



To: Members of the Cabinet

## ***Notice of a Meeting of the Cabinet***

**Tuesday, 28 January 2014 at 2.00 pm**

**County Hall, Oxford, OX1 1ND**

*Joanna Simons*

Joanna Simons  
Chief Executive

January 2014

Contact Officer: **Sue Whitehead**  
Tel: (01865) 810262; E-Mail: [sue.whitehead@oxfordshire.gov.uk](mailto:sue.whitehead@oxfordshire.gov.uk)

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### **Membership**

#### ***Councillors***

Ian Hudspeth	<i>Leader of the Council</i>
Rodney Rose	<i>Deputy Leader of the Council</i>
Mrs Judith Heathcoat	<i>Cabinet Member for Adult Social Care</i>
Nick Carter	<i>Cabinet Member for Business &amp; Customer Services</i>
Melinda Tilley	<i>Cabinet Member for Children, Education &amp; Families</i>
Lorraine Lindsay-Gale	<i>Cabinet Member for Cultural &amp; Community Services</i>
David Nimmo Smith	<i>Cabinet Member for Environment</i>
Arash Fatemian	<i>Cabinet Member for Finance</i>
Louise Chapman	<i>Cabinet Member for Policy Co-ordination</i>
Hilary Hibbert-Biles	<i>Cabinet Member for Public Health &amp; the Voluntary Sector</i>

*The Agenda is attached. Decisions taken at the meeting will become effective at the end of the working day on Wednesday 5 February 2014 unless called in by that date for review by the appropriate Scrutiny Committee.*

*Copies of this Notice, Agenda and supporting papers are circulated to all Members of the County Council.*

*Date of next meeting: 4 February 2014*

## Declarations of Interest

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

Under the Localism Act 2011 it is a criminal offence to

- (a) fail to register a disclosable pecuniary interest within 28 days of election or co-option (or re-election or re-appointment), or
- (b) provide false or misleading information on registration, or
- (c) participate in discussion or voting in a meeting on a matter in which the member or co-opted member has a disclosable pecuniary interest.

### Whose Interests must be included?

The Act provides that the interests which must be notified are those of a member or co-opted member of the authority, **or**

- those of a spouse or civil partner of the member or co-opted member;
- those of a person with whom the member or co-opted member is living as husband/wife
- those of a person with whom the member or co-opted member is living as if they were civil partners.

(in each case where the member or co-opted member is aware that the other person has the interest).

### What if I remember that I have a Disclosable Pecuniary Interest during the Meeting?.

The Code requires that, at a meeting, where a member or co-opted member has a disclosable interest (of which they are aware) in any matter being considered, they disclose that interest to the meeting. The Council will continue to include an appropriate item on agendas for all meetings, to facilitate this.

Although not explicitly required by the legislation or by the code, it is recommended that in the interests of transparency and for the benefit of all in attendance at the meeting (including members of the public) the nature as well as the existence of the interest is disclosed.

A member or co-opted member who has disclosed a pecuniary interest at a meeting must not participate (or participate further) in any discussion of the matter; and must not participate in any vote or further vote taken; and must withdraw from the room.

Members are asked to continue to pay regard to the following provisions in the code that *"You must serve only the public interest and must never improperly confer an advantage or disadvantage on any person including yourself"* or *"You must not place yourself in situations where your honesty and integrity may be questioned....."*

Please seek advice from the Monitoring Officer prior to the meeting should you have any doubt about your approach.

### List of Disclosable Pecuniary Interests:

**Employment** (includes *"any employment, office, trade, profession or vocation carried on for profit or gain"*.), **Sponsorship, Contracts, Land, Licences, Corporate Tenancies, Securities.**

For a full list of Disclosable Pecuniary Interests and further Guidance on this matter please see the Guide to the New Code of Conduct and Register of Interests at Members' conduct guidelines. <http://intranet.oxfordshire.gov.uk/wps/wcm/connect/occ/Insite/Elected+members/> or contact Rachel Dunn on (01865) 815279 or [rachel.dunn@oxfordshire.gov.uk](mailto:rachel.dunn@oxfordshire.gov.uk) for a hard copy of the document.

**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, but please give as much notice as possible before the meeting.**



# AGENDA

## 1. Apologies for Absence

## 2. Declarations of Interest

- guidance note opposite

## 3. Minutes (Pages 1 - 6)

To approve the minutes of the meeting held on 17 December 2013 (**CA3**) and to receive information arising from them.

## 4. Questions from County Councillors

Any county councillor may, by giving notice to the Proper Officer by 9 am two working days before the meeting, ask a question on any matter in respect of the Cabinet's delegated powers.

The number of questions which may be asked by any councillor at any one meeting is limited to two (or one question with notice and a supplementary question at the meeting) and the time for questions will be limited to 30 minutes in total. As with questions at Council, any questions which remain unanswered at the end of this item will receive a written response.

Questions submitted prior to the agenda being despatched are shown below and will be the subject of a response from the appropriate Cabinet Member or such other councillor or officer as is determined by the Cabinet Member, and shall not be the subject of further debate at this meeting. Questions received after the despatch of the agenda, but before the deadline, will be shown on the Schedule of Addenda circulated at the meeting, together with any written response which is available at that time.

## 5. Petitions and Public Address

## 6. Service & Resource Planning Report 2014/15 - 2017/18 - January 2014 (Pages 7 - 228)

*Cabinet Member:* Finance

*Forward Plan Ref:* 2013/126

*Contact:* Stephanie Skivington, Corporate Finance Manager Tel: (01865) 323995

Report by Chief Finance Officer (**CA6**).

This report is the final report to Cabinet in the series on the service & resource planning

process for 2014/15 to 2017/18, providing councillors with information on budget issues for 2014/15 and the medium term. It sets out the proposed 2014/15 budget and the draft 2014/15 – 2017/18 Medium Term Financial Plan (MTFP).

The Cabinet Member for Finance has prepared a separate report, circulated alongside this report, which sets out the basis for the Cabinet's proposals. The proposals take into account comments to date from the public consultation on the budget as well as the latest information on the Council's financial position outlined in this report. Also attached is a separate report from the Income Generation Cabinet Advisory Group.

***The Cabinet is RECOMMENDED to:***

- (a) RECOMMEND Council to approve the updated Financial Strategy;***
- (b) (in respect of revenue) RECOMMEND Council to approve:***
  - (1) a budget for 2014/15 and a medium term plan to 2017/18, based on the proposals set out by the Cabinet Member for Finance;***
  - (2) a council tax requirement (precept) for 2014/15;***
  - (3) a council tax for band D equivalent properties;***
  - (4) virement arrangements to operate within the approved budget;***
- (c) (in respect of treasury management) RECOMMEND Council to approve:***
  - (1) the Treasury Management Strategy Statement ;***
  - (2) that any further changes required to the 2014/15 strategy be delegated to the Chief Finance Officer in consultation with the Leader of the Council and the Cabinet Member for Finance.***
- (d) RECOMMEND Council to approve the Prudential Indicators as set out in Appendix A of Annex 7;***
- (e) RECOMMEND Council to approve the Minimum Revenue Provision Methodology Statement as set out in Appendix B of Annex 7;***
- (f) (in respect of capital) RECOMMEND Council to approve:***
  - (1) the updated Asset Management Plan and Transport Asset Management Plan;***
  - (2) a Capital Programme for 2013/14 to 2017/18;***
- (g) to delegate authority to the Leader of the Council, following consultation with the Chief Finance Officer, to make appropriate changes to the proposed budget.***

## **7. Oxfordshire Minerals and Waste Local Plan - Core Strategy: Consultation Draft (Pages 229 - 354)**

*Cabinet Member:* Environment

*Forward Plan Ref:* 2013/132

*Contact:* Peter Day, Minerals & Waste Policy Team Leader Tel: (01865) 815544

Report by Deputy Director for Environment & Economy – Strategy & Infrastructure Planning (**CA7**).

The County Council has a statutory duty to prepare a new Oxfordshire Minerals and Waste Plan, to provide an effective planning strategy and policies for the supply of minerals and management of waste in the county, consistent with environmental, social and economic needs. The Plan must be prepared in accordance with current government policy in the National Planning Policy Framework (March 2012) and having due regard to the emerging new National Planning Practice Guidance.

The Cabinet on 26 November 2013 approved a revised Oxfordshire Minerals and Waste Development Scheme (Fifth Revision) 2013, setting out the following programme for preparing the Minerals and Waste Local Plan:

- Public consultation on draft revised Plan – Feb/March 2014;
- Consultation on proposed submission document – Oct/Nov 2014;
- Submit Plan to Secretary of State for examination – March 2015;
- Examination hearings – July 2015;
- Inspector's report – October 2015;
- Council adopts Plan – December 2015.

This report recommends a draft Minerals and Waste Local Plan: Core Strategy for public consultation.

***The Cabinet is RECOMMENDED to***

- (a) ***agree the draft Oxfordshire Minerals and Waste Local Plan: Core Strategy at Annex 1, subject to final detailed amendment, updating and editing, as a draft for consultation;***
- (b) ***authorise the Deputy Director for Environment & Economy (Strategy & Infrastructure Planning) to:***
  - (i) ***carry out final detailed amendment, updating and editing of the draft Oxfordshire Minerals and Waste Local Plan: Core Strategy, in consultation with the Cabinet Member for Environment;***
  - (ii) ***publish the draft Oxfordshire Minerals and Waste Local Plan: Core Strategy for public consultation.***

**8. Cabinet Business Monitoring Report for Quarter 2 (Pages 355 - 370)**

*Cabinet Member: Leader*

*Forward Plan Ref: 2013/142*

*Contact: Maggie Scott, Head of Policy; Tel: (01865) 816081*

Report by Head of Policy (CA8).

This paper provides details of performance for quarter two for the Cabinet to consider. The report is required so that the Cabinet can monitor the performance of the Council in key service areas and be assured that progress is being made to improve areas where performance is below the expected level.

***The Cabinet is RECOMMENDED to note and discuss the performance reported in***

***the dashboards and to note the concerns of the Performance Scrutiny Committee that, across all three Directorates, resources are stretched due to an increase in demand, which is not mirrored by funding streams, and is threatening the future performance of the Council.***

## **9. Delegated Powers of the Chief Executive - January 2014**

*Cabinet Member: Leader*

*Forward Plan Ref: 2013/128*

*Contact: Sue Whitehead, Committee Services Manager Tel: (01865) 810262*

To report on a quarterly basis any executive decisions taken by the Chief Executive under the specific powers and functions delegated to her under the terms of Part 7.4 of the Council's Constitution – Paragraph 1(A)(c)(i). It is not for scrutiny call in.

<i>Date</i>	<i>Subject</i>	<i>Decision</i>	<i>Reasons for Urgency</i>
1 October 2013	Transfer of the performance of the Highways Contract from Atkins to Skanska in fulfilment of a decision of Cabinet 93/13	Approved the transfer of the performance of the Highways contract from Atkins to Skanska	To fulfil the decision of Cabinet and to ensure continuity of provision.
8 October 2013	Oxford Health – Smoking Cessation Services (“Core services”)	Approved an exemption from the full tendering requirements of the Council's Contract Procedure Rules for an interim one year contract with Oxford Health NHS Trust from 1 April 2014 at a cost of £400,000	To allow time to formally agree the variation with the provider in writing so that there is sufficient time to implement the variation and allow continuous service delivery
25 October 2013	Oxford Health NHS Foundation Trust – Oxfordshire Harm Minimisation Service with LASAR Service	Approved an exemption from the full tendering requirements of the Council's Contract Procedure Rules with Oxford Health NHS Foundation Trust for a variation to the remainder of	To allow time to formally agree the variation with the provider in writing so that there is sufficient time to implement the variation and allow continuous service delivery.

		the existing contract to 31 March 2015 at an aggregate cost of approximately £1,151,440.	
8 November 2013	Lifeline – Lifeline Projects – Oxfordshire Recovery Service	Approved an exemption from the full tendering requirements of the Council's Contract Procedure Rules with Lifeline for a variation to the remainder of the existing contract to 31 March 2015 at an aggregate variation cost of £90,891..	To allow time to formally agree the variation with the provider in writing so that there is sufficient time to implement the variation and allow continuous service delivery

## 10. Forward Plan and Future Business (Pages 371 - 374)

*Cabinet Member: All*

*Contact Officer: Sue Whitehead, Committee Services Manager (01865 810262)*

The Cabinet Procedure Rules provide that the business of each meeting at the Cabinet is to include “updating of the Forward Plan and proposals for business to be conducted at the following meeting”. Items from the Forward Plan for the immediately forthcoming meetings of the Cabinet appear in the Schedule at **CA12**. This includes any updated information relating to the business for those meetings that has already been identified for inclusion in the next Forward Plan update.

The Schedule is for noting, but Cabinet Members may also wish to take this opportunity to identify any further changes they would wish to be incorporated in the next Forward Plan update.

***The Cabinet is RECOMMENDED to note the items currently identified for forthcoming meetings.***

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# Agenda Item 3

## CABINET

**MINUTES** of the meeting held on Tuesday, 17 December 2013 commencing at 2.00 pm and finishing at 2.58 pm

**Present:**

**Voting Members:** Councillor Ian Hudspeth – in the Chair  
Councillor Rodney Rose  
Councillor Mrs Judith Heathcoat  
Councillor Nick Carter  
Councillor Melinda Tilley  
Councillor Lorraine Lindsay-Gale  
Councillor David Nimmo Smith  
Councillor Arash Fatemian  
Councillor Louise Chapman  
Councillor Hilary Hibbert-Biles

**Other Members in Attendance:** Councillor Nick Hards (Agenda Items 6, 7 & 8)

**Officers:**

Whole of meeting Joanna Simons (Chief Executive); Sue Whitehead (Chief Executive's Office)  
Part of meeting

Item	Name
6	Stephanie Skivington (Corporate Finance)
7	Lorna Baxter, Chief Finance Officer
8	Charlotte Christie (Academies Team)

*The 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, and decided as set out below. Except insofar as otherwise specified, the reasons for the decisions are contained in the agenda, reports and schedule, copies of which are attached to the signed Minutes.*

### **135/13MINUTES**

(Agenda Item. 3)

The minutes of the meeting held on 26 November 2013 were agreed and signed.

### **136/13QUESTIONS FROM COUNTY COUNCILLORS**

(Agenda Item. 4)

Councillor Roz Smith had given notice of the following question to Councillor Fatemian:

"I note the balance of earmarked reserves linked to on street car parking at 31 March 2014 will be over £1.5million and that the purpose for which these monies can be used are defined by statute. Does this huge amount include monies collected from residents' permits to park on their street in a Controlled Parking Zone (CPZ)?"

Councillor Fatemian replied:

"On-Street income and expenditure is considered in three areas. On Street Pay & Display, Controlled Parking Zones and Enforcement outside of Controlled Parking Zones. This is different to the finance tables that the County produces which are defined by a legislative requirement for parking account reporting which separates yellow lines from all types of parking bay (including loading and disabled bays ) whether either be inside or outside of CPZ areas. The surplus of approximately £1.5 million is almost exclusively generated from pay & display income. The cost of enforcing controlled parking zones is almost exactly balanced with the income from permits and penalty charge notices issued with the zones. The costs of enforcement of restrictions outside of Controlled Parking Zones is similarly balanced with income from penalty charge notices."

## **137/13 PETITIONS AND PUBLIC ADDRESS**

(Agenda Item. 5)

The following requests to address the meeting had been agreed:

Item 6 – Councillor Nick Hards, Shadow Cabinet Member for Finance

Item 7 – Councillor Nick Hards, Shadow Cabinet Member for Finance

Item 8 – Councillor Nick Hards, local councillor for Didcot West

## **138/13 2013/14 FINANCIAL MONITORING & BUSINESS STRATEGY DELIVERY REPORT - OCTOBER 2013**

(Agenda Item. 6)

Cabinet considered a report that focussed on the delivery of the Directorate Business Strategies which were agreed as part of the Service and Resource Planning Process for 2013/14 – 2016/17. Parts 1 and 2 included projections for revenue, reserves and balances as at the end of October 2013. Changes to unringfenced grant funding were set out in Part 3 and Capital Programme monitoring was included at Part 4.

Councillor Hards, Shadow Cabinet Member for Finance, made a number of points in relation to the report. In particular he queried why there was a £1m underspend in the Direct Support Grant when schools were financially stressed at the moment; he also referred to the table on page 15 and paragraph 6 and onwards relating to the Children, Education and Families underspend commenting that the two did not appear to relate one to the other. He also made a number of other detailed queries relating to specific items including parking balances and also queried whether pooled budgets could be funded from both revenue and capital sources.

Cabinet Members responded to the individual queries. Councillor Heathcoat confirmed that the majority of equipment is returned and that they look at all possible sources of funding. Councillor Fatemian commented that schools were strongly encouraged to spend the DSG money referred to and that any encouragement that Councillors could give in their roles as School Governors would be welcomed. On the parking situation and CEF query he would provide a written reply to Councillor Hards.

Councillor Fatemian in proposing the recommendation, commented that a slight overspend was predicted and paid tribute to the Finance Team and officers across the board for achieving such a positive response with the budget variance moving in the right direction. He commented that the largest overspend was in the Social & Community Services budget and experience showed that this was normal at this time of the year with the Director not expecting the figure to grow any further and to decrease between now and the end of the year.

During discussion Cabinet noted that there were mechanisms in place to deal with the overspend and highlighted the role of Audit & Governance Committee and the Performance Scrutiny Committee.

**RESOLVED:** to:

- (a) note the report;
- (b) approve the virement requests set out in Annex 2a;
- (c) note the updated Treasury Management lending list at Annex 4;
- (d) approve the removal of a residual debt of £19,650 from the Council's accounts as set out in paragraph 39;
- (e) agree that the shortfall in revenue grant funding arising from recent unringfenced grant confirmations is met from the Budget Reserve in 2013/14 as set out in paragraph 53; and
- (f) approve the changes to the Capital Programme set out in Annex 7c; and
- (g) approve the addition of the project development budget for the A34 Chilton Junction scheme in the Capital Programme as set out in paragraph 62.

## **139/13 SERVICE & RESOURCE PLANNING REPORT FOR 2014/15 - 2017/18 - DECEMBER 2013**

(Agenda Item. 7)

Cabinet had before them the second in a series on the Service & Resource Planning process for 2014/15 to 2017/18, providing councillors with information on budget issues for 2014/15 and the medium term. The report set out draft budget proposals to address shortfalls in funding and other emerging pressures identified over the medium term and provided an update on the latest financial position. The report also provided an update on government consultations and sets out the review of charges.

Councillor Nick Hards, Shadow Cabinet Member for Finance welcomed the improved signs of growth and the improved collection fund predictions

referred to in paragraphs 8 and 9 of the report. He expressed concern over the potential impact of the 'bedroom tax' on collection rates. He felt that it was unacceptable that the RSG figures were not yet available from central Government. He highlighted the position with regard to Adult Social Care and welcomed the Corporate Charging Policy recognising the need to raise revenue wherever possible.

Cabinet Members responded to the points raised and in particular made it clear that top priorities were the care and respect for vulnerable groups including the safeguarding of children.

Councillor Fatemian introduced the contents of the report and addenda setting the current process within the context of recent year on year reductions in government grant and highlighting key areas including the impact of demographic changes on demand for services, the review of children's centres and the review of integrated transport. He referred to the Corporate Charging policy and thanked the Income Generation Cabinet Advisory Group for their work.

During discussion the Leader thanked the Cabinet Member and the Chief Finance Officer and her team for the work undertaken and recognised that it would be a challenging and difficult budget.

**RESOLVED:** to:

- (a) note the report and also to note the addenda produced following the announcement of the Chancellor's Autumn Statement;
- (b) consider the pressures and savings set out in Annex 1 in forming its budget proposals in January 2014;
- (c) in relation to the review of charges:
  - 1) approve the updated Corporate Charging Policy;
  - 2) note those charges prescribed by legislation;
  - 3) approve the charges where there is local discretion as set out in Annex 2, giving flexibility to the Outdoor Education Centres to reduce the charge from the maximum rate to take account of demand and seasonal factors, and to vary the charges at Hill End to reflect market demands and any increase in costs (up to a maximum increase of 10% above the proposed rate applicable from 1 April 2014).

## **140/13NEW SCHOOLS FOR GREAT WESTERN PARK, DIDCOT: SHORTLIST OF ACADEMY TRUSTS**

(Agenda Item. 8)

The Cabinet meeting of 18 September 2012 approved a process for the identification of sponsors for new academies to meet the needs of population growth such as this which requires 2 new primary schools and one secondary between 2015 and 2017.

Following this process providers have been identified from a group of 4 short-listed bidders which were assessed against criteria .The Cabinet

considered a report setting out options and were asked to agree one of the options which will be submitted to the Secretary of State for Education for a final decision.

Councillor Nick Hards, speaking as a local Councillor recognised the urgent need for one of the primary schools but expressed some concern over the options presented. In response to a question he indicated that he would like to see the first primary school agreed but without a commitment to the secondary or further primary school.

Councillor Tilley, Cabinet Member for Children, Education & Families in moving Option 2(b) commented that she had been very impressed by both GLF Academy Trust and GEMS Trust. Charlotte Christie, Academies and Collaborations Coordinator, added that the much of the criteria used in the evaluation came from the Department for Education (DfE) together with the County's own specification. All those considered were approved sponsors.

During discussion Cabinet noted that the final decision would be taken by the Secretary of State for Education.

**RESOLVED:** to select option 2(b) set out below to be submitted to the Secretary of State for Education for final agreement:

Option 2b

To recommend GLF Academy Trust to provide the Secondary School and Primary School 2 to be run as an all through 4-16 school and to recommend GEMS Trust provides Primary School 1.

## **141/13 FORWARD PLAN AND FUTURE BUSINESS**

(Agenda Item. 9)

The Cabinet considered a list of items for the immediately forthcoming meetings of the Cabinet together with changes notified at the meeting.

**RESOLVED:** to note the items currently identified for forthcoming meetings, including the following changes to the Forward Plan:

Flood Management Risk Strategy to go to Cabinet on 28 January 2014;

Chipping Norton – Over Norton Road Zebra Crossing – Item no longer needed and deleted from Cabinet Member for Environment Delegated Decision session on 9 January 2014.

..... in the Chair

Date of signing ..... 2014

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## **CABINET - 28 JANUARY 2014**

### **SERVICE & RESOURCE PLANNING - 2014/15 to 2017/18**

#### **Report by Cabinet Member for Finance**

##### **Introduction**

- 1 This report should be read in conjunction with the report from the Chief Finance Officer. Together, the two reports set out the details of the Cabinet's proposals for the 2014/15 budget and the Medium Term Financial Plan (MTFP) for 2014/15 to 2017/18.
- 2 New Business Strategies will set out the directorates plan to deliver the changes over the period of this administration taking on board the medium term objectives of the Council set out in the Corporate Plan.
- 3 This is my first budget since taking on the portfolio of Cabinet Member for Finance and the first of the new administration. It is clear that we are living through a challenging financial situation but our prudent financial planning over the medium term has enabled us to manage reducing funding levels.
- 4 Whilst we are in a strong position financially, the significant amount of savings that have been achieved over the last few years make every additional saving harder to find. Over the period 2010/11 to 2017/18 our government revenue funding will have reduced by £96m or 39%. On top of this we have had to manage significant increases in demand particularly in adult social care and children's social care.
- 5 By the end of 2012/13 we saved £127m and are broadly on track to deliver a further £43m in 2013/14. £31m of savings in the existing MTFP then need to be delivered over 2014/15 to 2016/17. We are now setting out how we will be able to deliver additional savings of £65m whilst still ensuring that essential services are protected.
- 6 Our budget is built on the premise of fairness and protecting the most vulnerable from the impact of any cuts. Where we can, we will raise income so that reductions in service budgets are less challenging.
- 7 Some of the savings we have made have been used to re-invest in our priority areas. These have allowed us to manage some of the pressures which are continuing to arise, such as through the growing numbers of older people, and the increased defects on our roads. We are again continuing with this re-investment. £31.5m of our savings will go straight back into the most important areas of our services in 2014/15 and the medium term on top of the £45.9m re-invested since 2011/12.
- 8 I have considered the comments on the draft budget proposals from the Performance Scrutiny Committee as well as feedback from Talking Oxfordshire; the public consultation through a budget telephone survey undertaken in December 2013 and the feedback from the online consultation through the Council's website including comments on business strategies and overall budget proposals. As we await final notification of some funding streams along with the final referendum principles, some further changes may be made to the budget proposals ahead of Council on 18 February 2014.

## Budget Proposals

- 9 Set out below are the main areas where we are proposing changing the existing budget. We will continue to protect front line children's safeguarding services along with the Fire & Rescue Service with savings in those areas to be achieved only through genuine efficiencies. Where possible, we will raise income and we will invest in our key priorities.

### *Children, Education & Families*

- 10 Children's social care has always been a service this council has protected from cuts and we will continue to focus on child protection including tackling child sexual exploitation as we have pledged following Bullfinch. Like other authorities Oxfordshire has seen a steep rise in referrals and care proceedings over recent years and these continue to rise. The Cabinet recently approved the Children's Placement strategy and this will lead to the building and provision of four homes in Oxfordshire. It is clear that better outcomes for children can be achieved when they live closer to home. This will also cost less and the capital cost, through prudential borrowing, will be paid for from savings expected by bringing children back in county. Efficiencies are also expected through the integration of working across partner agencies.
- 11 We will undertake a review of children's centres, early intervention services and other services for children and families with cross party involvement. We do not envisage closures for any children's centres or early intervention facilities. The aim is to find innovative ways to save money, protecting the front line service delivery and create a more cohesive all-round service that improves outcomes for children and young people.
- 12 We will change the way that some of our non-statutory education services are delivered in response to the changing relationships with schools including establishing the Music Service as an independent self-financing trust.
- 13 Our priorities for children with special educational needs and disabilities remain keeping them safe and promoting independence and well-being. We will reduce our use of expensive out of county placements by developing cost effective local solutions such as the new residential autism academy. In relation to children with disabilities, we will continue to ensure that we deliver our statutory responsibilities such as short breaks whilst driving down the cost and reducing duplication and management.

### *Social & Community Services*

- 14 Adult Social Care accounts for 40% of our spend. We recognise that there is an ageing population which will continue to grow, and pressures on this budget will continue to grow too. We are continuing to invest in this area and everyone with an assessed need will receive support, however it is such a large proportion of our spend we must do all we can to minimise the ever increasing costs.
- 15 Due to the increase in demand we are investing an additional £10m in 2014/15, although some of this reduces in later years. This is in addition to the sums we have built in over

previous years which will allow for the increases in demography. These investments are spread across the older people, physical disabilities and learning disabilities services.

- 16 Additional funding of £10m is expected to be available to protect adult social care. We will work with the Oxfordshire Clinical Commissioning Group to agree how health and social care services can together provide better support at home and earlier treatment in the community to prevent people needing emergency care in hospital or care homes.
- 17 For learning disabilities we will be working with providers to reduce the cost of contracts and increasing the use of assistive technology but will continue to ensure that we meet assessed care needs as we are obliged to do.
- 18 We will work with district councils to assess how best to make savings in housing-related support funding, reflecting the reduction in central government grants in 2010.
- 19 We do recognise that rising demand poses a risk to so we have set aside some corporate contingency and will monitor performance closely in the coming year.

*Fire & Rescue Service (including Emergency Planning, Trading Standards & Community Safety)*

- 20 Oxfordshire has not had any change in fire cover arrangements nor had any additional fire stations built in the county since 1987. Since then, there has been considerable housing growth, particularly in Bicester, Didcot and Wantage. There is a need to improve operational response effectiveness in these areas as well as in the south of the county and in the Carterton area. We will invest £1.5m over the medium term to ensure we protect our emergency response function and ensure we remain fit for purpose. Whilst some efficiencies are proposed, the Council continues to protect the Fire & Rescue service from cuts.
- 21 We will cease additional funding provided to the Community Safety Partnerships reflecting that responsibility for this function has transferred to the Police and Crime Commissioner and we will reduce and refocus our support to community safety partnership coordination.

*Environment & Economy (including Oxfordshire Customer Services)*

- 22 The Highways Maintenance service is under constant scrutiny because it affects us all. We recognise the importance of maintaining the road network to keep Oxfordshire moving and the links good road networks have to economic growth. Recent harsh winters have taken a toll on roads so we are not making any savings in 2014/15; instead we are proposing additional investment of more than £1m in highways defects. Over the medium term we have done everything we can to reduce the impact of previously agreed savings and ensure we maintain a focus on road safety and are able to propose reduced savings of only £1m by 2017/18 rather than £2m in the existing MTFP.
- 23 We spend £30m a year on a range of different transport services including home to school transport; transport to and from adult social care day centres; subsidised bus routes and support to community transport services and subsidising concessionary bus

passes for the elderly. We believe that by bringing these services together we can undertake a fundamental review and seek opportunities for efficiency and change, maintaining services while making savings by smarter delivery. In relation to Home to School Transport we provide a service over and above the statutory minimum and our proposal has been to reduce to that minimum. We are consulting service users on how best to mitigate the impact.

- 24 The asset rationalisation programme is already underway with the proposed moves to Abbey House and the withdrawal from Clarendon House. But we propose to go further than our original plans. Reducing or sharing accommodation reduces costs with no impact on service delivery. Our savings proposals in Environment & Economy also include proposals for income generation through sponsorship and providing other services.
- 25 With the economy on the turn towards recovery, we are seeing an increase in the tonnages of waste disposed of and plan to invest £1m to meet that growth over the medium term. However, I am pleased to say that with the construction of the Energy from Waste Facility at Ardley well under way we are able to build into our plans income from the energy that will be created as a by-product from the facility with additional business rates generated from the energy element of the facility too.
- 26 In October 2013, Cabinet agreed to proceed with the externalisation of back office HR and Finance functions in Oxfordshire Customer Services. Aligned with this there was also agreement to the re-shape and commissioning of ICT services and a joint venture proposal for schools back office. These proposals are expected to generate further savings in our support services in addition to those already planned.

*Chief Executive's Office (including Cultural Services)*

- 27 We remain committed to our existing plan to introduce volunteers and 2014/15 will be the second of the three year Library Service Strategy. Some efficiencies are proposed along with a further rationalisation of management but there is no change to the strategy itself.
- 28 Savings in other areas of Cultural Services such as Coroners and Registration are proposed in line with our principles of seeking contract efficiencies and generating additional income. Savings proposed in the Chief Executive's Office are through structural changes and ceasing or reducing discretionary grants.

*Public Health*

- 29 The return of Public Health to Local Government has provided the opportunity to promote public health through the full range of council business. Whilst Public Health is currently funded through a ring-fenced government grant, this is expected to become general funding in 2016/17. We intend to make savings in this service through commissioning more efficient services as contracts used to commission services are renewed.

### **Council Tax**

- 30 In order to avoid making unacceptable savings in 2013/14, we increased Council Tax by 1.99%. This represented a £23.12 increase for the year, equivalent to 44p per week. We felt this provided a balance between the need to protect the most vulnerable in our society and the fact that residents, both families and pensioners, were feeling pressure on the cost of living.
- 31 In order to maintain essential services we are therefore proposing a Council Tax increase of 1.99% again for 2014/15 and 2015/16 just under the current rate of inflation. We appreciate that our residents are feeling the squeeze but believe that a small increase to ensure our services which protect the most vulnerable in our society are maintained can be justified.
- 32 For 2016/17 and 2017/18 we have planned for an increase in council tax of 3%. As there are high levels of uncertainty about future funding and future levels of inflation we feel this is a reasonable position, but will review these increases each year as part of the budget setting process.

### **Earmarked Reserves**

- 33 Oxfordshire's earmarked reserves are in line with the average for similar authorities. They are held for specific purposes and are planned to be used over specified periods. We will ensure that we maximise the use of reserves but ensure we hold them where necessary to meet future costs. Our total earmarked reserves are estimated to reduce from £107m at the end of 2013/14 to £24m by 2017/18. This demonstrates that we are taking our responsibilities seriously and ensuring the maximum use of taxpayers' money.
- 34 We also hold general balances to respond to unplanned events, such as the recent flooding. A risk assessment determines the level we hold, for 2014/15 it is £16.7m.

### **Capital Programme**

- 35 In line with revenue, our capital programme to be approved by Council in February 2014 will extend up to 2017/18. At the time of writing we were still awaiting announcements on various funding allocations. Until we receive this information we will not be able to assess whether the funding we have will meet our needs. However, based on the allocations announced by the Department for Education in late December, the government's contribution towards delivering new school places to meet the needs of our growing population will fall by over 80% beyond 2014/15. If this level of funding continues into 2017/18 it will mean a shortfall of £19.3m in our school building programme. This presents a significant challenge, with the risk of fewer parents getting their child a place at a school of their choice, more children being transported around the county at the taxpayer's expense, reductions in the expected standard of new schools, and more children being taught in temporary classrooms.
- 36 Alongside funding for new school places, the Department for Education also announced capital funding to deliver the Government's pledge on universal free school meals for

infants. The allocation for Oxfordshire is £1.1m, we are currently examining the likely costs of implementing the changes and expect that we will need to find additional funding locally to meet this pledge, with early estimates suggesting the cost may be up to £10m.

- 37 I am pleased to announce that Oxfordshire Local Transport Board's major scheme allocation was confirmed by the Department for Transport in late December. £10.6m has been allocated over 2015/16 and 2016/17 to part fund three significant schemes; the Northern Gateway Cutteslowe junction; the Wantage Eastern Link Road and Bicester London Road schemes. These will provide a real boost to the transport network and promote growth in the county.

### **Conclusion**

- 38 The council continues to face real challenges with increasing need for our most vulnerable clients at a time of reducing funding. By the end of 2017/18 we will have saved £265 million, but will have reinvested £77.4m back into our priority services. We continue to be committed to look for more efficient and different ways of working, generating income and reducing our costs. I am confident that we are able to put forward a set of proposals which will continue to ensure that we protect services for those most in need and we continue to provide a level of service we can afford.
- 39 The recommendations are set out in full in the Chief Finance Officer's report.

**Cllr Arash Fatemian**  
Cabinet Member for Finance



**CABINET – 28 JANUARY 2014**  
**SERVICE & RESOURCE PLANNING – 2014/15 TO 2017/18**  
**Report by the Income Generation Cabinet Advisory Group**

The Income Generation Cabinet Advisory Group formed in July 2013 to explore options for increasing income generation in order to feed into the service & resource planning process. The group has focussed on reviewing the scope for increasing existing charges, investigating discretionary services that could be charged for where charges are not currently levied and identifying skills or services that could be offered out. In addition the group updated the corporate charging policy, which was approved by Cabinet at its meeting on 17 December 2013.

With input from other councillors, officers and members of the public, the group has identified a number of ideas for income generation and channels of enquiry to pursue. The group proposes a number of recommendations to Cabinet, as set out below, as a result of the work so far.

The group identified a number of areas for income generation. Some of these have already been put forward as savings proposals by directorates through the service & resource planning process as this work was taking place concurrently. Annex 1 lists the proposed areas to explore as potential sources of income generation. A budget reference identified next to a proposal does not mean that it is not an area to look at as there may be scope for further income generation over and above what has already been identified. More work is needed to explore some of the suggestions put forward and the group is looking to continue its work ahead of the next planning round.

**The Income Generation Cabinet Advisory Group recommends Cabinet to:**

- a. Write a letter to government asking it to remove restrictions on the ability of local authorities to generate income where legislation currently prevents local authorities from doing so. For example: charging commercial organisations for fire precaution advice where this does not impinge on best practice; allowing advertising on highway electronic message boards; charging for the provision of commercial useful data to private companies.
- b. Pursue the use of crowdfunding for non-statutory projects;
- c. Respond to a letter from the Secretary of State for Communities and Local Government asking local councils to de-clutter the highway from signs by asking the Secretary of State for central government funding towards the costs of de-cluttering the highway;
- d. Write a letter to government and / or local MPs asking them to enable the statutory instrument enacted by Part 6 of the Traffic Management Act, allowing local authorities to enforce penalties for moving traffic offences;
- e. Consider a change in the philosophy of the Council to support the trading of specialist services in those areas where the Council has a recognised strength to other public and private sector organisations;

- f. Give approval in principle to the creation of an online donations facility as outlined in Annex 2;
- g. Allow the CAG to pursue advertising on the Council's public website and through other media, including inviting representatives from Hampshire County Council to discuss the progress they have made in this area;
- h. Agree to the continuation of the Income Generation Cabinet Advisory Group to carry on further work ahead of the 2015/16 service & resource planning round.

**Cllr Arash Fatemian**

Chairman of the Income Generation Cabinet Advisory Group

CA6 Annex 1 on Income Generation Cabinet Advisory Group Suggestions

Ref	Category	Idea	Relevant Budget Proposal / Comment
1	Advertising	Sponsorship/advertising - Income generated through sponsorship and providing other services, incl. street signage and messages on electronic traffic signs.	Overall this is an area being actively pursued by the Environment and Economy directorate within budget proposal 15EE30 and to which the Cabinet Advisory Group intends to devote further time. Electronic traffic signs can currently only be used legally for traffic-related messages.
2	Advertising	"Philanthropy" in exchange for naming roads/squares/buildings after donators.	15EE30
3	Advertising	Advertising - public website, vehicles, publications.	
4	Charges	Review fees at residential courses.	Existing MTFP contains proposal around maximising this income.
5	Charges	Make Music Service self financing by increasing income and reducing free tuition, with potential to generate a surplus depending on the operating model chosen and market demand.	15CEF3
6	Charges	Conditional fee for eg school appeals; planning approval conditions	The cost of administering appeals is met from within Dedicated Schools Grant, and we already make a charge to Academies for education appeals (exclusions).
7	Charges	Review all Planning Fees including retrospective penalties, monitoring charges including for travel plans, and pre-application advice, and higher fines for non-compliance	The overwhelming majority of charges are set nationally and those which are locally flexible. Pre-application advice is voluntary, so charges are currently set to avoid acting as a disincentive to those seeking advice.
8	Charges	Film charges	An inflation increase is currently built in to the budget proposals. Work on this issue is ongoing.
9	Charges	Charging for monitoring travel plans	

CA6 Annex 1 on Income Generation Cabinet Advisory Group Suggestions

Ref	Category	Idea	Relevant Budget Proposal / Comment
10	Charges	Supply of Traffic Survey data	Environmental Information Regulations require us to provide this to the public on request, including commercial organisations. However we can contact government to challenge this provision.
11	Charges	Green Claims	Briefing provided for members of the CAG and to be circulated more widely to Councillors around how to collect robust evidence for reclaiming the cost of damage to the highway and signage.
12	Charges	Charges for utility companies digging up roads/ traffic lights	We currently charge for site supervision of reinstatement of trenches, fixed penalty notices for non-compliance with New Roads and Street Works Act, charges to public utilities for outstaying prescribed/reasonable periods of time. A list of what is and is not chargeable has been produced for members.
13	Charges	Review transport charges (Home to School, Park&Ride, car parking)	A range of budget proposals address these issues, such as Home to School Transport (CEF21 in current MTFP), Supported Transport (15EE14, 14SCS17) + Parking (14EE1, EEP2, EE11, NS1 &2, 14EE7, 15EE29)

CA6 Annex 1 on Income Generation Cabinet Advisory Group Suggestions

Ref	Category	Idea	Relevant Budget Proposal / Comment
14	Charges	Reducing discretionary concession levels	Potential links to line above - especially in disaggregating status of community transport and public service operations. A robust line to government around the costs of their policy should be maintained.
15	Charges	Administration fee for bus passes	Currently charge is £10 for a replacement card.
16	Charges	Fees - Countryside Services	Some income in current plans from previous years - EE63
17	Charges	Maximise income from waste through energy production and recycling	15EE23
18	Charges	Waste - review monitoring charges	
19	Charges	Charge nominal fee for use of Household Waste Recycling Centres if necessary to avoid closure	15EE24 (funding to offset a pressure) relates to HWRC savings, CAG supportive of increasing charges for commercial waste but not private individuals.
20	Charges	Stop subsidising shopping, laundry and meals service.	15SCS5
21	Charges	Charging and Fees Efficiencies - Review of current charges including revisiting Fire and Rescue Services Act 2004 Section 13/16 arrangements	15SCS34
22	Charges	Fire advice to commercial organisations	15SCS34
23	Charges	Development of Commercial Training Unit (Income Generation)	15SCS28
24	Charges	Review Trading Standards	15SCS13, 15SCS14 and 15SCS17
25	Charges	Computer charges in Libraries	
26	Charges	Review of Museum charges and associated fees	National legislation on entrance charges makes this difficult, and Oxfordshire is not the relevant authority for the overwhelming majority of Oxfordshire museums.
27	Charges	Increased Registration Charges and activity, including registrar mileage	15CEO6

CA6 Annex 1 on Income Generation Cabinet Advisory Group Suggestions

Ref	Category	Idea	Relevant Budget Proposal / Comment
28	Charges	Review internal Audit partnership fees	In current plans from previous years - 12CES7
29	Charges	Review Legal fees	
30	Charges	Charges for document copying	There are various charges made across the Council for copying documents but it is not clear whether this is comprehensive.
31	Cost avoidance	Subsidies re bus fares - increase fares	This is a case for lobbying to government. At present an increase in fares would be likely to result in an increased cost to the council as a result of concessionary fares.
32	Cost avoidance	Seek e-mail address for all correspondence	
33	Fines	Fines for illegal signs on street furniture	The cost of policing this may be higher than income generated.
34	Fines	Bus Lanes /red light fines for cyclists	Confirmed that enforcement of these, and any resulting income, would be a matter for the police, not OCC. However if the Government were to commence the provisions of Part 6 of the Traffic Management Act, it would become possible.
35	New service	Additions/options to basic statutory services (laundry, supermarket shopping etc)	The current council position is to withdraw from provision/subsidy rather than build up services to generate income - this would represent a significant policy change which Cabinet may wish to consider.



CA6 Annex 1 on Income Generation Cabinet Advisory Group Suggestions

Ref	Category	Idea	Relevant Budget Proposal / Comment
36	New service	Chargable bike scheme	Oxonbikes pilot may reveal what is practical but as per London unlikely to make profit without sponsorship - to be explored whether this is part of E+E sponsorship plans.
37	New service	Chargable city-wide wifi scheme	In progress as "Wireless City" but government funded not chargeable - people tend to expect a free service or use mobile data - EU state aid rules also complicating factor.
38	New service	Creating an online tourism hub to boost tourism revenue	Already have website visitoxfordandoxfordshire.com. Not an income proposal unless private sector pays.
39	Property	Better use of buildings - especially to third parties	Would require organisations prepared to pay market (or above cost) rates to generate income when buildings would otherwise be closed - dependent on nature of building.
40	Property	Renting out County Buildings for conferences, examinations, seminars, parties etc	Best use of property is an active workstream within E+E.
41	Property	Better use of museums for events, particularly at night	Museums overwhelmingly outside council control.
42	Property	Café in Central Library	To be discussed with Library Service, recognising potential disruption during Westgate redevelopment.
43	Property	Music facilities can be hired out to music teachers	
44	Property	Fees for people wanting to visit/look round public buildings	CAG consider that this would be unlikely to generate high demand in the case of most buildings, and potentially disrupt work.
45	Property	Solar panels on county hall and other suitable buildings	

**CA6 Annex 1 on Income Generation Cabinet Advisory Group Suggestions**

<b>Ref</b>	<b>Category</b>	<b>Idea</b>	<b>Relevant Budget Proposal / Comment</b>
46	Property	Energy/fuel efficiency audit of council buildings and vehicles	Grouped under property
47	Public Contribution	Crowdfunding	Work in progress
48	Support Services	Review Schools services and identify income from Academies	In current plans from previous years - 14EE21
49	Support Services	Local Enterprise Partnership - use of OCC facilities/staff	15EE3
50	Support Services	Increased activity by back office services	Council position is to withdraw from provision/subsidy rather than build up services to generate income - this would represent a significant policy change which Cabinet may wish to consider.
51	Support Services	Research & Intelligence consultancy work	Work takes place with partners, and some limited provision to private sector. However as above current Council position is to withdraw from provision/subsidy rather than build up services to generate income - this is not set in stone but would represent a significant policy change from the ambition to move towards a 'commissioning council'.

**Income Generation Cabinet Advisory Group  
14 January 2014**

**Donations**

Introduction

At the last meeting, Cllr Fatemian asked for further information on a mechanism to facilitate members of the public 'paying more council tax' if they wish.

It is not feasible for members of the public to pay extra council tax over and above their demand notice, as any additional amount would be treated as an overpayment and be refunded. Furthermore, the amount of council tax that the District Councils collect on behalf of the County Council is determined by the precepts agreed by Council as part of the budget setting process, and there is no facility for the District Councils to pay over additional amounts.

An alternative approach would be to facilitate the ability to make donations, either generally or towards specific service categories.

Donations via the Council's website

ICT Services advise that there are many ways in which the Council could collect donations via its website, from embedding something like the PayPal donations module onto our site to using a similar site to the crowdfunding options outlined at the previous Income Generation CAG meeting. The choice would depend on how the proposal to the public is contextualised, what the options are for making payments (e.g. one-off, monthly direct debits etc.) and what administrative process we have in house. Implementation and on-going costs would depend on what approach is taken.

If approval is given in principle to the creation of a 'donations' website, ICT Services can create a formal project to scope out what this may look and feel like, what it would cost to set up and run, and could potentially commission a few examples as a starting point.

Recommendation

The Income Generation CAG is recommended to recommend Cabinet give in principle approval to the creation of a donations website.

Stephanie Skivington  
Corporate Finance Manager  
January 2014

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Division(s):N/A
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## **CABINET – 28 JANUARY 2014**

### **SERVICE & RESOURCE PLANNING 2014/15 – 2017/18**

#### **Report by the Chief Finance Officer**

#### **Introduction**

1. This report is the final report to Cabinet in the series on the service & resource planning process for 2014/15 to 2017/18, providing councillors with information on budget issues for 2014/15 and the medium term. It sets out the proposed 2014/15 budget and the draft 2014/15 – 2017/18 Medium Term Financial Plan (MTFP). Information outstanding at the time of the Cabinet meeting will be reported to Council when it considers the budget on 18 February 2014.
2. The Cabinet Member for Finance has prepared a separate report, circulated alongside this report, which sets out the basis for the Cabinet's proposals. The proposals take into consideration comments from the Performance Scrutiny Committee meetings on 16 December 2013 and 9 January 2014, and comments from the public consultations on the budget, as well as the latest information on the Council's financial position outlined in this report. As final notification of some funding streams and referendum principles are awaited, some further changes may be made to the budget proposals ahead of Council on 18 February 2014.
3. The service & resource planning report to Council in February will be set out in four sections:

Section 1 – Leader of the Council's overview

Section 2 – Budget Strategy and Capital Programme

Section 3 – Directorate Business Strategies

Section 4 – Chief Finance Officer's statement on the budget

This report forms the basis of Section 2 to that report.

4. The following annexes are attached:

Annex 1	Financial Strategy 2014/15
Annex 2	Draft medium term financial plan (MTFP) 2014/15 – 2017/18
Annex 3	Variations to the new revenue budget pressures and savings proposals reported in December 2013
Annex 4	Provisional local government finance settlement
Annex 5	Council tax 2014/15 (draft)
Annex 6	Draft revenue budget booklet 2014/15
Annex 7	Treasury management strategy statement and annual investment strategy for 2014/15 (including prudential indicators and minimum revenue provision policy statement)
Annex 8a	2014/15 risk assessment for level of balances

Annex 8b	Summary of balances and reserves
Annex 9	Dedicated Schools Grant provisional allocation 2014/15
Annex 10	Virement rules for 2014/15
Annex 11a	Asset management plan (property)
Annex 11b	Transport asset management plan
Annex 11c	Updated capital programme 2013/14 – 2017/18
Annex 11d	Capital pressures
Annex 11e	Oxfordshire Local Transport Board funding
Annex 12	Comments from Performance Scrutiny Committee
Annex 13	Budget consultation summary
Annex 14	Council tax referendum regulations

## Information Outstanding

5. There are several areas where information is still provisional and on which assumptions are included in the budget for 2014/15:
  - Final local government finance settlement, including the revenue support grant and the business rates top-up
  - Council tax referendum limit
  - Adoption reform grant
  - Local business rates forecasts
  - Surpluses/shortfalls on collection fund
  - Education capital maintenance grant
6. Any changes once this information is finalised could have an impact on the budget. Any changes to the provisional assumptions will be reported to Council in February 2014 by the Chief Finance Officer. All Councillors will be notified of any updated information once it is received.
7. Once the funding position is confirmed a decision will be made about how any surplus or shortfall in savings over pressures will be dealt with, taking into account the responses received from the budget consultation and the comments from the Performance Scrutiny Committee.
8. It is proposed that authority is delegated to the Leader of the Council, following consultation with the Chief Finance Officer, to make appropriate changes to the Cabinet's proposed budget ahead of the Council meeting on 18 February 2014.

## Financial Strategy

9. The financial strategy sets out how the Council intends to finance its services and the priorities and principles upon which the medium term financial plan and the capital programme are based. A fully updated financial strategy, which now incorporates the capital strategy, is included at Annex 1.

## Draft Medium Term Financial Plan 2014/15 to 2017/18

10. The Medium Term Financial Plan (MTFP) covers a four-year period and has been rolled forward one year. A draft MTFP for 2014/15 to 2017/18, reflecting the period of the new administration, is set out in Annex 2. This is based on the latest information on financing available to the Council plus the proposed new pressures and savings as set out in the service & resource planning report to Cabinet in December 2013, as amended by the variations to those set out in Annex 3 to this report.

### *Draft council tax requirement 2014/15*

MTFP £m	2014/15	December report £m	Latest position £m	Change £m
	<b>Budget</b>			
430.7	Base (2013/14 budget)	430.7	430.7	0.0
6.8	Inflation	4.9	5.1	0.2
1.0	Function & funding changes	3.0	4.4	1.4
-8.7	Previously agreed budget changes and allowed variations	-8.7	-8.7	0.0
	Variations to the existing MTFP	11.1	11.0	-0.1
-4.6	Use of Reserves	-12.9	-12.4	0.5
<b>425.2</b>	<b>Total Net Spend</b>	<b>428.1</b>	<b>430.1</b>	<b>2.0</b>
	<b>Funded by:</b>			
	<u>Government funding:</u>			
-81.5	Revenue support grant	-79.4	-80.6	-1.2
-36.8	Business rates top-up	-36.8	-36.4	0.4
	<u>Business rates:</u>			
-28.1	Local share of business rates	-28.4	-28.4	0.0
	<u>Council tax:</u>			
-276.8	Council tax requirement	-277.5	-277.7	-0.2
-2.0	Council tax surpluses/deficits	-6.0	-7.0	-1.0
<b>-425.2</b>	<b>Total Funding</b>	<b>-428.1</b>	<b>-430.1</b>	<b>-2.0</b>

11. The table above sets out the draft council tax requirement for 2014/15 as per the service & resource planning report presented to Cabinet in December 2013 and shows the latest position for expenditure and financing. Changes from the previous report for both 2014/15 and over the medium term are explained in the ensuing paragraphs.

## **Inflation**

12. As set out in the savings put forward to Cabinet in December 2013, it is proposed that the provision for pay inflation for 2015/16 is reduced from 2.5% to 1.0%, that no provision is made for non-pay inflation (other than for contracts) in each year of the MTFP and to reduce the allowance for contract inflation. A small adjustment has been made to income inflation since December. Over the medium term these changes will generate £11.6m of savings.

## **Function and Funding Changes**

13. The function and funding changes relate to changes to un-ringfenced specific grant allocations. Some allocations for 2014/15 are yet to be confirmed and are based on provisional estimates. The December report included assumed shortfalls in education services grant and the amount the Council would get in returned top-sliced funding. The main change since December relates to the assumed cessation of £1.2m un-ringfenced adoption reform grant – this is still to be confirmed.
14. Changes to other specific grant funding in future years are set out in Annex 4 on the provisional local government finance settlement. An overall reduction of £5.2m un-ringfenced specific grant funding is forecast over the medium term (excluding compensation for capping the business rates multiplier) compared to the existing MTFP.

## **Variations to the existing MTFP**

### *New pressures and savings*

15. The new pressures and savings proposals were set out in the report to Cabinet in December 2013. The main changes since December relates to the removal of £0.6m for pensions auto-enrolment, as directorates are expected to be able to absorb this pressure. Other minor variations are set out in Annex 3, including the re-phasing of the withdrawal of Refugee Resource grant as recommended by the Performance Scrutiny Committee.

### *Strategic Measures*

16. Following the review of the treasury management strategy (detailed in paragraphs 53-58), some changes are proposed to the strategic measures budget. Areas of the strategy which impact on the strategic measures budget include forecasts of the bank rate and expected returns from deposits, updated cash flow forecasts and long term borrowing requirements.



17. The existing MTFP assumed a bank rate of 0.5% for 2014/15 and over the medium term. The Council uses the services of Arlingclose Limited to provide investment advice to the Council. Their current view on interest rates is that the bank rate will remain at 0.5% for the duration of their medium term forecast to March 2017, with an upside risk of a change in the base rate ranging from 0.25% in June 2014 to 1.00% in March 2017. Taking these forecasts into account, the Council has formed the view that the bank rate forecast for the medium term will remain at 0.5% for 2014/15 and 2015/16, rising to 0.75% in 2016/17 and 1.00% in 2017/18.
18. Taking into account the Treasury Management Strategy principles that prioritise security and liquidity of principal over investment return (see paragraph 53 for further detail), a view has been taken on the rates achieved on deposits: 0.3% higher than the base rate in 2014/15 and 2015/16, reducing to 0.05% above base rate in 2016/17 and at base rate for 2017/18. This gives forecast return rates of 0.8% for 2014/15 – 2016/17 and 1.00% for 2017/18. This is marginally below the return rates in the existing MTFP, which assumed 0.85% for 2014/15 and 0.8% for 2015/16 and 2016/17.
19. The average cash balance for 2014/15 is forecast to be £300m, including externally managed funds. This is higher than the average cash balance than had been forecast in the existing MTFP. The higher balance offsets the reduction in forecast rate of return, so that there is net nil impact on interest on balances.
20. Current long-term borrowing rates do not impact on the strategic measures budget because it is anticipated that no additional external borrowing will be arranged over the medium-term.
21. As with last year, a corporate contingency of £2.6m has been set aside within the strategic measures budget in case directorates are unable to deliver savings or manage within available resources. This is included in the variations to the existing MTFP line in the table at paragraph 10.

### **Use of Reserves**

22. A £4.6m contribution from the Budget Reserve to support the budget in 2014/15 is already built into the existing MTFP. In 2014/15 an additional £7.8m contribution from the reserve will be required to balance the budget. This is a £0.5m improvement from the December forecast position as a result of changes to funding and the taxbase. As reported in December, the new savings proposals do not match the new pressures in each year of the MTFP, giving rise to a cash flow issue over the medium term.
23. Further details on the Budget Reserve over the medium term are given in paragraph 49.

### **Revenue Support Grant and Business Rates Top-up**

24. The provisional local government finance settlement was announced on 18 December 2013 and details are provided in annex 4. The revenue support grant allocation for 2014/15 is £1.2m more than included in the December forecast, due

to government adjustments to some of the funding top-slices. The benefit of these adjustments falls out in 2015/16, so that over the two years the reduction in general funding is in line with the previous forecast position.

25. Overall the provisional settlement suggests that the Council will get £0.3m additional general funding over the medium term (including compensation for capping the business rates multiplier) compared to the forecast position in the reports to Cabinet in September and December 2013.

## **Local Share of Business Rates**

26. The District Councils have provided provisional figures for the Council's share of business rates for 2014/15 which in total are £0.3m higher than the estimate included in the existing MTFP. The District Councils are required to provide final estimates for 2014/15 by 31 January 2014, together with the Council's share of any surplus/deficit estimated for 2013/14.

## **Council Tax Requirement**

27. In the Cabinet Member for Finance's report which runs alongside this document, council tax increases of 1.99% in 2014/15 and 2015/16 are proposed, just below the government's proposed council tax referendum threshold of 2%. The government has yet to confirm the referendum limits that will apply for those years so this is subject to change. The regulations that apply to holding referendums on council tax increases are outlined in annex 14. Council tax increases of 3% are proposed for the final two years of the MTFP, in line with the position reported in December.
28. The existing MTFP includes a taxbase<sup>1</sup> of 227,931 for 2014/15, based on assumed growth of 0.6%. Provisional figures from the district councils indicated an increase in the taxbase of 1.37%, as set out in the report to Cabinet in December 2013, due to a combination of increased house building and lower than expected costs of the council tax support scheme. Final figures have been confirmed by all district councils with a final taxbase of 229,834, an increase of 1.44% from 2013/14. Compared with the December report this increases the amount of funding available by £0.215m.
29. The existing MTFP included growth in the taxbase beyond 2014/15 of 0.75% per year. These increases are considered prudent given the size of the increase in tax base for 2014/15 and the uncertainty of the future impact of the Council Tax Support Scheme.
30. Annex 5 provides a draft of the Band D council tax and council tax requirement for 2014/15.

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<sup>1</sup> The taxbase is the number of banded properties that the council uses to set the council tax. It is the total number of properties in the county weighted by reference to council tax bands A to H and takes into account discounts and exemptions.

## **Council Tax Surpluses/Deficits**

31. The latest estimate for the County Council's share of income from collection fund surpluses and shortfalls is £6.971m, an increase of £0.971m from the December position. Each district council must formally notify the County Council of its share of any surpluses or shortfalls on the council tax collection funds within seven working days of 15 January 2014. The final and confirmed position will be notified in due course/ahead of the Cabinet meeting.
32. The existing MTFP includes surpluses of £2.0m each year. Notwithstanding the higher figure for 2014/15, it is considered prudent to maintain the estimates for future years' surpluses at £2.0m as they have been around that level or below in five out of the last ten years.

## **Draft 2014/15 Budget for Directorates**

33. Annex 6 sets out the draft detailed revenue budget for 2014/15 for directorates. The annex shows the movement in gross expenditure and income from 2013/14, showing inflation, function and funding changes, previously agreed funding and proposed virements. For illustrative purposes, the annex also includes the effects of the new funding for pressures and proposed savings as set out in the service & resource planning report to Cabinet in December 2013 as adjusted for the variations set out in Annex 3. This is not an agreed plan but shows the impact on services if all the proposals are agreed. This will be updated for the Council meeting in February to reflect each proposal made.

