Cumbria Strategic Flood Partnership

An Interim Strategy March 2020

Millom: Hodbarrow Flood 2015

Prize-winning entry for Cumbria Community Foundation post-Desmond competition

Cumbria's flood protection gains traction

Cumbria Strategic Flood Partnership
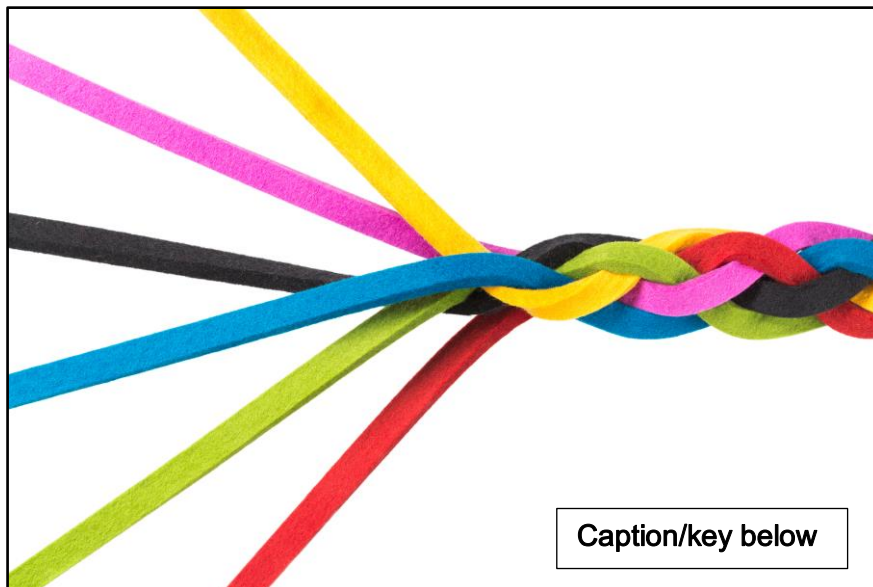
An Interim Strategy
March 2020

Cumbria's flood protection gains traction

Combining talents & perspectives

Innovative evidence-based braiding[1] to reduce upbraiding[2]

Caption/key below

PEOPLE & COMMUNITY WELLBEING & IDEAS

WATER MANAGEMENT TECHNIQUES & SKILLS

GOVERNANCE, KNOWLEDGE MANAGEMENT & COMMUNICATION

ECONOMY, EDUCATION, HEALTH & LIVELIHOODS

ENVIRONMENT, HERITAGE & COUNTY REPUTATION

RESOURCES, VOLUNTEERS, TRUST -- & UNCERTAINTY

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[1] *Used for the strongest rope, the most versatile laces, spiritually-significant 'corn-dollies' and supremely delicate and elegant hairstyles in many cultures for over 25 000 years. Now also used for fibre composites in aerospace, ship and automobile construction and in water management products*

[2] *Admonition, originally derived from symbolic reduction of military rank or honorifics signified by ribbons and braided tassels. Now extends more generally to responses to seriously letting people down*

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FIGURES & TABLES

The next time it rains the children are afraid. /Rain had proved a hard master, /had beaten them with angry fists…. now, when rain drums
/ on the asphalt roof, eyes/grasp each other/ like drowning men.

From: *The next time it rains,* 2015, Clare Proctor, a school teacher and one of the Brewery Poets from Kendal

We listened carefully……
A multi-stakeholder task group has developed this Interim Strategy, drawing heavily on outputs of December's Strategy Workshop at Rheged, prompted by questions like: - *How well does the draft mission statement reflect the common ground between us for the next 5-10 years? Are the draft objectives the right ones? Are there any improvements or gaps? What culture do we need to have in place if this mission is to be met? What changes could be considered to improve the structure and operation of the Partnership itself? What information could we better share? How can ideas and views be more effectively shared between communities and those with formal decision-making or delivery roles? How could we deliver work/projects better together?*

Informed responses from Partners taking part in the Rheged Workshop included:
be more positive & ambitious ; more of an open, curious mind-set; honest, stronger; collaborate; build trust; be inclusive; generate more creative thinking; permissible to challenge & try new things; empowerment; clear, confident, committed enough to take action; learn from mistakes; prioritise people & funding; reservoirs & lakes; climate change; drainage and sewerage plans. How & where money is spent across catchments; those impacted want to feel heard; better manage tensions; wellbeing neglected; collectively learn; be outward-looking; movement & pace.

The multi-stakeholder task group (STG) are: -
Richard Denyer, Independent Chair
Rhuari Bennett, 3KQ (independent third party facilitators)
John Kelsall, CRAGG
Doug Coyle, Cumbria County Council
Carolyn Otley, Cumbria Council for Voluntary Service
Stewart Mounsey, Environment Agency
Kate Luxton, Environment Agency
Anthony Lane, CSFP Coordinator

Chapter 1

INTRODUCTION

Formed in 2017, the Cumbrian Strategic Flood Partnership (CSFP) comprises a representation from the local community action groups along with a range of Third Sector bodies and key public organisations. We are an independent partnership established to promote flood risk reduction through understanding of the flood risk, collaborative working, and community focus across Cumbria.

Navigating the rapids – and the sluices
Storm Desmond in December 2015 is estimated to have cost Cumbria between £1.3bn and £1.9bn. Along with the havoc wreaked on the county's complex infrastructure for transport, utilities, heritage, education and tourism, there were direct costs to businesses of some £600m and to residential property owners of almost £400m.
Yet even these enormous costs are overshadowed by the long-term impact on the wellbeing and livelihoods of communities and people of all ages across the county, some still fearing for their lives every time it rains. More than 6,000 homes and businesses were flooded. However, Desmond was a repeat in scale to previous major floods across Cumbria in the last 15 years.

Varying viewpoints, many look-outs
Drawing on their renowned determination and plain speaking in the face of challenging conditions, Cumbrians resolved to seize the initiative and work together to try and share information, coordinate funding and provide communities with a single point of contact. Flood Action Groups were formed or revitalised the length, breadth, and height of Cumbria. In order to encourage new ideas and ways of doing things, and arrive at a shared vision for water management, the partners agreed to share views openly, honestly and in a thoughtful way, listening to feedback from each other. After extraordinary efforts from many sectors and parishes, districts, agencies and authorities, the main elements of a county-wide action plan emerged, underpinning a strong desire to combine the many different competences and skills found among the various existing players including communities. (Cumbria Flood Action plan 2016 devised on the back of the wide community meetings organised by MP Rory Stewart).

Pooling experience, flow of ideas
However, experience has shown that informality, generalised goodwill and a relatively short-term focus on action do not provide a sufficiently firm basis for bringing about the transformational step changes needed, especially in the face of a rapidly-changing world. In CSFP at present many excellent ideas appear to be communicated only by chance, if at all. Many potentially interested and knowledgeable parties are not engaged. Feelings of anger and frustration persist in many communities, whilst bewilderment at such reaction is evident among some in the official bodies. We need a better way of working together to the same goals, within the same constraints. Much of CSFP's potential seems to be unrealised.
So in order to 'raise the game', take the long view and aim to be ahead of the curve, the Partners decided a strategy was needed. To spearhead this they sought an independent chair, with experience of creating and running organisations that help to build individual and collaborative relationships across the boundaries of sector and occupation, and open new doors.

Confluence of knowledge and tradition: potential energy and emerging currents
For CSFP, the exchange of data, ideas and other information has always been fundamental to its existence. So also is the development of shared approaches based on Cumbria-specific experience, constraints and aspirations. Capturing, discussing and building on new ideas and perspectives generated in the current strategic review is not a trivial task. Nor is coordination of implementation across communities and catchments. The 'single point of contact' often seems unknown both locally and across the fell or plain by those who are not already keyed into relevant networks. The same goes for citizen knowledge of specialist or local interests or expertise of agencies, trusts, third sector bodies and even sometimes Councils. Unfortunately, in the absence of opportunities to elicit and share constructive ideas, they are all too often reduced to trading harsh words of incomprehension. Clear and rapid mechanisms are needed, or the supply of goodwill and patience will evaporate quickly. An effective, accessible and searchable archive must underpin all this and inform many of the solutions being considered by different partners, using the best available technology.

Channelling enthusiasm and concern – but not to any old port in a storm
To identify and provide focus on agreed priorities and goals, having a clear strategy is essential. But if too prescriptive at the outset, strategies can inhibit evolution and the search for deeper understanding. Strategies are best when at first they mainly set the direction, target speed of travel, and vehicle specification. Starting with the last of these, CSFP suffers from being currently an unincorporated body with somewhat ill-defined accountability. Not being a legal entity makes it incapable of raising funds, or developing effective governance or delegatory structures, or of entering into partnerships itself. Remedying that inevitably becomes a key priority so other necessary changes have adequate legitimacy. These include attracting leaders and supporters from all walks of life capable of simultaneously addressing the protection of Cumbrian lives and livelihoods, while wielding the sort of collective influence, advocacy and constructive challenge needed to transform the way Cumbrian flood risk is perceived and managed. That higher profile in turn will help in the search for improved understanding of the way water behaves under complex Cumbrian conditions, and potential options for ensuring flood risk reduction is never relegated to the status of an optional extra. From clouds to estuaries, there are many different perspectives on Cumbrian drainage, and it is important that CSFP's culture allows for respectful questioning and disagreement, within an evidence-based context. There must be no 'off-limits' topics, provided flood risk reduction, CSFP's reason for existence, remains paramount. Ultimately the goal must be to marry the best appropriate global science and technology with the largely forgotten wisdom and acute analysis of the women, men and communities who have spent decades keeping local becks, gills, dykes, tarns and rivers under close observation so as to optimise or avoid water's life-giving and life-threatening power.

A sea-change
This Interim Strategy has been put together by the CSFP Strategy Task Group at the request of the CSFP Board. Contributory ideas came from many quarters, including a most valuable Strategy Workshop held at Rheged in December 2019. Although endorsed in principle by the Board on 10 March 2020, it will be subject to further discussion before returning for formal acceptance within 3 months. After subsequent widespread consultation, the intention is to produce and launch a definitive Strategy by the end of 2020. The planned Timeline appears in Chapter 8 below.

