilience.

3.4 Surface Water Flooding

3.4.1 Surface water flooding occurs when rainfall exceeds the capacity of drainage systems or the ability of the ground to absorb water.

3.4.2 1.1.16 It is typically highly localised but may occur throughout the study area, particularly within urban environments characterised by extensive impermeable surfacing.

3.4.3 1 Mitigation measures commonly include Sustainable Drainage Systems (SuDS), exceedance flow routing, and careful site layout design.

3.5 Groundwater Flooding

3.5.1 Groundwater flooding occurs where groundwater levels rise to, or above, ground level, commonly following prolonged rainfall.

3.5.2 Susceptibility is strongly influenced by local geological and hydrogeological conditions and may be difficult to predict accurately.

3.5.3 Groundwater conditions may constrain basement development and influence drainage design requirements.

3.6 Reservoir Flooding

3.6.1 Reservoir flooding represents a low-probability, but potentially high-consequence event associated with reservoir or embankment failure.

3.6.2 Where reservoir risk is identified, consideration should be given to emergency planning and safe evacuation routes.

3.7 Sewer Flooding

- 3.7.1 Sewer flooding occurs where drainage infrastructure becomes overwhelmed or blocked, often during intense rainfall events.
- 3.7.2 Sewer flooding is generally localised but may coincide with surface water flooding and increase overall flood impacts.

3.8 Residual Risk and Interaction of Flood Sources

- 3.8.1 Residual risk refers to the flood risk remaining after mitigation measures, including flood defences and drainage systems, have been taken into account.
- 3.8.2 Sources of residual risk include:
- Overtopping or breach of flood defences
 - Failure or blockage of drainage infrastructure
 - Culvert or conveyance blockage
 - Extreme events exceeding design standards
- 3.8.3 Flood risk mechanisms frequently interact, including:
- Surface water flooding coinciding with high river or tidal levels
 - Reduced infiltration due to saturated ground conditions
 - Sewer surcharge during intense rainfall
 - Loss of floodplain storage affecting drainage performance
- 3.8.4 A precautionary approach has therefore been adopted where multiple or interacting sources of flood risk and uncertainty are present.

4.0 Policy for Updating Level 1 SFRA Hazard and Breach Mapping

4.1 Data Collection Aims

- 4.2.1 The Level 1 SFRA aims to collect and review the available flood risk information across the study area and present it in a manner suitable for application of the Sequential Test by NELC. The Level 1 assessment methodology is based on the use of existing dataset where possible.
- 4.2.2 The information in this SFRA should not be considered as an exhaustive list of all available flood related data for the study area.

4.2 Existing SFRA methodology

- 4.2.3 The requirements of the NPPF for coastal hazard and breach mapping relate to the 1 in 200-year event, including an allowance for climate change. Climate change allowances should reflect the lifetime of the development, typically set at 100 years. Therefore, the ideal flood hazard mapping would be based on an updated 1 in 200-year event for the 2126 climate change epoch.
- 4.2.4 The existing SFRA uses breach modelling published in 2009 as part of the Humber Flood Risk Management Project. This modelling includes scenarios for both the present-day sea levels (2006 at the time of the modelling) and future climate change sea levels (represented by the 2115 epoch). Both the 200-year and the 1000-year storm return periods are available for each scenario. To account for climate change and to meet the NPPF requirements at the time, the existing SFRA uses the 2115 1 in 200-year scenario to estimate flood hazard across the district.
- 4.2.5 Whilst the 2115 scenario does not fully present a 100-year design life from the publication date of the existing SFRA, this approach was considered broadly appropriate at the time, based on the available information. However, as part of the upcoming Regulation 19 Local Plan review, there is a requirement to account for the difference between the 2115 dataset and the ideal 2126 scenario. The proposed allowance and its justification are set out below.

4.3 Breach Modelling Hydrology

- 4.3.1 Breach modelling involves the application of a tidal storm curve to a coastal area and simulating the removal of a section of the flood defences for a defined period of time to represent a breach event. The tidal storm curve defines the hydrology for the model. This curve is a combination of four hydrological data sources that are listed in the table below.

Data	Description	Source
Mean High Water Spring (MHWS) Tidal Curve	Describes the shape of the tidal curve.	Admiralty Tide Book V
Peak Water Levels	Present-day peak water levels for design return period events used to scale the tidal curve.	UK Government Shapefile Data Set.
Surge Profile	Storm Surge shape to apply to the tidal curve.	UK Government Shapefile Data Set.

Data	Description	Source
Sea Level Rise	Sea level rise (mm/year) used to scale up peak water levels to design future epochs.	UK Government Website.

Table 4.1: Breach Modelling Hydrology Methodology

4.4 Proposed Solution and Justification

- 4.3.2 To account for the difference between the available 2115 1 in 200-year model results and the ideal 2136 1 in 200 scenario recommended by the NPPF, a conservative proxy approach has been adopted.
- 4.3.3 The 2115 1 in 1000-year breach scenario has been used as a precautionary substitute for the 2136 1 in 200-year climate change scenario. This approach reflects the additional sea level rise not captured within the existing modelling and provides a conservative representation of extreme flood conditions.
- 4.3.4 The calculations below set out the suitability of this approach. This calculation considers the full methodology followed to derive the hydrology, and specifically the extreme future sea level, used in the available 2115 1 in 1000 year scenario and compares it with fresh calculations using the latest information and guidance for the ideal 2136 1 in 200 year extreme future sea level.
- 4.3.5 The 2115 1 in 1000 year data set was derived as part of the 2010 Mott MacDonald Northern Area Tidal Modelling (herein referred to as the 2010 model). For those breach locations along the North East Lincolnshire Coastline the 2010 model uses interpolated extreme water from Immingham gauge in the north west on the edge of the North East Lincolnshire boundary, to the Great Eau gauging point approximately 16km to the South East close to Saltfleet. The levels at Immingham are higher than at the Great Eau and therefore this interpolation between extreme water levels results in a 200mm fall from west to east across the breach locations along the North East Lincolnshire Coastline.
- 4.3.6 Taking into consideration this fall in levels across the coastline and the breach locations impacting the site the average 2006 1 in 200 year extreme water level is 4.95 m AOD and the average 2006 1 in 1000 year extreme water level is 5.24 m AOD.
- 4.3.7 The 2010 model uses the UKCP09 sea level rise rates as shown in the table below:

Year	Net Sea Level Rise (mm/yr)	Calculated Sea Level Rise (m)
2006 - 2025	4	0.08
2025 - 2055	8.5	0.26
2055 - 2085	12	0.36
2085 - 2115	15	0.45
Calculated total sea level rise (2006-2115)		1.14

Table 4.2: 2010 modelling UKCP09 Sea Level Rise Allowances

- 4.3.8 When paired with the averaged extreme water levels the future 1 in 200 year and the future 1 in 100 year are calculated to be 6.10 m AOD and 6.39 m AOD respectively. The calculations used to derive these levels are shown in Table 4.3.

