



Cotswold District Council Level 1 SFRA Update

Appendix A - Planning Policy Framework and Flood Risk Policy

Final

Prepared for
Cotswold District Council

Date
June 2026



COTSWOLD
District Council

Document Status

Issue date	1 June 2026
Issued to	Joanne Corbett
BIM reference	RNS-JBA-XX-XX-RP-EN-0002
Revision	P03
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Abbreviations

BNG	Biodiversity Net Gain
CFMP	Catchment Flood Management Plan
DWMP	Drainage and Wastewater Management Plan
EA	Environment Agency
EU	European Union
FRA	Flood Risk Assessment
FRMP	Flood Risk Management Plan
FRR	Flood Risk Regulations
GMCA	Greater Manchester Combined Authority
IWMP	Integrated Water Management Plan
LLFA	Lead Local Flood Authority
LFRMS	Local Flood Risk Management Strategy
LNRS	Local Nature Recovery Strategy
LPA	Local Planning Authority
NPPF	National Planning Policy Framework
PFRA	Preliminary Flood Risk Assessment
PPG	Planning Practice Guidance
RBMP	River Basin Management Plan
REUL	Retained European Union Law
RMA	Risk Management Authority
SuDS	Sustainable drainage systems
SWMP	Surface Water Management Plan
WCS	Water Cycle Study
WFD	Water Framework Directive
WRMP	Water Resource Management Plan

1 Key legislation for flood and water management

1.1 Flood and Water Management Act (2010)

The [Flood and Water Management Act \(2010\) \(gov.uk\)](#) was passed in April 2010 following the recommendations made within the Pitt Review (2009) following the flooding in 2007. It aims to create a simpler and more effective means of managing both flood risk and coastal erosion, establishing the lead role for local authorities, as Lead Local Flood Authorities (LLFAs), designed to manage local flood risk (from surface water, ground water and ordinary watercourses) and to provide a strategic overview role of all flood risk for the Environment Agency (EA).

1.2 Water Framework Directive (2000)

The European Water Framework Directive (WFD) (2000) was transposed into English Law by the [Water Environment Regulations \(2017\) \(gov.uk\)](#). The WFD aims to deliver improvements across Europe in the management of water quality and water resources. This is enforced through a series of plans called River Basin Management Plans (RBMPs). Cotswold District Council is covered mostly by the [Thames RBMP](#), with the south west of the district being covered by the [Severn RBMP](#).

1.3 Flood Risk Regulations (2009)

The Flood Risk Regulations (FRRs) 2009 translated the European Union (EU) Floods Directive into UK law setting the requirement for Member States to complete an assessment of flood risk, known in England as a Preliminary Flood Risk Assessment (PFRA). This information was then used to identify areas where there is a significant risk of flooding (Flood Risk Areas), where States had to undertake Flood Risk and Hazard Mapping and produce Flood Risk Management Plans (FRMPs). This cycle was repeated on a six-yearly basis.

As of 1 January 2024, the Retained EU Law (Reform and Revocation) Bill automatically repealed any Retained EU Law (REUL) not otherwise preserved or replaced in UK law before the end of 2023, including the FRRs 2009 which transposed the EU Floods Directive into legislation. This is because much of the FRRs duplicated existing domestic legislation, namely the Flood and Water Management Act 2010.

The Government expects to see continued implementation of the Flood Risk Management Plans 2021-2027, with funding for this still in place over the six-year period. The full list of relevant measures for managing flood risk within the Thames and Severn river basin districts can be found on the [EA's flood plan explorer](#).

1.3.1 Flood Risk Areas

The [second cycle PFRAs published in 2017](#) reviewed the 2011 PFRAs and were published as addendums. The 2017 updates used all relevant current flood risk data and information to assess whether any flood events had changed the understanding of significant flood risk in each constituent authority since 2011.