Action now
We must see action, but the CSFP will get nowhere fast without the structures and resources to give all our subsequent work legitimacy and pace. We must therefore first formalise the Board and secure resources so we can get on to pursuing our mission, which is discussed in the next chapter

Chapter 2

PROGRESS SINCE 2015

… The water had slipped away and left its mark/on the walls of our fortress. / Beneath the bridge a tree's corpse/ clonked on the current against the arch, / holding back bushes and weed. // Today I could see to empty the freezer, / I tried to go over to buy milk and bread. /'You cross at your own risk'/ said a policeman on guard over/ mud-soaked furniture and TVs.

From: Hilary Tattershall, of Cockermouth, on Storm Desmond and Gote Bridge, 2015.

Cumbria Flood Partnership (CFP) 2016 to 2017

Following devastating floods in December 2015, local MP and Flood Minister, Rory Stewart brought communities, businesses, organisations and Risk Management Authorities together to form a new Cumbria Floods Partnership. In June 2016, after one initial meeting the Cumbria Flood Action Plan was published, identifying a new focus for flood risk management in Cumbria set on 5 working principles: -

- Collaborative working;
- Catchment approach;
- Integrated solutions;
- Community-focussed decision-making;
- Evolution and learning.

The plan looked to set-out what was needed to be done in the short, medium and long term. By spring of 2019, 81% of all the actions within the Plan had been completed.

Cumbria Strategic Flood Partnership (CSFP) 2017 to date

The legacy of CFP needed to be continued and therefore the strategic partnership already formed between flood risk management partners including the Environment Agency, United Utilities, Cumbria County Council and District authorities looked to take on the flood title and transform the CFP into Cumbria Strategic Flood Partnership. This involved moving from a board of 12 people to a new Board of 25 plus. This new partnership took on the mantle of the 5 working principles established in the CFP. New partnership members included farmer unions, environmental river trust charities, landowners, private companies, all with a common goal: To look at the evidence and potential funding sources to find flood solutions for defences, resilience, maintenance, upstream management and water level management boards, so they could work together to help communities at risk of flooding. The principle of community focussed decision-making meant communities were invited to be represented at all levels of CSFP.

A key sub group formation was to combine the existing Catchment Based Approach (CaBA,) managed by the rivers trusts and the Risk Management Authorities (Local authorities, Environment Agency, United Utilities, Highways England etc.). With support from the North West Regional Flood and Coastal Committee (NWRFCC) funding was provided to create Catchment Management Groups (CMGs) chaired by the 3 main Rivers Trusts in Cumbria. The CMG allows key conversations on where projects across Cumbria were taking place

and where cross collaboration could be undertaken for the same ends regarding reduction in flood risk and biodiversity; (3 main catchment groups covered Eden, Derwent and Kent/Leven areas). Integration of projects or cross collaboration including all types of communities is essential for a cross catchment plan to deliver the objectives of the CSFP. All 3 of these Catchment Management Groups have now become Catchment Partnerships. They are intended to provide an exemplar model of Catchment Plan delivery to the other 4 strategic partnerships in the NWRFCC area. Another key supporting sub-group is the existing Making Space for Water Groups (MSfWG), chaired by the Lead Local Flood Authority, Cumbria County Council.

Moving forward CSFP appointed an independent Chair.
The existing chair for CSFP (Angela Jones, Director for Economy and Infrastructure at Cumbria County Council) had been in place since August 2017 as an interim chair. Looking forward, the existing Board agreed to appoint an independent chair to champion a new Strategy. The new Chair (Richard Denyer) was appointed in August 2019 and under the guidance of a Steering Group made up of Board members a Strategy Workshop was held on the 16th December 2019 at Rheged, near Penrith. Over 60 partners, stakeholders, business and community representatives attended this all-day workshop.

A full report of the workshop was prepared and circulated to all participants in January 2020. The resulting feedback was then followed by many more meetings to produce a Draft Interim Strategy provided in the following chapters.

Chapter 3

OUR MISSION

3.1   Mission statement

Following the Rheged workshop on 16th December, the Strategy Task Group has spent much time trying to define a single mission statement that unites everyone on the Partnership: a cause we can all get behind that we and others easily understand. There is a balance here - as demonstrated clearly by the feedback received from wider stakeholders on 16th December - between making it comprehensive and accurate on the one hand, and snappy and accessible on the other. We need a mission statement that we all rally behind when someone asks "What is the CSFP for?" even if it is followed by more detailed clarifications as needed. Finding such a mission phrase is not easy. The Strategy Task Group offers the four best that it has generated to date. The STG invites you to consider each and ask yourself before we meet **"Which of these could you enthusiastically support? And which could you live with? Are there any you disagree with?"**

1. *Working together to reduce flood risk and its impact in Cumbria.*

2. *Working together to reduce flood risk and its impact on people, communities and livelihoods in Cumbria.*

3. *Reducing the risk of flooding and its impact in Cumbria.*

4. *Cumbrian floods: increased understanding and teamwork, better control, reduced impact.*

3.2   What is the CSFP intended to do?

We have rephrased and updated the original partnership terms of reference to take account of comments from the Rheged workshop participants.

We will achieve our mission mainly through the following activities: -

1. **Working collaboratively to find and build common ground -** sharing information, views and ideas in a constructive framework, always with a spirit of common purpose (above).
2. **Improving what we know -** gathering information and data that we can jointly trust, access and rely on as an evidence base. Learning from previous flooding and the latest research as well as traditional knowledge. Acquiring new data and sources where necessary.
3. **Investigating issues –** Jointly identifying and exploring critical issues in depth to enable us to learn from past outcomes of all types of intervention in water management and recommend action accordingly in Cumbria.
4. **Representing Cumbria -** influencing policies and plans that affect flood risk, by reviewing and responding to consultations, and engaging directly with policy owners and opinion formers to ensure Cumbria's complexities, achievements and potential are recognised, and to push for change where necessary.
5. **Aligning** the planning of partner work programmes to make sure existing investment in Cumbria is maximised and efforts to secure new funding are coordinated.
6. **Securing new resources -** to progressively increase our impact over time.
7. **Delivering** – With the proviso that CSFP must be appropriately consulted and kept informed throughout, the presumption will be that actual flood risk reduction implementation is undertaken by the partners concerned where appropriate.

3.3 What does our mission really mean?

Our mission (above) contains lots of things to clarify and define that it can never fit into one short formulation. Key clarifications include: -

1. **Focus**. We are primarily focussed on reducing the immediate and cumulative impact of flooding on *people, communities and their livelihoods*. We recognise the interconnectedness of these with a much longer list of other impacts. All are important: none are ignored. We shall always seek to avoid unintended consequences.

2. **Timescale**. Our main aim is to make improvements in the *long term*. Actions in the short term to get us moving in the right direction all require funding and resources, which is now an urgent focus for us (see above) so we gain momentum. 'Focus' should not be conflated with 'pace': we are aiming at a *long term focus* with a *rapid pace*, once resources are available.

3. **Prevention or mitigation**. Although our reason for existence is seeking to *prevent* floods, we recognise this can't always happen so reducing *impacts* is also important.

4. **Risk reduction or response/recovery**. In addition to our over-riding concentration on reducing flood *risk* in the long term, we will forge and keep close links with *response* and *recovery* services to ensure an effective integration.

5. **Source**. We are concerned with any and all sources of flooding, including surface/pluvial/rainwater runoff, groundwater, sewer, coastal, riparian/fluvial/river.

6. **Ambition**. We aim to reduce the frequency, severity and impact of flooding *in comparison to the status quo*. We know climate change will make this job harder in absolute terms: that is why we have a 2050 horizon.

7. **Geography**. We are focussed on Cumbria, although we recognise the strategic importance of the M6 and rail corridor. We also recognise the value of wider engagement and mutual learning with neighbouring geographies.

8. **Resources**. Achieving the mission requires significant funding and human resources. This is an initial focus we can all rally around to gain momentum. A range of practical assistance from Cumbrian businesses and wider volunteers will be important.

9. **Level**. We are targeting our efforts at *Cumbria-wide* issues and management approaches *in the long term.* This means that whilst we aim to assist the resolution of specific local problems where they serve to highlight a county-wide issue, the Partnership will not usually tackle directly specific locality-based problems in isolation: these are rightly dealt with by the relevant authorities via the usual channels.

To improve the effectiveness of the current structure and mode of working, the main thrust of the new strategy is to radically overhaul the *way* in which people in Cumbria work together on flooding. In the immediate term it is proposed that the CSFP: -

1. **Formalise the Partnership structure** to enable focus, inclusion, decisiveness, accountability and good governance. A legal entity is necessary to indemnify and protect (through limitation of liability and insurance) those in the structure; and to allow CSFP to receive operating funds and itself enter into partnerships. CSFP must set out a hierarchy of priority actions to build the new structure effectively and show results in a short space of time.
2. **Recognise knowledge management** as an urgent key to success: a system to better share and record information and ideas in the long term, for open access.
3. **Create a range of technical panels** to allow critical topics to be addressed, by bringing wider constructive community expertise to the table alongside professionals from different authorities, agencies and other bodies.
4. **Develop funding proposals with urgency** that gain CSFP momentum.
5. Across *all* of these, **prioritise the evolution of a better culture** of collaboration: a more constructive set of behaviours and habits amongst all of us that mean we are more effective together. This is the oil in the machine: it will not work otherwise.
6. **Develop a work programme** of issues to tackle that would benefit from joint exploration, discussion and where possible the development of common views. We have in recent weeks purposefully held back from prioritising this and instead focussed on our two immediate priorities – modernising the structure, and securing resources – so CSFP can develop the legitimacy and pace our work requires. However, we propose creating a list of "important issues to tackle when our structures and resourcing allows" to which contributions can be made. In effect, this will be the raw material for the partnership's work programme underneath the Technical Committee.