Year	Cumulative Sea Level Rise (m)	1 in 200 year	1 in 1000year
2006	0	4.95	5.24
2025	0.08	5.03	5.32
2055	0.34	5.29	5.58
2085	0.70	5.65	5.94
2115	1.15	6.10	6.39

Table 4.3: 2010 model 2115 Extreme Sea Level Rise Calculations

- 4.3.9 To compare with the 2010 values the methodology has been repeated using the latest data sets. In 2026 the most up to date extreme water levels for the coastline are using the EA 2018 Extreme Sea Levels GIS Data Set and the most up to date, upper end sea level rise information from the UK Government website accessed August 20268. Sea level rise data is shown in Table 4.4.

Year	Net Upper End Sea Level Rise (mm/yr)	Calculated Upper End Sea Level Rise (m)
2017 – 2035	6.7	0.121
2036 – 2065	11	0.319
2066 – 2095	15.3	0.444
2096 – 2125	17.6	0.510
2126 – 2136 ⁹	17.6	0.158
Calculated total sea level rise (2017–2136)		1.545

Table 4.4: 2026 Upper End Sea Level Rise Allowances

- 4.3.10 The normal and the C2 averaged extreme water levels have been taken from the North East Lincolnshire Coastline 2017 EA Extreme Sea Levels data base. The 1 in 200 year extreme water level for the normal distribution is 4.87 m AOD and the C2 distribution is 5.20 m AOD. Table 4.5 below summarises the calculation using these extreme water levels for the future epoch.

Year	Calculated Upper End Sea Level Rise (m)	1 in 200 year Normal Distribution	1 in 200 year C2 distribution
2017	0	4.87	5.20
2025	0.114	4.98	5.31
2055	0.433	5.30	5.63
2085	0.877	5.75	6.08
2115	1.387	6.26	6.59
2136	1.545	6.42	6.75

Table 4.5: 2036 Extreme Sea Level Calculations

- 4.3.11 Therefore, an updated 1 in 200 year storm event for the 2136 epoch along the North East Lincolnshire coastline would on average be between 3mm and 360mm higher than the current 2115 1 in 100 year data set. Whilst this means that present day risk is higher than what is shown in the 2115 1 in 1000 year data set, it is recommended that the data set is used but that developers are advised to consider a minimum of 350mm extra on depths shown.

⁸ <https://www.gov.uk/guidance/flood-risk-assessments-climate-change-allowances#sea-level-allowances>

⁹ This time bracket is beyond the current available forecasted values. It has been assumed the same sea level rise as the last available bracket.

- 4.3.12 It is important to note that the increase as a result of altered hydrology is calculated to the sea ward side of the breach. As the breach water diffuses away from the breach opening so to does the level of impact as other factors such on flow dynamics become more and more important. This means that water levels at the edge of the breach flood plain at the furthest points away from the breach opening will not be the full 360mm below the estimated 2136 l in 200 year value, and are likely to be closer. Without full detailed remodelling of the breach scenarios this difference is unknown and therefore the 360mm is used instead within the allowances for freeboard and site setting.
- 4.3.13 This method is considered appropriate for strategic planning purposes, subject to agreement with the Environment Agency, and acknowledges inherent uncertainty in long-term coastal projections.

DRAFT

5.0 Updated Level 1 Recommendations for NELC Expectations for Planning Applications

5.1 Flood Risk Assessment Requirements

5.1.1 In accordance with national policy and guidance, a site-specific Flood Risk Assessment (FRA) is required for:

- All development in Flood Zones 2 and 3: Where development is proposed within medium- and high-risk flood areas, a FRA is required to demonstrate that the proposal is safe for its lifetime, will not increase flood risk elsewhere, and where possible will reduce overall flood risk through appropriate mitigation and design.
- Sites in Flood Zone 1 exceeding 1 hectare: Large sites in low probability flood areas require assessment due to their potential to increase surface water runoff, alter drainage patterns, and cumulatively affect downstream flood risk, even where fluvial flood risk is minimal.
- Sites affected by other sources of flooding (e.g. surface water): Where development may be impacted by surface water, groundwater, sewer flooding, or artificial sources, a FRA is required to assess these risks and ensure that appropriate mitigation, drainage design, and resilience measures are incorporated.

5.1.2 FRAs must:

- Assess all sources of flood risk: This includes fluvial, tidal, surface water, groundwater, sewer flooding, and reservoir or infrastructure failure, as well as interactions between these sources and cumulative impacts.
- Incorporate climate change allowances: Assessments must apply the latest climate change allowances to account for the increased frequency and severity of flood events over the lifetime of the development, in line with national guidance.
- Demonstrate safe development for its lifetime: The FRA must show that occupiers will not be placed at unacceptable risk from flooding, including consideration of structural safety, flood depths, velocities, and duration of inundation.
- Include mitigation and emergency planning measures: Where risk is identified, the FRA must set out proportionate mitigation measures such as finished floor levels, flood-resilient design, sustainable drainage systems (SuDS), safe access and egress routes, and emergency response arrangements.

5.2 Mitigation Hierarchy

5.2.1 All development proposals must follow the mitigation hierarchy:

- **Avoidance:** Locate development in lowest risk areas - This prioritises steering development away from flood risk areas wherever possible, ensuring that site layout and land use planning minimise exposure to all sources of flooding at the outset.
- **Substitution:** Place less vulnerable uses in higher-risk areas - Where avoidance is not fully achievable, the most vulnerable land uses should be directed to the lowest-risk parts of a site, while less vulnerable or water-compatible uses are placed in areas of greater flood risk.

- **Mitigation:** Apply design measures to manage residual risk – Where residual risk remains, appropriate mitigation measures must be incorporated into site design to ensure safety, including structural resilience, flood storage compensation, and drainage improvements.

5.2.2 Mitigation measures must not be used to justify inappropriate development in high-risk areas unless the Exception Test is satisfied, ensuring that residual risk is fully understood, justified, and managed to an acceptable level.

5.3 Residual Risk and Emergency Planning

5.3.1 Policy requires that residual risks are fully considered, including:

- Defence failure or overtopping – Assessment must consider the possibility of structural flood defences failing or being overtopped during extreme events, including the consequences for site safety and surrounding areas.
- Extreme exceedance events – Development must account for events that exceed design standards of existing drainage and flood management systems, including surface water exceedance pathways and overland flow routes.
- Infrastructure failure – The potential failure of pumping stations, culverts, sluices, or reservoirs must be considered, alongside the potential knock-on impacts on site flooding and surrounding receptors.

5.3.2 Development proposals must include:

- Safe access and egress strategies – Routes must be identified and demonstrated to remain safe during flood events, allowing occupants to evacuate or access the site emergency services without exposure to unacceptable flood hazards,
- Emergency planning and evacuation procedures – Proposals must include site-specific emergency response measures, including flood warning response actions, evacuation plans, and occupant safety procedures, and
- Alignment with local authority emergency plans and EA warning systems – Emergency planning must be consistent with wider strategic arrangements to ensure coordination with statutory responders and early warning systems.