The PFRA methodology, based on the EA's Final PFRA Guidance and DEFRA's Guidance on selecting Flood Risk Areas, did not identify any additional Flood Risk Areas within Gloucestershire. There has been no change to the assessment of risk in the Cotswold District since the [first cycle 2011 PFRA](#) and the understanding of past flood risk has not changed. Future flood risk is revised due to the creation of the Annual Implementation Plan in 2014, which is a process for prioritising areas requiring flood alleviation.

1.4 Environmental permitting

The [Environmental Permitting Regulations \(2018\) \(gov.uk\)](#) set out where developers will need to apply for additional permission (as well as planning permission) to undertake works to an ordinary watercourse or main river. This includes flood risk activities, for example:

- On or within 8 metres of a fluvial main river.
- On or within 8 metres of a non-tidal flood defence structure or culvert.
- Involving quarrying or excavation within 16 metres of any main river, flood defence (including a remote defence) or culvert; and
- In a floodplain more than 8 metres from the riverbank, culvert or flood defence structure and you don't already have Planning Permission.

Environmental permits may also be required from the EA to discharge runoff, trade effluent or sewage into a main river. They may also be required in relation to groundwater activities, where there may be a risk of groundwater contamination.

The [Land Drainage Act \(1991\) \(gov.uk\)](#) sets out where developers will need to apply for additional permission (as well as planning permission) to undertake works to an ordinary watercourse. The LLFA should also be consulted before undertaking any works on ordinary watercourses.

1.5 Byelaws

Land Drainage Byelaws outline legal obligations and responsibilities when undertaking works on or close to a watercourse, for the purpose of preventing flooding, or mitigating any damage caused by flooding.

The district is covered by the [Thames Region Byelaws](#) and [Midlands and Severn Byelaws](#) enforced by the EA. These byelaws apply to activities around main rivers, flood defences and floodplains.

1.6 Additional legislation

Additional legislation relevant to development and flood risk in the district include:

- [Town and Country Planning Act \(1990\) \(gov.uk\)](#), [Water Industry Act \(1991\) \(gov.uk\)](#), [Land Drainage Act \(1991\) \(gov.uk\)](#), [Environment Act \(1995\) \(gov.uk\)](#), which set out the regulations for development on land in England and Wales.
- The [Environment Act 2021 \(gov.uk\)](#) requires developers to provide Biodiversity Net Gain (BNG) and for Local Planning Authorities (LPAs) to develop Local Nature Recovery Strategies (LNRS). Strategic site allocations in Local Plans which present opportunities for BNG or areas for habitat improvement/creation identified by the LNRS could have parallel opportunities to contribute to reduced flood risk from a range of sources.
- Other environmental legislation such as the [Habitats Directive \(1992\) \(gov.uk\)](#), [Environmental Impact Assessment Directive \(2014\) \(gov.uk\)](#), and [The Environmental Assessment of Plans and Programmes \(Amendment\) Regulations 2020 \(gov.uk\)](#) which apply as appropriate to strategic and site-specific developments to guard against environmental damage.
- The [Planning and Compulsory Purchase Act \(2004\) \(gov.uk\)](#) Section 19(1A) which requires LPAs to include in their Local Plans 'policies designed to secure that the development and use of land in the local planning authority's area contribute to the mitigation of, and adaptation to, climate change.'

2 Key national, regional and local policy documents and strategies

Table 2-1 summarises relevant national, regional, and local flood risk policy and strategy documents and how these apply to development and flood risk. Hyperlinks are provided to external documents. These documents may:

- Provide useful and specific local information to inform Flood Risk Assessments (FRAs) within the local area.
- Set the strategic policy and direction for flood risk management and drainage – they may contain policies and action plans that set out what future flood mitigation and climate change adaptation plans may affect a development site. A developer should seek to contribute in all instances to the strategic vision for flood risk management and drainage in the district.
- Provide guidance and/or standards that inform how a developer should assess flood risk and/or design flood mitigation and sustainable drainage systems (SuDS).

The following sections provide further details on some of these documents and strategies.

Please note that the links to these documents may change over time and any requests for these documents should be directed toward the author.