## **Schools Funding**

34. Dedicated Schools Grant (DSG) for 2014/15 is being allocated to local authorities in accordance with the three block methodology introduced in April 2013: early years block, schools block and high needs block. The underlying schools budget is being kept at the same level on a per pupil basis as 2013/14 with a minimum funding guarantee so that no school sees more than a 1.5% per pupil reduction in their budget compared to 2013/14 and before the pupil premium is added.
35. £50.5m is being deducted nationally from DSG for 2014/15 to reflect that all state funded schools will be withdrawn from participating in the Carbon Reduction Energy Efficiency Scheme from April 2014. The County Council loses £0.6m from its DSG allocation as a result. As schools no longer need to meet the cost of purchasing carbon allowances they should be no worse off as a result of this change.
36. Funding for early learning places for two-year-olds from lower income households is being extended in 2014/15, with £755m being allocated nationally. From 1 September 2013 early learning became a statutory entitlement for around 20% of two-year-olds across England, which will extend to 40% from September 2014.
37. Following the implementation of substantial changes to school funding formulae for 2013/14 there are a limited number of changes being made for 2014/15. Consultation on a national funding formula is now expected to commence in January 2014.

38. As part of the Autumn Statement the government announced free school meal provision for all infants. This is expected to cost an additional £7m a year in Oxfordshire. The Department for Education is still considering how the revenue grant will be allocated.
39. The government has announced Education Services Grant (ESG) allocations for 2014/15. The retained duties element of the funding is a flat rate of £15 per pupil. The general funding rate for pupils in local authority mainstream schools is £113. This compares to a per-pupil rate of £140 for mainstream academies. The estimate for 2014/15 ESG remains at £7.0m, based on latest forecasts for academy conversions. Consultation on the 20% top-slice of ESG announced in the Spending Round 2013 is expected to run alongside the national formula funding consultation.
40. Schools receive extra funding through the pupil premium. Funding nationally for the pupil premium will increase to £2.5bn in 2014/15 from £1.875bn in 2013/14. The level of the per pupil premium is increasing from £900 in 2013/14 to £1300 for primary-aged pupils and £935 for secondary-aged pupils in 2014/15. For looked after children, adopted children and children with guardians the rate will be £1900 in 2014/15.
41. Schools Forum met on 12 December 2013 and provisionally approved the use of part of the Early Years block of DSG for 2014/15, with a final decision to be made at the meeting on 27 February 2014. The provisional 2014/15 DSG allocation is included at annex 9.

### **Better Care Fund**

42. The government announced allocations and guidance for the Better Care Fund (previously called the Integration Transformation Fund) on 20 December 2013. Nationally there will be £3.8bn worth of pooled funds between health and social care from 2015/16. For 2014/15 an extra £200m is available in addition to the £900m transfer from health to social care already planned.
43. £3.46bn of the Better Care Fund is revenue funding of which the allocation for Oxfordshire is £33.9m. The guidance confirms that £1bn of the £3.8bn will be paid depending on local performance. There are six nationally set measures and one measure to be agreed locally.
44. To access the funding, Oxfordshire's Health & Wellbeing Board will be required to submit a draft plan by 14 February 2014 on how the pooled funding for Oxfordshire will be used to join up health and care services, with final plans by 4 April 2014. The Council is working closely with the Oxfordshire Clinical Commissioning Group to develop the joint plan.

## Balances and Reserves

### *General Balances*

45. The financial strategy states that balances will be maintained at a level commensurate with identified risks, based on an annual risk assessment, subject to a minimum of 2.5% of gross expenditure (excluding schools). A risk assessment for 2014/15 is attached at annex 8a which takes into account the current financial monitoring position and the risks in the 2014/15 budget and the economy generally.
46. The risk assessment confirms that the level of planned balances in the existing MTFP, including the £1m increase to take the budgeted balance to £16.7m in 2014/15, remains commensurate with risk.
47. The financial monitoring report to Cabinet on 17 December 2013 showed the 2013/14 forecast position on balances at the end of October as £15.6m, based on the assumption that the current £4.5m overspend will be a call on balances. The budgeted year-end balance in the existing MTFP is £15.7m. It is proposed to make no adjustment for the £0.1m variation between the forecast and budgeted year-end position. The projected level of balances over the medium term is set out in Annex 8b.

### *Reserves*

48. All the Council's reserves which are maintained for specific purposes have been reviewed as part of the service and resource planning process. A summary of the planned use of the reserves over the medium term is given in Annex 8b. This shows that most of the revenue reserves will be used over this period, with the forecast falling to £23.9m by the end of 2017/18, of which £5.7m relates to schools. This is an improved position compared to December, which showed the forecast balance on reserves falling to £9.8m over the medium term as a result of the Budget Reserve being overdrawn by £12.5m. The latest forecast position for the Budget Reserve is set out below.

### *Budget Reserve*

49. The Budget Reserve is being used to manage the cash flow implications arising from a different profile of pressures and savings in the MTFP. The existing MTFP includes contributions from the reserve in each of the years 2014/15 – 2016/17 totalling £20.2m.
50. The new proposed savings do not match the new pressures in each year of the MTFP giving rise to further cash flow implications. The cumulative shortfall/surplus between new savings and new pressures is as set out overleaf.

	2014/15 £m	2015/16 £m	2016/17 £m	2017/18 £m	Total £m
New pressures	19.3	11.3	12.8	18.0	61.4
New savings	-11.5	-20.2	-13.3	-19.6	-64.6
Shortfall(+)/surplus(-)	7.8	-8.9	-0.5	-1.6	-3.2
<b>Cumulative shortfall(+)/surplus(-)</b>	<b>7.8</b>	<b>-1.1</b>	<b>-1.6</b>	<b>-3.2</b>	

51. The overall impact on the Budget Reserve based on the previously agreed use and new pressures/savings proposals is set out below.

	2014/15 £m	2015/16 £m	2016/17 £m	2017/18 £m
Opening balance	17.9	5.5	-0.9	-7.3
Previously agreed contribution to(+)/from(-) reserve	-4.6	-7.5	-8.1	0.0
Contribution to(+)/from(-) reserve arising from new proposals	-7.8	1.1	1.7	3.2
<b>Closing balance</b>	<b>5.5</b>	<b>-0.9</b>	<b>-7.3</b>	<b>-4.1</b>

52. The table shows that the Budget Reserve will go overdrawn by the end of 2015/16, peaking at £7.3m overdrawn in 2016/17, before falling back to £4.1m overdrawn in 2017/18. This is an improved position compared to the forecast in December however will still require the temporary use of other reserves or other balances held by the Council (e.g. developer contributions) in 2015/16 - 2017/18 to manage the cash flow position, as the Council cannot hold a deficit reserve. Any temporary use of other reserves or other balances would need to be replaced in a subsequent year. This will need to be reviewed and addressed as part of next year's service & resource planning process.

## Treasury Management Strategy

53. Treasury management is the management of the Council's cash flows, its banking, money market and capital transactions; the effective control of the risks associated with those activities and the pursuit of optimum performance consistent with those risks.
54. The treasury management strategy statement and the annual investment strategy for 2014/15 are set out in Annex 7. This document complies with the requirements of legislation, codes and government guidance, including the technical requirement of the CIPFA treasury management code of practice. It sets out, amongst other things the investment strategy for the Council's temporary cashflow surpluses.
55. The prime objective of the Council's investment strategy is to maintain capital security whilst ensuring that there is the necessary liquidity to carry out its business and only once these have been satisfied should the return on the investment be considered. The annual investment strategy for 2014/15 continues with this premise. The strategy for financing prudential borrowing during 2014/15 continues with the policy of using temporary internal balances. External debt will

remain to be repaid upon maturity and will not be refinanced unless the economic outlook or the capital programme forecasts change.

56. It is proposed that any changes required to the 2014/15 treasury management and investment strategies are delegated to the Chief Finance Officer in consultation with the Leader of the Council and the Cabinet Member for Finance. This is included in the recommendations at the end of the report.
57. As part of the service & resource planning process for 2014/15 the Council is required to approve a set of prudential indicators which show that the Council's prudential borrowing is prudent, affordable and in line with the Council's treasury management strategy. Appendix A of Annex 7 sets out the draft prudential indicators.
58. Annex 7 also incorporates the minimum revenue provision policy statement for 2014/15 at Appendix B. Legislation requires Council to approve a statement of its policy annually before the commencement of the financial year.

## **Virement Scheme**

59. When approving the budget each year the Council is required to agree the virement rules. The existing arrangements have been reviewed and updated and are set out for approval at Annex 10. The update relates to the removal of the requirement for Cabinet approval for virements arising from revised government grant notifications.

## **Capital Programme and Asset Management Plans**

### *Asset management plans*

60. The asset management plans underpin the capital element of the financial strategy. Both the asset management plan (AMP) and the transport asset management plan (TAMP) have been updated as part of this planning round.
61. The draft asset management plan attached at annex 11a provides a framework within which the Council adopts a strategic approach to securing operational and financial benefits of a property estate that supports the provision of services using industry best practice whilst at the same time securing the maximum benefit for the local economy. It builds upon last year's plan and continues with the shift in priorities from holding property to delivering services and ensuring the approach to property delivers the broader objectives of the Council.
62. The Transport Asset Management Plan (TAMP) sets out the prioritisation for investment in highway infrastructure and provides the 2-year rolling programme for all highways maintenance activities. The revised plan attached at annex 11b has been updated to reflect current needs and to ensure that prioritisation of schemes enables the Council to derive the greatest value from its investment.

### *The Capital Programme: 2013/14 to 2017/18*

63. The updated capital programme at annex 11c includes £31.7m of new pressures reported in the service & resource planning report to Performance Scrutiny Committee on 9 January 2014 and set out at annex 11d. £15.5m of this relates to adding an additional year of annual programmes in 2017/18. 2014/15 is the only year of the programme which is firm, for the reasons set out below.
64. The programme has been developed on the basis of estimates of future capital funding allocations, with the assumption that the new capital pressures could be met from flexible capital resources available to allocate. Estimates of future capital allocations included those for education basic need. As set out in annex 4, the basic need allocation notified by the Department for Education (DfE) in late December indicates that allocations for 2015/16 – 2017/18 will be £19.3m less in total than previous estimates. The Council is seeking clarification from the Department on the basis of the allocations for 2015/16 and 2016/17. Current forecasts for increased pupil numbers are to be reported to the DfE later this year and it is hoped that basic need allocations for 2015/16 and 2017/18 will be increased to address the potential shortfall. The 2014/15 allocation for education maintenance has still not been notified. However, based on the current basic need allocations and the assumption that education maintenance allocations will be in line with estimates, a firm programme for 2014/15 is proposed with a review of the future years' education capital programme during 2014/15.
65. The table below shows the change in the overall capital programme from the last programme approved by Cabinet in October 2013.

	<b>October 2013 Programme £m</b>	<b>January 2014 Programme £m</b>	<b>Change £m</b>
Children, Education & Families	151.6	177.4	25.8
CEF programme reductions to be identified		-19.3	-19.3
Social & Community Services	33.6	36.1	2.5
Highways & Transport	90.8	124.7	33.9
Environment & Economy – Other	28.1	28.6	0.5
Chief Executive's Office	2.8	2.3	-0.5
<b>Total</b>	<b>306.9</b>	<b>349.8</b>	<b>42.9</b>
Schools Local Capital	8.7	10.1	1.4
Earmarked Reserves	66.9	51.2	-15.7
<b>Total Capital Programme</b>	<b>382.5</b>	<b>411.1</b>	<b>28.6</b>

66. The updated programme does not include funding or schemes relating to the £1.1m capital allocation for universal infant school meals, as these proposals have yet to be developed. Early estimates suggest the cost of implementing these changes may be up to £10m, with additional funding having to be found locally to meet this pledge.



67. Oxfordshire's Local Transport Board Local Major Scheme funding allocations for 2015/16 and 2016/17 totalling £10.6m were confirmed on 23 December 2013. The funding forms part of the Local Growth Fund and is overseen by the Oxfordshire Local Enterprise Partnership. Further details are provided in annex 11e. This will be added to the grant annex of the capital programme to be agreed by Council until a detailed cost profile is provided following the project business case submission.

### **Comments from the Performance Scrutiny Committee**

68. The Performance Scrutiny Committee considered the new revenue pressures and proposed savings at its meeting on 16 December 2013 and the treasury management strategy statement and capital proposals on 9 January 2014. A summary of the comments from the meetings is attached at annex 12.

### **Consultation**

69. A telephone survey was conducted during December to capture feedback on how people think the Council should save money, service priorities and views on the level of council tax increase. Between 6 December 2013 and 3 January 2014 members of the public had the opportunity to comment on the budget proposals through the Council's website. The district councils within Oxfordshire have also provided responses to the County Council's budget proposals. A summary of the results of these consultation exercises and the pre-budget proposals countywide exercise 'Talking Oxfordshire' is attached at annex 13.

### **Overview and advice from the Chief Finance Officer**

70. Under Section 25 of the Local Government Act 2003, the Chief Finance Officer is required to report on the robustness of the estimates made in determining the council tax requirement and on the adequacy of the proposed financial reserves. This assessment will be included in Section 4 of the report to Council in February 2014.

### **Financial and Legal Implications**

71. This report is mostly concerned with finance and the implications are set out in the main body of the report. The Council is required under the Localism Act 2011 to set a council tax requirement for the authority. This report provides information which will lead to the council tax requirement being agreed in February 2014.

### **Equality and Inclusion Implications**

72. The Equality Act 2010 imposes a duty on local authorities that when making decisions of a strategic nature, decision makers must exercise 'due regard to the need to eliminate unlawful discrimination... advance equality of opportunity... and foster good relations.'
73. A general assessment of the broad impact of the new budget proposals is set out in the service & resource planning report to Performance Scrutiny Committee on

16 December 2013. This is supported by initial service-level assessments for the new proposals, included at Annex 3 to that report. The directorate budget strategies and supporting service and community impact assessments (SCIAs) will be included in the service & resource planning report to Council on 18 February 2014.

## **RECOMMENDATION**

**74. The Cabinet is RECOMMENDED to:**

- (a) RECOMMEND Council to approve the updated Financial Strategy;**
- (b) (in respect of revenue) RECOMMEND Council to approve:**
  - (1) a budget for 2014/15 and a medium term plan to 2017/18, based on the proposals set out by the Cabinet Member for Finance;**
  - (2) a council tax requirement (precept) for 2014/15;**
  - (3) a council tax for band D equivalent properties;**
  - (4) virement arrangements to operate within the approved budget;**
- (c) (in respect of treasury management) RECOMMEND Council to approve:**
  - (1) the Treasury Management Strategy Statement ;**
  - (2) that any further changes required to the 2014/15 strategy be delegated to the Chief Finance Officer in consultation with the Leader of the Council and the Cabinet Member for Finance.**
- (d) RECOMMEND Council to approve the Prudential Indicators as set out in Appendix A of Annex 7;**
- (e) RECOMMEND Council to approve the Minimum Revenue Provision Methodology Statement as set out in Appendix B of Annex 7;**
- (f) (in respect of capital) RECOMMEND Council to approve:**
  - (1) the updated Asset Management Plan and Transport Asset Management Plan;**
  - (2) a Capital Programme for 2013/14 to 2017/18;**
- (g) to delegate authority to the Leader of the Council, following consultation with the Chief Finance Officer, to make appropriate changes to the proposed budget.**

LORNA BAXTER  
Chief Finance Officer

Background papers: Nil

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January 2014

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## **Financial Strategy 2014/15 – 2017/18**

### **1. Introduction**

The Financial Strategy sets out how the Council intends to finance its services and priorities and the principles upon which the medium term financial plan and the capital programme are based.

This is the third major revision of the Financial Strategy first approved by the County Council in October 2002 and coincides with the start of the new administration. It incorporates the Capital Strategy, previously treated as a separate document.

### **2. Corporate Plan**

The service & resource planning process ensures the medium term financial plan (MTFP), capital programme and directorate business strategies reflect the Council's objectives and priorities set out in the corporate plan.

The corporate plan is revised every year and the current version was agreed by Council in February 2013. It outlines our overall goal of achieving a 'Thriving Oxfordshire' and sets out how we are working towards that goal. The latest update of the Corporate Plan will be presented to Council for approval in April 2014.

### **3. Financial Planning**

The four-year medium term financial plan aligns available revenue funding with the delivery of services through the service & resource planning process. Our financial planning reflects:

- The reducing level of financial support from Government and consequential revenue savings required over the medium term
- The allocation of resources to meet statutory service requirements and key strategic priorities
- The use of one-off income to meet one-off pressures or priorities, or to help address an adverse cash flow position in the MTFP (where planned pressures exceed planned savings in the short-term)
- Our commitment to council tax payers
- Our on-going commitment to achieve efficiencies to ensure improved value for money

### **4. Use of grant funding**

- The use of general grant funding for both revenue and capital will be maximised.
- Where grant bids are required, these need to be linked to the Council's objectives.
- Exit strategies are required for grant bids and time-limited grants.

- Directorates will be required to meet any reductions in ring-fenced grant funding, through cessation of projects/services or additional savings.

## 5. Balance sheet management

The Council actively manages its debtors and creditors position to reduce the demand for working capital using the following targets:

- Debtors – we will clear 97% of non-care debtors and unsecured care debtors within 90 days. Days revenue outstanding for non-care debts will be kept to 33 days or below, with a target of 62 days for care debts.
- Creditors – we will pay 97.5% of all undisputed invoices within their normal payment terms. The Council's standard payment terms are 14 days for small and medium size enterprises (SMEs), otherwise 28 days.

## 6. Balances and Reserves

- Balances will be maintained at a level commensurate with identified risks, based on an annual risk assessment, subject to a minimum of 2.5% of gross expenditure (excluding schools). The risks reflect unforeseen overspendings, unexpected events and emergencies such as severe weather, potential liabilities and uncertainties over the future level of funding.
- Any income which is fortuitous to the Council will be used to address an adverse cash flow position in the MTFP or otherwise be added to balances.
- Revenue reserves will be held for specified purposes only and reviewed on an annual basis.
- New revenue reserves require approval by the Cabinet.

## 7. Capital Strategy

The capital strategy provides a framework for the development of the capital programme and ensures that the use of limited capital resources accords with the Council's objectives and priorities as set out in the Corporate Plan. The latter is achieved by having asset management plans for the two main areas of asset holding:

- The Asset Management Plan sets out the future direction for managing the Council's property assets and provides a strategic approach to securing operational and financial benefits of the property estate. It reflects the changing needs of the property portfolio as the Council moves from being a service provider to a commissioner of services.
- The Transport Asset Management Plan sets out the prioritisation for investment in highway infrastructure including roads, footways, bridges, street lighting and drainage, based on an assessment of need, and incorporates the Local Transport Plan.

The Council's limited capital resources are managed effectively by:

- Allocating capital resources in line with corporate objectives and priorities and considering what outcomes can be achieved by a particular project and how effectively it uses corporate capital resources.
- Using capital resources prudently and flexibly in line with the agreed capital funding strategies to ensure their affordability, longevity and sustainability.
- Providing contingencies across the capital programme to manage the resources pressure arising from housing growth and uncertainties related to on-going service transformations.

Our principles for prioritising capital investment are to:

- comply with our statutory duties;
- improve the efficient and effective delivery of our services; and
- promote economic growth.

This gives the following **capital investment priorities**:

**Priority 1:** projects which enable compliance with our legal/ statutory duties including projects which address any infrastructure deficits related to statutory compliance.

**Priority 2:** projects which maximise leverage from external partnerships and bodies (e.g. Local Enterprise Partnership (LEP)) in order to deliver agreed infrastructure priorities (e.g. SPIP).

**Priority 3:** projects where a major proportion is funded from developer contributions, Community Infrastructure Levy, grant or revenue contributions.

**Priority 4:** projects that facilitate economic development and housing growth but require the majority of funding to be met from the Council.

**Priority 5:** projects that address cross-cutting issues, facilitate joint-working with partners or generate new/ additional income.

**Priority 6:** other projects.

Invest to save schemes which generate sufficient revenue savings to cover the cost of capital within at least 10 years, or are self-financed through prudential borrowing will be considered on a case by case basis alongside other bids which are subject to prioritisation.

Schemes below a certain financial threshold value will be assessed as part of an overall programme rather than individually.

**Capital resource allocations** are considered corporately on the following basis:

- Central government capital allocations and grants issued as “not ring-fenced” will be allocated in line with the Council’s priorities based on this capital strategy and the underpinning asset management plans. Ring-fenced or earmarked funding received from central government will be used for the purposes for which it is issued in line with grant/allocation conditions.

- Capital receipts will be treated as a corporate resource and not ring-fenced to the originating service. The Council seeks to maximise capital receipts from the disposal of surplus land and buildings, unless another option gives greater overall benefit.
- Prudential borrowing will be used to fund invest-to-save schemes, where the cost of borrowing is met from future revenue savings by services; or capital investment where the Council has a significant unmet capital need, in which case the cost of borrowing is met corporately. The application of prudential borrowing must be in line with the requirements of the Prudential Code.
- The Council will try wherever possible to influence investment through the targeted use of its limited capital resources to lever in external funding and project specific grants where these meet the Council's priorities and objectives. Any external resources, once secured, will be used for the purposes for which they are issued as per the guidance and conditions determined by funding providers. The Council will evaluate long-term implications of accepting any external funding provision, in particular any impact on the revenue budget and such projects only proceed if they are affordable and demonstrate value for money. This includes working within the broader context (such as the LEP) to align available funding streams.
- The Council will be proactive in ensuring, as far as possible, that all additional capital investment needs arising from new developments are funded from developer contributions, however it is recognised that this is unlikely to meet the scale of infrastructure investment provision needed to respond to the identified level of growth.
- The Community Infrastructure Levy (CIL) comes into full operation in April 2014. This levy based mechanism is a contribution from all new development towards the cost of infrastructure. Developer contributions will still apply in site specific infrastructure required to mitigate the impact of a specific development. As the Charging Authorities will be the District Councils in Oxfordshire, the County Council will need to seek an agreement with each Charging Authority the contribution from CIL towards the cost of services and infrastructure which it provides.
- The Council will use the Rolling Fund to forward-fund major infrastructure schemes where infrastructure is needed to support the planned development. The cost of infrastructure will then be recovered from public and private sector funding streams as they come forward. The priorities under this fund will be agreed by the Cabinet.
- The Council will consider alternative funding models (such as Public Private Partnerships, Private Finance Initiative, Local Asset Backed Vehicles, Tax Increment Financing and Local Authority Bonds) to address potential future funding requirements, subject to full evaluation of requirements.

In financing the capital programme the first calls on capital resources will be external funding (including S106). This is followed by grants & contributions,



supported borrowing and capital receipts and reserves. The final calls, where necessary, will be on prudential borrowing.

In order to respond effectively to unforeseen capital pressures and to accommodate possible changes in the capital resources position, a 3% **contingency** is built into capital programme planning assumptions. This provision and other capital programme contingencies are managed corporately and reviewed on a regular basis based on the risks associated with the overall programme.

## **8. Managing our Resources Effectively**

- Financial management roles and responsibilities are transparent and embedded across Directorates.
- Financial literacy is actively promoted throughout the organisation.
- Appropriate systems and processes are in place to ensure effective in-year financial monitoring of revenue and capital and delivery of business strategies.
- Effective financial controls are in place in all areas of financial management, risk management and asset control.
- Financial Procedure Rules, Contract Procedure Rules and Financial Regulations are regularly reviewed and updated, providing a sound basis for financial governance.

## **9. Arrangements for carrying forward revenue budget under/overspends**

- Revenue overspends will be the first call against any underspends within a directorate. Where overspends cannot be offset by underspends, they will be carried forward into the following year and a clear plan for their recovery will be required.
- Revenue underspends not needed to offset overspends will be placed in reserves to support the MTFP.
- The Cabinet may agree to the carry forward of a revenue underspend for a specific purpose on an exceptional basis.

## **10. Related Strategies**

The Financial Strategy is underpinned by more detailed strategies for particular areas, including the Treasury Management Strategy, the Annual Investment Strategy and the Procurement Strategy.

- The Treasury Management Strategy sets out the Council's strategy for borrowing to ensure its capital investment plans are affordable, prudent and sustainable.
- The Annual Investment Strategy sets out the Council's policies for managing its investments and for giving priority to the security and liquidity of those investments.

- The Procurement Strategy sets out how we achieve value for money and efficiencies in our procurement of goods and services, supplier relationship management and contract management.

## Medium Term Financial Plan 2014/15 - 2017/18

## Summary

	INDICATIVE POSITION											
	2014/15			2015/16			2016/17			2017/18		
	Base Budget	Proposed Allocation	Proposed Budget	Proposed Base Budget	Proposed Allocation	Proposed Budget	Proposed Base Budget	Proposed Allocation	Proposed Budget	Proposed Base Budget	Proposed Allocation	Proposed Budget
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
<b>Directorate Budgets</b>												
Children, Education & Families	105,201	-4,364	100,837	100,837	-994	99,843	99,843	-2,370	97,473	97,473	-3,182	94,291
Social & Community Services	206,916	7,382	214,298	214,298	-13,109	201,189	201,189	-585	200,604	200,604	-2,006	198,598
Environment & Economy	79,267	1,290	80,558	80,558	-9,695	70,863	70,863	-3,154	67,709	67,709	-7,242	60,467
Chief Executive's Office	20,562	-129	20,432	20,432	-274	20,158	20,158	-435	19,723	19,723	-145	19,578
Public Health								-1,250	-1,250	-1,250	-1,250	-2,500
Inflation and Other Adjustments (1)					4,750	4,750	4,750	10,800	15,550	15,550	7,400	22,950
<b>Directorate Budgets</b>	411,947	4,178	416,125	416,125	-19,322	396,803	396,803	3,006	399,809	399,809	-6,425	393,384
<b>Strategic Measures</b>												
Capital Financing												
Principal	16,816	207	17,023	17,023	-24	16,999	16,999	-319	16,680	16,680		16,680
Interest	18,455	-225	18,231	18,231	-405	17,826	17,826	-250	17,576	17,576		17,576
Interest on Balances	-4,444	-104	-4,548	-4,548	-529	-5,077	-5,077	-354	-5,431	-5,431		-5,431
Contingency	2,308	329	2,637	2,637		2,637	2,637	-774	1,863	1,863		1,863
Pensions - Past Service Deficit Funding	1,500	-670	830	830		830	830		830	830		830
<b>Total Strategic Measures</b>	34,635	-462	34,173	34,173	-957	33,216	33,216	-1,697	31,518	31,518		31,518
<b>Contributions to/from reserves</b>												
General Balances	3,000		3,000	3,000	-1,000	2,000	2,000		2,000	2,000		2,000
Prudential Borrowing Costs	950		950	950		950	950		950	950		950
Capital Rolling Fund Reserve	491		491	491		491	491		491	491	-491	
Budget Reserve	82	-12,466	-12,384	-12,384	6,039	-6,345	-6,345	651	-5,694	-5,694	8,931	3,237
Budget Reserve - 2009/10 Budget	-3,341	3,341										
<b>Total Contributions to/from reserves</b>	1,182	-9,125	-7,943	-7,943	5,039	-2,904	-2,904	651	-2,253	-2,253	8,440	6,187
<b>Indicative Balance</b>												
<b>Net Operating Budget</b>	<b>447,764</b>	<b>-5,409</b>	<b>442,355</b>	<b>442,355</b>	<b>-15,241</b>	<b>427,114</b>	<b>427,114</b>	<b>1,960</b>	<b>429,074</b>	<b>429,074</b>	<b>2,015</b>	<b>431,089</b>

(1) Adjustment for inflation and other items that have not yet been allocated by Directorate including NI changes in 2016/17.

## Medium Term Financial Plan 2014/15 - 2017/18

## Financing

	INDICATIVE POSITION											
	2014/15			2015/16			2016/17			2017/18		
	Base Budget	Proposed Allocation	Proposed Budget	Proposed Base Budget	Proposed Allocation	Proposed Budget	Proposed Base Budget	Proposed Allocation	Proposed Budget	Proposed Base Budget	Proposed Allocation	Proposed Budget
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
Net Operating Budget	447,764	-5,409	442,355	442,355	-15,241	427,114	427,114	1,960	429,074	429,074	2,015	431,089
<b>Funding</b>												
<b>Un-Ringfenced Specific Grants</b>	-17,083	4,801	-12,282	-12,282	1,835	-10,447	-10,447	-600	-11,047	-11,047	491	-10,556
<b>Government Grant</b>												
Revenue Support Grant	-94,487	13,882	-80,605	-80,605	18,858	-61,747	-61,747	11,469	-50,278	-50,278	10,792	-39,486
Business Rates Top-up	-35,694	-695	-36,390	-36,390	-1,004	-37,394	-37,394	-1,159	-38,553	-38,553	-1,195	-39,748
<b>Total Government Grant</b>	-130,181	13,187	-116,994	-116,994	17,853	-99,141	-99,141	10,310	-88,831	-88,831	9,596	-79,235
Business Rates from District Councils	-27,287	-1,087	-28,374	-28,374	-1,766	-30,140	-30,140	-903	-31,043	-31,043	-931	-31,975
Council Tax Surpluses	-4,763	-2,208	-6,971	-6,971	4,971	-2,000	-2,000	0	-2,000	-2,000	0	-2,000
<b>COUNCIL TAX REQUIREMENT</b>	<b>268,450</b>	<b>9,284</b>	<b>277,734</b>	<b>277,734</b>	<b>7,653</b>	<b>285,387</b>	<b>285,387</b>	<b>10,766</b>	<b>296,153</b>	<b>296,153</b>	<b>11,171</b>	<b>307,324</b>
<b>Council Tax Calculation</b>												
Council Tax Base			229,834			231,558			233,294			235,044
Council Tax (Band D equivalent)			£1,208.41			£1,232.47			£1,269.44			£1,307.52
<b>Increase in Council Tax (precept)</b>			3.5%			2.8%			3.8%			3.8%
<b>Increase in Band D Council Tax</b>			1.99%			1.99%			3.00%			3.00%

**Variations to the new pressures and savings proposals**

<b>New Pressures</b>	<b>2014/15 £'000</b>	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
Total pressures reported in December 2013	18,962	13,809	13,341	17,952	64,064
Variations:					
Remove pressure arising from pensions auto-enrolment	-611				-611
Changes to RSG arising from the provisional settlement	-793	736	80	71	94
Grant to compensate cap on business rates multiplier	-428				-428
Changes to specific grant reductions/top-slicing	1,891	-3,297	-600		-2,006
Provision for contingency and other corporate variations	275	24	-4	-4	291
Total variations to pressures	334	-2,537	-524	67	-2,660
<b>Total adjusted pressures</b>	<b>19,296</b>	<b>11,272</b>	<b>12,817</b>	<b>18,019</b>	<b>61,404</b>

<b>Proposed Savings</b>	<b>2014/15 £'000</b>	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>2017/18 £'000</b>	<b>Total £'000</b>
Total savings reported in December 2013	-10,601	-21,186	-13,293	-19,615	-64,695
Variations:					
Adjust inflation savings	141				141
Additional New Homes Bonus allocation	-87				-87
Re-phase withdrawal of Refugee Resource grant	45	-30	-15		0
Increase in estimated collection fund surplus	-971	971			0
Total variations to savings	-872	941	-15	0	54
<b>Total adjusted savings</b>	<b>-11,473</b>	<b>-20,245</b>	<b>-13,308</b>	<b>-19,615</b>	<b>-64,641</b>

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## Provisional Local Government Finance Settlement

### Introduction

1. The provisional local government finance settlement was announced on 18 December 2013, setting out a consultation on the revenue support grant and settlement funding assessment for local authorities. The closing date for responses was 15 January 2014. The final settlement is expected in late January/early February 2014.
2. The government consulted on technical proposals relating to the 2014/15 and 2015/16 finance settlements in July 2013. The 2014/15 provisional settlement reflects the outcome of that consultation as well as other government announcements during 2013, namely the 1% reduction in the local government resources announced in the 2013 Budget, and the capping of the business rate multiplier at 2% announced in the Autumn Statement.
3. The government published illustrative 2015/16 allocations alongside those for 2014/15. These are subject to further change and the government will consult on the provisional 2015/16 settlement in autumn 2014. The illustrative figures take account of the reductions to local government resources announced in the 2013 Spending Round and the outcome of the summer technical consultation. The latter includes the decision to transfer out funding to cover the loss in government revenue from local authorities falling out of the Carbon Reduction Commitment Scheme.

### General Funding

4. Revenue support grant and business rates top-up allocations announced in the provisional finance settlement, with a comparison to the figures in the published Medium Term Financial Plan (MTFP), are as follows:

	2014/15 £m	2015/16 £m
<u>Provisional Settlement</u>		
Revenue support grant	80.6	61.7
Business rates top-up	36.4	37.4
Total provisional settlement	117.0	99.1
<u>Published MTFP</u>		
Revenue support grant	81.5	69.2
Business rates top-up	36.8	37.8
Total published MTFP	118.3	107.0
<b>Difference</b>	<b>-1.3</b>	<b>-7.9</b>

5. A loss of £7.9m funding by 2015/16 had been anticipated in the pressures reported to Cabinet in September 2013, so this does not impact on the level of savings required and gives a small improvement to the cash flow position. The business rates top-up settlement is £0.4m lower than it otherwise would have been due to the cap on the business rates multiplier. The Council is expecting this to be compensated through a specific grant. This is offset by a £0.1m worsening of the general grants estimates for future years, based on projecting forward the

illustrative settlement for 2015/16. Overall the provisional settlement suggests that the Council will get £0.3m additional general funding over the medium term compared to the forecast position in the reports to Cabinet in September and December 2013.

### **Specific Grant Funding**

6. In the Autumn Statement the government announced that the New Homes Bonus grant for local authorities outside of London would not be pooled into the Single Local Growth Fund from 2015/16 and this was confirmed in the provisional settlement. It had been assumed that the grant would be lost in full, and therefore this is a £3.0m betterment compared to the forecast position in September.
7. Of the specific grant allocations published as part of the settlement information, the main change relates to the removal of the £0.9m Local Welfare Grant in 2015/16. A £0.2m favourable variation arises from changes to other specific grants. The forecast position reported to Cabinet in September assumed that specific grants would reduce by £1m in 2015/16.
8. Allocations for some specific grants, including revenue funding for the universal provision of free school meals for infants, have yet to be confirmed. £50m of Adoption Reform Grant for 2014/15 was announced on 24 December, however it is unclear whether this will be ring-fenced funding. There is £1.2m on un-ringfenced Adoption Reform Grant built into the MTFP, based on the Council's share of £100m nationally in 2013/14. There will be a funding pressure for all or part of this in 2014/15, depending on the size of the Council's allocation and the conditions attached to the grant.

### **Council Tax increases**

9. In the Spending Round 2013 the government announced plans to set the council tax referendum threshold in 2014/15 and 2015/16 at 2%. However, the threshold principles were not included in the provisional settlement and will not be announced until the New Year. The government has indicated that it would be open to representations suggesting that some lower threshold be applied to all or some categories of authorities, opening up the possibility of the threshold being set at a different figure than previously announced.

### **Capital**

10. Two announcements on Education capital grants were made at the time of the settlement. For Universal Infant Free School Meals Capital, the Council will receive £1.1m in 2014/15. The Basic Need allocation for 2014/15 has been confirmed as £8.5m and the allocations for 2015/16 and 2016/17 are £1.5m and £1.6m respectively. Compared to the funding assumptions in the capital programme for 2015/16 to 2017/18, this results in a pressure of £19.3m.
11. The capital grant allocations for transport for 2014/15 were confirmed on 27 December 2013, unchanged from previous notifications. The allocations are £12.1m for maintenance and £6.3m for integrated transport.



12. The Council was notified of the £1.3m 2014/15 Adult Social Care capital allocation in February 2013. The same allocation for 2015/16 was included as part of the Better Care Fund announced on 20 December 2013. The Council will also receive £2.4m Disabled Facilities Grant to pass on to the District Councils.
13. The allocation for Education Maintenance has yet to be notified. Until all of the capital settlement allocations are confirmed it is not possible to determine the overall impact on the capital programme.

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## Council Tax and Precepts 2014/15

### Council Tax Data

1. In order to set its budget for the forthcoming year, the County Council needs to calculate its council tax requirement. This is the amount that the council needs to raise from council tax to meet its expenditure after taking account of the income it will accrue from the following
  - (a) **the amount to be received from specific grants.** Government departments notify the County Council of any specific grants that it will receive prior to the start of the new financial year;
  - (b) **the amount to be received from Revenue Support Grant and the Business Rates Top Up under the Business Rates Retention Scheme.** These amounts are determined by Government within the Local Government Finance Settlement. Provisional settlement figures were announced on 18 December 2013;
  - (c) **the amount to be received for the County Council's share of Non-Domestic Rating Income.** Each district council is required to notify the County Council of its share of business rates by 31 January 2014;
  - (d) **any surpluses/shortfalls on the council tax collection funds for earlier years and the estimated position for the current year.** Each district council is required to make this calculation and to notify the County Council of its share by 24 January 2014;
  - (e) **the amount expected to be received from fees, charges and contributions.**
2. In order to set its council tax for the forthcoming year, the County Council needs to calculate its council tax requirement and have available the following information:
  - (a) **the council tax base, expressed in terms of Band D equivalent properties.** Each district council is required to formally notify the County Council of the tax base for its area before 31 January 2014.
3. Based on the final information on funding and assuming a council tax requirement of **£277,733,607** as shown in the proposed Medium Term Financial Plan (Annex 2) the calculation of the Band D Council Tax for 2014/15 is as follows:

## Council Tax Calculation 2014/15

	£m
County Council net expenditure after specific grants	430.073
Less: Revenue Support Grant	-80.604
Business Rates Top Up	-36.390
Non-Domestic Rating Income	-28.374
Collection Fund Adjustments	-6.971
<b>Council Tax Requirement (R)</b>	<b>277.734</b>

Council Tax Base (assuming losses on collection) (T)	229,834
<b>Band D Council Tax (R/T)</b>	<b>£1,208.41</b>

Each £1 million variation in budget will change the Band D council tax by about £4.35 or 0.36%.

The calculation of the council tax for the other bands is shown below in Table 1. Table 2 analyses the tax base over each district council area and allocates the estimated County Council precept to each area relative to their tax base.

**Table 1**

### Council Tax by Property Band for Oxfordshire County Council

Assuming a Band D council tax of £1,208.41, the council tax for other bands is as follows:

Property Band	Property Values	Band D Proportion	2014/15 £ p
A	Up to £40,000	6/9	805.61
B	Over £40,000 and up to £52,000	7/9	939.87
C	Over £52,000 and up to £68,000	8/9	1,074.14
D	Over £68,000 and up to £88,000	9/9	1,208.41
E	Over £88,000 and up to £120,000	11/9	1,476.95
F	Over £120,000 and up to £160,000	13/9	1,745.48
G	Over £160,000 and up to £320,000	15/9	2,014.02
H	Over £320,000	18/9	2,416.82

N.B. The appropriate district/parish and police council tax and the effect of agreed expenditure proposals will need to be added to give the total council tax charge.

**Table 2****Allocation of Precept to Districts**

The County Council precept (£277,733,607) is the sum of the council tax income required to fund the Council's budget.

District Council	RSG Tax Base Number	Assumed Precept Due
		£
Cherwell	47,609.00	57,531,191.69
Oxford City	41,752.50	50,454,138.53
South Oxfordshire	53,217.10	64,308,075.81
Vale of White Horse	46,640.50	56,360,846.61
West Oxfordshire	40,614.82	49,079,354.64
<b>TOTAL</b>	<b>229,833.92</b>	<b>277,733,607.27</b>

Formal approval is required under the council tax legislation for:

- The County Council's precept, allocated to district councils pro rata to their share of the council tax base for the County Council;
- The council tax figures for the County Council for a Band D equivalent property and a calculation of the equivalent council tax figure for all other bands.

The information must be given to district councils by 1 March 2014.

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# Detailed Revenue Budget 2014/15

January 2014







**Draft Revenue Budget 2014/15  
Summary**

		<b>Budget 2013/14</b>	<b>Permanent Virements Agreed in 2013/14</b>	<b>Inflation</b>	<b>Function and Funding Changes</b>	<b>Previously Agreed Budget Changes</b>	<b>New Pressures &amp; Savings</b>	<b>Proposed Virements</b>	<b>Budget 2014/15</b>
		£000	£000	£000	£000	£000	£000	£000	£000
<b>Children, Education &amp; Families</b>	Expenditure	467,709	-13,009	561	-969	-3,852	236	-7,325	443,351
	Recharge Income	-1,677	1	0	0	0	0	64	-1,612
	DSG income (*)	-312,927	13,525	0	0	0	0	6,900	-292,502
	Grant income	-20,431	-538	0	0	0	0	-238	-21,207
	Other Income	-27,473	612	-2	0	10	-40	-300	-27,193
		<b>105,201</b>	<b>591</b>	<b>559</b>	<b>-969</b>	<b>-3,842</b>	<b>196</b>	<b>-899</b>	<b>100,837</b>
<b>Social &amp; Community Services</b>	Expenditure	258,573	-23,747	2,618	0	-3,337	9,471	1,285	244,863
	Recharge Income	-12,298	3,760	-52	0	0	0	-37	-8,627
	Grant income	0	0	0	0	0	0	0	0
	Other Income	-39,359	19,913	-82	0	-500	-1,985	75	-21,938
		<b>206,916</b>	<b>-74</b>	<b>2,484</b>	<b>0</b>	<b>-3,837</b>	<b>7,486</b>	<b>1,323</b>	<b>214,298</b>
<b>Environment &amp; Economy</b>	Expenditure	157,203	16,276	1,935	0	-2,153	1,588	717	175,566
	Recharge Income	-58,610	-17,166	0	0	-37	0	2,153	-73,660
	Grant income	-4,479	-435	0	0	0	0	-535	-5,449
	Other Income	-14,847	-852	-56	0	-540	205	191	-15,899
		<b>79,267</b>	<b>-2,177</b>	<b>1,879</b>	<b>0</b>	<b>-2,730</b>	<b>1,793</b>	<b>2,526</b>	<b>80,558</b>
<b>Chief Executive's Office (including Cultural Services)</b>	Expenditure	33,365	2,035	179	0	-881	-598	562	34,662
	Recharge Income	-9,953	-99	0	0	0	0	-831	-10,883
	Grant income	0	0	0	0	0	0	0	0
	Other Income	-2,850	-322	-43	0	56	-210	22	-3,347
		<b>20,562</b>	<b>1,614</b>	<b>136</b>	<b>0</b>	<b>-825</b>	<b>-808</b>	<b>-247</b>	<b>20,432</b>
<b>Public Health</b>	Expenditure	25,264	434	0	0	0	0	1,148	26,846
	Grant income	-25,264	0	0	0	0	0	-822	-26,086
	Other Income	0	-434	0	0	0	0	-326	-760
		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Strategic Measures and Contributions to/from Reserves</b>	Expenditure	43,580	0	0	0	1,055	0	-1,017	43,618
	Recharge Income	-2,737	0	0	0	-1,211	0	1,367	-2,581
	Other Income	-5,026	0	0	0	-1,267	0	-8,514	-14,807
		<b>35,817</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>-1,423</b>	<b>0</b>	<b>-8,164</b>	<b>26,230</b>
<b>Net Operating Budget</b>		<b>447,763</b>	<b>-46</b>	<b>5,058</b>	<b>-969</b>	<b>-12,657</b>	<b>8,667</b>	<b>-5,461</b>	<b>442,355</b>

# **Draft Revenue Budget 2014/15 Summary**

		<b>Budget 2013/14</b>	<b>Permanent Virements Agreed in 2013/14</b>	<b>Inflation</b>	<b>Function and Funding Changes</b>	<b>Previously Agreed Budget Changes</b>	<b>New Pressures &amp; Savings</b>	<b>Proposed Virements</b>	<b>Budget 2014/15</b>
		£000	£000	£000	£000	£000	£000	£000	£000
<b>Unringfenced Specific Grants</b>	Grant income	-17,083	46	0	5,392	-637	0	0	-12,282
<b>General Government Grant</b>	Grant income	-130,181	0	0	0	0	0	13,187	-116,994
<b>Business Rates from District Councils</b>	Other Income	-27,287	0	0	0	0	0	-1,087	-28,374
<b>Collection Fund Surpluses/Deficits</b>	Other Income	-4,763	0	0	0	0	0	-2,208	-6,971
<b>COUNCIL TAX REQUIREMENT</b>		<b>268,449</b>	<b>0</b>	<b>5,058</b>	<b>4,423</b>	<b>-13,294</b>	<b>8,667</b>	<b>4,431</b>	<b>277,734</b>
	<b>Expenditure</b>	<b>985,694</b>	<b>-18,011</b>	<b>5,293</b>	<b>-969</b>	<b>-9,168</b>	<b>10,697</b>	<b>-4,630</b>	<b>968,906</b>
	<b>Recharge Income</b>	<b>-85,275</b>	<b>-13,504</b>	<b>-52</b>	<b>0</b>	<b>-1,248</b>	<b>0</b>	<b>2,716</b>	<b>-97,363</b>
	<b>DSG income (*)</b>	<b>-312,927</b>	<b>13,525</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>6,900</b>	<b>-292,502</b>
	<b>Grant income</b>	<b>-197,438</b>	<b>-927</b>	<b>0</b>	<b>5,392</b>	<b>-637</b>	<b>0</b>	<b>11,592</b>	<b>-182,018</b>
	<b>Other Income</b>	<b>-121,605</b>	<b>18,917</b>	<b>-183</b>	<b>0</b>	<b>-2,241</b>	<b>-2,030</b>	<b>-12,147</b>	<b>-119,289</b>
<b>COUNCIL TAX REQUIREMENT</b>		<b>268,449</b>	<b>0</b>	<b>5,058</b>	<b>4,423</b>	<b>-13,294</b>	<b>8,667</b>	<b>4,431</b>	<b>277,734</b>

## (\*) Notes

1. DSG = Dedicated Schools Grant.
2. The DSG and grant income budgets reflect the latest estimates for grant allocations in 2014/15. For CEF further changes will be required to reflect revised pupil numbers and academy conversions.

References to the "Service and Resource Planning: Service Analysis 2013/14" publication have been added throughout this document to show the movement from 2013/14 to 2014/15.

**Draft Revenue Budget 2014/15**  
**Children, Education & Families**

Ref. 2014/15	Ref. 2013/14	Service Area		Budget 2013/14  £000	Permanent Virements Agreed in 2013/14  £000	Inflation  £000	Function and Funding Changes  £000	Previously Agreed Budget Changes  £000	New Pressures & Savings  £000	Proposed Virements  £000	Budget 2014/15  £000
<b>CEF1</b>	<b>CEF1</b>	<b><u>EDUCATION &amp; EARLY INTERVENTION</u></b>									
CEF1-1	CEF1-1	Management & Central Costs (including admin and support service recharges)	Expenditure Recharge Income DSG income Grant income Income	12,964 -72 -424 0 0	98 0 0 0 0	26 0 0 0 0	0 0 0 0 0	0 0 0 0 0	0 0 0 0 0	-671 72 0 0 0	12,417 0 -424 0 0
				12,468	98	26	0	0	0	-599	11,993
CEF1-2	CEF1-2	Additional & Special Educational Needs	Expenditure Recharge Income DSG income Grant income Income	25,732 -111 -23,684 0 -543	2,682 0 -2,685 0 1	21 0 0 0 0	0 0 0 0 0	0 0 0 0 10	0 0 0 0 0	1,362 0 -1,349 0 0	29,797 -111 -27,718 0 -532
				1,394	-2	21	0	10	0	13	1,436
CEF1-3	CEF1-3	Early Intervention	Expenditure Recharge Income DSG income Grant income Income	19,958 -91 -2,429 -309 -69	1,919 2 -1 0 -5	95 0 0 0 0	-969 0 0 0 0	-1,799 0 0 0 0	499 0 0 0 0	47 0 0 309 -300	19,750 -89 -2,430 0 -374
				17,060	1,915	95	-969	-1,799	499	56	16,857
CEF1-4	CEF1-4	Education	Expenditure Recharge Income DSG income Grant income Income	15,647 -592 -6,759 -855 -3,369	7 -283 1 -1 307	39 0 0 0 -1	0 0 0 0 0	-1,652 0 0 0 0	-263 0 0 0 -40	350 0 112 -451 0	14,128 -875 -6,646 -1,307 -3,103
				4,072	31	38	0	-1,652	-303	11	2,197

**Draft Revenue Budget 2014/15**  
**Children, Education & Families**

Ref. 2014/15	Ref. 2013/14	Service Area		Budget 2013/14	Permanent Virements Agreed in 2013/14	Inflation	Function and Funding Changes	Previously Agreed Budget Changes	New Pressures & Savings	Proposed Virements	Budget 2014/15
				£000	£000	£000	£000	£000	£000	£000	£000
CEF1-5	CEF1-5	School Organisation & Planning (Including Home to School Transport recharge)	Expenditure	21,128	-324	4	0	-71	0	607	21,344
			Recharge Income	-1	1	0	0	0	0	-8	-8
			DSG income	-5,843	616	0	0	0	0	-962	-6,189
			Grant income	0	0	0	0	0	0	0	0
			Income	-334	334	0	0	0	0	0	0
				14,950	627	4	0	-71	0	-363	15,147
CEF1		<b>SUBTOTAL EDUCATION &amp; EARLY INTERVENTION</b>		<b>49,944</b>	<b>2,669</b>	<b>184</b>	<b>-969</b>	<b>-3,512</b>	<b>196</b>	<b>-882</b>	<b>47,630</b>
CEF2	CEF2	<b><u>CHILDREN'S SOCIAL CARE</u></b>									
CEF2-1	CEF2-1	Management & Central Costs (including admin and support service recharges)	Expenditure	7,668	96	30	0	0	0	-225	7,569
			Recharge Income	-37	0	0	0	0	0	0	-37
			DSG income	0	0	0	0	0	0	0	0
			Grant income	0	0	0	0	0	0	0	0
			Income	0	0	0	0	0	0	0	0
				7,631	96	30	0	0	0	-225	7,532
CEF2-2	CEF2-2	Corporate Parenting	Expenditure	13,687	695	85	0	-180	0	-284	14,003
			Recharge Income	-60	0	0	0	0	0	0	-60
			DSG income	0	0	0	0	0	0	0	0
			Grant income	-200	-417	0	0	0	0	287	-330
			Income	-82	34	0	0	0	0	0	-48
				13,345	312	85	0	-180	0	3	13,565
CEF2-3	CEF2-3	Social Care	Expenditure	23,026	-2,779	89	0	-150	0	41	20,227
			Recharge Income	-619	250	0	0	0	0	0	-369
			DSG income	-1,770	0	0	0	0	0	0	-1,770
			Grant income	-796	-4	0	0	0	0	0	-800
			Income	-310	11	-1	0	0	0	0	-300
				19,531	-2,522	88	0	-150	0	41	16,988
CEF2-4	CEF2-4	Safeguarding	Expenditure	1,114	31	9	0	0	0	6	1,160
			Recharge Income	-53	0	0	0	0	0	0	-53
			DSG income	-64	0	0	0	0	0	0	-64
			Grant income	0	0	0	0	0	0	0	0
			Income	-90	-4	0	0	0	0	0	-94
				907	27	9	0	0	0	6	949

**Draft Revenue Budget 2014/15**  
**Children, Education & Families**

Ref. 2014/15	Ref. 2013/14	Service Area		Budget 2013/14	Permanent Virements Agreed in 2013/14	Inflation	Function and Funding Changes	Previously Agreed Budget Changes	New Pressures & Savings	Proposed Virements	Budget 2014/15
				£000	£000	£000	£000	£000	£000	£000	£000
CEF2-5	CEF2-5	Services for Disabled Children	Expenditure	6,931	-20	34	0	0	0	11	6,956
			Recharge Income	-41	31	0	0	0	0	0	-10
			DSG income	0	0	0	0	0	0	0	0
			Grant income	0	0	0	0	0	0	0	0
			Income	0	0	0	0	0	0	0	0
				6,890	11	34	0	0	0	11	6,946
CEF2-6	CEF2-6	Youth Offending Service	Expenditure	1,830	-246	14	0	0	0	-94	1,504
			Recharge Income	0	0	0	0	0	0	0	0
			DSG income	0	0	0	0	0	0	0	0
			Grant income	-1,047	311	0	0	0	0	100	-636
			Income	-282	-65	0	0	0	0	0	-347
				501	0	14	0	0	0	6	521
CEF2		<b>SUBTOTAL CHILDREN'S SOCIAL CARE</b>		<b>48,805</b>	<b>-2,076</b>	<b>260</b>	<b>0</b>	<b>-330</b>	<b>0</b>	<b>-158</b>	<b>46,501</b>
CEF3	CEF3	<b><u>CHILDREN, EDUCATION &amp; FAMILIES</u></b> <b><u>(CEF) CENTRAL COSTS</u></b>									
CEF3-1	CEF3-1	Management, Admin & Central Support Service Recharges	Expenditure	923	-35	7	0	0	0	-50	845
			Recharge Income	0	0	0	0	0	0	0	0
			DSG income	0	0	0	0	0	0	0	0
			Grant income	0	0	0	0	0	0	0	0
			Income	0	0	0	0	0	0	0	0
				923	-35	7	0	0	0	-50	845
CEF3-2	CEF3-2	Premature Retirement Compensation (PRC)	Expenditure	3,722	0	100	0	0	0	0	3,822
			Recharge Income	0	0	0	0	0	0	0	0
			DSG income	0	0	0	0	0	0	0	0
			Grant income	0	0	0	0	0	0	0	0
			Income	0	0	0	0	0	0	0	0
				3,722	0	100	0	0	0	0	3,822

**Draft Revenue Budget 2014/15**  
**Children, Education & Families**

Ref. 2014/15	Ref. 2013/14	Service Area		Budget 2013/14 £000	Permanent Virements Agreed in 2013/14 £000	Inflation £000	Function and Funding Changes £000	Previously Agreed Budget Changes £000	New Pressures & Savings £000	Proposed Virements £000	Budget 2014/15 £000
CEF3-3	CEF3-3	Joint Commissioning Recharge	Expenditure	1,505	0	0	0	0	0	0	1,505
			Recharge Income	0	0	0	0	0	0	0	0
			DSG income	0	0	0	0	0	0	0	0
			Grant income	0	0	0	0	0	0	0	0
			Income	0	0	0	0	0	0	0	0
				1,505	0	0	0	0	0	0	1,505
<b>CEF3</b>		<b>SUBTOTAL CEF CENTRAL COSTS</b>		<b>6,150</b>	<b>-35</b>	<b>107</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>-50</b>	<b>6,172</b>
<b>CEF4</b>	<b>CEF4</b>	<b><u>SCHOOLS</u></b>									
CEF4-1	CEF4-1	Delegated Budgets	Expenditure	277,987	-13,262	0	0	0	0	-8,568	256,157
			Recharge Income	0	0	0	0	0	0	0	0
			DSG income	-238,369	13,690	0	0	0	0	9,051	-215,628
			Grant income	-17,224	-427	0	0	0	0	-483	-18,134
			Income	-22,394	-1	0	0	0	0	0	-22,395
				0	0	0	0	0	0	0	0
CEF4-2	CEF4-2	Early Years Single Funding Formula (Nursery Education Funding)	Expenditure	23,395	-926	0	0	0	0	-48	22,421
			Recharge Income	0	0	0	0	0	0	0	0
			DSG income	-23,395	926	0	0	0	0	48	-22,421
			Grant income	0	0	0	0	0	0	0	0
			Income	0	0	0	0	0	0	0	0
				0	0	0	0	0	0	0	0
CEF4-3	CEF4-3	Non-Delegated Schools Costs	Expenditure	577	93	8	0	0	0	191	869
			Recharge Income	0	0	0	0	0	0	0	0
			DSG income	-275	-60	0	0	0	0	0	-335
			Grant income	0	0	0	0	0	0	0	0
			Income	0	0	0	0	0	0	0	0
				302	33	8	0	0	0	191	534
CEF4-4	CEF4-4	Schools Support Service Non-Negotiable Recharges	Expenditure	4,592	557	0	0	0	0	0	5,149
			Recharge Income	0	0	0	0	0	0	0	0
			DSG income	-4,592	-557	0	0	0	0	0	-5,149
			Grant income	0	0	0	0	0	0	0	0
			Income	0	0	0	0	0	0	0	0
				0	0	0	0	0	0	0	0

**Draft Revenue Budget 2014/15**  
**Children, Education & Families**

Ref. 2014/15	Ref. 2013/14	Service Area		Budget 2013/14	Permanent Virements Agreed in 2013/14	Inflation	Function and Funding Changes	Previously Agreed Budget Changes	New Pressures & Savings	Proposed Virements	Budget 2014/15
				£000	£000	£000	£000	£000	£000	£000	£000
CEF4-5	CEF4-5	Capitalised Repairs & Maintenance	Expenditure	3,728	0	0	0	0	0	0	3,728
			Recharge Income	0	0	0	0	0	0	0	0
			DSG income	-3,728	0	0	0	0	0	0	-3,728
			Grant income	0	0	0	0	0	0	0	0
			Income	0	0	0	0	0	0	0	0
				0	0	0	0	0	0	0	0
n/a	CEF4-6	Higher Needs in Further Education Colleges	Expenditure	1,595	-1,595	0	0	0	0	0	0
			Recharge Income	0	0	0	0	0	0	0	0
			DSG income	-1,595	1,595	0	0	0	0	0	0
			Grant income	0	0	0	0	0	0	0	0
			Income	0	0	0	0	0	0	0	0
				0	0	0	0	0	0	0	0
CEF4		<b>SUBTOTAL SCHOOLS</b>		<b>302</b>	<b>33</b>	<b>8</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>191</b>	<b>534</b>
			Expenditure	<b>467,709</b>	<b>-13,009</b>	<b>561</b>	<b>-969</b>	<b>-3,852</b>	<b>236</b>	<b>-7,325</b>	<b>443,351</b>
			Recharge Income	<b>-1,677</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>64</b>	<b>-1,612</b>
			DSG income	<b>-312,927</b>	<b>13,525</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>6,900</b>	<b>-292,502</b>
			Grant income	<b>-20,431</b>	<b>-538</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>-238</b>	<b>-21,207</b>
			Income	<b>-27,473</b>	<b>612</b>	<b>-2</b>	<b>0</b>	<b>10</b>	<b>-40</b>	<b>-300</b>	<b>-27,193</b>
		<b>DIRECTORATE TOTAL</b>		<b>105,201</b>	<b>591</b>	<b>559</b>	<b>-969</b>	<b>-3,842</b>	<b>196</b>	<b>-899</b>	<b>100,837</b>