3.5 **CSFP underlying philosophy and collaborative culture**
1. CSFP should focus on strategic matters; add value; deliver more than constituent parts; and take a strong leadership role consistent with its mandate;
2. Inputs and outputs should be aligned with CSFP's original 5 key principles: Community-Focused Decision Making, Collaborative Working, Catchment Approach, Integrated Solutions, and Evolution and Learning;
3. To maximise effectiveness and demonstrate efficiency, perceived legitimacy and good governance, best practice should be followed where possible in respect of inputs, responsibilities of partners, interaction/ deliberation /collaboration, groups /committees, documentation, reporting and accountability of components (including the Chair), and external /internal communication; Seeking active participation across CSFP rather than mere representation; leading towards effective influence and collaboration between partner organisations. It should ensure that CSFP's aims, governance and operations (and the significance of risk), are understood by wider stakeholders and opinion-formers (and by other relevant groups in Cumbria and beyond) as being strategic (not tactical) in nature.
4. No action or declaration by CSFP should have the effect of lessening the authority or liability of partners for their own budgets and decisions (or be so perceived). But accountability requirements extend beyond those inherent in partner organisations to embrace collective responsibility for such CSFP

decisions and actions for which they are proper and legitimate decision-makers, ameliorated by limited liability.

5. In the context of relevant legal frameworks, CSFP must establish a hierarchy of priorities, with protection of life, livelihoods and community wellbeing paramount. Partners should seek to organise reduced negative environmental impact wherever possible and should try to work with the grain of nature.

6. Improved dialogue and knowledge exchange will allow CSFP to act as a multi-level 'learning organisation', embracing observations, evidence-based analyses and theories from a broad spectrum of educational and skills backgrounds, outlooks and lived experience (business, community, land, academia, research, government, health and third sectors among them). Sharing information via well-maintained and accessible archives (within necessary protocols and unavoidable restrictions) are an essential, with utilisation of modern technology, to encourage deposition and searchability of material. A key obligation of all CSFP partners is sharing information, and wherever legally possible putting it into a permanently-accessible form. If flood-related information for Cumbria is thought to be only available by FOI means, the culture is not working

7. Respectful interaction between representatives on Board, committees and groups is axiomatic. Codes of conduct will underpin equal treatment and celebration of diversity of experience, education, age, specialism, affiliation or organisational size.

8. Developing and maintaining a representative, diverse and motivated membership of CSFP components will assist in the constant search for common ground and positive outcomes. In the quest to avoid 'groupthink' and not be daunted by taboos or exaggeration, some disagreement between partners is inescapable and beneficial. Creativity must be valued with detailed observation and questioning of assumptions on the part of communities, lay people and professionals alike, Occasionally asking 'what could be?', rather than being over-conditioned by what is currently allowed or affordable.

9. On occasion potential policies or developments that could directly or indirectly place Cumbrian communities at risk of flooding may need to be challenged (though conflict of interest policies must allow formal abstention).

10. CSFP should focus on evidence and hypotheses derived from previous flooding (at whatever date) and its human, physical and financial impact to consider alongside the best additional information available. It must recognise that flooding is an extremely complex matter. It is essential to beware of over-reliance on modelling (important though it is), and seek to anticipate and avoid inadvertent consequences from any action or recommendation. Presenting successes and shortcomings of past decisions in a timely and open manner, inviting plaudits and constructive criticism, and not concealing or that may help to reduce flood risk anywhere. Use of natural flood management where appropriate is important and to be celebrated.

11. CSFP should aim to be recognised (and funded) as a national knowledge-nexus and source of advice for interactions with Scotland; and for uplands, their communities, economies and bio-resources, and their drainage through plains and major estuaries.

12. CSFP must articulate positively with the whole Cumbrian economy, Cumbrian healthcare and education universes, and Cumbrian built and spatial heritage, and biosphere, and seek means to increase the sustainability of human life and livelihoods accordingly.

13. Given the stress and emotion associated with actual or feared flooding episodes and responses to them, there should be an exploration of CSFP's potential for promoting support mechanisms. Personal and community wellbeing is completely dependent on protection from floods and fear of flooding, but is also influenced by interaction with aesthetics, heritage and nature.

14. Encouragement and facilitation of well-planned and sensitively-handled communication within and beyond the Partnership and Cumbrian communities and citizens is a key part of CSFP's remit, avoiding reflex actions and thoughtless use of social (or other) media.

15. Encouraging and celebrating mutual help, coordination, intergenerational and interdisciplinary exchange of ideas and practice, and optimal combinations of traditional and innovative solutions are key parts of the CSFP approach, seeking to improve what we know about flooding across Cumbria, and how it might be changing. Volunteer inputs, including systematic 'citizen science' contributions from people of all ages/ backgrounds, are to be welcomed, heeding input from those with in-depth experience of the territory or the topic, and their concerns and questions (however apparently naïve).

16. Enabling active collaboration between a wide range of organisations, communities and people with of backgrounds, skills and experience of flooding is essential to the delivery of CSFP's objectives. Achieving strong collaboration depends on people having the skills to develop open and trusting relationships: the ability to listen carefully, the willingness to talk openly about problems, to constructively challenge and to accept challenge. All should seek to learn from the full range of views within and available to CSFP; and searching for common ground and then to weave a way forwards despite complexities and uncertainties. And it requires leadership to demonstrate the skills and behaviours necessary to collaborate effective, and to allow the time and resources to do it well. A shortage of collaborative skills is one of the frustrations around flood risk management. CSFP seeks to model appropriate behaviours within its own structures, and encourages partners to do likewise.

17. Sitting down with others from diverse backgrounds with a brew and the back of an envelope*, and walking* upstream /downstream (at whatever scale), are important aids to finding solutions to flooding problems or opportunities. We should seek to emulate the Dutch verb 'polderen', meaning active collaboration and shared responsibility within communities and with other stakeholders.

18. People, communities and livelihoods must be at the centre and top of everything CSFP considers, acts on, recommends or communicates, remembering that CSFP is about reducing flood risk and the impact of flooding.

We want utter unity on the essentials and utter freedom on matters of debate. But in everything there should be courtesy and charity

St Augustine, 399, Hippo /Algeria

*and/or electronic

Chapter 4

FORMALISE THE PARTNERSHIP STRUCTURE

Stream becomes sea /road becomes river /homes become unsafe harbours/ belongings bob like boats/ New moon tiptoes between heaving clouds/ lighting up homes and lives turned inside out / ... White goods line the pavement as if waiting for a funeral to pass ...

From: *Aftermath, Kendal,* 2015. Debbie Myers is a Kendal poet, whose work has been featured in Words for Wellbeing

4.1 Accountability & Governance

4.1.1 What is needed?

1. Greater satisfaction for retaining and extending the range of excellent folk from important bodies currently involved to varying degrees, by providing roles where they can make a difference and mechanisms for generating or sustaining long-term trust and real information exchange between the many players involved in communities and agencies /authorities
2. Systematic and inspiring ways of raising the profile of CSFP and the collective and individual self-esteem of all those involved in flood activities in Cumbria.
3. Celebrating progress on actual flood risk management, and Cumbria's achievements, targeted at opinion-formers, public and media
4. Fresh joined-up approaches to better understand Cumbria's complex hydrological and social/historical landscape; along with improved ways to garner, analyse and apply the best ideas, observations and experience (from a 360 degree arc) to make a quantum leap in how best water management practice is applied in Cumbria
5. Defined criteria and procedures for joining as a Partner, including actual or implied obligations.
6. Ways to attract additional leaders, volunteers or donors from the many parts of Cumbrian society and economy not so far engaged.
7. An effective structure and status that facilitates the above, including provision of protection, indemnity and limitation of liability for those in its governance structure; allows CSFP to receive operating funds; and itself to enter into partnerships.
8. Making CSFP a legal entity through incorporation as a Company Limited by Guarantee, followed in due course by registration as a charity. See Annex 6.

4.1.2 The specific recommendations
It is proposed that CSFP: -

1. should take early steps to become incorporated (see Annex 6);
2. create a CSFP Council that can hold the Board to account, elect two Board members, nominate members for CSFP Committees and Panels (see 4.3 and Chapter 6), and feed in ideas for consideration by these different components;
3. have a Board that will focus on strategy; add value; deliver more than constituent parts; and take a strong leadership role consistent with its mandate, enabling focus, inclusion and decisiveness; mandate comes from 'powers' in Company Limited by Guarantee Memorandum & Articles;
4. give the Board licence to operate more effectively, using time-honoured techniques, including having items delegated to, or fed to it by, committees

(see 4.3 below, and with advice on a range of specific topics from a series of Panels (see 4.3.3, coordinated by a Technical Committee). Terms of Reference are provided in Annex 1;

5. should establish a hierarchy of priorities, with protection of life, livelihoods and community wellbeing paramount, in the context of relevant legal frameworks.

4.1.3 In pursuit of its goals, CSFP should explicitly endorse these precepts (implicit since 2017 foundation)

1. No action or declaration by CSFP should have the effect of lessening the authority or liability of partners for their own budgets and decisions (or be so perceived by rational citizens);

2. To maximise effectiveness and demonstrate efficiency, perceived legitimacy and good governance, best practice should be followed where possible in respect of inputs, responsibilities of partners, interaction/ deliberation /collaboration, panels /committees /task groups, documentation, reporting & accountability of components (including the Chair), and external /internal communication;

3. On occasion potential policies or developments that could directly or indirectly place Cumbrian communities at risk of flooding may need to be challenged (though conflict of interest policies must allow formal abstention);

