

## Notice of a Meeting

### Growth & Infrastructure Scrutiny Committee Wednesday, 25 May 2011 at 9.30 am County Hall

#### Membership

*Councillors:*

Roger Belson	David Nimmo-Smith	David Turner
Michael Gibbard	Anne Purse	Nicholas Turner
Pete Handley	Keith Strangwood	
Charles Mathew	John Tanner	

#### Notes:

**Date of next meeting:** 14 July 2011

#### What does this Committee review or scrutinise?

- Transport; highways; traffic and parking; road safety (those areas not covered by the Safer & Stronger Communities Scrutiny Committee); public passenger transport
- Regional planning and local development framework; economic development; waste management; environmental management; archaeology; access to the countryside; tourism
- The planning, highways, rights of way and commons/village greens functions of the Planning & Regulation Committee

#### How can I have my say?

We welcome the views of the community on any issues in relation to the responsibilities of this Committee. Members of the public may ask to speak on any item on the agenda or may suggest matters which they would like the Committee to look at. **Requests to speak must be submitted to the Committee Officer below no later than 9 am on the working day before the date of the meeting.**

#### For more information about this Committee please contact:

Chairman	-	Councillor David Nimmo-Smith E.Mail: david.nimmo-smith@oxfordshire.gov.uk
Committee Officer	-	Liz Johnston, Tel: (01865) 328280 liz.johnston@oxfordshire.gov.uk



Peter G. Clark  
County Solicitor

May 2011

## About the County Council

The Oxfordshire County Council is made up of 74 councillors who are democratically elected every four years. The Council provides a range of services to Oxfordshire's 630,000 residents. These include:

schools	social & health care	libraries and museums
the fire service	roads	trading standards
land use	transport planning	waste management

Each year the Council manages £0.9 billion of public money in providing these services. Most decisions are taken by a Cabinet of 9 Councillors, which makes decisions about service priorities and spending. Some decisions will now be delegated to individual members of the Cabinet.

## About Scrutiny

Scrutiny is about:

- Providing a challenge to the Cabinet
- Examining how well the Cabinet and the Authority are performing
- Influencing the Cabinet on decisions that affect local people
- Helping the Cabinet to develop Council policies
- Representing the community in Council decision making
- Promoting joined up working across the authority's work and with partners

Scrutiny is NOT about:

- Making day to day service decisions
- Investigating individual complaints.

## What does this Committee do?

The Committee meets up to 6 times a year or more. It develops a work programme, which lists the issues it plans to investigate. These investigations can include whole committee investigations undertaken during the meeting, or reviews by a panel of members doing research and talking to lots of people outside of the meeting. Once an investigation is completed the Committee provides its advice to the Cabinet, the full Council or other scrutiny committees. Meetings are open to the public and all reports are available to the public unless exempt or confidential, when the items would be considered in closed session

**If you have any special requirements (such as a large print version of these papers or special access facilities) please contact the officer named on the front page, giving as much notice as possible before the meeting**

**A hearing loop is available at County Hall.**

## AGENDA

1. **Election of Chairman for the 2011/12 Council Year**
2. **Election of Deputy Chairman for the 2011/12 Council Year**
3. **Apologies for Absence and Temporary Appointments**
4. **Declarations of Interest - see guidance note on the back page**
5. **Minutes** (Pages 1 - 10)

To approve the minutes of the meeting held on Thursday 17 February 2011 (**GI5a**) and Wednesday 9 March 2011 (**GI5b**) and to note for information any matters arising on them.

6. **Speaking to or petitioning the Committee**

### SCRUTINY MATTERS

7. **Preliminary Flood Risk Assessment** (Pages 11 - 50)  
9.45

The Committee are invited to consider the Preliminary Flood Risk Assessment (**GI7a**) and provide feedback to Officers before submission to the Environment Agency.

**Contact Officer:** Chris Brown  
Oxfordshire Strategic Flooding Group Coordinator  
[Chris.Brown@oxfordshire.gov.uk](mailto:Chris.Brown@oxfordshire.gov.uk)

8. **Community Transport**  
10.15

The Committee are invited to

- i. Receive an update on current Community Transport provision
- ii. Consider how Members should be involved in future Community Transport policy development

**Contact Officer:** Steve Howell  
Deputy Director (Transport)  
01865 815845

## **9. Countryside Service Briefing**

**10.45**

The Committee are invited to receive a briefing on the Countryside Service.

**Contact Officer:** Vicky Fletcher  
Natural Environment Manager  
01865 815420

## **10. Resilience to Severe Weather** (Pages 51 - 54)

**11.15**

The Committee is invited to comment on a report (**GI10**) on managing county council assets and services to ensure future resilience to severe weather.

**Contact Officer:** Susie Ohlenschlager  
Adaptation and Partnership Manager  
01865 810148

## **11. G&I Forward Plan for 2011/12**

**11.45**

The Committee are invited to comment on the draft Forward Plan for 2011/12.

**Contact Officer:** Liz Johnston  
Scrutiny Officer  
01865 328280

## **12.00 Close of Meeting**

## Declarations of Interest

This note briefly summarises the position on interests which you must declare at the meeting. Please refer to the Members' Code of Conduct in Part 9.1 of the Constitution for a fuller description.

### **The duty to declare ...**

You must always declare any "personal interest" in a matter under consideration, ie where the matter affects (either positively or negatively):

- (i) any of the financial and other interests which you are required to notify for inclusion in the statutory Register of Members' Interests; or
- (ii) your own well-being or financial position or that of any member of your family or any person with whom you have a close association more than it would affect other people in the County.

### **Whose interests are included ...**

"Member of your family" in (ii) above includes spouses and partners and other relatives' spouses and partners, and extends to the employment and investment interests of relatives and friends and their involvement in other bodies of various descriptions. For a full list of what "relative" covers, please see the Code of Conduct.

### **When and what to declare ...**

The best time to make any declaration is under the agenda item "Declarations of Interest". Under the Code you must declare not later than at the start of the item concerned or (if different) as soon as the interest "becomes apparent".

In making a declaration you must state the nature of the interest.

### **Taking part if you have an interest ...**

Having made a declaration you may still take part in the debate and vote on the matter unless your personal interest is also a "prejudicial" interest.

### **"Prejudicial" interests ...**

A prejudicial interest is one which a member of the public knowing the relevant facts would think so significant as to be likely to affect your judgment of the public interest.

### **What to do if your interest is prejudicial ...**

If you have a prejudicial interest in any matter under consideration, you may remain in the room but only for the purpose of making representations, answering questions or giving evidence relating to the matter under consideration, provided that the public are also allowed to attend the meeting for the same purpose, whether under a statutory right or otherwise.

### **Exceptions ...**

There are a few circumstances where you may regard yourself as not having a prejudicial interest or may participate even though you may have one. These, together with other rules about participation in the case of a prejudicial interest, are set out in paragraphs 10 – 12 of the Code.

### **Seeking Advice ...**

It is your responsibility to decide whether any of these provisions apply to you in particular circumstances, but you may wish to seek the advice of the Monitoring Officer before the meeting.

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## **GROWTH & INFRASTRUCTURE SCRUTINY COMMITTEE**

**MINUTES** of the meeting held on Thursday, 17 February 2011 commencing at 10.00 am and finishing at 1.15 pm

**Present:**

**Voting Members:** Councillor David Nimmo-Smith – in the Chair  
Councillor Nicholas P. Turner (Deputy Chairman)  
Councillor Anne Purse  
Councillor Roger Belson  
Councillor Pete Handley  
Councillor Charles Mathew  
Councillor John Tanner  
Councillor David Turner  
Councillor Patrick Greene (In place of Councillor Keith Strangwood)  
Councillor Lawrie Stratford (In place of Councillor Michael Gibbard)

**Other Members in Attendance:** Councillor Ian Hudspeth

**By Invitation:**

**Officers:**

Whole of meeting Liz Johnston, (Committee Officer)  
Huw Jones ( Director of Environment & Economy)

Part of meeting

<b>Agenda Item</b>	<b>Officer Attending</b>
Item 10	John Disley (LTP Project Director)
Item 10	Steve Howell (Deputy Director of Environment & Economy - Highways & Transport)
Items 6, 7 & 8	Susan Kent (Environment and Climate Change Manager)
Items 6, 7 & 8	Martin Tugwell (Deputy Director of Environment & Economy - Growth & Infrastructure)

*The Scrutiny Committee considered the matters, reports and recommendations contained or referred to in the agenda for the meeting [, together with a schedule of addenda tabled at the meeting/the following additional documents:] and agreed as set out below. Copies of the agenda and reports [agenda, reports and schedule/additional documents] are attached to the signed Minutes.*

**42/11 APOLOGIES FOR ABSENCE AND TEMPORARY APPOINTMENTS**

(Agenda No. 1)

Cllr Patrick Greene substituted for Cllr Keith Strangwood and Cllr Lawrie Stratford substituted for Cllr Michael Gibbard.

**43/11 DECLARATIONS OF INTEREST - SEE GUIDANCE NOTE ON THE BACK PAGE**

(Agenda No. 2)

There were no declarations of interest.

**44/11 MINUTES**

(Agenda No. 3)

The minutes of 20 December 2010 meeting were agreed and signed. The minutes of 6 October 2010 meeting were agreed and signed.

**45/11 SPEAKING TO OR PETITIONING THE COMMITTEE**

(Agenda No. 4)

No requests were received to speak to or petition the Committee

**46/11 SCHOOLS CARBON REDUCTION STRATEGY**

(Agenda No. 6)

Sue Kent, Environment and Climate Change Manager, updated the Committee on the School's Carbon Reduction Strategy. This includes working with schools to improve energy efficiency through culture change, installing energy monitoring equipment in school buildings and providing support for installing Photo Voltaic panels. Councillors emphasis that communicating with schools would be key to ensuring this works.

The Committee AGREED to note the good work Officers and Cabinet Members are doing to reduce school carbon emissions.

**47/11 RENEWABLE ENERGY PROJECTS**

(Agenda No. 7)

Sue Kent, Environment and Climate Change Manager, updated the committee on ongoing work to install Photo Voltaic (PV) panels on Oxfordshire County Council sites to benefit from Feed In Tariffs from Government. The current approach will be reviewed in April 2012.

The Committee AGREED to note the report and thanked Officers for their ongoing work.

**48/11 UPDATE ON CARBON MANAGEMENT PROGRAMME**

(Agenda No. 8)



The Committee received an update on the Carbon management programme. Officers emphasised the focus on increased financial savings from carbon management efficiency. The Committee discussed the advantages and disadvantages of part-night lighting and suggested the issue comes back to the Committee for further scrutiny at an appropriate time. Noted the data collection issues and would like to have an update on this on the future scrutiny work plan.

The Committee AGREED to note the report and requested that a draft policy on part-night street lighting comes back to the Committee at an appropriate time.

**49/11 CONSULTATION ON THE FUTURE OF THE PUBLIC FOREST ESTATE**  
(Agenda No. 9)

This item was withdrawn from the agenda due to changes to Government proposals.

**50/11 LTP3**  
(Agenda No. 10)

The Committee noted the report and heard that the Working Group working with Officers on this strategy had added a lot of value. The Committee heard that the short term funding available for transport projects is extremely limited and many of the projects that are still on the table have section 106 funding behind them too.

The Committee AGREED to note the report and AGREED that the working group should continue to meet throughout the next year.

**51/11 DIRECTOR'S UPDATE**  
(Agenda No. 5)

Huw Jones, Director for Environment and Economy, updated the Committee on the financial position of the Directorate after the budget was set on 15 February 2011. This highlighted the key areas where savings will be made over the medium-term and the key risk areas.

**52/11 FORWARD PLAN**  
(Agenda No. 11)

**53/11 CLOSE OF MEETING**  
(Agenda No. 12)

..... in the Chair

Date of signing .....

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## **GROWTH & INFRASTRUCTURE SCRUTINY COMMITTEE**

**MINUTES** of the meeting held on Wednesday, 9 March 2011 commencing at 10.00 am and finishing at 11.30 am

**Present:**

**Voting Members:** Councillor David Nimmo-Smith – in the Chair  
Councillor Nicholas P. Turner (Deputy Chairman)  
Councillor Anne Purse  
Councillor Pete Handley  
Councillor Charles Mathew  
Councillor John Tanner  
Councillor Zoé Patrick (In place of Councillor David Turner)  
Councillor Tim Hallchurch MBE (In place of Councillor Michael Gibbard)  
Councillor Don Seale (In place of Councillor Keith Strangwood)

**Other Members in Attendance:** Councillor Ian Hudspeth

**By Invitation:**

**Officers:**

Whole of meeting Liz Johnston, Peter Day (Minerals and Waste Policy Team Leader) and Martin Tugwell (Deputy Director of Environment & Economy - Growth & Infrastructure)

Part of meeting

**Agenda Item                      Officer Attending**

*The Scrutiny Committee considered the matters, reports and recommendations contained or referred to in the agenda for the meeting [, together with a schedule of addenda tabled at the meeting/the following additional documents:] and agreed as set out below. Copies of the agenda and reports [agenda, reports and schedule/additional documents] are attached to the signed Minutes.*

**1/11 APOLOGIES FOR ABSENCE AND TEMPORARY APPOINTMENTS**  
(Agenda No. 1)

<b>Apology from</b>	<b>Substitute</b>
Cllr Roger Belson	-
Cllr David Turner	Cllr Zoe Patrick

Cllr Michael Gibbard	Cllr Tim Halchurch MBE
Cllr Keith Strangwood	Cllr Don Seale

**2/11 DECLARATIONS OF INTEREST - SEE GUIDANCE NOTE ON THE BACK PAGE**

(Agenda No. 2)

Cllr Charles Mathew declared an interest as Councillor for Eynsham.