5.3.3 The minimum requirements for a robust FRA are as follows:

- Be undertaken by competent person (e.g. Chartered CIWEM or ICE professional with relevant flood risk experience), at an early stage in the planning process,
- Consider and quantify all sources of flooding (whether from natural and human sources and including joint and cumulative effects) and identify flood risk reduction measures,
- Be supported by appropriate up to date data, including historical flood records,
- Consider the vulnerability of site users,
- Demonstrate of the Sequential and Exception Tests (where required),
- Consider the effects of flood risk management infrastructure, including potential failure scenarios,
- Assess a range of flooding events, including extreme events, and
- Assess residual risk and demonstrate its acceptability

- Provide arrangements for safe access and egress from the development at the time of a flood event including residual risk events.
 - Identify measures required to reduce the effects and risk of flooding to the development (where a site is found to be at risk of flooding as part of a site specific FRA) and also measures required to ensure no flood risk off-site, including discussion of the adequacy of these measures in the context of the site and proposed development.
- 5.3.4 All developments must demonstrate compliance with the Sequential Test and, if required the Exception Test. The Flood Risk Vulnerability Classifications (Annex F: Flood risk vulnerability classification of the NPPF) and the Flood Risk Vulnerability and Flood Zone form the basis of the Sequential Test.
- 5.3.5 Where the Exception Test is required, it must be demonstrated that :
- The development provides wider sustainability benefits to the community that outweigh flood risk, and
 - The development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.
- 5.3.6 The PPG states that:
- 'The Exception Test is not a tool to justify development in flood risk areas when the Sequential Test has already shown that there are reasonably available, lower risk sites, appropriate for the proposed development. It would only be appropriate to move onto the Exception Test in these cases where, accounting for wider sustainable development objectives, application of relevant local and national policies would provide a clear reason for refusing development in any alternative locations identified. Table 2 sets out the circumstances when the Exception Test will be required'.*
- 5.3.7 The Development Road and Sustainable Drainage Specification¹⁰ and Lincolnshire Development Roads and Sustainable Drainage Design Approach¹¹ set out the requirements for managing flood risk within developments, including consideration and mitigation of flooding that the development, including highway infrastructure, must comply with. These documents identify the need for Sustainable Drainage Systems (SuDS) to be considered and implemented where appropriate.
- 5.3.8 Developer should also be aware that SuDS information must be submitted at the planning stage where development may alter site drainage on where flood risk is present (Flood Zone 2 or 3, or at risk of surface water flooding).

¹⁰ Lincolnshire County Council., 2021. *Development Road and Sustainable Drainage Specification*. [Online]. Available at: <https://www.lincolnshire.gov.uk/downloads/download/62/development-road-and-sustainable-drainage> [Accessed April 2026].

¹¹ Lincolnshire County Council., 2021. *Lincolnshire Development Roads and Sustainable Drainage Design Approach*. [Online]. Available at: <https://www.lincolnshire.gov.uk/downloads/download/62/development-road-and-sustainable-drainage> [Accessed April 2026].

6.0 Conclusions and Recommendations

6.1 Updates to Level 1 SFRA

- 6.1.1 This SFRA Addendum collates updated data on potential sources of flood risk since the publication of the level 1 SFRA in 2021/2022 and presents this through updated mapping in the appendices. This mapping, alongside the supporting information in this report, should be used to inform the application of the sequential approach to flood risk, including the Sequential Test where required, in conjunction with the existing SFRA and in continued reference to the latest UK Government policy documents.
- 6.1.2 Both this Addendum, and the existing SFRA are live documents intended to be updated periodically as new information and guidance becomes available. They have been prepared using the best available information at the time. The conclusions may not remain valid if new data becomes available. It is the responsibility of the user to ensure they are using the most up-to-date information and, where necessary, to undertake site-specific assessments such as flood risk assessments or climate change modelling.
- 6.1.3 Future SFRA updates should include the following:
- Updates to the Flood Map for Planning and Long Term Flood Risk Maps,
 - Updates to existing or new detailed hydraulic modelling, including climate change scenarios,
 - Updating the functional floodplain, including areas used for compensatory floodplain storage,
 - Updates to defence and asset information, including completed and proposed flood alleviation schemes, and
 - Results from any future flood risk studies such as Local Flood Risk Management Plans and/or Section 19 Flood Investigations.

6.2 Requirements for Level 2 SFRA

- 6.2.1 The Level 1 Addendum identifies the need for further detailed assessments to be undertaken of allocated developments sites. This include sites previously assessed under older flood mapping, which are now shown to be at increased risk due to the updated flood extents and breach modelling requirements. Additionally, updates the NPPF and PPG require a broader application of the Sequential Test.
- 6.2.2 The Level 2 report should also include assessment of the likelihood that coastal defences will continue to provide the current standard of protection against tidal flooding in light of the proposed changes to the process for securing the relevant funding. This includes any maintenance and replacement of defences needed to prolong functional lifetime taking into account the effects of sea level rise.

APPENDICES

APPENDIX A

EA Flood Map for Planning – Changes in Flood Zone 2



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KEY:

-  SITE BOUNDARY
-  FLOOD ZONE 3
-  FLOOD ZONE 2
-  FLOOD ZONE 1
- CHANGE IN FZ2
-  ADDED
-  REMOVED



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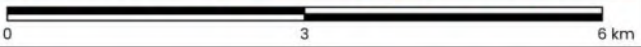
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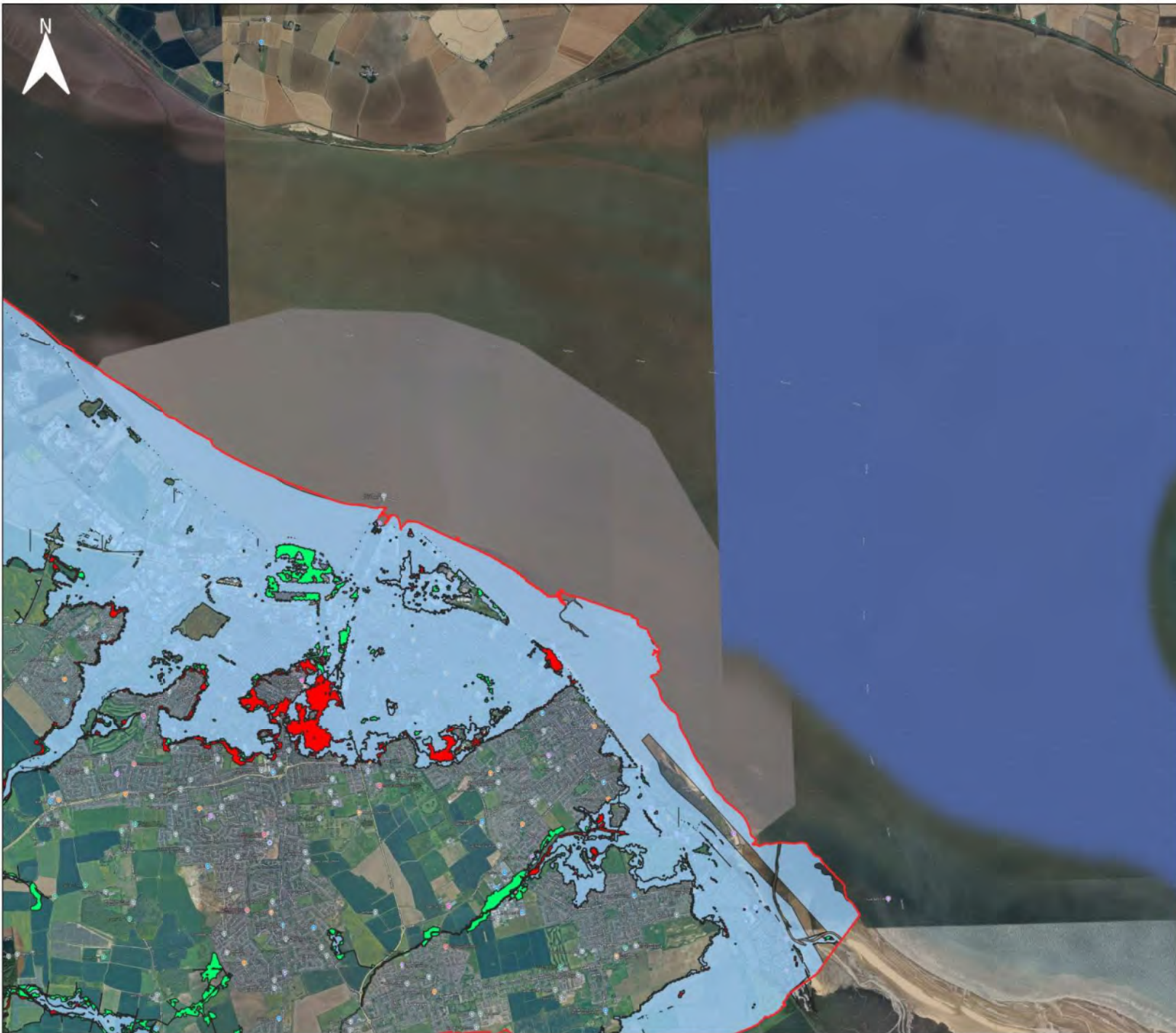
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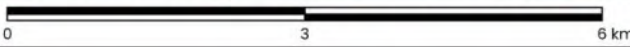
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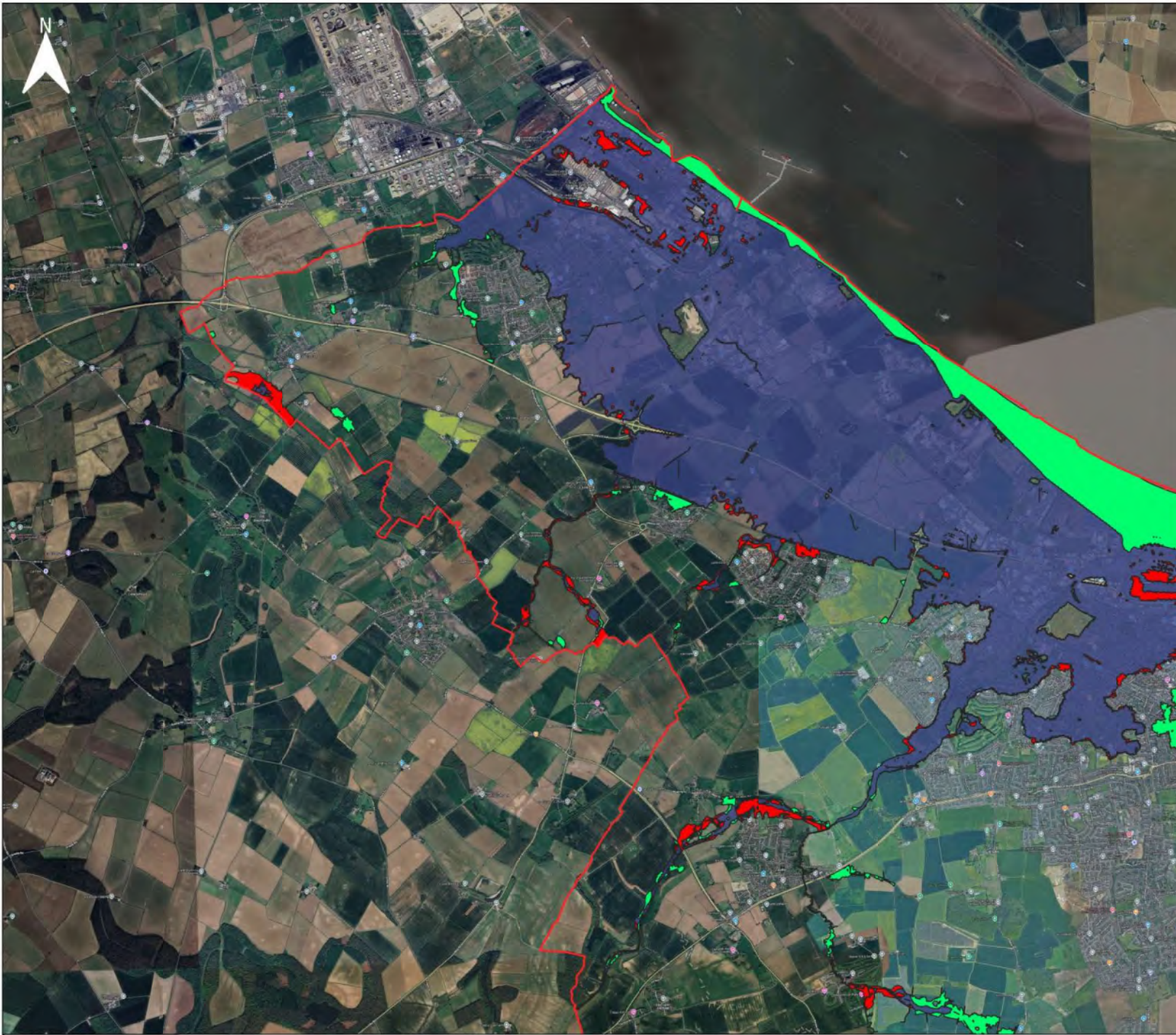