4. CSFP must articulate positively with the whole Cumbrian economy, Cumbrian healthcare and education universes, and Cumbrian built and spatial heritage, and biosphere, and seek means within its mandate to increase the sustainability of human life and livelihoods accordingly.
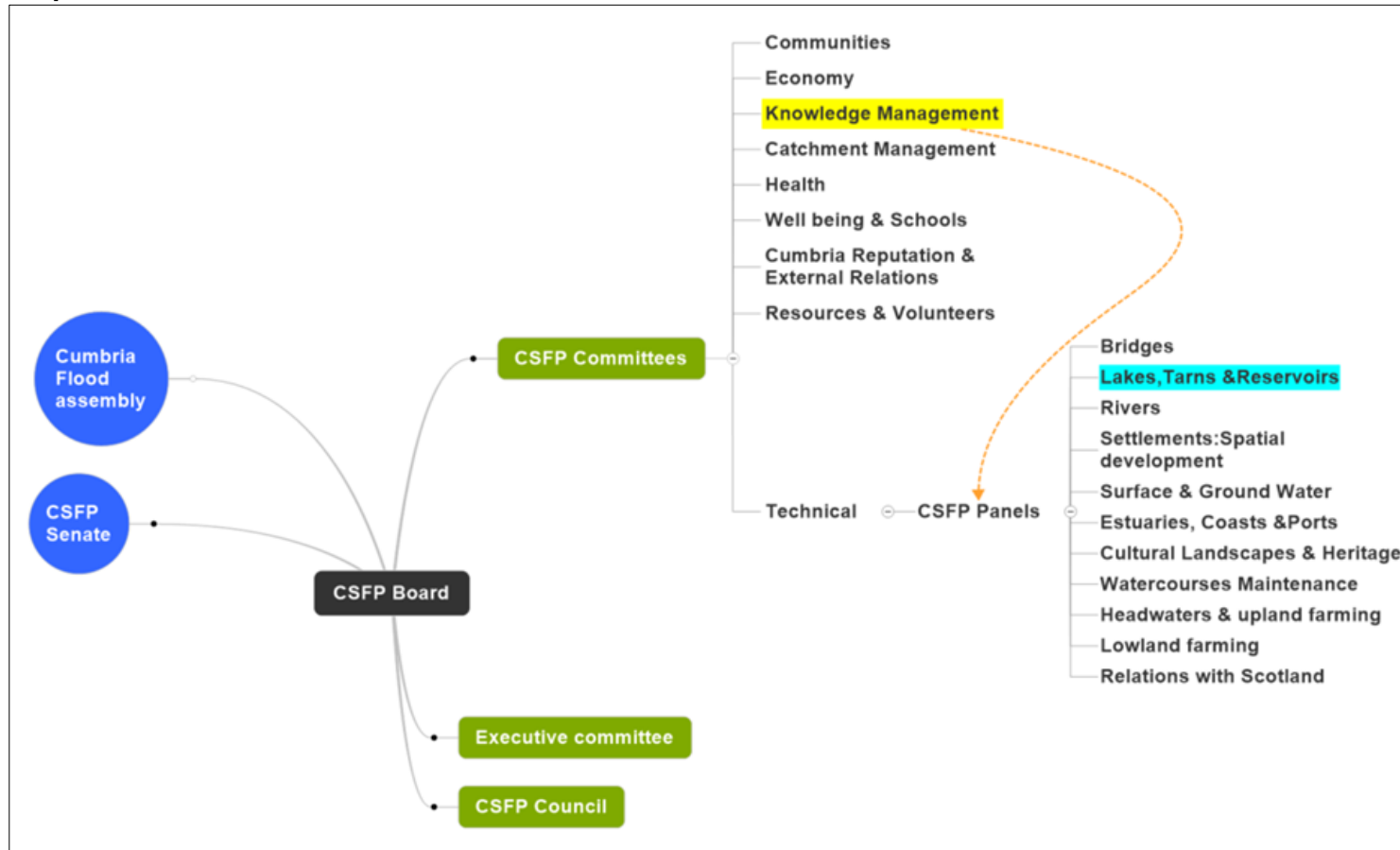
4.2   Proposed structure

Figure 1 Proposed structure

The whole is more than the sum of its parts

Aristotle, 330 BCE, Athens

4.3 Committees and Panels

4.3.1 CSFP Committees

As experience shows that it is not possible to cover cross-cutting issues adequately in one over-arching Governing Body, the usual pattern is for Boards, including those in not-for-profit organisations, to be advised by a series of committees, which form a key element in the governance structure. They can examine or initiate matters in depth, so as to present the Board with recommendations and material on which to make decisions (where the committee itself is not empowered or comfortable with making a decision). In other chapters there are examples of the specific Terms of Reference of two such committees (Knowledge Management and Technical). Those for others will be drafted following inputs from Partners. The suggested Template for the Generic clauses is given in Annex 2. It is proposed for discussion that the following Committees might be established over time: - Communities; Economy; Knowledge Management; Catchment Management; Technical; Health, Wellbeing & Schools; Cumbria Reputation & External Relations; Resources & Volunteers. It is intended that the number, scope and Terms of Reference of committees should be reviewed in the light of initial comments from Partners and kept under review annually thereafter. It is envisaged that the first committees would be Knowledge Management and Technical followed by Communities. But no committee would be established until there was deemed to be sufficient resource (not excluding volunteer or philanthropic inputs) to allow appropriate induction and coordination.

An Executive Committee would combine the functions and composition of the current Board Steering Group and the Strategy Task Group. This would include handling urgent business, setting the Board and Council Agendas, and acting as nomination committee.

4.3.2 Committees and Panels: What's the difference?

To clarify the difference between a committee and a panel, below we set out the key differences between the two components in the proposed structure.

Committees	Panels
Focus on cross-cutting themes	Focus on specific technical issues
Permanent, standing	Task-focussed, lasts only as long as needed
Report to full Board	Report to Technical Committee
7 to 11 members, with one Chair	Up to 9 members, with one Convenor
Formal minutes from meetings, published	Optional minutes from meetings (depends on resources)
Part of formal governance and decision-making structure	Advisory only. Not part of formal governance and decision-making structure.

Table 1 Differences between Committees and Panels

Each Committee Terms of Reference will prescribe powers and limitations.

4.3.3 CSFP panels
The table at 4.3.2 outlines the difference between Committees and Panels. There are 10 expert panels in the proposed CSFP structure; generic Terms of Reference are provided in Annex 4: -
1. Bridges;
2. Lakes, Tarns & Reservoirs;
3. Rivers;
4. Settlements: - spatial development, surface & ground-water;
5. Estuaries, coasts & ports;
6. Cultural landscapes & heritage;
7. Watercourse maintenance;
8. Headwaters & upland farming;
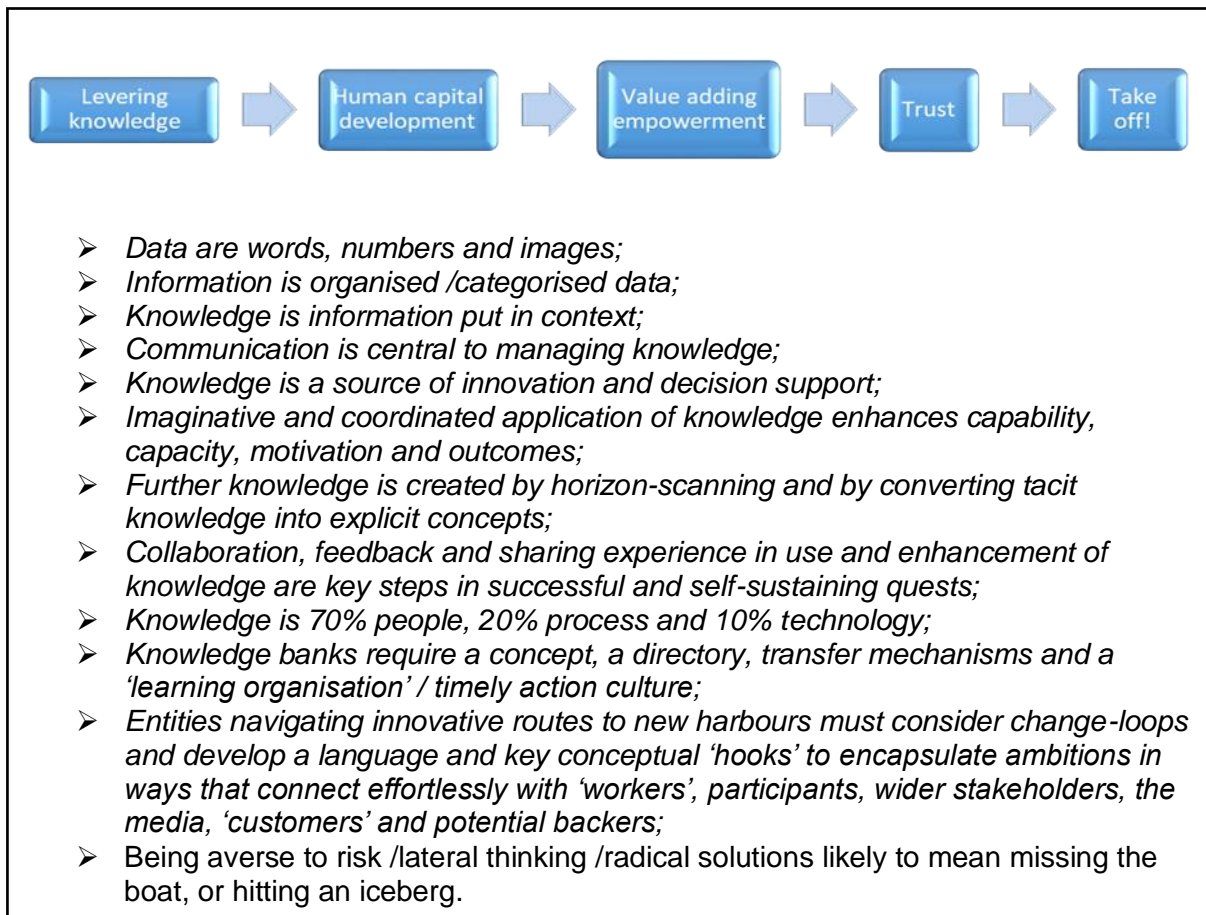9. Lowland farming;
10. Relations with Scotland.

Figure 2 A culture of excellence and fairness

Cabinet Office, 2008

Chapter 5

RECOGNISE KNOWLEDGE MANAGEMENT

Levering knowledge → Human capital development → Value adding empowerment → Trust → Take off!

- *Data are words, numbers and images;*
- *Information is organised /categorised data;*
- *Knowledge is information put in context;*
- *Communication is central to managing knowledge;*
- *Knowledge is a source of innovation and decision support;*
- *Imaginative and coordinated application of knowledge enhances capability, capacity, motivation and outcomes;*
- *Further knowledge is created by horizon-scanning and by converting tacit knowledge into explicit concepts;*
- *Collaboration, feedback and sharing experience in use and enhancement of knowledge are key steps in successful and self-sustaining quests;*
- *Knowledge is 70% people, 20% process and 10% technology;*
- *Knowledge banks require a concept, a directory, transfer mechanisms and a 'learning organisation' / timely action culture;*
- *Entities navigating innovative routes to new harbours must consider change-loops and develop a language and key conceptual 'hooks' to encapsulate ambitions in ways that connect effortlessly with 'workers', participants, wider stakeholders, the media, 'customers' and potential backers;*
- Being averse to risk /lateral thinking /radical solutions likely to mean missing the boat, or hitting an iceberg.