**Draft Revenue Budget 2014/15**  
**Social & Community Services**

Ref. 2014/15	Ref. 2013/14	Service Area		Budget 2013/14 £000	Permanent Virements Agreed in 2013/14 £000	Inflation £000	Function and Funding Changes £000	Previously Agreed Budget Changes £000	New Pressures & Savings £000	Proposed Virements £000	Budget 2014/15 £000
<b>SCS1</b>	<b>SCS1</b>	<b><u>ADULT SOCIAL CARE</u></b>									
<b>SCS1-1</b>	<b>SCS1-1</b>	<b>Older People</b>									
SCS1-1ABCD	SCS1-1ABCD	Older People Non Pool Services	Expenditure	25,592	-24,455	0	0	-13	900	-2,024	0
			Recharge Income	-454	454	0	0	0	0	0	0
			Other income	-29,155	19,470	0	0	-500	-2,000	12,185	0
				-4,017	-4,531	0	0	-513	-1,100	10,161	0
SCS1-1E	SCS1-1E	Older People and Equipment Pooled	Expenditure	77,034	2,742	1,901	0	-3,113	9,100	-87,664	0
			Recharge Income	0	0	0	0	0	0	0	0
			Other income	0	0	0	0	0	0	0	0
				77,034	2,742	1,901	0	-3,113	9,100	-87,664	0
SCS1-1A	SCS1-1E, SCS1-1A	Pooled Budget Contributions	Expenditure	0	0	0	0	0	0	91,856	91,856
			Recharge Income	0	0	0	0	0	0	0	0
			Other income	0	0	0	0	0	0	0	0
				0	0	0	0	0	0	91,856	91,856
SCS1-1C	SCS1-1ABCD	Income	Expenditure	0	0	0	0	0	0	0	0
			Recharge Income	0	0	0	0	0	0	0	0
			Other income	0	0	0	0	0	0	-11,985	-11,985
				0	0	0	0	0	0	-11,985	-11,985
		<b>Subtotal Older People</b>		<b>73,017</b>	<b>-1,789</b>	<b>1,901</b>	<b>0</b>	<b>-3,626</b>	<b>8,000</b>	<b>2,368</b>	<b>79,871</b>
<b>SCS1-2</b>	<b>SCS1-2</b>	<b>Learning Disabilities</b>									
SCS1-2ABD	SCS1-2ABD	Learning Disabilities Non Pool Services	Expenditure	9,562	-3,586	52	0	0	0	37	6,065
			Recharge Income	-9,287	3,548	-52	0	0	0	-37	-5,828
			Other income	-5,396	38	-51	0	0	0	0	-5,409
				-5,121	0	-51	0	0	0	0	-5,172
SCS1-2C	SCS1-2C	Pooled Budget Contribution	Expenditure	66,976	-112	361	0	415	0	37	67,677
			Recharge Income	0	0	0	0	0	0	0	0
			Other income	0	0	0	0	0	0	0	0
				66,976	-112	361	0	415	0	37	67,677
		<b>Subtotal Learning Disabilities</b>		<b>61,855</b>	<b>-112</b>	<b>310</b>	<b>0</b>	<b>415</b>	<b>0</b>	<b>37</b>	<b>62,505</b>



**Draft Revenue Budget 2014/15**  
**Social & Community Services**

Ref. 2014/15	Ref. 2013/14	Service Area		Budget 2013/14 £000	Permanent Virements Agreed in 2013/14 £000	Inflation £000	Function and Funding Changes £000	Previously Agreed Budget Changes £000	New Pressures & Savings £000	Proposed Virements £000	Budget 2014/15 £000
<b>SCS1-3</b>	<b>SCS1-3</b>	<b>Mental Health</b>									
SCS1-3A	SCS1-3A	Non-Pool Services	Expenditure	855	1,709	0	0	0	0	4	2,568
			Recharge Income	0	0	0	0	0	0	0	0
			Other income	0	0	0	0	0	0	0	0
				855	1,709	0	0	0	0	4	2,568
SCS1-3B	SCS1-3B	Pooled Budget Contributions	Expenditure	8,519	-1,715	0	0	-334	0	0	6,470
			Recharge Income	0	0	0	0	0	0	0	0
			Other income	-261	0	-2	0	0	0	0	-263
				8,258	-1,715	-2	0	-334	0	0	6,207
		<b>Subtotal Mental Health</b>		<b>9,113</b>	<b>-6</b>	<b>-2</b>	<b>0</b>	<b>-334</b>	<b>0</b>	<b>4</b>	<b>8,775</b>
<b>SCS1-4</b>	<b>SCS1-4</b>	<b>Services For All Client Groups</b>									
SCS1-4A-J	SCS1-4A-J	Services For All Client Groups	Expenditure	4,643	1,554	30	0	0	0	-396	5,831
			Recharge Income	0	-264	0	0	0	0	0	-264
			Grant income	0	0	0	0	0	0	0	0
			Other income	-2,241	494	-10	0	0	0	414	-1,343
				2,402	1,784	20	0	0	0	18	4,224
SCS1-4I	<b>SCS1-4I</b>	Housing Related Support	Expenditure	4,436	-543	0	0	0	0	0	3,893
			Recharge Income	0	0	0	0	0	0	0	0
			Other income	0	0	0	0	0	0	0	0
				4,436	-543	0	0	0	0	0	3,893
		<b>Subtotal Services for All Client Groups</b>		<b>6,838</b>	<b>1,241</b>	<b>20</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>18</b>	<b>8,117</b>
<b>SCS1-5</b>	<b>SCS1-5</b>	<b>Physical Disabilities</b>									
SCS1-5A	SCS1-5A	Pooled Budget Contribution	Expenditure	11,310	585	0	0	8	0	0	11,903
			Recharge Income	0	0	0	0	0	0	0	0
			Other income	0	0	0	0	0	0	0	0
				11,310	585	0	0	8	0	0	11,903
SCS1-5B	SCS1-5B	Income	Expenditure	0	0	0	0	0	0	0	0
			Recharge Income	0	0	0	0	0	0	0	0
			Other income	-644	0	-13	0	0	0	0	-657
				-644	0	-13	0	0	0	0	-657
		<b>Subtotal Physical Disabilities</b>		<b>10,666</b>	<b>585</b>	<b>-13</b>	<b>0</b>	<b>8</b>	<b>0</b>	<b>0</b>	<b>11,246</b>

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**Social & Community Services**

Ref. 2014/15	Ref. 2013/14	Service Area		Budget 2013/14 £000	Permanent Virements Agreed in 2013/14 £000	Inflation £000	Function and Funding Changes £000	Previously Agreed Budget Changes £000	New Pressures & Savings £000	Proposed Virements £000	Budget 2014/15 £000
<b>SCS1-6</b>	<b>SCS1-6</b>	<b>Adult Social Care Recharges</b>									
SCS1-6	SCS1-6	Adult Social Care Recharges	Expenditure	10,437	0	0	0	0	0	-1,002	9,435
			Recharge Income	0	0	0	0	0	0	0	0
			Other income	0	0	0	0	0	0	0	0
				10,437	0	0	0	0	0	-1,002	9,435
		<b>Subtotal Adult Social Care Recharges</b>		<b>10,437</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>-1,002</b>	<b>9,435</b>
<b>SCS1</b>		<b>SUBTOTAL ADULT SOCIAL CARE</b>		<b>171,926</b>	<b>-81</b>	<b>2,216</b>	<b>0</b>	<b>-3,537</b>	<b>8,000</b>	<b>1,425</b>	<b>179,949</b>
<b>SCS2</b>	<b>SCS2</b>	<b><u>COMMUNITY SAFETY</u></b>									
SCS2-1	SCS2-1	Safer Communities	Expenditure	557	-22	2	0	0	-190	348	695
			Recharge Income	-22	22	0	0	0	0	0	0
			Other income	-63	0	0	0	0	0	-350	-413
				472	0	2	0	0	-190	-2	282
SCS2-2	SCS2-2	Gypsy & Traveller Services	Expenditure	1,004	45	4	0	0	0	-3	1,050
			Recharge Income	0	0	0	0	0	0	0	0
			Other income	-1,001	-45	-1	0	0	0	0	-1,047
				3	0	3	0	0	0	-3	3
SCS2-3	SCS2-3	Trading Standards	Expenditure	2,276	102	16	0	0	0	-7	2,387
			Recharge Income	0	0	0	0	0	0	0	0
			Other income	-157	-102	-2	0	0	65	0	-196
				2,119	0	14	0	0	65	-7	2,191
<b>SCS2</b>		<b>SUBTOTAL COMMUNITY SAFETY</b>		<b>2,594</b>	<b>0</b>	<b>19</b>	<b>0</b>	<b>0</b>	<b>-125</b>	<b>-12</b>	<b>2,476</b>
<b>SCS3</b>	<b>SCS3</b>	<b><u>JOINT COMMISSIONING</u></b>									
SCS3-1 to SCS3-5	SCS3-1 to SCS3-5	Joint Commissioning	Expenditure	8,828	7	67	0	-500	0	-116	8,286
			Recharge Income	-2,531	0	0	0	0	0	0	-2,531
			Other income	-160	0	-2	0	0	0	0	-162
				6,137	7	65	0	-500	0	-116	5,593
SCS3-6	SCS3-6	Oxfordshire Support Fund	Expenditure	944	0	0	0	0	-500	0	444
			Recharge Income	0	0	0	0	0	0	0	0
			Other income	0	0	0	0	0	0	0	0
				944	0	0	0	0	-500	0	444
<b>SCS3</b>		<b>TOTAL JOINT COMMISSIONING</b>		<b>7,081</b>	<b>7</b>	<b>65</b>	<b>0</b>	<b>-500</b>	<b>-500</b>	<b>-116</b>	<b>6,037</b>

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Ref. 2014/15	Ref. 2013/14	Service Area		Budget 2013/14 £000	Permanent Virements Agreed in 2013/14 £000	Inflation £000	Function and Funding Changes £000	Previously Agreed Budget Changes £000	New Pressures & Savings £000	Proposed Virements £000	Budget 2014/15 £000
<b>SCS4</b>	<b>SCS4</b>	<b><u>FIRE AND RESCUE &amp; EMERGENCY PLANNING</u></b>									
SCS4-1	SCS4-1	Fire & Rescue Service	Expenditure	25,226	-58	182	0	200	161	217	25,928
			Recharge Income	-4	0	0	0	0	0	0	-4
			Other income	-281	58	-1	0	0	-50	-189	-463
				24,941	0	181	0	200	111	28	25,461
SCS4-2	SCS4-2	Emergency Planning	Expenditure	374	0	3	0	0	0	-2	375
			Recharge Income	0	0	0	0	0	0	0	0
			Other income	0	0	0	0	0	0	0	0
				374	0	3	0	0	0	-2	375
<b>SCS4</b>		<b>SUBTOTAL FIRE AND RESCUE &amp; EMERGENCY PLANNING</b>		<b>25,315</b>	<b>0</b>	<b>184</b>	<b>0</b>	<b>200</b>	<b>111</b>	<b>26</b>	<b>25,836</b>
			Expenditure	<b>258,573</b>	<b>-23,747</b>	<b>2,618</b>	<b>0</b>	<b>-3,337</b>	<b>9,471</b>	<b>1,285</b>	<b>244,863</b>
			Recharge Income	<b>-12,298</b>	<b>3,760</b>	<b>-52</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>-37</b>	<b>-8,627</b>
			Grant income	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
			Other Income	<b>-39,359</b>	<b>19,913</b>	<b>-82</b>	<b>0</b>	<b>-500</b>	<b>-1,985</b>	<b>75</b>	<b>-21,938</b>
		<b>DIRECTORATE TOTAL</b>		<b>206,916</b>	<b>-74</b>	<b>2,484</b>	<b>0</b>	<b>-3,837</b>	<b>7,486</b>	<b>1,323</b>	<b>214,298</b>

**Draft Revenue Budget 2014/15**  
**Social & Community Services - Older People's Pooled Budget**

Ref. 2014/15		Budget 2013/14 £000	Permanent Virements Agreed in 2013/14 £000	Inflation £000	Function and Funding Changes £000	Previously Agreed Budget Changes £000	New Pressures & Savings £000	Proposed Virements £000	Budget 2014/15 £000
	<b>Oxfordshire County Council</b>								
	Personal Budgets - Residential Care	29,965	-384	0	0	115	5,000	0	34,696
	Personal Budgets - Support at Home	21,443	307	0	0	1,915	1,200	0	24,865
	Care Home Provider Contract	15,886	-1,284	152	0	-385	0	0	14,369
	Intermediate Care & Reablement	6,631	136	0	0		0	0	6,767
	Prevention and Early Support	2,008	7,205	2	0		400	0	9,615
	Staffing & Infrastructure Costs	641	11,386	111	0	-51	0	64	12,151
	Older People's Pool to meet own pressures	-5,205	0	1,977	0	-4,627	2,500	2,300	-3,055
	Department of Health funds for Adult Social Care	5,665	0	0	0	0	0	0	5,665
	Older People Income	0	-17,327	-349	0	0	0	-200	-17,876
	Day Services	0	2,704	8	0	-80	0	6	2,638
	<b>Oxfordshire Clinical Commissioning Group</b>								
	Continuing Care - Nursing Beds	6,192	1,942	0	0	0	0	0	8,134
	Continuing Care - Support at Home	2,356	291	0	0	0	0	0	2,647
	Funded Nursing Care	8,592	2,000	0	0	0	0	0	10,592
	Community Therapy Services	6,412	-1	0	0	0	0	0	6,411
	Prevention and Early Support	583	305	0	0	0	0	0	888
	Staffing & Infrastructure Costs	104	-2	0	0	0	0	0	102
	Community Budgets	0	40,188	0	0	0	0	0	40,188
	Mental Health	0	9,980	0	0	0	0	0	9,980
	Other Areas	0	8,295	0	0	0	0	0	8,295
	<b>Equipment</b>								
	Equipment Service - Oxfordshire County Council	832	305	0	0	-13	900	-2	2,022
	Equipment Service - Oxfordshire Clinical Commissioning Group	308	453	0	0	0	0	0	761
	<b>Total Expenditure</b>	<b>102,413</b>	<b>66,499</b>	<b>1,901</b>	<b>0</b>	<b>-3,126</b>	<b>10,000</b>	<b>2,168</b>	<b>179,855</b>
SCSOP11	Oxfordshire County Council Contribution	-77,866	-3,047	-1,901	0	3,126	-10,000	-2,168	-91,856
SCSOP12	Oxfordshire Clinical Commissioning Group Contribution	-24,547	-63,452	0	0	0	0	0	-87,999
	<b>Total Contributions</b>	<b>-102,413</b>	<b>-66,499</b>	<b>-1,901</b>	<b>0</b>	<b>3,126</b>	<b>-10,000</b>	<b>-2,168</b>	<b>-179,855</b>
	<b>Older People's Pooled Budget</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

**Draft Revenue Budget 2014/15**  
**Social & Community Services - Physical Disabilities Pooled Budget**

Ref. 2014/15		Budget 2013/14 £000	Permanent Virements Agreed in 2013/14 £000	Inflation £000	Function and Funding Changes £000	Previously Agreed Budget Changes £000	New Pressures & Savings £000	Proposed Virements £000	Budget 2014/15 £000
SPB2-1	<b>Oxfordshire County Council</b> Personal Budgets - Residential Care	3,190	0	0	0	0	0	0	3,190
SPB2-2	Personal Budgets - Support At Home	7,322	0	0	0	-28	0	138	7,432
SPB2-3	Prevention and Early Support	798	0	0	0	0	0	-138	660
SPB2-4	Acquired Brain Injury	0	585	0	0	36	0	0	621
SPB2-6	<b>Oxfordshire Clinical Commissioning Group</b> Continuing Care - Nursing Beds	2,330	148	0	0	0	0	0	2,478
SPB2-7	Continuing Care - Support At Home	1,129	54	0	0	0	0	0	1,183
SPB2-8	Funded Nursing Care	99	35	0	0	0	0	0	134
SPB2-9	Acquired Brain Injury	1,884	0	0	0	0	0	0	1,884
SPB2-10	Personal Budgets	1,018	5	0	0	0	0	0	1,023
SPB2-11	HIV & AIDS	100	0	0	0	0	0	0	100
	<b>Total Expenditure</b>	<b>17,870</b>	<b>827</b>	<b>0</b>	<b>0</b>	<b>8</b>	<b>0</b>	<b>0</b>	<b>18,705</b>
SCSPD11	Oxfordshire County Council Contribution	-11,310	-585	0	0	-8	0	0	-11,903
SCSPD12	Oxfordshire Clinical Commissioning Group Contribution	-6,560	-242	0	0	0	0	0	-6,802
	<b>Total Contributions</b>	<b>-17,870</b>	<b>-827</b>	<b>0</b>	<b>0</b>	<b>-8</b>	<b>0</b>	<b>0</b>	<b>-18,705</b>
	<b>Physical Disabilities Pooled Budget</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

**Draft Revenue Budget 2014/15**  
**Social & Community Services - Learning Disabilities Pooled Budget**

Ref. 2014/15		Budget 2013/14 £000	Permanent Virements Agreed in 2013/14 £000	Inflation £000	Function and Funding Changes £000	Previously Agreed Budget Changes £000	New Pressures & Savings £000	Proposed Virements £000	Budget 2014/15 £000
	Personalisation / Ongoing Support	63,363	-715	0	0	0	0	-62,648	0
	Housing & Direct Access	615	10	0	0	0	0	-625	0
	Assistive Technology / Equipment	120	0	0	0	0	0	-120	0
	Partnership Boards	40	0	0	0	0	0	-40	0
	Carer's Grants	187	0	0	0	0	0	-187	0
	<b>Recharges from Oxfordshire County Council</b>								
	Specialist and Commissioning Teams	2,174	59	0	0	0	0	-2,233	0
	Internal Services	4,500	0	0	0	0	0	-4,500	0
	<b>Health Provision</b>								
	Health Learning Disabilities Teams	3,948	93	0	0	0	0	-4,041	0
	Oxfordshire Inpatient Services	2,504	21	0	0	0	0	-2,525	0
	Out of Area Treatments	950	0	0	0	0	0	-950	0
	Continuing Health Care	1,000	0	0	0	0	0	-1,000	0
SPB4-1	Personalisation / Ongoing Support	0	0	309	0	415	0	66,194	66,918
SPB4-2	Contracted Services - Recharged Blocks	0	0	0	0	0	0	710	710
SPB4-3	Contracted Services - Housing / Vacancies	0	0	0	0	0	0	397	397
SPB4-4	In-Patient Services	0	0	0	0	0	0	2,525	2,525
SPB4-5	Information and Consultation	0	0	0	0	0	0	52	52
SPB4-6	Carers	0	0	0	0	0	0	187	187
SPB4-7	Learning Disability Partnership and Autism Board	0	0	0	0	0	0	40	40
SPB4-8	Direct Access Services	0	0	0	0	0	0	146	146
SPB4-9	Assistive Technology	0	0	0	0	0	0	100	100
SPB4-10	Staffing Recharges	0	0	0	0	0	0	6,284	6,284
SPB4-11	Other Recharges	0	0	52	0	0	0	321	373
SPB4-12	Out of Area Treatments	0	0	0	0	0	0	950	950
SPB4-13	Continuing Care	0	0	0	0	0	0	1,000	1,000
	<b>Total Expenditure</b>	<b>79,401</b>	<b>-532</b>	<b>361</b>	<b>0</b>	<b>415</b>	<b>0</b>	<b>37</b>	<b>79,682</b>

**Draft Revenue Budget 2014/15**  
**Social & Community Services - Learning Disabilities Pooled Budget**

Ref. 2014/15		Budget 2013/14 £000	Permanent Virements Agreed in 2013/14 £000	Inflation £000	Function and Funding Changes £000	Previously Agreed Budget Changes £000	New Pressures & Savings £000	Proposed Virements £000	Budget 2014/15 £000
SPB4-19	Oxfordshire County Council Contribution	-66,976	112	-361	0	-415	0	-37	-67,677
SBP4-20	Oxfordshire Clinical Commissioning Group Contribution	-12,425	420	0	0	0	0	0	-12,005
	Total Contributions	-79,401	532	-361	0	-415	0	-37	-79,682
<b>Learning Disabilities Pooled Budget</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

**Draft Revenue Budget 2014/15**  
**Environment & Economy**

Ref. 2014/15	Ref. 2013/14	Service Area		Budget 2013/14  £000	Permanent Virements Agreed in 2013/14  £000	Inflation  £000	Function and Funding Changes  £000	Previously Agreed Budget Changes  £000	New Pressures & Savings  £000	Proposed Virements  £000	Budget 2014/15  £000
EE1 EE1-1 to EE1-5  <											



**Draft Revenue Budget 2014/15**  
**Environment & Economy**

Ref. 2014/15	Ref. 2013/14	Service Area		Budget 2013/14	Permanent Virements Agreed in 2013/14	Inflation	Function and Funding Changes	Previously Agreed Budget Changes	New Pressures & Savings	Proposed Virements	Budget 2014/15
				£000	£000	£000	£000	£000	£000	£000	£000
n/a	EE2-21c	Concessionary Fares (moved to EE2-24B during 2013/14)	Expenditure	7,704	-7,704	0	0	0	0	0	0
			Recharge Income	0	0	0	0	0	0	0	0
			Income	0	0	0	0	0	0	0	0
				7,704	-7,704	0	0	0	0	0	0
EE2-22	EE2-22	Property & Facilities Management	Expenditure	22,425	-250	319	0	-485	-195	-216	21,598
			Recharge Income	-22,997	-113	0	0	0	0	-73	-23,183
			Income	-553	-35	-2	0	0	0	0	-590
				-1,125	-398	317	0	-485	-195	-289	-2,175
EE2-23	EE2-23	Programme Management	Expenditure	459	120	13	0	0	0	1	593
			Recharge Income	0	0	0	0	0	0	0	0
			Income	0	0	0	0	0	0	0	0
				459	120	13	0	0	0	1	593
EE2-24A	EE2-24A	Waste Management	Expenditure	23,054	-263	365	0	549	358	4	24,067
			Recharge Income	0	0	0	0	0	0	0	0
			Income	-378	0	-8	0	-20	0	0	-406
				22,676	-263	357	0	529	358	4	23,661
EE2-24B	EE2-24B	Supported Transport (moved from EE2-21b, EE2-21c and EE2-37 during 2013/14)	Expenditure	0	28,565	402	0	0	-325	2,671	31,313
			Recharge Income	0	-15,472	0	0	0	0	-1,705	-17,177
			Income	0	-1,154	-7	0	0	0	-253	-1,414
				0	11939	395	0	0	-325	713	12722
EE2-25	EE2-25	Highways & Transport Contract & Performance Management (new line during 2013/14)	Expenditure	0	1,504	3	0	0	0	4	1,511
			Recharge Income	0	0	0	0	0	0	0	0
			Income	0	0	0	0	0	0	0	0
				0	1504	3	0	0	0	4	1511
EE2-2	EE2-2	<b>Subtotal Operational Contract/Client Management</b>		<b>35,987</b>	<b>-633</b>	<b>1,091</b>	<b>0</b>	<b>44</b>	<b>-162</b>	<b>438</b>	<b>36,765</b>

**Draft Revenue Budget 2014/15**  
**Environment & Economy**

Ref. 2014/15	Ref. 2013/14	Service Area		Budget 2013/14 £000	Permanent Virements Agreed in 2013/14 £000	Inflation £000	Function and Funding Changes £000	Previously Agreed Budget Changes £000	New Pressures & Savings £000	Proposed Virements £000	Budget 2014/15 £000
EE2-31 to EE2-35	EE2-31 to EE2-35	Network & Asset Management (Excluding On/Off Street Parking and Park & Rides)	Expenditure Recharge Income Income	17,600 0 -968	-1,087 0 0	534 0 -18	0 0 0	443 0 0	-220 0 0	23 0 1	17,293 0 -985
EE2-36	EE2-36	On/Off Street Parking and Park & Rides	Expenditure Recharge Income Income	16,632 6,026 0 -6,802	-1,087 17 0 0	516 6 0 0	0 0 0 0	443 0 0 -350	-220 0 0 300	24 2 0 0	16,308 6,051 0 -6,852
				-776	17	6	0	-350	300	2	-801
n/a	EE2-37	Integrated Transport Unit (moving to EE2-24B Supported Transport)	Expenditure Recharge Income Income	2,648 -2,061 -254	10 0 1	0 0 0	0 0 0	0 0 0	0 0 0	-2,658 2,061 253	0 0 0
				333	11	0	0	0	0	-344	0
EE2-3	EE2-3	Subtotal Network & Asset Management		16,189	-1,059	522	0	93	80	-318	15,507
EE2-4	EE2-4	Operations Delivery	expenditure recharge Income grant income income	10,607 -642 -230 -217	1,342 2 0 -1	25 0 0 -3	0 0 0 0	-1,103 0 0 0	1,748 0 0 0	16 0 0 0	12,635 -640 -230 -221
				9,518	1,343	22	0	-1,103	1,748	16	11,544
EE2		SUBTOTAL COMMERCIAL		60,695	-20	1,641	0	-1,539	1,666	310	62,753

**Draft Revenue Budget 2014/15**  
**Environment & Economy**

Ref. 2014/15	Ref. 2013/14	Service Area		Budget 2013/14 £000	Permanent Virements Agreed in 2013/14 £000	Inflation £000	Function and Funding Changes £000	Previously Agreed Budget Changes £000	New Pressures & Savings £000	Proposed Virements £000	Budget 2014/15 £000
<b>EE3</b>	<b>EE3</b>	<b><u>OXFORDSHIRE CUSTOMER SERVICES</u></b>									
EE3-1	EE3-1	Management Team	Expenditure	923	209	5	0	19	0	-123	1,033
			Recharge Income	-825	74	0	0	0	0	-408	-1,159
			Income	-98	1	0	0	-160	0	0	-257
				0	284	5	0	-141	0	-531	-383
EE3-2	n/a	Education Support Services	Expenditure	0	0	0	0	0	0	3,225	3,225
			Recharge Income	0	0	0	0	-250	0	-2,405	-2,655
			Income	0	0	0	0	0	0	-570	-570
				0	0	0	0	-250	0	250	0
EE3-3	EE3-3	ICT	Expenditure	17,683	-412	77	0	-951	-100	-42	16,255
			Recharge Income	-16,350	325	0	0	213	0	700	-15,112
			Income	-1,333	206	0	0	0	0	0	-1,127
				0	119	77	0	-738	-100	658	16
EE3-4	EE3-7	Business Development (previously called Environment & Economy Business Support)	Expenditure	8,264	781	24	0	900	0	-861	9,108
			Recharge Income	0	-661	0	0	0	0	-862	-1,523
			Income	0	0	0	0	0	0	0	0
				8,264	120	24	0	900	0	-1,723	7,585
EE3-5	EE3-5	Customer Service Centre	Expenditure	3,089	-1	22	0	-19	0	-50	3,041
			Recharge Income	-3,038	1	0	0	0	0	47	-2,990
			Income	-51	0	0	0	0	0	0	-51
				0	0	22	0	-19	0	-3	0
EE3-6	EE3-6	Human Resources (including Adult Learning)	Expenditure	12,424	-1,676	33	0	-451	0	452	10,782
			Recharge Income	-5,896	896	0	0	0	0	1,222	-3,778
			Grant income	-4,124	-60	0	0	0	0	0	-4,184
			Income	-1,125	-32	-5	0	0	0	190	-972
				1,279	-872	28	0	-451	0	1,864	1,848
EE3-7	n/a	Operational Finance	Expenditure	0	0	0	0	-69	0	3,269	3,200
			Recharge Income	0	0	0	0	0	0	-3,190	-3,190
			Income	0	0	0	0	0	0	-10	-10
				0	0	0	0	-69	0	69	0
EE3-8	n/a	Pensions, Procure to Pay (P2P) & Money Management	Expenditure	0	0	0	0	-30	0	2,747	2,717
			Recharge Income	0	0	0	0	0	0	-1,484	-1,484
			Income	0	0	0	0	0	0	-1,233	-1,233

**Draft Revenue Budget 2014/15**  
**Environment & Economy**

Ref. 2014/15	Ref. 2013/14	Service Area		Budget 2013/14 £000	Permanent Virements Agreed in 2013/14 £000	Inflation £000	Function and Funding Changes £000	Previously Agreed Budget Changes £000	New Pressures & Savings £000	Proposed Virements £000	Budget 2014/15 £000
n/s	EE3-2	Oxfordshire Customer Services Finance (moved to Pensions, Procure to Pay & Money Management and Operational Finance within OCS and Corporate Finance)	Expenditure	0	0	0	0	-30	0	30	0
			Recharge income	7,079	1,471	33	0	-30	0	-8,553	0
				-6,020	-2,230	0	0	0	0	8,250	0
			Income	-1,059	-649	-5	0	0	-100	1,813	0
n/a	EE3-4	County Procurement (moved to Corporate Finance)		0	-1,408	28	0	-30	-100	1,510	0
			Expenditure	469	-469	0	0	0	0	0	0
			Recharge Income	-456	456	0	0	0	0	0	0
			Income	-13	13	0	0	0	0	0	0
				0	0	0	0	0	0	0	0
EE3		<b>SUBTOTAL OXFORDSHIRE CUSTOMER SERVICES</b>		<b>9,543</b>	<b>-1,757</b>	<b>184</b>	<b>0</b>	<b>-828</b>	<b>-200</b>	<b>2,124</b>	<b>9,066</b>
			Expenditure	157,203	16,276	1,935	0	-2,153	1,588	717	175,566
			Recharge Income	-58,610	-17,166	0	0	-37	0	2,153	-73,660
			Grant income	-4,479	-435	0	0	0	0	-535	-5,449
			Income	-14,847	-852	-56	0	-540	205	191	-15,899
		<b>DIRECTORATE TOTAL</b>		<b>79,267</b>	<b>-2,177</b>	<b>1,879</b>	<b>0</b>	<b>-2,730</b>	<b>1,793</b>	<b>2,526</b>	<b>80,558</b>

**Draft Revenue Budget 2014/15**  
**Chief Executive's Office (including Cultural Services)**

Ref. 2014/15	Ref. 2013/14	Service Area		Budget 2013/14	Permanent Virements Agreed in 2013/14	Inflation	Function and Funding Changes	Previously Agreed Budget Changes	New Pressures & Savings	Proposed Virements	Budget 2014/15
				£000	£000	£000	£000	£000	£000	£000	£000
CEO1	CEO1	Chief Executive & Business Support	Expenditure	1,461	-25	5	0	-655	-50	-76	660
			Recharge Income	-688	0	0	0	0	0	121	-567
			Income	0	0	0	0	0	0	0	0
				773	-25	5	0	-655	-50	45	93
CEO2	CEO2	Human Resources	Expenditure	1,375	1,053	10	0	-37	-212	763	2,952
			Recharge Income	-1,231	0	0	0	0	0	-1,575	-2,806
			Income	-3	0	0	0	0	0	0	-3
				141	1,053	10	0	-37	-212	-812	143
CEO3	CEO3	Corporate Finance & Internal Audit	Expenditure	2,534	1,343	34	0	-35	-74	108	3,910
			Recharge Income	-2,150	-307	0	0	0	0	-925	-3,382
			Income	-322	0	-1	0	0	0	0	-323
				62	1,036	33	0	-35	-74	-817	205
CEO4	CEO4	Law & Culture	Expenditure	21,510	356	115	0	-154	-45	-16	21,766
			Recharge Income	-2,797	0	0	0	0	0	39	-2,758
			Grant income	0	0	0	0	0	0	0	0
			Income	-2,518	-329	-42	0	56	-210	22	-3,021
				16,195	27	73	0	-98	-255	45	15,987
CEO5	CEO5	Policy (previously called Strategy & Communications)	Expenditure	3,399	-692	15	0	0	-217	-792	1,713
			Recharge Income	-3,087	208	0	0	0	0	1,509	-1,370
			Income	-7	7	0	0	0	0	0	0
				305	-477	15	0	0	-217	717	343
CEO6	CEO6	Corporate & Democratic Core	Expenditure	3,086	0	0	0	0	0	575	3,661
			Recharge Income	0	0	0	0	0	0	0	0
			Income	0	0	0	0	0	0	0	0
				3,086	0	0	0	0	0	575	3,661
			Expenditure	33,365	2,035	179	0	-881	-598	562	34,662
			Recharge Income	-9,953	-99	0	0	0	0	-831	-10,883
			Grant income	0	0	0	0	0	0	0	0
			Income	-2,850	-322	-43	0	56	-210	22	-3,347
		<b>DIRECTORATE TOTAL</b>		<b>20,562</b>	<b>1,614</b>	<b>136</b>	<b>0</b>	<b>-825</b>	<b>-808</b>	<b>-247</b>	<b>20,432</b>

**Draft Revenue Budget 2014/15**  
**Public Health**

Ref. 2014/15	Ref. 2013/14	Service Area		Budget 2013/14 £000	Permanent Virements Agreed in 2013/14 £000	Inflation £000	Function and Funding Changes £000	Previously Agreed Budget Changes £000	New Pressures & Savings £000	Proposed Virements £000	Budget 2014/15 £000
PH1	PH1-3	Public Health	Expenditure	25,264	434	0	0	0	0	1,148	26,846
			Grant income	-25,264	0	0	0	0	0	-822	-26,086
			Income	0	-434	0	0	0	0	-326	-760
				0	0	0	0	0	0	0	0
			Expenditure	25,264	434	0	0	0	0	1,148	26,846
			Grant income	-25,264	0	0	0	0	0	-822	-26,086
			Income	0	-434	0	0	0	0	-326	-760
		<b>DIRECTORATE TOTAL</b>		0	0	0	0	0	0	0	0

**Draft Revenue Budget 2014/15**  
**Strategic Measures**

		Budget 2013/14 £000	Permanent Virements Agreed in 2013/14 £000	Inflation £000	Function and Funding Changes £000	Previously Agreed Budget Changes £000	New Pressures & Savings £000	Proposed Virements £000	Budget 2014/15 £000
<b><u>CAPITAL FINANCING</u></b>									
Principal	Expenditure	16,816	0	0	0	901	0	-694	17,023
Interest	Expenditure	18,455	0	0	0	-225	0	0	18,230
Net Interest on Balances (split income and expenditure)	Expenditure	440	0	0	0	-1	0	18	457
	Recharge Income	-2,737	0	0	0	-1,211	0	1,367	-2,581
	Other income	-2,147	0	0	0	414	0	-691	-2,424
		-4,444	0	0	0	-798	0	694	-4,548
<b>SUBTOTAL CAPITAL FINANCING</b>		<b>30,827</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>-122</b>	<b>0</b>	<b>0</b>	<b>30,705</b>
Contingency	Expenditure	2,308	0	0	0	0	0	329	2,637
Pensions Past Service Deficit Funding	Expenditure	1,500	0	0	0	0	0	-670	830
<b><u>CONTRIBUTIONS TO/FROM BALANCES</u></b>									
General Balances	Expenditure	3,000	0	0	0	0	0	0	3,000
<b>SUBTOTAL CONTRIBUTIONS TO/FROM BALANCES</b>		<b>6,808</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>-341</b>	<b>6,467</b>
<b><u>CONTRIBUTIONS TO/FROM RESERVES</u></b>									
Reserves	Expenditure	111	0	0	0	380	0	0	491
	Other income	-2,879	0	0	0	-1,681	0	-7,823	-12,383
		-2,768	0	0	0	-1,301	0	-7,823	-11,892
Prudential Borrowing costs	Expenditure	950	0	0	0	0	0	0	950
<b>SUBTOTAL CONTRIBUTIONS TO/FROM RESERVES</b>		<b>-1,818</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>-1,301</b>	<b>0</b>	<b>-7,823</b>	<b>-10,942</b>
Strategic Measures	Expenditure	43,580	0	0	0	1,055	0	-1,017	43,618
	Recharge Income	-2,737	0	0	0	-1,211	0	1,367	-2,581
	Other income	-5,026	0	0	0	-1,267	0	-8,514	-14,807
<b>STRATEGIC MEASURES TOTAL</b>		<b>35,817</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>-1,423</b>	<b>0</b>	<b>-8,164</b>	<b>26,230</b>

**Draft Revenue Budget 2014/15**  
**Strategic Measures**

		Budget 2013/14 £000	Permanent Virements Agreed in 2013/14 £000	Inflation £000	Function and Funding Changes £000	Previously Agreed Budget Changes £000	New Pressures & Savings £000	Proposed Virements £000	Budget 2014/15 £000
<b><u>UNRINGFENCED SPECIFIC GRANT INCOME</u></b>	Grant income	-17,083	46	0	5,392	-637	0	0	-12,282
<b>TOTAL UNRINGFENCED SPECIFIC GRANT INCOME</b>		<b>-17,083</b>	<b>46</b>	<b>0</b>	<b>5,392</b>	<b>-637</b>	<b>0</b>	<b>0</b>	<b>-12,282</b>
<b><u>COLLECTION FUND SURPLUSES/DEFICITS</u></b>	Other income	-4,763	0	0	0	0	0	-2,208	-6,971
<b>TOTAL COLLECTION FUND SURPLUSES/DEFICITS</b>		<b>-4,763</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>-2,208</b>	<b>-6,971</b>
<b><u>BUSINESS RATES FROM DISTRICT COUNCILS</u></b>	Other income	-27,287	0	0	0	0	0	-1,087	-28,374
<b>TOTAL BUSINESS RATES FROM DISTRICT COUNCILS</b>		<b>-27,287</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>-1,087</b>	<b>-28,374</b>
<b><u>GENERAL GOVERNMENT GRANT INCOME</u></b>									
Revenue Support Grant	Grant income	-94,487	0	0	0	0	0	13,882	-80,605
Business Rates Top-Up	Grant income	-35,694	0	0	0	0	0	-695	-36,389
<b>TOTAL GENERAL GOVERNMENT GRANT INCOME</b>		<b>-130,181</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>13,187</b>	<b>-116,994</b>



**Draft Revenue Budget 2014/15**  
**Government Grant Details - 2014/15**

Directorate	Estimate 2013/14	Revised 2013/14	Estimate 2014/15
	£m	£m	£m
<u>Children, Education &amp; Families</u>			
Additional Grant for Schools	0.000	0.079	0.000
Adoption Improvement Grant	0.000	0.417	0.150
Asylum (UASC & Post 18)	0.795	0.656	0.656
Dedicated Schools Grant	312.927	290.523	292.502
Education Funding Agency – Sixth Form and Bursary Funding	7.813	7.323	7.131
Intensive Interventions Programme (DfE)	0.200	0.200	0.180
Music	0.631	0.631	0.642
National Citizen Service	0.309	0.309	0.000
PE and Sport Grant	0.000	1.169	0.000
Pupil Premium	9.636	9.009	11.668
Remand	0.171	0.144	0.144
Youth Justice Board	0.876	0.736	0.636
<b>Total Children, Education &amp; Families</b>	<b>333.358</b>	<b>311.196</b>	<b>313.709</b>
<u>Environment &amp; Economy</u>			
Skills Funding Agency - Adult Education	3.854	3.914	3.899
Education Funding Agency (Formerly the YPLA)	0.270	0.270	0.285
DCLG (Local Enterprise Partnership Funding)	0.125	0.500	0.500
Local Sustainable Transport Fund Grant	0.000	1.539	0.535
Natural England	0.230	0.230	0.230
<b>Total Environment &amp; Economy</b>	<b>4.479</b>	<b>6.453</b>	<b>5.449</b>

**Draft Revenue Budget 2014/15**  
**Government Grant Details - 2014/15**

Directorate	Estimate 2013/14	Revised 2013/14	Estimate 2014/15
	£m	£m	£m
Public Health			
Public Health Grant	25.264	25.264	26.086
<b>Total Public Health</b>	<b>25.264</b>	<b>25.264</b>	<b>26.086</b>
Strategic Measures			
Fire Revenue Grant	0.275	0.275	0.285
Lead Local Flood Authority	0.167	0.167	0.167
Extended Rights to Free Travel	0.782	0.610	0.379
Troubled Families - Co-ordinator funding	0.100	0.100	0.100
Troubled Families - Attachment fee	1.015	0.969	0.000
Community Right to Challenge	0.009	0.009	0.009
New Homes Bonus	1.662	1.662	2.386
New Homes Bonus Adjustment Grant	0.533	0.533	0.219
Local Reform and Community Voice Grant	0.401	0.401	0.414
Local Welfare Provision	0.944	0.944	0.930
Education Services Grant	9.153	8.096	6.965
Adoption Reform Grant	1.248	1.195	0.000
Returned Safety Net Topslice	0.794	0.000	0.000
Section 31 Grant for Cap on Business Rates	0.000	0.000	0.428
Revenue Support Grant	94.487	94.487	80.604
Business Rates Top-Up	35.694	35.694	36.390
<b>Total Strategic Measures</b>	<b>147.264</b>	<b>145.142</b>	<b>129.276</b>
<b>Total Grants</b>	<b>510.365</b>	<b>488.055</b>	<b>474.520</b>

## **TREASURY MANAGEMENT STRATEGY STATEMENT AND ANNUAL INVESTMENT STRATEGY FOR 2014/15**

### **Service & Resource Planning 2014/15 – 2017/18**

#### **Report by the Chief Finance Officer**

#### **Executive Summary**

- a) The Treasury Management Strategy Statement complies with the requirements of the Local Government Act 2003, The Prudential Code for Capital Finance in Local Authorities (2011), the 2012 revisions to The Prudential Code, The Treasury Management Code of Practice (2011), the Department for Communities & Local Government Guidance on Local Authority Investments (2010), and incorporates the Annual Investment Strategy for 2014/15.
- b) The Council is required to approve Prudential Indicators for 2014/15, 2015/16 and 2016/17. DRAFT Prudential Indicators are set out at Appendix A. These are currently in draft form as they are dependent on updates to the Capital Programme but will be included in the Treasury Management Strategy Statement as an annex to the Service and Resource Planning Report to be approved by Council on 18 February 2014.
- c) The strategy for financing prudential borrowing during 2014/15 is to use temporary internal balances. External debt will continue to be repaid upon maturity and will not be refinanced unless the economic outlook or the capital programme spend forecasts change.
- d) The Annual Investment Strategy for 2014/15 is based on an average base rate of 0.50% and assumes an average return of 0.80%, 0.30% above base rate. The average cash balance for 2014/15 is forecast to be £300m, including externally managed funds. The list of proposed specified and non-specified investment instruments are set out in full in Appendices C and D respectively. The maximum maturity and duration limits for counterparties are currently determined by matrices based on Fitch credit ratings. The matrices proposed for 2014/15 and the full rationale for determining the credit worthiness of existing and potential counterparties is set out in paragraphs 7.10 to 7.23.
- e) The Council intends to continue to place funds in pooled funds with the external fund managers. Further details are given in section 8.
- f) The Council will continue to prioritise the security and liquidity of capital. The Council will aim to achieve investment returns that are commensurate with these priorities. To achieve this, the Treasury Management Strategy Team (TMST) will aim to maintain a balanced portfolio between longer term deposits with high credit quality counterparties and investments in liquid instruments and shorter term deposits with Money Market Funds (MMFs), high credit quality banks and local authorities.
- g) Revisions to the Chartered Institute of Public Finance and Accountancy (CIPFA) Treasury Management Code of Practice in 2011 following the granting of the

general power of competence to local authorities in the Localism Act 2011 require the Council to state its policy on the use derivatives. This is set out in section 10.

- h) The Council will continue to benchmark the performance of the Treasury Management function through membership of the CIPFA benchmarking club and the benchmarking undertaken by the Council's Treasury advisor Arlingclose. In-house performance will also continue to be benchmarked against 3 month London Interbank Bid Rate (LIBID).
- i) The recommendations arising from the Treasury Management Strategy Statement and Annual Investment Strategy for 2014/15 are set out in section 14.

## **Treasury Management Strategy Statement & Annual Investment Strategy 2014/15**

### **1. Background**

- 1.1 The Local Government Act 2003 and supporting regulations require the Council to 'have regard to' the Prudential Code and to set Prudential Indicators for the next three years to ensure that the Council's capital investment plans are affordable, prudent and sustainable.
- 1.2 The Act requires the Council to set out its treasury strategy for borrowing and to prepare an Annual Investment Strategy (as required by Investment Guidance issued subsequent to the Act). The Annual Investment Strategy sets out the Council's policies for managing its investments and for giving priority to the security and liquidity of those investments.
- 1.3 Treasury management is defined as: "The management of the local authority's investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks."
- 1.4 The proposed strategy for 2014/15 in respect of the following aspects of the treasury management function is based upon the views of the Council's Treasury Management Strategy Team (TMST)<sup>1</sup>, informed by market forecasts provided by the Council's treasury advisor, Arlingclose Limited. The strategy covers:
  - Treasury limits in force which limit the treasury risk and activities of the Council;
  - Treasury Management Prudential Indicators for 2014/15, 2015/16 and 2016/17;
  - the current treasury position;
  - prospects for interest rates;
  - the borrowing strategy;
  - the borrowing requirement and
  - the Annual Investment Strategy.
- 1.5 It is a statutory requirement for the Council to produce a balanced budget and to calculate its council tax requirement for each financial year to include the revenue costs that flow from capital financing decisions. This, therefore, means that increases in capital expenditure must be limited to a level whereby increases in charges to revenue caused by increased borrowing to finance additional capital expenditure, and any increases in running costs from new capital projects are limited to a level which is affordable within the projected income of the Council for the foreseeable future.

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<sup>1</sup>Comprising the Chief Finance Officer, Service Manager - Pensions, Insurance and Money Management, Principal Financial Manager – Treasury & Pension Fund Investments, and Financial Manager – Treasury Management.

- 1.6 The Council is also required to indicate if it has adopted the CIPFA Code of Practice on Treasury Management. The code was adopted by Council on 1 April 2003. All treasury activity will comply with relevant statute, guidance and accounting standards.

## **2. Treasury Limits for 2014/15 to 2016/17**

- 2.1 It is a statutory duty, under section 3 (1) of the Local Government Act 2003, for the Council to determine and keep under review the amount it can afford to borrow. This amount is termed the 'Affordable Borrowing Limit' and is equivalent to the 'Authorised Borrowing Limit' as specified in the Prudential Code.
- 2.2 The Authorised Borrowing Limit requires the Council to ensure that total capital investment remains within sustainable limits and, in particular, that the impact upon future council tax levels is 'acceptable'.
- 2.3 Whilst termed an "Affordable Borrowing Limit" within the Act, the capital plans to be considered for inclusion incorporates financing by both external borrowing and other forms of liability, such as credit arrangements. The Authorised Limit is to be set, on a rolling basis, for the forthcoming financial year and two successive financial years.

## **3. Prudential Indicators for 2014/15 to 2016/17**

- 3.1 The Prudential Code for Capital Finance in Local Authorities (2011) requires the Council to set and monitor against Prudential Indicators in the following categories:
- Affordability
  - Prudence
  - Capital Expenditure
  - External Debt
  - Treasury Management

Further Treasury Management indicators are specified in the Code of Practice on Treasury Management (2011).

- 3.2 Prudential Indicators are set out in full at Appendix A to this strategy (please note these figures are DRAFT and will be updated prior to Council on 18 February 2014):
- i. Gross debt and the Capital Financing Requirement
  - ii. Estimates of Capital Expenditure
  - iii. Ratio of Financing Costs to Net Revenue Stream
  - iv. Capital Financing Requirement
  - v. Incremental Impact of Capital Investment decisions
  - vi. Authorised Limit and Operational Boundary for External Debt
  - vii. Actual External Debt

- viii. Adoption of the CIPFA Treasury Management in the Public Services Code of Practice
- ix. Gross and net debt
- x. Upper and lower limits to maturity structure of fixed rate borrowing
- xi. Upper limits on fixed and variable rate interest exposures
- xii. Upper limit to total of principal sums invested longer than 364 days

3.3 Prudential Indicators are reported to and monitored by the TMST on a monthly basis and will be reported to the Audit & Governance Committee and Cabinet in the Treasury Management Outturn Report 2013/14 and the Treasury Management Mid-Term Review 2014/15, which will be considered in July and November 2014 respectively.

3.4 It is recommended that Cabinet recommends Council to approve the Prudential Indicators for 2014/15, 2015/16 and 2016/17 as set out in Appendix A.

#### 4. Forecast Treasury Portfolio Position

4.1 The Council's treasury forecast portfolio position for the 2014/15 financial year comprises:

	<b>Principal £m</b>	<b>Average Rate %</b>
<b>Opening External Debt Balance</b>		
PWLB	351.383	4.62%
Money Market Loans	50.000	3.94%
<b>TOTAL EXTERNAL DEBT</b>	401.383	
<u>2014/15 Average Cash Balance</u>		
Average Monthly Cash Balance	250.000	
Average Monthly Externally Managed	50.000	
<b>TOTAL INVESTMENTS</b>	300.000	

#### 5. Prospects for Interest Rates

##### Economic Background

5.1 The Bank of England's Monetary Policy Committee through its recent forward guidance is committed to keeping policy rates low for an extended period using the Labour Force Survey unemployment rate of 7% as a threshold for when it would consider whether or not to raise interest rates, subject to certain knock-outs. Unemployment fell to 7.4% in November 2013, faster than originally forecast by the Bank of England.

- 5.2 Stronger growth data in 2013 (0.5% in Q1, 0.8% in Q2 and 0.8% in Q3) alongside a pick-up in property prices mainly stoked by government initiatives to boost mortgage lending have led markets to price in an earlier rise in rates than forecast under Forward Guidance. However, with jobs growth picking up slowly, many employees working shorter hours than they would like and benefit cuts set to gather pace, growth is likely to only be gradual.
- 5.3 The credit risk of banking failures has diminished, but not disappeared altogether. Regulatory changes are underway in the UK, US and Europe to move away from bank bail-outs to bank resolution regimes in which shareholders, bond holders and unsecured creditors are 'bailed in' to participate in any recovery process. A recent example of this is the situation for holders of subordinated debt issued by the Co-op Bank which will suffer a haircut on its conversion bail-in to alternative securities and/or equity. There are also proposals for EU regulatory reforms to Money Market Funds which will, in all probability, result in these funds moving to a VNAV (variable net asset value) basis and losing their 'triple-A' credit rating wrapper. Diversification of investments between creditworthy counterparties to mitigate bail in risk will become even more important in the light of these developments.

### *Current Medium Term Financial Plan*

- 5.4 The strategy for 2013/14 approved by Council in February 2013 set out forecast interest rates over the medium term. The forecast was for an average base rate of
- 2013/14            0.50%
  - 2014/15            0.50%
  - 2015/16            0.50%
  - 2016/17            0.50%

These interest rates were used as a basis for constructing the strategic measures budget for 2013/14 to 2016/17.

### *Arlingclose's View*

- 5.5 The Council uses the services of Arlingclose Limited to provide investment advice to the Council, as part of this service they help the Council to formulate a view on interest rates.
- 5.6 Arlingclose's current view on interest rates is that the Bank Rate will remain at 0.5% for the duration of their medium term forecast to March 2017.
- 5.7 Arlingclose also provide upside and downside risks to their forecast and the upside risk given for base rate ranges from 0.25% in June 2014 to 1.00% in March 2017. No downside risks are presented as a further cut in base rate is seen as highly unlikely. This shows that the risks to a base rate change are highly skewed to the upside.



- 5.8 Arlingclose expect the 1 year LIBID<sup>2</sup> rate to rise from 0.90% to 1.40% over the same period, indicating that short-term borrowing will become marginally more expensive.<sup>2</sup>

### *Treasury Management Strategy Team's View*

- 5.9 The Council's TMST, taking into account the advice from Arlingclose, and the current economic outlook, have determined the rates to be included in the Strategic Measures budget for 2014/15 and over the medium term. The Bank Rate forecasts set out below represent the average rate for the financial year:

- 2014/15            0.50%
- 2015/16            0.50%
- 2016/17            0.75%
- 2017/18            1.00%

- 5.10 It is the view of the TMST that as rates achieved on deposits in the past have been over and above that of the Bank Rate that a return rate should also be budgeted for. The team has agreed that based on the current portfolio of deposits and market rates, the target return rate should be 0.30% higher than the average Bank Rate in 2014/15 and 2015/16, reducing to 0.05% above base rate in 2016/17, and at base rate in 2017/18. The reason for the reducing margin above base rate is that the portfolio includes some longer-term deposits which were arranged in previous financial years, when market rates for longer-term loans were higher than those currently available with similar counterparties. As existing long-term deposits arranged with higher margins mature, the average portfolio rate will reduce. These rates have been incorporated into the strategic measures budget estimates:

- 2014/15            0.80%
- 2015/16            0.80%
- 2016/17            0.80%
- 2017/18            1.00%

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<sup>2</sup> LIBID is the London Interbank Bid Rate which represents the rate at which a bank is willing to borrow from other banks.

## 6. Borrowing Strategy

### *Arlingclose's View*

- 6.1 The Public Works Loan Board (PWLB) sets new borrowing rates at the gilt yield plus 1.00%. Arlingclose have forecast gilt yields as follows:
- The 50 year gilt yield is expected to start the financial year at 3.45%, increasing gradually to 4.15% by March 2017.
  - The 20 year gilt yield is expected to start the financial year at 3.25% rising to 4.15% by the end of the forecast in March 2017.
  - The 10 year gilt yield is expected to start the financial year at 2.55%, rising to 3.50% by March 2017.
  - The 5 year gilt yield is expected to start the financial year at 1.45% and to reach 2.50% by March 2017.
- 6.2 Arlingclose's forecasts have an upside variation range of between 50 and 100 basis points, and a downside variation range of between 50 and 80 basis points depending on the economic and political climate.

### *Treasury Management Strategy Team's View*

- 6.3 It is expected that the Bank Rate will remain low during 2014/15 and that there will continue to be a high "cost of carry"<sup>3</sup> associated with the long term borrowing compared to temporary investment returns. The TMST will continue to monitor the Council's debt portfolio and will consider debt repayment if it is in the Council's interest.
- 6.4 In April 2011 the Government replaced the 'credit approval' system for capital financing with direct provision of capital resources in the form of capital grant. This means that the Council only needs to borrow to finance prudential borrowing schemes. The Council's Capital Financing Strategy applies capital grants, developer contributions, capital receipts and revenue contributions to fund capital expenditure before using prudential borrowing. This means that the majority of the current capital programme is fully funded without the need to take up any new borrowing.
- 6.5 Financing the Council's borrowing requirement internally would reduce the cost of carry in the short term but there is a risk that the internal borrowing would need to be refinanced with external borrowing at a time when PWLB and market rates exceed those currently available. This could result in higher financing costs over the long term.
- 6.6 Internal borrowing is a short term financing solution as cash surpluses are temporary balances made up of creditors over debtors, earmarked reserves and capital reserves. As reserves are drawn down for their earmarked purpose internal borrowing will need to be replaced with external borrowing.

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<sup>3</sup> The difference between the interest payable on borrowing on debt and the interest receivable from investing surplus cash.

- 6.7 The Council's TMST have agreed that they should continue to have the option to fund new or replacement borrowing up to the value of 25% of the portfolio (currently approximately £75m) through internal borrowing. This will have the effect of reducing some of the "cost of carry" of funding. There are no plans for new external borrowing. Internal borrowing will also be used to finance prudential schemes.
- 6.8 If market conditions change during the 2014/15 financial year such that the policy to borrow internally is no longer in the short term or long term interests of the Council, the TMST will review the borrowing strategy and report any changes to Cabinet.
- 6.9 The Council's chief objective when borrowing money is to strike an appropriate balance between securing low interest costs and achieving cost certainty over the period for which funds are required. The flexibility to renegotiate loans should the Authority's long-term plans change is a secondary objective.

The approved sources of long-term and short-term borrowing are:

- Public Works Loan Board
- UK local authorities
- any institution approved for investments (see below)
- any other bank or building society authorised by the Prudential Regulation Authority to operate in the UK
- UK public and private sector pension funds
- capital market bond investors
- special purpose companies created to enable joint local authority bond issues.

### *Capital Financing Requirement*

- 6.10 The Council's Capital Financing Requirement (CFR) represents the Council's underlying need to finance capital expenditure by borrowing. The CFR is the value of the Council's assets that have not been permanently financed, in other words, borrowing has been used to finance the spend. When capital expenditure is financed by grants, capital receipts or direct contributions from revenue this is not included the CFR.
- 6.11 The Council is required to make an annual contribution from revenue towards the repayment of debt termed the Minimum Revenue Provision (MRP). This contribution reduces the CFR and effectively provides the resource to permanently finance the capital expenditure and reduce the Council's borrowing requirement by that amount. The Council's MRP Policy Statement sets out the methodology that the Council applies in its MRP calculation. The statement is agreed by Council each year in February alongside the budget and capital programme and is included at Appendix B. Cabinet are recommended to recommend that Council approve the policy.

- 6.12 Under the Prudential Code, the Council must ensure that gross external borrowing does not, except in the short term, exceed the sum of the CFR in the previous year plus estimates of any increases to the CFR for the current and next two financial years. Where the gross debt is greater than the CFR the reasons for this should be clearly stated in the annual treasury management strategy. The Council's current position is set out below.
- 6.13 The Council's CFR is currently forecast to reduce over the medium term financial plan. This is because the MRP over the medium term is forecast to be higher than the level of prudential borrowing included in the Capital Programme.
- 6.14 The Council's external debt is also forecast to reduce over the medium term financial plan as existing long term debt is repaid upon maturity. However, the maturity profile of the existing debt portfolio is such that the CFR will fall at a greater speed than the level of external debt and will result in gross external borrowing exceeding the CFR.
- 6.15 This position is a direct result of the change in capital funding in April 2011 from credit approval to grant funding. Under the credit approval scheme the Council's CFR would have continued to increase as a result of the Capital Programme. The existing debt portfolio was constructed based on this assumption.

### *Borrowing Instruments*

- 6.16 The TMST's forecast for 50 year PWLB rates over the medium term are 4.0% p.a. for 2014/15 – 2017/18. This rate does not impact on the strategic measures budget because it is anticipated that no additional external borrowing will be arranged over the medium-term.
- 6.17 In November 2012 the PWLB introduced the Certainty Rate which allows eligible Councils to borrow at a discounted rate of 0.20% below the advertised borrowing rate. Eligibility is established by the submission of an annual application form to the Department of Communities and Local Government. The Council has successfully applied and qualified for the rate for the period from 1 November 2013 to 31 October 2014.
- 6.18 Although the short to medium-term capital financing strategy is to borrow from internal balances, an annual application will be made to renew eligibility for the Certainty Rate, in order to maintain the option should it be required.
- 6.19 The Council has historically set a maximum limit of 20% of the debt portfolio to be borrowed in the form of Lender's Option Borrower's Option (LOBOs). It is recommended that this remain as the limit for 2014/15. As at 30 November 2013, LOBOs represent 12.30% of the total external debt.
- 6.20 The Council has three £5m LOBO's with call options in 2014/15. Two have call options in April 2014 and October 2014, and the other has call options in July 2014 and January 2015. At each call date the lender may choose to exercise their option to change the interest rate payable on the loan. If the lender chooses to do so, the Council will evaluate alternative financing options before deciding

whether or not to exercise the borrower's option to repay the loan or to accept the new rate offered. It is likely that if the rate is changed the debt will be repaid.