**3/11 SPEAKING TO OR PETITIONING THE COMMITTEE**

(Agenda No. 3)

Speaker	Item
Ms Julie Hankey (Chairman of OUTRAGE)	4. Call in of Cabinet Decision of 16 February 2011 on the Minerals and Waste Development Framework
Dr Fred Wright (speaking in a personal capacity)	
Cllr Steve Good (West Oxfordshire District Councillor and Northmoor Parish Councillor)	

**4/11 CALL IN OF DECISION BY THE CABINET - OXFORDSHIRE MINERALS & WASTE DEVELOPMENT FRAMEWORK: CORE STRATEGY - PREFERRED MINERALS STRATEGY**

(Agenda No. 4)

The Scrutiny Committee had before it the report of the Deputy Director for Environment & Economy (Growth & Infrastructure) to Cabinet on 18 February 2011 together with the draft minutes of that meeting.

Ms Julie Hankey (Chair of Outrage) spoke in support of the call in being referred back to Cabinet for further consideration. Ms Hankey felt that the decision had not taken into account the cumulative impact of gravel extraction at existing sites and urged the Committee to consider the impact on small village communities near the sites. In response to a question from Cllr Nicholas Turner, Ms Hankey confirmed that she had spoken on this subject to the Scrutiny committee on 6 October 2010 and had circulated a note in advance of the Cabinet meeting on 18 February. In response to a question from Cllr Don Seale, Ms Hankey re-stated that the impact would be felt in a small number of communities and that Cabinet should have considered more carefully spreading the extraction and impact across the County.

Dr Wright spoke in support of the call in being referred back to Cabinet for further consideration. He felt that the current proposal did not properly take into account that most gravel demand will be in the South of the County and so would increase the amount of heavy traffic needing to cross the Thames. Dr Wright confirmed that he

had sat on the Working Group on this issue and that this issue had previously been discussed by the working group.

Cllr Steve Good (West Oxfordshire District Councillor and Northmoor Parish Councillor) spoke in support of the call in being referred back to Cabinet for further consideration. Cllr Good felt that the current proposal did not fully address the issue of crossing over the Thames. Cllr Good also felt that the current tonnage requirement is too high. In response to a question from Cllr Nicholas Turner, Cllr Good confirmed that he had fed this back to Cllr Mathew who attends the Working Group meetings. In response to a question from Cllr Handley, Cllr Good felt that more enforcement of routing agreements would mitigate the situation slightly.

At this point the Chairman called Cllr Ian Hudspeth (Cabinet Member for Growth & Infrastructure) to the table. The Chairman indicated that the focus of the committee's discussion should be if there were any material concerns over the Cabinet decision, based on examining the evidence that Cabinet had before it.

Cllr Charles Mathew spoke in support of the call in being referred back to Cabinet for further consideration as he has material concerns about the policy decision. Cllr Mathew felt that the policy is unsustainable as it concentrates extraction on the North of the River Thames, when most need for gravel will be in the South of the County. Cllr Mathew stated that he understood the need for gravel extraction, but that concentrating extraction in the areas proposed would have too great an impact to be considered sustainable.

Cllr Anne Purse spoke in support of the call in being referred back to Cabinet for further consideration. Cllr Purse felt that the proposed policy was better than it had been in the past but she felt that a great burden was being placed on West Oxfordshire and that she could not support it due to the environmental and countryside impacts of continued extraction in these areas.

Cllr Pete Handley spoke in support of the opportunity for the Scrutiny Committee to carry out its "check" function. Cllr Handley felt that the tonnage levels had been set too high and that routing agreements need to be strongly enforced.

In response, the Cabinet Member for Growth and Infrastructure confirmed that he was satisfied that Cabinet had had all the relevant information and that the decision had been based on that information. He believed that the decision was sound. There are some difficulties around routing traffic and enforcement, as well as a high extraction tonnage requirement. Cllr Hudspeth said that he was in the process of trying to negotiate a lower tonnage. In response to a question from Cllr Mathew, the Cabinet member indicated that he would feed back to Government that any funds from the Aggregates Levy Sustainability Fund should be fed back in to local areas, in support of localism. In response to Cllr Purse, Cllr Hudspeth confirmed that Cabinet members were well aware of the impacts of gravel extraction on the countryside.

The Scrutiny Committee received a presentation from officers that explained the context for the decision; details of the work that had been undertaken to finalise the proposed strategy and the next steps needed to finalise the strategy before submission to Government. Officers confirmed that work had already been undertaken to derive a local assessment of need and the new tonnage figures were based on this.

Cllr John Tanner raised the issue of using recycled materials instead of newly extracted gravel, Officers responded that recycled materials are used where possible but are not an infinite resource and so cannot be the whole solution.

Cllr Nicholas Turner questioned how the issue of crossing the Thames had been discussed by Cabinet. The Officers confirmed that the process of choosing sites was based on a number of criteria, including transport planning, how likely sites were to become available during the life of the plan, environmental issues and sustainability.

Cllr Ian Hudspeth confirmed that he and the Cabinet would like to see a lower tonnage requirement and have built a clear evidence base to support the lower figure.

Cllr Don Seale agreed that a lot of consideration needs to be given to the effect on local people. There are three key issues that should be born in mind by the Cabinet when finalising the strategy

- The issues of routing traffic related to gravel extraction, in particular the impact this can have on local communities.
- Enforcement of both new and existing routing agreements. In particular, the difficulties involved when routing large vehicles across the Thames.
- The gravel extraction tonnage requirement should be re-negotiated with central Government to avoid unnecessary environmental and community impacts

Cllr Seale proposed that the Committee agree they have no material concerns over the Cabinet decision, but that they would like to ensure the Cabinet Member and Cabinet bear in mind the above points when making any decisions post-consultation.

Cllr Nic Turner again questioned whether these issues had been previously addressed to Cabinet, Cllr Mathew agreed that they had.

The Committee voted 5 votes to 4 in support of the proposal by Cllr Seale not to refer the decision back to Cabinet as they had no material concerns about the decision. The Committee also agreed that the Chairman should write to the Cabinet Member to ensure the Cabinet bear in mind the concerns raised in the discussion at the meeting.

..... in the Chair

Date of signing .....

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## **GROWTH & INFRASTRUCTURE SCRUTINY COMMITTEE**

**WEDNESDAY 25 MAY 2011**

### **Draft paper on the Preliminary Flood Risk Assessment**

#### **1. Introduction**

1.1. This report summarises the Oxfordshire Preliminary Flood Risk Assessment (PFRA) which following consideration by the Growth and Infrastructure Scrutiny Committee will be submitted to the Environment Agency in order to comply with the Flood Risk Regulations (2009).

#### **2. Lead Local Flood Authority responsibilities**

2.1. The Pitt Review into the 2007 flooding and the EU Floods Directive (2007), have led to the introduction of new legislation on flooding in the UK, notably the Flood Risk Regulations (December 2009) and the Flood and Water Management Act (April 2010).

2.2. Under the new legislation Oxfordshire County Council is now a Lead Local Flood Authority (LLFA) and this has significant implications for the County Council in terms of liability, resources, skills and capacity for flood risk management. Flood risk management is a cross-cutting activity that sits across a range of functions, and across both County and District Councils.

#### **3. Flood Risk Regulations (2009)**

3.1. The Regulations require LLFAs to complete a Preliminary Flood Risk Assessment (PFRA) by June 2011. The PFRA is made up of two actions.

3.2. The County Council must produce a Preliminary Assessment Report investigating past and possible future flood risk from local sources of flooding, namely Ordinary Watercourses, surface water (overland runoff) and groundwater. It does not consider directly flooding from Main Rivers, such as the River Thames and Cherwell.

3.3. The County Council must use the evidence in the report to identify if there are any Flood Risk Area(s) where flooding from local sources is deemed significant (in a national context for reporting to Europe). If there is a Flood Risk Area, there are future requirements under the Regulations to carry out Flood Risk and Hazard Mapping and a Flood Risk Management Plan.

3.4. The PFRA has been carried out in accordance with the methodology set out in the Environment Agency's Preliminary Flood Risk Assessment Final Guidance (December 2010). The County Council has engaged JBA Consulting, Flood Risk Management specialists, to provide support for the preparation of the PFRA.

#### **4. Consultation**

4.1. The County Council has liaised closely with local communities and partner organisations, including the District Councils and Parishes to inform the PFRA. A flooding survey has been carried out with Parish Councils. Data has been requested from a number of sources, including the Environment Agency, District Councils, British Waterways, the Fire Service and Thames Water. Unfortunately Thames Water were unable to supply data for the PFRA.

#### **5. Are there any 'significant' Flood Risk Areas in Oxfordshire?**

5.1. No. It should be noted that the completion of the PFRA is to meet the EU Regulations and its purpose is to identify areas nationally at 'significant' risk from local sources of flooding (within the whole of England there are only 10 locations where the local flood risk has been identified as being 'nationally' significant). The government (the Minister) has defined the criteria for 'significant' which in England has been set at a relatively high level (30,000 people within a cluster where flood risk is most concentrated).

5.2. The Environment Agency has supplied LLFAs with indicative Flood Risk Areas for review to make the PFRA process easier. There are no indicative Flood Risk Areas in Oxfordshire. The analysis of available data on past and predicted future flood risk undertaken for the PFRA suggests that the level of risk from local sources in Oxfordshire is not significant enough to propose a new Flood Risk Area of national significance. However, the evidence collected demonstrates that there are flooding issues that must be addressed by Oxfordshire County Council in the Local Flood Risk Management Strategy as defined in the Flood and Water Management Act (2010).

#### **6. Taking local flood risk management forward in Oxfordshire**

6.1. Flooding in Oxfordshire is not insignificant, which was highlighted by the major damage, disruption and distress caused by the floods of July 2007. As a LLFA, the County has new roles and responsibilities, duties and powers to help manage local flood risk to meet obligations described in the Flood and Water Management Act. The County will continue to work with partner organisations, including the District

Councils to manage all sources of flooding effectively in an integrated way through the existing structure of the Strategic Flooding Group, Flooding Sub-Group and District Operational Groups, with links to community flood groups.

6.2. The Flood Risk Regulations (2009) are not the only route for managing local flood risk and in this first round of assessment the Government has focussed on those areas at the highest risk of flooding from local sources nationally. The County Council are required to develop, maintain, apply and monitor a Local Flood Risk Management Strategy for the County and this is likely to be the most appropriate, flexible and adaptable approach for managing local flood risk. The PFRA will be a key piece of evidence to inform this work. The Local Flood Risk Management Strategy will cover:

- Risk Management Authorities in the LLFA area (Districts, LLFA, Environment Agency, IDBs, Water Companies, Highways Authorities)
- Flood risk and coastal erosion risk management functions that Risk Management Authorities may exercise
- Objectives for managing flood risk
- Measures proposed to meet the objectives
- How and when measures are expected to be implemented
- Costs and benefits and how measures will be paid for
- Assessment of local flood risk for the purpose of the strategy
- How and when the strategy will be reviewed
- How the strategy contributes to wider environmental objectives

6.3. It is anticipated that a Flooding Sub-Group of the County Councils, Districts, Environment Agency and Thames Water will steer the development of the strategy. It will be critical to engage local communities as the County Council develops the strategy.

## **7. Building capacity for Local Flood Risk Management**

7.1. Since the flooding of 2003 and July 2007 Oxfordshire County Council has developed a team based on the existing County Drainage Engineer role. The PFRA has been prepared at a time of transition for Oxfordshire County Council, but the process has been assisted by the communications and engagement links with partners (primarily the Oxfordshire Strategic Flooding Group) already forged since 2007.

7.2. JBA Consulting has been providing support to Oxfordshire County Council to assist in the identification of actions to be performed as part of a plan to assume their roles and responsibilities as Lead Local Flood Authority. In the first instance this has involved a review of the

existing capacity, identification of the drivers for change, a summary of the new responsibilities, gap analysis and conclusions and recommendations. A key issue is the formulation of a working structure that engages the District councils.