A need for effective Knowledge Management has already been recognised above. Creation of a new Knowledge Management Committee is thus a key recommendation. The most efficient way of describing it is to quote the non-generic parts of the Draft Terms of Reference, which can be found in Annex 3. (The generic clauses for all committees are to be found in Annex 2 and 3.6 (which it is intended should also jointly form the basis of a Code of Conduct).

Remember that accumulated knowledge, like accumulated capital, increases at compound interest; but it differs in that the one increases progress, while the other lowers interest

Charles Babbage, 1851, London

Chapter 6

ADDRESSING TECHNICAL ISSUES

(and a mechanism for coordinating them)

Water under the bridge / that is what I am told/ but that torrent/ sweeps me along/ every damn day/ doing its very best/ to drown me

From *Deluge*, 'Greywolf' 2019

6.1   Coordination of Panels TECHNICAL COMMITTEE
This will be the responsibility of the Technical Committee, whose non-generic terms of reference would include: -

6.1.1   Composition: - Conveners of Panels: -
1. Bridges;
2. Lakes, Tarns & Reservoirs;
3. Rivers;
4. Settlements: spatial development, surface and ground-water;
5. Estuaries, coasts and ports;
6. Cultural Landscapes and Heritage;
7. Watercourse maintenance;
8. Headwaters and upland farming;
9. Lowland farming;
10. Relations with Scotland.

Professionals from EA, CCC, UU etc. and communities unless well represented already.

6.1.2   Proposal conceptual basis for: -
1. Flagging up potentially critical issues and interacting with CSFP Board;
2. Operation of and with Panels, including handling and encouraging analyses and reports;
3. Technical relations with agencies/authorities, universities, professional associations etc.
4. A clear vision of what we are trying to achieve and what success means;
5. In conjunction with CSFP Knowledge Management Committee (KMC) and systems, consideration of systematic classification of relevant information, optimal data collection, analysis and access, including citizen science and communities, evidenced data of all kinds, whether quantitative or qualitative, and whether derived from measurements, historical time-series, modelling/projections, photographs, aerial and other mapping drawings or traditional knowledge or other personal testimonies of older citizens and even selected literary works (working towards a system in which there is parity of esteem);
6. In liaison with KMC, consider whether other types of formal partnership (e.g. meteorological, forecasting or mapping services, as well as those listed above) might be worth exploring.

6.1.3 Collecting and stimulating 'Domesday' information from /with panels and other sources (likely to be a long-term exercise)

6.1.3.1 The current position
1. Identify catchment water system operation and flood risk locations.
2. What levels and flows do the water courses follow?
3. Centralise and share knowledge base data from RMAs
4. Record experiences of communities affected & compare with s.19 reports where produced
5. Identify and assess, particularly, areas with no formal records.
6. Identify any maintenance regimes, formal (RMA's) and informal (Riparian).
7. Drawing together into a 'base line' to identify and quantify the source of current problems
8. Assess the current Statutory Framework for its relevance and fitness for purpose.

6.1.3.2 How consistent is the base line?
1. Historical research
2. Core data analysis on river beds – particularly at strategic points
3. Degree of river change (nature and interventions by man)
4. Rate of river change (nature and interventions by man)
5. Are the base line water flow pathways acceptable?
6. Are the base line water flow pathways optimal?
7. How much will climate change affect the base line?
8. Input to new Statutory Framework with whole catchment management central to philosophy.

6.1.4 Analysis and risk management considerations

If flooding causes damage, disruption and danger to health, base line is unacceptable

6.1.5 Discussion of potential approaches with panels (first) and partners

1. Optimising river flows to reduce peak levels?
2. Interventions using co-production approach with modelling, engineering and local knowledge.
3. Catchment zones and river courses appraised and classified to explore Maintenance, Actions by riparian owners, local planning authorities in their development planning role
4. "River Improvement Areas" vs one-off major project spend defending locations at risk
5. Review maintenance & whether the planned system remains functional.
6. Implement action utilising new Statutory Framework.

6.1.6 Consideration of new flood risk management governance approaches?

RMAs, riparian owners, affected communities, NPPF, site specific Flood Risk Assessments.

Kendal, where it always rains -- Furness Abbey -- poured deluges from five in the morning till eight at night....Day after day incessant torrents flood the land
From: *Letters*, Edward Lear, August 1836

Chapter 7

DEVELOP FUNDING PROPOSALS

Although there is no desire or intention to create an organisation that goes beyond Strategic matters (except in so far as inputs from communities or professionals may quote examples of operational problems to illuminate a general point, or review of previous investment requires analysis of project achievements), it is impossible for CSFP to achieve anything significant without modest resources. Mechanisms to coordinate and underpin discussions, exchange of information and creation of accessible knowledge across Cumbria, and draw on lessons from further afield, are vital. Yet currently there are almost no resources with which to turn the aspirations identified by Partners into practical reality.

In addition to technical expertise in the authorities and agencies, many of the community groups include retired folk with impressive experience in engineering, hydrology and public engagement, and others of all ages with access to a vast array of networks, all capable of making huge positive contributions. It has been established that many businesses and health /education organisations would be willing to contribute significantly, but they need to be convinced that money, secondments and volunteering resources would be utilised efficiently and effectively, with due accountability. Likewise, there are existing Partners willing in principle to draw on the many different competences, skills and facilities found among their staff, affiliates or under-used technology banks. And again, there are many trusts and foundations that could be approached for support for CSFP and individual community groups, once there exist proper mechanisms satisfying requirements for project identification, presentation and supervision within the norms of grant-giving.

A small number of staff are needed to manage coordination of existing efforts; create an atmosphere of trust (currently limited) between public-, private-, community-/-third-- sectors; release the enormous potential of volunteering and 'citizen science'; and give time for businesses and public bodies to budget for medium- and longer-term support (including secondments) for CSFP. As well as staff (3 WTE), and an appropriate legal structure, a prerequisite is to have an effective website/ knowledge management system capable of encouraging, recording, analysing and integrating observations and ideas derived from both scientific and traditional knowledge, and embracing accounts of successful innovations from analogous terrain and climate elsewhere in the world.

Despite their heavily-constrained finances, Cumbria County Council have been far-sighted enough to support part of a staff member for CSFP, and some personal ICT provision for the Chair. Environment Agency local managers have also provided modest short-term assistance sufficient to prevent the partnership model from evaporating while this strategy is produced, and indicated that more could be forthcoming. Informal appeals have been made for potential pump-priming grants from central government, but none has yielded any response to date. The Chair is giving his services, and nothing other than travel etc expenses are envisaged from that quarter.

It should be noted that more secondments (including those for fractions of a post or a year) could reduce the cash requirements proportionately.

Chapter 8

NEXT STEPS

A CSFP Strategy by the end of 2020
The STG has aimed initially to write an Interim strategy so we can maintain pace and progress rather than initially be too concerned about whether we've got every detail correct, and so we can continue to evolve the way in which we work during the structural changes proposed. We anticipate converting the Interim Strategy to a full CSFP Strategy by the end of 2020, which will involve the addition of three elements: -
1. Improvements resulting from piloting the proposed changes.
2. Amendments following wider consultation with stakeholders and their constituencies
3. A preliminary action plan, generated by the new structure as it is implemented (pending funding and resources being found).

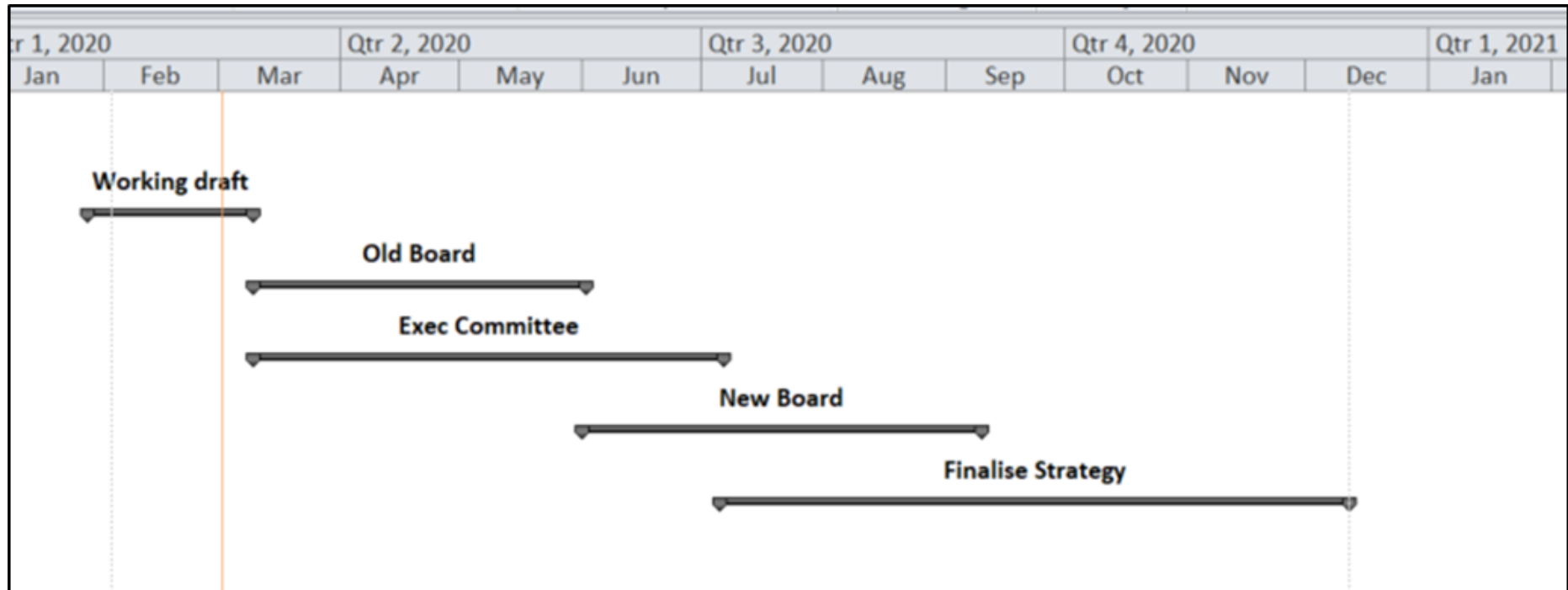In other respects, the Strategy will likely be similar to the Interim Strategy.