## 7. Annual Investment Strategy

7.1 The Council has regard to the Office of the Deputy Prime Minister's Guidance on Local Government Investments ("the Guidance") issued in March 2004 and CIPFA's Treasury Management in Public Services Code of Practice and Cross Sectoral Guidance Notes ("the CIPFA TM Code"). It also has regard to the subsequent Communities and Local Government update to the Investment Guidance, Capital Finance Regulations and Minimum Revenue Provision Guidance issued in April 2010. The Council's investment priorities are:-

- The security of capital and
- The liquidity of its investments

7.2 The Council also aims to achieve the optimum return on its investments commensurate with proper levels of security and liquidity. The borrowing of monies purely to invest or on-lend and make a return is unlawful and the Council will not engage in such activity.

7.3 The Treasury Management Code of Practice requires the Council to approve a Treasury Management Policy Statement. Good practice requires that this statement is regularly reviewed and revised as appropriate. The Draft Treasury Management Policy Statement is included at Appendix E. Cabinet is recommended to recommend to Council to approve the Draft Treasury Management Policy Statement.

### *Investment Instruments*

7.4 Investment instruments identified for use in the 2014/15 financial year are set out at Appendices C and D under the 'Specified' and 'Non-Specified' Investment categories.

7.5 Guidance states that specified investments are those requiring "minimal procedural formalities". The placing of cash on deposit with banks and building societies 'awarded high credit ratings by a credit rating agency', the use of AAA rated Money Market Funds (MMFs) and investments with the UK Government and local authorities qualify as falling under this phrase as they form a normal part of day to day treasury management.

7.6 Money market funds (MMFs) will be utilised, but good treasury management practice prevails and whilst MMFs provide good diversification the council will also seek to diversify any exposure by using more than one MMF where practical. It should be noted that while exposure will be limited, the use of MMFs does give the council exposure to institutions that may not be included on the approved lending list for direct deposits. This is deemed to be an acceptable risk due to the benefits of diversification. The Treasury team intend to use an online

portal to provide details of underlying holdings in MMFs. This will enable more effective and regular monitoring of full counterparty risk.

- 7.7 All specified investments will be sterling denominated, with maturities up to a maximum of 1 year, meeting the 'high' credit rating criteria where applicable.
- 7.8 Non specified investment products are those which take on greater risk. They are subject to greater scrutiny and should therefore be subject to more rigorous justification and agreement of their use in the Annual Investment Strategy; this applies regardless of whether they are under one year investments and have high credit ratings.
- 7.9 A maximum of 50% of the portfolio will be held in non-specified investments.

### *Credit Quality*

- 7.10 The updated CIPFA Code of Practice on Treasury Management (2011) recommends that Councils have regard to the ratings issued by the three major credit rating agencies (Fitch, Moody's and Standard & Poor's) and to make decisions based on all ratings.
- 7.11 Whilst the Council will have regard to the ratings provided by all three ratings agencies, the Council uses Fitch ratings as the basis by which to set its minimum credit criteria for deposits and to derive its maximum counterparty limits. Counterparty limits and maturity limits are derived from the credit rating matrix as set out in the tables at paragraphs 7.22 and 7.23 respectively.
- 7.12 The TMST may further reduce the derived limits due to the ratings provided by Moody's and Standard & Poor's or as a result of monitoring additional indicators such as Credit Default Swap rates, share prices, Ratings Watch & Outlook notices from credit rating agencies and quality Financial Media sources.
- 7.13 Notification of any rating changes (or ratings watch and outlook notifications) by all three ratings agencies are monitored daily by a member of the Treasury Management Team. Updates are also provided by the Council's Treasury Management advisors Arlingclose and reported to TMST.
- 7.14 Where a change in the Fitch credit rating places a counterparty on the approved lending list outside the credit matrix (as set out in tables at paragraphs 7.22 and 7.23), that counterparty will be immediately removed from the lending list.
- 7.15 Where a counterparty has been placed on Negative Watch or Outlook by any of three major credit rating agencies the counterparty's status on the approved lending list will be reviewed by the TMST and appropriate action taken.
- 7.16 The Authority defines "high credit quality" organisations as those having a credit rating of A- or higher that are domiciled in the UK or a foreign country with a sovereign rating of AA+ or higher with the Fitch ratings agency.

### *Liquidity Management*

7.17 The Council has developed a cash flow forecast which is used to determine the maximum period for which funds may prudently be committed. The forecast is compiled on a pessimistic basis, with receipts under-estimated and payments over-estimated to minimise the risk of the Council being forced to borrow on unfavourable terms to meet its financial commitments. Limits on long-term investments are set by reference to the Council's medium term financial plan and cash flow forecast. The Council uses instant access bank deposit accounts and pooled funds for balances forecast to be required at short notice to meet commitments due. Interest rates on some instant access accounts have fallen in 2013/14. The TMST will continue to monitor options available to maintain the required liquidity, and will open new accounts with approved counterparties as appropriate.

### *Lending Limits*

7.18 In addition to the limits determined by the credit quality of institutions, the TMST apply further limits to mitigate risk by diversification. These include:

- Limiting the amount lent to banks in any one country (excluding the UK) to a maximum of 20% of the investment portfolio.
- Limiting the amount lent to any bank, or banks within the same group structure to 10% of the investment portfolio.

7.19 Where the Council has deposits on instant access, this balance may temporarily exceed the 10% bank or group limit. However the limits as set out in paragraphs 7.22 and 7.23 will still apply.

7.20 Counterparty limits as set out in paragraphs 7.22 and 7.23, may be temporarily exceeded by the accrual and application of interest amounts onto accounts such as call accounts and money market funds. Where the application of interest causes the balance with a counterparty to exceed the agreed limits, the balance will be reduced when appropriate, dependent upon the terms and conditions of the account and cashflow forecast.

7.21 Any changes to the approved lending list will be reported to Cabinet as part of the Financial Monitoring and Business Strategy Delivery Report.

7.22 The Council also manages its credit risk by setting counterparty limits. The matrix below sets out the maximum proposed limits for 2014/15. The TMST may further restrict lending limits dependent upon prevailing market conditions.

	Short Term Rating	
Long Term Rating	<b>F1+</b>	<b>F1</b>
<b>AAA</b>	£30m	£20m
<b>AA+</b>	£30m	£20m
<b>AA</b>	£25m	£15m
<b>AA-</b>	£25m	£15m
<b>A+</b>	£20m	£15m
<b>A</b>	£20m	£15m
<b>A-</b>	£15m	£10m

7.23 The Council also manages its counterparty risk by setting maturity limits on deposits, restricting longer term lending to the very highest rated counterparties. The table below sets out the maximum approved limits. The TMST may further restrict lending criteria in response to changing market conditions.

	Short Term Rating	
Long Term Rating	<b>F1+</b>	<b>F1</b>
<b>AAA</b>	3 years	364 days
<b>AA+</b>	2 years	364 days
<b>AA</b>	2 years	9 months
<b>AA-</b>	2 years	9 months
<b>A+</b>	364 days	9 months
<b>A</b>	9 months	6 months
<b>A-</b>	6 months	3 months

#### **Other institutions included on the councils lending list**

7.24 In addition to highly credit rated banks and building societies the authority may also place deposits with:-

- AAA rated Money Market funds,
- Collective Investment Schemes
- Local authorities.

#### **Structured Products**

7.25 As at 30 November 2013, the Council had £15m of structured products within its investment portfolio. Structured products involve varying degrees of additional risk over fixed rate deposits, with the potential for higher returns. It is recommended that the authority continue to use structured products up to a maximum of 10% of the investment portfolio. The Council will continue to monitor structured products and consider restructuring opportunities as appropriate.



## **8. External Funds**

- 8.1 As at 30 November 2013, the Council had £38.6m invested in external funds (excluding MMFs). These funds have a variable net asset value which means that the value of the funds can decrease as well as increase depending on the performance of the instruments in the fund.
- 8.2 The Council uses external fund managers and pooled funds to diversify the investment portfolio through the use of different investment instruments, investment in different markets, and exposure to a range of counterparties. It is expected that these funds should outperform the Council's in-house investment performance over a rolling three year period. The Council will have no more than 20% of the total portfolio (currently around £60m) invested with external fund managers and pooled funds (excluding MMFs). This allows the Council to achieve diversification while limiting the exposure to funds with a variable net asset value.
- 8.3 The performance of the pooled funds is monitored by the TMST throughout the year against the funds' benchmarks and the in-house investment returns.
- 8.4 The TMST will keep the external fund investments under review and consider alternative instruments and fund structures, to manage overall portfolio risk. It is recommended that authority to withdraw, or advance additional funds to/from external fund managers, continue to be delegated to the TMST.

## **9. Investment Approach**

- 9.1 The weighted average maturity (WAM) of in-house deposits as at 30 November 2013 was 283 days. This is made up of £23.2m of instant access balances with a maturity of 1 day, and £309.4m of deposits with a WAM of 304 days.
- 9.2 During 2013/14 the Treasury Management team has maintained a relatively high WAM through long-term lending to Local Authorities. This gives a greater degree of certainty for investment returns in an environment of falling or stagnating interest rates. The portfolio was diversified using instant access MMFs and short term deposits with high credit quality financial institutions.
- 9.3 With the prospect of interest rates remaining low for an extended period, the TMST will aim to maintain the balance between longer-term deposits with high credit quality local authorities and short-term and instant access deposits with MMFs and high credit quality banks. This will continue to provide certainty about the investment returns for a proportion of the portfolio and protect against the downside risk of changes in the interest rates while also enabling the Treasury Management team to respond to upside interest rate risk.

- 9.4 The Council is finalising the opening of a custodian account to enable the Treasury team to invest directly in UK Government Gilts, T-bills, Certificates of Deposits and other Sovereign Bonds. If availability of acceptable credit worthy institutions is reduced, the Council may use the Debt Management Office Deposit Facility and will continue to prioritise security and liquidity of assets over investment returns.
- 9.5 Given the on-going turmoil in the banking sector, it is proposed that any further changes required to the Annual Treasury Management Strategy & Annual Investment Strategy, continue to be delegated to the Chief Finance Officer in consultation with the Leader of the Council and Cabinet Member for Finance.

## **10. Policy on Use of Financial Derivatives**

- 10.1 Local authorities have previously made use of financial derivatives embedded into loans and investments both to reduce interest rate risk (e.g. interest rate collars and forward deals) and to reduce costs or increase income at the expense of greater risk (e.g. LOBO loans and callable deposits). The general power of competence in Section 1 of the Localism Act 2011 removes much of the uncertainty over local authorities' use of standalone financial derivatives (i.e. those that are not embedded into a loan or investment). The CIPFA Code (2011) requires authorities to clearly detail their policy on the use of derivatives in the annual strategy.
- 10.2 The Council will only use standalone financial derivatives (such as swaps, forwards, futures and options) where they can be clearly demonstrated to reduce the overall level of the financial risks that the Council is exposed to. Additional risks presented, such as credit exposure to derivative counterparties, will be taken into account when determining the overall level of risk. Embedded derivatives will not be subject to this policy, although the risks they present will be managed in line with the overall treasury risk management strategy.
- 10.3 Financial derivative transactions may be arranged with any organisation that meets the approved investment criteria. The current value of any amount due from a derivative counterparty will count against the counterparty credit limit and the relevant foreign country limit.
- 10.4 It is the view of the TMST that the use of standalone financial derivatives will not be required for Treasury Management purposes during 2014/15. The Council will only use derivatives after seeking expertise, a legal opinion and ensuring officers have the appropriate training for their use.

## **11. Performance Monitoring**

- 11.1 The Council will monitor its Treasury Management performance against other authorities through its membership of the CIPFA Treasury Management benchmarking club.
- 11.2 Arlingclose benchmark the performance of their clients against each other on a quarterly looking at a variety of indicators including investment risk and returns.
- 11.3 The Council will benchmark its internal return against 3 month LIBID.
- 11.4 Latest performance figures will be reported to the Audit & Governance Committee and Cabinet in the Treasury Management Outturn Report 2013/14, and the Treasury Management Mid-Term Review 2014/15, which will be considered in July and November 2014 respectively.

## **12. Investment Training**

- 12.1 All members of the Treasury Management Strategy team are members of a professional accounting body. In addition, key Treasury Management officers receive in-house and externally provided training as deemed appropriate and training needs are regularly reviewed, including as part of the staff appraisal process.

## **13. Treasury Management Advisors**

- 13.1 Following a competitive procurement process earlier this year Arlingclose was awarded the Council's Treasury Management Advisory Service contract. The new contract runs for a period of three years. Under the contract the Council will receive specific advice on investment, debt and capital finance issues.

## **14. Recommendations**

**Cabinet is recommended to recommend to Council to:**

- (a) Approve the Prudential Indicators for 2014/15, 2015/16 and 2016/17 as set out in Appendix A;**
- (b) Approve the Minimum Revenue Provision Policy for 2014/15 as set out in Appendix B;**
- (c) Approve the Treasury Management Strategy Statement & Annual Investment Strategy 2014/15;**

- (d) Continue to delegate the authority to withdraw or advance additional funds to/from external fund managers to the TMST;**
- (e) Approve the continued delegation of changes required to the Annual Treasury Management Strategy Statement & Annual Investment Strategy to the Chief Finance Officer in consultation with the Leader of the Council and Cabinet Member for Finance;**
- (f) Approve the Draft Treasury Management Policy Statement as set out at Appendix E.**

## Appendix A

**DRAFT Prudential Indicators 2014/15, 2015/16 and 2016/17****i. Gross Debt and the Capital Financing Requirement**

- i.i. This is a key indicator of prudence. In order to ensure that the medium term debt will only be for a capital purpose, the local authority should ensure that the gross debt does not, except in the short term, exceed the total of the capital financing requirement (CFR) in the preceding year plus the estimates of any additional increases to the capital financing requirement for the current and next two financial years.
- i.ii. The Chief Finance Officer reports that the Council's level of gross debt exceeded the CFR in 2012/13 and is expected to do so over the medium term. The reasons for this are set out in paragraphs 6.12 to 6.15 of the Treasury Management Strategy. This view takes into account current commitments, existing plans and the proposals in the approved budget.

<b>Debt</b>	<b>31.03.14 Revised £m</b>	<b>31.03.15 Estimate £m</b>	<b>31.03.16 Estimate £m</b>	<b>31.03.17 Estimate £m</b>
<b>External Borrowing</b>	401.383	399.383	393.383	385.383
<b>Long Term Liabilities</b>	26.464	25.656	24.791	23.870
<b>Total Debt</b>	427.847	425.039	418.174	409.253

**ii. Estimates of Capital Expenditure**

- ii.i. The Council is required to make reasonable estimates of the total of capital expenditure that it plans to incur during 2014/15 and the following two financial years. The Council must also approve the actual expenditure for 2012/13 and revised expenditure for 2013/14.

	<b>2012/13 Actual £m</b>	<b>2013/14 Revised £m</b>	<b>2014/15 Estimate £m</b>	<b>2015/16 Estimate £m</b>	<b>2016/17 Estimate £m</b>
<b>Capital Expenditure</b>	51.497	68.523	107.044	83.473	80.865

	<b>Actual 2012/13 £m</b>	<b>Estimates</b>			
		<b>2013/14 £m</b>	<b>2014/15 £m</b>	<b>2015/16 £m</b>	<b>2016/17 £m</b>
SCE(R) Supported Borrowing	0.000	0.000	0.000	0.000	0.000
Prudential Borrowing	0.757	1.872	12.477	12.203	20.660
Grants and Contributions	44.468	65.374	93.437	52.450	53.925
Capital Receipts	0.000	0.000	0.000	17.835	6.000
Revenue	6.272	1.277	1.130	0.985	0.280
Reserves	0.000	0.000	0.000	0.000	0.000
	<b>51.497</b>	<b>68.523</b>	<b>107.044</b>	<b>83.473</b>	<b>80.865</b>

ii.ii. The indicators have been based on the February 2014 capital programme which will be considered for approval by Council on 18 February 2014 with the Service & Resource Planning Report.

ii.iii. The capital expenditure figures for beyond 2014/15 will be able to be revised in twelve months' time.

### iii. The Ratio of Financing Costs to the Net Revenue Stream

iii.i. This is an indicator of affordability and highlights the revenue implications of existing and proposed capital expenditure by identifying the proportion of the revenue budget required to meet financing costs. The definition of financing costs is set out in the Prudential Code.

<b>Year</b>	<b>Actual/ Estimate</b>	<b>Financing Cost £m</b>	<b>Net Revenue Stream £m</b>	<b>Ratio %</b>
2012/13	Actual	37.059	460.630	8.05
2013/14	Estimate	34.482	447.764	7.70
2014/15	Estimate	33.455	441.782	7.57
2015/16	Estimate	33.288	425.894	7.82
2016/17	Estimate	33.247	427.846	7.77

iii.ii. Financing costs include interest payable on borrowing, interest and investment income and the amount required for the minimum revenue provision.

#### iv. The Capital Financing Requirement

- iv.i Estimates of the end of year Capital Financing Requirement for the Authority for the current and future years and the actual Capital Financing Requirement at 31 March 2013 that are recommended for approval are:

Year	Actual/Estimate	£m
2012/13	Actual	438.761
2013/14	Estimate	423.931
2014/15	Estimate	420.249
2015/16	Estimate	416.386
2016/17	Estimate	421.058

- iv.ii The Capital Financing Requirement measures the authority's underlying need to borrow for a capital purpose. In accordance with best professional practice the County Council does not associate borrowing with particular items or types of expenditure. The authority has an integrated Treasury Management Strategy and has adopted the CIPFA Code of Practice for Treasury Management in the Public Services. The Council has, at any point in time, a number of cashflows both positive and negative, and manages its treasury position in terms of its borrowings and investments in accordance with its approved treasury management strategy and practices. In day-to-day cash management, no distinction can be made between revenue cash and capital cash. External borrowing arises as a consequence of all the financial transactions of the authority and not simply those arising from capital spending. In contrast, the capital financing requirement reflects the authority's underlying need to borrow for a capital purpose.

#### v. The Incremental Impact of Capital Investment Decisions

- v.i. This is an indicator of affordability that shows the impact of capital investment decisions on Council Tax and Housing Rent levels. The incremental impact is calculated by comparing the total revenue budget requirement of the current approved capital programme with an equivalent calculation of the revenue budget requirement arising from the proposed capital programme.
- v.ii. The estimate of the incremental impact of capital investment decisions proposed in the Capital Programme, over and above capital investment decisions that have previously been taken by the Council are, for the Band D Council Tax:

Year	Actual/Estimate	£
2014/15	Estimate	-6.91
2015/16	Estimate	-5.83
2016/17	Estimate	-3.69

## vi. Authorised Limit and Operational Boundary for External Debt

- vi.i. The Authority has an integrated treasury management strategy and manages its treasury position in accordance with its approved strategy and practice. Overall borrowing will therefore arise as a consequence of all the financial transactions of the Authority and not just those arising from capital spending reflected in the CFR.
- vi.ii. The Authorised Limit sets the maximum level of external debt on a gross basis (i.e. excluding investments) for the Authority. It is measured on a daily basis against all external debt items on the Balance Sheet (i.e. long and short term borrowing, overdrawn bank balances and long term liabilities). This Prudential Indicator separately identifies borrowing from other long term liabilities such as finance leases. It is consistent with the Authority's existing commitments, its proposals for capital expenditure and financing and its approved treasury management policy statement and practices.
- vi.iii. The Authorised Limit is the statutory limit determined under Section 3(1) of the Local Government Act 2003 (referred to in the legislation as the Affordable Limit).
- vi.iv. The Operational Boundary has been set on the estimate of the most likely, i.e. prudent but not worst case scenario with sufficient headroom over and above this to allow for unusual cash movements.
- vi.v. The Operational Boundary links directly to the Authority's estimates of the CFR and estimates of other cashflow requirements. This indicator is based on the same estimates as the Authorised Limit reflecting the most likely, prudent but not worst case scenario but without the additional headroom included within the Authorised Limit.

	2013/14 probable outturn	2014/15 estimate	2015/16 estimate	2016/17 estimate
	£m	£m	£m	£m
<b>Operational Boundary for external debt -</b>				
Borrowing	435.0	434.0	444.0	451.0
other long term liabilities	40.0	40.0	40.0	40.0
<b>TOTAL</b>	<b>475.0</b>	<b>474.0</b>	<b>484.0</b>	<b>491.0</b>
<b>Authorised Limit for external debt -</b>				
Borrowing	445.0	444.0	454.0	461.0
other long term liabilities	40.0	40.0	40.0	40.0
<b>TOTAL</b>	<b>485.0</b>	<b>484.0</b>	<b>504.0</b>	<b>514.0</b>



**vii. Actual External Debt**

- vii.i This indicator enables the comparison of Actual External Debt at year end to the Operational Boundary and Authorised Limit.

<b>Total External Debt as at 31.03.13</b>	<b>£m</b>
External Borrowing	412.383
Financing Liability	27.282
<b>Total</b>	<b>439.665</b>

**viii. Adoption of the CIPFA Treasury Management in the Public Services Code of Practice**

- viii.i This indicator demonstrates that the Council has adopted the principles of best practice.
- viii.ii The Council has incorporated the changes from the revised CIPFA Code of Practice into its treasury policies, procedures and practices.

<b>Adoption of the CIPFA Code of Practice in Treasury Management</b>
The Council approved the adoption of the CIPFA Treasury Management Code at its meeting of Full Council on 1 April 2003.

**ix. Gross and net debt**

- ix.i This indicator is intended to identify where an authority may be borrowing in advance of need.

**Upper Limit of net debt:**

	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>	<b>2016/17</b>
Net Debt / Gross Debt	70%	70%	70%	70%

**x. Upper and lower limits to maturity structure of fixed rate borrowing**

- x.i This indicator highlights the existence of any large concentrations of fixed rate debt needing to be replaced at times of uncertainty over interest rates and is designed to protect against excessive exposures to interest rate changes in any one period, in particular in the course of the next ten years.
- x.ii It is calculated as the amount of projected borrowing that is fixed rate maturing in each period as a percentage of total projected borrowing that is fixed rate. The

maturity of borrowing is determined by reference to the earliest date on which the lender can require payment.

- x.iii. LOBOs are classified as maturing on the next call date, this being the earliest date that the lender can require repayment.

<b>Maturity structure of fixed rate borrowing during 2014/15</b>	<b>Lower Limit %</b>	<b>Upper Limit %</b>
Under 12 months	0	20
12 months and within 24 months	0	25
24 months and within 5 years	0	35
5 years and within 10 years	5	40
10 years and above	50	95

#### **xi. Upper limits on fixed and variable rate interest exposures**

- xi.i These indicators allow the Authority to manage the extent to which it is exposed to changes in interest rates. This Authority calculates these limits on net principal outstanding sums, (i.e. fixed rate debt net of fixed rate investments).

##### **Upper limit for fixed interest rate exposure:**

	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>	<b>2016/17</b>
Net principal re fixed rate borrowing / investments	150%	150%	150%	150%

- xi.ii The upper limit for variable rate exposure has been set to ensure that the Authority is not exposed to interest rate rises which could adversely impact on the revenue budget. The limit allows for the use of variable rate debt to offset exposure to changes in short-term rates on investments.

##### **Upper limit for variable rate exposure:**

	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>	<b>2016/17</b>
Net principal re variable rate borrowing / investments	25%	25%	25%	25%

#### **xii. Upper limit to total of principal sums invested longer than 364 days**

- xii.i The purpose of this limit is to contain exposure to the risk of loss that may arise as a result of the Authority having to seek early repayment of the sums invested.
- xii.ii It is proposed that the limit is increased by £50m in 2014/15 to reflect the increase in the size of the cash portfolio over recent years and to enable greater flexibility in the investment strategy given the low interest rate environment. The average in-house cash balance increased from just over £200m in 2009/10 to just over £300m in 2012/13.

	2013/14 £m	2014/15 £m	2015/16 £m	2016/17 £m
Upper limit on principal sums invested longer than 364 days	100	150	150	150

**Appendix B****Minimum Revenue Provision Policy Statement for 2014/15****Introduction**

1. The Council is required by statute to charge a Minimum Revenue Provision (MRP) to the General Fund Revenue account each year for the repayment of debt. The MRP charge is the means by which capital expenditure which has been funded by borrowing is paid for by council tax payers.
2. Until 2007/08, the basis of the calculation for the MRP was specified in legislation. Legislation (Statutory Instrument 2008 no. 414 s4) which came into force on 31 March 2008, gives local authorities more freedom to determine what a prudent level of MRP is.
3. The new legislation requires local authorities to draw up a statement of their policy on the annual MRP, for full approval by Council before the start of the financial year to which the provision will relate.
4. The implementation of the International Financial Reporting Standards (IFRS) requirements brought some service concession arrangements on balance sheet and resulted in some leases being reclassified as finance leases instead of operating leases. Part of the service charge or rent payable is taken to reduce the balance sheet liability rather than being charged to revenue accounts. To ensure that this does not result in a one-off increase in the capital financing requirement and in revenue account balances, an amount equal to the amount that has been taken to the balance sheet is included in the annual MRP charge.

**Options for Prudent Provision**

5. Guidance on the legislation sets out a number of options for making 'prudent provision'. Options 1 and 2 relate to Government supported borrowing. Options 3 and 4 relate to new borrowing under the Prudential system for which no Government support is being given and is therefore self-financed. Authorities are able to use any of the four options for MRP. The options are explained below.

***Option 1 - Regulatory Method***

6. This is the current method, and for debt supported by Revenue Support Grant (RSG), authorities can choose to continue to use the formula. This is calculated as 4% of the council's general fund capital financing requirement, adjusted for smoothing factors from the transition to the prudential capital financing regime in 2003.

### *Option 2 – Capital Financing Requirement (CFR) Method*

7. Option 2 differs from Option 1 only in that the smoothing factors are removed. This is a simpler calculation; however for most authorities including Oxfordshire, it would result in a higher level of provision than Option 1.

### *Option 3 – Asset Life Method*

8. For new borrowing under the Prudential system, Option 3 is to make provision in equal instalments over the estimated life of the asset for which the borrowing is undertaken or the alternative is the annuity method which has the advantage of linking MRP the flow of benefits from an asset where the benefits are expected to increase in later years. As with the existing scheme of MRP, provision for the debt will normally commence in the financial year following the one in which the expenditure is incurred. There is however one exception to this rule under Option 3. In the case of the construction of a new building or infrastructure, MRP would not have to be charged until the new asset came into service. The MRP 'holiday' would perhaps be two or three years in the case of major projects and could make them more affordable.

### *Option 4 – Depreciation Method*

9. For new borrowing under the Prudential system, Option 4 is to make MRP in accordance with the standard rules for depreciation accounting.

### **MRP Methodology Statement**

10. The policy already in place in the Council is reflected in Options 1 and 3; consequently the statement requiring approval by Council is a confirmation of existing practice and continuation of the policy approved by Council in June 2008. The Council is recommended therefore to approve the following statement:
11. For capital expenditure incurred before 1 April 2008 or which in the future will relate to Supported Capital Expenditure, the MRP policy will be based on existing regulations (Option 1 – Regulatory Method).
12. From 1 April 2008, for all unsupported borrowing, the MRP policy will be based on the estimated life of the assets for which the borrowing is undertaken (Option 3 – Asset Life Method or Annuity Method).
13. In the case of finance leases and on-balance sheet Private Finance Initiative (PFI) type contracts, the MRP requirement will be regarded as being met by a charge equal to the element of the rent/charge that goes to write-down the balance sheet liability, including the retrospective element in the first year (Option 3 in modified form).

14. The major proportion of the MRP for 2012/13 will relate to the more historic debt liability that will continue to be charged at the rate of 4%, in accordance with Option 1 of the guidance. Certain expenditure reflected within the debt liability at 31 March 2013 will be subject to MRP under Option 3, which will be charged over a period which is reasonably commensurate with the estimated useful life applicable to the nature of expenditure, using the equal annual instalment method. For example, capital expenditure on a new building, or on the refurbishment or enhancement of a building, will be related to the estimated life of that building.

## Appendix C

## Specified Investments

Investment Instrument	Minimum Credit Criteria	Use
Debt Management Agency Deposit Facility	N/A	In-house and Fund Managers
Term Deposits – UK Government	N/A	In-house
Term Deposits – Banks and Building Societies	Fitch short-term F1, Long-term A-, Minimum Sovereign Rating AA	In-house and Fund Managers
Term Deposits with Nationalised Banks with Government Guarantee for wholesale deposits	N/A	In-house
Term Deposits with Part Nationalised banks by the UK Government	N/A	In-house
Certificates of Deposit issued by Banks and Building Societies	A1 or P1	In-house on a buy and hold basis and Fund Managers
Money Market Funds with a Constant Net Asset Value	AAA	In-house and Fund Managers
Other Money Market Funds and Collective Investment Schemes <sup>4</sup>	Minimum equivalent credit rating of A+. These funds do not have short-term or support ratings.	In-house and Fund Managers
UK Government Gilts	AAA	In-house on a buy and hold basis and Fund Managers
Treasury Bills	N/A	In-house and Fund Managers

<sup>4</sup> I.e., credit rated funds which meet the definition of a collective investment scheme as defined in SI 2004 No 534 and SI 2007 No 573.

## Appendix D

## Non-Specified Investments

<b>Investment Instrument</b>	<b>Minimum Credit Criteria</b>	<b>Use</b>	<b>Max % of total Investments</b>	<b>Max Maturity Period</b>
Debt Management Agency Deposit Facility (maturities in excess of 1 year) <sup>5</sup>	N/A	In-house and Fund Managers	50%	3 years
Term Deposits – UK Government (maturities in excess of 1 year)	N/A	In-house	50%	3 years
Term Deposits – other Local Authorities (maturities in excess of 1 year)	N/A	In-house	50%	3 years
Term Deposits – Banks and Building Societies (maturities in excess of 1 year)	Fitch short-term F1+, Long-term AA-	In-house and Fund Managers	50% in-house;  100% External Funds	3 years
Structured Products (eg. Callable deposits, range accruals, snowballs, escalators etc)	Fitch short-term F1+, Long-term AA-	In-house and Fund Managers	50% in-house;  100% External Funds	3 years
UK Government Gilts with maturities in excess of 1 year	AAA	In-house on a buy and hold basis. Fund Managers	50% in-house;  100% External Funds	5 years in-house, 10 years fund managers
Bonds issued by Multilateral development banks	AAA	In-house on a buy and hold basis and Fund Managers	50% in-house;  100% External Fund	5 years in-house,  10 years fund managers

<sup>5</sup> Debt Management Agency Deposit Facility currently limit deposits to 6 months. The ability to deposit in excess of 1 year is retained if such deposits become available.



<b>Investment Instrument</b>	<b>Minimum Credit Criteria</b>	<b>Use</b>	<b>Max % of total Investments</b>	<b>Max Maturity Period</b>
Bonds issued by a financial institution which is guaranteed by the UK Government	AAA	In-house on a buy and hold basis. Fund Managers	50% in-house; 100% External Fund	5 years in-house, 10 years fund managers
Supranationals	N/A	In-house. Fund Managers	50% in-house; 100% of External Fund	5 years in-house, 30 years fund managers
Money Market Funds and Collective Investment Schemes <sup>6</sup> but which are not credit rated	N/A	In-house and Fund Managers	50% In-house; 100% External Funds	Pooled Funds do not have a defined maturity date
Sovereign Bond Issues	AAA	In-house on a buy and hold basis. Fund Managers	50% in-house; 100% External Funds	5 year in-house, 30 years fund managers

The maximum limits for in-house investments apply at the time of arrangement.

<sup>6</sup> Pooled funds which meet the definition of a collective investment scheme as defined in SI 2004 No 534 and SI 2007 No 573.

## Appendix E



## DRAFT TREASURY MANAGEMENT POLICY STATEMENT

1. Oxfordshire County Council defines its treasury management activities as:  
 “The management of the organisation’s cash flows; its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks.”
2. Oxfordshire County Council regards the successful identification, monitoring and control of risk to be the prime criteria by which the effectiveness of its treasury management activities will be measured. Accordingly, the analysis and reporting of treasury management activities will focus on their risk implications for the organisation.
3. Oxfordshire County Council acknowledges that effective treasury management will provide support towards achievement of its business and service objectives. It is therefore committed to the principles of achieving best value in treasury management and to employing suitable performance measurement techniques, within the context of effective risk management.
4. The Council’s borrowing will be affordable, sustainable and prudent and consideration will be given to the management of interest rate risk and refinancing risk. The source from which the borrowing is taken and the type of borrowing should allow the Council transparency and control over its debt.
5. The Council’s primary objective in relation to investments remains the security of capital. The liquidity or accessibility of the Authority’s investments followed by the yield earned on investments remain important but are secondary considerations.
6. The manner in which Oxfordshire County Council will seek to achieve these objectives and the arrangements for managing and controlling treasury management activities is prescribed in the treasury management practices which support this policy statement.
7. Responsibility for the implementation and monitoring of the Council’s treasury management policies and practices are vested in the Council. The officer responsible for the execution and administration of treasury management decisions is the Assistant Chief Executive and Chief Finance Officer, who will act in accordance with this Policy Statement, Treasury Management Practices and CIPFA’s Standard of Professional Practice on Treasury Management.
8. The Council nominates the Audit & Governance Committee to be responsible for ensuring effective scrutiny of the treasury management strategy and policies.
9. Council will receive reports on treasury management policies, practices and activities including as a minimum, an annual strategy and plan in advance of the year, a mid-year review and an annual report after its close.

**2014/15 risk assessment for determining appropriate level of balances**

<b>Area of risk</b>	<b>Explanation of risk/justification of balances</b>	<b>£m</b>
Emergencies	Expenditure below Bellwin Scheme threshold	1.5
Inflation	Contract inflation is 0.5% above what has been provided for within the budget (maximum 3%)	0.7
Directorate overspends and non-achievement of planned savings	Risk that directorates will overspend due to unforeseen pressures, demography, demand or non-achievement of planned savings (based on a 1% adverse variance)	4.1
Education Services Grant	Impact on grant if pupil numbers in maintained schools are 5% lower than estimated due to higher rate of academy conversions than expected	0.3
Business rates	5% adverse variation to District Councils' estimates, due to inaccuracy or under estimation of successful appeals	1.4
Contingent liabilities	Possible liabilities for which no provision has been made or funding set aside in an earmarked reserve (1% of gross expenditure or minimum to meet quantified contingent liabilities)	5.9
Major contracts	Risk of contractors failing, mis-specification or non-delivery (1% of annual value of contracts)	2.8
<b>Total</b>		<b>16.7</b>

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**Estimated Balances and Reserves 2014/15 to 2017/18**

The table below provides an analysis of estimated general balances and earmarked reserves for 2014/15 to 2017/18

	2014/15 £000	2015/16 £000	2016/17 £000	2017/18 £000
<b>General Balances</b>				
<b>Estimated Balances at start of year</b>	<b>15,631</b>	<b>16,631</b>	<b>16,631</b>	<b>16,631</b>
Planned Contributions to Balances to meet required level of balances in MTFP	3,000	2,000	2,000	2,000
<b>Budgeted Change in Balances</b>	<b>3,000</b>	<b>2,000</b>	<b>2,000</b>	<b>2,000</b>
<b>Total Balances at Start of Year</b>	<b>18,631</b>	<b>18,631</b>	<b>18,631</b>	<b>18,631</b>
Estimated Use of Balances in Year	-2,000	-2,000	-2,000	-2,000
Estimated Repayment of Previous Use of Balances	0	0	0	0
<b>Net Use of Balances</b>	<b>-2,000</b>	<b>-2,000</b>	<b>-2,000</b>	<b>-2,000</b>
<b>Estimated Balances at end of year</b>	<b>16,631</b>	<b>16,631</b>	<b>16,631</b>	<b>16,631</b>
<b>Earmarked Reserves</b>				
Estimated School Reserves at start of year	24,661	16,073	5,746	5,746
Estimated Reserves at start of year	82,609	51,746	41,115	31,341
<b>Estimated Total Reserves at start of year</b>	<b>107,270</b>	<b>67,819</b>	<b>46,861</b>	<b>37,087</b>
Estimated Use of (-) / Additions to (+) School Reserves in Year	-8,588	-10,327	0	0
Estimated Use of (-) / Additions to (+) Reserves in Year	-30,863	-10,631	-9,774	-13,220
Estimated School Reserves at end of year	16,073	5,746	5,746	5,746
Estimated Reserves at end of year	51,746	41,115	31,341	18,121
<b>Estimated Total Reserves at end of year</b>	<b>67,819</b>	<b>46,861</b>	<b>37,087</b>	<b>23,867</b>

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## Provisional 2014/15 Dedicated Schools Grant allocation

	Early Years Block	Schools Block	High Needs Block	Total DSG
	£000	£000	£000	£000
2014-15 Initial Baseline	27,624	333,098	44,008	404,730
2014-15 Post 16 High Needs in Schools			636	636
2014-15 post 16 Post schools (top up)			3,388	3,388
Non Maintained Special Schools Grant share			36	36
<b>Additional Allocations 2014-15:</b>				
Funding for disadvantaged 2 year olds	5,653			5,653
Newly Qualified Teacher (NQT) Induction / Quality Assurance		117	1	118
Less: Carbon Reduction scheme deduction		-558	-30	-588
<b>Total Initial DSG 2014-15 per DfE</b>	<b>33,277</b>	<b>332,657</b>	<b>48,039</b>	<b>413,973</b>
Transfer from Schools to Early Years block re premises (agreed by Schools Forum)	432	-432		0
<b>Provisional Funding Block Totals 2014-15</b>	<b>33,709</b>	<b>332,225</b>	<b>48,039</b>	<b>413,973</b>

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## **Service & Resource Planning 2014/15 - 2017/18**

### **Virement Rules 2014/15**

#### **Introduction**

1. Under the Constitution the Council is required to specify the extent of virement within the approved budget which may be undertaken by the Cabinet. Any other changes to the budget are reserved to the Council, other than any changes necessary to ensure compliance with the law, ministerial direction or government guidance.
2. Virement for these purposes is taken to include:
  - the transfer of net budget provision between budget heads as set out in the budget approved by Council;
  - changes to gross income and gross expenditure<sup>1</sup>;
  - the transfer of funds from balances by way of a supplementary estimate.
3. Temporary virements only affect the current financial year. Permanent virements affect the current financial year and all future financial years.

#### **Virements requiring Council approval**

4. Council agree the budget for the forthcoming financial year in February each year. The approval of Council is required for any subsequent virement which:
  - a) Is a permanent virement and involves a major change in policy<sup>2</sup>; or
  - b) Involves the one-off transfer of funds of £500,000 or more between revenue and capital budgets; or
  - c) Is a temporary virement, involves a major change in policy and is for £500,000 or more; or
  - d) Where in the opinion of the Chief Finance Officer a Council decision is required.

The Chief Finance Officer must consider if virements involve a major change in policy.

5. These provisions are reviewed annually as part of the budget setting process.

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<sup>1</sup> The net effect of these changes is nil but the effect on expenditure and income is subject to approval as set out in these rules.

<sup>2</sup> Each plan and/or strategy is agreed by Council and comprised in the policy framework. As set out in the Constitution Article 4, paragraph 2 and Part 3.2 of the Constitution.

### **Virements for which the Cabinet is responsible**

6. Virements that are not the responsibility of the Council become the Cabinet's responsibility. Cabinet must consider:
  - a) The remaining one-off virements that transfer funds between revenue and capital budgets and have a value of less than £500,000.
  - b) Any permanent virement worth £250,000 or more that does not involve a major change in policy;
  - c) Any temporary virement that involves:
    - i. A major change of policy and is worth £250,000 or more but less than £500,000; or
    - ii. No major change of policy and is worth £250,000 or more.
  - d) Any delegated virements that the relevant Cabinet member have concerns about that have been referred to the Cabinet for approval or where in the opinion of the Chief Finance Officer a Cabinet decision is required.

### **Virements delegated by the Cabinet**

7. Cabinet delegates responsibility for the remaining permanent and temporary virements as follows:

#### **Permanent virements**

- a) Responsibility for agreeing permanent virements that do not involve a major change in policy and are worth less than £250,000 is delegated to the relevant Director and Chief Finance Officer (or their nominated officer) subject to the approval of the relevant Cabinet member as part of the monthly financial monitoring process.

#### **Temporary virements**

- b) Responsibility for agreeing temporary virements worth less than £250,000 but greater than or equal to £100,000 is delegated to the relevant Director and Chief Finance Officer (or their nominated officer) subject to the approval of the relevant Cabinet member as part of the monthly financial monitoring process.
  - c) Responsibility for agreeing temporary virements worth less than £100,000 but greater than or equal to £50,000 is delegated to the relevant Deputy Director or Head(s) of Service. These virements should be reported as part of the monthly financial monitoring process.
  - d) Responsibility for agreeing temporary virements worth less than £50,000 is delegated to budget holders and managers affected.
8. Where a decision by Council or Cabinet has already specified that temporary or permanent virements will result the virements should be first agreed and

then actioned by the relevant budget holders and managers affected. If there are disagreements, an arbitration process will be led by the Chief Finance Officer.

9. Ringfenced grant funding has to be used for the specified purpose. Virements to update income and expenditure budgets to match the grant notification provided by the relevant body can be actioned without further approval. The change and the overall updated grant allocation will be noted in the Ringfenced Government Grants annex of the Financial Monitoring Report to Cabinet.
10. Any delegated virements that the relevant Cabinet member or Chief Financial Officer have concerns about must be referred to the Cabinet for approval.

### **Financial monitoring**

11. As part of financial monitoring procedures directorates should be forecasting the full year outturn position. Where action plans to address potential overspends do not reduce the forecast overspend, temporary virements should be made from underspendings elsewhere to reflect the forecast overspend that is not covered by measures in the action plan. Action plans that address overspends of £500,000 or more within a budget head as set out in the budget agreed by Council, or where the section 151 Officer has raised a concern, should be approved by the Chief Finance Officer and the Cabinet Member responsible for Finance and noted in the Financial Monitoring Report to Cabinet.
12. When virements are reported they will be assumed to be temporary virements unless it is specifically stated that they are permanent virements.

### **Cumulative virements**

13. Successive virements to or from the same budget will produce a cumulative effect. If the cumulative effect to or from a budget head approved by Council (see paragraph 2) would require approval at a higher level – for example by Council instead of the Cabinet, the cumulative virement should be reported and approval obtained for the virement that triggers the requirement for cumulative approval in accordance with the requirements set out in paragraphs 4 - 9. The overall effect on the relevant budget head must be noted as part of the request.
14. Once the higher level of approval has been obtained for a cumulative virement the cumulative total is reset to zero. This means that any subsequent virement is a separate request that should be treated as set out above. Cumulative virements are reset to zero at the end of each financial year.

## Chief Finance Officer Powers

15. If directorates do not make virements in accordance with these Virement Rules the Chief Finance Officer has the power to make other virements to remedy the position.

### Who approves a virement?

	Permanent virements		Temporary virements	
Description of the virement	Major policy change	Not a major policy change	Major policy change	Not a major policy change
Council must always decide in the following cases				
Where there is one – off transfer between revenue and capital budgets of £500,000 or more	Not applicable	Not applicable	Council (4b)	Council (4b)
Where in the opinion of the Chief Finance Officer a Council decision is required	Council (4a) and (4d)	Council (4d)	Council (4d)	Council (4d)
In other cases, the value and type of the virement determines who decides <sup>3</sup>				
Where there is a one-off transfer between revenue and capital budgets of less than £500,000	Not applicable	Not applicable	Cabinet (6a)	Cabinet (6a)
£500,000 or more	Council (4a)	Cabinet (6b)	Council (4c)	Cabinet (6c) ii
Less than £500,000 but more than or equal to £250,000	Council (4a)	Cabinet (6b)	Cabinet (6c) i	Cabinet (6c) ii
Less than £250,000 but more than or equal to £100,000	Council (4a)	Director and Chief Finance Officer subject to approval by the relevant Cabinet member (7a)	Director and Chief Finance Officer subject to the approval of the relevant Cabinet member as part of the monthly financial monitoring process (7b)	
Less than £100,000 but more than or equal to £50,000	Council (4a)		Deputy Director or Head(s) of Service and reported as part of the monthly financial monitoring process (7c)	
Less than £50,000	Council (4a)		Budget holders and managers affected (7d)	
Previous decision by Council or Cabinet specifies that virements will			Budget holders and managers affected subject to an arbitration process by the Chief Finance Officer (paragraph 8)	

<sup>3</sup> Changes to expenditure and income arising from changes to ringfenced grant funding can be actioned without further approval and noted in the Ringfenced Grant Annex of the Financial Monitoring Report to Cabinet.

	Permanent virements		Temporary virements	
Description of the virement	Major policy change	Not a major policy change	Major policy change	Not a major policy change
result.				
	Any of the virements in shaded boxes must be referred to Cabinet for decision if the Chief Finance Officer or relevant Cabinet member has concerns about them (6d) and paragraph 9.			

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**Asset Management Plan  
for Oxfordshire County Council  
DRAFT**



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# 1 Purpose

## 1.1 Overall Aim

The County Council holds property to sustain and support its corporate objectives as reflected in the Corporate Plan and associated Business Strategy.

The Asset Management Plan (Operational Property Strategy, excluding Schools) is a document designed to set out the future direction for managing the County Council's property assets. By the very nature of the challenges facing the County Council in the medium term, the Plan needs to provide clarity in terms of objectives but have flexibility to respond to changes in circumstances.

An organisation of the stature and standing of the County Council needs to have an operational and asset portfolio that is both fit for purpose and capable of being adapted to future requirements.

The Council's property is changing significantly in terms of its size composition use and cost in response to changes in the size of the organisation and the way services are delivered. The principles set out in this Plan form the basis on which implementation plans will be developed and taken forward into delivery.

The Plan builds upon last year's document and continues with the shift in priorities from holding property to delivering our services and ensuring our approach to property delivers broader objectives of the Council.

The Plan will continue to be reviewed and updated on a regular basis.

## 1.2 Asset Management Plan – Objectives

This 5-year Plan will provide a framework within which Oxfordshire County Council adopts a strategic approach to securing the operational and financial benefits of a property estate that supports the provision of services using industry best practice whilst at the same time securing the maximum benefit for the local economy.

This approach provides for;

- Developing a vision for County Council property assets over the next five years that supports the County Council's Corporate Plan and Commissioning Agenda
- Setting out a strategic approach for the County Council's property assets
- Shaping the Council's operational property estate to optimise service provision and meet the needs of residents

- Ensuring that operational properties are appropriately located, provide flexible accommodation at low cost, in good condition and accessible to all.
- Achieving a reduction in the overall use of operational space to achieve savings
- Reducing the running costs of buildings and benchmark costs in use against peer group Authorities
- Ensuring the procurement of works for buildings meets sustainable design criteria and that buildings are maintained and managed for maximum energy efficiency.
- Challenging the business case for retaining properties, and exercise Head Lease break clauses, sell/lease surplus properties to achieve best consideration, capital receipts and revenue savings
- Developing an approach that ensures letting income from the County Council's property estate is maximised.
- Developing stronger working across the broader range of property assets held by public sector partners with a view to improving service delivery overall and reducing operational costs

### **1.3 Carillion/Capita Partnership**

The Council has appointed Carillion as its preferred partner in providing a range of property and facilities management services over a 10-year period. The partnership is the key delivery mechanism for this Asset Management Plan.

In addition the contract provides additional services including property management, facilities management, energy management and capital works services.

The relationship between the Partnership and Oxfordshire County Council is the cornerstone to the successful provision of the asset strategy plan. Working in association the parties should deliver a new estate designed to be fit for purpose and which achieves the maximum achievable reductions in operational and property costs whilst delivering the optimum level of services to the community.

## **2 The Asset Management Plan**

Asset Management is the generic process that ensures that land and buildings, or the asset base of an organisation, are structured in the best corporate interests of the organisation concerned. It aligns the property asset base with the organisation's corporate goals and objectives and responds to all functional and service delivery requirements of the organisation.

The Asset Management Plan is a key corporate strategic tool which sets out Oxfordshire County Council's property objectives focussing on how the Council intends to utilise its asset base to deliver its Corporate Objectives.

## **2.1 Why formulate an Asset Management Plan?**

An Asset Management Plan is of importance and relevance to all employees, partners and stakeholders of an organisation including the Elected Members and the general public, together with all other relevant public sector and partner organisations.

The Oxfordshire County Council 5-year Asset Management Plan will be used by elected Members, officers and partner organisations to support/inform any decision related to property assets and should be treated as the key reference point to which all future decisions in relation to the property portfolio are referenced.

## **2.2 What will this Plan achieve?**

The Asset Management Plan provides the template and framework for how the County Council will seek to utilise its land and property assets as a corporate resource. The Asset Management Plan sets out the Council's vision, aspirations and objectives for its land and property assets portfolio, and this will be used to develop and deliver an implementation plan that achieves these outcomes.

Oxfordshire County Council has statutory and other obligations to deliver various functions and services within the county. These include social care, education and library services, maintaining the roads network and waste management and community safety services through to the Fire & Rescue Service. How the property portfolio will play a vital role in the provision of these services is the key output of the Asset Strategy Plan.

# **3 Oxfordshire County Council - Corporate Plan**

## **3.1 About Oxfordshire**

Oxfordshire has a population in the region of 650,000 people. The population is increasing but the county retains a predominantly rural aspect and is the least densely populated county in the South East of England.

The county includes three areas of outstanding natural beauty: the Cotswolds, the Chilterns and the North Wessex Downs and is bisected by the River Thames. Oxfordshire is at the north-western edge of the South East region and, with its central location in England, has strong links to London and the Midlands, as well as west to the Cotswolds and along the M4 corridor.

- 87% of residents regard the county as a good place to live (Place Survey 2008/09).

- The population is healthier and more prosperous than most other areas.
- The local economy contributes £15.4 billion to the national economy.
- Unemployment is amongst the lowest in the country, with fewer than 2% of residents claiming job seekers allowance (December 2011).
- Residents and businesses benefit from the county's position at the heart of the UK rail and road transport network.

Oxfordshire however faces a number of significant challenges:

- More than 30% of the county's workforce is currently employed in the public sector, making it particularly vulnerable to the impact of budget cuts.
- Housing availability and affordability remains a problem.
- There are pockets of significant deprivation, with 18 local areas in the county within the 20% most deprived in England.
- Educational attainment at GCSE level is below the regional and national averages and 6% of 16-18 year olds are not in employment, education or training. These factors contribute to the skills gap experienced by around one in five employers in Oxfordshire.
- Positive improvements in life expectancy mean the County has a growing older population; the number of residents aged over 85 is predicted to more than double by 2033, presenting challenges to service delivery.

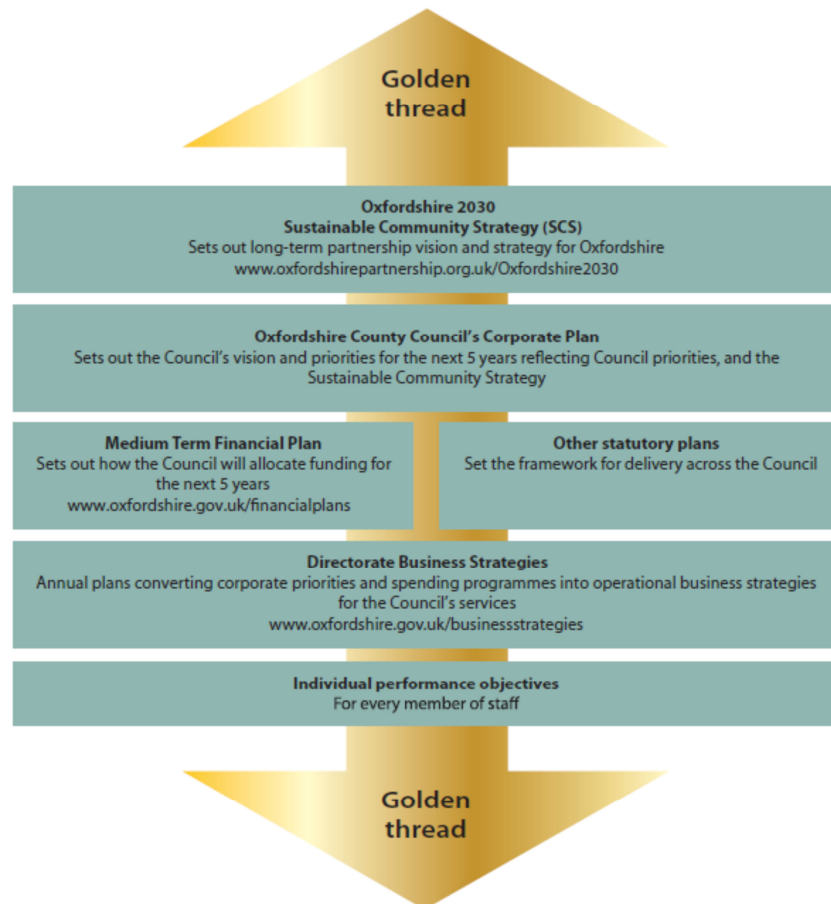
More key facts about Oxfordshire available on the Oxfordshire Data Observatory website: [www.oxfordshireobservatory.info/aboutoxfordshiredata](http://www.oxfordshireobservatory.info/aboutoxfordshiredata)

### **3.2 Thriving Oxfordshire**

Oxfordshire County Council has an overall goal of a Thriving Oxfordshire. This is predicated against vibrant and active communities, and a sense of place; maximising economic growth whilst ensuring that the fruits of growth are enjoyed by all parts of the community and minimising any negative impact on the environment.

These corporate objectives fit into the 'golden thread' which links all of the Council's work from top level objectives through to service delivery and ensures that the Council has a co-ordinated approach to future challenges.

The Council's strategic objectives continue to be consistent with Oxfordshire 2030, the county's long term plan. Despite significant changes to the financial and policy environment that the Council and its local partners face, they remain committed to working together to deliver the longer term ambitions for Oxfordshire.



### 3.3 Key Issues under the Corporate Plan

The Corporate Plan sets out the key issues to be addressed.

**Localism Act 2011** – *a range of measures to support decentralisation including new community rights, reforms to planning processes and empowerment of local government and local communities.*

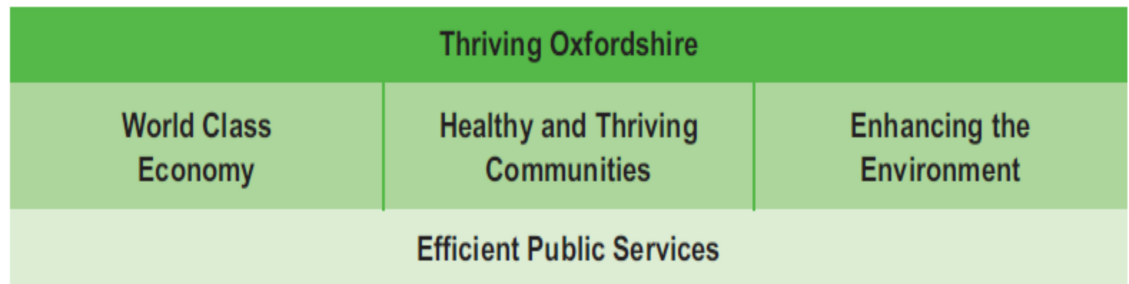
**Open Public Services** – *to increase choice, decentralise power, and diversify public service provision and increase accountability and transparency*

**Schools** – *increasing emphasis upon school autonomy, through Free Schools and Academies, and a more specific role for local authorities in supporting those most in need, thereby changing the relationship between the Council and local schools*

**Strategic National Planning framework** – *a local leadership role to align funding streams and deliver priority outcomes for Oxfordshire*

**Police and Social Responsibility Act 2011** – *established the role of a Police and Crime Commissioner for each Police Authority area responsible for allocating local community safety funding which had previously been provided direct to the Council*

To deliver a Thriving Oxfordshire the Council will work towards the following strategic objectives:



### 3.4 How do our Assets need to change?

The Council's strategic objectives, set out in part above, will mean that the property asset will need to change. The broad implications for the property asset are:

#### **Efficient Public Services**

- *The cost and size of the asset base will need reduce;*
- *Property assets must be treated as a corporate and community resource and their future planned with our partners;*
- *Investment will need to be focussed on priority services and joint asset planning with partners.*

#### **World Class Economy**

- *Infrastructure will need to be provided for growth areas;*
- *Sufficient school pupil places will need to be provided.*

#### **Healthy and Thriving Communities**

- *Changes to the provision of adult and children's social care will mean changes to the property estate;*
- *Encouraging community self help through joint and community use of assets;*
- *The need to improve the intensity of asset utilisation will require more effective working and co-location with our partners.*

#### **Environment and Climate Change**

- *The environmental impact of property will need to be reduced and the estate be made more resilient to climate change to minimise impacts on services and reduce costs;*

- *Appropriate facilities for recycling and waste disposal will be required.*

### 3.5 Property Policy Objectives

The property policy objectives for 2013/14 onwards reflect the outputs required from and by the asset management strategy:

1. Reduce the cost of the property portfolio by 25% in line with Medium Term Financial Plan savings targets for future years.

**Actions:**

- A Deliver the Asset Rationalisation Programme to the end of 2014/15
- B Deliver savings on property costs in line with the MTFP
- C Identify opportunities for additional savings through Locality Reviews and working with partners
- D Introduce a Corporate Agile Workplace policy.

2. Put in place property that is fit for purpose and is aligned and supports corporate priorities and service business strategies.

**Actions:**

- A Identify and programme priority repair and maintenance requirements
- B Allocate capital resources to bring forward schemes to address priority needs
- C Maximise utilisation of all retained property assets.

3. Increase co-location of services and sharing with partner and community organisations within localities to improve service delivery, reduce costs and achieve broader corporate objectives.

**Actions:**

- A Lead on the Oxfordshire Collaborative Asset Management Group.
- B Undertaking on-going programme of Locality Reviews.