Table 2-1: National, regional, and local flood risk policy and strategy documents

Policy level	Document, lead author and date	Contextual information	Policy and measures	Development design requirements	Next update due
National	National Flood and Coastal Erosion Risk Management Strategy for England (EA) 2020 (gov.uk)	Yes	Yes	No	2026
National	National Planning Policy Framework updated in February 2025 (gov.uk)	Yes	Yes	Yes	2026
National	Planning Practice Guidance (PPG): Flood risk and coastal change (gov.uk) updated in September 2025	Yes	Yes	Yes	-

Policy level	Document, lead author and date	Contextual information	Policy and measures	Development design requirements	Next update due
National	Building Regulations Part H (MHCLG) 2010 (gov.uk)	Yes	No	Yes	-
Regional	Thames Catchment Flood Management Plan (EA) 2009 (gov.uk)	Yes	Yes	No	-
Regional	Bristol Avon Catchment Flood Management Plan (EA) 2012 (gov.uk)	Yes	Yes	No	-
Regional	Severn Tidal Tributaries Catchment Flood Management Plan (EA) 2009 (gov.uk)	Yes	Yes	No	-
Regional	Thames River Basin District River Management Plan (EA) 2022 (gov.uk)	Yes	Yes	No	-
Regional	Severn River Basin District River Management Plan (EA) 2022 (gov.uk)	Yes	Yes	No	-
Regional	Thames River Basin District Flood Risk Management Plan (EA) 2023 (gov.uk)	Yes	Yes	No	2028
Regional	Severn River Basin District Flood Risk Management Plan (EA) 2023 (gov.uk)	Yes	Yes	No	2028
Regional	Thames Water Water Resources Management Plan (2024)	Yes	No	No	2028 / 2029
Regional	Thames Water Drainage and Wastewater management plan (2023)	Yes	No	No	2028

Policy level	Document, lead author and date	Contextual information	Policy and measures	Development design requirements	Next update due
Regional	Severn Trent Water Resources Management Plan (2024)	Yes	No	No	2028 / 2029
Regional	Severn Trent Drainage and Wastewater management plan (2023)	Yes	No	No	2028
Regional	Wessex Water Water Resources Management Plan (2024)	Yes	No	No	2028 / 2029
Regional	Wessex Water Drainage and Wastewater Management Plan (2023)	Yes	No	No	2028
Regional	South West Water Water Resources Management Plan (2024)	Yes	No	No	2028 / 2029
Local	Cotswold District Council Local Plan Partial Update: Water Cycle Study (2025)	Yes	No	No	2026
Regional	Climate change guidance for development and flood risk (EA) last updated May 2022 (gov.uk)	Yes	No	Yes	-
Local	Gloucestershire Local Flood Risk Management Strategy (2014)	Yes	Yes	Yes	2026

2.1 The National Flood and Coastal Erosion Risk Management Strategy for England

The [National Flood and Coastal Erosion Risk Management Strategy for England \(gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/442212/national_flood_and_coastal_erosion_risk_management_strategy_for_england.pdf) provides the overarching framework for future action by all Risk Management Authorities (RMAs) to tackle flooding and coastal erosion in England. The Strategy looks ahead to the year 2100 and the actions needed to address the challenge of climate change.

The Strategy has been split into three high level ambitions:

- Climate resilient places.
- Today's growth and infrastructure resilient in tomorrow's climate.
- A nation ready to respond and adapt to flooding and coastal change.

The Strategy was laid before parliament in July 2020 for formal adoption and published alongside a [Policy Statement for Flood and Coastal Erosion Risk Management \(gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/442212/national_flood_and_coastal_erosion_risk_management_strategy_for_england.pdf).

The implementation of the National Strategy leads to the publication of new guidance and practice focused on resilience. It will be important to adjust the content of the SFRA, as and when required, so that changes in approach are captured in the delivery of the Local Plan.

The National Strategy is due to be updated in 2026.