Details of the workload and decision making to achieve publication of the Strategy by the end of 2020 are shown in Table 2. Examples of action proposals to support this process are provided in Annex 5.

Table 2 First steps in the reform process

#	Origin	Item	Initiated /coordinated
1.1		Old Board (OB) endorses creation Executive Committee. (ExC) by combining Board Steering Gp. & Strategy Task Gp (STG).	Chair
1.2	Old Board	OB agrees outline reform plan (incl. Council, prelim. action for creation of legal entity with a New Board (NB)) & delegates preparatory & continuity action to ExC.	Chair (with contributions from STG & ExC)
1.3		All members of OB transfer to become members of new CSFP Council (CCX).	Chair, ExC
1.4		ExC considers suggestions for revision/review from CCX members & embraces those deemed beneficial & consonant with mission & culture.	Chair
1.5	Executive Committee	ExC considers suggestions for populating committees/panels from CCX members & embraces those deemed appropriate, beneficial & not leading to unbalanced composition among stakeholders.	Chair
1.6		ExC draws up draft list of new Board (NB) composition, including those intended to act as non-voting advisers/coordinators but precluded by employers from actual Board membership, and approaches those listed for informal discussion.	Chair
1.7	Council members	Partner orgs to discuss the new structure/strategy internally and endorse it formally. Any suggestions…	Chair, ExC
1.8	Executive Committee	ExC recommends to CCX endorsement Board Terms Ref, Code Conduct, legal entity instruments etc. & NB proposed composition. NB created & starts work.	Chair
1.9	Chair	Interim structure takes effect, subject to formal consultation & any residual legal refinement.	NB members
1.10	New Board	NB considers & if thought fit approves interim committee & panel structure, Terms of Reference, Code Conduct & composition. Committees & Panels created.	Chair, ExC
1.11	Chair	Committees & Panels come into being as initial support resources allow.	Appropriate NB members
1.12		First CCX meeting July 2020 receives reports on initial activity; elects 2 NB members; media.	Appropriate NB members
1.13	Chair; Executive Committee	Consultation responses & inputs from NB, committees & panels considered as they arrive, for possible inclusion	
1.14		Preparations for creation, composition & first meetings of Senate & Assembly made; early results of reform programme; selected presentations from Partners about their flood-related achievements; always asking: how has CSFP made a difference? Extensive media.	
1.15		Results of consultation considered by NB	ExC, Chair
1.16	New Board	After additional preliminary action program & any amendments, Interim dropped from title (further review after 3 years).	
1.17	Chair; New Board	Rotation of Board & Committee members begins after 1 year	
1.18		Annual meetings calendar: 2 Council, I Senate, I Assembly, 4 Council, 4 ExC[1], 16-32 Cttee[1], 10-30 [2]Panel	

Notes: - 1. Some electronic (basic support if available, incl. CCC Sharepoint for deliberations; 2. Most electronic (all volunteer, no support, except for CCC Sharepoint for deliberations, & CSFP Knowledge Management System for outputs & inputs

Figure 3 Timeline

	Qtr 1, 2020			Qtr 2, 2020			Qtr 3, 2020			Qtr 4, 2020			Qtr 1, 2021
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan

Working draft

Old Board

Exec Committee

New Board

Finalise Strategy

We can demand that a service be promoted in the public interest without wishing that Government manages that service.

Gordon Brown, 2003, London

ANNEXES

1. **CSFP Board Terms of Reference**
2. **CSFP Committees Terms of Reference TEMPLATE**
3. **Knowledge Management Committee Terms of Reference**
4. **CSFP Panels Terms of Reference TEMPLATE**
5. **What next? Examples of action proposals for CSFP**
6. **Incorporation : Company Limited by Guarantee**

Annex 1

CSFP Board Terms of Reference

1. **Powers**
   This is the decision-making body, subject only to accountability to CSFP Council (which cannot issue instructions). No action or activity should take place in or by CSFP without a clear link to the board and delegating /reporting/briefing / alerting lines established.

2. **Meets** 4 times a year.

3. **Composition**
   To be decided, but to include Independent Chair; two appointed by CSFP Council; Chairs and in some cases some others from each CSFP Committee; ensuring there is good representation from communities, EA and CCC.

4. **Conduct and terms of office**
   In a steady state, all Board members should serve for 3 years with the possibility of re-election for a maximum of 3 terms. But in first periods members would draw lots to stagger retirement to avoid mass exodus. All Board and Committee members to be bound by a new code of conduct, and to have position descriptions.

5. **Board Steering Group and Executive Committee**
   To continue but as a regular committee, combined with Strategy Task Group, with another name (Executive Committee), with responsibility for CSFP corporate planning as well as Board agendas etc. Often to be held by teleconference. Possible composition might be the Chairs of Communities, Technical, Economy and Resources Committees, the Board members from EA and CCC, one person from the Third Sector (unless it is already represented, given that the chair of Resources might come from any constituency), and the Independent Chair.

6. **Sub-committees**
   Could be formed by Board, normally on a Task & Finish basis for matters coming outside the purview of other committees (for example, creation of an Awards programme and selection of candidates for Board decision).

7. **Proposed meetings programme**
   The idea is that the 4 Board meetings would take place in the morning or afternoon of the same days as the Senate[1], Assembly[1] and the 2 Council[2] meetings (meaning for Board members a grand total of 4 days a year for these formal events).

8. **Board responsibilities**
   To safeguard CSFP's legitimacy and long-term future by ensuring that: -
   1. the Board is recognised as the governing body of CSFP, seeks to maximise partnership, and sets and reinforces the tone for 'corporate behaviour'.
   2. CSFP has a satisfactory legal status and one over-arching governing document[3] that is compliant with law and regulation; provides absolute clarity as to the respective roles and accountabilities of all components without duplication or ambiguity; and accords with good practice for an organisation of its size/complexity, stage of development, and nature of its objects; and is reviewed regularly.
   3. the Board defines a clear mission, vision and strategy for CSFP linked to clear priorities and to strategic and other development plans and high-level policies (within the initial recommendations and the powers and restrictions in its objects and governing instruments);

4. the Board delegates sufficient authority to its committees, the Chair, and others to enable the business of CSFP to be carried on effectively between meetings;

5. delegated authority is recorded in writing by means of terms of reference for committees, role descriptions for chair, honorary officers and for key staff etc; and the Board monitors use of these delegated powers, including regular receipt of reports and recommendations;

6. the Board mandates the independent chair to represent CSFP in any and all circumstances (save where this has been circumscribed by decision of the Board) and report regularly to the Board on the exercise of such powers. In potentially controversial or far-reaching situations, s/he will normally consult with Executive Committee (see above) and any other relevant Committee chairs, but in situations s/he deems to be urgent, or unusually opportune (chance encounters with key opinion-formers etc.), the Chair may take unilateral action in respect of interaction with national, regional or local bodies. Informal reporting to Executive Committee members should occur as soon as practicable, and endorsement by the next Board meeting (with formal listing on the agenda);

7. the Board, Council and committees take note of governance and strategic advice tendered by the Chair, supplemented by external advice and expertise where deemed necessary;

8. there is an appropriate range of formally-constituted committees and 'cabinet' positions to ensure adequate delegation, participation and commitment;

9. those appointed to represent CSFP in external bodies (whether permanent or ephemeral in nature) have their appointments properly recorded and reviewed, and understand their obligation to report back and take instructions or guidance on actual or potential developments or decisions (refraining from commitments on behalf of CSFP or even public statements that may become linked to that affiliation);

10. there is a systematic and transparent procedure for the recruitment, rotation and co-option of roles, not filled by election, including supplementary committee members (if any) with specific skills or attributes;

11. members of the Board and other office-holders receive appropriate induction, advice, information and training (both individual and collective), comply[4] with the codes of conduct etc., and display selflessness, integrity, objectivity, accountability, openness, honesty and leadership;

12. the Board takes steps to monitor CSFP's performance and regularly reviews its own performance, considers its composition, balance and cohesion, and develops processes for selecting candidates to be recommended to fill any vacancies or co-option opportunities;

13. there is regular analysis and review of CSFP's strengths, weaknesses, opportunities and threats (SWOT), along with trends and changing requirements in the political, economic, environmental and social contexts (PEES);

14. major risks to which CSFP is exposed are reviewed regularly and systems are established to mitigate these risks without becoming totally risk-averse (including insurance, where appropriate and agreed, though noting that some reputational and compliance risks are in practice uninsurable);

15. CSFP has a satisfactory system for holding all assets in trust and ensuring that funds are applied or invested to the maximum benefit of the association and the beneficiaries, within the constraints of the law and ethical, risk and other policies laid down by the Board; all transactions and undertakings (of whatever kind, financial or otherwise) are appropriately approved, systematically accounted for, audited[5] and publicly available; internal controls and systems (both financial and non-financial) are implemented, audited and reviewed regularly

16. there is regular consideration of the need for investment in technology and systems;

17. a budget for the coming year is formally presented to, and approved by, the Board;
18. the association operates in such a way as to be seen to be fair and open to all sections of the community in all the association's activities;
19. there are appropriate opportunities for the Board to hear the voices and views of key stakeholders, including Council, Committees, staff and members, though recognising that no Partner or component has a veto and the Board has ultimate collective responsibility;
20. Board meetings seek consensus, balancing the need for full debate on key questions with the expeditious despatch of business so as to reach clear, agreed, collectively-owned and properly-recorded decisions as swiftly as possible (any formal votes should accord with best practice; the chair and others can be challenged constructively); focus on achievement of CSFP's vision, mission and objectives at all levels, to seek an optimal relationship with available resources (drawing a clear distinction between volunteer executive roles and governance responsibilities, and avoiding matters that should be delegated);
21. an annual programme of meetings of the Board, Council and committees is agreed and kept updated;
22. agendas and minutes are timely and carefully structured so as to allow concentration on strategy, governance, performance, external perception and future plans; circulated expeditiously and then formally approved at the next meeting (minutes of committees answerable to the Board should be considered by a similar process; all such minutes are legal /discoverable documents);
23. committee chairs and those fulfilling volunteer executive roles appreciate their crucial responsibility to provide relevant, complete, timely, high-quality information and advice to the Board, in accordance with overall accountability (with appropriate mechanisms, both internal and external, to verify that the Board receives a balanced and accurate picture of how things are going);
24. there exists one or more (not incompatible) agreed Codes of Conduct etc., and that any alleged breaches are handled expeditiously;
25. CSFP's vision, mission and Code(s) of Conduct etc. are well disseminated and understood;
26. creativity is encouraged at all levels, and in all aspects;
27. everyone concerned in CSFP (including governance and volunteers) recognise the need to collaborate with each other and with staff in an open, transparent and mutually respectful way;
28. staff understand the vital role of the governance structure and volunteers;
29. careful attention is paid to formal and informal acknowledgement of the service and contributions of committee members, volunteers, etc.; and help is given to optimise external recognition;
30. staff are aware of appreciation of their contributions and the intention to invest in staff development;
31. staff, Board, Council and committee members and volunteers know that any concerns should be raised frankly through appropriate channels and not via social media, etc.
32. an appropriate annual report is produced to acknowledge teamwork and to reinforce CSFP's achievements, ethics and culture to internal and external stakeholders; and to assist in maintaining CSFP's 'visibility'.