4. Use surplus property assets to contribute towards corporate objectives for regeneration in the County.

**Actions:**

- A Identify all potential surplus property assets through rationalisation and the asset disposals programme.
- B Explore all potential regeneration or redevelopment opportunities in priority locations

5. In working with others to realise opportunities for regeneration, if it is required, explore capital investment opportunities, including potential acquisitions, where a robust business case demonstrates an enhanced revenue income or capital receipt or improved asset value.

**Actions:**

- A Consider any site assembly opportunities to generate a subsequent enhanced disposal.

- B Work with partners to explore potential alternative and more beneficial uses for existing property assets including potential Local Asset Backed Vehicle arrangements.

- 6. Maintain energy costs at 2010/11 levels as far as is cost-effective, whilst meeting Government carbon budgets through investment in energy efficiency and renewable energy measures.

**Actions:**

- A Develop and implement a 'whole building' programme of energy investments across the estate
- B Embed a set of low energy behaviours across the organisation
- C Provide targeted feed-back to building users to help manage energy use effectively day-to-day

## 4 The County Council's Property Portfolio

### 4.1 Overview

The property portfolio comprises approximately 830 operational properties. The main property types are as follows:

- secondary schools
- primary schools
- special schools
- offices
- fire stations
- libraries
- museums
- day centres
- highway depots
- staff houses
- children's centres
- early intervention hubs
- waste recycling centres
- Homes for older people

Property Category	Value (£'000)
Operational (Other land and Buildings)	989,471
Non-operational - Investment	4,521
Non-operational – Surplus/Vacant	3,997
<b>Total Asset Value</b>	<b>997,989</b>

The Council makes significant investment in the portfolio each year, through the capital programme and the repairs and maintenance programme. The Council had identified that only 45% of the portfolio was fully fit for purpose and there was required maintenance of £65.8 million.



## **4.2 A Future Approach to Property Assets**

Effective Asset Management requires a strategic policy allied to resources which can respond to change within legal, financial, construction, organisational and development constraints. Planning for change in advance is essential given that acquiring or disposing of properties can be protracted.

The successful implementation of the broader objectives of Oxfordshire County Council will rely upon the Council's ability to clearly determine the following:

- What land and property assets does the Council hold;
- Under what legal basis are these assets held;
- What is the purpose or reason for holding each asset;
- Who uses the asset and what is it used for;
- What is the level of asset utilisation;
- What is the value of the asset; (value can be for different purposes)
- What is the condition and life of the asset;
- What does it cost to hold the asset;
- What does it cost to retain and maintain the asset;
- How Energy Efficient is the asset
- What is the cost per square metre of holding the asset;

The process of accumulating, updating and reviewing this data is in hand through the data warehouse facility. The Integrated Property Asset Management System with a single view of the asset will enable comprehensive property asset performance information to be analysed and reported as required. This information will enable better strategic decision making and inform the ongoing development of the Asset Management Plan. This will also enable the Council to strategically and corporately assess how it needs to act and respond to the challenges of delivering service transformation and also meet cost saving targets whilst still providing effective and efficient public service within Oxfordshire.

## **4.3 Condition Survey Information**

As part of the above process, one of the key elements will be the ongoing assessment of the condition of the Council's property assets and the ability to effectively programme and fund the necessary repair and maintenance requirements. The recent condition survey results have identified total required maintenance of £65.8m (inclusive of schools delegated items), £23.9m of which is within the top two priority categories of urgent or essential works necessary within 2 years.

## **4.4 Corporate Landlord**

All land and property assets are managed under a 'Corporate Landlord' function.

The Corporate Landlord Function allows an integrated and strategic asset management service that responds to all property and accommodation requirements across the Council and delivers outcomes that include:

- Informed strategic asset management decision making where all issues, opportunities and potential improvements are identified, understood and managed under the Asset Management Plan.
- Improved financial decision making relating to property assets and programmed capital and revenue expenditure where life cycle costs are minimised where possible and appropriate.

The identification and delivery of potential Capital Receipts and investment opportunities via a strategic disposal / development review process.

- The identification of potential collaboration and efficiency opportunities across the Council and other public sector partners to maximise and extract as much value from the Councils retained Corporate Land and Property Assets Portfolio as possible.

The recent completion of the ATRIUM database will facilitate the ability to accurately forecast/identify internal costs.

Under the Corporate Landlord approach the directorates and services become notional tenants and make use of the property in delivering a service. There are specific responsibilities that fall both to Corporate Landlord and Notional Tenant, depending on the nature of the asset and the service.

#### **4.5 Atrium Database**

The ATRIUM database forms part of the PIMS (Property Management Information System) central database that, combined with the Corporate Landlord Function, will enable;

- A single view of all the Council's corporate property assets
- Corporate and central management for the entire assets portfolio that enables service delivery providers to focus solely on service delivery requirements.
- A strategic planning capability to meet changing operational and service delivery needs including asset rationalisation and Agile Working.

- Informed strategic and corporate decision making on all land and property matters.
- Real and complete cost information on use and effectiveness of property holdings.
- A real and actual cost in operation and a cost in the holding of property assets together with the ability to re-charge on a real cost basis.
- An integrated approach to meeting community and service needs.
- Rationalisation and investment strategy forward planning and management.

The information from the ATRIUM database will be used as the bedrock for all future decisions in relation to the property asset base.

#### **4.6 Adapting the Property Estate**

The County Council's property portfolio comprises both operational and non-operational property. The portfolio should be held purely in order to support the functionality of Oxfordshire County Council as a provider of services. The operational portfolio will be kept under review in order to ensure it remains fit for purpose. As part of this on-going work, opportunities to rationalise the property estate will be explored, including where appropriate by disposal through questioning existing policies against the following criteria;

- *Is there a clear rationale for owning or holding properties and if a particular asset does not assist service delivery or generate income, is there any beneficial purpose in its retention?*
- *Is there a regular process of review and reporting in place to confirm whether or not individual properties are fit for their intended purpose? Are decisions to retain sites and properties regularly tested?*
- *Is the Council able to quantify the performance and return from any given property asset and particularly its income generating investment property assets?*
- *Has the Council set objectives for its property assets and is performance of the assets monitored to ensure that these objectives are being met and are still relevant?*
- *Is there a clear link between the Council's property assets and its wider corporate objectives?*

#### 4.7 The Current Asset Rationalisation Programme

Medium Term Financial Plan savings on property running costs to the end of 2014/15 are being delivered through the Asset Rationalisation Programme. The critical lease surrenders within the MTFP period are Clarendon House, Oxford, and Windrush Court, Abingdon, both in June 2014. These properties will be vacated in line with those lease timescales, with staff accommodated within the retained estate through more efficient and effective use of office space and the implementation of agile working. This will include the relocation of the Customer Service Centre to County Hall in 2014.

Additional savings beyond the MTFP period are likely to arise from the implementation of a corporate agile working policy ensuring office space is minimised and that other significant lease surrenders can be realised beyond 2014/15. Locality reviews are also likely to lead to other opportunities for rationalisation of the estate.

In the mid-term the opportunity to surrender the leases on space within Unipart House amongst others in May 2017 provides a need for holding a medium-long term office strategy.

The Council's office strategy is currently based on the following principles:

- *Minimising the size of the office portfolio* – ensuring that space requirements take account of a smaller organisation, whose staff work in a more agile way supported by technological improvements
- *Co-location of staff and services* – proactively realising opportunities to co-locate with the districts, the health sector and other public sector bodies
- *Using investment in the office portfolio to support the local economy* – where there is an identifiable need for investment ensuring that it supports wider economic growth priorities

The office model for Oxfordshire will comprise the following office hubs:

- *A northern office hub* – based at Samuelson House in Banbury, but working with partners to explore opportunities for co-location of services as part of wider proposals for the regeneration of Banbury
- *A southern office hub* – based around Abbey House in Abingdon but potentially working with partners to explore opportunities that support shared ambitions for economic growth

- *A central office hub* – based around presence in Oxford, with a balance between presence in the city centre and other locations across the City, including the eastern side as well as potentially the west end.

It is currently anticipated that there will continue to be a need for a satellite office to serve the west of the county in Witney.

It is currently anticipated that Graham Hill House in Oxford (trading standards) and Signal Court in Eynsham (Countryside Services) are retained as specialist offices due to service requirements for adjoining warehouse/workshop accommodation and recent capital investment.

#### **4.8 Agile Working**

The development and implementation of a corporate agile working policy will provide clarity on the likely size of the organisation in future years and the extent to which changes in work styles and co-location will impact on office requirements. This work will inform the medium-long term vision for the office estate and those offices that are retained or disposed of. The relocation of services based in Abingdon to Abbey House is being used as a pilot to develop the County Council's approach to agile working.

In October 2013 Oxfordshire County Council instigated an agile working review across the entire office estate in order to identify a space standard and to inform the Asset Strategy Review with regard to future accommodation needs.

The successful implementation of 'Agile Working' requires a change in the way people work which in turn relies on three elements being put in place;

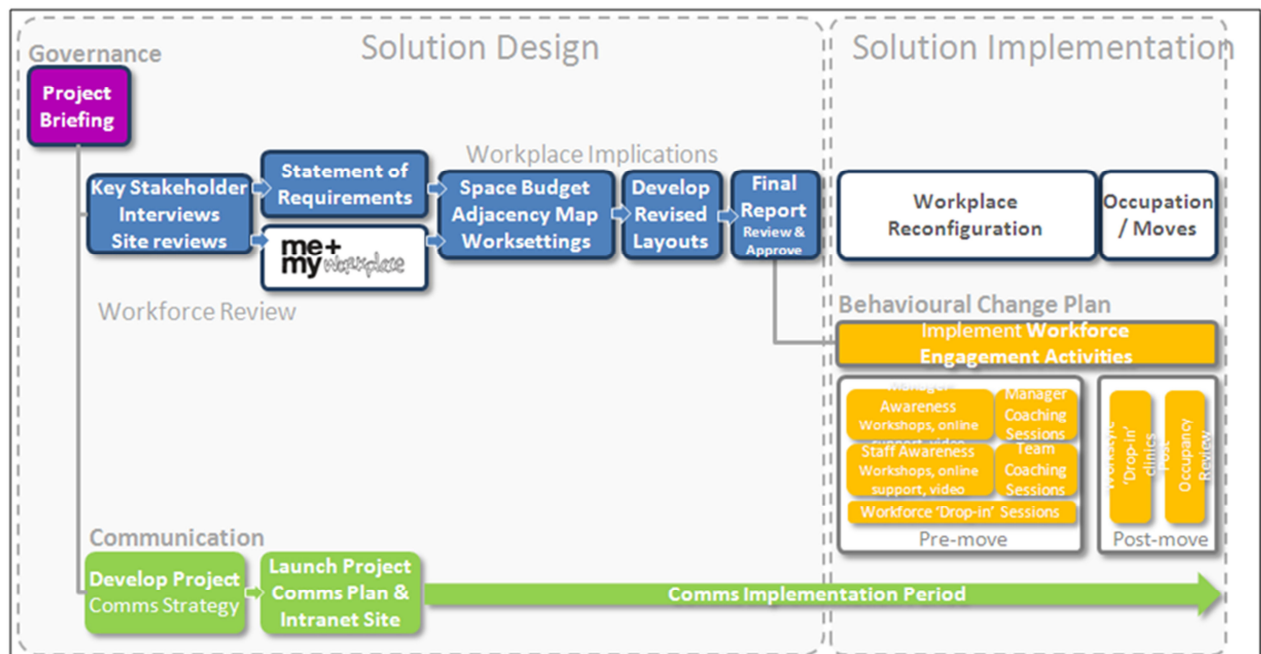
**Sponsorship** – the initiative needs strong and dynamic leadership from the top of the organisation: agile working is a business transformation initiative

**Communication** – the workforce needs to understand what is happening, why and when: it requires a dedicated approach to communications.

**Engagement** – the workforce needs to be, and feel to be engaged in the process of changing how they work; staff members are much more likely to accept new technology, desk sharing and flexible working, if they have been involved in the process of creating the agile working solution.

The review, which will report to the County Council in early 2014 will identify the opportunities and benefits of adopting 'Agile Working' and provide a solution which reflects the needs of Oxfordshire County Council over the next five years.

To secure a benefit over the full term the report will provide a methodology for supporting the OCC in the development and delivery of agile working solutions which reflect the true workforce and organisational needs from solution to implementation as follows.



#### 4.9 Disposals

Land and property assets held by the Council should be considered for disposal as surplus to requirements if any of the following statements apply:

- The asset no longer makes a positive contribution to the current delivery of Council services.
- The asset has no potential for future strategic regeneration and/or redevelopment purposes.
- An alternative site can provide a more cost effective and/or efficient point of service delivery.
- There is no adopted and resourced Council plan/policy/strategy, which will bring the asset into beneficial use in the foreseeable future.

- There is no potential for advantageous shared use with partners.

In general the Council is required to achieve the 'best consideration reasonably obtainable' when it is disposing of land or buildings under s.123 Local Government Act 1972. If it seeks to dispose of land or buildings below the market value, it must obtain the consent of the Secretary of State for Communities and Local Government.

However, the Council (having regard to the Crichton Down rules whereby property must in certain circumstances first be offered back to the original owners) will use its powers under the General Disposal Consent 2003 to transfer land at less than its market value, without the need to seek specific permission from the Secretary of State, provided that:

- a) The purpose for which the land is to be transferred is likely to contribute to the 'promotion or improvement' of the economic, social or environmental well-being of the area; and
- b) The difference between the market value for the land and the actual price paid for the disposal (if any) is not more than £2m (also providing that the reduction in price does not breach State Aid Rules)

#### **4.10 Acquisitions**

Land and property asset interests will only be considered for acquisition if the following circumstances apply:

- The acquisition makes a positive contribution to the delivery of Council services.
- The acquisition will make apposite contribution to reducing occupational cost
- All other methods for the delivery of the service have been investigated and an option appraisal has been undertaken which highlights acquisition as the most economic and efficient means of service delivery.
- The acquisition of the interest has potential for future strategic regeneration and/or redevelopment, or contributes to wider corporate objectives and appropriate funding has been identified.

#### **4.11 Working with Public Sector Partner Organisations**

The County Council will pursue opportunities for more efficient and effective collective use of the wider public sector estate through locality reviews and the Oxfordshire Collaborative Asset Management Group.

The Council supports the principles of CIPFA's ONE Public Estate and place-based asset management and will adopt such an approach across Oxfordshire.

The Council will pursue more informal, and less resource intensive property occupation arrangements with partners (licence agreements, Memorandums of Understanding, £/desk occupation charges). The Council will share property asset information with partners to enable strategic asset management of the public estate

#### **4.12 Development and Regeneration**

In certain cases the Council will hold land and property assets, sometimes for long periods, in anticipation of some wider benefit to be secured through a development or a wider regeneration proposal.

Where appropriate, the Council will use its surplus land and property assets to contribute towards corporate objectives for regeneration in the County and where opportunities arise

The Council will pursue public/private property initiatives, including Local Asset Backed Vehicles, where there is a robust business case for doing so and where the scheme will contribute significantly to corporate objectives for regeneration in a particular locality

#### **4.13 Community Asset Transfer**

The Council is committed to localism and recognises the importance of providing support to voluntary organisations that provide services to the community which are compatible with the Council's wider objectives

The Council will consider the disposal of land and property assets in accordance with the Community Right to Bid provisions of the Localism Act whereby community groups will be given the opportunity to develop a proposal and raise capital to bid for an "asset of community interest" when it comes to the open market

In addition to the Community Right to Bid, community interest in the transfer of property assets will be considered and assets made available for transfer unless one of the following principles applies:

- a) Property revenue savings or capital receipts from the property are needed to contribute to Council savings or to ensure the continued provision of front line Council services;
- b) There is another Council, partner co-location or school need for the property which would be difficult to meet in any other way;



- c) Grant conditions for capital expenditure on the property prevent the asset being transferred or a change of use within a specified timescale.

Once it has been decided that an asset can be made available, the Council will transfer the asset to the community/voluntary organisation on terms to be agreed, if:

- a) There is no other local building from which the community/voluntary organisation could reasonably provide the same service;
- b) The proposal is financially viable and sustainable;
- c) The proposal represents good value, taking into account the expected community benefits; and
- d) The proposal as a whole, and in particular the loss of a potential capital receipt due to a discounted sale price, is affordable.

The County Council will consider proposals from community and or voluntary organisations for either leasing an asset or for purchasing a freehold interest. The Council's detailed policy on community asset transfer is contained in the Community Asset Transfer Policy.

#### **4.14 Academy Transfers**

The Council will transfer education land to Academies under 125 year leases at a peppercorn rent, consistent with the Academies Act 2010.

The Academies Act 2010 includes clear expectations that Academies should have a long leasehold interest unless the predecessor school held the freehold. A "two stage" conversion (Foundation and then Academy) could enable an Academy to obtain the freehold of the school site and is considered against the intentions of the Act. Therefore two stage conversions will be refused by the Council.

Where other Council services (e.g. Libraries, Children's' Centres, Adult Learning, Hearing Impairment, Autism and other Special School services) form an integral part of the school, the Council's ability to continue to provide these services will be secured by taking a 125 year "lease-back" at a peppercorn rent (paying a fair proportion of utilities and maintenance costs).

#### **4.15 Investment Portfolio**

The Council will pursue opportunities for capital investment in surplus property to provide an income stream, subject to a robust business case.

The Council will consider strategic acquisition of investment property subject to the development of a robust business case.

The Council will be willing to hold a longer-term vision for use of capital funding in support of the above.

The Council will explore opportunities to generate additional income from its property portfolio of land and buildings, having regards to the community and neighbouring landowners, which will include:

- Telecoms and Wayleaves etc.
- Wind turbines/solar arrays/alternative energy sources
- Advertising

#### **4.16 Energy Management**

The Council will develop and implement an energy investment programme to meet its energy and carbon objectives.

In general, when making decisions about the management of its property, the Council will seek to minimise energy consumption, both in its buildings and in travel to and from the buildings.

The Council follows the principles of ISO50001 *Energy Management Systems* to define and implement its detailed energy policies and processes.

## **5 Property Requirements by Service**

### **5.1 Library Service**

The Council has a statutory duty to provide a comprehensive and efficient Library Service. There are currently 43 Libraries throughout the County together with 7 Mobile Libraries that service five mobile areas as well providing services to housebound residents.

The County Council's agreed strategy is to fully fund and resource all of the libraries that form part of our comprehensive and efficient library service. The core libraries are:

Abingdon, Banbury, Berinsfield, Bicester, Blackbird Leys, Botley, Carterton, Chipping Norton, Cowley, Didcot, Eynsham, Headington, Henley, Kidlington, Littlemore, Neithrop, Oxford Central, Summertown, Thame, Wallingford, Wantage and Witney.

The Council will also continue to provide a fully supported infrastructure (building, ICT, book stock and the installation of self-service) to those libraries which fall outside of our comprehensive and efficient library service. The Council will work with each of these libraries to establish a Friends Group to enable a shift in the balance of staffing in these libraries towards volunteers over a three-year period. For Community Plus libraries, this would mean one third volunteers and two thirds paid staff. These community plus libraries are:

Chinnor, Faringdon, Grove, Wheatley and Woodstock.

For Community Libraries this would mean one half volunteers and one half paid staff. These libraries are:

Adderbury, Bampton, Benson, Burford, Charlbury, Deddington, Goring, Hook Norton, Kennington, North Leigh, Old Marston, Sonning Common, Stonesfield, Watlington, Woodcote and Wychwood.

Where development and/or regeneration opportunities present themselves the County Council will look to secure appropriate contributions towards the provision of library services. In order to assist in this process, a review of the space standards for libraries will be undertaken during 2014/15. This will ensure the County Council has a robust basis for securing financial contributions.

In addition, during 2014/15 the County Council proposes to undertake a review of all of its library sites with a view to identify opportunities to make better use of existing space, in particular those opportunities that might offer the potential to co-locate services.

## **5.2 Fire and Rescue Service**

The Fire & Rescue service within Oxfordshire is delivered as part of the Council's services however there has been a recent shift in funding from a standard formula allocation, based on population to funding based on capital bids. The service is bound by legal responsibilities relating to response times and generally the existing Fire Stations are considered to be in the right locations to serve the existing population centres. Response times outside of the population centres are more challenging given that Oxfordshire is one of the most Rural Counties in the country.

There is a current shift towards the Oxfordshire service operating as part of a joined up national organisation of Fire & Rescue services to better combat terrorism and other national threats.

The Fire & Rescue Service as part of their Community Risk Management Plan are looking positively towards co-location opportunities particularly with other blue light services and this fits into the Council's wider ambition to work more closely with other public sector organisations.

There is a specific need to address the Fire & Rescue Service's workforce development strategy in relation to the Council's Asset Management Plan and especially in relation to any new locations for Fire Stations. There is a need for retained Fire Stations to be located within five minutes of on-call Personnel.

Future population growth areas in Bicester, Whitney, Wantage/Grove and Carterton, where the Fire & Rescue Service provision is currently provided by the Bampton, Burford and Whitney Fire Stations, has implications for the service due to potential increased risk and response times.

There remains an aspiration to re-provide the fire station at Rewley Road in Oxford as this would release some, or all, of the site for redevelopment. There would also be the potential to co-locate a number of the functions it accommodates, perhaps as part of the Northern Gateway development. However a City Centre Station is still required due to Oxford being a cultural and tourism centre, although a smaller site would suffice as office uses could be relocated elsewhere.

The on-going provision of some Fire & Rescue training is currently being assessed to determine the most effective means of delivering this going forward.

The Fire & Rescue Service also has responsibility for the Council's Gypsy and Traveller Service which has a number of locations within the County. This service currently operates effectively and there are no major asset implications.

### **5.3 Environment and Economy**

The Highways services within Oxfordshire are delivered by Skanska. The Highways contract allows for investment of £5m in highway depots sites, which will be funded through revenue savings. Skanska has licence agreements for the use of Deddington, Milton Common, Drayton, Chipping Norton and Woodcote depot sites. A depot strategy will be developed which will determine where capital will be invested. Feasibility studies will then be undertaken. The priorities for capital investment are:

- Office accommodation, including refurbishment of existing buildings at Drayton and replacement of temporary buildings at Deddington.

- Increased salt storage capacity (Deddington, Chipping Norton, Drayton and Milton Common);
- Other operational improvements, including storage and hard-standing
- Vehicle maintenance, including possible co-location with the Integrated Transport Unit.

## **5.4 Children, Education and Families**

### *Children's Homes*

The Council has two children's homes within the county. Thornbury House children's home for boys was re-provided in a new building on the same site in 2011 and is now known as 40 The Moors, Kidlington. Maltfield House in Headington provides accommodation for girls. Both are now fit for purpose.

The County Council is looking to increase the in-county provision as a means of improving the service available to support vulnerable children. Provision of such services locally will have the added benefit of being more cost effective.

### *Pupil Referral*

The main Pupil Referral Unit is based at Meadow Brook School with other additional units located across the county. The service strategy continues to evolve and there remains a desire to explore potential co-location opportunities within localities.

### *Early Intervention*

Seven Early Intervention Hubs, (EIH) operate across the county, supported by five Early Intervention Satellites (EIS). The EIHs provide a single, integrated early intervention service for children, young people and families with additional and complex needs: services are provided by both Council staff and partner organisations. The EIHs/EISs also provide drop-in office accommodation for staff and support the Council's main hub offices.

### *Children's Centres*

Investment in the children's centre programme means that there now a children's centre accessible to all families across Oxfordshire. The Service is run by a number of different providers, including schools, the Council, private and voluntary organisations.

### *Children's Social Care*

This service is delivered predominately from Knights Court, Samuelson House, Foxcombe/Windrush Court, Nash Court and Kings Gate. Any increase in demand for this service will be considered as part of the office rationalisation proposals under the Strategic Asset Management Plan.

### *Outdoor Education*

There are currently three out of county Outdoor Education Centres with one being located within Oxfordshire at Hill End. The Council owns the freehold of the out of county centres and alternative service delivery models are currently being explored, subject to a robust business case.

### *Adult Learning*

Adult Learning has administrative functions concentrated into four area offices – Unipart House, Kidlington Adult Learning, Union Street (East Oxford) and Grove Adult Learning Centre.

Other premises continue to be required for service delivery. Co-location of Adult Learning accommodation with other Council and partner services continues to be pursued where appropriate.

## **5.5 Social and Community Services**

### *Adult Social Care*

Ninety percent of Adult Social Care Services are provided through contracts with external service providers. The service is moving from that of commissioner to an enabler given the funding changes that provide individual care budgets to service users. The focus of the service is to support users to remain independent in their own home. This focus is assisted by closer working arrangements with health professionals and the District Councils.

There is a desire to encourage more agile working within the provision of Adult Social Care through the use of smaller integrated bases with Health colleagues and more time being spent within communities.

### *Homes for Older People*

Homes for Older People are all leased to the Oxfordshire Care Partnership. The County Council worked with OCP to deliver the re-providing of seven of the homes that were no longer fit for purpose, before undertaking a further piece of work to address the remaining eight homes.

### *Day Services*

As part of the Day Opportunities Strategy traditional older people's day centres were replaced by resource centres. This has been completed in Bicester, Oxford, Abingdon and Witney and one is currently being built in Banbury. This leaves a requirement for Resource Centres in Didcot, Wantage and Wallingford.

### *Learning Disabilities*

There are no property related issues identified for this service at present.

### *Special Needs Housing*

The strategy for the delivery of Extra Care Housing is now established. This need is considered in all Council disposals, as well as any Section 106 bids, and through working closely with District Councils and Housing Providers.

An overall housing strategy is currently being prepared which will set out the need and delivery strategies for all the areas of special needs housing, including older people, as well as learning disabilities, physical disabilities and mental health. Whilst the demographic drivers are not on the same scale as for older people and Extra Care Housing, there is often a need for more specific and specialist housing that cannot be achieved through the normal affordable housing routes. The new strategy document will set out these specifics and the same principles will be applied with regard to the disposal of sites as for Extra Care Housing.

## **5.6 Coroners and Cultural Services**

The Council's Cultural Service incorporates Museums, the Archive Service and other stand-alone cultural sites. The Council also has a statutory duty to collect and store documents as part of the archive service based at the Oxfordshire History Centre (St Luke's Records Office). This facility was recently converted but is now at capacity and as a result a potential future new alternative location might be explored in conjunction with a potential relocation of the current book store service at Holton.

The Oxfordshire Museum in Woodstock is supported from the storage facility at the Standlake Museum Resource Centre which has recently been extended and now provides a sufficient principal storage facility.

## **5.7 Customer Services**

This service is currently split between Unipart House and Clarendon House in Oxford. The need to vacate Clarendon House by June 2014 as part of the Asset Rationalisation Programme will result in the Customer Service Centre relocating to County Hall in spring 2014. The majority of ICT services located within Clarendon House will be relocated to Unipart House at the same time. ICT infrastructure will be moved to the Cloud in 2015/16 which will remove the requirement for a physical Data Centre. Academy Transfers are resulting in a move away from direct services to schools over three years to 2015. The remaining services are currently under review.

## **5.8 Public Health Services**

This service transferred to the County Council with effect from 1<sup>st</sup> April 2013 and is effectively a commissioning service for preventative health services to the public within Oxfordshire. Members of staff located across County Hall and Oxford Health premises at Jubilee House. Opportunities for provision of services from Council property assets are kept under review as contractual arrangements are renewed.

## **5.9 Staff Housing**

The general approach to vacant staff housing was agreed by the Cabinet in July 2005 and seeks to reduce the size of the staff housing estate where there is no school need for the accommodation and where the property can be easily separated from the main school site. The agreed approach is as follows:

- If the house is an integral part of the school site, the school should be allowed to decide whether it wishes to take over the building for teaching or office functions, or whether it wishes to retain it for caretaker use in which case either the responsibility for paying the rent subsidy should transfer to the school, or the school should consider whether the rent should be increased so that no rent subsidy is required;
- If the house is part of the school site, but could potentially be separated to allow a disposal, the Council should review the position with the school before making a firm decision as to whether a sale can be achieved;



- If the house is not part of the school site the Council should pursue disposal of the house, unless there are particular reasons why this is not appropriate.

## **6 Conclusion**

This Asset Management Plan is a live document and will be reviewed annually in line with Service and Resource Planning and Capital Planning process.

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## **TRANSPORT ASSET MANAGEMENT PLAN & PROGRAMME 2014/15 – 2015/16**

### **Introduction**

1. Oxfordshire County Council's Transport Asset Management Plan (TAMP) was approved by Cabinet in March 2008. Officers have been working closely with a working group from the Transport Advisory Panel to refresh the TAMP with a view to it being more reflective of the current needs of the asset and ensuring that prioritisation of schemes enables the authority to derive the greatest value from its investment.
2. The Council has also recently been the subject of a peer review as part of the Highway Maintenance Efficiency Programme set up by the Department for Transport and the Local Government Association. This has enabled the authority to be recognised for the good work it is doing whilst providing challenge, and examples of good practice, on where it can improve. An action plan has been developed to address these improvements and will be implemented over the coming year.
3. This report provides the 2-year rolling programme for all highway maintenance activities and all types of highway infrastructure including roads, footways, bridges, street lighting and drainage in accordance with the current TAMP. The 2014/15 schemes (in Annex B) were presented in draft at the locality meetings held in autumn 2013, as part of the visualised two year programme (2014-16). Comments were taken from the meetings and the schemes were developed in accordance with feedback and condition assessments.
4. Annex A provides the Structural Maintenance Annual Programmes funding allocation for the medium term and the funding for major schemes and other activity. The detailed 2-year Structural Maintenance Programme is provided in Annex B.

### **Asset consideration and prioritisation**

5. Each asset type has differing levels of deterioration and requires specific assessments to ensure that condition is maintained and risk is not increased which might lead to claims or the need for major investment. Each is discussed in turn below:

#### **Carriageways & Footways**

6. Carriageway structural maintenance activities include carriageway resurfacing and reconstruction, structural patching, surface dressing and specialist safety surfacing treatments.

7. The last few years have seen a significant deterioration of the carriageway network with highway defects needing to be addressed rising from 27,958 in 2011 to 52,296 in 2013. This has put significant pressure on revenue budgets with costs increasing from £1.662m to £3.943m in the same period and has put pressure on budgets in place for more proactive activities.
8. Further pressure has been put on maintenance budgets by finding the presence of coal tar in roads recently identified for surfacing. This is classed as a hazardous substance and therefore requires controlled and costly disposal which has significantly increased costs for schemes. To mitigate this issue the service has sought to focus efforts on appropriate recycling of this material to ensure that the impact on capital budgets is kept to a minimum.
9. Significant work has been undertaken in the last few years in developing more advanced forward programmes of work to ensure that more informed decisions can be taken on linking schemes for recycling or commercial reasons to ensure that the programme in its entirety can be delivered as cost effectively as possible.
10. Schemes are currently assessed through relative need factors that effectively score roads and footways according to the level of deterioration present to provide an initial prioritisation. Other factors are then considered such as the ability to recycle schemes, coordination with other works and programmes, links to other strategic priorities and impact of revenue budgets etc. to ensure that the greatest benefits can be derived to determine each year's annual programme of work.
11. Programme appraisals also include assessments of the importance of the route in the network hierarchy and the effects on traffic and localities to ensure that travel on the highway network and the impact on individual communities is not adversely affected by competing road works.
12. The above approach does not detract from the Council's duty to maintain the network in a safe condition. Defects identified through highway inspections or reported by the public on all roads in the County will continue to be investigated and repaired if there is an implication for safety.
13. The County's highway network has proven to be particularly susceptible to the effects of the external environment with significant impact on the highway condition being effected by harsh winters, high temperatures and flooding.
14. The above factors have caused significant break-up of the carriageway surface across much of the network, some road surfaces to melt and the undermining of the foundations of some carriageways and footways (i.e. the embankment slip at Bagley Wood last year). Water entering cracks in the road construction, and the subsequent freezing and thawing process are the main factors that cause widespread damage. Timely and cost effective sealing and drainage treatments before the road deteriorates is therefore imperative to ensure that the road does not deteriorate significantly with the resulting prospect of expensive repair costs and increased claims.

15. To help address this, the Department of Transport made additional funds available for 2013/14 and 2014/15 and these have been directed to ensuring that surfaces are effectively sealed and that water can more effectively run off of the carriageway.

### **Drainage**

16. Poor drainage is a major cause of early carriageway failure and localised highway flooding. In conjunction with the additional capital investment from DfT, more revenue funds have been directed to addressing local drainage issues such as run off channels and ditch clearing in an effort to keep road surfaces drier. Formal drainage investigations are now included in early feasibility work for schemes in the carriageways forward programme with costs built into the annual site investigation and works allocations.
17. The Flood and Water Management Act 2010 places a Duty on the Lead Flood Authority (Oxfordshire County Council) to manage and record all surface water flooding within the County. The Council is developing a strategy on how it intends to manage this and it will go out to public consultation early this year.

### **Bridges**

18. The overall condition of OCC's bridge stock both on the public highway and on the public rights of way network is declining following a reduction in capital funding as resources and funding have been diverted to support other priority assets like carriageways. Therefore, the bridge stock is currently being managed in a reactive rather than proactive way. This has increased the number of bridges on which weight limit measures are being imposed.
19. Recent extreme winters require higher volumes of salt to be spread on the highway which is detrimental to the durability of steel and reinforced concrete bridges. The County has also recently experienced more frequent extreme flood events, hotter summers and colder winters which only serve to increase the stresses on bridge structures and accelerate the rate of deterioration of OCC's bridge stock.
20. The fast running waters of the significant flood events such as those experienced in July 2007 and the more recent events in 2012 have been found to have significantly eroded away parts of the foundations and surrounding supporting soil structure of many bridges in the County. On some public rights of way footbridges have been damaged so significantly they have needed to be closed completely.
21. The service is reviewing the Bridges Maintenance Programme to ensure that future bridge maintenance schemes still provide value for money in terms of whole life costs, and has invested one off money to survey key structures to support this activity.

22. However, this increased knowledge of the condition of the Councils bridge stock is likely to identify urgent works that will need to be undertaken in the coming years.

### **Street Lighting and Traffic Signals**

23. A simple system is used to assess the structural safety of lighting columns that provides an indication of the lighting column condition, which then forms the basis of a series of road lighting condition indicators. The interim report published in June 2002 proposed that the road lighting condition indicator should initially be based on the age of the lighting columns and any indicators of residual life that can be determined, whilst also considering environmental factors and other elements, such as luminaires and cable networks.
24. With an average life expectancy of 30 years it would be necessary to renew an average of 1460 lighting columns per year in order to keep pace with natural deterioration in the condition of Oxfordshire's lighting stock. However, the current budget allocation allows a programme of work to replace approximately 900 columns a year which have reached the end of their expected life. There are over 58,000 lighting columns in the county.
25. In the 1970's and 1980's the Council implemented a large majority of the traffic signal sites across the County. As with the street lighting stock many of these sites have reached their average life expectancy of 30 years and in many cases are beginning to show signs of deterioration. This will put pressure on capital budgets in coming years.

### **Structural Maintenance Programme 2014/15 & 2015/16**

26. Annex B contains the programmes for structural maintenance for 2014/15 and 2015/16. They are presented in Asset type and schemes for each have been identified and the locality identified for further communication and clarity.
27. The main carriageway and footway schemes have been developed in advance where possible by allocating funding for advanced design and coring. This process allows for specific and appropriate treatments to be chosen, risk of coal tar to be identified and costed, and better cost estimates to be provided, enabling more effective use of available budgets and certainty of programme delivery. Specific allocations of funding have been set aside within each year to ensure that this advanced work continues into future years so that delivery can be assured and that the supply chain and market forces can be exploited for economy of scale, effective programming and associated efficiencies.
28. Routine surface dressing sites can only be presented for the first year of the programme as they are subject to pre-patching work a year in advance. All work is carried out within the summer months due to temperature sensitivities.

29. Pre-patching sites cannot be practically identified as a programme as these are iterative from condition assessments carried out within the same year. It is possible that some sites can be identified but they are subject to change dependent on the findings from the inspections. This work will determine the surface dressing programme for the 15/16 programme as highlighted above.
30. Footways are identified for both 2014/15 & 2015/16 and all 2014/15 schemes have been advanced designed to eliminate risk, confirm the treatment and obtain accurate budget estimates as per carriageway schemes.
31. Drainage schemes are identified for 2014/15 & 2015/16. Some advanced design and investigation has similarly been undertaken for the 2014/15 programme to eliminate risk, confirm the design/intervention works and obtain accurate budget estimates as per carriageway schemes. It is not practicable to undertake advance design of the full programme as the investigations required are such that the cost and the impact on the highway network is prohibitive (i.e. the need to excavate along lengths of drainage systems to determine exact requirements where CCTV surveys are not possible) and it is far more cost effective to the authority to build in greater contingencies into subsequent years to be able to react to findings found on site. In addition, a third of the budget has been assigned to a “reactive works fund”. This is due to the nature of the works as they are not readily visible and due to the flooding issues in recent years, flexibility to react must be maintained to manage the asset and the impact of flooding on communities. There is also an allocation made for lining and contributions to schemes which is based on previous years’ experience of reactive need.
32. A further £50k has been made available in each year’s budgets to enable the authority to contribute to schemes of other authorities (including the Environment Agency) where parts of those proposed schemes cross over with the responsibilities of the County Council.
33. Bridges schemes are identified for 2014/15 & 2015/16. It is not practicable to have advanced design in the majority of cases as similarly the impact on full cost budgets and the highway network are prohibitive. The costs for traffic management and destructive material testing in these cases would not provide value for money in all cases and therefore the schemes are presented with a higher contingency within the budget figure. In addition, a reactive works fund is established based on experience of retaining walls works required within year and to deal with problems arising from underwater scour inspections.
34. Network Rail Electrification – A budget for the betterment associated with bridge decks being replaced or renewed has been assigned. This budget ensures that opportunities to make improvements to the highway network during works to several Network Rail bridges are taken which otherwise could prove extremely costly for the council to implement.
35. The constraints on Network Rails programme have been such that it has not been possible to influence the works as much as had been hoped and therefore £2.3m has been released back into the capital programme.

36. Street Lighting column replacements and essential pole bracket replacements are identified for 2014/15 and for the first time a second year programme has been identified for 2015/16.
37. Oxford City's Section 42 allocation is based on a combination of capital and revenue maintenance activities. The City's qualifying capital schemes for carriageways and footways are included within the programme and the budget allocation is made to the city council for the delivery of these schemes. The City's surface dressing allocation is based on a proportional split of the County's surface dressing budget (capital). The City also receives a revenue allocation which is based on a proportion (relevant to the network length) of the County's allocations for relevant routine maintenance activities.

### **Systems & Inventory**

38. The Council's highway network comprises over one million individual items of apparatus. A detailed knowledge of the location, type and condition of the highway inventory is vital to the establishment of appropriate service standards and efficient maintenance regimes. The Council has also a statutory duty in accordance with the new Flood & Water Management Act to publish a register of flood structures for interrogation by the public during 2011.
39. The Council has a framework of inventory and attributes visible on GIS that can be easily updated. It is a main requirement of the current Highway Services Contract to update the inventory as part of the routine day to day business to ensure data is current and easily able to be interrogated. There is also a pressing business need to digitise our large stock of highway records and plans. The service is therefore reviewing its systems for inventory management across all of the relevant asset categories.

### **Additional Pressures**

40. The Asset Management team are continuing to assess the implications of new guidance relating to the exposure, treatment and disposal of coal tar and derivatives. These substances are found in many existing road constructions and are classified as hazardous waste. It is now known that coal tar will be identified at many locations on our network, however, the financial implications of dealing with the problem will only become clearer after further site investigation work and research has been carried out on each location. Where its presence is detected we may have to recycle material on site, or remove it to special treatment facilities or to the approved disposal sites. As a result of this there are several "donor" schemes identified within the forward programme that have "treated" ex-situ recycled material used to avoid costly hazardous waste disposal costs.
41. In the absence of further advice from government agencies, our approach to dealing with this problem is to undertake early site coring and testing and to design maintenance treatments to limit disturbance of the coal tar as far as possible or, where feasible, to utilise suitable on-site recycling methods that



should help reduce disposal costs. Consequently, dealing with the coal tar will add significant costs in addition to the extra cost of increased coring and testing if recycling options and donor schemes cannot be found and the resultant material has to be disposed of as hazardous waste.

42. Embankment Stabilisation – The service continues to monitor the sites where embankment stabilisation was identified as being potentially problematic last year. There are 7 sites of strategic network importance that are currently being monitored which would need to be addressed without delay if slippage is imminent, a provisional budget allocation has been included within the earmarked reserves of the capital programme for this purpose. Whilst there continues to be some movement at these sites there has been no indication of an imminent slippage similar to that which occurred at Oxford Road in Bagley Wood in December 2012.
43. Works to restore the carriageway at Bagley Wood has recently been completed and the road was reopened before Christmas as programmed.

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**Transport Asset Management Plan Capital Programme Summary 2013/14 to 2017/18**

	<b>Current Year</b>	<b>Firm Programme</b>		<b>Provisional Programme</b>		<b>Total</b>	<b>Current Capital Programme</b>	<b>Movement</b>
	<b>2013 / 14</b>	<b>2014 / 15</b>	<b>2015 / 16</b>	<b>2016 / 17</b>	<b>2017 / 18</b>			
	<b>£'000s</b>	<b>£'000s</b>	<b>£'000s</b>	<b>£'000s</b>	<b>£'000s</b>	<b>£'000s</b>	<b>£'000s</b>	<b>£'000s</b>
Carriageway Schemes (non-principal roads)	3,066	3,668	2,831	3,280	3,281	16,125	12,004	4,121
Footway Schemes	1,506	1,334	1,250	1,335	1,353	6,778	5,070	1,708
Surface Treatments	3,741	3,752	3,753	3,875	3,888	19,009	14,161	4,848
Street Lighting Column Replacement	500	500	490	490	490	2,470	1,880	590
Drainage	1,100	950	945	930	922	4,847	3,649	1,198
Bridges	576	1,385	1,047	512	547	4,067	2,831	1,236
Public Rights of Way Foot Bridges	8	192	100	100	100	500	400	100
Additional Maintenance Works	2,312	1,239	0	0	0	3,551	3,551	0
<b>TOTAL</b>	<b>12,808</b>	<b>13,020</b>	<b>10,416</b>	<b>10,522</b>	<b>10,580</b>	<b>57,346</b>	<b>43,546</b>	<b>13,800</b>

Current Capital Programme	13,299	12,424	8,144	9,679	0	43,546
Movement	-491	596	2,272	843	10,580	13,800

Additional year annual allocation	11,500
Unrequired funds returned from reserve for rail electrification betterment works	2,300
<b>Total additional funds</b>	<b>13,800</b>

**Major Schemes and other items (not including those completing in 2013/14)**

	<b>Previous Years Spend £'000s</b>	<b>2013 / 14 £'000s</b>	<b>2014 / 15 £'000s</b>	<b>2015 / 16 £'000s</b>	<b>2016 / 17 £'000s</b>	<b>2017 / 18 £'000s</b>	<b>Total Budget £'000s</b>
Network Rail Electrification Bridge Betterment Programme	0	20	2,410	486	0	0	2,916
Thames Towpath Reconstruction	71	215	309	0	0	0	595
Bridges works included in Kennington Scheme	0	37	803	0	0	0	840
A4130 Bix dual carriageway	344	150	4,006	430	0	0	4,930
A420 Shrivenham Bypass	85	200	2,773	362	0	0	3,420
A420/A34 Slip Road		0	72	564	514	0	1,150
<b>Total</b>	<b>500</b>	<b>622</b>	<b>10,373</b>	<b>1,842</b>	<b>514</b>	<b>0</b>	<b>13,851</b>

TRANSPORT ASSET MANAGEMENT PLAN- STRUCTURAL MAINTENANCE PROGRAMME 2014/15 and 2015/16					
ID	Parish	Road Name	2014/15 Costs (£)	2015/16 Costs (£)	NOTES
<b>ASSESSED CARRIAGEWAY SCHEMES - (NON-PRINCIPAL ROADS PROGRAMME)</b>					
<b>A- NON- PRINCIPAL ROAD PROGRAMME</b>					
	Stanford in the Vale	High Street & The Green	244,879		
	Radley	Thrupp Lane		78,000	Deferred from 2014/15 to 2015/16
	Oxford City (S42)	Pembroke Street, St Aldates to St Ebbes Street		61,000	Deferred from 2014/15 to 2015/16
	Oxford	Park End Street (Worcester Rbt to Holybush Row)			Transferred to 2016/17 for co-ordination with the Frideswide/Station works programme but may need to be brought forward again. Latest estimate £346,885.
<b>TOTAL NON-PRINCIPAL ROAD SCHEMES</b>			<b>244,879</b>	<b>139,000</b>	
<b>B- VALUE ENGINEERED SCHEMES PROGRAMME</b>					
	Abingdon	A415/A34 Marcham Interchange Rbt			Brought forward from 14/15 to 13/14
	Oxford City (S42)	Mere Road			Removed from 14/15 programme as patched and surface dressed
	Didcot	Station Road	83,253		Pre GW2 Estimate
	Thame	Thame Park Road (Altingham Toll House Bend)	67,199		
	Kennington	The Avenue Section 2 (St Swithuns Rd to Kennington Rd)	208,770		
	Witney	Corn Street	279,666		
	Abingdon	Preston Road	257,066		
	Thame	Commarket	160,672		
	Cumnor	B4044 Eynsham Road corner	634,671		
	Watlington	B480 Cuxham Road Roundabout	84,414		
	Oxford	A420 London Road	490,000		
	Oxford City (S42)	Hayfield Road	38,954		
	Oxford City (S42)	Osler Road	205,885		New Entry
	Oxford	A4144 Woodstock Road	80,000		New Entry (Contribution)
	Banbury	Westbar Street	153,340		New Entry
	Berinsfield	Fane Drive	139,392		New Entry
	Shipton Under Wychwood	Milton Road	126,522		New Entry
	Kennington	The Avenue Section 1 (110 Kennington Rd to The Avenue)	130,944		New Entry
	Abingdon	Drayton Road		232,531	
	Didcot	A4130 Didcot Perimeter Road		402,480	
	Banbury	Hennef Way Roundabout		475,200	
	Didcot	A4130 Power Station Roundabout		103,728	
	Oxford City (S42)	Sandy Lane West		198,961	
	Didcot	Broadway		186,615	
	Oxford	A40 Thornhill Park & Ride		429,660	
	Residual Design for 14/15		10,000		
	Advance Design		197,000	160,000	
	Advance Site Investigation		75,000	50,000	
	Contingency Allowance			452,362	7%
<b>TOTAL VALUE ENGINEERED SCHEMES</b>			<b>3,422,748</b>	<b>2,691,537</b>	
<b>TOTAL ASSESSED CARRIAGEWAY SCHEMES</b>			<b>3,667,627</b>	<b>2,830,537</b>	

ID	Parish	Road Name	2014/15 Costs (£)	2015/16 Costs (£)	NOTES
<b>COMBINED SAFETY SCHEMES PROGRAMME</b>					
	Banbury	A361 Southam Road + R/about , Banbury 100 inlay	167,077		Deferred from 13/14 to 14/15
	Aston Rowant	A40 Aston Hill Bend 1+2+3 Retexturing / lining/ draiange	106,870		Deferred from 13/14 to 14/15
	Kirtlington/W-ot-G	B430 Kirtlington/Weston on the Gr - Akeman St Draiage, signs and lining	11,068		
	Wardington	A361 Wardington - Wardington Road 100 Inlay	98,003		
	Hardwick	B4100 Hardwick Junction Patch / SD /lining	49,264		
	Thame	B4012 Thame Park Road, Bow bridge 100 inlay /1.2m edge haunching	104,939		
	Chalgrove	B480 Cutmill, nr Chalgrove 85 overlay / Inlay	61,148		
	Carteton	B4020 Shilton Dip (Nr Carterton) 100 inlay / overlay/ 1.2m edge haunching	113,693		
	Bicester	A4421 Bicester, Peregrine Way 85 Inlay, lining	119,695		
	East Hendred	A417 Reading Road, 100 inlay / overlay		180,700	13/14 Reserve scheme
	Signs		20,000		
	Design	Including advanced investigation and design	90,000		
	Residual 13/14 design		75,000		
	Programme to be confirmed			901,543	
	Contingency Allowance			225,184	11%
<b>TOTAL COMBINED SAFETY SCHEMES</b>			<b>1,016,757</b>	<b>1,307,427</b>	
<b>ROUTINE SURFACE DRESSING SCHEMES PROGRAMME</b>					
		A3400 - Chapel Hse - Over Norton	31,500		
		A3400 - Southcombe - Chapel House	31,500		
		A361 - Swerford - Chapel Hse	84,000		
		A4095 Enslow	16,200		
		A44 - Woodstock /Manor Rd	10,500		
		B4026 - Over Norton	18,000		
		B4030 - Lower Heyford	27,000		
		B4030 - Rousham - Hopcroft Halt	23,400		
		B4100 Bainton - Swift Hse	50,400		
		Caversfield	16,530		
		Kingham - B4450	19,800		
		MUW - Fifield	26,250		
		Waterloo Crossroads/Bainton	30,690		
		Williamscot - Chacombe	13,050		
		Cholsey Hill, Cholsey	20,745		
		Huntercombe End Lane, Nuffield	17,019		
		Kingsey Road (east), Thame	35,001		
		The Green, Stadhampton	8,040		
		Watlington Road, Benson	10,800		
		Cutmill Nr Cuxham B480	31,350		
		A4130 Didcot Marsh to Tesco RAB	6,195		
		A4130 Didcot Sires Hill to Slade RAB	32,550		
		A418 Aylesbury Road Thame	26,265		
		Great Hasely	10,908		
		A4155 Shiplake	28,770		
		A4155 Marlow Rd Henley	29,160		
		A417 Haddenham Road Thame	6,300		
		Barrow Road Shippon	20,376		
		Tumbledown Hill/Cumnor Rd	45,000		
		Green Lane Bayworth	9,150		
		Milton Road Drayton	28,800		
		Brize Norton Road Carterton	12,240		
		Swinbrook Road Carterton	10,890		
		A420 Between A417 Roundabouts	16,875		

ID	Parish	Road Name	2014/15 Costs (£)	2015/16 Costs (£)	NOTES
		Tulwick Lane Grove	4,950		
		A415 Abingdon Road Standlake	27,000		
		A420 Besselsleigh	47,775		
		A420 from j/o A417 to Wadley Manor	31,200		
		A4165 Banbury Road - ST. GILES TO PARKS ROAD	9,802		
		A4165 Banbury Road - PARKS ROAD TO SOUTH PARADE	6,180		
		A4165 Banbury Road - BARDWELL ROAD	1,097		
		A4165 Banbury Road - NORHAM ROAD TO BARDWELL ROAD	3,740		
		A4165 Banbury Road - BARDWELL ROAD TO LINTON ROAD	5,554		
			6,517		
		A4165 Banbury Road - LINTON ROAD TO BELBROUGHTON ROAD			
		A4165 Banbury Road - BELBROUGHTON ROAD TO MARSTON FERRY ROAD	6,290		
		A4165 Banbury Road - MARSTON FERRY ROAD TO DIAMOND PLACE	4,301		
		A4165 Banbury Road - HAMILTON ROAD TO LONSDALE ROAD	3,864		
			10,631		
		A4165 Banbury Road - HERNES CRESCENT TO HAMILTON ROAD			
		A4165 Banbury Road - HERNES CRESCENT TO WENTWORTH ROAD	3,190		
			8,541		
		A4165 Banbury Road - WENTWORTH ROAD TO CARLTON ROAD			
		A4165 Banbury Road - CARLTON ROAD TO CUTTESLOWE ROUNDABOUT	3,920		
		A4165 Banbury Road - CUTTESLOWE ROUNDABOUT TO HAREFIELDS	3,092		
		A4165 Banbury Road - HAREFIELDS TO JORDAN HILL	11,343		
		A4165 Banbury Road - JORDAN HILL TO END	11,547		
		B480 Cowley Road - Bartlemas Close to Howard Street	6,414		
		B480 Cowley Road - Dawson Street to Jeune Street	4,568		
		B480 Cowley Road - Divinity Road to Southfield Road	3,465		
		B480 Cowley Road - East Avenue to Manzil Way	2,358		
		B480 Cowley Road - Howard Street to Shelley Road	11,119		
		B480 Cowley Road - Juene Street to Union Street	5,454		
		B480 Cowley Road - Magdalen Road to Bartlemas Close	3,743		
		B480 Cowley Road - The Plain to Dawson Street	1,269		
		B480 Cowley Road - Shelley Road to Marsh Road	9,848		
		C16101 Evans Lane	12,390		
		C16101 Evans Lane Service Road	1,548		
		C16093 Mill Street	10,482		
		A44 WOODSTOCK ROAD - RUTTEN LANE TO SCIENCE PARK	9,627		
		A44 WOODSTOCK ROAD - LANGFORD LANE TO BEGBROKE	16,040		
		A44 WOODSTOCK ROAD - BEGBROKE TO LANGFORD LANE	17,998		
		A44 WOODSTOCK ROAD - BLADON ROUNDABOUT TO WOLSEY COURT	14,576		
		A44 WOODSTOCK ROAD - WOLSEY COURT TO LANGFORD LANE	11,300		
		lines /studs and markings.	280,000		
		Design	35,000		
		Fees	144,342		
		Carriageway Retexturing	100,000		
		s42	168,000		
		15/16 programme to be identified		1,450,000	
		Programme contingency		145,673	4%
		<b>TOTAL SURFACE DRESSING SCHEMES</b>	<b>1,885,327</b>	<b>1,595,673</b>	
		<b>SURFACE DRESSING PRE-PATCHING SCHEMES</b>	<b>850,000</b>	<b>850,000</b>	
		<b>TOTAL SURFACE TREATMENTS</b>	<b>3,752,084</b>	<b>3,753,100</b>	

ID	Parish	Road Name	2014/15 Costs (£)	2015/16 Costs (£)	NOTES
	<b>FOOTWAYS PROGRAMME</b>				
	Oxford City (S42)	Catte Street	62,070		
	Oxford City (S42)	Wellington Square	58,443		
	Oxford City (S42)	Brasenose Lane	27,821		
	Oxford City (S42)	Oriel Square	29,485		
	Oxford City (S42)	Harebell Road	77,688		
	Kennington	The Avenue	62,835		
	Chipping Norton	Over Norton Road	17,624		
	Henley	West Green	33,137		
	Horspath	College Way	54,480		
	Marston	Marston Road	42,140		
	Culham	Sutton Bridge, Abingdon Road	9,561		
	Thame	Queen's Road	50,705		
	Didcot	Brasenose Road	20,471		
	Wallingford	Wallingford Bridge	16,757		
	Middle Barton	North Street	11,353		
	Ardley	Station Road	6,303		
	Banbury	St Leonard's Close	21,478		
	Milton-Under-Whychwood	Frog Lane	13,424		
	Henley	Northfield End	17,428		
	Banbury	Link Footway - Waller Drive / Browning Road			Scheme duplicated
	Oxford	A40 Northern Bypass Layby Westbound near Cherwell Bridge Footway	13,554		
	Didcot	Ladygrove Loop	39,755		New
	Banbury	Footpath Link from Bloxham Rd to Byron Rd	40,077		New
	Witney	B4022 Oxford Hill	4,695		New
	Oxford	High Street Magdalen Bridge	88,209		New
	Didcot	St John's Close	22,106		New
	Henley	St Andrew's Road (N)	73,664		New
	Abingdon	Drayton Road (West side)	13,410		New
	Henley	St Andrew's Road (S)	70,695		New
	Wantage	Upthorpe Drive	78,461		New
	Crowmarsh Gifford	The Street	21,674		New
	Curbridge	Well Lane	26,759		New
	Ardley with Fewcott	Castlefields	27,807		New
	Didcot	Lydalls Road	24,389		New
	Banbury	Nuffield Drive	57,736		New
	Tetworth	A40 Tetworth Atlington Stud Footway		21,000	deferred from 14/15 to 15/16
	Chinnor	Elderdene		72,770	
	Chilton	Elderfield Crescent		35,757	
	Cholsey	Pound Lane		26,013	
	Hanborough	Churchill Way		94,264	
	Henley	Makins Road		86,711	
	Abingdon	Cherwell Close		38,560	
	Wiggington	Wiggington Road		43,976	
	Kennington	The Avenue (Section 1)		54,313	
	Grove	Mayfield Avenue		73,099	
	Oxford City (S42)	Giles Road		105,758	
	Oxford City (S42)	Nicholas Avenue		38,851	
	Oxford City (S42)	Mill Lane		118,224	
	Kidlington	South Avenue		108,058	
	Hanborough	Witney Road Long Hanborough		10,666	
	Cholsey	Brookside		20,389	
	Finmere	Chinnals Close		31,842	
	Residual Design for 14/15		10,000		
	Advance Design		88,088	80,000	
	Contingency Allowance			189,994	8%
	<b>TOTAL FOOTWAYS SCHEMES</b>		<b>1,334,282</b>	<b>1,250,245</b>	

ID	Parish	Road Name	2014/15 Costs (£)	2015/16 Costs (£)	NOTES
	<b>DRAINAGE SCHEMES</b>				
	Oxford, Florence Park, Cowley	Contribution to flood relief works for Campbell Road	40,000		Deferred from 13/14 to 14/15
	A41 Wendlebury Stream to Bicester	Continue existing works - ditch regrade	60,000		New scheme
	A40 A415 slip to A40 B4477, Witney	Drainage Repair	100,000		
	Ascott Under Wychwood The Green	New drain	25,000		
	Bampton, Various	Repair Asset Report Defects	0		Removed as jetting survey work carried out solved the problem
	Black Bourton	Replace Outfall Pipe	25,000		
	Filkins And Broughton Poggs	New highway drainage system	63,000		New scheme
	Kiddington Canyon	Provide channel & connect to existing	30,000		
	Kidlington, Springfield Road & Edinburgh Place	Improve existing system	0		Scheme brought forward to 13/14
	Littleworth, Buckland Road	Provide 150mm system	12,000		
	North Leigh, East End	Improve existing systems	25,000		
	Salford, Lower End	New highway drain	20,000		
	South Leigh	Upsize Culvert	20,000		
	Witney, West End	Drainage Investigation & Repair	20,000		
	Wroxton, Main Street (Phase 3)	Replace stone drain	0		Removed as urgent work completed in 13/14
	Stonesfield, Cockshoot Close	Improve existing system		40,000	deferred from 14/15 to 15/16
	Banbury Acorn Road	Highway Drainage Improvements		20,000	
	Bladon A4095 Grove Lane Jct with Park Street	Repair and replace damaged Culvert and System		30,000	
	Bloxham Painters Close	Upsizing pipe and new outfall		20,000	
	Botley Cumnor Road / Eynsham Road	New Gullies and connect pipe to surface water sewer		20,000	
	Burcott Park	New soakaway			Deferred to 16/17
	Compton Beauchamp	Additional pipework and Gullies		20,000	
	Cothill	New Highway Drain		20,000	
	East Lockinge to Betterton	Additional Highway Drainage		20,000	
	Fernham High Street	Replace Culvert		20,000	
	Fulbrook, Manor Farm Westall Hill	New Drainage System		15,000	
	Hempton Duns Tew Road	New Drainage System		20,000	
	Launton Station Road	New pipework to prevent pond from flooding road		15,000	
	Lew Yelford Road ??	Culvert and additional drainage			Deferred to 16/17
	Steventon Mill Lane	Additional pipework and gullies		20,000	
	Westcot	Highway drain replacement		20,000	
	Countywide	Investigations for schemes	50,000	50,000	
	Countywide	Lining	30,000	30,000	
	Countywide	Drainage Design Costs	80,000	80,000	
	Countywide	Emergency Works	300,000	295,000	
	Countywide	Contributions	50,000	50,000	
		Contingency		140,000	8%
	<b>TOTAL DRAINAGE SCHEMES</b>		<b>950,000</b>	<b>945,000</b>	