## **8. Scrutiny for flood risk management**

8.1. The Flood and Water Management Act has amended the Local Government Act (2000) to provide for LLFA scrutiny of Risk Management Authorities. Regulations have been brought into place known as The Flood Risk Management Overview and Scrutiny Committee (England) Regulations 2011.

Contact Officer: Chris Brown  
Oxfordshire Strategic Flooding Group Coordinator  
[Chris.Brown@Oxfordshire.gov.uk](mailto:Chris.Brown@Oxfordshire.gov.uk)

**Annex 1** Oxfordshire County Council – Preliminary Flood Risk Assessment  
Draft Report April 2011.



**Oxfordshire County Council  
Preliminary Flood Risk Assessment  
Draft Report  
April 2011  
Page 15**

## Revision History

Issue/date	Amendments	Issued to
Draft report (v1.0) 08 April 2011		Chris Brown/Gordon Hunt
Second draft (for Scrutiny Committee) (v2.0) 21 April 2011	Amendments according to review by Chris Brown/Gordon Hunt	Chris Brown/Gordon Hunt

## Authorship of this report

This document has been prepared by Oxfordshire County Council with support from JBA Consulting.

## Purpose

This document has been prepared as a final report for Oxfordshire County Council. JBA Consulting accepts no responsibility or liability for any use that is made of this document other than by the Client for the purposes for which it was originally commissioned and prepared. JBA Consulting has no liability regarding the use of this report except to Oxfordshire County Council.

## Acknowledgments

With many thanks to all those who provided data and information from Oxfordshire County Council, Environment Agency, District and City Councils, Thames Valley Police and British Waterways.

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# Executive Summary

Oxfordshire County Council has carried out a Preliminary Flood Risk Assessment (PFRA) as required by their role as Lead Local Flood Authority (LLFA) for Oxfordshire under the Flood Risk Regulations (2009). Oxfordshire County Council covers five lower tier District and City Councils. It is almost all within the Thames River Basin District and the Environment Agency's South East Region.

The PRFA is a broadscale assessment of flood risk from local sources (surface runoff, groundwater and ordinary watercourses) across the county. Existing available data were gathered from a variety of sources. The main data limitations were the consistency and reliability of the collection of past flooding information, and the level to which flood event consequences are quantified. There were also problems of data licensing and restrictions with Thames Water. A data register has been kept to record the data, its quality and any licensing limitations.

Incidents of past flooding from local sources were investigated. Several recent surface water and groundwater events have had a local impact for the county in terms of properties flooded and disruption to infrastructure and services. Events have only been included in the summary table and maps where properties are recorded to have flooded internally. One event (July 2007) had a major impact in the county and at a wider national scale, and has been included in Annex 1.

The consequences of future flooding predicted by each of the nationally available datasets for Oxfordshire have been assessed and are shown in Annex 2. The Flood Map for Surface Water was chosen as the 'locally agreed surface water information' to assess future flood risk. The spatial distribution of receptors that may be affected by future surface water flooding was analysed. The main flooding hotspots are concentrated in the towns and Oxford city, although the analysis also highlights small rural communities that may be adversely affected particularly where local critical services are affected. Future flooding from groundwater has been assessed using the national Areas Susceptible to Groundwater Flooding map. No predictive information is available on future flood risk from canals or sewer flooding. The effects of climate change and future major developments have been considered.

There are no indicative Flood Risk Areas in Oxfordshire as defined by the Defra guidance (2010). The analysis of available data predicting future flood risk suggests that the level of risk in Oxfordshire is not significant enough to propose a new indicative Flood Risk Area. However, the evidence collected demonstrates that there are flooding issues that must be addressed in the Local Flood Risk Management Strategy.

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## Glossary and Abbreviations

CFMP	Catchment Flood Management Plan
COMAH	Control of Major Accident Hazards
Defra	Department for Environment Food and Rural Affairs
EA	Environment Agency
Flood Risk Areas	An area determined as having a significant risk of flooding in accordance with guidance published by

	Defra
FRA	Flood Risk Assessment
FMfSW	Flood Map for Surface Water
FWMA	Flood and Water Management Act
GHG	Greenhouse gas
GIS	Geographical Information Systems
LCLIP	Local Climate Impacts Profile
LLFA	Lead Local Flood Authority
Main River	A watercourse for which the Environment Agency has responsibilities and powers.
Ordinary Watercourse	All watercourses that are not designated as Main River and which are the responsibility of Local Authorities, or where they exist Internal Drainage Boards
Preliminary assessment spreadsheet	Reporting spreadsheet which LLFAs need to complete. The spreadsheet will form the basis of the Environment Agency's reporting to the European Commission.
PFRA	Preliminary Flood Risk Assessment
PPS25	Planning Policy Statement 25 Development and Flood Risk
REPIR	Radiation (Emergency Preparedness and Public Information) Regulations
RMA	Risk Management Authority
SFRA	Strategic Flood Risk Assessment – spatial planning documents prepared by local planning authorities under PPS25
SODC	South Oxfordshire District Council
SUDS	Sustainable Drainage Systems
Surface Runoff	Rainwater (including snow and other precipitation) which is on the surface of the ground (whether or not it is moving), and has not entered a watercourse, drainage system or public sewer.
SWMP	Surface Water Management Plan
UKCIP	UK Climate Impacts Programme
VOWH	Vale of White Horse District Council
WODC	West Oxfordshire District Council

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# 1 Introduction

## 1.1 Scope of the report

- 1.1.1 The Flood Risk Regulations (2009) require Lead Local Flood Authorities (LLFAs) to complete a Preliminary Flood Risk Assessment (PFRA) by June 2011. In Oxfordshire the LLFA is the County Council.
- 1.1.2 The PFRA is made up of two actions. LLFAs must produce a Preliminary Assessment Report investigating past and future flood risk from local sources of flooding. They must also review and identify indicative Flood Risk Areas (areas where flood risk from local sources of flooding is designated as being significant, as defined by regulation 14 and in accordance with guidance issued by Defra in 2010).
- 1.1.3 Local sources of flooding are defined as:
- Surface runoff - meaning water on the surface that has not yet entered a watercourse, drainage system or public sewer.
  - Groundwater - meaning water below the ground that is in direct contact with the ground or subsoil.
  - Ordinary watercourses – includes lakes, ponds and other areas of water that flow into an ordinary watercourse. Ordinary watercourses are those that are not defined as Main River by the Water Resources Act (1991) and shown on the Environment Agency's Main River map.
- 1.1.4 It should be noted that local sources do not include flooding from main rivers, the sea or large raised reservoirs, burst water mains or from any part of a sewerage system unless it is caused by an increase in the volume of rainwater.

## 1.2 Aims and objectives

- 1.2.1 The Preliminary Assessment Report is a broadscale and strategic assessment of flood risk across the county so that Oxfordshire County Council can answer the question: "where is local flood risk significant?" This should inform the location of Flood Risk Areas, for which more detailed Flood Risk and Flood Hazard Mapping and Flood Risk Management Plans will be needed in the future. It is an initial screening exercise and is based on readily available information, such as existing Strategic Flood Risk Assessments (SFRAs), Catchment Flood Management Plans (CFMPs) and consideration of past and possible future flooding.
- 1.2.2 The objectives of the PFRA are to:
- Bring together information on past flooding and its consequences, to understand where there have been significant harmful consequences,
  - Bring together information on flooding that may happen in the future 'future flooding', to understand where there might be significant harmful consequences in the future,
  - Use the information as evidence to determine if there are any Flood Risk Areas in Oxfordshire that meet the national thresholds set by Defra (2010) and review the indicative Flood Risk Areas provided by the Environment Agency, and
  - Develop the PFRA in such a way that it contributes to the preparation of the Local Flood Risk Management Strategy and can be used in future as an evidence base to inform Surface Water Management Plans (SWMPs) that might be necessary. This includes working with Risk Management Authorities across

the county, including the four District and Oxford City Councils to inform the assessment.

- 1.2.3 The data collected and research carried out for the PFRA will also support and feed into the Local Flood Risk Management Strategy in the longer term, which will include a more detailed analysis of risk from local sources of flooding.

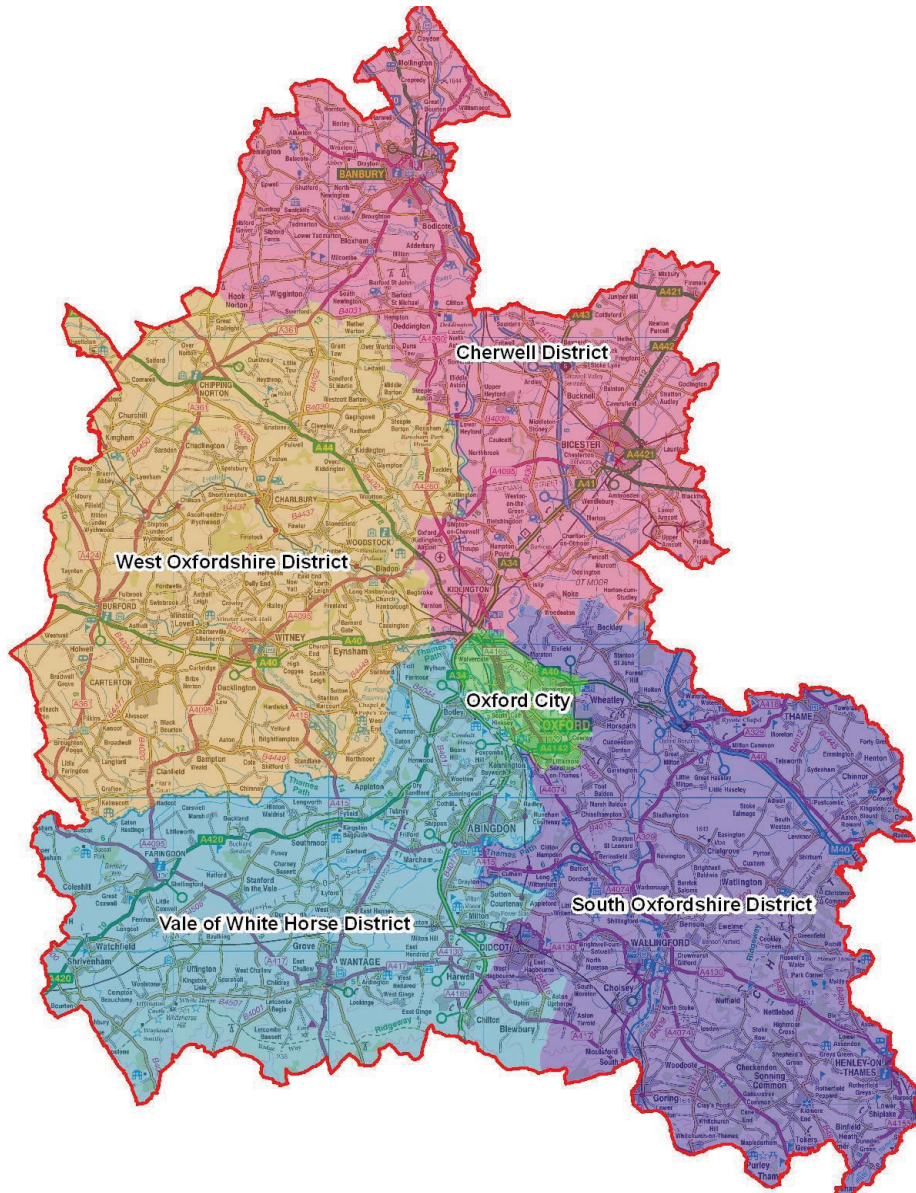
### **1.3 The study area**

- 1.3.1 The study area for the PFRA is the County of Oxfordshire. Oxfordshire covers an area of around 2,600 km<sup>2</sup> and has a population of 639,800, one of the lowest population densities in the south east region<sup>1</sup>.
- 1.3.2 Oxfordshire covers the five lower tier Councils of South Oxfordshire, West Oxfordshire, Vale of White Horse and Cherwell District Councils and Oxford City Council, shown in Figure 1-1. It is almost all within the Thames River Basin District (96.6%) and the Environment Agency's South East Region. Small areas of the county are in Anglian (2.6 %) and Severn (0.8 %) River Basin Districts.
- 1.3.3 The main water company is Thames Water, although small areas are covered by Anglian Water and Severn Trent Water. There are no known operational Internal Drainage Boards.
- 1.3.4 The main urban area is the historic university city of Oxford, with a population of 155,000. Smaller urban centres (42,000 or less) are found at Banbury, Abingdon, Bicester, Witney and Didcot. Over half the population live in settlements of less than 10,000 people.
- 1.3.5 Oxfordshire has high employment levels and a highly qualified workforce. Key industries and employers include academia, international publishing, high tech business, research and development and biotechnology, car manufacture and motorsport, and tourism.
- 1.3.6 Outside of the urban areas, the county is predominantly rural, over 75% of the land is devoted to agricultural use and almost 25% of the county falls within one of three 'Areas of Outstanding Natural Beauty', including the Chiltern Hills, the Cotswolds and the North Wessex Downs.
- 1.3.7 The topography of the county is predominantly low rolling hills, dominated by the major river valley of the Thames, and its many tributaries. The highest point in the county is around 260m above ordnance datum, at White Horse Hill.
- 1.3.8 The underlying bedrock geology follows bands running in a south west to north east direction. In the north west is the oolitic limestone of the Cotswolds, followed by a band of Oxford clays, mudstone, siltstone and sandstone and into the chalk to the south and south east forming the hills of the North Wessex Downs and the Chilterns.