2.2 Catchment Flood Management Plans

Catchment Flood Management Plans (CFMPs) are high-level strategic plans providing an overview of flood risk across each river catchment, published between 2009 and 2012. The EA use CFMPs to work with other key-decision makers to identify and agree long-term policies for sustainable flood risk management. However, the CFMPs have been largely superseded by Flood Risk Management Plans (FRMP).

There are six pre-defined national policies provided in the CFMP guidance, and these are applied to specific locations through the identification of 'Policy Units'. These policies are intended to cover the full range of long-term flood risk management options that can be applied to different locations in the catchment.

Cotswold district is covered by the [Thames CFMP](#), [Bristol Avon CFMP](#) and the [Severn Tidal Tributaries CFMP](#). The primary policy option in each of the areas of Cotswold district covered by the three plans is Preferred Policy Option 6: Areas of low to moderate flood risk where we will take action with others to store water or manage runoff in locations that provide overall flood risk reduction or environmental benefits.

2.3 Flood Risk Management Plans

FRMPs set out how organisations, stakeholders and communities will work together to manage flood risk. The FRMP designates specific measures for authorities to manage flood risk within each river basin district. For Cotswold, the key measures include:

- Engage with property owners to improve their understanding of residual risk and measures they can take to prepare for flooding and recovery in locations in

Gloucestershire where the Environment Agency is delivering property flood resilience measures

- Work with communities at risk to raise awareness and increase their preparedness for flooding, including what they can do themselves in Gloucestershire
- Update the Gloucestershire County Council website to improve signposting and accessibility to flood information and facilitate better flood reporting
- Promote natural flood risk management as a complementary element of flood risk management schemes and work with landowners to identify locations for natural flood management measures
- Regularly review Local Flood Risk Management Strategy Implementation Plan, taking into account recent flood events, and produce a prioritised list of capital works
- Work together to create a centralised data base for flood alleviation schemes to effectively co-ordinate where future resources can be targeted

The full list of relevant measures for managing flood risk within the Thames and Severn river basin districts can be found on the [EA's flood plan explorer](#).

2.4 Thames Regional Flood and Coastal Committee

Cotswold District Council (the Council) is a member of the Thames Regional Flood and Coastal Committee (RFCC). The RFCC, established by the EA, brings together relevant members appointed by the LLFAs to:

- Ensure there are coherent plans for identifying, communicating and managing flood and coastal erosion risks across catchments and shorelines,
- Encourage efficient, targeted and risk-based investment in flood and coastal erosion risk management that represents value for money and benefits local communities,
- Provide a link between the EA, LLFA, other RMAs, and other relevant bodies to build understanding of flood and coastal erosion risks in its area.

2.5 Local Flood Risk Management Strategy

Local Flood Risk Management Strategies (LFRMS) set out how the LLFA (Gloucestershire County Council (GCC)) will manage local flood risk i.e. surface water runoff, groundwater, and ordinary watercourses, for which they have a responsibility, and the work that other RMAs are doing to manage flood risk across the district.

The [Gloucestershire County Council LFRMS](#) was approved in Summer 2014 and sets out Gloucestershire's strategy for managing local flood risk over a 10-year period. The aim of the Local Strategy is to 'work in partnership with local communities, and organisations responsible for managing flood risk, in order to better understand and reduce local flood risk in Gloucestershire where it is economically, technically, socially, and environmentally feasible to do so'.

The LFRMS provides an overall picture of flood risk across Gloucestershire and outlines how the LLFA will coordinate and manage flood risk along with other RMAs. The strategy sets out the policy direction for flood defence consenting, thresholds for formal flood investigations, formal partnership and management arrangements, details regarding the asset register, and a great deal of general advice and guidance relating to flood mitigation and resilience.