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APPENDIX B

EA Flood Map for Planning – Changes in Flood Zone 3



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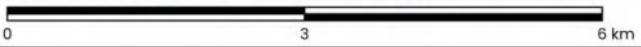
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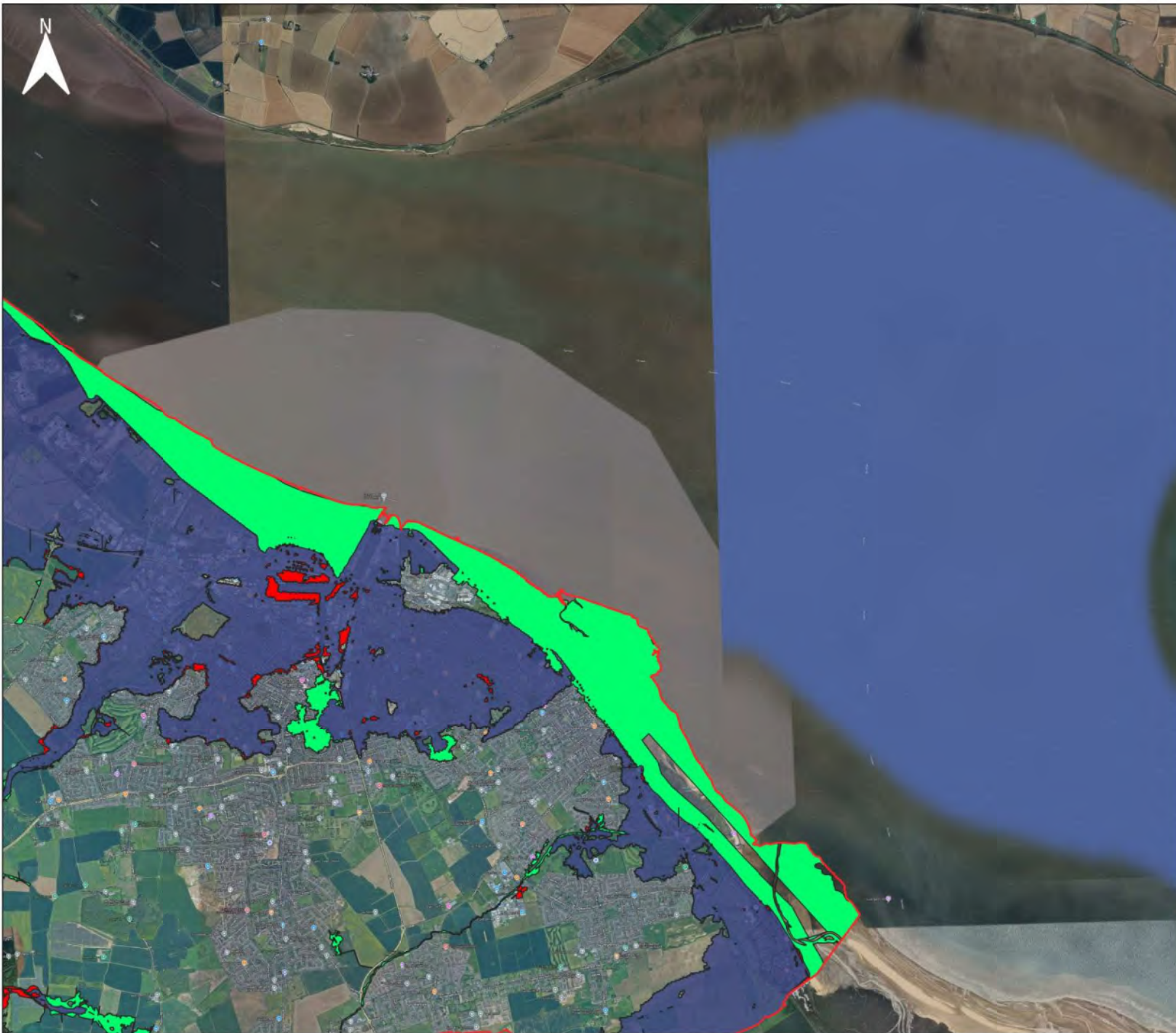
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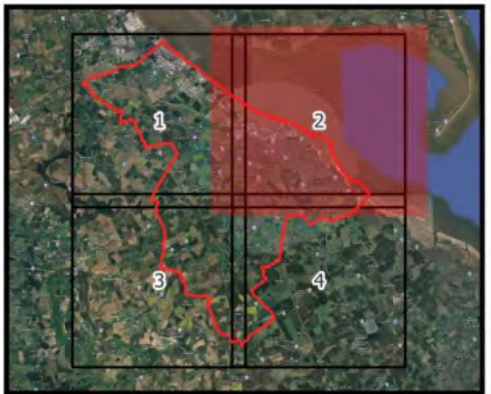
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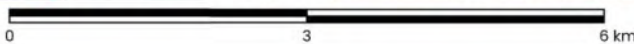
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KEY:

- SITE BOUNDARY
- FLOOD ZONE 3
- CHANGE IN FZ3**
- ADDED
- REMOVED



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CHANGE IN FLOOD ZONE 3

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APPENDIX C

EA Flood Map for Planning – Updated Map



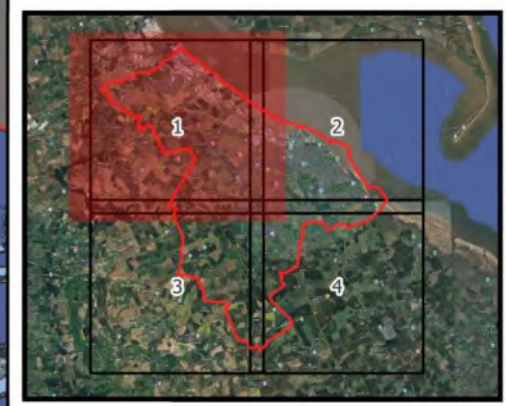
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KEY:

- SITE BOUNDARY
- FLOOD ZONE 2
- FLOOD ZONE 3



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FLOOD MAP FOR PLANNING - 2026

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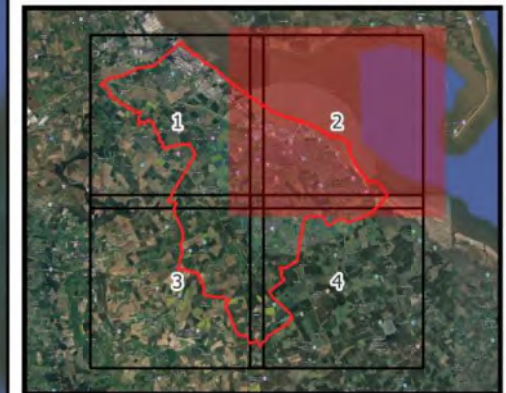
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KEY:

-  SITE BOUNDARY
-  FLOOD ZONE 2
-  FLOOD ZONE 3



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KEY:

-  SITE BOUNDARY
-  FLOOD ZONE 2
-  FLOOD ZONE 3



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KEY:

- SITE BOUNDARY
- FLOOD ZONE 2
- FLOOD ZONE 3



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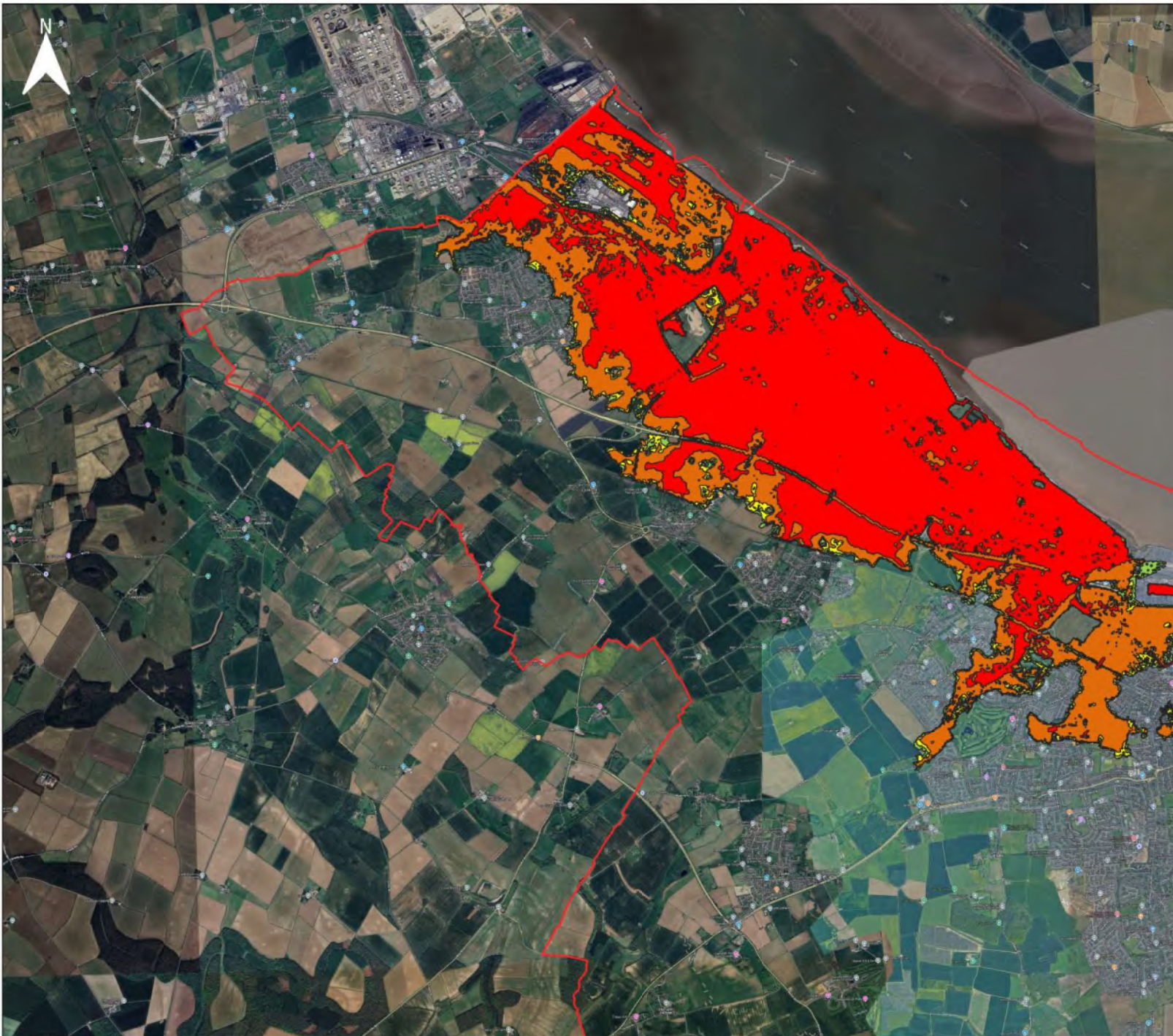
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APPENDIX D

Breach Hazard Mapping – 2115 1000 Year Hazard



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KEY:

- SITE BOUNDARY
- NEL_Hazard_2115_1000
- Low Hazard
- Danger For Some
- Danger For Most
- Danger For All



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2115 HAZARD MAPPING

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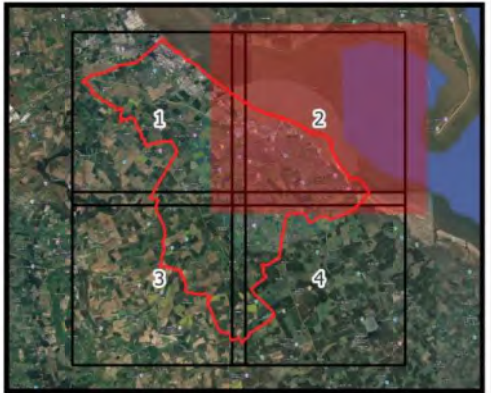
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KEY:

-  SITE BOUNDARY
- NEL_Hazard_2115_1000
-  Low Hazard
-  Danger For Some
-  Danger For Most
-  Danger For All



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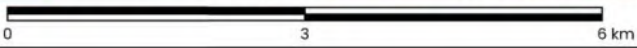
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KEY:

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- Low Hazard
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2115 HAZARD MAPPING

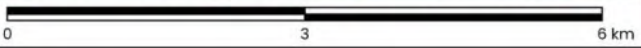
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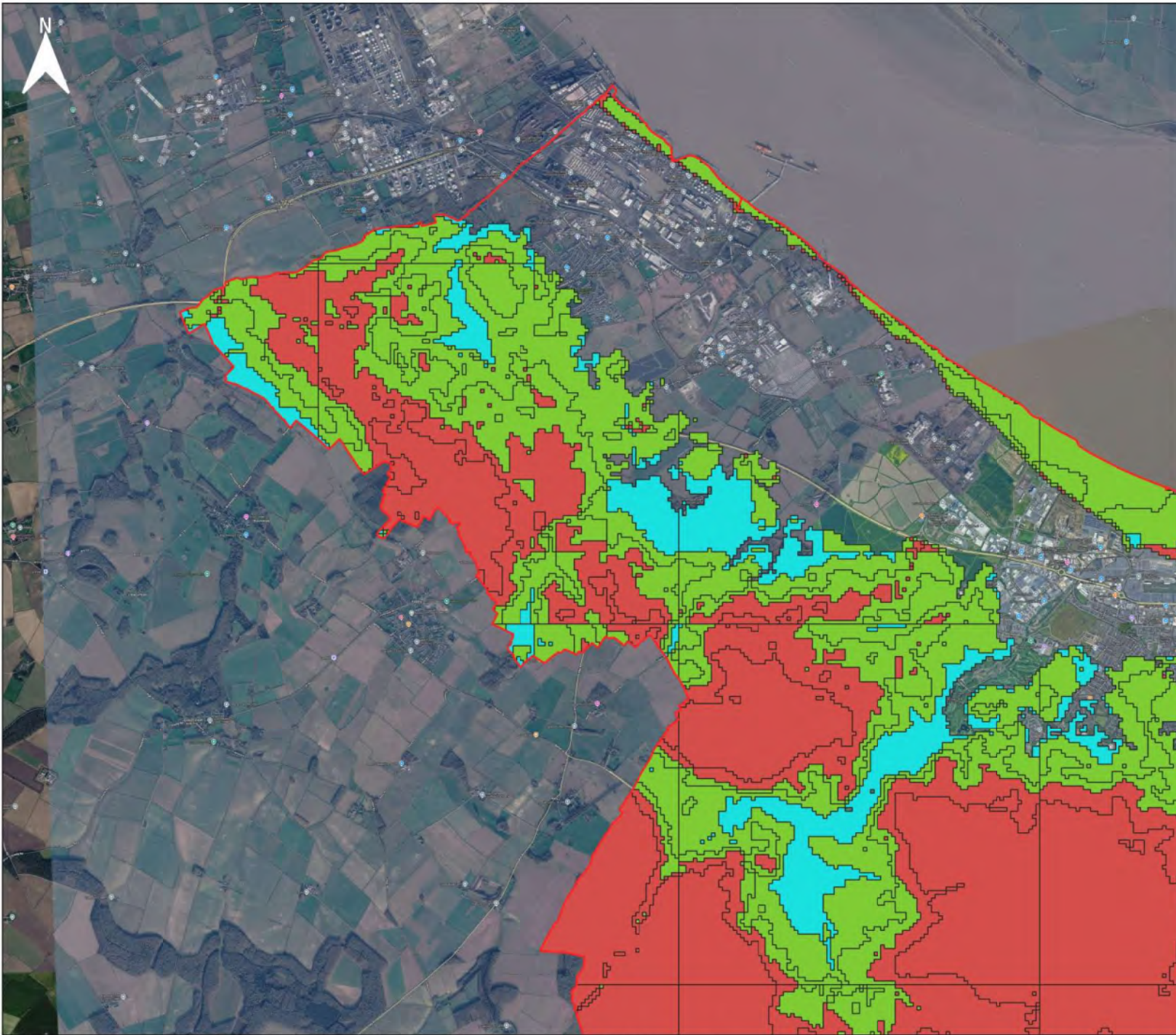
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APPENDIX E