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<sup>1</sup> Information and statistics in this section are from <http://www.oxfordshire.gov.uk>

Figure 1-1 Map of study area



Contains Ordnance Survey data  
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## 2 Lead Local Flood Authority responsibilities

### 2.1 Introduction

- 2.1.1 Flood risk management is a cross-cutting activity for Oxfordshire County Council that sits across a range of functions, including Highways, Spatial Planning, Emergency Planning and Sustainability and Climate Change. The Council also has responsibilities as a riparian land owner.
- 2.1.2 During the summer of 2007 many people, properties and infrastructure across Oxfordshire County Council were affected by flooding from local sources (primarily surface water). Since then Oxfordshire County Council has been pro-active in responding to flood risk, responding to key issues identified during the event and addressing the potential impact of new development by advocating the implementation of Sustainable Drainage Systems (SUDS).



2.1.3 Following the flooding in the summer of 2007 the government commissioned an independent review chaired by Sir Michael Pitt. The final report, published in June 2008, highlighted the gaps with respect to responsibility for local sources of flooding. The report made a total of 92 recommendations, including that:

Recommendation 2	The Environment Agency should be a national overview of all flood risk, including surface water and groundwater flood risk, with immediate effect.
Recommendation 14	Local authorities should lead on the management of local flood risk, with the support of the relevant organisations.
Recommendation 17	All relevant organisations should have a duty to share information and cooperate with local authorities and the Environment Agency to facilitate the management of flood risk.

2.1.4 Following legislation has brought forward recommendations from the Pitt Review into legislations, notably:

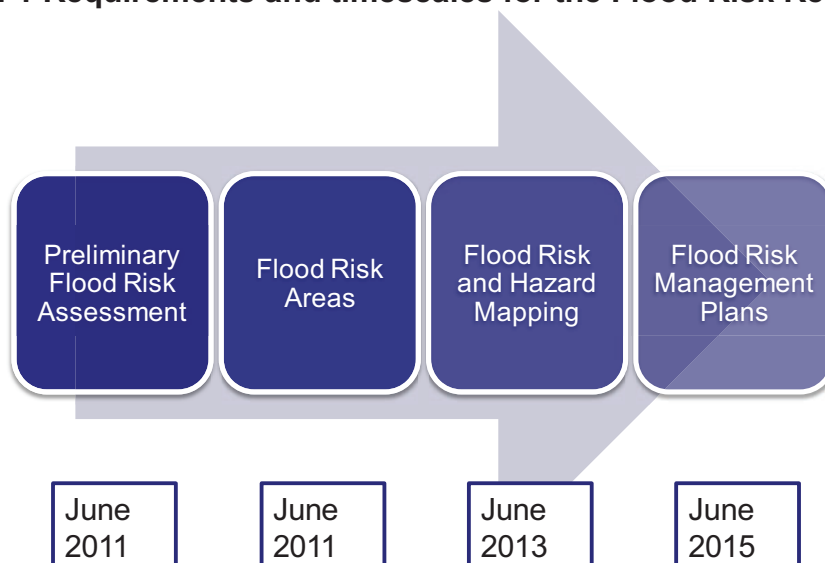
- The Flood Risk Regulations (November 2009)
- The Flood and Water Management Act (April 2010), which is being enacted in stages and for which the full implementation timeframe is not yet available. The most recent stages were enacted in April 2011.

2.1.5 This legislation has significant implications for Oxfordshire County Council in terms of resources, skills and capacity for flood risk management. Since the flooding of July 2007, a team has been built up around the existing County Drainage Manager role. This team has worked closely with the Districts and City Councils, Thames Water and the Environment Agency.

2.1.6 The PFRA has been prepared at a time of transition for Oxfordshire County Council, but the process has been assisted by the communications and engagement links already forged since 2007.

2.1.7 The Flood Risk Regulations (2009) transpose the EU Floods Directive (2007) into law in England and Wales. The Flood Risk Regulations set out a risk based approach to the prioritisation of resources, targeting them at the areas of highest flood risk. The Risk Regulations requirements relevant to LLFAs are summarised in Figure 2-1.

**Figure 2-1 Requirements and timescales for the Flood Risk Regulations**



- 2.1.8 LLFAs are required to prepare responses for flooding from surface water, groundwater, ordinary watercourses, lakes and canals. As a LLFA, Oxfordshire are required at this time to prepare a Preliminary Assessment Report (this report) and identify Flood Risk Areas. It is noted that these are areas with what is considered to be significant flood risk on a national scale. The threshold for this has been set by the Minster, one of the indicators being 30,000 people that might be affected.
- 2.1.9 Whilst no Flood Risk Areas have been identified through this report for Oxfordshire there are clearly flooding issues that are considered locally significant. It is intended that the management of flood risk in these areas and across the wider county will be directed by the Local Flood Risk Management Strategy that Oxfordshire County Council are required to prepare under the Flood and Water Management Act (2010).
- 2.1.10 The Flood Risk Regulations require LLFA work to be reviewed by the Environment Agency. The dates for submission of the work to the Environment Agency are shown on Figure 2-1. As part of its strategic overview role for all sources of flooding, the Environment Agency is providing guidance for each stage of the process.
- 2.1.11 The implementation of the Act is a more complex task for an authority where there are two tiers of local government, since many of the functions carried out by the authorities are separated, including:
- Spatial Planning, with Highways Development Control, Minerals and Waste Planning and County Council Development Control sitting at County level, but the majority of planning functions with respect to policy planning and development control sitting within District and Borough Councils,
  - Emergency planning, response and recovery being shared across both tiers as appropriate, with the main driver being the Civil Contingencies Act (2004) and
  - Drainage, with the Highways Drainage function sitting at County level and land drainage responsibilities under the Land Drainage Act (1991) sitting largely with Borough and District Councils and Internal Drainage Boards.
- 2.1.12 The Flood and Water Management Act has not attempted to change the majority of the functions performed by respective parties and indeed allows for delegation of responsibilities between Risk Management Authorities as appropriate. Table 2-2 summarises the new responsibilities that different organisations across Oxfordshire will now have under the Flood and Water Management Act.

**Table 2-1 Roles and responsibilities under the Flood and Water Management Act**

<b>Risk Management Authority</b>	<b>Strategic Level</b>	<b>Operational Level</b>
Environment Agency	Strategic overview for all sources of flooding National Strategy Reporting and general supervision	Main rivers Sea Reservoirs
Lead Local Flood Authority (Oxfordshire County Council)	Input to the National strategy Produce Local Flood Risk Management Strategy	Surface water Groundwater
Four Districts and City Councils Internal Drainage Board	Input to the National and Local Strategies	Ordinary watercourses Potential delegation for other local sources

## 2.2 Governance and partnership

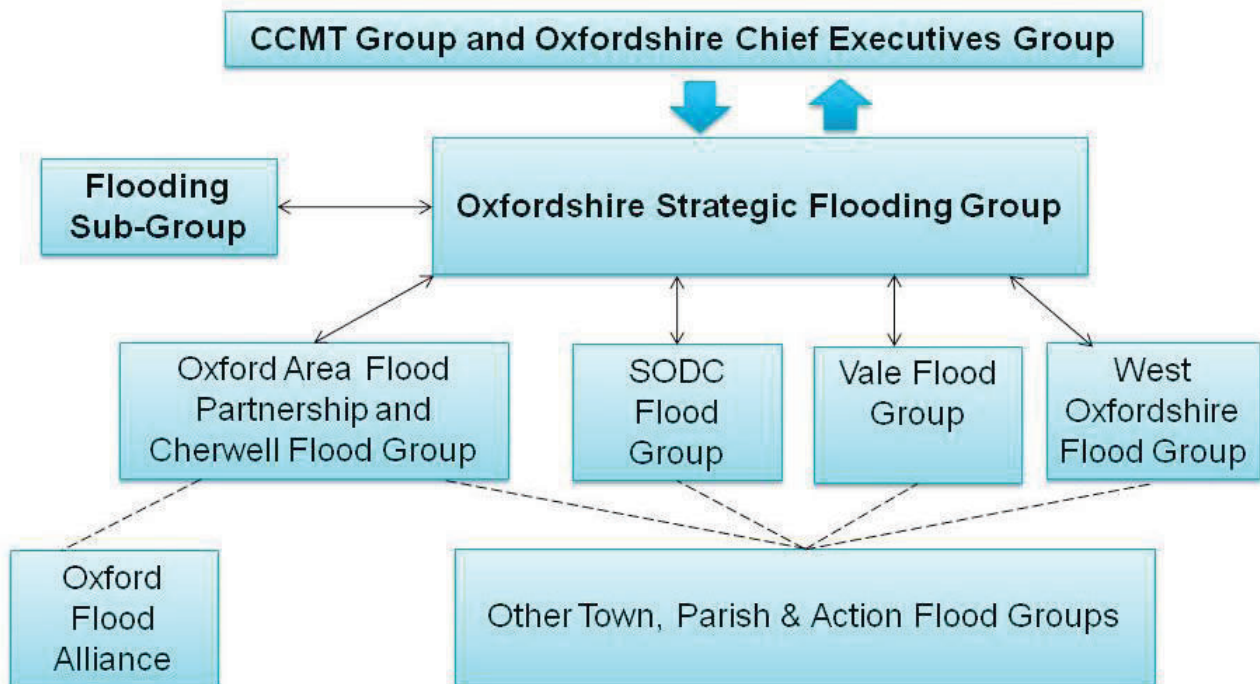
2.2.1 Table 2-3 shows the organisations in Oxfordshire that are now Risk Management Authorities (RMAs). It is noted that as a LLFA, Oxfordshire County Council is also classed as a RMA.

**Table 2-2 Risk Management Authorities (RMAs) in Oxfordshire**

District or Borough Councils	Internal Drainage Boards	Water Companies	Other
<ul style="list-style-type: none"> <li>Cherwell District Council</li> <li>Oxford City Council</li> <li>South Oxfordshire District Council</li> <li>Vale of the White Horse District Council</li> <li>West Oxfordshire District Council</li> </ul>	<ul style="list-style-type: none"> <li>Standlake (not known to still be active)</li> </ul>	<ul style="list-style-type: none"> <li>Thames Water</li> <li>Anglian Water</li> <li>Severn Trent Water</li> </ul>	<ul style="list-style-type: none"> <li>Environment Agency</li> <li>Highways Agency</li> </ul>

2.2.2 There are a number of working groups that have been set up in Oxfordshire to allow partnership working. These are summarised on Figure 2-2.

**Figure 2-2 Structure and linkages of Oxfordshire flood groups**



2.2.3 The Oxfordshire Strategic Flooding Group (formerly the Oxfordshire Long Term Flooding Issue Group) was set up following the floods of July 2007 and included representatives from Oxfordshire County Council, City and District Councils, the Environment Agency and Thames Water. The role of the group was to consider the issues that arose from the July 2007 floods and to form a partnership for improved joint working and communication within the county in relation to flooding. Meetings are held quarterly. The terms of reference of the Group are given in Appendix A.



- 2.2.4 The Group has now been in existence for over three years and during this time the Pitt Review has been published with its various recommendations. As a result of the Flood Risk Regulations (2009) and Flood and Water Management Act (2010) the Group has adopted a more strategic role in order to consider the implications of the new legislation and to work with partners in order to facilitate a joined up approach to flood risk management.
- 2.2.5 The following organisations are members of the Group:
- Environment Agency
  - Oxfordshire County Council
  - Cherwell District Council
  - Oxford City Council
  - South Oxfordshire District Council (SODC)
  - Vale of White Horse District Council (VOWH)
  - West Oxfordshire District Council (WODC)
  - Thames Water
- 2.2.6 As shown on Figure 2-2, there have been operational Flood Groups set up for each District and Oxford City. A Flooding Sub-Group has recently been set up with the intention of becoming a 'task and finish' group for work at a level of detail that is not appropriate for the involvement of the Strategy group.