Notes for Annex 1
1. *Senate & Assembly See 4.2*
2. *Council See 4.2*
3. *Memorandum & Articles of Association for a Company Limited by Guarantee and later Charity Deed. See Annex 6.*
4. Normally on CSFP business always acting only in interests of CSFP (unless they have declared interests and abstained from decision-making), but further consideration and code to be established for certain matters affecting partner organisation implementation etc.
5. Where 'audit' is used, there is likely to be scope for 'independent examination' in early years.

Annex 2

CSFP Committees Terms of Reference TEMPLATE

1   Status, composition, mode, quorum and frequency

1. There shall be x Committees, deemed to be a Standing Committee of CSFP or given some other designation;
2. Each will consist of not less than seven members (one the Committee Chair) appointed by or on behalf of The Board of CSFP (The Board), with a normal maximum of eleven;
3. At least one member must be come from a community background, and at least one each from Environment Agency, Cumbria County Council, business and civil society (education or the Third Sector);
4. The Committee Chair (or an alternate agreed with The Board) will have a seat on The Board[6];
5. It will be open for discussion annually as to whether any Members of The Board shall be ex-officio members of each committee;
6. The committee may appoint sub-committees, but will retain responsibility;
7. In the first year the Committee will meet at least quarterly, thereafter it will normally meet at least twice a year at least a month prior to each full Board Meeting;
8. Where possible : a) the Committee should appoint a Secretary from among its members or (on a non-voting basis) from an external source; b) CSFP will attempt to provide administrative /secretarial support; and c) any CSFP staff member with directly relevant responsibilities would normally attend and support meetings;
9. Participation may be by electronic means, provided each participant can hear and be heard throughout. Until otherwise determined by The Board, a quorum shall consist of three members of the committee, but in the event of a quorum not being achieved or maintained, any resolution can be subsequently ratified (without amendment) in writing by absentees (giving an absolute simple majority) (note: CSFP aims to operate by consensus):
10. Members of the committee must act and interact respectfully, in pursuit of mutual learning and CSFP's Codes of Conduct and precepts [7]

2.   Overall responsibility

1. To draft for discussion and agreement with The Board a CSFP Sub-Strategy covering the committee's field;
2. To consider requirements, possibilities, viability and sustainability in respect of implementation of such a Strategy, and to advise (see 3 of this annex below);
3. Once such systems are in place, to oversee their implementation and use, in tandem with such staff or Board Members as CSFP decides;
4. To advise on other CSFP strategies, policies or issues at the request of the Board;
5. To report accordingly.

3   Main initial duties

1. To propose for discussion and agreement with the CSFP Board and Chair a conceptual basis for the relevant area of CSFP activity and profile;
2. Identification of boundaries, practicalities, relations with communities, agencies, authorities, civil society and other potential partners, etc.
3. Outline plan of committee business.

4. Reporting, reviewing & archiving

1. Feed in material and ideas to CSFP Knowledge Management Committee and system;
2. Report to Board quarterly (in steady state but more frequently in initial stages, and rapidly where problems are foreseen) and to wider partners/stakeholders annually;
3. Collaborate with other CSFP components;
4. Provide minutes of all meetings in advance of Board meetings;
5. Review annually the Committee's own terms of reference and effectiveness and recommend any changes to the Board (prototype-style recommendations for potential wider adoption will be welcomed in the early stages);
6. Ensure that the records of the Committee's work are properly archived and retained in an accessible manner.

5. General

CSFP is not normally in a position to pay expenses, but if Community member(s) on are unable to find cover, it is possible support arrangements could be found centrally.

Notes for Annex 2
6. Some committees have more than one seat on Board;
7. See documents ?

Annex 3

Knowledge Management Committee Terms of Reference

1.   Key responsibilities and initial tasks.

  This will be the conceptual basis for: -
1. CSFP's Knowledge Management, web presence and archiving
2. Systematic classification of relevant information to allow for ease of archiving (where held), listing, analysis, synthesis, exporting, reporting;
3. Encouraging easy input of information of many kinds (see below) from agencies /authorities, researchers, practitioners, educational institutions, citizen scientists and others in the community of all ages and backgrounds;
4. Facilitating easy access by a similar spectrum, potentially including the media ((perhaps with community help from e.g. school pupils or University of Third Age);
5. Software selection (by donation, funded purchase or long-term provision from a university or commercial library);
6. Collection and accessibility of evidenced data of all kinds, whether quantitative or qualitative, and whether derived from measurements, historical time-series, modelling /projections, photographs, aerial and other mapping drawings or traditional knowledge or other personal testimonies of older citizens and even selected literary works (working towards a system in which there is parity of esteem).

2.   Identification of practicalities and potential partners

1. To advise on CSFP's ICT & Data Protection policies;
2. Consider minimum requirements (incl. security & long-term accessibility of data and systems) for potential ICT partners (from universities /colleges, public sector libraries /information services, and industrial companies within and perhaps beyond Cumbria) and drafting (with help from CSFP Chair) documents for sending to /discussion with those shortlisted;
3. Consider whether other types of formal partnership (e.g. meteorological, forecasting or mapping services, as well as those listed above) might be worth exploring, and making detailed proposals accordingly;
4. Consider full or partial commercial sponsorship;
5. Consider scale of resources required for various options and create/discuss outline budgets (with CSFP Chair + (if appointed by then) Hon Treasurer / Resources Committee.
6. Make recommendations to The Board.

3.   Pilot scale investigation

1. Exploration with Lakes, Tarns and Reservoirs Panel the sort of information they might be able to input, and the sort of access and collaboration they might offer or hope for;
2. In tandem with CSFP Chair, pursue partnership /sponsorship discussions as agreed with The Board;
3. Discussion with one community (e.g. Carlisle or Keswick)
4. Refine budgets as a result; and present accordingly (as above);
5. Consider any advance publicity and external relations requirements.

4.   System implementation & maintenance

1. Prior to starting gun being fired, work with CSFP Chair and others to turn outlines into concrete plans, including participation in staff /volunteer selection if needed;
2. Ensure there are robust policies and systems for data protection, privacy, defamation and protection of assets, including intellectual property;
3. Ensure that contingency and disaster recovery plans are in place and are regularly tested;
4. All systems go!

Annex 4

CSFP Panels Terms of Reference TEMPLATE

1. **Status, composition, mode, quorum and frequency**
   1. There shall be a [insert panel name here] Panel (The Panel);
   2. It is not a Standing Committee of CSFP;
   3. It will consist of not less than three members (one the Panel Convenor) appointed by or on behalf of the Board of CSFP (The Board), with a normal maximum of nine (though requests to the Technical Committee (or The Board until a Technical Committee is created) to expand this and to nominate additional members may be made); there shall, where continuing beyond an initial burst of activity, normally be slow rotation of members, and after the first year it will be open to The Panel to make nominations for new members to the Technical Committee;
   4. It is an Expert Panel in the sense that it is a focus for expertise, rather than that only recognised world-class experts may join (but there will often be some). Although members will be selected primarily on the basis of their expertise and knowledge, it is desirable that there is a wide spread of location and affiliation among them. At least one member must be come from a community background, and it would also be desirable for other participants to have experience in operating on or in [*relevant*] contexts as well as agencies, councils, health, business and civil society (education or the Third Sector). The Convener (or an alternate agreed with The Board) will have a seat on the CSFP Technical Committee;
   5. The Panel may appoint sub-committees, but will retain responsibility (such sub-committees will be bound by this remit as much as The Panel itself);
   6. If the Panel feels that it would benefit from long-term advice from one or more suppliers to the sector, they should make a case to the Technical Committee, explaining how conflicts of interest would be managed;
   7. If the Panel Convener deems it desirable, The Panel may appoint a Secretary from among its members or (on a non-voting basis) from an external, non-conflicted source. CSFP regrets it will normally be unable to provide administrative /secretarial support;
   8. Participation may be by electronic means, provided each participant can hear and be heard throughout;
   9. Members of The Panel must act and interact respectfully, in pursuit of mutual learning and CSFP's Codes of Conduct and precepts.

2. **Overall responsibility**
   To advise on flood risks and concerns arising in or from Cumbria's [*Panel subject*], and interaction with those responsible for their regulation, management, use or spatial context on the part of CSFP and its components. This includes consideration of actual/potential developments that may impact on lives or livelihoods of those living on, or in proximity to, or downstream of, [*Panel subject*]. To report accordingly. In line with CSFP's underlying philosophy (see Section 3.5) there is no intention to stifle criticism or carefully thought-out recommendations (however hard-hitting), but certain protocols are inevitable in respect of statements by The Panel to ensure that outputs meet CSFP criteria of accuracy and presentation, with opportunity having been provided for dissenters to abstain or register additional issues and views (see 3.3 below) and for the CSFP Board to comment on or modify the way CSFP is

described or implicated. Relevant output could include reports, podcasts, lectures, etc. but all are subject to the above protocols (as modified from time to time).