Groundwater Flooding



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KEY:

- SITE BOUNDARY
- GROUND WATER FLOOD RISK**
 - Limited potential for groundwater flooding to occur
 - Potential for groundwater flooding of property situated below ground level
 - Potential for groundwater flooding to occur at surface



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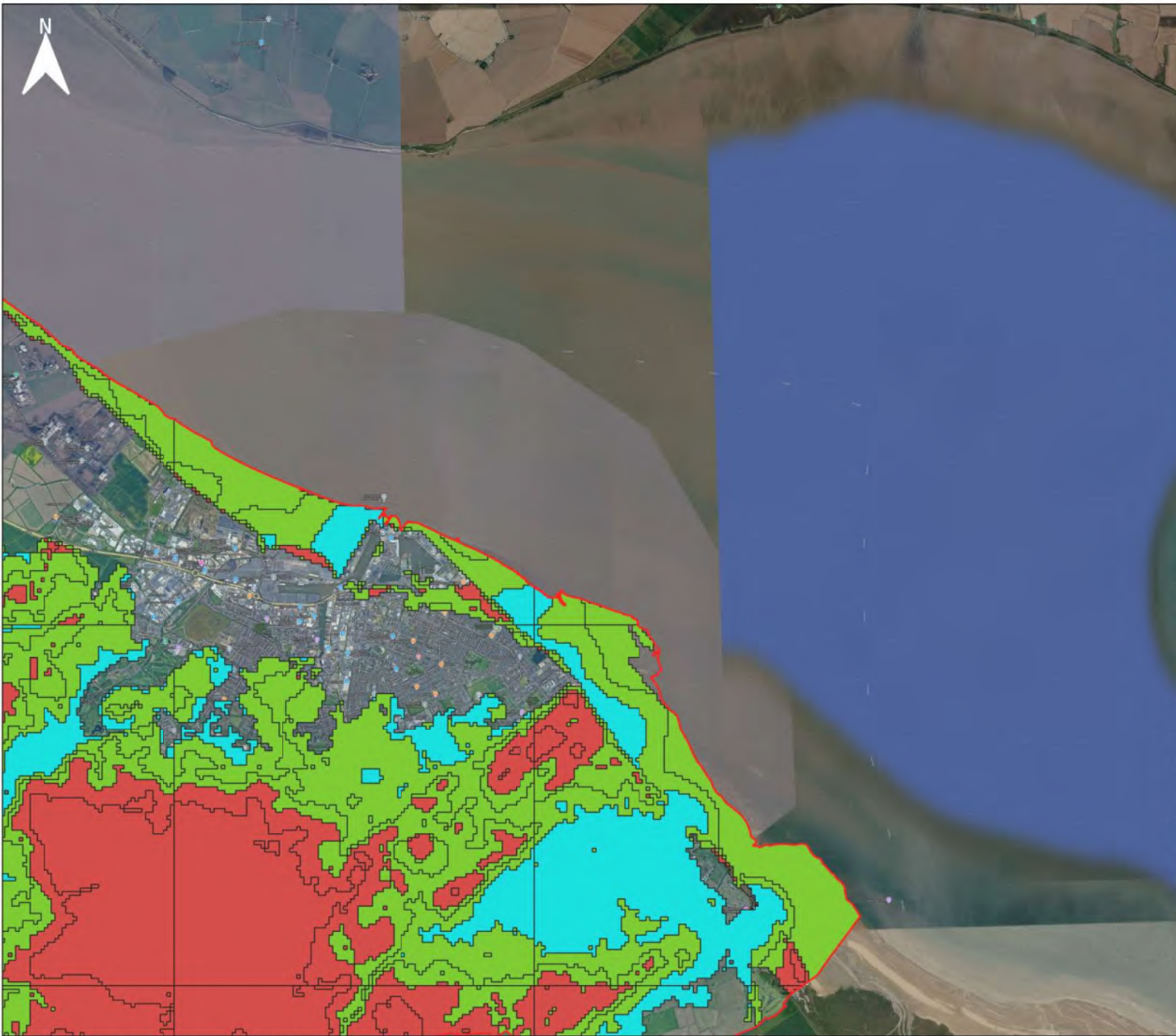
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KEY:

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- GROUND WATER FLOOD RISK
- Limited potential for groundwater flooding to occur
- Potential for groundwater flooding of property situated below ground level
- Potential for groundwater flooding to occur at surface