## **2.3 Communication with partners and the public**

- 2.3.1 The Strategic Flooding Group Coordinator maintains a communication flow between partners and also arranges the quarterly meeting including coordination of the agenda and associated papers. He has also been involved in setting up and arranging of two specific countywide Flooding Sub-Group meetings where particular issues were discussed and agreed.
- 2.3.2 As part of the preparation for the PFRA information was requested from Parish, District, City Councils and internally within Oxfordshire County Council relating to flooding incidents. This required information being sent explaining the request and a brief background to the legislation and involving all tiers of local government in the collation of relevant information.
- 2.3.3 Oxfordshire County Council is in the process of updating its web site to take into account the new responsibilities and there have been articles in District Council newsletters.

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## **3 Methodology and data review**

### **3.1 Methodology and timeline**

- 3.1.1 The PFRA has been carried out in accordance with the methodology set out in the Environment Agency's Preliminary Flood Risk Assessment Final Guidance (December 2010). A schedule showing the stages of development of the PFRA is shown in Table 3-1.
- 3.1.2 The PFRA will be subject to review by the Growth and Infrastructure Scrutiny in May 2011. The Scrutiny committee provides advice to the Cabinet on major policy issues and may review Cabinet decisions.

**Table 3-1 Schedule of development of PFRA**

<b>Date</b>	<b>Activity</b>
June 2010 to December 2010	Development of governance and partnerships (based on relationships established following the 2007 flood event). Collation of data on past floods from other organisations, including Parish Councils.
January 2011	Discussion with Environment Agency representative to provide advice regarding PFRA
March 2011	Appointment of JBA Consulting to support preparation of PFRA. Completion of data collation. Start assessment of flood risk based on available data on past and future floods. Determine locally agreed surface water information. Start Preliminary Assessment Report. Extract information for Annex spreadsheet.
April 2011	Complete Preliminary Assessment Report and Annex spreadsheet
May 2011	Scrutiny Review
June 2011	Submission of PFRA to Environment Agency

## 3.2 Data collection

3.2.1 Existing spatial datasets, reports and anecdotal evidence were gathered for this assessment from a variety of sources as per the Environment Agency guidance, as summarised in Table 3-2.

**Table 3-2 Data collection**

<b>Organisation</b>	<b>Data collected</b>	
Oxfordshire County Council	Drainage	Local knowledge of drainage engineers Capital schemes 2011-2012 Photos of flooding
	Sustainability and climate change	Local Climate Impacts Profile database
	Emergency Planning	Severe Weather Plan COMAH and REPPiR site locations
	Fire and Rescue Service	Records of flooding in July 2007
	Minerals and Waste	Oxfordshire Level 1 Strategic Flood Risk Assessment
	Customer Services	Mapping and GIS layers
Town and Parish Councils	Parish Flooding Survey (June 2010)	

<b>Organisation</b>	<b>Data collected</b>
Oxford City and District Councils	Strategic Flood Risk Assessments West Oxfordshire District Council Final Report: 2007 Summer Floods South Oxfordshire and Vale of White Horse District Council SFRA GIS layers
Environment Agency	PFRA GIS layers (Flood Map, Main Rivers, Historic Flood Map, Areas Susceptible to Surface Water Flooding, Areas Susceptible to Groundwater Flooding, Detailed River Network, National Receptors Database, Flood Map for Surface Water) PFRA data CD Review of Thames Region Summer Floods 2007: Technical report and spreadsheet of properties flooded by surface water. Thames Catchment Flood Management Plan
British Waterways	GIS layers of canal information and incidents of overtopping/breaching in 2007
Thames Valley Police	No information available
Thames Water	No information received

### **3.3 Availability and limitations of information**

- 3.3.1 The main data limitations from the perspective of the PFRA are with the recording of past flooding information. Prior to the Pitt Review (2008), there was uncertainty regarding responsibility for collecting data on local sources of flooding, and little incentive for any party to collect such data.
- 3.3.2 This means the availability of past flooding information is generally sparse. Due to the historically poor recording of incidents of flooding from non-main river sources, many of the flooding records are descriptive, incomplete, or not geographically referenced, and recording of the consequences is not clear. This is a widespread problem nationally, but clearly one which needs to be addressed by the LLFA as part of its new responsibilities, with the development of standard methods of collecting, recording and storing information during an event.
- 3.3.3 Despite this limitation, there was a surprising amount of data available about the July 2007 event, perhaps because it had a relatively big impact. While much of it was qualitative, there were two main sources which recorded numbers and geographical locations of properties flooded. These were:
- Environment Agency Thames Region's Technical Review of Summer Floods 2007
  - Fire and Rescue Service records of flooding in July 2007
- 3.3.4 It was found that the two datasets were quite different, in terms of the total numbers of properties flooded, and in some cases the locations of flooding. This may be due to differences in the way the source of flooding has been defined, and illustrates the problems faced in collecting data of this kind. It is likely that neither dataset fully represents the true scale of the event, and in particular it seems that flooding from ordinary watercourses may not be well represented in either dataset. It was considered

that the Fire and Rescue Service records were more consistent in the way the data was collected, and the data recorded more properties flooded. However there were additional locations recorded by the Environment Agency that do not appear in the Fire and Rescue records. Both datasets have been shown on Map 1 and the differences can be seen.

- 3.3.5 The Parish Flooding Survey (see Appendix B) was also very detailed in identifying locations where surface water flooding causes problems, but the consequences are mostly descriptive and are not always quantified in terms of precise number of properties flooded and the severity of the flooding (depth, extent, duration). There was not enough time available to this study to standardise the data format and fully analyse the results. Not all parishes returned the surveys (66 out of 322), including some that were known to have flooded. The majority of the records relate to July 2007, and the more quantitative evidence described above has been used in preference for the PFRA. However the Parish Flooding Survey will be analysed fully and utilised in the more detailed Local Flood Risk Management Strategy.
- 3.3.6 The Environment Agency's Historic Flood Map only covers past flooding from rivers, the sea and groundwater, as these sources have traditionally been the Environment Agency's responsibility. It therefore does not include most of the local sources of interest to the PFRA. It is also not attributed with the source of flooding, date or any other more detailed information.
- 3.3.7 These limitations highlight the need for future data to be collected more methodically using a formal system and approach that is common to all parties who collect data. This is required under the Flood and Water Management Act through the responsibility to investigate flooding. In developing the investigation procedures it would be prudent to ensure that the information collected satisfied data collected to meet the needs of the Flood Risk Regulations.
- 3.3.8 The other main limitation to the PFRA was the lack of sewer flooding information. DG5 information was formally requested from Thames Water on areas known to them of historical flooding incidents but this was not received. Thames Water requested that the LLFA enters in to a data sharing agreement that restricted the use of the information, and as a result no data has been received. The issue of data sharing in general is currently being considered by Environment Agency at a national level especially in relation to water companies.
- 3.3.9 It is recognised that the PFRA should consider flooding from sewers where this is caused from an increase in the volume of rainfall. It is highly likely that the flooding of July 2007 was partly down to the sewer system being overloaded by the intensity of the rainfall. However the PFRA is based on 'available' information and thus cannot take account of the Thames Water DG5 data. The assessment of sewer flooding for the PFRA has therefore been based on the information available in the county's SFRAs.

### **3.4 Information sharing and management**

- 3.4.1 Flood related information exists in a number of different formats (both hard and digital) across a number of different service areas. Information has been collected from various different organisations over time for different purposes. A formal data register has been kept to record the data collected and used for the PFRA, and any licensing limitations.
- 3.4.2 It is recommended that Oxfordshire County Council put in place a system to collect, manage and store flood related information to underpin the work of the LLFA. This should ideally have a Data Custodian, who acts as a focal point for flood related information in the county. The Data Custodian should have access to, and the skills to use, suitable GIS software in order to be able to manage the spatial data that is integral

to flood risk management. These arrangements should be outlined in the Local Flood Risk Management Strategy.

- 3.4.3 As described the data on local flooding has not been collected using methodical procedures. It is often very good descriptive information, but it is difficult to determine the accuracy and completeness of the data. Thus at this juncture it is difficult to define quantitative measures of data quality and confidence in the data. To assist with the future use of the data for the Local Flood Risk Management Strategy, the following quality tags have been used:

<b>Data quality tag</b>	<b>Description</b>
High	Flood event information/consequences are quantified Consistent collection method, likely to be accurate and reliable Source of information is known Geo-referenced Based on computer modelling with high confidence
Medium	Flood event information/consequences are more qualitative or descriptive Less consistent collection methods, accuracy and reliability are harder to determine Multiple sources of information May be geo-referenced Based on computer modelling with reasonable confidence
Low	Flood event information/consequences are not given Significant doubt over consistency, accuracy and reliability Source of information is unknown Not georeferenced Based on computer modelling with low confidence

### **3.5 Appropriate uses of information**

- 3.5.1 In order to protect data from unauthorised use, change, copying or loss and cover Intellectual Property Rights, the vast majority of data that is used to inform flood risk management is shared under license agreements. Different license agreements have been entered into as appropriate.
- 3.5.2 Much of the information on flooding is sensitive, particularly where this related to information on individual properties that have been affected by past flooding, for reasons of property blight and also related to the quality of the information, since many records of past flooding are anecdotal and incomplete.
- 3.5.3 Predictive mapping for future flood events is reliant on the underlying assumptions and level of detail that any flood modelling study will necessarily take, since modelling is a simplification of reality. Hence it is common to describe flooding locations by street or community and show flood mapping at a scale at which individual properties cannot be identified, especially where this is being used in a strategic context, such as to inform the PFRA.
- 3.5.4 The assessment of data quality, as described in section 3.4, should be taken into account in the re-use of any of the information collected for the PFRA.
- 3.5.5 The PFRA will be quality assured by review within JBA Consulting and Oxfordshire County Council. The Environment Agency PFRA checklist will be used to assure quality, and the Environment Agency will also review the document.



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## 4 Past flood risk

### 4.1 Significant harmful consequences

- 4.1.1 Defra and the Minister have determined a very high threshold to determine whether the risk should be classified as 'significant' on a European scale for the purpose of responding to the Floods Directive (there are only 10 indicative Flood Risk Areas where flood risk is deemed to be significant in the whole of England).
- 4.1.2 Annex 1 is a standard spreadsheet that has been provided by the Environment Agency with their PFRA guidance, and must be included with the Preliminary Assessment Report. It will be used to report past flood event information to the European Commission. It has several mandatory fields and the format cannot be changed. An Environment Agency briefing note (undated) advises that:
- "There is only a need to include information in Annex 1 if the LLFA has reliable information on past floods and believes those floods had significant harmful consequences.
  - The purpose is to include reports of those past floods that had consequences of a level sufficient to justify reporting to Europe. This would normally imply that they were memorable or otherwise registered on a national scale.
  - To reduce workload and focus on the key requirements of the PFRA, we suggest that reporting of past floods in Annex 1 be kept to the more major flood events."
- 4.1.3 Following this guidance, it was decided that one event, July 2007, met these criteria. It had a major impact in the county and at a wider national scale, and has therefore been included in Annex 1.
- 4.1.4 However, it is important to understand that the information in the PFRA report will be used to prepare the Local Flood Risk Management Strategy. This local strategy will consider the consequences of flooding for circumstances where the consequences are much less than those determined by Defra and the Minister.
- 4.1.5 This is demonstrated by the fact that several other recent events have had a local impact for the county in terms of properties flooded and disruption to infrastructure and services. Such events have only been included in the PFRA summary table (Table 4-1) and maps (Map 1 to Map 3) where the consequences are easily quantifiable i.e. properties are recorded to have flooded internally.

### 4.2 Interaction between sources of flooding

- 4.2.1 Interaction between different sources of local flooding, and between local sources and main river sources is common, and it is often difficult to determine exactly what source is responsible for any impact.
- 4.2.2 There is often a timing factor associated with this interaction. For example:
- High intensity rainfall may initially result in water that runs across the land and causes surface water flooding. This flood water eventually is collected in drainage systems and causes flows in rivers and channels to increase, resulting in flooding at a later stage that is a result of the capacity of the river channels being exceeded (thus the flooding can change from surface runoff flooding to river flooding).
  - Where rainfall occurs over a longer period, river levels may start to rise slowly. This causes groundwater levels in alluvial gravels to rise, and groundwater flooding may occur before the river itself floods, and persist after the river level has receded. This is an interaction that occurs along the River Thames.