GCC developed the following six strategic objectives to manage and understand flood risk across the county:

- Objective 1 - improve our understanding of flood risk;
- Objective 2 - put in place plans to manage these risks;
- Objective 3 - avoid inappropriate development and ensure new development does not increase flooding elsewhere;
- Objective 4 - increase public awareness of flooding and encourage local communities to take action;
- Objective 5 - ensure close partnership working and co-ordination with other risk management authorities in Gloucestershire; and
- Objective 6 - support response to, and recovery from, flooding incidents.

The LFRMS for Gloucestershire should be updated to align with the National Flood and Coastal Erosion Risk Management Strategy for England, 2020. However, the National Strategy is due to be updated by the EA in 2026.

2.6 Local policy and guidance for SuDS

The [National Planning Policy Framework \(NPPF\)](#) states that: "*Applications which could affect drainage on or around the site should incorporate sustainable drainage systems to control flow rates and reduce volumes of runoff, and which are proportionate to the nature and scale of the proposal.*" (Paragraph 182) and "*Development should only be allowed in areas at risk of flooding where... it can be demonstrated that... c) it incorporates sustainable drainage systems, unless there is clear evidence that this would be inappropriate*" (Paragraph 181).

At the time of writing, the following documents and policies are relevant to SuDS and surface water in the district. Hyperlinks are provided to external documents:

- [Defra National standards for sustainable drainage systems \(gov.uk\)](#), 2025.
- [SuDS Manual \(C753\) \(ciria.org\)](#), published in 2007 and updated in 2015.
- [Building Regulations Part H \(MHCLG\) \(gov.uk\)](#), 2010.
- [Gloucestershire SuDS Design and Maintenance Guide](#), 2015.
- [Cotswold District Green Infrastructure Strategy](#), 2024

Further information on SuDS requirements and design considerations can be found in the main SFRA report and Water Cycle Study report.

2.7 Water Cycle Studies

Water Cycle Studies (WCSs) assist local authorities to select and develop growth proposals that minimise impacts on the environment, water quality, water resources, infrastructure, and flood risk and help to identify ways of mitigating such impacts.

A Water Cycle Study for the Cotswold District Council Local Plan Partial Update was published in July 2025. However, the WCS is scheduled to be updated in 2026 to support the full new Local Plan for Cotswold District.

2.8 Surface Water Management Plans (SWMPs)

SWMPs outline the preferred surface water management strategy in a given location and establish a long-term action plan to manage surface water in a particular area. They are intended to influence future capital investment, drainage maintenance, public engagement and understanding, land-use planning, emergency planning, and future developments.

At the time of writing, there is no SWMP for Cotswold or within Gloucestershire.

2.9 Water Resource Management Plans (WRMPs)

Under the duties set out in sections 37A to 37D of the Water Industry Act 1991, all water companies across England and Wales must prepare and maintain a WRMP. This must be prepared at least every five years and reviewed annually.

WRMPs should set out how a water company intends to achieve a secure supply of water for their customers and a protected and enhanced environment. The WRMPs that cover the district are:

- [Thames Water - Water Resources Management Plan \(2024\)](#) which covers the period 2025 to 2075
- [Severn Trent - Water Resources Management Plan \(2024\)](#) which covers the period 2025 to 2050
- [Wessex Water - Water Resources Management Plan \(2024\)](#) which covers the period 2025 to 2080
- [South West Water - Water Resources Management Plan \(2024\)](#) which covers the period 2025 to 2050

2.10 Drainage and Wastewater Management Plans (DWMPs)

Water and sewage companies must produce a Drainage and Wastewater Management Plan (DWMP), covering a minimum of 25 years, which looks at current and future capacity, pressures, and risks to their networks such as climate change and population growth. They detail how a company plans to work with RMAs and drainage asset owners to manage future pressures. The DWMPs that cover the district are:

- [Thames Water Drainage and Wastewater management plan \(2023\)](#)
- [Severn Trent Drainage and Wastewater management plan \(2023\)](#)
- [Wessex Water Drainage and Wastewater Management Plan \(2023\)](#)

Updated DWMPs are due to be published in August 2028.