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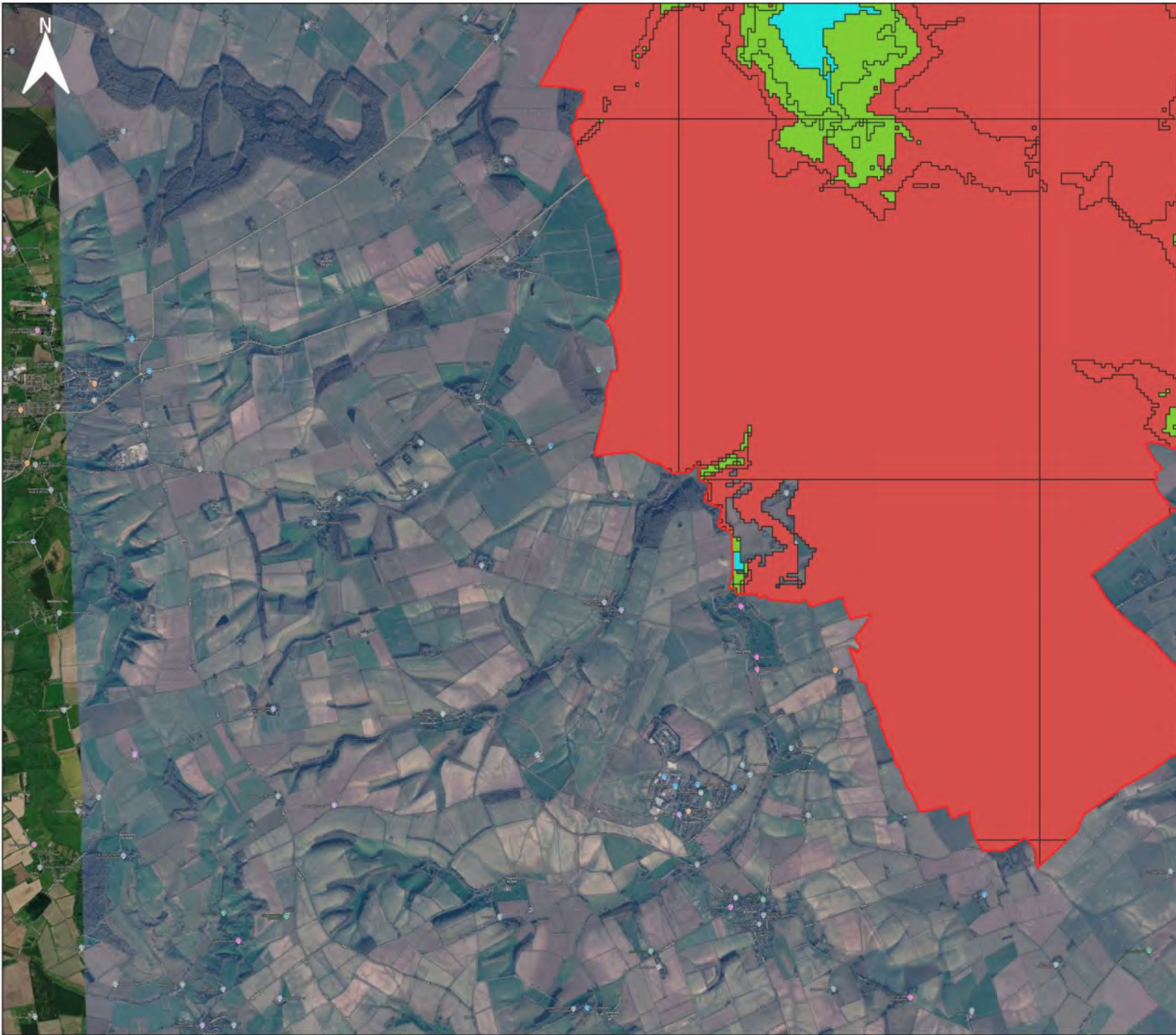
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KEY:

- SITE BOUNDARY
- GROUND WATER FLOOD RISK
 - Limited potential for groundwater flooding to occur
 - Potential for groundwater flooding of property situated below ground level
 - Potential for groundwater flooding to occur at surface



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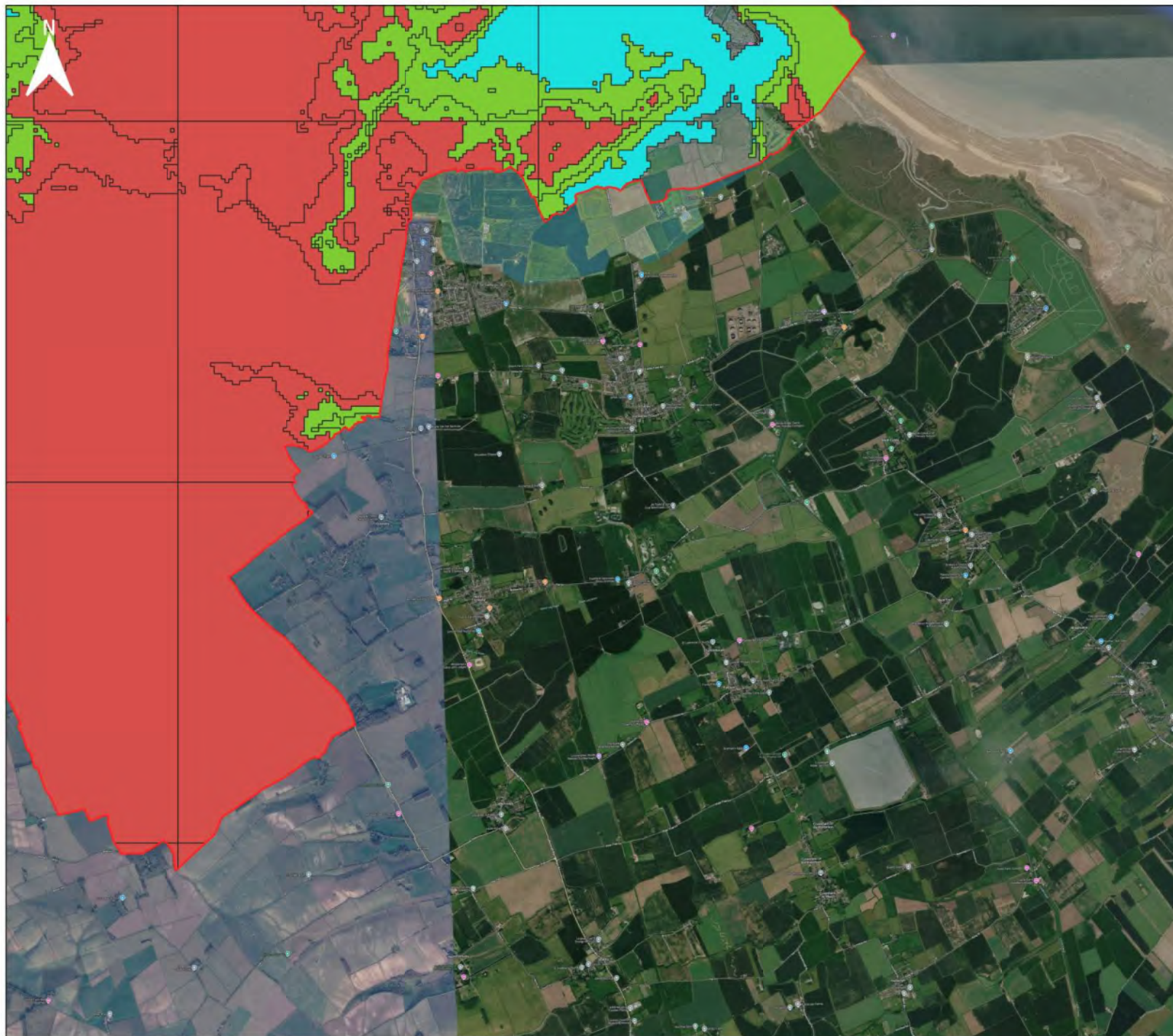
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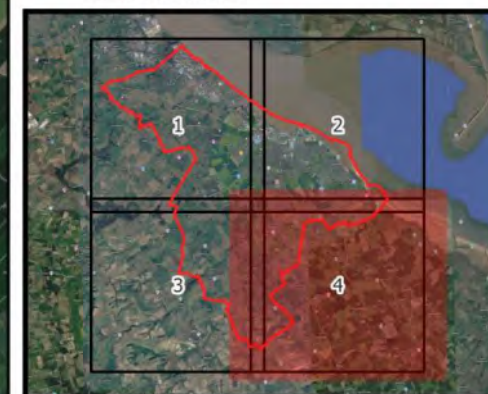
SITE BOUNDARY

GROUND WATER FLOOD RISK

Limited potential for groundwater flooding to occur

Potential for groundwater flooding of property situated below ground level

Potential for groundwater flooding to occur at surface



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