### **4.3 Surface water and ordinary watercourses**

- 4.3.1 The majority of recorded incidents of local sources of flooding in the county have been due to intense rainfall events. This has led to flooding from surface water runoff, both on its own or in combination with flooding caused by the exceedence of capacity of local drainage, ordinary watercourses and associated structures such as culverts. The two sources are closely interlinked and have been considered together for the purposes of the PFRA.
- 4.3.2 The event which had the biggest impact on receptors, and was best recorded, occurred in July 2007 and affected many settlements across the county. This event also registered on a national scale beyond Oxfordshire and has therefore been included in Annex 1. According to the Environment Agency's Post Flood Technical Report (2007), after an unseasonably wet May, June and July, widespread torrential downpours on 19<sup>th</sup> and 20<sup>th</sup> July occurred across Oxfordshire, but were most severe in the west of the county. The maximum total in Oxfordshire was recorded at Uffington (140.7mm over 48 hours), and many locations recorded continuous heavy rainfall for around 20 hours. The rainfall event was estimated to have between a 1 in 140 and 1 in 360 chance of happening in any given year depending on location. The immediate effect of the intense rainfall was widespread surface water and ordinary watercourse flooding.
- 4.3.3 Over the following days and weeks, this event resulted in a major fluvial flood, so there was interaction with main river sources, and it is therefore difficult to be certain about the exact number of properties and infrastructure flooded by non-main river sources alone (see 4.2). Only those properties known to have flooded from non-main river sources have been included in the property counts in Annex 1.
- 4.3.4 The estimate of the total number of properties flooded from surface water and ordinary watercourses in July 2007 varies between 100 and over 250 depending on the source of information used. In reality the number of properties flooded from all local sources is likely to be much greater. The distribution of these records is shown in Map 1. The worst affected areas according to the Fire and Rescue Service records were (in order of number of properties affected): Bampton, Appleton, Brize Norton, Witney and Bloxham. Only around six of the records are clearly non-residential properties. Critical services are also recorded as flooding, including four primary or pre-schools, and one emergency service.
- 4.3.5 Other surface water flooding events in the county have been on a much smaller and more localised scale. Several events are mentioned in the Parish Flooding Survey (see Appendix B), data collection spreadsheets and SFRA's. Problematic areas are indicated by the locations of planned drainage capital schemes and works provided by Oxfordshire County Council (see Appendix B) and the West Oxfordshire District Council Final Report: 2007 Summer Floods, but there are few estimates of consequences so most have not been included in the summary below.
- 4.3.6 Where consequences could be easily quantified in the time available from the existing information, the events are shown on Map 2. These events have affected single communities such as Bladon (see Figure 4-1) and Nuneham Courtney. The more qualitative information that has been collected on other events and locations will be fully used in the more detailed Local Flood Risk Management Strategy.



**Figure 4-1 Surface water flooding in Bladon, January 2007**

## **4.4 Groundwater**

- 4.4.1 There is only one groundwater-only event in the records which is clearly recorded as causing flooding to property. The prolonged event of 2000/1 saw some of the highest groundwater levels recorded within the chalk and oolitic limestone aquifers in the county, causing flooding in watercourses including Assendon Spring, Stert Brook (Thame) and Ewelme Brook. Locations of watercourses affected in this event were provided by the Environment Agency and are shown on Map 3. According to the Parish Flooding Survey, 22 properties are estimated to have flooded on the Assendon Spring (an ephemeral groundwater fed ordinary watercourse), which flows through Stonor, Middle Assendon, Lower Assendon, and Henley, before entering a long culvert. The flood was particularly notable on the Assendon Spring because the watercourse is normally dry. Prior to 2001, the stream had last flowed in 1969.
- 4.4.2 Groundwater flooding also occurs in combination with main rivers. In particular, some areas of Oxford, including Botley (January 2003) and New Hinksey (June 2007), have suffered basement flooding in the past when groundwater in alluvial gravels has risen, driven by river flooding in the River Thames. Oxford City Council noted approximately 190 properties flooded by this mechanism in June 2007, although there is little further information on this event and more investigation will be required.

## **4.5 Canals**

- 4.5.1 Oxford Canal is the only canal in the county. It enters Oxfordshire in the very northern tip of the county near Claydon, and extends southwards through Banbury and into central Oxford, ending close to the railway station. Some overtopping and breaching of the Oxford Canal occurred during the July 2007 event.
- 4.5.2 The canal interacts closely with the River Cherwell (main river) through locks and overflow structures, and at certain points they occupy the same channel. It is therefore virtually impossible to separate any impacts from the main river flooding. Most of the breach/overtopping locations are in rural areas and would have had very little impact on properties. However there are five overtopping locations in Banbury that may have contributed to the main river flooding that occurred there during the event.
- 4.5.3 Map 4 illustrates the route of the canal and locations of breaching and overtopping for information only. It is not known whether any properties flooded directly from the canal.



## **4.6 Sewer flooding**

- 4.6.1 Thames Water has not provided DG5 data to this study. However, it was provided to the SFRAs covering Oxfordshire, which assessed risk from sewer flooding. The SFRAs conclude that the majority of the county is at low risk of sewer flooding.
- 4.6.2 The only area where sewer flooding problems were identified was in the Botley area, and the SFRA states that Thames Water has identified a solution to the problem and funding has been allocated.

**Table 4-1 Summary of past flooding with adverse consequences in Oxfordshire**

This is a summary of the most severe flooding events from local sources in Oxfordshire. Events and locations have only been included where the available data gives an estimate of the number of properties flooded internally. Other local flooding events in the county have been on a smaller scale and no estimates of consequences were available, so have not been included in the table.

<b>Date*</b>	<b>Location</b>	<b>Source of flooding</b>	<b>Approximate number of properties affected</b>	<b>Source of information</b>	<b>Comments</b>
February 2001	Stonor, Middle Assendon, Lower Assendon, Henley	Groundwater/ordinary watercourse	22	Oxfordshire County Council Drainage/Parish Survey	Rare event in a normally dry stream.
January 2007	Bladon	Surface water/ordinary watercourse	20	Oxfordshire County Council Drainage	
June 2007	Oxford	Groundwater/river	190	Oxford City Council	Rising groundwater levels driven by river flooding

Date*	Location	Source of flooding	Approximate number of properties affected	Source of information	Comments
July 2007	Widespread flooding across the county. Main flooded areas by parish (may not be an exhaustive list): Bampton, Appleton-with-Eaton, Brize Norton, Witney, Bloxham, Yarnton, Steventon, Marcham, Banbury, Letcombe Regis, East Hanney, Curbridge, Standlake, Milton-under-Wychwood, North Leigh, Goosey, Charney Basset, Abingdon, Tadmarton, Cropredy, Kidlington, Risinghurst and Sandhill, West Hendred, Grove, Garford, Milton, Sunningwell, Islip, Somerton, Fringford, Eynsham, Aston, Cote, Shifford and Chimney, Ducklington, Shipton-under-Wychwood, Ascott-under-Wychwood, Combury and Wychwood, Hanborough, Combe, Blenheim, Steeple Barton, Westcot Barton, Tackley, Ramsden, Finstock, Checkendon, Chinnor, Weston on the Green, Bicester, Launton, Wendlebury, Alvescot, Uffington, Wantage.	Surface water, ordinary watercourses and interaction with main river.	100-250	Environment Agency/District Councils/Fire and Rescue	Estimates of number of properties flooded varies according to source of information
October 2008	Nuneham Courtney	Surface water/ ordinary watercourse	8	OCC Drainage/ SFRA	Also flooded January 2003, August 2004, October 2006.

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## **5 Future flood risk**

### **5.1 Summary of relevant information**

5.1.1 The following national future flooding datasets were available to this study:

- Areas Susceptible to Surface Water Flooding
- Flood Map for Surface Water
- Areas Susceptible to Groundwater Flooding
- Flood Map (for rivers and the sea)

5.1.2 There is little locally specific information on future flood risk for Oxfordshire. The Thames CFMP looks at future flood risk at a high level across the Thames catchment. It does not include a great deal of information on surface water flooding, particularly for the rural Oxfordshire area. The South Oxfordshire and Vale of White Horse District Councils SFRA carried out some surface water flood modelling in small areas of particular interest to the Local Planning Authorities.

5.1.3 Annex 2 is a standard spreadsheet that has been provided by the Environment Agency with their PFRA guidance, and must be included with the Preliminary Assessment Report. It will be used to report future flood event information to the European Commission. It has several mandatory fields and the format cannot be changed. It requires the consequences of future flooding for Oxfordshire predicted by each of the national datasets described above to be assessed, in terms of effect on human health, economy and environment. This has been done using available information, and the consequences entered into the spreadsheet.

### **5.2 Locally agreed surface water information**

5.2.1 The surface water modelling carried out for South Oxfordshire and Vale of White Horse District Councils SFRA used older ground data and was at no more detailed resolution than the Flood Map for Surface Water. It was therefore decided to use the Flood Map for Surface Water as the 'locally agreed surface water information' for the purposes of assessing future flood risk for the PFRA. This was consulted and agreed upon in March 2011 with interested parties in Oxfordshire County Council, and with the Environment Agency and Thames Water.

5.2.2 As a national dataset is being used and has already been included in Annex 2, no additional lines have been added to the spreadsheet. However, a more detailed assessment of consequences has been made for the Flood Map for Surface Water.

5.2.3 It is important to note that the choice of the Flood Map for Surface Water as the 'locally agreed surface water information' is solely made for the purposes of the PFRA and high level strategic work. More detailed flood risk studies should utilise the best available local information and carry out more detailed modelling as appropriate to the level of the study.

5.2.4 The Flood Map for Surface Water 1 in 200 chance of flooding dataset for Oxfordshire is shown in Map 5.

5.2.5 There is no detailed information available on local drainage capacity that could be used to improve the surface water modelling. Thames Water has not provided sewer flooding information and therefore no assumptions can be made regarding areas where capacity is very low. In general, sewers should be built to a standard 1 in 30 chance of flooding capacity where they are to be adopted by the water company. However, the majority of sewers across the county were built before this standard was applied.

### 5.3 Surface water and ordinary watercourses

5.3.1 The locally agreed surface water information has been analysed to assess the consequences of surface water flooding on receptors (human health, economic activity, environment and cultural heritage). The results are given in Annex 2 (see 5.1.3) and are summarised in Table 5-1.

5.3.2 For the purposes of the PFRA, the Flood Map to Surface Water has also been assumed to reasonably predict areas flooded by exceedence of capacity of ordinary watercourses. It has been checked against the Flood Map for rivers in locations known to flood from ordinary watercourses, such as Appleton, and found to be similar. It was felt that to carry out a separate analysis of ordinary watercourses included in the Flood Map for rivers would be unnecessarily time-consuming and would essentially 'double-count' many of the properties at risk.

**Table 5-1 Consequences of future surface water flooding in Oxfordshire**

Receptor		Locally agreed surface water information (Flood Map for Surface Water (1 in 200 chance of flooding, >0.3m))*
Human health	Number of people	37900
	Number of critical services	240
Economic activity	Number of non-residential properties	6800
	Length of road (km)	159900
	Length of rail (km)	37600
	Area of agricultural land (km <sup>2</sup> )	2440
Environmental	Number of PPC sites	10
	Number of COMAH sites	0
	Number of designated environmental sites:	
	RAMSAR	0
	SAC	3
SPA	0	
SSSI	60	
Heritage	Number of World Heritage sites	1 (Blenheim Palace)
	Number of Scheduled Monuments	86
	Number of listed buildings	1040
	Number of parks and gardens	35

\* Figures have been rounded to the nearest 100 except for critical services and area of agricultural land, which have been rounded to the nearest 10

5.3.3 The spatial distribution of receptors (people, critical services and non-residential properties) that may be affected by future surface water flooding in the 1 in 200 chance rainfall event has been analysed to build up a more detailed picture of the

consequences of future floods in Oxfordshire. A similar methodology has been used to the Environment Agency's national 'blue squares' mapping, which defined the flood risk clusters and indicative Flood Risk Areas for reporting at a European level. The purpose of the analysis here however is to identify areas that may experience adverse consequences of flooding in the future on a local scale for Oxfordshire, to feed into the Local Flood Management Strategy and future work.

- 5.3.4 The number of receptors which may be affected by such an event in each 1km square of the county was counted and mapped.
- Number of people (number of residential properties multiplied by 2.34) (Map 6a)
  - Number of critical services (includes schools, hospitals, nursing/care/retirement homes, police, fire and ambulance stations, prisons, sewerage treatment works, electricity installations) (Map 6b)
  - Number of non-residential properties (includes all industrial, commercial, retail, public buildings etc) (Map 6c)
- 5.3.5 Number of people and critical services can be considered indicators of the consequences of flooding for human health, and number of non-residential properties an indicator of the consequences for economic activity.
- 5.3.6 The numbers were calculated using the National Receptors Database v1.1, the Environment Agency's detailed method of counting (based on property outlines) as described in its *Flood Map for Surface Water Property Count Method* guidance. This guidance also states in detail how the OS Base Function classification has been used to define residential and non-residential properties.
- 5.3.7 The 1km squares are shaded from light to dark purple as the number of receptors affected in each square increases.
- 5.3.8 Also overlaid on each map are surface water flooding 'hot spots', or areas where the consequences of a surface water event are likely to be more severe. These have been defined as 1km grid squares where at least one of the indicators is above a given threshold. These thresholds have been defined to draw out areas that will be adversely affected at a local scale, and are given below:
- More than 200 people affected
  - One or more critical services affected
  - More than 20 non-residential properties affected
- 5.3.9 The maps show that the main surface water flooding hotspots are in more urban locations such as parts of Oxford, Banbury, Witney, Bicester, Abingdon, Wantage, Didcot, Wallingford, Henley and Thame. This is mainly due to the concentration of population, industrial and commercial buildings, and critical services in these areas.
- 5.3.10 However, the analysis also highlights a number of more rural locations where, while numbers of people affected are bound to be lower, there will still be an adverse impact on small communities, particularly those where local critical services are affected, for example Chipping Norton, Carterton, Shipton-under-Wychwood, Charlbury, Burford, Watlington, Chalgrove, Chinnor, Faringdon, Appleton, Frilford, Bloxham (not an exhaustive list).
- 5.3.11 Many of the communities that have been affected by past flooding are also highlighted by the analysis, providing some verification of the method.