ID	Parish	Road Name	2014/15 Costs (£)	2015/16 Costs (£)	NOTES
	<b>BRIDGES PROGRAMME</b>				
	<b>ANNUAL FUNDS</b>				
	Assessment of disused rail bridges (12 approx)	Inspection & Assessment of BRPB Bridges	30,000		
	Principal Inspection and Assessment	Inspection and assessment work.	99,000	150,000	
	Newbridge Maintenance & Monitoring	Special Inspections for weak bridge	10,000	11,000	
	Wovercote Temp Lights	Load mitigation until replacement bridge is constructed	4,000	4,000	
	Brickfield Subway Recon Fund	Ongoing annual capital contribution to future structure replacement	7,000	7,000	
	<b>SCHEMES</b>				
	Cottesmore Footbridge 6068	Post-tensioning review, Concrete Repair, Waterproofing, Joints, Parapets height. Pier protection?	34,000		Carry forward from 13/14 to 14/15.
	Winterbrook Bridge	Joints/drainage, access hatch safety, security and leakage, parapet upstand cladding connection and WP investigation and settlement monitoring.	30,000		Carry forward from 13/14 to 14/15.
	Stert Culvert Repairs.	Strengthening of 100m section.	280,000		Carry forward from 13/14 to 14/15.
	Gaunt House Mill	Testing, Concrete repairs, waterproofing and resurfacing.	106,000		Carry forward from 13/14 to 14/15 and increase budget
	Upgrade of low bridge signage	Low Bridge signage review and metrification	15,000	35,000	Transfer from 13/14 to 14/15 and from 14/15 to 15/16
	West Mill	Resurfacing (existing is failing)	40,000		
	Weirs Mill Post-tension Inspection	Post tensioning inspection , assessment			Transfer of funding within 14/15
	Kennington rail substructure	Post-tension inspection and assessment, repairs RC	80,000		
	Tomkin's Bridge 0360	BDE coned down to 1 lane. One end requires widening/ reconstruction		60,000	New schemes
	Ickford Bridge 0076	BDE repointing and signalise to reduced damage and vibration on bridge. Approximately 190m length under signals.		80,000	
	Heath Bridge	BDE Investigation and probable deck replacement	400,000		
	<b>OTHER PROGRAMME ITEMS</b>				
	Scour works identified from the 13/14 in-house scour inspections.	Scour repairs etc for Astall 0008, Enslow 0055, Minster Lovell 0085, Somerton 0089, Pudlicote 0247, Lyneham 0248, Widford 0294, Ironbridge 0378, Swailsford 0380, Tittford 0400, Friars Mill 5 0796 & Godstow 1064.	250,000		
	Scour works identified from further inspections.			350,000	
	Reactive works fund	To cover unprogrammed urgent structure defects that materialise during the year, e.g. joint failures, retaining wall collapses		50,000	
	CONTINGENCY	CONTINGENCY		300,000	Includes £100k for Kennington
					14%
	<b>MAJOR SCHEMES</b>				
	Isis Bridge Waterproofing				£840k funds transferred to Kennington major scheme
	Weirs Mill Major Maintenance				
	Kennington road and railway	higher contingency held in 2015/16 until more information known			
	<b>TOTAL BRIDGES SCHEMES</b>		<b>1,385,000</b>	<b>1,047,000</b>	

ID	Parish	Road Name	2014/15 Costs (£)	2015/16 Costs (£)	NOTES
	<b>STREET LIGHTING</b>				
	Pole Replacement				
	Abingdon	St Amand Drive	£22,000		
	Abingdon	Hedgemoad Ave	£35,000		
	Adderbury	Deene Cl	£18,000		
	Kidlington	The Moors	£35,000		
	Didcot	Broadway	£20,000		
	High Street	Steventon	£34,000		
	Banbury	Various roads	£60,000		
	Harwell	Abingdon Road, Harwell Rd	£35,000		
	Grove	Albermarle Drive Area	£19,000		
	Shrivenham	Martens Cl Area	£12,000		
	Oxford	Various roads	£182,000		
	Oxford - Various Roads			£170,000	
	Abingdon - Various Roads			£85,000	
	Bloxham - Various Roads			£43,000	
	Charlbury - Various Roads			£34,000	
	Chipping Norton - Various Roads			£34,000	
	Henley - Various Roads			£74,000	
	Didcot - Various Roads			£50,000	
	Pole Bracket Replacements				
	Hornton		£5,000		
	Milcombe		£7,500		
	North Newington		£6,000		
	Shutford		£4,500		
	Sibford Ferris		£5,000		
	<b>TOTAL STREET LIGHTING SCHEMES</b>		<b>500,000</b>	<b>490,000</b>	
	<b>Public Rights of Way Footbridges</b>				
	Upper Heyford		95,000		
	Drayton St Leonard		97,000		
	South Leigh Footpath 34 (footbridge)			40,000	
	Hardwick Footpath 5 (Footbridge)			40,000	
	Programme contingency			20,000	7%
	<b>TOTAL PROW</b>		<b>192,000</b>	<b>100,000</b>	
	<b>TOTAL STRUCTURAL MAINTENANCE ANNUAL PROGRAMMES</b>		<b>11,780,993</b>	<b>10,415,882</b>	

## CAPITAL PROGRAMME: 2013/14 TO 2017/18

Programme	Current Year	Firm Programme	Provisional Programme				CAPITAL INVESTMENT TOTAL
	2013 / 14 £'000s	2014 / 15 £'000s	2015 / 16 £'000s	2016 / 17 £'000s	2017 / 18 £'000s	2018 / 19 £'000s	£'000s
Children, Education & Families 1 - OCC	31,187	33,154	37,169	45,233	30,678	0	177,421
Children, Education & Families 2 - Schools Local Capital	3,846	2,046	1,417	1,417	1,417	0	10,143
CEF Programme reductions to be identified	0	0	-6,450	-6,450	-6,450	0	-19,350
Social & Community Services	4,310	14,019	3,971	12,588	1,160	0	36,048
Environment & Economy 1 - Transport	25,871	46,010	25,749	15,781	11,317	0	124,728
Environment & Economy 2 - Other Property Development Programmes	2,403	10,973	13,230	1,646	374	0	28,626
Chief Executive's Office	906	842	537	0	0	0	2,285
<b>TOTAL ESTIMATED CAPITAL PROGRAMME EXPENDITURE</b>	<b>68,523</b>	<b>107,044</b>	<b>75,623</b>	<b>70,215</b>	<b>38,496</b>	<b>0</b>	<b>358,751</b>
Earmarked Reserves	0	0	7,850	10,650	22,710	10,000	51,210
<b>TOTAL ESTIMATED CAPITAL PROGRAMME</b>	<b>68,523</b>	<b>107,044</b>	<b>83,473</b>	<b>80,865</b>	<b>61,206</b>	<b>10,000</b>	<b>411,111</b>
<b>TOTAL ESTIMATED PROGRAMME IN-YEAR RESOURCES</b>	<b>70,303</b>	<b>91,023</b>	<b>65,327</b>	<b>79,243</b>	<b>48,512</b>	<b>2,504</b>	<b>356,912</b>
In-Year Shortfall (-) / Surplus (+)	1,780	-16,021	-18,146	-1,622	-12,694	-7,496	-54,199
Cumulative Shortfall (-) / Surplus (+)	54,199	55,979	21,812	20,190	7,496	0	0

SOURCES OF FUNDING		2013 / 14	2014 / 15	2015 / 16	2016 / 17	2017 / 18	2018 / 19	CAPITAL RESOURCES TOTAL
		£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
SCE(C) Formulaic Capital Allocations - Un-ringfenced Grant		41,504	54,389	24,603	21,371	21,025	0	162,892
SCE(C) Supplementary Grant Approval		293	965	72	0	0	0	1,330
Devolved Formula Capital- Grant		3,820	2,046	1,417	1,417	1,417	0	10,117
Prudential Borrowing		1,872	12,477	12,203	20,660	9,915	0	57,127
Grants		12,301	18,491	3,213	1,117	0	0	35,122
Developer Contributions		6,582	17,131	22,769	30,020	16,155	2,504	95,161
District Council Contributions		420	5	250	0	0	0	675
Other External Funding Contributions		454	410	0	0	0	0	864
Revenue Contributions		1,277	1,130	985	280	0	0	3,672
Schools Contributions		0	0	126	0	0	0	126
Use of Capital Receipts		0	0	17,835	6,000	625	0	24,460
Use of Capital Reserves		0	0	0	0	12,069	7,496	19,565
TOTAL ESTIMATED PROGRAMME RESOURCES UTILISED		68,523	107,044	83,473	80,865	61,206	10,000	411,111
TOTAL ESTIMATED IN YEAR RESOURCES AVAILABLE		70,303	91,023	65,327	79,243	48,512	2,504	356,912
Capital Grants Reserve C/Fwd	25,164	21,033	2,308	0	0	0	0	0
Usable Capital Receipts C/Fwd	10,617	15,381	18,085	2,247	625	0	0	0
Capital Reserve C/Fwd	18,418	19,565	19,565	19,565	19,565	7,496	0	0

CHILDREN, EDUCATION & FAMILIES CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Current Year	Firm Programme	Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2013 / 14 £'000s	2014 / 15 £'000s	2015 / 16 £'000s	2016 / 17 £'000s	2017 / 18 £'000s	2018 / 19 £'000s			
<b><u>Primary Capital Programme</u></b>										
Oxford, Wood Farm - replacement of existing buildings (ED749)	9,541	2,600	300	296	0	0	0	12,737	3,196	596
Bayards (New Scheme) - replacement of existing buildings (ED750)	318	2,400	3,200	326	482	0	0	6,726	6,408	4,008
Eynsham (Development Budget)	37	0	0	0	0	0	0	37	0	0
Chinnor, St Andrew's (ED795)	46	723	75	0	0	0	0	844	798	75
<b>Primary Capital Programme Total</b>	<b>9,942</b>	<b>5,723</b>	<b>3,575</b>	<b>622</b>	<b>482</b>	<b>0</b>	<b>0</b>	<b>20,344</b>	<b>10,402</b>	<b>4,679</b>
<b><u>Academy Programme</u></b>										
Oxford Spires Academy (ED805)	1,752	6,000	58	248	0	0	0	8,058	6,306	306
<b>Academy Total</b>	<b>1,752</b>	<b>6,000</b>	<b>58</b>	<b>248</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>8,058</b>	<b>6,306</b>	<b>306</b>
<b><u>Provision of School Places (Basic Need)</u></b>										
Existing Demographic Pupil Provision (Basic Needs Programme)	640	1,883	6,109	9,736	8,590	8,000	0	34,958	34,318	32,435
11/12 & 12/13 Basic Need Programme Completions	6,561	260	60	0	0	0	0	6,881	320	60
Cholsey - Expansion to 1.5FE (ED783)	1,022	950	28	0	0	0	0	2,000	978	28

CHILDREN, EDUCATION & FAMILIES CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Current Year	Firm Programme 2014 / 15 £'000s	Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2013 / 14 £'000s		2015 / 16 £'000s	2016 / 17 £'000s	2017 / 18 £'000s	2018 / 19 £'000s			
Woodstock - (Phase 2) Expansion to 1.5FE (ED809)	214	1,086	44	0	0	0	0	1,344	1,130	44
New Hinksey - Foundation Stage (ED793)	22	265	20	0	0	0	0	307	285	20
Henley, Badgemore - (Phase 1) Expansion to 1FE (ED803)	58	590	50	0	0	0	0	698	640	50
Oxford, St Gregory - (Phase 1) New to 2FE (ED823)	0	226	10	0	0	0	0	236	236	10
Oxford, Orchard Meadow - (Phase 2) (ED819)	82	544	50	0	0	0	0	676	594	50
Oxford, New Marston - (Phase 4) (ED798)	121	1,153	50	60	0	0	0	1,384	1,263	110
Ambrosden, Five Acres (ED824)	0	130	10	0	0	0	0	140	140	10
Oxford, Cutteslowe - (Phase 3) (ED796)	102	800	910	128	0	0	0	1,940	1,838	1,038
Oxford, St Joseph's - (Expansion to 2 FE) (ED815)	0	300	850	58	0	0	0	1,208	1,208	908
Oxford, St Gregory - (Phase 2) New to 2FE (ED823)	0	600	2,400	201	0	0	0	3,201	3,201	2,601
Reducing Out of County Provision for SEN Pupils (ED810)	216	1,750	2,076	250	0	0	0	4,292	4,076	2,326
<b>Provision of School Places Total</b>	<b>9,038</b>	<b>10,537</b>	<b>12,667</b>	<b>10,433</b>	<b>8,590</b>	<b>8,000</b>	<b>0</b>	<b>59,265</b>	<b>50,227</b>	<b>39,690</b>

CHILDREN, EDUCATION & FAMILIES CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure	Current Year	Firm Programme	Provisional Programme				Total Scheme Cost	Capital Investment Total (excluding previous years)	Future Capital Investment Total (excluding previous and current years)
		2013 / 14	2014 / 15	2015 / 16	2016 / 17	2017 / 18	2018 / 19			
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
<b><u>Growth Portfolio - New Schools</u></b>	Note: This section of the programme shows available funding and not the full scheme cost									
<b><u>South Oxfordshire</u></b>										
Didcot, Great Western Park - Primary 1 (14 classroom)	0	200	3,300	2,854	378	0	0	6,732	6,732	6,532
Didcot, Great Western Park - Primary 2 (14 classroom)	0	0	0	150	3,900	2,183	0	6,233	6,233	6,233
Didcot, Great Western Park - Secondary (Phase 1)	0	0	200	750	10,000	10,090	0	21,040	21,040	21,040
<b><u>Cherwell</u></b>										
Bodicote, Bankside - 10 classroom	0	75	250	3,200	2,050	293	0	5,868	5,868	5,793
Bicester, Gavray Drive - 7 classroom	133	0	0	0	0	0	0	133	0	0
Bicester - Secondary P1 (incl existing schools)	0	0	200	4,000	8,000	2,005	0	14,205	14,205	14,205
Bicester, South West - 14 classroom	14	1,000	5,500	401	0	0	0	6,915	6,901	5,901
Upper Heyford - New Primary School	0	0	0	0	0	0	0	0	0	0
Barton (West)	0	0	200	3,900	2,548	350	0	6,998	6,998	6,998
Bicester Exemplar Eco-development - Primary 1 Phase 1 (7 classroom)	0	0	200	3,700	2,548	339	0	6,787	6,787	6,787
Project Development Budget	0	50	100	100	100	100	0	450	450	400
<b>Growth Portfolio Total</b>	<b>147</b>	<b>1,325</b>	<b>9,950</b>	<b>19,055</b>	<b>29,524</b>	<b>15,360</b>	<b>0</b>	<b>75,361</b>	<b>75,214</b>	<b>73,889</b>

CHILDREN, EDUCATION & FAMILIES CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Current Year 2013 / 14 £'000s	Firm Programme 2014 / 15 £'000s	Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
				2015 / 16 £'000s	2016 / 17 £'000s	2017 / 18 £'000s	2018 / 19 £'000s			
<b><u>Children's Homes</u></b>										
Children's Homes Programme	0	50	400	1,700	2,150	3,525	0	7,825	7,825	7,775
<b>Young People's Centres Total</b>	<b>0</b>	<b>50</b>	<b>400</b>	<b>1,700</b>	<b>2,150</b>	<b>3,525</b>	<b>0</b>	<b>7,825</b>	<b>7,825</b>	<b>7,775</b>
<b><u>Annual Programmes</u></b>										
Schools Access Initiative	1,238	500	400	400	400	400	0	3,338	2,100	1,600
Health & Safety - Schools	454	400	400	400	400	400	0	2,454	2,000	1,600
Temporary Classrooms - Replacement & Removal	750	120	410	330	310	300	0	2,220	1,470	1,350
Schools Accommodation Intervention & Support Programme	107	100	250	150	150	150	0	907	800	700
School Structural Maintenance (inc Health & Safety)	11,501	4,898	3,250	2,250	2,250	2,250	0	26,399	14,898	10,000
Schools Energy Reduction Programme	26	750	750	750	750	0	0	3,026	3,000	2,250
<b>Annual Programme Total</b>	<b>14,076</b>	<b>6,768</b>	<b>5,460</b>	<b>4,280</b>	<b>4,260</b>	<b>3,500</b>	<b>0</b>	<b>38,344</b>	<b>24,268</b>	<b>17,500</b>
<b><u>Other Schemes &amp; Programmes</u></b>										
Early Years Entitlement for Disadvantage 2 year olds	0	100	700	700	72	0	0	1,572	1,572	1,472



CHILDREN, EDUCATION & FAMILIES CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Current Year	Firm Programme	Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2013 / 14 £'000s	2014 / 15 £'000s	2015 / 16 £'000s	2016 / 17 £'000s	2017 / 18 £'000s	2018 / 19 £'000s			
Aiming High (Short Breaks)	4	108	0	0	0	0	0	112	108	0
Loans to Foster/Adoptive Parents (Prudentially Funded)	247	90	90	90	90	293	0	900	653	563
Small Projects	1,306	115	20	0	0	0	0	1,441	135	20
<b>Other Schemes &amp; Programmes Total</b>	<b>1,557</b>	<b>413</b>	<b>810</b>	<b>790</b>	<b>162</b>	<b>293</b>	<b>0</b>	<b>4,025</b>	<b>2,468</b>	<b>2,055</b>
Retentions & Oxford City Schools Reorganisation	45,865	371	234	41	65	0	0	46,576	711	340
<b>Retentions &amp; OSCR Total</b>	<b>45,865</b>	<b>371</b>	<b>234</b>	<b>41</b>	<b>65</b>	<b>0</b>	<b>0</b>	<b>46,576</b>	<b>711</b>	<b>340</b>
<b><u>Schools Capital</u></b>										
Devolved Formula Capital	10,024	3,846	2,046	1,417	1,417	1,417	0	20,167	10,143	6,297
<b>School Local Capital Programme Total</b>	<b>10,024</b>	<b>3,846</b>	<b>2,046</b>	<b>1,417</b>	<b>1,417</b>	<b>1,417</b>	<b>0</b>	<b>27,112</b>	<b>10,143</b>	<b>6,297</b>
<b>CE&amp;F CAPITAL PROGRAMME EXPENDITURE TOTAL</b>	<b>92,401</b>	<b>35,033</b>	<b>35,200</b>	<b>38,586</b>	<b>46,650</b>	<b>32,095</b>	<b>0</b>	<b>279,965</b>	<b>187,564</b>	<b>152,531</b>
<b>CE&amp;F OCC ADJUSTED CAPITAL PROGRAMME EXPENDITURE TOTAL</b>	<b>82,377</b>	<b>31,187</b>	<b>33,154</b>	<b>37,169</b>	<b>45,233</b>	<b>30,678</b>	<b>0</b>	<b>259,798</b>	<b>177,421</b>	<b>146,234</b>
<b>CEF Programme reductions to be identified</b>		<b>0</b>	<b>0</b>	<b>-6,450</b>	<b>-6,450</b>	<b>-6,450</b>	<b>0</b>	<b>-19,350</b>	<b>-19,350</b>	<b>-19,350</b>
<b>CE&amp;F OCC REDUCED CAPITAL PROGRAMME EXPENDITURE TOTAL</b>	<b>82,377</b>	<b>31,187</b>	<b>33,154</b>	<b>30,719</b>	<b>38,783</b>	<b>24,228</b>	<b>0</b>	<b>240,448</b>	<b>158,071</b>	<b>126,884</b>

**SOCIAL AND COMMUNITY SERVICES CAPITAL PROGRAMME**

Project/ Programme Name	Previous Years Actual Expenditure	Current Year	Firm Programme	Provisional Programme				Total Scheme Cost	Capital Investment Total (excluding previous years)	Future Capital Investment Total (excluding previous and current years)
	2013 / 14 £'000s	2014 / 15 £'000s	2014 / 15 £'000s	2015 / 16 £'000s	2016 / 17 £'000s	2017 / 18 £'000s	2018 / 19 £'000s			
<b><u>COMMUNITY SAFETY PROGRAMME</u></b>										
<b><u>Fire &amp; Rescue Service</u></b>										
Fire Equipment (SC112)	0	275	225	0	0	0	0	500	500	225
Joint Control room (SC111)	35	100	250	0	0	0	0	385	350	250
Relocation of Rewley Training Facility	0	0	100	500	0	0	0	600	600	600
Fire Review Development Budget	0	50	390	740	1,160	1,160	0	3,500	3,500	3,450
<b>COMMUNITY SAFETY PROGRAMME TOTAL</b>										
	35	425	965	1,240	1,160	1,160	0	4,985	4,950	4,525
<b><u>SOCIAL CARE FOR ADULTS PROGRAMME</u></b>										
<b><u>Dementia Programme</u></b>										
Dignity Plus Dementia Care	0	1,200	335	0	0	0	0	1,535	1,535	335
<b><u>Mental Health</u></b>										
Mental Health Projects	454	77	0	0	0	0	0	531	77	0
<b><u>Residential</u></b>										
HOPs Phase 1- New Builds	0	0	10,503	0	0	0	0	10,503	10,503	10,503
Oxfordshire Care Partnership	0	0	0	0	7,775	0	0	7,775	7,775	7,775

**SOCIAL AND COMMUNITY SERVICES CAPITAL PROGRAMME**

Project/ Programme Name	Previous Years Actual Expenditure	Current Year	Firm Programme	Provisional Programme				Total Scheme Cost	Capital Investment Total (excluding previous years)	Future Capital Investment Total (excluding previous and current years)
	£'000s	2013 / 14 £'000s	2014 / 15 £'000s	2015 / 16 £'000s	2016 / 17 £'000s	2017 / 18 £'000s	2018 / 19 £'000s	£'000s	£'000s	£'000s
<b><u>Specialist Housing Programme (inc ECH - New Schemes &amp; Adaptations to Existing Properties)</u></b>										
ECH - New Schemes & Adaptations to Existing Properties	417	803	1,100	2,375	3,313	0	0	8,008	7,591	6,788
ECH - Land Purchase	0	1,400	0	0	0	0	0	1,400	1,400	0
ECH - Completed Schemes	2,017	0	0	0	0	0	0	2,017	0	0
ECH - Greater Leys (SS105)	814	0	0	0	0	0	0	814	0	0
ECH - Shotover (SS104)	1,203	0	0	0	0	0	0	1,203	0	0
Deferred Interest Loans (CSDP)	226	160	160	170	340	0	0	1,056	830	670
<b>SOCIAL CARE FOR ADULTS PROGRAMME TOTAL</b>	<b>3,114</b>	<b>3,640</b>	<b>12,098</b>	<b>2,545</b>	<b>11,428</b>	<b>0</b>	<b>0</b>	<b>32,825</b>	<b>29,711</b>	<b>26,071</b>
<b><u>STRATEGY AND TRANSFORMATION PROGRAMME</u></b>										
New Adult Social Care Management System (SC107)	0	200	800	186	0	0	0	1,186	1,186	986
<b>STRATEGY&amp; TRANSFORMATION PROGRAMME TOTAL</b>	<b>0</b>	<b>200</b>	<b>800</b>	<b>186</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1,186</b>	<b>1,186</b>	<b>986</b>
Retentions & Minor Works	0	45	156	0	0	0	0	201	201	156
<b>S&amp;CS CAPITAL PROGRAMME EXPENDITURE TOTAL</b>	<b>3,149</b>	<b>4,310</b>	<b>14,019</b>	<b>3,971</b>	<b>12,588</b>	<b>1,160</b>	<b>0</b>	<b>39,197</b>	<b>36,048</b>	<b>31,738</b>

ENVIRONMENT & ECONOMY - HIGHWAYS & TRANSPORT CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure	Current Year	Firm Programme	Provisional Programme				Total Scheme Cost	Capital Investment Total (excluding previous years)	Future Capital Investment Total (excluding previous and current years)
	£'000s	2013 / 14 £'000s	2014 / 15 £'000s	2015 / 16 £'000s	2016 / 17 £'000s	2017 / 18 £'000s	2018 / 19 £'000s	£'000s	£'000s	£'000s
<b><u>SCIENCE VALE UK</u></b>										
Milton Interchange	0	718	5,229	3,626	1,052	0	0	10,625	10,625	9,907
A34 Chilton Junction Improvements	0	342	5,492	2,863	2,186	0	0	10,883	10,883	10,541
Didcot Station Forecourt	3,558	2,940	192	0	0	0	0	6,690	3,132	192
Abingdon, Wootton Road - Cycle Infrastructure	0	294	0	26	0	0	0	320	320	26
Enterprise Zone Sustainable Transport Project	0	50	388	50	0	0	0	488	488	438
Radley, Thrupp Lane Wetland Centre Access (Design Only)	0	23	0	0	0	0	0	23	23	0
SVUK Premium Routes (LTP3)	53	35	0	0	0	0	0	88	35	0
<b>SCIENCE VALE UK LOCALITY PROGRAMME TOTAL</b>	<b>3,611</b>	<b>4,402</b>	<b>11,301</b>	<b>6,565</b>	<b>3,238</b>	<b>0</b>	<b>0</b>	<b>29,117</b>	<b>25,506</b>	<b>21,104</b>
<b><u>OXFORD</u></b>										
Kennington & Hinksey Roundabouts	459	820	2,743	295	0	0	0	4,317	3,858	3,038
Frideswide Square	530	85	1,975	2,238	650	0	0	5,478	4,948	4,863
The Plain Cycle Improvements	0	100	735	130	0	0	0	965	965	865
Woodstock Rd, ROQ	22	53	455	50	0	0	0	580	558	505
London Road Bus Lane (LSTF)	0	213	542	85	0	0	0	840	840	627

ENVIRONMENT & ECONOMY - HIGHWAYS & TRANSPORT CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Current Year £'000s	Firm Programme £'000s	Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
				2015 / 16 £'000s	2016 / 17 £'000s	2017 / 18 £'000s	2018 / 19 £'000s			
Thornhill Park & Ride Extensions (LSTF)	2,216	1,047	0	236	0	0	0	3,499	1,283	236
Green Road-Warneford Lane Cycle Route (LSTF)	0	106	0	0	0	0	0	106	106	0
Cycle Improvements (LSTF)	66	34	0	0	0	0	0	100	34	0
Fairfax Rd/Purcell Rd Cycle Link	8	160	0	17	0	0	0	185	177	17
New Headington Transport Improvements	416	25	0	55	0	0	0	496	80	55
Divinity & Magdalen Road area CPZs	134	45	0	5	0	0	0	184	50	5
<b>OXFORD LOCALITY PROGRAMME TOTAL</b>	<b>3,851</b>	<b>2,688</b>	<b>6,450</b>	<b>3,111</b>	<b>650</b>	<b>0</b>	<b>0</b>	<b>16,750</b>	<b>12,899</b>	<b>10,211</b>
<b><u>BICESTER</u></b>										
Bicester Park and Ride	0	135	3,315	350	0	0	0	3,800	3,800	3,665
Bicester Perimeter Road (Project Development)	0	0	300	700	0	0	0	1,000	1,000	1,000
Bicester Market Square	0	0	100	930	120	0	0	1,150	1,150	1,150
Bicester Town Centre Access Improvements	722	495	0	0	0	0	0	1,217	495	0
<b>BICESTER LOCALITY PROGRAMME TOTAL</b>	<b>722</b>	<b>630</b>	<b>3,715</b>	<b>1,980</b>	<b>120</b>	<b>0</b>	<b>0</b>	<b>7,167</b>	<b>6,445</b>	<b>5,815</b>

ENVIRONMENT & ECONOMY - HIGHWAYS & TRANSPORT CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Current Year	Firm Programme	Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2013 / 14 £'000s	2014 / 15 £'000s	2015 / 16 £'000s	2016 / 17 £'000s	2017 / 18 £'000s	2018 / 19 £'000s			
<b><u>BANBURY</u></b>										
Banbury: Higham Way Access Road	74	352	0	32	0	0	0	458	384	32
Banbury, Ermont Way Cycling and Public Transport Improvements	2	144	0	11	0	0	0	157	155	11
<b>BANBURY LOCALITY PROGRAMME TOTAL</b>	<b>76</b>	<b>496</b>	<b>0</b>	<b>43</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>615</b>	<b>539</b>	<b>43</b>
<b><u>WITNEY AND CARTERTON</u></b>										
Witney, Ducklington Lane/Station Lane Junction	0	163	1,323	514	0	0	0	2,000	2,000	1,837
Witney, A40 Downs Road junction (project development)	0	0	200	0	0	0	0	200	200	200
<b>WITNEY AND CARTERTON LOCALITY PROGRAMME TOTAL</b>	<b>0</b>	<b>163</b>	<b>1,523</b>	<b>514</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>2,200</b>	<b>2,200</b>	<b>2,037</b>
<b><u>COUNTYWIDE AND OTHER</u></b>										
East-West Rail (contribution)	0	0	737	737	737	737	0	2,948	2,948	2,948
Small developer funded schemes	302	911	81	35	0	0	0	1,329	1,027	116
Completed schemes	8,094	30	0	132	0	0	0	8,256	162	132
<b>COUNTYWIDE AND OTHER INTEGRATED TRANSPORT TOTAL</b>	<b>8,701</b>	<b>941</b>	<b>818</b>	<b>904</b>	<b>737</b>	<b>737</b>	<b>0</b>	<b>12,838</b>	<b>4,137</b>	<b>3,196</b>
<b>INTEGRATED TRANSPORT STRATEGY TOTAL</b>	<b>16,961</b>	<b>9,320</b>	<b>23,807</b>	<b>13,117</b>	<b>4,745</b>	<b>737</b>	<b>0</b>	<b>68,687</b>	<b>51,726</b>	<b>42,406</b>

ENVIRONMENT & ECONOMY - HIGHWAYS & TRANSPORT CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure  £'000s	Current Year	Firm Programme	Provisional Programme				Total Scheme Cost  £'000s	Capital Investment Total (excluding previous years)  £'000s	Future Capital Investment Total (excluding previous and current years)  £'000s
		2013 / 14 £'000s	2014 / 15 £'000s	2015 / 16 £'000s	2016 / 17 £'000s	2017 / 18 £'000s	2018 / 19 £'000s			
<b><u>STRUCTURAL MAINTENANCE PROGRAMME</u></b>										
Carriageway Schemes (non-principal roads)		3,066	3,588	2,831	3,280	3,280	0	16,045	16,045	12,979
Footway Schemes		1,506	1,334	1,250	1,335	1,353	0	6,778	6,778	5,272
Surface Treatments		3,741	3,752	3,753	3,875	3,888	0	19,009	19,009	15,268
Street Lighting Column Replacement		500	500	490	490	490	0	2,470	2,470	1,970
Drainage		1,100	950	945	930	922	0	4,847	4,847	3,747
Bridges		576	1,385	1,047	512	547	0	4,067	4,067	3,491
Public Rights of Way Foot Bridges - Replacement & Repairs Programme		8	192	100	100	100	0	500	500	492
Rural Roads Dressing & Treatments	780	60	0	0	0	0	0	840	60	0
Additional Maintenance Works		2,312	1,239	0	0	0	0	3,551	3,551	1,239
<b>STRUCTURAL MAINTENANCE ANNUAL PROGRAMMES TOTAL</b>		<b>12,869</b>	<b>12,940</b>	<b>10,416</b>	<b>10,522</b>	<b>10,580</b>	<b>0</b>	<b>57,327</b>	<b>57,327</b>	<b>44,458</b>

ENVIRONMENT & ECONOMY - HIGHWAYS & TRANSPORT CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure	Current Year	Firm Programme	Provisional Programme				Total Scheme Cost	Capital Investment Total (excluding previous years)	Future Capital Investment Total (excluding previous and current years)
	£'000s	2013 / 14 £'000s	2014 / 15 £'000s	2015 / 16 £'000s	2016 / 17 £'000s	2017 / 18 £'000s	2018 / 19 £'000s	£'000s	£'000s	£'000s
<b><u>Detrunked, Principal Roads and Other Major Schemes</u></b>										
Network Rail Electrification Bridge Betterment Programme	0	20	2,410	486	0	0	0	2,916	2,916	2,896
M40 Junction 9 A41 Drainage works	0	50	0	0	0	0	0	50	50	0
Thames Towpath Reconstruction	71	215	309	0	0	0	0	595	524	309
Wheatley River Bridge	90	1,555	0	0	0	0	0	1,645	1,555	0
A4130 Bix dual carriageway	344	150	3,721	715	0	0	0	4,930	4,586	4,436
A420 Shrivenham Bypass	85	200	2,684	451	0	0	0	3,420	3,335	3,135
A420/A34 Slip Road	0	0	72	564	514	0	0	1,150	1,150	1,150
Kennington, Oxford Road (Bagley Wood) Reconstruction	40	1,013	67	0	0	0	0	1,120	1,080	67
Murdock Road, Bicester	0	336	0	0	0	0	0	336	336	0
Completed Major Schemes	3,954	143	0	0	0	0	0	4,097	143	0
<b>STRUCTURAL MAINTENANCE MAJOR SCHEMES TOTAL</b>	<b>4,584</b>	<b>3,682</b>	<b>9,263</b>	<b>2,216</b>	<b>514</b>	<b>0</b>	<b>0</b>	<b>20,259</b>	<b>15,675</b>	<b>11,993</b>
<b>STRUCTURAL MAINTENANCE PROGRAMME TOTAL</b>	<b>5,364</b>	<b>16,551</b>	<b>22,203</b>	<b>12,632</b>	<b>11,036</b>	<b>10,580</b>	<b>0</b>	<b>78,366</b>	<b>73,002</b>	<b>56,451</b>
<b>HIGHWAYS &amp; TRANSPORT CAPITAL PROGRAMME EXPENDITURE TOTAL</b>	<b>22,325</b>	<b>25,871</b>	<b>46,010</b>	<b>25,749</b>	<b>15,781</b>	<b>11,317</b>	<b>0</b>	<b>147,053</b>	<b>124,728</b>	<b>98,857</b>



ENVIRONMENT & ECONOMY CAPITAL PROGRAMME (EXCLUDING TRANSPORT)

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Current Year	Firm Programme	Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2013 / 14 £'000s	2014 / 15 £'000s	2015 / 16 £'000s	2016 / 17 £'000s	2017 / 18 £'000s	2018 / 19 £'000s			
<b>ASSET STRATEGY IMPLEMENTATION PROGRAMMES</b>										
Asset Strategy Implementation Programme	24	130	2,526	491	296	0	0	3,467	3,443	3,313
Relocation of Customer Service Centre from Clarendon House to County Hall	0	1,029	374	0	0	0	0	1,403	1,403	374
Cricket Road Centre Closure (including Unipart House works)	124	6	0	0	0	0	0	130	6	0
<b>ASSET STRATEGY IMPLEMENTATION PROGRAMME TOTAL</b>										
	148	1,165	2,900	491	296	0	0	5,000	4,852	3,687
<b>ENERGY EFFICIENCY IMPROVEMENT PROGRAMME</b>										
SALIX Energy Programme	1,192	200	210	251	208	0	0	2,061	869	669
Energy Strategy Implementation (Non-Schools)	0	273	500	600	600	0	0	1,973	1,973	1,700
<b>ENERGY EFFICIENCY IMPROVEMENT PROGRAMME TOTAL</b>										
	1,192	473	710	851	808	0	0	4,034	2,842	2,369
<b>ANNUAL PROPERTY PROGRAMMES</b>										
Non-Schools Property Structural Maintenance Programme	0	0	140	140	143	150	0	573	573	573
Minor Works Programme	0	205	300	200	200	200	0	1,105	1,105	900
Health & Safety (Non-Schools)	0	24	24	24	24	24	0	120	120	96
<b>ANNUAL PROPERTY PROGRAMMES TOTAL</b>										
	0	229	464	364	367	374	0	1,798	1,798	1,569

ENVIRONMENT & ECONOMY CAPITAL PROGRAMME (EXCLUDING TRANSPORT)

Project/ Programme Name	Previous Years Actual Expenditure £'000s	Current Year	Firm Programme	Provisional Programme				Total Scheme Cost £'000s	Capital Investment Total (excluding previous years) £'000s	Future Capital Investment Total (excluding previous and current years) £'000s
		2013 / 14 £'000s	2014 / 15 £'000s	2015 / 16 £'000s	2016 / 17 £'000s	2017 / 18 £'000s	2018 / 19 £'000s			
<b>WASTE MANAGEMENT PROGRAMME</b>										
Waste Recycling Centre Infrastructure Development	0	0	0	2,799	0	0	0	2,799	2,799	2,799
Alkerton WRC	0	0	150	1,425	175	0	0	1,750	1,750	1,750
Oxford Waste Partnership PRG Allocation	517	53	0	0	0	0	0	570	53	0
<b>WASTE MANAGEMENT PROGRAMME TOTAL</b>	<b>517</b>	<b>53</b>	<b>150</b>	<b>4,224</b>	<b>175</b>	<b>0</b>	<b>0</b>	<b>5,119</b>	<b>4,602</b>	<b>4,549</b>
<b>CORPORATE PROPERTY &amp; PARTNERSHIP PROGRAMMES</b>										
Broadband (OxOnline) Project	0	129	6,624	7,107	0	0	0	13,860	13,860	13,731
Spendlove Centre, Charlbury	0	30	125	193	0	0	0	348	348	318
Wigod Way, Wallingford	0	189	0	0	0	0	0	189	189	0
<b>CORPORATE PROPERTY &amp; PARTNERSHIP PROGRAMMES TOTAL</b>	<b>0</b>	<b>348</b>	<b>6,749</b>	<b>7,300</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>14,397</b>	<b>14,397</b>	<b>14,049</b>
Retentions (completed schemes)		135	0	0	0	0	0	135	135	0
<b>ENVIRONMENT &amp; ECONOMY (EXCLUDING TRANSPORT) CAPITAL PROGRAMME EXPENDITURE TOTAL</b>	<b>1,857</b>	<b>2,403</b>	<b>10,973</b>	<b>13,230</b>	<b>1,646</b>	<b>374</b>	<b>0</b>	<b>30,483</b>	<b>28,626</b>	<b>26,223</b>

## CHIEF EXECUTIVE'S OFFICE CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure  £'000s	Current Year	Firm Programme	Provisional Programme				Total Scheme Cost  £'000s	Capital Investment Total (excluding previous years)  £'000s	Future Capital Investment Total (excluding previous and current years)  £'000s
		2013 / 14 £'000s	2014 / 15 £'000s	2015 / 16 £'000s	2016 / 17 £'000s	2017 / 18 £'000s	2018 / 19 £'000s			
<b><u>COMMUNITY SERVICES PROGRAMME</u></b>										
<b><u>Libraries</u></b>										
Introduction of RFID (Radio frequency identification) self service in Libraries - Phase 1 (CS9)	1,072	188	0	0	0	0	0	1,260	188	0
Introduction of RFID (Radio frequency identification) self service in Libraries-Phase 2 (CS11)	557	328	80	0	0	0	0	965	408	80
Bicester Library	0	100	575	525	0	0	0	1,200	1,200	1,100
Headington Library	4	100	120	12	0	0	0	236	232	132
<b>COMMUNITY SERVICES PROGRAMME TOTAL</b>	<b>1,633</b>	<b>716</b>	<b>775</b>	<b>537</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>3,661</b>	<b>2,028</b>	<b>1,312</b>
<b><u>Partnerships</u></b>										
Super Connected Cities Bid	0	150	0	0	0	0	0	150	150	0
Local Area Agreement Skills Reward Grant	87	40	58	0	0	0	0	185	98	58
<b>PARTNERSHIPS PROGRAMME TOTAL</b>	<b>87</b>	<b>190</b>	<b>58</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>335</b>	<b>248</b>	<b>58</b>
Completed Projects	519	0	9	0	0	0	0	528	9	9
<b>CHIEF EXECUTIVE'S OFFICE CAPITAL PROGRAMME EXPENDITURE TOTAL</b>	<b>2,239</b>	<b>906</b>	<b>842</b>	<b>537</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>5,012</b>	<b>2,773</b>	<b>1,817</b>

## Capital Programme 2012/13 to 2016/17

## Appendix A Grant bids and allocations not yet included in the Capital Programme

Ref.	Scheme/ Programme Area/ Grant Name	Status	Description	Amount £000	Year
(1)	<b><u>Children, Education &amp; Families</u></b> Short Breaks	3	Provide opportunities for disabled children and young people to have enjoyable experiences which help them become more independent and form friendships outside their family. (agreed allocation to SEN residential)	250	2012/13
(2)	Universal Infant Free School Meals	2	Free school meals for pupils in reception, year one and year two - kitchen facilities	1,120	2014/15
(4)	Demographic Growth Capital Fund	2	16-19 provision for Bardwell special school	672	2014/15
	<b>Sub-Total Children, Education &amp; Families</b>			<b>2,042</b>	
	<b><u>Social &amp; Community Services</u></b>				
	<b>Sub-Total Social &amp; Community Services</b>			<b>0</b>	
	<b><u>Environmental &amp; Economy</u></b>				
	<b>Sub-Total Environmental &amp; Economy</b>			<b>0</b>	
(6)	<b><u>Chief Executive's Office</u></b> New Homes Bonus	2	New unringfenced revenue grant allocation. To be included within the Rolling Fund.	3,525	2011/12 & 2012/13
	<b>Subtotal Chief Executive's Office</b>			<b>3,525</b>	
	<b>Total</b>			<b>5,567</b>	

## Key:

- 1 Grant bids or allocations waiting approval or confirmation from funding authorities
- 2 Secured new resources waiting programme of work approval
- 3 Funding to be allocated against viable projects

## Capital Programme 2013/14 to 2016/17

### Appendix B Schemes Remaining On Hold

These schemes have been placed on hold under the Capital Budget Setting Process for 2012/13.

However, they will be considered for entry into the programme as part of the future Service and Resource Planning

Ref	Directorate	Project/ Programme Name	Total project cost £000	Project Specific Funding Available £000	Flexible Funding Required £000	Priority Category
1	S&CS	Banbury Regeneration Scheme	5,785	110	5,675	5
2	S&CS	Thame Fire Station - relocation to new site	2,300	0	2,300	6
<b>TOTAL</b>			<b>8,085</b>	<b>110</b>	<b>7,975</b>	

#### Priority Categories:

- Priority 1 Statutory Requirements & Infrastructure Deficit
- Priority 2 Revenue Savings & Service Transformation
- Priority 3 Substantially Externally Funded
- Priority 4 Portfolio Rationalisation
- Priority 5 Economic development & housing growth
- Priority 6 Cross-cutting, joint working, income generation

## Capital Programme 2013/14 to 2016/17

### Appendix C New Funding Streams

#### Internal Rolling Fund

The Cabinet agreed to establish a capital rolling fund to facilitate, through forward funding, the timely provision of infrastructure that supports planned growth. The fund is set up as a £6.542m fund initially and its allocation will be determined by the Cabinet based on the recommendations by the Capital Investment Board in April 2012.

Provisional allocations agreed as part of the 2013/14 to 2016/17 budget setting process (not yet reflected in the capital programme):

M40 / Junction 9 - contribution to Highways Agency Scheme	£0.050m
Bicester Park & Ride - development & design	£0.300m

#### Growing Places Fund

A proposal by the Oxfordshire Local Economic Partnership for the Growing Places Fund was approved in 2012. The fund is set up as a Rolling Fund and will be used to unlock stalled projects that support economic growth and to act as a catalyst for proposals that enable investment in jobs to be made by the private sector. The LEP determines the allocation of these resources. The County Council is acting as an accountable body for the fund.

Provisional allocations agreed by the OLEP:

	Revenue (£000)	Capital (£000)
Super Connected Cities Bid Preparation	20	
Enterprise Zone Manager	120	
West Oxfordshire villages 21st century broadband	28	
Super Connected Cities		300
Harwell Oxford employment access road		1,500
Milton Park employment access link		1,400
Globally competitive Enterprise Zone broadband		2,100
Milton Interchange		1,600
TOTAL	168	6,900
Available funding	684	8,370
Remaining Balance	516	1,470

## Capital Programme 2013/14 to 2016/17

### Appendix D Highways & Transport Forward Plan

These schemes have been identified as priorities for meeting local growth but funding has not yet been secured for delivery. When funding has been identified approval will be sought through the capital governance approval process to bring them into the capital programme. Costs and delivery timeframes are indicative.

Scheme Name	Description	Estimated Year of Construction	Estimated Total Project Cost £000	Funding Status and Source if Known
<b>SCIENCE VALE</b>				
Harwell Oxford Campus Entrance Improvements	Enhanced capacity roundabout to accommodate growth across the area and the change in traffic flow patterns as a result of other network improvements.	2014/15 - 2015/16	2,000	Enterprise Zone Business Rates Retention
Harwell Link Road Section 1 (B4493 to A417)	A new road between the B4493 to the A417 to provide improved access to Harwell Oxford from Didcot.	2014/15 - 2016/17	11,025	Developer Contributions, City Deal, Enterprise Zone Business Rates Retention
Harwell Link Road Section 2 (Hagbourne Hill)	Highway capacity and safety improvements to provide improved access to Harwell Oxford from Didcot.	2014/15 - 2015/16	6,015	Developer Contributions, Enterprise Zone Business Rates Retention
Featherbed Lane and Steventon Lights Improvements	Highway and junction improvements to allow this route to be promote, reducing traffic through Rowstock Roundabout	2014/15 - 2016/17	6,500	Developer Contributions, City Deal, Enterprise Zone Business Rates Retention
Relief to Rowstock	Enhancements to the junction to increase its capacity to accommodate planned growth and change in traffic movements.	2015/16 - 2017/18	3,300	Developer Contributions, plus other funding opportunities if available
A417 Corridor Improvements (Wantage to Blewbury)	To improve east-west travel and ensure safe access to/from the villages.	2015/16 - 2017/18	700	Developer Contributions, plus other funding opportunities if available
Wantage Eastern Link Road	A new road linking the A338 and A417, providing a strategic route across the town.	2017/18 - 2022/23	15,008	Developer Contributions
Relief to Manor Bridge (Science Bridge)	New bridge over the railway line along the A4130 to provide highway capacity and routing improvements to the main route through Didcot.	Unknown at present	35,000	Developer Contributions, plus other funding opportunities if available
Cycle Network Enhancements	Improving cycle accessibility and connectivity across the Science Vale area	2015/16 - 2017/18	4,513	Developer Contributions, plus other funding opportunities if available
Jubilee Way roundabout (Didcot) Improvements	Enhancements to the junction to provide improved access to Didcot town centre	Unknown at present	6,500	Developer Contributions
Didcot Station Enhancements - Gateway to Science Vale	Enhanced Station accessibility and improved facilities creating a transport hub and Gateway to Science Vale.	2018/19 - 2023/24	Unknown at present	Developer Contributions, plus other funding opportunities if available

Scheme Name	Description	Estimated Year of Construction	Estimated Total Project Cost £000	Funding Status and Source if Known
Signing Strategy	To update signage to reflect the new and improved network changes, helping to ensure appropriate routing of vehicles across the area.	Unknown at present	30	Developer Contributions, plus other funding opportunities if available
A338 Corridor Improvements (including Frilford Lights)	Highway and junction improvements to accommodate additional traffic heading towards Oxford.	Unknown at present	3,000	Developer Contributions, plus other funding opportunities if available
Didcot Northern Perimeter Road Phase 3 (NPR3)	A new road to allow extension of the perimeter road around Didcot and access for the Ladygrove East site.	Unknown at present	12,500	Developer Contributions
<b>OXFORD</b>				
Headington Phase 2	Measures to improve non car access	2017/18 +	15,000	Developer Contributions, plus other funding opportunities if available
Oxford Station/transport hub	Non-rail elements of station redevelopment	2018/19 +	85,000	LGF/SEP, developer contributions and other funding opportunities if available
Cycling Strategy	Completing gaps in network/strategic links	2015/16+	5,000	Developer Contributions, plus other funding opportunities if available
Eastern Arc (Cowley)	Bus access/p&r enhancements	2018/19+	13,400	Developer Contributions, plus other funding opportunities if available
City Centre Transport Strategy	Transport and public realm improvements	2014/15+	42,225	Developer Contributions, plus other funding opportunities if available
Headington Phase 1	Quick wins identified in City Deal bid	2016/17+	4,900	City Deal and developer contributions
Northern Gateway	Capital works identified in City Deal Bid	2014/15+	17,800	City Deal, LTB and developer contributions



Scheme Name	Description	Estimated Year of Construction	Estimated Total Project Cost £000	Funding Status and Source if Known
<b>BICESTER</b>				
London Road highway measures	Bus and cycle link provisions to go in as part of the East West Rail improvements	2014 - 2015	120	Developer Contributions
London Road level crossing - pedestrian / cycle bridge	The level crossing is likely to be closed by Network Rail for safety reasons as part of EWR phase 2. A pedestrian / cycle bridge will be essential. An alternative route is also required for motorised vehicles into the town centre.	2017	3,600	LTB funding at least £2.3m and up to £6.8m, subject to business case. The pedestrian/cycle bridge is the priority and held developer funding may make up the difference here. The alternative for other trips will require further funding and the
London Road level crossing - all vehicular alternative link to replace the level crossing		2017	9,500	
Charbridge Lane level crossing replacement	A road bridge over the railway so that level crossing is closed for East West Rail	2017	8,310	OCC has committed to fund this as part of its contribution towards the
Peripheral route improvements	Further development of this scheme, to take it through Planning processes and detailed design	2018 +	44,000	Scheme development is already in the capital programme via held S106
	Ready to construct from 2018 onwards when funding is available			Further funding opportunities will be required to implement the preferred
Park & ride	Park and ride for connections to Oxford and for Bicester Village use as well	2014 - 2015	3,500	Developer Contributions
Travel Behaviour Demonstration Project:	Improved Cycle Links to the Town Centre along Banbury Rd, Buckingham Rd and Churchill Rd	2014 - 2015	813	CLG funding for Eco Town Demonstration Projects - held by Cherwell District Council
Market Square	Improve the environment of the Square to make it more attractive and rationalise movement through this space	2014 - 2016	900	Developer Contributions
<b>BANBURY</b>				
A361 junction with Wykham Lane	Road safety issue. VAS signs could be installed.	2014 - 2015	15	Developer Contributions
Signing from the M40 to employment sites	To improve routeing of heavy goods vehicles	2014 - 2015	10	Developer Contributions
North-south corridor	Cherwell Street 'eastern corridor' as the preferred north-south route through the town, with Bankside improvements offering a secondary route. The Oxford Road corridor is also integral.	2018 +	15,000	Some held S106 monies available to progress this project Additional funding will be required for the major works likely to be needed.
Hennef Way (A422) to M40	Route capacity improvements to deal with existing demands and those to be created by future development	2017 ....	Unknown at present	Some held S106 monies may be available to start on feasibility
Warwick Road corridor	Junction capacity enhancements	2017 ....	Unknown at present	Developer Contributions, plus other funding opportunities will be required

Scheme Name	Description	Estimated Year of Construction	Estimated Total Project Cost £000	Funding Status and Source if Known
<b>WITNEY &amp; CARTERTON</b>				
Bridge Street area improvements	Crossing (rest of improvements to follow after Shores Green scheme)	2014 - 2015	50	S106 restricted funding identified
Downs Road junction with the A40	New access onto the A40 to increase accessibility to employment and housing development and reduce congestion at key locations in the town.	2015 - 2016	6,000	Scheme development is already in the capital programme through Developer Contributions, but further funding opportunities will be required
Witney town centre package	Reducing congestion to improve the environment; using directional signs to discourage undesirable routeing.	2015 - 2016	1,135	None Identified
Access to Carterton	Improvements to the transport network to support residential growth, attract economic investment and enable growth of RAF Brize Norton	2016 - 2017	10,100	None Identified
<b>COUNTYWIDE</b>				
Science Transit Phase 1 - Hinksey Hill Interchange	Extended A34 Northbound off slip and bus priority on the northbound approach to the roundabout. Widened gyratory and approach to Old Abingdon Road for north/east movements	Jan - Oct 2015	12,700	City Deal

## Capital Programme 2013/14 to 2016/17

## Appendix E Highways &amp; Transport Forward Plan - small schemes funded from developer contributions

These schemes have been identified as appropriate for funding from held s106 monies collected to help mitigate the impact of developments in the area. When a scheme and full funding has been identified approval will be sought through the capital governance approval process to bring them into the capital programme. Costs and delivery timeframes are indicative.

Parish	Location	Scheme	Estimated Project Cost £000	Expected Year of Construction
Abingdon	Radley Rd	Conversion of Humps to Cushions	14	15/16
Abingdon	West St Helen's Street	Waiting Restrictions	4	14/15
Abingdon	St Helen Without, Long Tow	40 Mph Speed Limit	8	14/15
Adderbury	Various	Traffic Management Measures	28.5	14/15
Benson	A4074 Marina	Bus Layby and Shelter	19	14/15
Bloxham	Tadmarton Rd Primary School	Solar VAS 20mph Advisory Sign	8	14/15
Bloxham	Tadmarton Rd Primary School	Verge Posts to Prevent Parking	6	14/15
Bloxham	A361 Banbury Rd Northbound	Bus Shelter	5.5	14/15
Bloxham	Milton Rd Vicinity	Footway Gate Improvements	3.5	14/15
Burford	A40	Pedestrian Island Improvement	7	14/15
Cholsey	Ilges Lane	Pedestrian & Cycle Link	52.9	14/15
Cholsey	Wallingford Rd	Off Carriageway Cycle Route	135	15/16
Cumnor	Cumnor Hill nr Old Timbmet Site	Pedestrian Crossing	46	14/15
Enstone	TBD	Traffic Management Measures	10.7	15/16
Eynsham	Witney Road Bartholomew School	Traffic Calming and Pedestrian Crossing Facility	15.4	14/15
Eynsham	Acre End Street	Waiting Restrictions	3	14/15
Faringdon	Southampton St to Park Rd	Footway Improvement	44.5	15/16
Faringdon	Park Rd	Bus Laybys and Shelters	63.8	15/16
Henley	Various	Cycle Infrastructure	56.3	15/16
Kidlington	Oxford Rd Thames Valley Police HQ	Waiting Restrictions 2nd Phase	2.1	14/15
Kingston Bagpuize	Town Pond Lane	30 Mph Limit Extension	2	14/15
Launton	Station Rd	Footway	65.6	14/15
Letcombe Regis	Whole Village	30 mph Speed limit	6	14/15
Oxford	Reliance Way	Waiting Restrictions	3	14/15
Oxford	David Nicholls Close	Waiting Restrictions	3	14/15

Parish	Location	Scheme	Estimated Project Cost £000	Expected Year of Construction
Oxford	William Lucy Way	Controlled Parking Zone & 20 Zone Inclusion	10	14/15
Oxford	Kingston Rd / Walton St	VAS Signs	12	14/15
Oxford	Kingston Rd Anchor Pub	Road Hump	10	14/15
Oxford	Copse Lane	Speed Cushions	6	14/15
Oxford	Wolvercote, Godstow Rd	Waiting Restrictions	3	14/15
Sutton Courtenay	B4016 Drayton Rd	Traffic Calming	17.9	14/15
Thame	Windmill Rd Area	Traffic Management Measures	50.4	15/16
Thame	Oxford Rd	Pedestrian Crossing Facility	9	15/16
Watlington	TBD	Traffic Management Measures	19.2	15/16
Watlington	Hill Rd	Traffic Management Measures	13.1	15/16
Witney	Bridge St	Pedestrian Crossing Improvements	35	14/15
Witney	Land Adjoining Burford Rd	Waiting Restrictions	5.1	14/15

## NEW PRESSURES

Ref.	Programme	Project	Total Project Cost £000	Project Specific Funding Available £000	Flexible Funding Required £000	Priority Category	Description/Notes	Recommendation
1	CE&F	Basic Needs Additional Pressure 2014/15 to 2017/18	8,000	0	8,000	Statutory		
2	CE&F	Placement Strategy - Children's Homes	7,825	7,825	0	Self Financing - Prudential Borrowing	Service will pay for the cost of Prudential Borrowing from the savings made by reducing the cost of out of county placements	
3	E&E - Transport	Transport Infrastructure - Project Development	2,500	0	2,500	Maximise Leverage from External Bodies	A Project Development allocation to ensure that projects are in a position to be able to bid for funding.	
4	E&E - Transport	Frideswide Square and Surrounding Roads	1,778		1,778	Economic Development	Cost increase on Frideswide Square scheme (£0.178m) and £1.6m for Becket Street, Osney Lane and Worcester Street Junction	
5	E&E - Transport	East/West Rail- Delivery	969		969	Legal Requirement	An annual contribution for 2017/18 and an increase in the contribution for 2014/15 to 2016/17	
6	E&E - Transport	Bicester Market Square	1,150	1,150	0	Developer Funded	Developer Funded. Currently a scheme on hold but can now be delivered as other town centre work is complete	
7	E&E - Transport	Bicester Park & Ride	3,500	3,500	0	Developer Funded	Developer Funded scheme	
8	S&CS	Fire & Rescue Service	3,500	600	2,900	Revenue Savings	£0.6m already in the capital programme	
9	Various	Additional year of Annual Programme allocations for 2017/18	15,545	0	15,545	Statutory	See annex 11d(2)	
		<b>TOTAL PRESSURES</b>	<b>44,767</b>	<b>13,075</b>	<b>31,692</b>			

## ANNUAL PROGRAMME ALLOCATIONS

Annual Programmes	2013/14 £'000	2014/15 £'000	2015/16 £'000	2016/17 £'000	2017/18 £'000	TOTAL £'000
Highways maintenance annual programmes	11,639	11,994	8,144	9,679	11,500	52,956
Schools Access Initiative	500	400	400	400	400	2,100
Health & Safety - Schools	400	400	400	400	400	2,000
Temporary Classrooms - Replacement & Removal	200	330	330	310	300	1,470
Schools Accommodation Intervention & Support Programme	200	150	150	150	150	800
School Structural Maintenance (inc Health & Safety)	5,397	3,250	2,250	2,250	2,250	15,397
Non-Schools Property Structural Maintenance Programme	150	150	150	150	150	750
Minor Works Programme	205	300	200	29	371	1,105
Health & Safety (Non-Schools)	24	24	24	24	24	120
<b>TOTAL</b>	<b>18,715</b>	<b>16,998</b>	<b>12,048</b>	<b>13,392</b>	<b>15,545</b>	<b>76,698</b>

## **Oxfordshire Local Transport Board (LTB) Local Major Transport scheme Funding**

The Oxfordshire LTB Local Major Transport Scheme funding allocation of £10.6m was confirmed by the Department for Transport (DfT) on 23<sup>rd</sup> December 2013, with a funding profile of:

- £6.5m in 2015/16
- £4.1m in 2016/17

This funding forms an allocated part of the Local Growth Fund (LGF) and will therefore now be overseen by the Oxfordshire Local Enterprise Partnership (OLEP), with the previous LTB recommended schemes being carried into the LGF.