3.   Main initial duties

3.1 Modalities

1. To propose for endorsement of CSFP Technical Committee and Board the scope and boundaries of the Panel;
2. To review flood history and interventions on [*Panel subject*];
3. To pioneer new approaches to CSFP interaction, internal consideration, review and documentation in respect of Cumbrian [*Panel subject*] (and, in prototype mode, especially in the early period of CSFP's restructuring to make recommendations to Technical Committee on potentially optimal approaches by other Panels);
4. To agree on approaches that might be adopted to better understand in detail a) how such structures, bodies of water, environments] behave under different conditions; b) how management practices, infrastructure changes or nearby developments have impacted (or might impact) on flood risk; c) what other practices are in use elsewhere, or might otherwise merit consideration, and d) how best to interact harmoniously and productively with CSFP Knowledge Management Committee (and other participants in knowledge management systems) over inputs, outputs, etc. (initially, there might be one designated link member) to assist the process of learning and liaison).

3.2 Assembling information

1. Listing, history and metrics of (eventually) every Cumbrian [*Panel subject*] (incl. past changes in use, maintenance levels etc.);
2. Current management responsibilities and programmes of work (if any);
3. Current and past regulatory authorities and their approaches;
4. Current and past studies of any aspect of any of them, with selected published references;
5. Past flood-related history, baseline data, intervention details and current concerns (documented where possible);
6. Selected comparative information on analogous [environments and neighbours] and the way they are managed and controlled elsewhere (in UK and rest of world).

3.3 Collaboration, advice and reporting

1. Undertake preliminary (or fuller) analysis of information assembled, and identify further analysis required or desirable (with any technical requirements);
2. Discuss concepts and practicalities with Knowledge Management Committee, and agree liaison mechanisms, and scope/scale of likely inputs and demand for outputs;
3. Request other CSFP components/partners throughout Cumbria to provide information and concerns in a timely manner, and arrange further discussions or collaboration accordingly;
4. Identify and make contact with (after consulting with CSFP Chair) universities, research centres etc. undertaking intensive or occasional research on Cumbrian or other [*Panel subject*], and /or arranging student field trips and/or having other relevant interests;
5. Arrange to receive and where appropriate disseminate within CSFP regular information and changing interests;

6. Report twice-yearly to Technical Committee and be ready to provide reports on special or urgent issues to Board and other CSFP components, with illustrations where appropriate (but see cautionary words below related to media, water managers, landowners etc. and potential defamation or infringement)

3.4 Scope of Panel business

1. The Panel is encouraged to keep abreast of concerns or actual /potential developments that may impact on lives and livelihoods of those living on or in proximity to or downstream of [*Panel subject*], and to submit reports or data to the CSFP Knowledge Management system (data needs no scrutiny, but more far-reaching reports would);
2. The Panel may decide at any time to review or research any matter of concern or interest using information in the public domain or provided by a CSFP Partner or Community Group, but before seeking special information or comment or access from any agency, authority, landowner etc., or making any statement to the media or other external body, it must make a formal detailed request to the CSFP Board or Technical Committee through CSFP Chair; obtain their agreement to the concepts and words to be used in the approaches and in consequential reports;
3. The CSFP Board or Technical Committee may request a commentary or other submission from The Panel, in which case it must exercise similar care and caution as outlined above, recognising that Panel documents and reports will not be privileged;
4. To consider new research that captures perceived gaps in current understanding and make proposals to the Technical Committee.

4. General

1. Review annually The Panel's own terms of reference and effectiveness and recommend any changes to Technical Committee;
2. Ensure that the records of the committee's work are properly archived and retained in an accessible manner;
3. CSFP is not normally in a position to pay expenses, but if Community member(s) are unable to find cover, it is possible support arrangements could be found centrally for local journeys wholly and necessarily undertaken.

5. Scope of Panels

Non-generic parts of the Terms of Reference for each Panel will be drawn up after inputs from Partners at the Board meeting on 10th March 2020.

Annex 5

What next? Examples of action proposals for CSFP (for discussion)

| #	Item	Initiated /coordinated	Contribs
1	Metrics, aggregated & broken down by location, category and /or other parameter if readily available : Length of major rivers; Length of minor watercourses; Area & volume of lakes, tarns, reservoirs etc.; Estimated volume of discharge to ocean; Volume of water supplied to households & businesses (incl. farmers etc.); Precipitation incl. rain, snow; Properties, public spaces etc. (incl. road, rail) flooded by decade (incl. incomplete data); Flood events over course of 200 years; Expenditure on flood prevention (capital & recurrent incl. estimates; Any other data readily to hand	Knowledge Management Committee (KMC)	Technical Committee (TC); Catchment Management Committee (CMC); most panels
2	Improved understanding of Cumbria's rainfall	TC	CMC, KMC
3	Use volunteers to collect time-series data on soil moisture /saturation /evaporation /run-off	CMC; Communities Committee (CommC); KMC	TC; Resources & Volunteers Committee
4	Identify all sensitive and strategic locations, fell-top to coast	TC	CMC; most panels
5	Consider options for reducing or eliminating flood severity /frequency at #4	TC	CMC; most panels
6	Different ways of stretching out events in time to keep peaks, overflows and discharges as low as possible (speed, slow, divert and hold as necessary)	TC	CMC; some panels
7	Collect & review evidence of impact & maintenance of widely applicable NFM measures in different standard situations at different points in catchments (not experimental or at problem point protection works or subject to special funding or management)	TC	KMC; CMC; some panels
8	Explore different approaches to management & co-ordination of sub-catchments (if each sub-catchment reaches saturation at same point it will reject further rainfall, leading to very quick run-off. If sub-catchments release at same time to main river major torrents with little warning will occur)	CMC	TC; some panels
9	Join up data on efficiency of river channels, bridge conveyance and unrestricted flood plains (where available) in mid- /lower sections of major rivers	TC	Some panels
10	Reimagine urban built areas to a) connect more flood plain to rivers; b) water harvesting ; c) storage; d) active or manned stations diverting excess peaks for benign parking (identify & study examples)	Settlements & Spatial Development panel	TC; CommC; KMC
11	Review knowledge derived from different 'strategic layers' above in context of phased evidence-based & transparent approaches with accountability before progressing to next round	Board	TC; KMC; CommC

Annex 6

Incorporation : Company Limited by Guarantee

Companies limited by guarantee (CLGs, Guarantee Companies) are widely used for not-for-profit organisations, including charities, community projects, clubs, societies and other similar bodies (there are over half a million CLGs in England). Incorporation in this way protects the people running the organisation from most forms of legal action, through indemnity, limitation of liability and the ability to obtain collective and individual insurance. Such Guarantee Companies are able to employ staff (if applicable), to enter into partnerships themselves, to receive funding, and potentially (if agreed) to disburse funds too. Most donors, other funders (from public, private or third sectors) or partners insist on incorporation. It is seen as conducive to ensuring good / efficient governance, accountability & transparency. In CSFP, it will allow creation of mechanisms for ensuring that concerns and recommendations are weighed and where appropriate supported and communicated; and provide a credible focus for interaction with leaders of opinion and key external bodies. The governing document will circumscribe the powers available to the governing body, ensuring that Partners' roles are respected. There are no shareholders in CLGs, and no intrinsic restrictions (other than disqualification for prior misdemeanour in corporate governance roles) on who may be a member or director (a company must have at least one of each, though they may be the same person). In many start-up situations, the inaugural Board all become members and directors. But in CSFP some Council and agency officers may be prevented by their employers from holding such positions, though Councillors would appear to be eligible. This means there will have to be some application of ingenuity in the governing document and in the composition and position descriptions of the Board and committees, but CSFP chair has much experience of launching and managing such entities. This includes registration of charities, and so is competent to advise (and seek advice where needed) on the additional recommended step of seeking charitable status once CLG status has been secured. Other Partners, and members of Executive Committee, have substantial relevant experience too, and their inputs will be welcomed.

The 'guarantee' element arises from the requirement that Directors should undertake to meet any liabilities up to a prescribed maximum, but as this is normally set at a total of £10 each, and can be even less, it hardly constitutes much of a practical contingent liability. It should be mentioned that there are a range of other legal duties imposed on directors of a limited company which could give rise to personal liability. These include failure to submit annual returns, annual reports and changes in directorships, but CSFP would wish to insist on such documentation anyway. Broadly speaking, it is said by lawyers and regulators to be extremely unlikely that a director would find themselves personally liable as a matter of practice, unless they had acted in a negligent or improper manner. And anyway such risks are less onerous than the current situation, where any member of the Partnership could find themselves sued for anything said to have upset or damaged someone or their interests, from misrepresentation to actions in defamation.

Subject to the inclusion of certain standard terms /clauses, the governing document of a CLG (called Memorandum & Articles of Association) can be crafted to suit its particular circumstances. Following the recommendation to seek incorporation on 10 March, a draft will be presented by Executive Committee for approval in June. This will include the recommendation to apply to the Registrar of Companies (who controls the complete process through Companies House) to be allowed not to use the 'Ltd' handle (in line with most such entities); and the ability to use a common service address rather than put home details in the public domain.
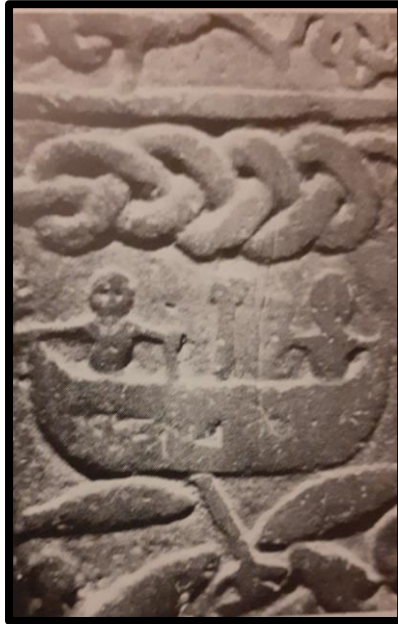
Never on a Thursday

The 10th century Gosforth Cross, one of Cumbria's greatest monuments, shows Thor (left) the Viking God of storms, perhaps demonstrating resilience and showing exhaustion after a night on flood-watch, but horrified and disconsolate at the outcome of his unforeseen hydrological power in Cumbria (tempered by his worldwide legacy of Thursday).

"One size doesn't fit all"

Credit: Poems by D Mayes, C Proctor & H Tattershall (extracts in each case) appeared in *This Place I Know*, Handstand Press, ISBN 978 0 9576609 6 0;

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