## **5.4 Groundwater**

- 5.4.1 Future flooding from groundwater is indicated by the national Areas Susceptible to Groundwater Flooding map, shown in Map 7. This shows risk of groundwater emergence as a percentage for each 1km square.
- 5.4.2 The map shows two broad bands of higher risk running from south west to north east across the county, as dictated by the more permeable underlying geology types (oolitic limestone and chalk). The northern band runs roughly from Clanfield through Bampton, Standlake, Kidlington to Wendlebury and Lower Arcott (just to the south of Bicester). The southern band runs roughly from Wantage through Milton, Sutton Courtney, Long Wittenham to Drayton St Leonard, and also north towards Abingdon and south towards Wallingford and Cholsey.
- 5.4.3 It is not sensible to analyse this data to count the number of receptors that may be affected, as not all the receptors in each 1km square will be susceptible. However it is reasonable to say that large areas of the county are in the highest category of risk of groundwater emergence.
- 5.4.4 The Environment Agency guidance suggests that “unless an area identified as ‘susceptible to groundwater flooding’ is also identified as ‘at risk from surface water flooding’, it is unlikely that this location would actually experience groundwater flooding to any appreciable depth, and therefore it is also unlikely that the consequences of such flooding would be significant.”
- 5.4.5 Surface water flooding hot spots as identified in section 5.3 have been overlaid on Map 7 to illustrate locations that may be at risk of combined groundwater and surface water flooding. Settlements where a surface water flooding hotspot coincides with a greater than 75% chance of groundwater emergence include: Witney, Swinford, Abingdon, Grove, Wallingford, Goring, Watlington, Chinnor, parts of Oxford, Dorchester, Berinsfield, Drayton St Leonard and Clifton Hampden.

## **5.5 Canals**

- 5.5.1 No predictive information is available specifically on future flood risk from canals. However due to the close interaction between the Oxford Canal and the River Cherwell, the Flood Map for rivers for the River Cherwell could be used to define the maximum area that may be affected by breaches or overtopping of the canal. The main concentrations of receptors at risk from canal flooding are therefore in Banbury and North Oxford, with possibly a small number of people and property at Cropredy.
- 5.5.2 It should be noted however that canal flooding is unlikely to occur or have adverse effects independently from a main river flooding event on the River Cherwell.

## **5.6 Sewer flooding**

- 5.6.1 No predictive information is available on future flood risk from sewer flooding.

## **5.7 Climate change and long term developments**

### **The evidence**

- 5.7.1 There is clear scientific evidence that global climate change is happening now. It cannot be ignored.
- 5.7.2 Over the past century around the UK we have seen sea level rise and more of our winter rain falling in intense wet spells. Seasonal rainfall is highly variable. It seems to have decreased in summer and increased in winter, although winter amounts changed



little in the last 50 years. Some of the changes might reflect natural variation, however the broad trends are in line with projections from climate models.

- 5.7.3 Greenhouse gas (GHG) levels in the atmosphere are likely to cause higher winter rainfall in future. Past GHG emissions mean some climate change is inevitable in the next 20-30 years. Lower emissions could reduce the amount of climate change further into the future, but changes are still projected at least as far ahead as the 2080s.
- 5.7.4 We have enough confidence in large scale climate models to say that we must plan for change. There is more uncertainty at a local scale but model results can still help us plan to adapt. For example we understand rain storms may become more intense, even if we can't be sure about exactly where or when. By the 2080s, the latest UK climate projections (UKCIP09) are that there could be around three times as many days in winter with heavy rainfall (defined as more than 25mm in a day). It is plausible that the amount of rain in extreme storms (with a 1 in 5 annual chance, or rarer) could increase locally by 40%.

### **Key projections for Thames River Basin District**

- 5.7.5 If emissions follow a medium future scenario, UKCIP09 projected changes by the 2050s relative to the recent past are:
- Winter precipitation increases of around 15% (very likely to be between 2 and 32%).
  - Precipitation on the wettest day in winter up by around 15% (very unlikely to be more than 31%).
  - Relative sea level at Sheerness very likely to be up between 10 and 40cm from 1990 levels (not including extra potential rises from polar ice sheet loss).
  - Peak river flows in a typical catchment likely to increase between 8 and 18%.

### **Implications for flood risk**

- 5.7.6 Climate changes can affect local flood risk in several ways. Impacts will depend on local conditions and vulnerability.
- 5.7.7 Wetter winters and more of this rain falling in wet spells may increase river flooding in both rural and heavily urbanised catchments. More intense rainfall causes more surface runoff, increasing localised flooding and erosion. In turn, this may increase pressure on drains, sewers and water quality. Storm intensity in summer could increase even in drier summers, so we need to be prepared for the unexpected.
- 5.7.8 Rising sea or river levels may increase local flood risk inland or away from major rivers because of interactions with drains, sewers and smaller watercourses.
- 5.7.9 There is a risk of flooding from groundwater-bearing chalk and limestone aquifers across the district. Recharge may increase in wetter winters, or decrease in drier summers.
- 5.7.10 Where appropriate, we need local studies to understand climate impacts in detail, including effects from other factors like land use. Sustainable development and drainage will help us adapt to climate change and manage the risk of damaging floods in future.

### **Adapting to change**

- 5.7.11 Past emission means some climate change is inevitable. It is essential we respond by planning ahead. We can prepare by understanding our current and future vulnerability to flooding, developing plans for increased resilience and building the capacity to adapt. Regular review and adherence to these plans is key to achieving long-term, sustainable benefits.



5.7.12 Although the broad climate change picture is clear, we have to make local decisions against deeper uncertainty. We will therefore consider a range of measures and retain flexibility to adapt. This approach, embodied within flood risk appraisal guidance, will help to ensure that we do not increase our vulnerability to flooding.

### **Long term developments**

5.7.13 It is possible that long term developments might affect the occurrence and significance of flooding. However current planning policy aims to prevent new development from increasing flood risk.

5.7.14 In England, Planning Policy Statement 25 (PPS25) on development and flood risk aims to "ensure that flood risk is taken into account at all stages in the planning process to avoid inappropriate development in areas at risk of flooding, and to direct development away from areas at highest risk. Where new development is, exceptionally, necessary in such areas, policy aims to make it safe without increasing flood risk elsewhere and where possible, reducing flood risk overall."

5.7.15 Adherence to Government policy ensures that new development does not increase local flood risk. However, in exceptional circumstances the Local Planning Authority may accept that flood risk can be increased contrary to Government policy, usually because of the wider benefits of a new or proposed major development. Any exceptions would not be expected to increase risk to levels which are "significant" (in terms of the Government's criteria).

## **5.8 Local information on climate change impacts**

5.8.1 Oxfordshire County Council has produced a Local Climate Impacts Profile (LCLIP) document, which involved research into weather-related incidents in the county. This document's remit is not to quantify climate change impacts on local flood risk. However, it does make a number of conclusions and recommendations about Oxfordshire County Council's ability and need to adapt to any changes in the climate. Flooding is identified as the weather event with the most frequent impact on Council services and resources.

## **5.9 New or proposed major developments in Oxfordshire**

5.9.1 A desk study of the five SFRA's covering Oxfordshire suggests that some planned development areas may be in areas at risk from local sources, for instance in Didcot. However, local planning policy in all cases is to follow PPS25, meaning that any development over 1ha or within Flood Zone 2 and 3 would need to have an appropriate Flood Risk Assessment (FRA) to ensure that they did not have an adverse impact on flooding from all sources.

5.9.2 Oxfordshire County Council has taken a pro-active stance to its role and, relative to many other Lead Local Flood Authorities, has been actively involved in assessing the suitability of SUDS schemes for new development, working with colleagues in Highways, Development Control, City and District Councils and developers. The aim of this is to manage water at source and try to reduce the likelihood of flooding.

5.9.3 It is concluded that there are no major developments planned of the kind described in section 5.7.15 that would be expected to increase flood risk from local sources.

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# **6 Review of indicative Flood Risk Areas**

## **6.1 Review of indicative Flood Risk Areas**

6.1.1 Defra (2010) defined significance criteria and thresholds for identifying indicative Flood Risk Areas under the Floods Directive. The Environment Agency applied these criteria

nationally by 1km squares (known as the ‘blue squares’ analysis). This was then used to identify clusters of adjoining squares where the criteria were met. Finally, 10 indicative Flood Risk Areas where flood risk was significant at a European scale were defined by Defra for England (30,000 people, 150 critical services or 3000 non-residential properties per cluster).

- 6.1.2 Five flood risk ‘clusters’ were identified by the analysis in Oxfordshire, as shown in Table 6-1.

**Table 6-1 Flood risk ‘clusters’ in Oxfordshire**

Name of Flood Risk Area	Human health consequences			Economic consequences
	Residential properties	People	Critical services	Non-residential properties
Reading (a small part of the Reading cluster is in Oxfordshire)	8763	20505	67	1370
Oxford (named Barton by the analysis)	1865	4364	13	318
Banbury	966	2260	12	229
Witney	930	2176	8	222
Abingdon	860	2012	7	213

- 6.1.3 None of these clusters meet the criteria set by Defra, therefore this analysis did not identify any indicative Flood Risk Areas in Oxfordshire.

## 6.2 Identification of Flood Risk Areas

- 6.2.1 The analysis of available data and existing evidence predicting future flood risk in Section 4 supports the national analysis. It is concluded that the level of risk in Oxfordshire is not significant enough to propose a new indicative Flood Risk Area as defined by the Defra guidance (2010).

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## 7 Next steps

- 7.1.1 The PFRA has not identified any new indicative Flood Risk Areas in Oxfordshire where the consequences are deemed to be worthy of reporting to the European Commission. However, the evidence collected demonstrates that there are flooding issues that must be addressed in the Local Flood Risk Management Strategy. The information collected for the purpose of preparing the Preliminary Assessment Report will be used in to formulate a local strategy that addresses the local issues and the need for adaptation in the light of climate change effects (this will be performed to meet the requirements of the Flood and Water Management Act).
- 7.1.2 The next step for Oxfordshire County Council under the Flood Risk Regulations is to repeat the process of preparing a PFRA and identifying Flood Risk Areas for submission in 2017, as part of a six year cycle. Flood Risk and Hazard Mapping and the preparation of a Flood Risk Management Plan is not required in Oxfordshire as part of the initial six year cycle.
- 7.1.3 As shown by the summer floods of 2007 and other events, flooding can and has caused locally significant consequences to local communities in Oxfordshire. Oxfordshire

County Council is proactively planning for its new roles and responsibilities under the Flood and Water Management Act as a LLFA. Partnership working with other Risk Management Authorities and local communities will be key to managing local flood risk in the future across the county.

- 7.1.4 To underpin both the next round of Preliminary Flood Risk Assessment and inform other roles and responsibilities, including the development of the Local Flood Risk Management Strategy and duty to investigate flood incidents, it is important that a system is put in place to consistently record, collect and store flood event information. Oxfordshire County Council is currently developing such a system with their partners through the Flooding Sub-Group. This should include information that will be mandatory to inform the next round of PFRA.