The Oxfordshire LTB programme office will continue to work with the LEP to support and develop the scheme. The programme office is now working with scheme promoters to develop the business cases in 2014/15 to ensure schemes can access funding and be delivered in 2015-2017 in line with the approved assurance framework agreed by DfT.

The Oxfordshire LTB recommended the following three schemes should receive funding pending completion of appropriate WebTAG based business case and satisfaction of any caveats attached to that scheme.

### **A40/Northern Gateway Cutteslowe Junction with an allocation of up to £3.8million**

Scheme promoters proceed to WebTAG business case development for scheme;

- Business case expected to examine best Value for Money (VFM) scheme and refine scheme costs as currently includes 40% optimism bias.
- Explore options for further developer funding to reduce LTB requirement.
- The scheme promoters, Oxfordshire County Council, agree to cover the cost of the business case development work, with advisory support provided by the LTB programme office.

### **Wantage Eastern Link Road with an allocation of up to £4.5million**

This application is for a funding gap in the delivery of infrastructure that would otherwise be developer funded, there continues to be an ongoing discussion on the ability for development to fully fund this scheme.

Pending clarification it will be requested that the scheme promoters move forward to WebTAG Business Case development stage, this work should cover some key points;

- Provide satisfactory evidence that there is a gap in funding for delivery of the road from developer funding alone and this is not a forward funding situation.

- Sufficient evidence that the Crab Hill part of the road is delivered/funded in time with the delivery of the whole stretch of the road and this does not increase the delivery risk of the road within the LTB funding timelines.
- As with all schemes, it needs to show further detailed costings, options testing to ensure the best VFM option is delivered and any savings in delivery costs should mean a reduced LTB contribution ahead of reduced developer contribution.
- The scheme promoters, Vale of White Horse Council, agree to cover the cost of the business case development work, with advisory support provided by the LTB programme office.

### **Bicester London Road crossing at least £2.3million and up to £6.8 million**

This allocation will provide assurance for further development of Bicester London Road to proceed, any savings in final delivery costs, from the top two LTB schemes would be passed onto Bicester London Road scheme. The business case development approach means that the scheme will be strongly positioned if further pots come forward, via City Deal, Network Rail or DfT, or the project is put forward for further LGF through the Strategic Economic Plan.

- It is expected that option testing and scheme design will demonstrate best VFM option is taken forward for delivery and subject to LTB funding.
- The scheme promoters, Oxfordshire County Council, agree to cover the cost of the business case development work, with advisory support provided by the LTB programme office.

### **LTB Schemes in the Oxfordshire County Council capital programme**

All three schemes will be delivered by the County Council as the Highway Authority. Now that funding has been confirmed it is appropriate that this is shown in the grant annex to the capital programme until a detailed cost profile for delivery and spend is provided following the project business case submission to the LTB programme office.



**CABINET – 28 JANUARY 2014****Performance Scrutiny  
16 December 2013 and 9 January 2014****Service and Resource Planning 2014/15 – 2017/18  
Summary of Comments to Cabinet**

At its meetings on 16 December 2013 the Performance Scrutiny Committee considered a report that formed part of a series relating to the Service and Resource Planning process for 2014/15 to 2017/18.

The Committee considered in turn the Directorate Business Strategies and savings proposed for the service areas as well as the service and community impact assessments (SCIAs). They also took into consideration the results from Talking Oxfordshire and councillor comments from briefing sessions.. The Director and relevant cabinet member for each Directorate were available to respond to questions. In addition the Committee heard from a number of speakers including members of the public and representatives of voluntary and community organisations

The Performance Scrutiny Committee held a further meeting on 9<sup>th</sup> January 2014 where they considered a further report relating to the Service and Resource Planning process for 2014/15 to 2017/18. The Committee considered in turn the capital programme, particularly the property and transport asset management plans and capital proposals, and the Treasury Management Strategy.

The comments below are presented to Cabinet in order that they can take the comments into consideration in proposing their budget and Medium Term Financial Plan (MTFP).

**Adult Social Care**

The majority of the Committee members accepted the overall budget but in line with the comments below welcomed further consultation, further work with agencies and noted that there was still more work needed on fine tuning to numbers and timings to ensure that support is still available to vulnerable people in crisis and that sufficient information and advice is available, especially with regard to people with learning difficulties.

- The committee welcomed the fact that there would be further consultation processes in connection with specific changes and commended further work with agencies so that their views could be worked through.
- The committee noted the role of advice and information services in relation to preventing adult social care needs placing a demand on Council services;
- In relation to the Social Fund, the committee were concerned as to how going forward it can be ensured that people in crisis and in desperate need can get access to help, including a crisis loan.
- The committee identified the need for further work in respect of learning disability services, to ensure people with learning disabilities were not disadvantaged, and that the idea of community networks could be embedded to pick up some of these issues

**Economy & Environment**

- The committee welcomed the consideration of a wide range of different proposals, including income generation.
- The committee requested the consideration of property portfolios, in connection with the changing environment for schools.
- The committee wished to stress the importance of keeping the savings in relation to the waste recycling centre under review.
- The committee asked that particular note be taken of the outcome of consultations on proposed changes, particularly to ensure that;
  - the proposals with regard to supported transport protect the most vulnerable people, especially those in rural areas.
  - the customer service externalisation approach achieves the required efficiencies.
- The committee also recommended that assurance be sought around councillor engagement in the development and maintenance of highways if the area stewardship model is changed.

**Children, Education & Families**

- In general, the committee raised concern to maintain locality focus through any change process.
- The committee also wanted to ensure that there was no reduction in service despite the proposed savings in relation to respite care.
- The committee supported the plans to increase looked after placements within Oxfordshire and the plans for a multi-agency safeguarding hub. However, they wanted to ensure that any work falling out of the service review supported safeguarding work.
- The committee were keen to agree with Cabinet appropriate progress monitoring processes regarding the integration of children's services.
- Overall the committee were keen to see that the proposals for integrated work with partners delivered the expected savings.

**Chief Executive's Office**

- The committee supported the Chief Executive's response to the speaker from Refugee Resource and endorse the proposal to taper funding to the organisation to protect their ability to secure Big Lottery and Comic Relief match funding.
- In relation to all proposals to reduce grant funding the committee were keen to ensure that time was made available, through a phased reduction, to give organisations effected, time to consider alternative funding sources or commissioning work.
- The committee noted that village halls and community centres will still be able to seek grant funding from Parish Councils, District Councils and other funding sources.
- The committee also noted that recent success in gaining national funding for military bases replaces any proposed reductions in local authority funding.

**OFRS & Community Safety**

- The committee wished to note that proposals to changes to the way in which the fire service is delivered are based on successful operations elsewhere in the county and the timing is governed by national requirements for consultation.
- Community safety funding proposals reflect the fact that this area is now funded by the Police Crime Commissioner (PCC). The committee wished to explore the possibility of this funding continuing to be routed via the upper tier local authority to reflect the work of the community safety units and broader partnership.

**Public Health**

- The committee welcomed the fact that contracts were being revisited to seek efficiencies and noted that the phased 10% savings were intended to ensure that efficiencies could be identified without cutting front line service delivery.
- The committee also wanted to ensure that the opportunity to improve the alignment of public health services and council services to support local communities was fully explored.

**Overall Statement**

- The committee wanted to note that the current proposals are in response to a restrictive financial settlement from central government, which means that further change is being proposed in areas of work where services are already stretched and recognised that this was a difficult situation for all.
- The committee wished to be involved in monitoring the progress and performance of big change programmes, in partnership with Cabinet.
- The committee further acknowledged the risks of change and the need to monitor the mitigation and ensure that action plans are implemented.
- The committee also queried how the Council is assured about the application of effective change management during the implementation of proposals.
- The Committee drew attention to Annex 5 containing councillors' comments as a result of the briefings for Councillors.

**Cllr Liz Brighthouse**

**Performance Scrutiny Committee Chairman**

**Contact Officer:** Claire Phillips, Senior Policy and Performance Officer, 3967

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## Budget Proposals Consultation and Stakeholder Engagement Summary

### Introduction

1. This annex sets out the key messages from Oxfordshire County Council's three public and stakeholder consultation exercises carried out to support the Council's Service and Resource Planning process for 2014/15 to 2017/18. It also provides a high level summary of stakeholder engagement regarding the council's Service and Resource Planning process for 2014/15 to 2017/18 and makes reference to the detailed response from Oxfordshire's five district council's that can be found in its entirety at the end of this report (Appendix 1).
2. The three public consultation exercises were:
  - **Talking Oxfordshire** - a county-wide exercise to inform residents about the level of additional savings the council would have to make and to listen to their views and suggestions. It was designed to inform the 2014/15 service and resource planning cycle. Talking Oxfordshire ran throughout October and November 2013 and its aim was to provide an opportunity for people to share their views at a formative stage in the budget setting process.
  - **Budget Telephone Survey** – an independent survey with a broadly representative sample of 600 residents aged 18 and over between 7 December and 20 December delivered by SPA Future Thinking on behalf of Oxfordshire County Council. The objectives of this survey were to explore awareness of the council's financial situation; views on how the council could save money including service priorities; Attitudes to levels of Council Tax increase and Council Tax referendum; and reputational impact of council's approach to budget management.
  - **Feedback on Budget Proposals** – an open opportunity to comment on the Directorate Business Strategies and savings proposed for their service areas, which were detailed in the papers published for consideration by the Performance Scrutiny Committee on 16 December 2013. An online feedback form, hosted on the council's eConsult portal and widely publicised was open from 6 December 2013 to midday on the 3 January 2014. Comments submitted by letter and email were also accepted as part of this exercise.
3. Consideration of feedback from the Performance Scrutiny Committee is also an important part of the consultation process. The Performance Scrutiny Committee met on 16 December 2013 to consider the new revenue pressures and proposed savings alongside the Service and Community Impact Assessments. It met again on the 9 January 2014 to consider the treasury management strategy statement and capital proposals. At the meeting in December the committee heard representations from a number of members of the public about the impact of the proposals. These views were taken into consideration in the comments that the

committee is making to the Cabinet. Comments from the Scrutiny Committee are not included in this annex but are set out in annex 12.

4. All views expressed in the public consultation exercises, the feedback from Performance Scrutiny and stakeholders has been considered carefully, including reviewing Service and Community Impact Assessment for individual proposals where it has been appropriate to do so. The Cabinet has taken account of all feedback when proposing its budget and Medium Term Financial Plan (MTFP).
5. Full copies of the reports of the public consultation exercises are published on the county council website ([www.oxfordshire.gov.uk/budget](http://www.oxfordshire.gov.uk/budget)) and an indexed collection of all comments received in response to the council's budget proposals and petitions submitted are placed on deposit for all councillors to review.
6. The petitions submitted to date are as follows:
  - Petitions to Save Oxfordshire's Children's Centres (Approx. 15,000 signatures across a range of petitions)
  - Online petition on proposed funding cuts to Pegasus Theatre (1,534 signatures)
  - Online petition on proposed funding cuts to Refugee Resource (still open for signatures)

## Part A: Summary of the results from Talking Oxfordshire

### Introduction

- A1. Talking Oxfordshire was a county-wide exercise to inform residents about the level of additional savings the council would have to make and to listen to their views and suggestions. It was designed to inform the 2014/15 service and resource planning cycle. It ran throughout October and November 2013 and its aim was to provide an opportunity for people to share their views at a formative stage in the budget setting process.
- A2. This annex sets out a summary of the feedback received. A more detailed report will be published on the county council website ([www.oxfordshire.gov.uk/talkingoxfordshire](http://www.oxfordshire.gov.uk/talkingoxfordshire)) alongside a summary note of each meeting.

### Approach

- A3. Talking Oxfordshire comprised of:
- Explaining the council's financial situation and budget pressures using an easy-read summary of the council's budget position provided as a leaflet and on the council's website
  - Hosting a series of public meetings, one in each district council area
  - Supporting a public meeting organised by Oxfordshire Rural Community Council (ORCC) focussing on rural issues
  - Providing a structured online feedback form hosted on the council's website
  - Giving other opportunities for people to engage via email, letter, petition or social media
- A4. Talking Oxfordshire was publicised throughout the county via posters in council buildings and community noticeboards; a street team handing out flyers; media and outdoor advertising, the council's Your Oxfordshire newsletter, press releases and social media tweets and messages.
- A5. The council informed the following stakeholders about Talking Oxfordshire:
- all county and district councillors
  - Oxfordshire's MPs
  - Oxfordshire Partnership Board
  - parish and town councils
  - Oxfordshire Lieutenancy
  - members of the Oxfordshire public involvement network (who comprise a wide range of groups, organisations and individuals with different circumstances, including 'hard to reach' groups)
  - individuals who had registered an interest in receiving information and consultations

A6. Key questions that people were asked to consider and debate as part of Talking Oxfordshire were:

- Should we (Oxfordshire County Council) only provide services we have to?
- Should we increase fees?
- Should we charge for more services?
- Should people and communities do more from themselves?
- Would you support a Council Tax increase?
- What services could you live without?

## **Main Findings**

### **Part A: Public Meetings**

- A7. In total, nearly 1,000 people attending the five Talking Oxfordshire public meetings. Each meeting was chaired by an independent host from the local media who was asked to focus on the key questions. Councillor Ian Hudspeth, Leader of the Council and Joanna Simons, Chief Executive, introduced the council's budget position and proposed approach to making savings, and took questions.
- A8. The key theme for these meetings was concern about the future of the Early Intervention Service and children's centres. This was in response to very recent media reporting based on a 'worst case scenario' for budget savings in the service. Strong support was shown for children's centres as integral, local institutions in the community. Service users and professionals talked about their value as a safe place for parents and carers to seek and receive support and to meet others. They also set out their role in protecting vulnerable people.
- A9. Audiences wanted to find out more about plans for the Early Intervention Service and children's centres and whether other options had been considered; and some people expressed concerns about the potential impact of reducing these services on child protection and adult social care. Some attendees suggested charging and other ways to generate income. It was emphasised that no decisions had been taken and Cabinet would publish proposals in December.
- A10. The other main talking points common to at least two or more of the public meetings were:
- protecting the most vulnerable in society so they are not further disadvantaged
  - not compounding rural isolation and forgetting the needs of rural communities
  - Council Tax increases
  - the need to lobby/challenge government and make representations about the council's financial situation
  - increasing collaboration and joint working between the council and other local authorities, including sharing resources and for some exploring the potential for unitary authorities in Oxfordshire
  - using the council's reserves to plug funding gaps
  - exploring opportunities for increasing the capacity of communities



- more collaborative working with the voluntary sector
- income generation such as private sector investment and sponsorship or 'crowd funding'

A11. A number of specific concerns, points and questions were raised at each meeting. These were often issues specifically relevant to the local area and are captured in the summary reports.

### **Part B: Oxfordshire Rural Community Council Talking Oxfordshire Event**

A12. Approximately 70 people took part in the Talking Oxfordshire 'rural' event organised by Oxfordshire Rural Community Council (ORCC). Councillor Ian Hudspeth and Joanna Simons provided contextual information and took questions from the floor. At this session, people took part in round table discussions to encourage an ongoing flow of conversation.

A13. Subjects debated at the tables included:

- use of county council reserves to plug funding gaps
- Parish Councils delivering grass-cutting services
- potential savings for setting up a unitary authority
- reviewing the competitive tendering process of the County Council
- cutting of school transport subsidies
- communities taking responsibility for filling potholes

The services that were identified as being especially important to rural residents were:

- rural transport
- social care for adults and children
- children's services
- road maintenance
- support for the voluntary and community sector.

### **Part C: Online Feedback Form**

A14. The council received 472 responses to the Talking Oxfordshire online feedback form. 444 people identified themselves as residents, with three-quarters of the responses were from women; around two-thirds were from people aged 25 - 44 years. There was a good spread from across the five district council areas. However as this was a self-selecting group it cannot be considered as truly representative of the county's residents.

A15. The results are summarised below. Please note that not everyone chose to answer each question, so the total numbers vary (the number of responses to each question is shown in brackets). A number of comments were made about the need for more information to enable people to answer the questions; we have made a note of this as part of the evaluation Talking Oxfordshire and will seek to improve this in future exercises run by the council.

Question	Yes	No	Don't know	Comments
Should Oxfordshire County Council only provide services it legally has to?	10% (49 responses)	80% (375)	10% (46)	The comments associated with this question included: 39 people saying that non-statutory services are still important and that the council should provide what people need, 23 people saying the council should attend to the needs of vulnerable people, and 21 people saying services should exceed the statutory minimum.
Should Oxfordshire County Council increase fees?	43% (200)	31% (143)	26% (120)	The comments associated this question included: 31 people saying yes, if it saves services, yes, but only if it is affordable and 19 people saying no, they already pay council tax and that the council should make efficiencies.
Should Oxfordshire County Council charge for more services?	45% (208)	30% (139)	26% (120)	The comments associated with this question included: 71 people saying yes, a small amount, 36 people saying yes, for those that can afford it, and 33 saying it depends on which services.
Should people and communities do more for themselves?	59% (269)	25% (115)	16% (73)	The comments associated with this question included: 63 people saying that delivering a community response requires support, money and training, 43 people pointing out that a lot happens already, and 22 people saying that a lack of free time prevents people's involvement.
Would you support an increase in the Council Tax?	55% (255)	34% (160)	11% (51)	The comments associated with this question included: 53 people saying yes, if it saves vital services, 32 people saying yes, a small, proportional increase, and 21 people giving a caveat saying it depends on what it is spent on. Fifteen people asked the council to means test any rise to protect those that can't afford it and 15 people felt they already paid too much and could not afford it.

A16. The online feedback form also asked two open ended questions. When asked which services they could live without, those most frequently mentioned were:

- libraries and museums (31 mentions)
- highways maintenance/street lighting (26 mentions)
- early intervention services including children's centres (18 mentions)
- 47 responses called for the council to cut back on internal bureaucracy and cost of 'politics'

A17. The final question on the online form provided a free space for people to share their views on county council services. The comments given broadly echoed those shared at the public meetings.

- Concerns were expressed that the most vulnerable in society (older people, children, those at risk, children with special needs) should not be put at further disadvantage as a result of cuts, and should be protected
- Concerns were expressed that cutting back on Early Intervention services would mean more expense to the council in future years
- There was a feeling that those who can afford to pay more through Council Tax and fees and charges
- People felt that the county council should be lobbying central government and questioning the budget cuts
- Some people suggested that a unitary authority approach would be a good way to save money and have less bureaucracy

**Other correspondence**

A18. A few letters, emails and social media posts were also submitted as part of Talking Oxfordshire and these continue to be received even after the consultation has closed. For the most part, this correspondence focuses on children's centres although some stakeholder responses address other specific issues. Redacted copies of all emails and letters will be made available to all councillors to review as part of the budget setting process and an analysis will be included in the full Talking Oxfordshire report.

A19. Finally, a petition of over 15,500 signatures in defence of children's centres was handed to the Leader of the Council on 28 November, the day before Talking Oxfordshire closed. This is available to all councillors for review.

## **Part B: Executive Summary of Budget Telephone Survey**

(Provided by SPA Future Thinking)

### **Background**

- B1. Oxfordshire County Council's budget is being reduced as part of the government's plan to get the nation's finances in order. Between 2010/11 and 2017/18 the Council's government grant will have reduced by 40%. At the same time, demand for services is rising – particularly from older people with social care needs and from children with care needs. The County Council will have saved £200 million by 2017, but now it has to find another £65 million over the next four years and these savings will be harder to make. There will be less money to spend and public services will have to change as a result.
- B2. With this in mind, Oxfordshire County Council commissioned SPA Future Thinking to undertake a representative survey of people living in Oxfordshire to examine the public's views regarding the Council's budget situation.
- B3. The overall aim of the research is to find out the public's views regarding the Council's budget and reputation.

### **Objectives**

- B4. The objectives of the research are to examine:
  - Awareness of the Council's financial situation;
  - Views on how the Council could save money including service priorities;
  - Attitudes to levels of Council Tax increase and Council Tax referendum;
  - Reputational impact of Council's approach to budget management.

### **Methodology**

- B5. A representative telephone survey was conducted with Oxfordshire residents as follows:
  - 600 CATI (Computer Assisted Telephone Interviewing) interviews were conducted with Oxfordshire residents aged 18+ by experienced telephone interviewers.
  - Quotas were set on gender, age, work status, District and area (i.e. urban/ town & fringe/ rural). A spread was aimed for in terms of disability and ethnicity.
  - A pilot survey took place Friday 7<sup>th</sup>- Saturday 8<sup>th</sup> December 2013. Some questions were removed after the pilot due to the length of the questionnaire.
  - The main fieldwork was conducted between Monday 9<sup>th</sup> – Friday 20<sup>th</sup> December 2013.

- Data has been weighted according to the latest population statistics for Oxfordshire by gender, age, District and area.
- Figures may not add to 100% due to computer rounding or multi-coding.

## **Executive Summary**

### **Service usage and importance**

- B5. Two-thirds of respondents had used non-universal services provided by Oxfordshire County Council in the past year.
- B7. Universal services top the list in terms of general importance to Oxfordshire residents. Over nine in ten rate waste & environmental services and highways maintenance as important (both 93%). This is followed by 87% who rate Public Transport as important.
- B8. However, if we examine the services considered very important by residents, then two non-universal services top the list. Indeed, around two-thirds (67%) rate child protection as a very important service to Oxfordshire residents while 61% rate services for older people as very important.
- B9. The importance of planning and school organisation, support & access reflects usage levels.

### **Dealing with the budget deficit**

- B10. There is a good level of awareness among Oxfordshire residents regarding the financial challenges facing the Council, with seven in ten residents aware of the budget situation. The media (60% TV news; 54% newspapers; 33% radio news) and word of mouth (33%) are the main sources of information. Over one in ten (16%) mentioned the 'Talking Oxfordshire' campaign
- B11. Opinion is split regarding the best approach towards making savings. A third (34%) think that cuts should be made equally to all services, while the same proportion (32%) suggest that cuts shouldn't be made at all. Opinions are equally split regarding whether cuts should be made only to universal services (14%) or just to targeted services (15%).
- B12. When faced with the difficult decision regarding which services should be protected and where less money should be spent, child protection (56%) and services for older people (42%) stand out as the services which residents would most like to see protected. Conversely, over half would be prepared to see less spent on cultural & community services (53%) and planning (52%). While just 14% said that cuts should only be made to universal services, 78% put forward a universal service for savings.

### **Attitudes towards council tax levels**

- B13. When asked specifically about the possibility of increasing council tax levels to deal with the budget deficit, there is strong support for this. Indeed, eight in ten would be

prepared to see a council tax increase of 2% or more in order to reduce the £64m savings required. This compares with just 19% who would not like to see a council tax increase. Views are pretty much unanimous across all sub-groups.

- B14. A third (34%) of Oxfordshire residents would be supportive of the Council's proposed approach of a 2% increase in council tax levels, meaning that the Council would have to find £64 million worth of savings.
- B15. Over two in five (45%) would be prepared to see an increase in council tax of 5% or more. Among service users, this rises to over half (52%).
- B16. Those with children are most willing to see services protected with higher increases in council tax - a third support an increase of at least 10%.
- B17. Oxfordshire residents are also generally supportive of the Council holding a referendum in Oxfordshire regarding the level of Council tax, with seven in ten saying that they would support this and a notable nine in ten saying that they would vote.

### **Other options for tackling the budget deficit**

- B18. In terms of other options for dealing with the budget deficit, there is some support for involving others in tackling the budget deficit. In particular, encouraging more community involvement in the running of services (73%, rising to 82% among those living in rural communities) and paying other organisations under contract to deliver services if they can be provided more cost effectively (63%).
- B19. Service charging (i.e. increasing existing service charges or introducing new charges for more services) would be less popular. Less than two in five would be supportive of this (39% and 38% respectively). However, parents are significantly more supportive of charging for services – 54% would support an increase in current service charges and 60% would be supportive of introducing new charges for more services.
- B20. Just a third (34%) would be supportive of the Council stopping service provision where it is not required to do so by law. Women in particular are the least supportive (27% of women vs 41% of men would support this idea).

### **Perceptions of Oxfordshire County Council**

- B21. Oxfordshire County Council is generally viewed favourably regarding the Council's performance in the current economic climate. Positively, over three in five (62%) agree that Oxfordshire County Council does a good job despite the difficult financial situation – 17% strongly agree with this.
- B22. Similarly, over half (54%) agree that they trust Oxfordshire County Council to do what's right for Oxfordshire.
- B23. However, residents are less inclined to agree that Oxfordshire County Council provides value for money (43%). Younger residents are the least positive in this respect.

- B24. Mirroring the earlier findings, just three in ten (29%) agree that it is right to cut spending on local services while 45% disagree (one in five strongly). However, this does differ significantly by age, with older residents aged 55+ significantly more likely to agree with spending cuts (38% versus 24% of 35-54 year olds and 26% among those aged under 35). Those living in market town and surrounds are also more likely to agree with this approach (40%).

### Part C: Summary of Feedback on Budget Proposals

- C1. An open opportunity to comment on the Directorate Business Strategies and savings proposed for their service areas, which were detailed in the papers published for consideration by the Performance Scrutiny Committee on 16 December 2013. An online feedback form, hosted on the council's eConsult portal and widely publicised was open from 6 December 2013 to midday on the 3 January 2014. Comments submitted by letter and email were also accepted as part of this exercise.
- C2. Members of the public were invited to view the proposals, which were detailed in the scrutiny papers for the meeting on the 16th of December. They were then asked to give any comments. 73 responses were received, primarily from Oxfordshire residents, but a quarter of responses were from people representing a group or organisation. In addition some members of the public made representations in person at the scrutiny meeting on 16<sup>th</sup> December.
- C3. There were two clear areas that were commented on most. These were the proposed phased reduction in grant funding for Pegasus Theatre from £68,266 to £22,755 and the proposed concerning housing related support (Reduction in line with central government reduction in the Supporting People funding). 43 people commented about Pegasus Theatre, opposing the proposed cuts, and 17 raised concerns about the proposed reduction in funding for housing related support (many of these concerned that the most vulnerable in society would be affected).
- C4. Areas people commented on included:

Category	Number of mentions
Pegasus Theatre	43
Housing related support	17
Services for older people	5
Service for vulnerable people	5
Councillor allowances	3
Highways / transport	3
Icelandic banks	2
Mental health services	2
Refugee resource	2
Broadband	1
Children's centres	1
Council tax	1
Health and safety	1
Laundry services	1
Planning	1
Properties	1
Registration	1
Street lighting	1
Unitary council status	1



**Part D: Summary of Stakeholder Engagement and feedback on proposals to reduce grants that the council awards**

- D1. As part of the Service and Resource Planning process for 2014/15 to 2017/18 the council identified specific external stakeholders who will be affected by the proposed changes. These were:
- Existing providers of county council services to which changes to services are proposed
  - Voluntary and community sector organisations who currently receive grants, which are proposed to change or stop
  - District councils were the council acts in close partnership on delivery of a service to which changes to services are proposed
  - Other key partners who may be impacted by specific budget proposals.
- D2. Individual letters were sent to individual organisations, a number of face-to-face were held and specific briefings and discussions took place for district councils via the Oxfordshire Leaders meeting, and the Treasurers meeting.
- D3. A summary of the correspondence received by directors and councillors, including members of the Performance Scrutiny Committee referencing specific proposals is set out below. This is in addition to a detailed response from Oxfordshire's five district councils that is published in its entirety at the end of this report (Appendix 1).

**Summary of correspondence**

<b>Group/Organisation</b>	<b>Subject</b>
Appleton Village Hall Management Committee	Concern about proposed removal of £59,000 for Village Hall Grants in 2014/15
Kennington Village Hall	Concern about proposed removal of £59,000 for Village Hall Grants in 2014/15
Little Milton Village Hall Management Committee	Concern about proposed removal of £59,000 for Village Hall Grants in 2014/15
Hinton Waldrist Village Hall	Concern about proposed removal of £59,000 for Village Hall Grants in 2014/15
Member of Village Halls Advisory Group	Concern about proposed removal of £59,000 for Village Hall Grants in 2014/15
Finstock Parish Council	Concern about proposed removal of £59,000 for Village Hall Grants in 2014/15
Great Milton Recreation Ground Management Committee	Concern about proposed removal of £59,000 for Village Hall Grants in 2014/15
Duns Tew Village Hall Committee	Concern about proposed removal of £59,000 for Village Hall Grants in 2014/15
Letcombe Bassett Parish	Concern about proposed removal of £59,000 for Village Hall Grants in 2014/15
Leaffield Village Hall	Concern about proposed removal of £59,000 for Village

## CA6

	Hall Grants in 2014/15
Stoke Row Village Hall	Concern about proposed removal of £59,000 for Village Hall Grants in 2014/15
Upton Village Hall Amenities Trust	Concern about proposed removal of £59,000 for Village Hall Grants in 2014/15
Kingham Village Hall	Concern about proposed removal of £59,000 for Village Hall Grants in 2014/15
Finstock Parish Council	Concern about proposed removal of £59,000 for Village Hall Grants in 2014/15
Great Milton Parish Council	Concern about proposed removal of £59,000 for Village Hall Grants in 2014/15
Resident	Concern about proposed removal of £59,000 for Village Hall Grants in 2014/15
Category of respondent unclear	Concern about proposed removal of £59,000 for Village Hall Grants in 2014/15
Steeple Ason Parish Council	Concern about proposed removal of £59,000 for Village Hall Grants in 2014/15
Sibford Village Hall Management Committee	Concern about proposed removal of £59,000 for Village Hall Grants in 2014/15
Two Saints	Acknowledgement and willingness to engage with council about proposed funding in line with central government reductions in Supporting People funding
My Life My Choice	Acknowledgement and willingness to engage with council about proposed withdrawal of grant funding - specific concerns about continuation of self-advocacy contract
My Life My Choice	Concern about proposed reduction in budget for people with learning disabilities by £3.4 million
Refugee Resource	Concern about proposed withdrawal of £45K grant funding in 14/15 to Refugee Resource
Oxford Community Work Agency	Concern about proposed withdrawal of support for mainstream welfare rights advice and advocacy (Oxford Community Work Agency £117K)
Blackbird Leys Neighbourhood Support Scheme	Concern about proposed withdrawal of support for mainstream welfare rights advice and advocacy (BLNSS £15K)
Oxford City Citizens Advice Bureau	Concern about proposed of support for mainstream welfare rights advice and advocacy (Oxford City CAB £25K)

## Appendix 1

### **Oxfordshire County Council Draft Budget Proposals 2014/15 to 2017/18: The key issues for District Councils**

Thank you for inviting the District Councils to set out their comments on the proposed Oxfordshire County Council Budget for 2014/15 to 2017/18. These are provided below.

#### **15SCS11 - Reduction in line with central government reductions in Supporting People funding for Housing Related Support**

This is a 38% cut to this budget, which is likely to have a high impact on vulnerable groups. The cut is likely to put increased pressure on many other services, including adult social care, family support services, statutory homelessness, health (accident and emergency, physical and mental health services), police and criminal justice services, public health and social landlords etc.

Given the size of the cut there is likely to be a reduction in bed places for single homeless people and this will almost certainly increase the incidence of rough sleeping, predominately in Oxford City.

Changes to the adult homeless pathway will require a long transition period. Current contracts expire in Jan 2015, and the County Council will need to take action to extend contracts to cover any transition periods.

The recently revised commissioning plan intention was to devolve funding away from the city for single homeless people towards the other districts for local provision. Failure to provide this funding will have serious impacts locally and is likely to increase further the pressure on the city.

Floating Support is a crucial element of this funding. A reduction in floating support is likely to significantly increase pressures on the other budgets mentioned above. Rural areas depend highly on floating support and if there is a reduction in this service it will have significantly worse outcomes for rural clients. A reduction in this budget could also have an adverse impact on drug and alcohol misuse and other targets in the District Community Safety Plans.

Reduction in the domestic violence budget is likely to lead to lower number of beds and support services for this client group. Although these services cater for some out of area need this is on a reciprocal basis. Lack of provision is likely to result in increased risk to victims of domestic violence, homelessness applications to the district councils, and increased responsibilities for social care.

#### **15SCS12 - Stop providing the Social Fund (except care leavers) from 2014/15 £500K**

The Social Fund provides a valuable complement to the housing service enabling some homeless applicants to buy necessities and without this fund the council may find applicants cannot be reasonably placed in our unfurnished second stage accommodation leading to longer stays in first stage accommodation which is more expensive. Funding has also been accessed for rent in advance.

There is the potential for additional impact on front desk reception, council tax and housing rent arrears and increased demand on Discretionary Housing Payments (DHP's). This may also accentuate the impacts of welfare reform.

**15SCS6 - Continuing to fund information and advice for people who may need or are eligible for social services, but withdrawing support for mainstream welfare rights advice and advocacy.**

This will significantly affect the ability of key organisations to provide essential advice services across the county. The advice sector is reporting a significant increase in footfall this year, particularly in relation to issues concerning debt. Given the on-going reductions in welfare support, and cost of living increases, it is hard to imagine that demand for debt advice will lessen significantly in 2015/16. This could put people at risk of losing their home due to defaulting on rent or mortgage payments which would see a rise in rough sleeping or families being housed in temporary accommodation. This will have a consequent impact on other services such as social care and housing services, health and community safety.

It is likely that concerned individuals will approach the District Councils directly, creating an increased workload and burden for them. However, there may be some possible re-commissioning options under the new Local Support Frameworks and there is an opportunity to look at how advice services can be better coordinated and designed.

**15SCS15 - Cease funding provided to local Community Safety Partnerships (with £44K retained by Oxfordshire County Council to continue to support the Domestic Abuse Coordinator post) from 2014/15. Funding to each partnership from the Police and Crime Commissioner is expected to remain unchanged.**

Our understanding is that there is a reduction in the Police Crime Commissioner grants and a reduction in Thames Valley Police funding for CCTV, and that these reductions will continue over the next few years. The combined effect will be a significant reduction in community safety initiatives and activity across the districts.

We welcome the continued funding for the domestic abuse co-ordinator. However, a number of District Council and Local Police Area initiatives and posts are affected by these cuts. Inevitably this will impact on our ability to address community safety and anti-social behaviour issue problems. Removal of low level interventions could cause some issues to escalate to a more serious level and bring with it additional costs for the District Councils and Thames Valley Police. This may also lead to a reduction in external funding to some of the Community Safety Partnerships.

**5SCS16 - Cessation of dedicated Community Safety coordination work through the Safer Communities Unit**

The Community Safety Unit co-ordinates the countywide community safety works. This is likely to have a detrimental effect on Oxfordshire's coordinated approach to community safety and may impact on funding levels from the Police and Crime Commissioner. It is likely to place as yet un-quantified antisocial behaviour costs onto the District Councils and Thames Valley Police.

District Councils will need to review the level of funding they provide for community safety work to ensure that we continue to meet our statutory obligations in relation to community safety and to determine which services they wish to continue.

**15EE27 - Reduce Road Survey Budget/other network maintenance/Network management general restructure/joint workings/Further other network maintenance.**

***Gully cleansing***

Highways gully cleansing is of critical importance in controlling surface water and flash flooding and we have concerns that reduced cleansing could result in highways and property flooding. We understand that a targeted approach is proposed based on a risk assessment model, rather than to routinely servicing all gullies. However, if the proposed savings result in more frequent gully blockages it is likely that there will be an increase in flooding, adverse environmental impacts and additional costs to the District Councils. Therefore it is critical that any changes are kept under review.

***Verge maintenance***

Reduction in verge maintenance is likely to result in complaints from the public, towns and parishes regarding the condition of verges. If the reduction in verge maintenance means no agency funding to the District Councils for urban highway verges, this will result in a significant deterioration in urban areas. There are also potential safety risks for motorists in some locations if overgrown verges obscure highway visibility.

There are also potential implications for existing Landscape Management contracts. South Oxfordshire and the Vale of the White Horse District Councils would like to enter into discussions about taking responsibility for highway grass cutting under an agency agreement starting in 2015.

***Inspection and maintenance of signs and lines***

We understand that the Section 42 budget has never been increased to deliver the maintenance requirements associated with the numerous Car Parking Zones (CPZ) that have been implemented in the last few years. Subsequently if we don't maintain the CPZ signs and lines the County Council can't enforce and thus lose income. If lines and signs are not clear and correct, they may be unenforceable and certainly open to challenge at the Traffic Penalties Tribunal.

***Inspection and cleaning of street lighting***

Increased failures in lighting or effectiveness of lighting may result in increasing complaints and potentially creating poorly lit areas which may increase anti-social behaviour/crime.

**15EE14 - Supported Transport Project savings which includes review of: transport contract management; Dial a Ride; bus subsidies; home to school transports including SEN**

This will have a detrimental effect on a large number of people who use this service by reducing access to essential services. It will make rural communities become even further isolated.

**15EE14 - Supported Transport Project savings which includes review of: transport contract management; Dial a Ride; bus subsidies; home to school transports including SEN**

We have concerns about the potential impact of reductions in subsidised bus services at evenings and weekends, particularly for those living in rural communities and those without car or second car. We are also particularly concerned about the impact on young people not being able to access training and support services and sports and leisure opportunities.

**15EE25 - Withdraw contribution to Oxfordshire Waste Partnership**

There may be a loss of current efficiencies in joint promotional initiatives aimed at reducing waste and increasing recycling, reuse and composting – this may result in an increase in residual waste. However this may be offset by a direct budget saving for the District Councils.

There will be redundancy costs of the staff affected which Cherwell District Council will incur as the employing authority on behalf of OWP and which OWP will be expected to fund.

This proposal needs to be considered formally by the OWP as it is likely that this will result in the dissolution of the partnership and the existing financial model. There is also a need for assurances that the County Council will honour the phased reduction of incentive payments to District Councils.

**15CEO9 - Withdrawal of grant to The Mill Arts Centre and phased reduction of grants to Pegasus Theatre, Oxfordshire Youth Arts Partnership and Oxfordshire Visual Arts Development Agency**

**15CEO14 - Take out military and local grants (Locality Grant to Choose Abingdon and Refugee Resource Grant)**

Oxford City Council is particularly concerned about the reduction of grant to Pegasus Theatre and the potential loss of valuable services for young people and the match funding that the service brings into the city.

The Vale of White Horse District Council was aware that the county's grant to the Choose Abingdon Partnership (ChAPs) would cease from 2014/15. This does not affect their contribution.

Withdrawal of Mill Grant and phased reduction of Oxon Youth Arts Partnership funding will result in a likely reduction in the services that the Mill can offer. In 2017/18 it will need to be 100% self –sufficient because the £40k funding from Cherwell District Council is then expected to cease.

There is a general concern about the need to have the ability to package partnership funding together and to use this to draw in additional funding and resources into the county

from other agencies, for example the Arts Council and Police Crime Commission and the Lottery.

## **Other**

### ***Increased refuse disposal charges***

The City Council has been made aware of increases in refuse disposal charges in respect of schedule 2 properties (halls of residence) which will have a significant adverse financial impact on the Council. This does not form part of the County Council consultation budget.

### ***Savings not closures of Children Centres and Early Intervention Hubs***

These are included in the Business Strategy but not in the savings summary. Clarity is needed on the nature of the funding cuts for each centre.

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## Council Tax Referendums – Summary of Legal Requirements

### A. Setting the council tax and making substitute calculations

1. The County Council must determine whether its relevant basic amount of council tax is excessive by reference to the ‘council tax principles’ issued by the Secretary of State.<sup>1</sup> It must make the council tax calculation and issue precepts before 1 March each year.
2. If the County Council determines that its council tax increase is excessive, it must notify the billing authorities (i.e. Oxfordshire’s City and District Councils) that a referendum is required – and these authorities then must make arrangements for holding a referendum<sup>2</sup>. The County Council must also make “substitute calculations” to produce a basic level of council tax that does not exceed the excessiveness principles<sup>3</sup>. It must then issue to the billing authorities, when giving notice of the need for a referendum, a substitute precept based on those calculations.
3. The result of a council tax referendum is binding. If the County Council’s council tax increase is approved by voters then the council tax calculations continue to have effect and will apply for the remainder of the financial year.
4. If the increase is not approved then the substitute calculations will automatically take effect. An equality of votes between ‘yes’ and ‘no’ means that the increase has not been approved and the substitute calculations will take effect. The billing authorities would then have discretion (subject to a right for council taxpayers to request a refund on demand) to:
  - issue new bills immediately
  - offer refunds at the end of the year or
  - allow credits the following year

### B. Holding a council tax referendum<sup>4</sup>

#### *Date and responsibilities*

5. For 2014/15, the date for holding the referendum must be no later than 22 May 2014.<sup>5</sup> Responsibility for organising a council tax referendum lies with Oxfordshire’s billing authorities (the City and District Councils). These must organise referendums on the County Council’s behalf.
6. The counting officers for each billing authority will issue a ‘notice of poll’ and conduct a poll in their area. The County Council will need to appoint a “Chief Counting Officer” to draw together the statement of results of each poll and then declare and publish the overall result. The Chief Counting Officer will have the power of direction over the individual counting officers and to order any recount.

<sup>1</sup> Section 52ZB and 52ZC of the Local Government Finance Act 1992 (‘the 1992 Act’)

<sup>2</sup> Sections 52ZB(2), 52ZG, 52ZB(4) and (6), 52ZK and 52ZM of the 1992 Act

<sup>3</sup> Sections 52ZJ and 52ZL of the 1992 Act

<sup>4</sup> Council tax referendums are regulated by The Local Authorities (Conduct of Referendums)(Council Tax Increases)(England) Regulations 2012 (and as amended by the Secretary of State)

<sup>5</sup> The Local Authority (Referendums Relating to Council Tax Increases) (Date of Referendum) (England) Order 2013).

These multiple referendums, held on the Council's behalf, must be held on the same day.

*Starting the referendum process*

7. The County Council would start the process by publishing an initial notice stating that a referendum is to take place. It must do so as soon as practicable after determining that its council tax increase is excessive and not less than 28 days before the poll. This should set out:
  - The reason for the referendum
  - The referendum question (the question format being set out in Regulations)
  - The authority that will organise the referendum
  - Where further information about the referendum can be obtained
8. This notice triggers the period during which the referendum campaign expenses limit will apply. The Council must also publish on its website information setting out the consequence of 'yes' and 'no' votes for council tax payers in all bands and about the costs of the referendum.

*Expenses limits*

9. The limit of expenses incurred by, or on behalf of, any individual or body campaigning in a referendum is the aggregate of £2,362 plus the amount found by multiplying 5.9 pence by the number of entries in the relevant electoral registers (taken together for all areas).

*Cost of the referendum – keeping costs down by combining polls*

10. Regulations allow returning officers for certain elections, and the counting officers for referendums, a discretion to hold a council tax referendum in combination with other polls and to combine certain activities such as the issuing of polling cards.
11. The costs of holding its referendum would fall to the County Council and the City/District Councils would be entitled to recover the expenses incurred in holding a referendum on its behalf. However, where the polls for a referendum are combined with those for any other election, the cost of taking the combined polls (excluding any cost solely attributable to one election or referendum) and any cost attributable to their combination would be apportioned equally among the elections or referendums.

*Result of the Referendum*

12. The Chief Counting Officer will draw together, declare and publish the result. In addition, the authority which triggers a referendum is required to inform the Secretary of State of the result of a council tax referendum.

*Challenges to a referendum result*

13. Four or more voters will have the right to challenge the result of a council tax referendum by petitioning the Courts. However, until such time as a court hears a petition, the result of the referendum will stand.

**Peter G Clark, County Solicitor and Monitoring Officer.**

Division(s): N/A
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## **CABINET – 28 JANUARY 2014**

### **OXFORDSHIRE MINERALS AND WASTE LOCAL PLAN: CORE STRATEGY – CONSULTATION DRAFT**

**Report by Deputy Director for Environment & Economy (Strategy & Infrastructure Planning)**

#### **Introduction**

1. The County Council has a statutory duty to prepare a new Oxfordshire Minerals and Waste Plan, to provide an effective planning strategy and policies for the supply of minerals and management of waste in the county, consistent with environmental, social and economic needs. The Plan must be prepared in accordance with current government policy in the National Planning Policy Framework (March 2012) and having due regard to the emerging new National Planning Practice Guidance.
2. The Cabinet on 26 November 2013 approved a revised Oxfordshire Minerals and Waste Development Scheme (Fifth Revision) 2013, setting out the following programme for preparing the Minerals and Waste Local Plan:
  - Public consultation on draft revised Plan – Feb/March 2014;
  - Consultation on proposed submission document – Oct/Nov 2014;
  - Submit Plan to Secretary of State for examination – March 2015;
  - Examination hearings – July 2015;
  - Inspector's report – October 2015;
  - Council adopts Plan – December 2015.
3. This report recommends a draft Minerals and Waste Local Plan: Core Strategy for public consultation.

#### **Draft Minerals and Waste Local Plan: Core Strategy**

##### *General Principles*

4. Taking into account the context now provided by government policy and emerging new guidance, and the urgent need for a new plan to replace the out of date Minerals and Waste Local Plan (1996), the new Minerals and Waste Development Scheme provides for a single new plan document to be prepared. This will focus on the provision that needs to be made for mineral working and waste management over the period to 2030; the strategic framework for delivering this, including the broad spatial strategy with areas of search for mineral working; and criteria based policies against which planning applications would be considered. This approach should provide an

appropriate level of flexibility in the provision to be made for mineral working and waste management capacity to respond to assessed needs.

5. In particular, this approach enables us to prepare a plan that makes clear the strategic importance of Oxfordshire's mineral resources but manages the release and development of these resources in a way that both alleviates the concerns of local people about unnecessary and unacceptable mineral working and at the same time provides the minerals industry with the flexibility it needs to plan for and bring forward new proposals when and where they are required in order to meet the need for construction materials. It should provide a robust basis for decision making on planning applications, to ensure that mineral working takes place where it is needed in the County and takes place only in suitable locations and where the proposals involved are environmentally acceptable.
6. This approach will provide the quickest and most effective way for the Council to put in place an up to date local policy framework for decision making on planning applications for minerals and waste developments. At the same time it will avoid the plan-making process getting bogged down in detailed, site-specific issues that are more appropriately considered through the planning application process.
7. In preparing the draft Minerals and Waste Local Plan: Core Strategy we have taken the previous Minerals and Waste Core Strategy (Submission Document October 2012) as a starting point. We have reviewed the policies and supporting text having regard to:
  - representations that were made on the Proposed Submission Document May 2012;
  - the National Planning Policy Framework March 2012;
  - current and emerging updated National Waste Planning Policy (PPS10);
  - emerging new National Planning Practice Guidance;
  - views of other authorities, statutory bodies and organisations that we have engaged with under the duty to co-operate and through informal consultation;
  - new information that is now available, in particular:
    - the Oxfordshire Local Aggregate Assessment agreed by the Cabinet on 26 November 2013;
    - a review of the Oxfordshire Waste Needs Assessment May 2012.
8. A draft Minerals and Waste Local Plan: Core Strategy is at Annex 1. Following three initial sections setting out an introduction and background to the plan, and the Vision and Objectives of the plan, it is in three main policy sections: Minerals Planning Strategy; Waste Planning Strategy; and Core Policies. The policies are complete but some further updating of the supporting text is needed, as indicated in the document, specifically: maps of existing mineral and waste sites in section 2 (background); and quantities of waste arising and needing to be managed in Oxfordshire in section 5 (waste). These are factual updates that do not affect the policies. They will be made before the document

is published for consultation. The main policy elements, focussing on changes from the previous Minerals and Waste Core Strategy, are set out below.

### *Minerals Planning Strategy*

9. Policy M1 seeks to maximise the contribution to aggregate supply from recycled and secondary aggregates. The previous target has been omitted as the basis for that was the now revoked South East Plan, and inclusion of a target will not in itself deliver increased supply of this material and could be misconstrued as a maximum level to be achieved.
10. Policy M2 requires provision to be made for the supply of land-won aggregates (sharp sand and gravel, soft sand and crushed rock), and for landbanks of permissions to be maintained, to meet the requirement in the most recent annual Local Aggregate Assessment. Since the Local Aggregate Assessment may change from year to year, the actual requirement figures are not included in the policy. A section has been added to the policy providing for a broad balance of sharp sand and gravel production capacity between western Oxfordshire and southern Oxfordshire, to enable local supply of aggregate to the county's main growth areas.
11. Policy M3 identifies the following areas of search where permission would be granted for the working of aggregate minerals provided certain criteria are met:
  - A. Sharp sand and gravel:  
Eynsham/Cassington/Yarnton (including Lower Evenlode Valley)  
Lower Windrush Valley  
North East of Caversham  
Thames Valley (Oxford to Goring Gap)
  - B. Soft sand  
The Corallian Ridge between Oxford and Faringdon  
Duns Tew
  - C. Crushed rock  
North West of Bicester  
South of the A40 near Burford  
East and south east of Faringdon

The main change from the areas included previously is that instead of a specific location being identified for a new working area to replace Sutton Courtenay, a wider area of search encompassing all the significant sharp sand and gravel resource areas in southern Oxfordshire (between Oxford and the Goring Gap) is included.

12. Policy M4 is a new policy that includes and adds to the criteria for granting permission for working aggregate minerals that were previously part of policy M3. These criteria would act to ensure that new working areas are only permitted when and where they are needed in order to meet the requirement in the Local Aggregate Assessment and to achieve a balance in supply of

sharp sand and gravel from western and southern Oxfordshire. The criteria include measures to limit the number of mineral working sites in western Oxfordshire and in the Caversham area; and to ensure any new working in southern Oxfordshire would only be in place of an existing quarry.

13. Policy M5 on aggregates rail depots is similar to the previous policy M4.
14. Policy M6 on non-aggregate minerals includes similar provisions for building stone and clay as in previous policy M5 and adds specific provisions for chalk, fuller's earth and oil and gas, in line with national policy and guidance. There are currently no licensed areas for oil or gas exploration or production in Oxfordshire but the specific inclusion of these minerals would provide the Council with a policy basis for the consideration of any planning applications that may be made in the event that the Government does issue oil and gas licences covering Oxfordshire.
15. Policy M7 on safeguarding mineral resources is similar to the previous policy M6 but the mineral safeguarding areas will need to be identified on a map in the draft plan. This map has not yet been prepared but the mineral safeguarding areas will be drawn from the published British Geological Survey maps. The identification of these areas will be for safeguarding purposes only and they will have no policy significance for the location of mineral workings or the consideration of planning applications for mineral working.
16. Policy M8 on restoration of mineral workings is a simplified version of the previous policy M7, setting out more clearly and succinctly the factors to be taken into account in considering restoration and removing overlap with the core policies.

### *Waste Planning Strategy*

17. Policy W1 reiterates the commitment to net self-sufficiency in provision for waste management from the previous policy, but the actual amounts of waste to be managed are not included since forecasts may change and up to date figures will be included in annual monitoring reports.
18. Policy W2 on management of waste from outside Oxfordshire expands the previous policy to distinguish between facilities for residual waste treatment and for recycling and composting, and broadens it to cover inert as well as non-hazardous waste.
19. Policy W3 on diversion of waste from landfill includes the same targets as in the previous policy but makes it clearer that proposals for waste management should demonstrate that they provide for waste management as far as reasonably possible up the waste hierarchy.
20. Policy W4 on waste management capacity requirements omits the waste requirement figures that were included in the previous policy and instead states that capacity requirements will be monitored and updated in the annual monitoring reports. In addition to generally providing for additional waste

management facilities to meet capacity requirements, it includes particular statements from previous policy W5 encouraging further recycling and composting facilities but saying further capacity for residual waste treatment will only be permitted if it would not impede the achievement of waste management targets.

21. Policy W5 on locations for waste management facilities is a simplified version of the previous policy but retains the same overall spatial strategy for strategic facilities within a core part of the county; non-strategic facilities near to the main towns; and only small scale facilities in more rural areas.
22. Policy W6 on siting of waste management facilities is similar to the previous policy but reference to sites within Areas of Outstanding Natural Beauty is omitted as this is covered by the core policy on landscape.
23. Policy W7 on landfill is the same as the previous policy except for a change in the order of the sections.
24. Policy W8 on hazardous waste is the same as the previous policy but it now covers hazardous waste only and does not include radioactive waste.
25. Policy W9 on radioactive waste broadens the previous policy to cover the possibility of proposals being made for facilities for low level radioactive waste elsewhere in Oxfordshire, as well as making specific provision for managing radioactive wastes at Harwell and Culham. The provisions for Harwell and Culham are as in the previous policy, although the need to management of intermediate level radioactive waste has now been met by the recently permitted storage building. Elsewhere in the county, low level radioactive waste facilities would only be permitted if they are substantially required for the management of waste from Oxfordshire.
26. Policy W10 on waste water and sewage sludge is a new policy providing for additional capacity where it is needed to extend or replace existing facilities for the treatment and disposal of this waste.
27. Policy W11 on safeguarding waste management sites includes the previous policy W10 but expands it to include reference to specified sites to be safeguarded that are to be listed in an appendix to the plan and in annual monitoring reports.

### *Core Policies for Minerals and Waste*

28. Policies C1 and C2 on sustainable development and climate change are new policies. The former is a standard policy that planning inspectors have been requiring all plans to include, stating a presumption in favour of sustainable development in accordance with the National Planning Policy Framework. The latter responds to an apparent expectation by inspectors that plans will contain a policy on climate change and reflects what was previously included in supporting text.

29. Policy C3 on flooding is unchanged from the previous policy C1 but adds a section on increasing flood storage capacity in the flood plain (taken from previous policy M7 on restoration of mineral workings).
30. Policy C4 on water environment is unchanged from the previous policy C2.
31. Policy C5 on general environmental and amenity protection includes previous policy C3 but adds a list of relevant impacts to clarify what the policy covers.
32. Policy C6 on agricultural land and soils slightly amends but essentially has the same meaning as previous policy C4.
33. Policy C7 on biodiversity and geodiversity has been rewritten from the previous policy C5, to be consistent with the National Planning Policy Framework. It includes a general requirement to conserve and, where possible, enhance biodiversity; and sets out more clearly the hierarchy of international, national and local designations and the approaches to be taken to considering development proposals that affect them.
34. Policy C8 on landscape soils slightly amends but essentially has the same meaning as previous policy C6.
35. Policy C9 on historic environment and archaeology has been rewritten from the previous policy C7, to be consistent with the National Planning Policy Framework. It distinguishes between designated and non-designated heritage assets and the approaches to be taken to considering development proposals that affect them.
36. Policies C10 and C11 on transport and rights of way slightly amend but essentially have the same meaning as previous policies C8 and C9.

### *Minerals and Waste Cabinet Advisory Group*

37. The Minerals and Waste Cabinet Advisory Group (chaired by Cllr David Nimmo Smith with Cllr Anne Purse as deputy chairman) considered a draft set of objectives and policies at its meeting on 19 December and was broadly supportive of them as a basis for a consultation draft plan. The Group suggested some detailed amendments to policy wording and these have been taken into account in the draft plan at Annex 1.

### **Consultation**

38. Public consultation on the draft Minerals and Waste Local Plan: Core Strategy is proposed to be undertaken in February/March 2014, over a period of at least six weeks. All organisations and individuals on the consultation list from the earlier Minerals and Waste Core Strategy will be notified and the plan and supporting documents will be published on the Council's website. Paper copies will be made available in the case of people without internet access.



39. The supporting documents will in particular include the Local Aggregate Assessment and the Waste Needs Assessment Review. In addition, sustainability appraisal incorporating strategic environmental assessment is being carried out as an integral part of preparation of the plan and an environmental report on the draft plan will be published.
40. Engagement with other councils and statutory bodies under the duty to co-operate will continue in parallel with the consultation and beyond, as part of an on-going process as required by the Localism Act 2011 and the National Planning Policy Framework.
41. The outcome from the consultation will be reported to the Cabinet in the summer and will be taken into account in shaping the proposed submission version of the plan. The plan will then be taken to full Council for approval, before being published for consultation in October / November 2014 and submitted to the government for independent examination in 2015.

### **Financial and Staff Implications**

42. The Minerals and Waste Local Plan is included within the work priorities of the Environment and Economy Directorate and funding provision for this project is held in the Minerals and Waste Plan Project earmarked reserve. This report does not raise any additional financial or staffing implications. The resources required and available to meet the programme for preparation of the plan will be kept under review as part of the management of the project.

### **Legal Implications**

43. The County Council is required to prepare a minerals and waste local plan under the Planning and Compulsory Purchase Act 2004 (as amended). The effect of the European Waste Framework Directive, 2008 (2008/98/EC), as transposed through the Waste (England and Wales) Regulations 2011, is to require waste planning authorities to put in place waste local plans.

### **Risk Management**

44. The complexity of the Minerals and Waste Local Plan process and the potential implications for major mineral working and waste management proposals emphasise the importance of good project management and regular reporting on risk management, which have been put in place.