2.11 Local Plans

A Local Plan is a statutory document prepared in consultation with the local community. It is designed to promote and deliver sustainable development. Local Plans must set out a clear vision, be kept up to date and set out a framework for future development of the local area, addressing needs and opportunities in relation to housing, the economy, community facilities and infrastructure as well as safeguarding the environment and adapting to climate change and securing good design.

Local Plans set the context for guiding decisions and development proposals and along with the NPPF, set out a strategic framework for the long-term use of land and buildings, thus providing a framework for local decision making and the reconciliation of competing development and conservation interests.

The NPPF requires that the evidence base for the Local Plan must clearly set out what is intended over the lifetime of the plan, where and when this will occur and how it will be delivered. The NPPF states that Local Plans should be supported by a SFRA and should take account of advice provided by the EA and other flood risk management bodies. Each constituent authority has its own Local Plan and accompanying SFRA. The Local Plan SFRAs are used to ensure that when allocating land or determining planning applications, development is located in areas at lowest risk of flooding. Policies to manage, mitigate and design appropriately for flood risk should be written into the Local Plans, informed by both the SFRA and the Sustainability Appraisal.

The 23 key settlements within Cotswold, as defined in the Local Plan, are:

- Andoversford
- Bledington
- Blockley
- Bourton-on-the-Water
- Chipping Campden
- Cirencester
- Siddington
- Down Ampney
- Evenlode
- Fairford
- Kemble
- Lechlade
- Lower Slaughter
- Mickleton
- Moreton-in-Marsh
- Naunton
- Northleach
- South Cerney

- Stow-on-the-Wold
- Tetbury
- Upper Rissington
- Weston-sub-Edge
- Willersey

2.12 Neighbourhood plans

created by the Localism Act 2011, a [neighbourhood plan](#) is a document produced by a local community that sets out planning policies for their area and can be used to:

- Protect local green spaces;
- Encourage better designed places;
- Bring forward housing that meets local needs.

Neighbourhood planning groups can use the information in this SFRA to assess the risk of flooding to sites within their community. 10 areas have been designated as neighbourhood plan areas within Cotswold District:

- Stow-on-the-Wold and the Swells Neighbourhood Plan - following referendum, the plan was made by the Council on 3 October 2024.
- Down Ampney Neighbourhood Plan - following referendum, the plan was made by the Council on 6 March 2024.
- Fairford Neighbourhood Plan - following referendum, the plan was made by the Council on 5 June 2023.
- South Cerney Neighbourhood Plan - following referendum, the plan was made by the Council in May 2021.
- Kemble and Ewen Neighbourhood Plan - following referendum, the plan was made by the Council in May 2021.
- Preston Neighbourhood Plan - following referendum, the plan was made by the Council in May 2021.
- Somerford Keynes and Shorncliffe Neighbourhood Plan - following referendum, the plan was made by the Council in May 2021.
- Lechlade on Thames Neighbourhood Plan - following referendum, the plan was made by the Council in November 2016.
- Northleach with Eastington Neighbourhood Plan - following referendum, the plan was made by the Council in March 2019.
- Tetbury and Tetbury Upton Neighbourhood Plan - following referendum, the plan was made by the Council in December 2017.

A further 11 areas have been approved to be designated as a neighbourhood and are developing their plans:

- Ampney Crucis
- Andoversford
- Blockley
- Chedworth

- Chipping Campden
- Cirencester
- Ebrington
- Moreton in Marsh
- Siddington
- Upper Rissington
- Willersey

Further guidance on the neighbourhood planning process within the district can be found on the [neighbourhood planning page](#) of the Council's website.

2.13 Additional guidance sections

2.13.1 Supplementary planning documents

Supplementary planning documents (SPDs) are used to add further detail to the policies set out in the Local Plan and to provide guidance for development on specific sites or particular issues.

the Council produced a [Cirencester Town Centre SPD](#) (2008) to amplify policies laid out in the Local Plan, particularly in relation to traffic management. GCC is also has a number of [SPDs and guides](#) available online.

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