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## 8 References

- Defra (December 2010) *Selecting and reviewing Flood Risk Areas for local sources of flooding: Guidance to Lead Local Flood Authorities*. © Crown copyright
- Environment Agency (2007) *Review of Thames Region Summer Floods 2007: Technical Report*. © Environment Agency
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## **Appendix A: Oxfordshire Strategic Flooding Group Terms of Reference**

The terms of reference are as follows:

- To ensure a long term- approach to flood risk management in Oxfordshire ensuring clear accountability and co-ordination between all relevant parties as appropriate.
- To lead on the mapping of surface water drainage resources, to identify 'hot spots' and priorities for investment to prevent surface water flooding
- To set the overarching strategy for flood risk management in Oxfordshire.
- To provide leadership and accountability for ensuring effective management of local flood risk from main river, ordinary water courses, surface run off, sewer flooding and ground water.
- To provide high level guidance in order to prioritise and co-ordinate local investment in flood management assets, maintenance and improvement works.
- To work in partnership to facilitate the production of Strategic Flood Risk Assessments.
- To be the central point where all flooding issues in Oxfordshire can be discussed by all agencies involved and appropriate action agreed and then taken.
- To endeavour to provide advance warning of public statement messages to be communicated by partners in Oxfordshire in relation to flooding issues and to consider whether they could be produced as a partnership.
- To share information, taking into account Data Protection issues, to facilitate the management of flood risk and to enable the LLA and other relevant organisations to fulfil their functions in relation to flood risk management.
- To provide strategic advice and assistance regards prioritisation and co-ordination of local investment in flood management assets, maintenance and improvement works.

## Appendix B: Available information on problem drainage areas

### Parish flooding survey

A questionnaire on past flooding and drainage problems was sent out to all parishes in Oxfordshire in June 2010 by the Oxfordshire County Council drainage team. The parishes were asked to list flood incidents/events and answer the following questions:

1. State the location of the flood event.
2. State the date of the flood event if known.
3. Was the flood event surface water or drainage flooding?
4. What were the weather conditions on the day of the flood event?
5. What was the suspected cause of the flood event?
6. What was the frequency of the flood event and the duration? Flood magnitude: depth, area etc.
7. What was the impact of the event? E.g. on residents/ businesses/ infrastructure. Please indicate whether properties were flooded, and how many.
8. Do you have any relevant photographs of the event?
9. Is there any other information, such as structures, walls or bunds which you feel would be useful for us to know about? Please state where there are blockages or defects, if any.

Questionnaires were returned from 66 of the 322 parishes in Oxfordshire (6 in West Oxfordshire, 7 in Cherwell, 41 in South Oxfordshire and 12 in Vale of White Horse, 0 in Oxford City). This return rate does not necessarily mean that these are the only parishes that have experienced problems. A further 47 parishes had already been surveyed by West Oxfordshire as part of their 2007 flood review, and these records were also included.

All parishes for which flooding survey information is available are given below:

District/City	Parishes for which flooding survey information is available	Number of returns
West Oxfordshire	Alvescot, Ascott-under-Wychwood, Asthall, Aston, Combe, Cote, Shifford & Chimney, Bampton, Black Bourton, Bladon, Brize Norton, Broadwell and Kencot, Burford, Carterton, Cassington, Charlbury, Clanfield, Crawley, Curbridge and Lew. Ducklington. Enstone, Eynsham, Fawler, Filkins & Broughton Poggs, Finstock, Fulbrook, Grafton and Radcot, Hailey, Hanborough, Kelmscott, Kingham, Langford, Leafield, Little Tew, Milton-under-Wychwood, Minster Lovell, North Leigh, Northmoor, Ramsden, Salford, Shipton-Under-Wynchwood South Leigh, Standlake, Stanton Harcourt, Taynton, Westwell, Witney	53
Cherwell	Banbury, Begbroke, Duns Tew, Gosford and Water Eaton, Kidlington, Sibford Gower, Somerton	7

District/City	Parishes for which flooding survey information is available	Number of returns
South Oxfordshire	Aston Tirrold, Aston Upthorpe, Beckley and Stowood, Benson, Berinsfield, Berrick Salome/ Roke/ Rokemarsh, Brightwell Baldwin, Brightwell-cum-Sotwell, Chalgrove, Chinnor, Cholsey, Clifton Hampden, Cuddesden, Coxham with Easington, Didcot, Dorchester, East Hagbourne, Ewelme, Garsington, Great Milton, Henley, Horspath, Lewknor, Little Milton, Long Wittenham, Lower Assendon, Marsh Baldon, Middle Assendon, North Moreton, Nuneham Courtney, Pishill with Stonor, Sandford on Thames, Stonor, Sydenham, Thame, Tiddington with Albury, Towersey, Warborough, Watlington, Wheatley, Woodcote	41
Vale of White Horse	Abingdon, Cumnor, East Hendred, Faringdon, Grove, Kingston Bagpuize with Southmoor, Letcombe Bassett, Longworth, Botley (North Hinksey), South Hinksey, Sparsholt, West Hanney	12
Oxford City	No returns	0

### Capital schemes

The locations of Oxfordshire County Council's planned capital schemes for 2011 to 2012 are a good indicator of current problem drainage areas. These locations are shown in Map B1.

## Explanation of Annexes

The Annexes to the PFRA are standard for all PFRAs. They are available electronically on request.

Annexes 1 to 3 are contained in a single standard spreadsheet that has been provided by the Environment Agency with their PFRA guidance, and must be included with the Preliminary Assessment Report. It will be used to report past and future flood event information to the European Commission. It has several mandatory fields and the format cannot be changed:

Annex 1: Records of past floods and their significant consequences

Annex 2: Records of future floods and their consequences

Annex 3: Records of Flood Risk Areas and their rationale (there are no Flood Risk Areas in Oxfordshire so this is left blank)

Annex 4 is a standard spreadsheet that has been provided by the Environment Agency with their PFRA guidance, and must be included with the Preliminary Assessment Report. It is a review checklist specifying checks that the LLFA and the Environment Agency must carry out to ensure the PFRA is compliant with the guidance.

Annex 5 is for a GIS layer of Flood Risk Areas (there are no Flood Risk Areas in Oxfordshire so this is left blank).



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## **GROWTH & INFRASTRUCTURE SCRUTINY COMMITTEE**

**WEDNESDAY 25 May 2011**

### **Report by Deputy Director for Growth and Infrastructure**

#### **Managing our assets and services to ensure future resilience to severe weather**

##### **Purpose of report**

1. Implementation of the Council's Climate Change Adaptation Action Plan, "Preparing for a Changing Climate" agreed by the Climate Change Board in 2010, is an objective in the Corporate Plan 2012-2015.
2. This report updates committee members about work to evaluate the costs and impacts of severe weather on Oxfordshire County Council services, and the steps being taken to increase the resilience of our assets and services to the predicted impacts and consequences of more frequent severe weather events.

##### **Context**

3. Coping with the effects of severe weather over the last 15 years (between 1996 and 2009) has cost Oxfordshire County Council an estimated £20 million (this figure does not include the most recent cold spells in 2010/2011). Weather events which have affected the council include flooding, heatwaves, cold spells, and storms, with for example 138 severe weather claims (worth £1.7 million) for damage to council buildings (mainly schools) between January 2007 and August 2009. These incidents indicate our current vulnerability to weather.
4. The most recent predictions from the UK Climate Impacts Programme suggest that we can expect warmer, drier summers, milder, wetter winters and more frequent extremes of temperature and rainfall. By the 2050s, we can expect average summer temperatures to be at least 2 degrees hotter than now, and by the 2080s daily average maximum temperatures could reach 30 degrees.
5. A report <sup>1</sup> from the Independent Adaptation Sub-committee on Climate Change, (set up by Government under the Climate Change Act 2008) estimates that timely adaptation measures may reduce damages from the predicted impacts of increased severe weather events by roughly half for moderate amounts of warming, and that the costs of failing to adapt will outweigh the costs of not taking action.

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<sup>1</sup> How well prepared is the UK for Climate Change? (Sept 2010),

## Overview of progress by Oxfordshire County Council

6. In recent years the UK Climate Impacts Programme (UKCIP) based at the University of Oxford has worked in partnership with Oxfordshire County Council. Together we pioneered the first Local Climate Impacts Profile (2006), which identifies the costs and impacts of weather events on council services. The work programme with UKCIP, set out in a MOU signed by the Chief Executives of UKCIP and Oxfordshire County Council, culminated in the adaptation action plan, and a series of briefing notes outlining work with key service areas, and lessons learnt.
7. The expertise provided by UKCIP has been beneficial in helping us to understand the issues about adaptation and to find processes which can be applied most usefully by local authorities, for example risk assessment procedures. The simple action plan developed last year has provided a model which has been shared with and used by some of the district councils in Oxfordshire. These emphasise the importance of risk assessments which provide the basis for prioritising the actions in the plan.
8. An Adaptation steering group brings together representatives from Corporate Policy and Emergency Planning, Property and Facilities, and Transport, including the Strategic Flooding Group Co-ordinator, to monitor implementation of the action plan, share best practice, and identify future priorities.
9. The Local Climate Impact Profiles (LCLIP) and case studies give a snapshot of developments since the first LCLIP was completed in 2006, including, for example:
  - Emergency planning:** co-ordination of emergency response and business continuity planning; publication of severe weather plan; promotion of community resilience plans.
  - Property:** adaptation steering group and development of adaptation action plan for Property Services (now Property and Facilities).
  - Transport:** sustainable drainage being introduced across the county; use of GIS mapping.
  - Fire service:** risk assessments, purchase of new equipment (i.e. cool packs and suits for working in warmer weather).

## Local Area Agreement and development of council action plans

10. During the past two years, the Local Area Agreement (LAA2) target NI188, "Adapting to Climate Change", shaped the work programme, specifying a series of target levels to achieve, which included the development of a strategy or action plan. This process was developed in partnership with district councils, sharing methodology and experiences, and promoting this work to Local Strategic Partnerships. The approach developed provides the basis for an on-going working relationship through which we share information and lessons learnt in this area.

## Oxfordshire County Council Action Plan

11. The council action plan sets out short, medium term, and longer-term priorities for Oxfordshire County Council.

### **Short term:**

1. Managing priority impacts from flood and increased summer heat.
2. Managing current risks as part of core processes.

### **Planning for the medium term:**

3. Embedding consideration of climate risks in policies, appraisal and processes including procurement.

### **Planning for the long term:**

4. Understanding future risks.

12. Last year, services and directorates were required to include weather related risk assessments in their risk registers. All Directorates completed this in 2010, with the exception of CYP&F. The Action Plan requires Directorates to provide annual updates on their risk assessments to the Adaptation Steering Group, and through the performance management process. It will be suggested that this year these are completed in time for the next round of Service and Resource Planning.
13. An important focus of the work has been to embed consideration of weather related risks in policies and appraisal processes. As a result, the Corporate Plan 2012-2015 now recognises the strategic importance of forward planning to prepare for the possible consequences of a changing climate in the future. The council's procurement processes are an important opportunity to ensure that our assets are protected; for example the Property and Facilities work on the procurement of a single service provider could be used as an example to show that the council is taking this issue more seriously.
14. An action proposed in the Adaptation Action Plan for this year is to continue our work initiated with UKCIP to ensure that consideration of the risks, costs and benefits of adaptive measures are incorporated in capital planning and asset management in time for the service and resource planning process.

## **Priorities for the future**

15. The council's capacity to respond to severe or extreme weather events (such as the 2007 floods or the 2010 cold spell) is stronger as a result of improved emergency planning and business continuity procedures. However the need to prepare for the potential impacts of more frequent or severe weather events on our assets and infrastructure in the longer term (as well as service delivery) is a significant challenge. Although there is continuing uncertainty about the frequency and severity of weather events it is certain that the weather will continue to have an impact on council services and infrastructure, with

associated impacts and costs. This emphasises the need to take a risk-based approach - preparing for a range of possible impacts and scenarios.

16. There is a range of possible responses, from measures which address management, behaviour and policies “building adaptive capacity”, to technical measures, “adaptation actions”, for example modifying our buildings so they remain cool during hotter summers which are predicted, and sustainable drainage systems.
17. Many of the measures needed to “build adaptive capacity” are already in place, for example, risk assessments and business continuity planning processes undertaken by directorates and Emergency Planning. In addition good progress is being made on the introduction of sustainable drainage systems. However there remains a need to assess the potential risks to the council’s highways and property assets in the longer term, and to evaluate the costs and benefits of investment to improve the resilience of these assets to severe weather in the future.
18. For example, the Property Services Adaptation Action plan has identified and prioritised risks, and identified and costed adaptive measures which could be implemented, but has not yet been in a position to present a successful business case for capital investment. This would require additional work by Property and Facilities Management to update the existing programme and evaluate the costs and benefits of a range of potential adaptive measures.
19. There is scope for other public sector bodies to work with us in terms of investing in making our assets (particularly property) more resilient. For example our ambition to promote co-location of services lends itself to building on the joint working already underway with the districts.

## **Recommendations**

20. For the reasons outlined above, it is suggested that the following priorities for the future focus of this work could be considered:
  - a) Emphasise the need to have resilience as a factor addressed in the next round of service and resource planning;
  - b) Call for the Capital Investment Board to take issues of resilience into account when determining investment priorities;
  - c) Build on the joint working already under way with the district councils by calling for other public sector bodies to work with us in terms of investing in making our assets (particularly property) more resilient.

### **Contact officer**

Susie Ohlenschlager      Tel: 01865 810148