### **RECOMMENDATION**

45. **The Cabinet is RECOMMENDED to**
  - (a) **agree the draft Oxfordshire Minerals and Waste Local Plan: Core Strategy at Annex 1, subject to final detailed amendment, updating and editing, as a draft for consultation;**

- (b) **authorise the Deputy Director for Environment & Economy (Strategy & Infrastructure Planning) to:**
- (i) **carry out final detailed amendment, updating and editing of the draft Oxfordshire Minerals and Waste Local Plan: Core Strategy, in consultation with the Cabinet Member for Environment;**
  - (ii) **publish the draft Oxfordshire Minerals and Waste Local Plan: Core Strategy for public consultation.**

Martin Tugwell

Deputy Director for Environment & Economy (Strategy & Infrastructure Planning)

Contact Officer: Peter Day, Minerals & Waste Policy Team Leader;  
tel. Oxford 815544

Annex 1: Oxfordshire Minerals and Waste Local Plan: Core Strategy - Consultation Draft

January 2014

# **OXFORDSHIRE MINERALS AND WASTE LOCAL PLAN: CORE STRATEGY**

## **CONSULTATION DRAFT**

**February 2014**

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## **1. INTRODUCTION**

### **Introduction**

- 1.1 The County Council is responsible for minerals and waste planning in Oxfordshire and is reviewing the current planning policies for mineral working and waste management. A new Oxfordshire Minerals and Waste Local Plan is being produced.
- 1.2 The Minerals and Waste Local Plan – Core Strategy (the plan) will provide the planning strategies and policies for the development that will be needed for the supply of minerals and management of waste in Oxfordshire over the period to 2030. It will set out policies to guide minerals and waste development over the plan period and common core policies which address development management issues relevant to both minerals and waste.
- 1.3 This document is the Council's draft Minerals and Waste Local Plan – Core Strategy, published for public consultation. It sets out the Council's preferred approach to strategies and policies for minerals and waste, after the consideration of alternative options.
- 1.4 This consultation document is supported by a Sustainability Appraisal and Strategic Environmental Assessment, Habitats Regulation Assessment and Strategic Flood Risk Assessment. Topic Papers also provide background information on key issues and the development of the strategies and policies. These supporting documents, and all other documents that make up the evidence base for the plan, are available on the Council's website.

### **How to respond to the consultation**

- 1.5 The County Council wants to get as wide a response as possible to this consultation draft plan. This is an important opportunity to tell us your views on planning for minerals and waste development in Oxfordshire. We would also welcome comments on the evidence base documents. The plan and all related documents can be accessed from the County Council website or are available at the Council's Speedwell House office in Oxford.
- 1.6 Please let us have your views, preferably using the response form that can be downloaded from the Council's website or obtained from the Minerals and Waste Policy Team (see below). Comments made by letter or email will also be accepted. Please send response forms by post, fax or email to:

Minerals and Waste Draft Plan Consultation  
(Speedwell House)  
FREEPOST  
Oxfordshire County Council

Fax No: 01865 241577

Email: [mineralsandwasteplanconsultation@oxfordshire.gov.uk](mailto:mineralsandwasteplanconsultation@oxfordshire.gov.uk)

Website: <http://www.oxfordshire.gov.uk/cms/public-sire/minerals-and-waste-policy>

**1.7 The closing date for responses is 7 April 2014.**

- 1.8 For further information, please contact the Minerals and Waste Policy Team on 01865 810431 or 01865 815544, or the email address above or the following postal address:

Minerals and Waste Policy Team  
Environment & Economy – Planning Regulation  
Oxfordshire County Council  
Speedwell House  
Speedwell Street  
Oxford OX1 1NE

**What happens next?**

- 1.9 The County Council will consider carefully all comments received in response to this consultation. We will take them into consideration in the next stage of the plan process, which will be preparation of the pre-submission draft of the plan. We expect to publish this later in 2014, providing a further opportunity for representations to be made.
- 1.10 The plan and the representations received will then be submitted to the Secretary of State in 2015, for independent examination by a government appointed inspector. We hope that the final plan will be adopted by the end of 2015. The programme for preparing the plan is set out in more detail in the Minerals and Waste Development Scheme<sup>1</sup>.
- 1.11 A report on the responses to this consultation, including a summary of the points made in the responses, will be prepared and published on the Council's website following the consultation. Comments in full will be available at the Council's Speedwell House office in Oxford for inspection by appointment following the consultation.

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<sup>1</sup> The Oxfordshire Minerals and Waste Development Scheme (Fifth Revision) 2013 came into effect on 10 December 2013 and is available on the County Council website.

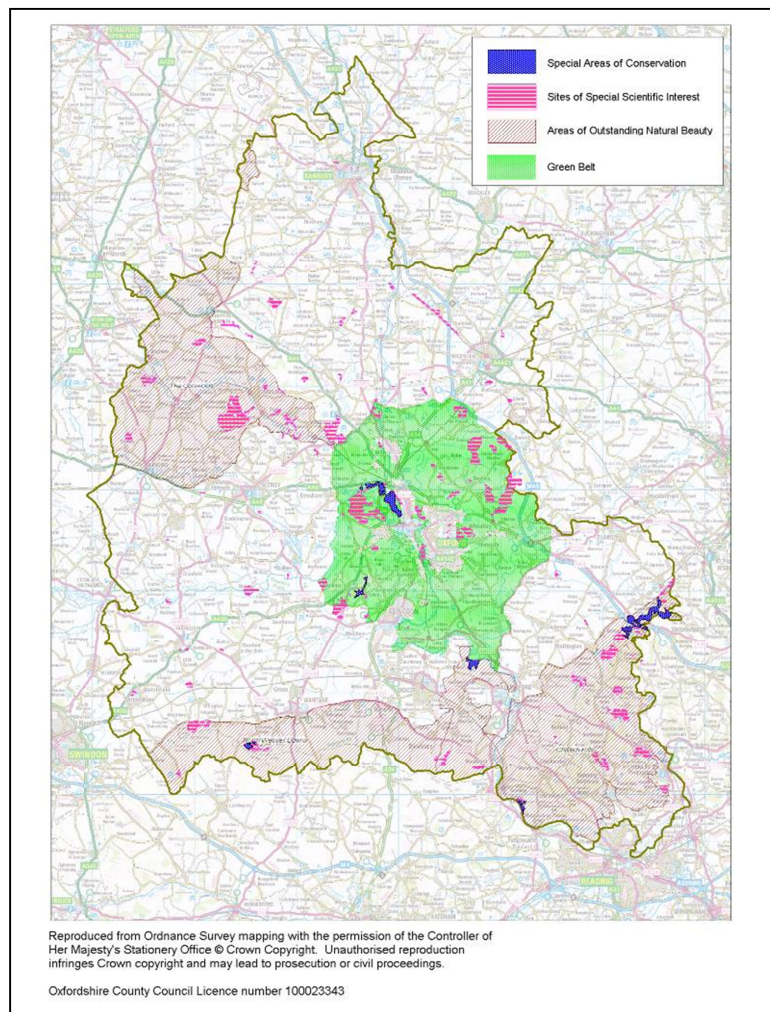


## 2. BACKGROUND

### The Oxfordshire area

- 2.1 Oxfordshire is renowned for its knowledge-based economy and research and development facilities. It is also the most rural county in the South East of England and almost a quarter of the land area is within an Area of Outstanding Natural Beauty. It has seven Special Areas of Conservation which are protected by European legislation, numerous Sites of Special Scientific Interest and other sites of importance for biodiversity and geodiversity. It also has a rich variety of landscapes, numerous historic buildings, extensive archaeological assets and areas of high grade agricultural land, including where sand and gravel deposits are located along the River Thames and its tributaries. An area around Oxford is Green Belt. Figure 1 shows the main protected areas in the county.

Figure 1: Special Areas of Conservation, Sites of Special Scientific Interest, Areas of Outstanding Natural Beauty and Green Belt in Oxfordshire



- 2.2 The population of the county is currently approximately 637,000. Over the next 20 years significant population growth, new housing, commercial and related development, investment in infrastructure and related traffic growth are

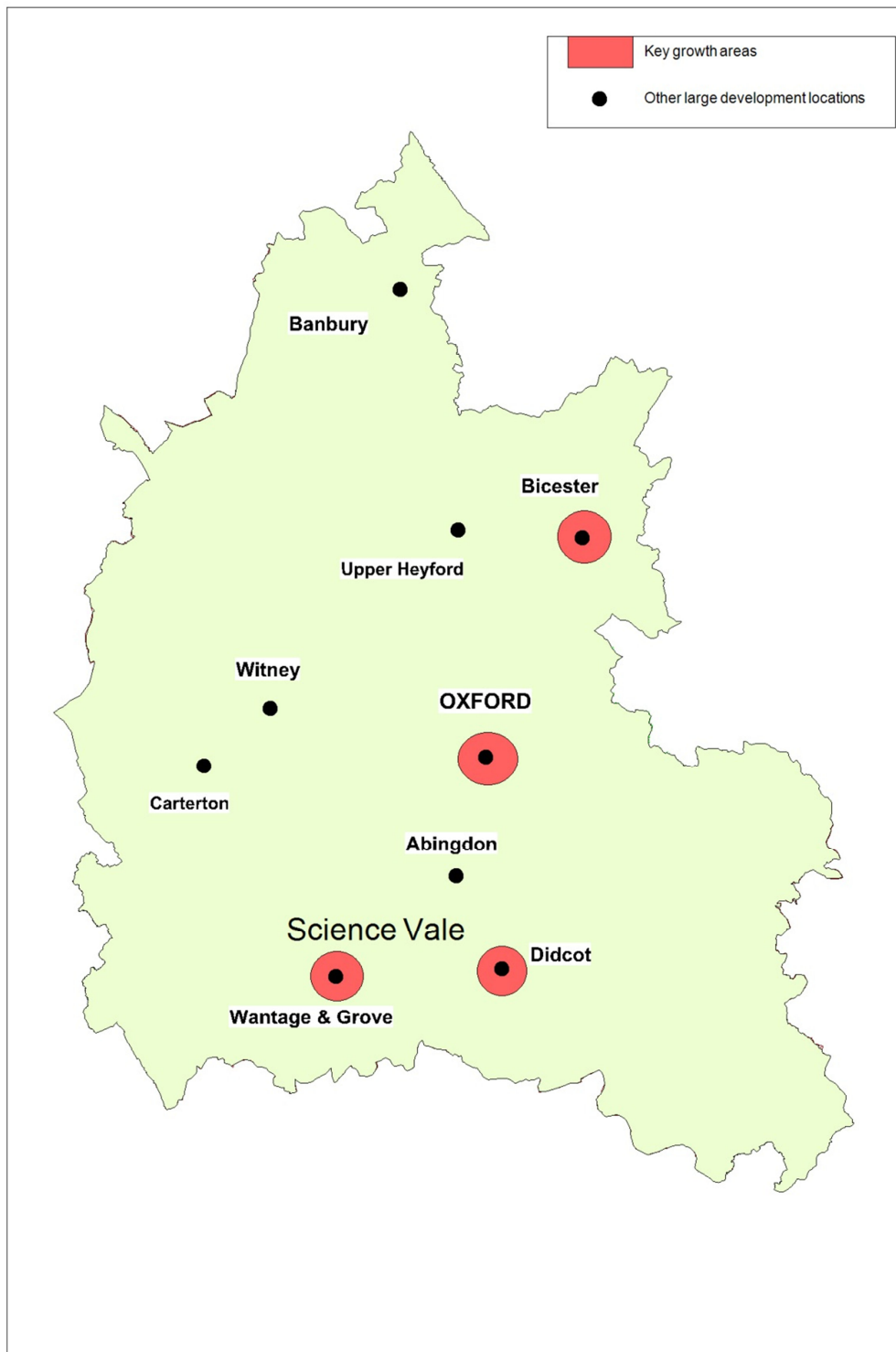
expected in Oxfordshire<sup>2</sup>. This has implications for the demand for and supply of minerals and also for the production of waste and how it is dealt with. Oxfordshire has to balance the need to protect and enhance its special environment, both urban and rural, with the needs of economic growth and housing.

- 2.3 About 40,000 homes could be built in Oxfordshire between 2011 and 2026. There is a need for considerable investment in new infrastructure to support the objective for Oxfordshire of supporting a thriving economy and to meet the pressures on essential services such as schools, transport and other community facilities. Key challenges for the plan are to make provision for the construction materials that will be needed to be supplied and for the waste that will be produced to be dealt with in ways that are effective and sustainable. There is also a need to ensure that new developments reduce carbon emissions and are resilient to climate change.
- 2.4 Key locations for development, as shown on figure 2, are:
- Didcot and Wantage & Grove, which are within the Science Vale UK area which also includes Milton Park, Harwell Science and Innovation Campus and Culham Science Centre;
  - Bicester, which is set to experience considerable housing and employment growth over the next 20 years, including a 5,000 home eco-development, and for which a masterplan will provide a long-term vision and framework for integrating growth of the town; and
  - Oxford, which remains a world class centre of education, research and innovation.
- 2.5 Large housing developments (1000+ homes) are also proposed at Banbury, Upper Heyford, Witney and Carterton. Just over half of planned growth in Oxfordshire to 2026 is in the southern part of the county, with the remainder in the northern part.

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<sup>2</sup> Oxfordshire's population is forecast to grow by a further 12% to 2026 with the building of about 40,000 new dwellings. Road traffic has grown rapidly in Oxfordshire, particularly on the M40 and A34, and congestion is a significant problem; and growth in all traffic on Oxfordshire roads is predicted to be over 25% over the period to 2026.

Figure 2: Key growth areas and other large development locations

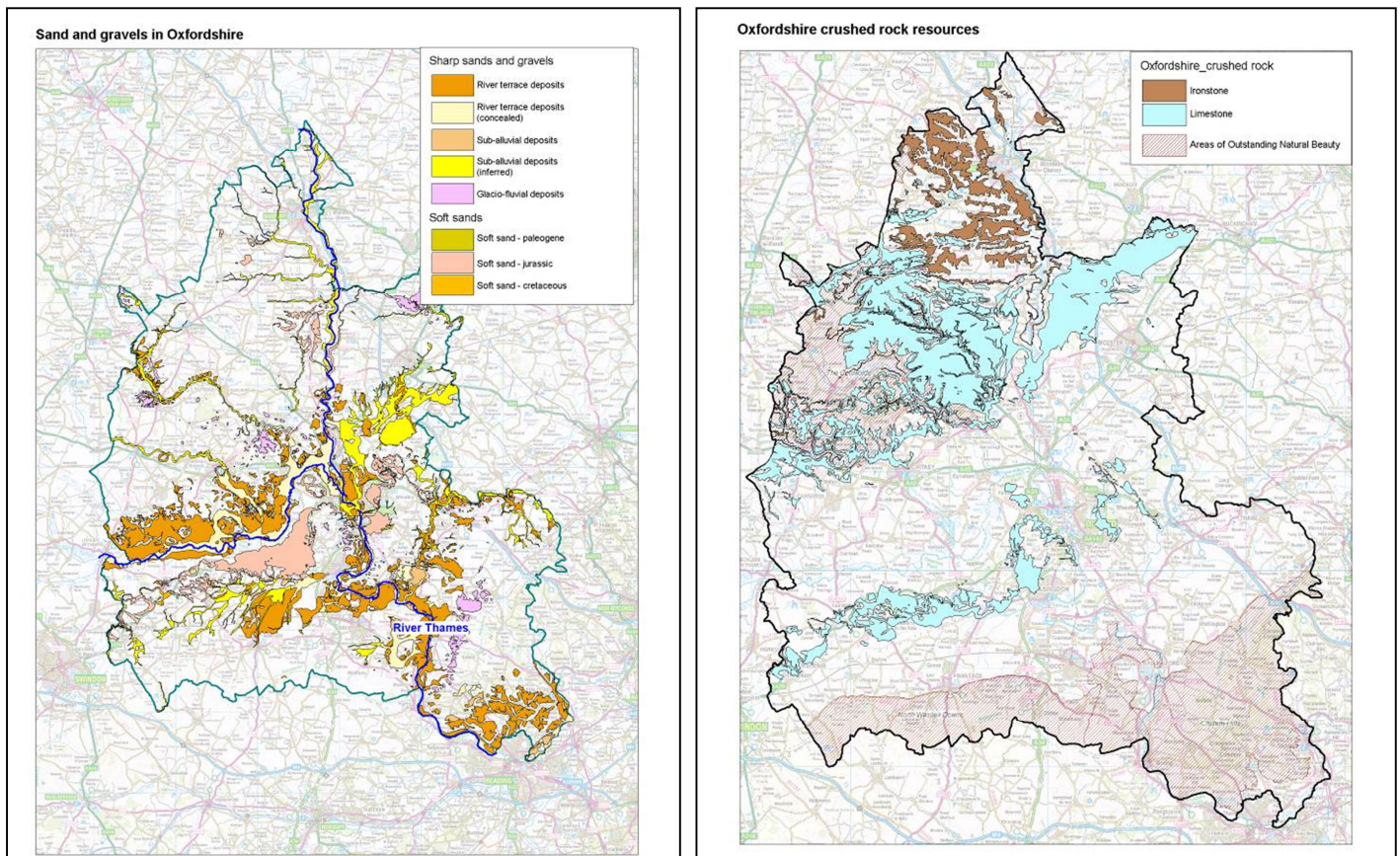




## Minerals in Oxfordshire

- 2.6 Sand and gravel is the most common mineral resource in Oxfordshire and this is typically found in river valley deposits, particularly along the River Thames and its tributaries the Windrush, Evenlode and Thame. Its primary use is to make concrete. Soft sand occurs mainly in the south west of the county; it is used in mortar and asphalt. Limestone and ironstone are found mainly in the north and west of the county; they are used primarily as crushed rock aggregate but also for building and walling stone. The resources include extensive areas of ironstone which received planning permission for mineral extraction in the 1950s, much of which is subject to environmental (Review Of Mineral Permissions (ROMP)) legislation which prevents further working until planning conditions that accord with up to date environmental standards have been agreed with the County Council. Figure 3 shows the location of mineral resources; and figure 4 shows the location of active mineral workings in the county.

Figure 3: Sand and gravel and crushed rock resources in Oxfordshire



- 2.7 Annual production of aggregates (sand and gravel and crushed rock) in Oxfordshire has fallen from 2.7 million tonnes to less than a million tonnes over the last 10 years<sup>3</sup>. A survey in 2009 found that 78% of sand and gravel

<sup>3</sup> Oxfordshire County Council Local Aggregate Assessment 2013

and 51% of crushed rock produced in the county is used in Oxfordshire. The issue of how much should be provided for in future is covered in section 4.

Figure 4: Location of active mineral workings and sites with planning permission.  
(TO BE UPDATED)



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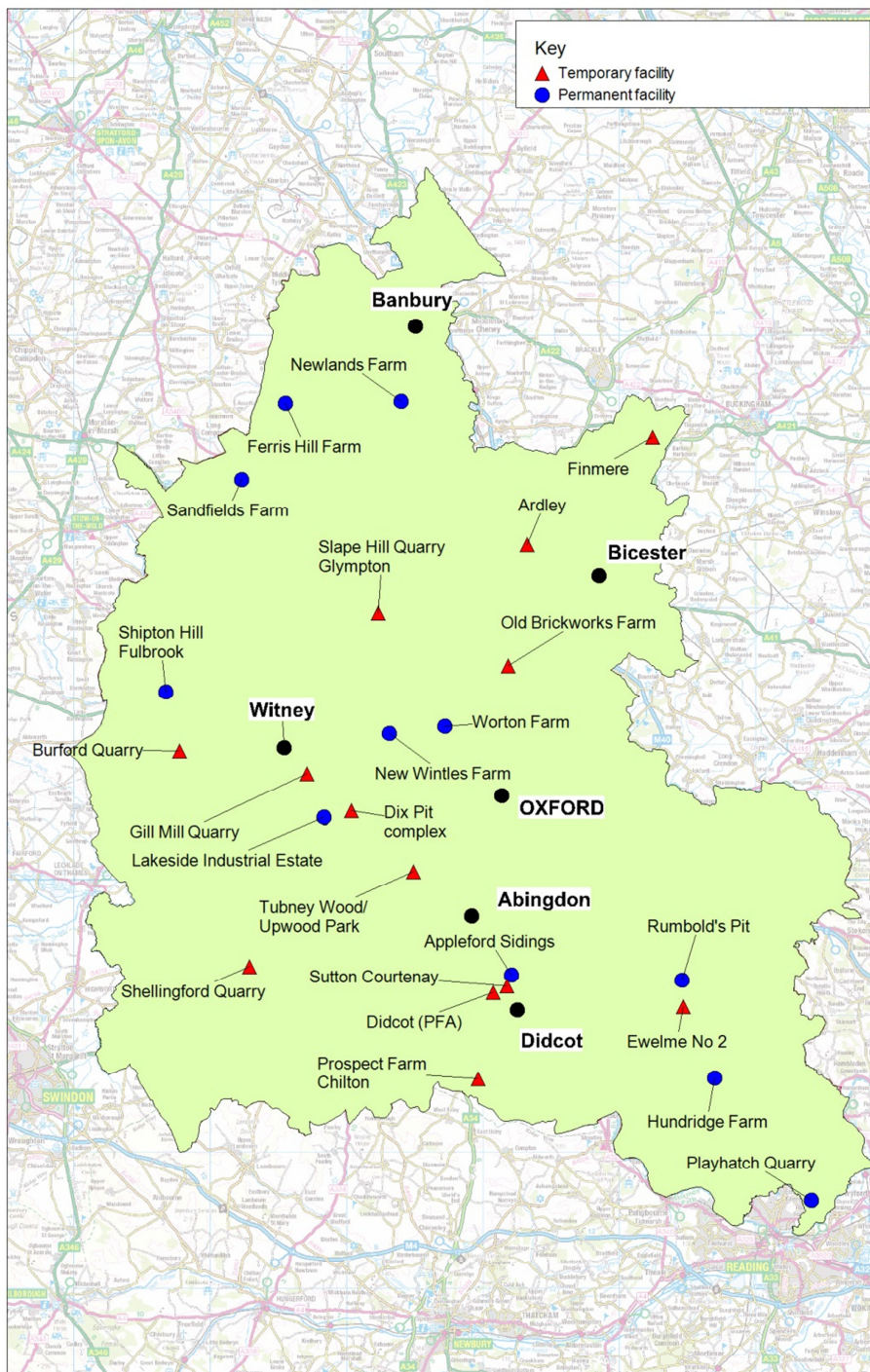
Oxfordshire County Council Licence number 100023343

- 2.8 There are movements of minerals both into and out of the county. The 2009 survey showed that Oxfordshire imported more sand and gravel and crushed rock than it exported. Hard rock aggregates are imported by rail from the Mendips and Leicestershire to meet construction needs which cannot be met by local, softer limestone and ironstone.



- 2.9 Production of aggregates from recycled construction and demolition waste and from secondary materials (including ash from Didcot A Power Station) is believed to have made an increasingly significant contribution to the overall requirement for aggregates. Didcot A power station closed in March 2013 but there will be a new source of ash when the Ardley energy from waste plant becomes operational. Locations of secondary and recycled aggregate facilities are shown in figure 5.

Figure 5: Existing temporary and permanent recycled and secondary aggregate facilities with planning permission (*TO BE UPDATED*)



## Waste in Oxfordshire

- 2.10 Prior to the economic downturn, more than 2 million tonnes of waste<sup>4</sup> was being produced annually by Oxfordshire residents, businesses and organisations, mostly comprising:
- Municipal (mainly household) waste (collected, processed and disposed of by the district and county councils) – approximately 15%;
  - Commercial and industrial waste (produced, processed and disposed of by the private sector) – approximately 25%;
  - Construction, demolition and excavation waste (produced, processed and disposed of by the private sector) – approximately 60%.
- 2.11 Agricultural and mineral wastes are also produced in significant quantity, but much of this is managed on site. Other wastes that need to be provided for are produced in smaller quantities. These are hazardous wastes (including oils and solvents, chemicals and asbestos); radioactive waste; metal waste; and sewage sludge.
- 2.12 About 90% of Oxfordshire's waste is dealt with in the county<sup>5</sup>. The main method of dealing with waste has been by disposal at local landfill sites, but waste is now increasingly being diverted from landfill by recycling and treatment. Existing waste facilities and sites with planning permission are shown on figure 6 (municipal and commercial & industrial waste) and figure 7 (construction, demolition and excavation waste).
- 2.13 Oxfordshire is a net importer of waste. Some waste is brought into the county from elsewhere for disposal at landfill sites, under commercial arrangements that are largely outside current planning controls. In particular, waste comes into Oxfordshire from London (much of it by rail) and Berkshire. In 2011 some 685,000 tonnes of waste from other areas was disposed in Oxfordshire landfills, half of which was inert waste from construction and demolition projects. Sutton Courtenay is the largest receiving landfill site.

Table 1: Waste disposed in Oxfordshire from other areas (tonnes)

Area	2008	2009	2010	2011
Berkshire	218,473	185,139	149,418	108,173
London	254,457	307,520	580,236	456,312
Rest of UK	67,628	64,497	65,655	120,965
Total	540,558	557,156	795,309	685,450

<sup>4</sup> Annual Monitoring Report 2008 (relative amounts of specified wastes subsequently revised)

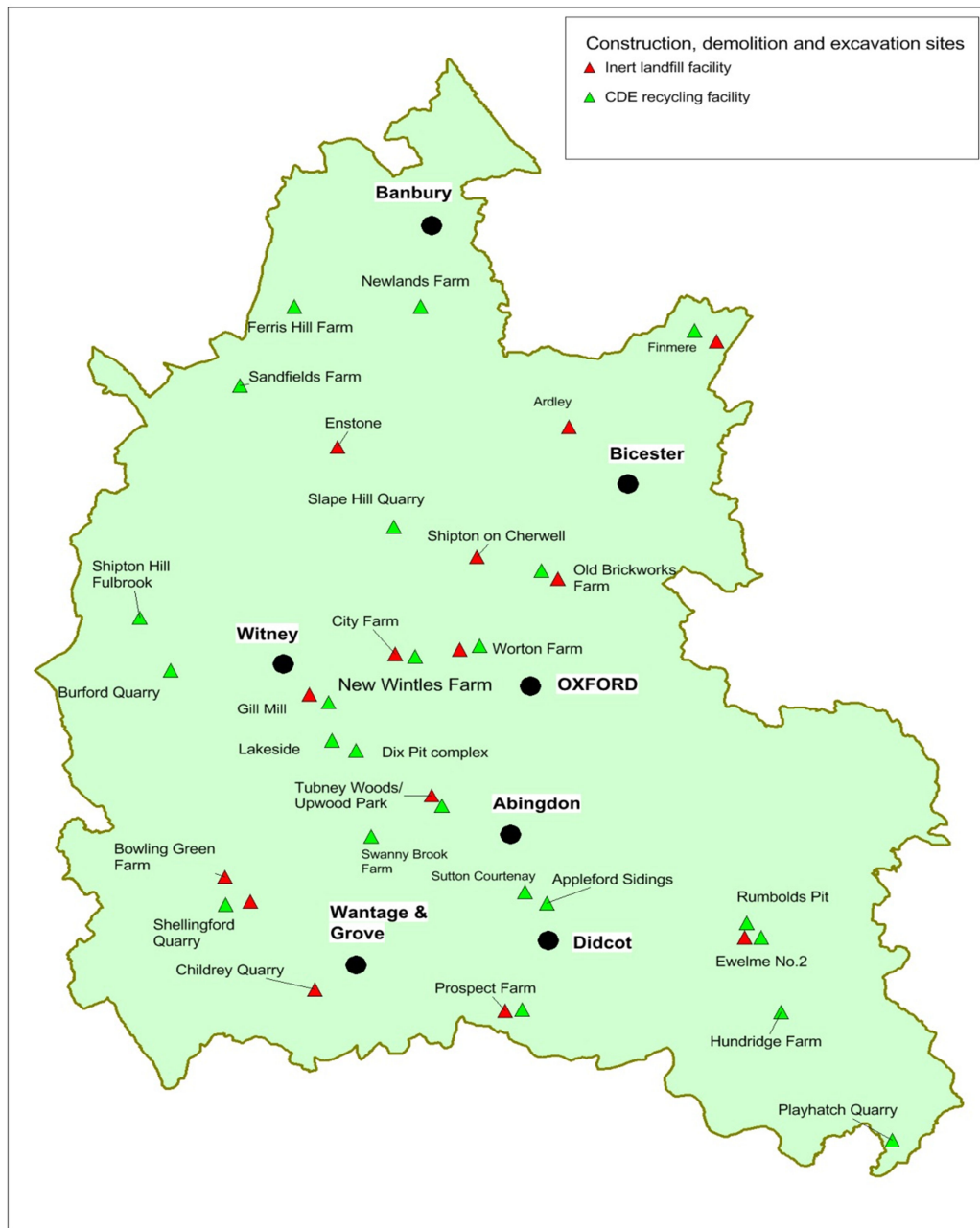
<sup>5</sup> Oxfordshire Waste Needs Assessment 2012 and report by consultants BPP 2014.

Figure 6: Existing municipal and commercial & industrial waste facilities and sites with planning permission (*TO BE UPDATED*)





Figure 7: Existing permanent construction, demolition & excavation waste facilities and sites with planning permission (*TO BE UPDATED*)



## Policy context

- 2.14 The draft plan reflects international, national and local policies and plans (regional plans are no longer relevant<sup>6</sup>). Broad areas of policy are outlined below; more specific aspects of planning policy are covered later in the document or in the relevant Topic Paper.

### International/European

- 2.15 The key international plans and programmes which are relevant to the draft minerals and waste plan are:
- The World Summit on Sustainable Development, Johannesburg (2002);
  - Kyoto Protocol and the UN framework convention on climate change (1997);
  - Bern Convention on the conservation of European wildlife and natural habitats.
- 2.16 The European Union has issued a number of Directives which have been transposed into national legislation and policy and are of particular relevance to this plan (see paragraphs 2.17 and 2.21). These include the Waste Framework Directive<sup>7</sup> and the Landfill Directive<sup>8</sup>. Other relevant Directives include the Habitats Directive<sup>9</sup>, the Strategic Environmental Assessment Directive<sup>10</sup> and the Water Framework Directive<sup>11</sup>.

### National

- 2.17 The Minerals and Waste Local Plan – Core Strategy is being prepared under the Planning and Compulsory Purchase Act 2004 and the Localism Act 2011. The Localism Act 2011 introduced a specific requirement (the Duty to Cooperate) that local authorities preparing Local Plans engage ‘constructively, actively and on an on-going basis’ on strategic issues having cross-boundary significance with other authorities and agencies.
- 2.18 In 2012 the Government replaced the former national planning policy statements with a briefer single document, the National Planning Policy Framework (NPPF)<sup>12</sup>. The detailed practice guidance notes that supported the former planning policy statements are still in place but are to be replaced by

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<sup>6</sup> The Regional Spatial Strategy for the South East (the South East Plan) was revoked in March 2013.

<sup>7</sup> Directive on Waste (2008/98/EC) (transposed into English law under the Waste (England and Wales) Regulations 2011).

<sup>8</sup> Directive on the Landfill of Waste (99/31/EC) (transposed into English law under the landfill (England & Wales) Regulations 2002).

<sup>9</sup> The Conservation of Natural Habitats and Wild Flora and Fauna Directive (92/43/EC) (transposed into UK law under the Conservation of Habitats Species Regulations 2010).

<sup>10</sup> Directive on the Assessment of the Effects of Certain Plans and Programmes on the Environment (2001/42/EC) (transposed into UK law under the Environmental Assessment of Plans and Programmes Regulations 2004).

<sup>11</sup> Directive 2000/60/EC: establishing a framework for Community action in the field of water policy.

<sup>12</sup> The National Planning Policy Framework contains no specific policy on waste planning and has not replaced PPS 10 – Planning for Sustainable Waste Management.

the emerging briefer on-line national Planning Practice Guidance<sup>13</sup>. Other key publications include the UK Biodiversity Action Plan and the UK Sustainable Development Strategy.

- 2.19 The NPPF includes a presumption in favour of sustainable development, with local planning authorities expected to 'positively seek opportunities to meet the development needs of their area'. Sustainable development is expected to:
- Contribute to building a strong, responsive and competitive economy;
  - Support strong, vibrant and healthy communities;
  - Contribute to protecting and enhancing the natural, built and historic environment.
- 2.20 The NPPF recognises minerals as being 'essential to support sustainable economic growth and our quality of life'; and that there needs therefore to be 'a sufficient supply of material to provide the infrastructure, buildings, energy and goods that the country needs'<sup>14</sup>. Mineral planning authorities are to plan for 'a steady and adequate supply of aggregates' and industrial minerals. The NPPF also includes policy for on-shore oil and gas development, including unconventional hydrocarbons.
- 2.21 The Government published a new national Waste Management Plan for England in December 2013. This is a high level document which provides an analysis of the current waste management situation in England and evaluates how it will support implementation of the objectives and provisions of the Waste Framework Directive. It sets out the policies that are in place to help move towards a zero waste economy as part of the transition to a sustainable economy.
- 2.22 National planning policy for waste is current set out in Planning Policy Statement 10 'Planning for Sustainable Waste Management', March 2011 (PPS 10), and this is cross-referred to in the Waste Management Plan for England. In July 2013 the Government undertook consultation on updated national waste planning policy.
- 2.23 PPS10 includes the key objective of preparing and delivering planning strategies that help deliver sustainable development through:
- Driving waste management up the waste hierarchy;
  - Addressing waste as a resource; and
  - Looking to disposal as the last option (but one that must be adequately catered for).
- 2.24 The waste hierarchy is a key part of European policy in the Waste Framework Directive, and of national policy for the management of waste. In this hierarchy, waste prevention is the most desirable option and disposal is the option of last resort.

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<sup>13</sup> On-line National Planning Practice Guidance was introduced in draft form in September 2013.

<sup>14</sup> National Planning Policy Framework, paragraph 142.

Figure 8: Waste Hierarchy



- 2.25 By moving the management of waste up this hierarchy, away from disposal to reuse, recycling, composting and treatment to recover resources, the Government aims to achieve more sustainable waste management and to break the link between economic growth and the environmental impact of waste. This aim is shared by the County Council.
- 2.26 Landfilling biodegradable waste produces methane gas which is a powerful greenhouse gas. European and national legislation and policy has put in place strong financial and policy drivers and challenging targets to reduce the amount of biodegradable waste that is sent to landfill, and to increase the recovery of resources from waste. Landfill tax (which applies to all wastes and has been increasing year on year) has been and continues to increase the costs of landfill so that it will no longer be the cheapest means of dealing with waste.
- 2.27 The Government therefore expects waste plans to provide sufficient opportunities for the provision of waste management facilities of the right type, in the right place and at the right time. Communities are encouraged to take more responsibility for their own waste, with waste disposed in one of the nearest appropriate installations in ways that do not endanger human health or harm the environment. Competitiveness in the management of waste is also encouraged<sup>15</sup>.

### Local

- 2.28 The Oxfordshire Minerals and Waste Local Plan 2006 was adopted by the County Council in July 1996. It contains detailed policies for the supply of minerals, the provision of waste management facilities and for the control of minerals and waste developments. Under the Planning and Compulsory Purchase Act 2004 many of the policies of this Plan have been 'saved'<sup>16</sup> and

<sup>15</sup> Planning Policy Statement 10: paragraphs 2 and 3.

<sup>16</sup> Letter from Government Office for the South East (Housing and Planning Directorate) 25 September 2007.

currently form part of the development plan for Oxfordshire pending their replacement by policies in the new Minerals and Waste Local Plan.

- 2.29 In October 2012 the County Council submitted an Oxfordshire Minerals and Waste Core Strategy to the Secretary of State for examination. This was intended to replace the 2006 Local Plan and had been the subject of widespread stakeholder engagement and public consultation<sup>17</sup>. The Inspector appointed to carry out the independent examination of the Core Strategy raised issues over the adequacy of the evidence base in relation to the recently published NPPF and its compliance with the new duty to co-operate. In view of this, the examination was suspended in February 2013 and in July 2013 the County Council resolved to withdraw that plan and to prepare a revised Oxfordshire Minerals and Waste Local Plan<sup>18</sup>.
- 2.30 Local plans prepared by the City and District Councils<sup>19</sup> contain policies that are relevant to minerals and waste planning. The current position with local plans in Oxfordshire is shown in the following table.

<b>District Council</b>	<b>Adopted Plan</b>
Cherwell	Local Plan (1996)* – saved policies**
Oxford City	Core Strategy (March 2011)
South Oxfordshire	Core Strategy (December 2012)
Vale of White Horse	Local Plan (July 2006) – saved policies**
West Oxfordshire	Local Plan (June 2006) – saved policies**

\* Non-statutory Cherwell Local Plan 2011 also relevant to the determination of planning applications.

\*\* Policies saved by Secretary of State in September 2007.

- 2.31 The Minerals and Waste Local Plan – Core Strategy must take into account and, as far as possible, should be consistent with the plans of other mineral and waste planning authorities which share strategic minerals or waste issues with Oxfordshire (including neighbouring authorities, those which export hard rock to Oxfordshire and those which receive hazardous or radioactive waste from Oxfordshire).
- 2.32 The County, City and District Councils have worked in partnership to produce a Sustainable Community Strategy for Oxfordshire – Oxfordshire 2030. This is a partnership plan for improving quality of life in Oxfordshire. It sets out a long-term vision for Oxfordshire's future: 'By 2030 we want Oxfordshire to be recognised for its economic success, outstanding environment and quality of life; to be a place where everyone can realise their potential, contribute to and benefit from economic prosperity and where people are actively involved in their local communities'.
- 2.33 The strategic objectives of Oxfordshire 2030 include:

<sup>17</sup> 400 representations were received on the Minerals and Waste Core Strategy Proposed Submission Document, May 2012; the County Council's response to those representations forms part of the evidence base for the new Minerals and Waste Local Plan, and is available on the Council's website.

<sup>18</sup> Information on withdrawal of the previous plan is contained in a report to the County Council on 9 July 2013.

<sup>19</sup> The Development Plan for Oxfordshire comprises the District Councils' adopted Local Plans and the adopted Minerals and Waste Local Plan.

- World class economy: To build on Oxfordshire's vibrant economy and make sure that everyone has an opportunity to be included in that success.
  - Healthy and thriving communities: To tackle lack of housing and respond effectively to the demographic challenges we face over the next 20 years.
  - Environment and climate change: To respond to the challenges of climate change by minimising the effects of flooding, looking after our environment, reducing waste and use of energy to improve the quality of life for all.
- 2.34 Separate Community Strategies for the City and District Councils take their lead from these principles.
- 2.35 The Oxfordshire Local Enterprise Partnership is responsible for championing and developing the Oxfordshire economy and was launched by the Business Minister in March 2011. It aims to make Oxfordshire a globally competitive, knowledge based, economy open for business and at the heart of UK-wide economic growth, innovation and private sector job creation. The Business Plan for Growth 2013 looks to focus on three key spatial priorities:
- Science Vale UK: build on its existing research infrastructure and the designation of Harwell as the home of the national Satellite Applications 'Catapult';
  - Bicester: where improved infrastructure and increased land availability is unlocking the potential for significant increases in employment growth;
  - Oxford: continue to invest in developing the critical infrastructure necessary to realise the full potential of its world-class education, research and innovation.
- 2.36 The County Council is both the planning authority for waste development; and the waste disposal authority, with responsibility for the management and disposal of municipal waste, mainly comprising the household waste and some commercial waste collected by the five district councils.
- 2.37 The county and district councils work together on municipal waste management under the Oxfordshire Waste Partnership. The Oxfordshire Joint Municipal Waste Management Strategy 2013<sup>20</sup> has replaced the previous strategy 'No Time to Waste' that was agreed by the Partnership in 2007. The new strategy provides a framework and policies for the management of municipal waste in the county to 2030. The Partnership's vision for the future is: 'A society where everyone tries to prevent waste and sees waste materials as a potential resource'.
- 2.38 The Joint Municipal Waste Management Strategy includes policies:
- to ensure Zero growth or better of municipal waste per person per annum;
  - to recycle or compost at least 65% of household waste by 2020 and at least 70% by 2025;

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<sup>20</sup> Oxfordshire Waste Partnership: Oxfordshire Joint Municipal Waste Management Strategy 2013

- to minimise waste to landfill and recover energy from non-recyclable waste and seek to landfill no more than 5% of non-recyclable household waste; and
- to work with the Waste Planning Authority to ensure that waste facilities are suitably sized and distributed with the aim of minimising the transport of waste

The strategy document is supported by two annexes:

- Annex A – Oxfordshire Waste Partnership Action Plan;
- Annex B – Waste Prevention Strategy 2010–2020.

- 2.39 The Minerals and Waste Local Plan – Core Strategy is separate from the Joint Municipal Waste Management Strategy but should be informed by and consistent with its provisions.

## Issues

- 2.40 The plan needs to make provision for mineral working and supply to meet the needs for Oxfordshire’s planned growth and development that is likely to take place over the next 20 years and to maintain the existing built fabric of the county. It also needs to make provision for waste management facilities to meet the needs of the current population and businesses of Oxfordshire and the planned growth and development.
- 2.41 Much of the work that was undertaken in preparing the Minerals and Waste Core Strategy (see paragraph 2.26) is still relevant to the preparation of this new plan. The Topic Papers that support the Minerals and Waste Local Plan – Core Strategy make reference to this previous work where relevant. Many of the issues that need to be addressed by this plan were previously identified in the preparation of and consultation on the former Core Strategy.

## Minerals

- 2.42 National policy<sup>21</sup> recognises that minerals are a finite natural resource and can only be worked where they are found. Most mineral workings are located in rural areas, many of which are served by minor roads. In some cases lorries carrying aggregates have to pass through small villages and towns, contributing to congestion and impacting on local communities and the environment. The River Thames cuts across the county and the movement of sand and gravel is constrained by the limited number of river crossings, many of which have weight restrictions. One particular consequence of this is that aggregates from sources in West Oxfordshire (e.g. the Lower Windrush Valley) have to be transported longer distances, crossing the river at Oxford, in order to reach markets in the southern part of the county. Some communities have experienced extensive working in the past, and in certain areas the local landscape has been significantly altered by the creation of lakes from sand and gravel workings.

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<sup>21</sup> National Planning Policy Framework: paragraph 142.

2.43 Key issues for minerals planning in Oxfordshire that this plan needs to address are:

- The provision that should be made for aggregate minerals (sand and gravel, soft sand and crushed rock) taking into account the needs of Oxfordshire for construction materials, the contribution that can be expected from other areas and the needs for supply to other areas.
- The contribution to aggregate supply that could be made by secondary and recycled aggregate and how that contribution could be best secured.
- The locations that would best meet the provision that needs to be made for aggregate mineral working and how those locations should be identified in the plan.
- The approaches that should be taken to proposals for aggregate mineral working within identified locations, and elsewhere.
- The approach that should be taken to supply of aggregates from outside Oxfordshire, particularly by rail through aggregate railhead depots.
- The provision that should be made for non-aggregate minerals (e.g. building stone) and the approach that should be taken to proposals for mineral working.
- The approach that should be taken to the restoration and aftercare of mineral workings.
- The safeguarding of Oxfordshire's important mineral resources from sterilisation by other forms of development.

## Waste

2.44 National policy<sup>22</sup> puts an emphasis on the need for new waste management facilities, to drive the management of waste up the waste hierarchy and divert waste from landfill. In Oxfordshire a number of new waste management facilities have already been developed across the county. Some existing sites are the subject of temporary planning permissions and further facilities are expected to be needed. Sites already in longer term waste management use are valuable but can be vulnerable to pressures for other forms of development.

2.45 The government expects communities to take more responsibility for their own waste, but it can be difficult to find suitable sites for waste management facilities within or close to centres of population. Consequently, many waste facilities are located in rural areas away from the built up areas where most waste is produced. In and around Oxford, the difficulties of finding appropriate sites are further accentuated by the need to consider the protection of the Green Belt.

2.46 Oxfordshire has a considerable amount of landfill space in comparison with most other counties, but increasingly less waste is being disposed in landfills as new waste treatment facilities become operational. The disposal of Oxfordshire's waste by landfill will be significantly reduced when the new Ardley Energy from Waste plant opens later in 2014. This may lead to

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<sup>22</sup> PPS 10 – Planning for Sustainable Waste Management



proposals for the durations of landfill sites to be extended beyond what was originally intended, with the consequent continuation of any impacts on the local communities that host them.

2.47 Key issues for waste planning in Oxfordshire that this plan needs to address are:

- The types of waste the plan should provide for and the quantities of those wastes likely to be produced in Oxfordshire over the plan period.
- The ways in which the wastes produced in Oxfordshire should be managed over the plan period.
- The amount of waste management capacity that will be needed to manage the wastes produced in Oxfordshire and the approach that should be taken to provision over and above the level required for Oxfordshire's waste.
- The approach that should be taken to waste that comes into Oxfordshire from other areas.
- The new waste management facilities that will be required and where they should be located.
- Whether there are any types of waste that cannot be managed in Oxfordshire and how provision should be made for these.
- The types of locations and sites that should be used for waste management facilities.
- The way in which Oxfordshire's existing landfill sites should be considered in the event that the quantities of waste being landfilled fall significantly.
- The safeguarding of waste management facilities for future waste use and how might this would be best achieved.

### **Habitats Regulations Assessment**

2.48 The Habitats Directive requires that planning authorities assess the likely effects of their plans, either alone or in combination with other plans and projects, on sites which have been designated as being of European importance for the habitat or species they support. In Oxfordshire there are seven sites designated as Special Areas of Conservation (SAC). A Habitats Regulations Assessment screening report, prepared by the Council (to support the subsequently withdrawn Core Strategy), identifies the seven sites and the conservation objectives that apply to each and provides an assessment of the likely impacts on them.

2.49 The screening report suggested that there could potentially be an impact of mineral extraction near Oxford Meadows SAC and Cothill Fen SAC. Further work was commissioned to provide a hydrogeological assessment of mineral working in the Eynsham / Cassington / Yarnton sharp sand and gravel area and the soft sand area north and south of the A420, west of Abingdon (part of the Corallian Ridge between Oxford and Faringdon). The consultants' report forms an addendum to the screening report. The report concluded that, with certain safeguards, mineral extraction could take place if required in these areas without being likely to have an effect on the SACs.

- 2.50 The County Council considers that this Habitats Regulations Assessment screening report and addendum is adequate to support the consultation draft plan. The screening report will be reviewed in the light of relevant responses to the consultation in consultation with Natural England and, if necessary, a revised screening report will be prepared to support the pre-submission draft of the plan.

### **Sustainability Appraisal / Strategic Environmental Assessment**

- 2.51 The Strategic Environmental Assessment Directive requires that an assessment is carried out of the likely impacts of the plan on a range of environmental criteria. Policies and proposals in development plan documents must also be subject to sustainability appraisal, which includes consideration of social and economic as well as environmental factors. A sustainability appraisal scoping report<sup>23</sup> has been prepared and published following consultation with the Environment Agency, Natural England and English Heritage.
- 2.52 The Council commissioned consultants to carry out a sustainability appraisal incorporating a strategic environmental assessment of options<sup>24</sup> to assess the potential impacts of minerals and waste development against a range of environmental, economic and social criteria and this has informed the preferred approach set out in this draft plan.

### **Strategic Flood Risk Assessment**

- 2.53 Local Authorities are expected to prepare a Strategic Flood Risk Assessment to inform the development of strategies and policies in local plans<sup>25</sup>. A Strategic Flood Risk Assessment assesses the potential risk of flooding to and from development that may take place, and provides detailed mapping of areas at risk of flooding from all potential sources and anticipates the potential impact of climate change. The Strategic Flood Risk Assessment provides the main source of data to apply sequential testing of development options with a view to ensuring that, as far as possible, development takes place in areas at least risk of flooding.
- 2.54 The Council commissioned consultants to carry out a Level 1 Strategic Flood Risk Assessment in October 2010 to inform preparation of the (subsequently withdrawn) Minerals and Waste Core Strategy. The data in that assessment remains up to date and relevant and will form the basis for any update of the Strategic Flood Risk Assessment<sup>26</sup> that is necessary, including to record and takes account of changes to planning policy since the previous document was prepared. The Level 1 Strategic Flood Risk Assessment does not identify a need for a Level 2 (more detailed) study of flood risk in any area where minerals or waste development is anticipated.

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<sup>23</sup> Reference required.

<sup>24</sup> Reference required.

<sup>25</sup> National Planning Policy Framework: paragraph 100.

<sup>26</sup> Reference required.

### 3. VISION AND OBJECTIVES FOR MINERALS AND WASTE IN OXFORDSHIRE

#### Introduction

- 3.1 The vision and objectives of the plan provide the basis for the development of the strategy, policies and proposals for minerals supply and waste management through the period to 2030. The objectives seek to address the issues identified in chapter 2 above, taking into account relevant national and local policies, in particular the need to support Oxfordshire's economy, protect its environment and help develop healthy and thriving communities<sup>27</sup>.
- 3.2 The objectives have been revised to take account of recent changes in national policy and comments made on the previously published plan.

#### Minerals Planning Vision

- 3.3 The growth that is planned for Oxfordshire presents major challenges for minerals planning, including that adequate supplies of the minerals needed for construction are made available when and where required and in the most sustainable way possible.
- 3.4 The proposed vision for minerals planning in Oxfordshire in 2030 is that:
- a) There will be a sufficient supply of aggregate materials available to meet the development needs of the county with a world class economy, and make an appropriate contribution to wider needs, provided from the following sources (in order of priority):
    - secondary and recycled aggregate materials;
    - locally produced sand and gravel, soft sand, limestone and ironstone; and
    - import of materials such as hard crushed rock that are not available locally.
  - b) Mineral workings and supply facilities will be located and managed to minimise:
    - the distance that aggregates need to be transported by road from source to market;
    - the use of unsuitable roads, particularly through settlements; and
    - other harmful impacts of mineral extraction, processing and transportation on Oxfordshire's communities and environment.
  - c) Restored mineral workings will enhance the quality of Oxfordshire's natural environment and the quality of life for Oxfordshire residents by:
    - creating new habitats and protecting biodiversity;
    - providing opportunity for access to the countryside and recreation activity; and

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<sup>27</sup> Oxfordshire Sustainable Community Strategy Oxfordshire 2030.

- helping to reduce the risk of flooding and adding to flood storage capacity.

### **Minerals Planning Objectives**

3.5 The following objectives are proposed:

- i. Facilitate the efficient use of Oxfordshire's mineral resources by encouraging the maximum practical recovery of aggregate from secondary and recycled materials for use in place of primary aggregates.
- ii. Make provision for a steady and adequate supply of sand and gravel, soft sand and crushed rock over the plan period to meet the planned economic growth and social needs of Oxfordshire.
- iii. Make an appropriate contribution to meeting wider needs for aggregate minerals, having regard to the strategic importance of Oxfordshire's mineral resources, particularly sand and gravel.
- iv. Enable a continued local supply of limestone and ironstone for building and walling stone for the maintenance, repair and construction of locally distinctive buildings and structures, and of clay to meet local needs for engineering and restoration material.
- v. Provide a framework for investment and development by mineral operators and landowners through a clear and deliverable spatial strategy which is sufficiently flexible to meet future needs and has regard to existing and planned infrastructure.
- vi. Minimise the flood risk associated with minerals development and contribute to climate change mitigation and adaptation, including through restoration schemes which provide additional flood storage capacity in the floodplain where possible.
- vii. Minimise the transport impact of mineral development on local communities, the environment and climate change by minimising the distance minerals need to be transported by road and encouraging where possible the movement of aggregates by conveyor, pipeline, rail and on Oxfordshire's waterways.
- viii. Protect Oxfordshire's communities and natural and historic environments (including important landscapes and ecological, geological and archaeological and other heritage assets) from the harmful impacts of mineral development (including traffic).
- ix. Ensure the high quality restoration and aftercare of mineral extraction sites at the earliest opportunity to ensure the establishment of long term and stable after uses that provide benefit to Oxfordshire's natural environment, local communities and local economy.

- x. Safeguard important known resources of sand and gravel, soft sand, crushed rock and fuller's earth to ensure that those resources are not needlessly sterilised and remain potentially available for future use and are considered in future development decisions.
- xi. Safeguard important facilities for the production of secondary and recycled aggregate, railhead sites for the bulk movement of aggregate into Oxfordshire by rail and facilities for the manufacture of coated materials, concrete and concrete products.

### **Waste Planning Vision**

- 3.6 The growth that is planned for Oxfordshire presents significant challenges for waste planning including that the waste generated by existing and new developments is managed and used in the most effective and sustainable way possible. The underlying philosophy is to seek to reduce waste generation and to see waste as a resource, through maximizing reuse, recycling and composting and recovery of value from residual waste.
- 3.7 The proposed vision for waste planning in Oxfordshire in 2030 is that:
- a) There will have been a transformation in the way that waste is managed in Oxfordshire, with:
    - increased re-use, recycling and composting of waste;
    - treatment (so far as is practicable) of all residual waste that cannot be recycled or composted; and
    - only the minimum amount of waste that is necessary being disposed of at landfill sites.
  - b) The county will remain largely self-sufficient in dealing with the waste it generates. An economically and environmentally efficient network of clean, well-designed recycling, composting and other waste treatment facilities will have been developed to recover material and energy from the county's waste and support its thriving economy.
  - c) Waste management facilities will be distributed across the county, with larger-scale and specialist facilities being located at or close to large towns, particularly the growth areas, and close to main transport links, and with smaller-scale facilities serving more local areas. This network will have helped to build more sustainable communities that increasingly take responsibility for their own waste and keep to a minimum the distance waste needs to be moved within the county.

### **Waste Planning Objectives**

- 3.8 The following objectives are proposed.
- i. Make provision for waste management capacity that allows Oxfordshire to be net self-sufficient in meeting its own needs for household waste, commercial and industrial waste and construction, demolition and excavation waste.

- ii. Make an appropriate contribution towards provision needed for the management of hazardous and radioactive wastes produced in Oxfordshire and wider needs, recognising that the more specialist facilities required for these waste types often require provision at a sub-national or national level.
- iii. Support initiatives that help reduce the amounts of waste produced and provide for the delivery, as soon as is practicable, of waste management facilities that will drive waste away from landfill and as far up the waste hierarchy<sup>28</sup> as possible; in particular facilities that will enable increased re-use, recycling and composting of waste and the recovery of resources from remaining (residual) waste.
- iv. Seek to provide for waste to be managed as close as possible to where it arises to:
  - minimise the distance waste needs to be transported by road;
  - reduce adverse impacts of waste transportation on local communities and the environment; and
  - enable communities to take responsibility for their own waste.
- v. Provide for a broad distribution of waste management facilities to meet local needs across Oxfordshire and make more specific provision for larger facilities that are not practical below a certain size and that are needed to serve the whole or more substantial parts of the county or a wider area.
- vi. Seek to ensure that waste management facilities where possible provide benefits to the communities they serve, including employment and the potential for recovery and local use of energy (heat and power) from waste, and are recognised as an integral part of community infrastructure.
- vii. Make provision for waste that cannot be recycled or treated (residual waste) and that will need to be disposed of in landfill.
- viii. Provide for an appropriate contribution to meeting the need for disposal of residual waste from other areas which do not have sufficient disposal capacity to be made through Oxfordshire's existing landfill sites.
- ix. Seek to avoid the permanent loss of green field land when making provision for sites for waste management facilities.
- x. Protect Oxfordshire's communities and natural and historic environments (including important landscapes and ecological, geological and archaeological and other heritage assets) from the harmful impacts of waste management development (including traffic).
- xi. Secure the satisfactory restoration of temporary waste management sites, including landfills, where the facility is no longer required or acceptable in that location.

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<sup>28</sup> The waste hierarchy is shown at paragraph 2.24.

## 4. MINERALS PLANNING STRATEGY

- 4.1 This section sets out the County Council's minerals planning strategy and policies for the period to 2030. Provision must be made for a steady and adequate supply of aggregate minerals over the plan period. The Council intends that this should be done by encouraging the use of secondary and recycled aggregates as well as by identifying areas for mineral working to meet the need for primary aggregates such as sand and gravel and crushed rock. The minerals strategy for Oxfordshire is illustrated on the key diagram at the end of this section.
- 4.2 The strategy also addresses safeguarding of mineral resources and infrastructure to ensure future availability of supply. A policy for restoration of mineral working recognises the temporary nature of mineral extraction and the importance of restoring sites to enhance the environment and to provide amenities for the public.

### Recycled and secondary aggregate

- 4.3 Recycled and secondary aggregate in Oxfordshire currently include:
- Locally derived construction and demolition waste;
  - Locally derived road planings;
  - Spent rail ballast (brought in by rail to a site at Sutton Courtenay).
- 4.4 Oxfordshire has capacity for recycling approximately 0.9 million tonnes a year of construction and demolition waste (much of this is in temporary sites at quarries and landfill sites). Didcot A power station ceased to operate during 2013 and ash recycling at Didcot is not included in this figure. It is expected that some ash from the energy from waste facility that is under construction at Ardley will be used as secondary aggregate.
- 4.5 The total production of recycled and secondary aggregate is difficult to quantify because it includes, for example, material from mobile crushing plants at building and road development sites which is recycled and sometimes re-used on site, and material which passes through waste transfer stations. A survey of secondary and recycled aggregate producers in Oxfordshire in 2012 gave a total of 470,000 tonnes, but the overall supply was likely to be higher than that as the survey was not comprehensive.
- 4.6 The previous Minerals and Waste Core Strategy included a policy target for recycled and secondary aggregate facility provision of 0.9 million tonnes per year. That target was from the now revoked South East Plan. It is now more appropriate for policy M1 not to set a specific target, which could be misconstrued as setting a maximum level to be achieved, but rather to seek to maximise the contribution to aggregate supply in Oxfordshire from recycled and secondary aggregate sources. Policy M1 is a positive policy to enable facilities to be provided in order to achieve this.
- 4.7 The targets in policy W3 for recycling of construction, demolition and excavation waste (increasing to 70% by 2030) and policies W4, W5 and W6

on waste management capacity requirements and provision and siting of facilities will operate in conjunction with policy M1 to deliver facilities for recycled aggregate production, which is expected to form the majority of recycled and secondary aggregate supply in Oxfordshire.

- 4.8 Provision for additional facilities for the production of recycled aggregates from construction and demolition waste will be made through policies W4, W5 and W6 on waste management capacity requirements and provision and siting of facilities. Policy W6 included provision for recycling facilities to be located within the Green Belt in very special circumstances and policy C8 allows for small-scale facilities serving local needs to be provided in Areas of Outstanding Natural Beauty. Recycled and secondary aggregate facilities with permanent permission, or with temporary permission extending at least to the end of the plan period, will be safeguarded under policy W11. Restoration of temporary facilities located at quarries and landfill sites will be required in line with policy M7.

#### 4.9 **Policy M1: Recycled and Secondary Aggregate**

**The production and supply of recycled and secondary aggregate will be encouraged, in particular through:**

- **Recycling of construction, demolition and excavation waste;**
- **Recycling of road planings;**
- **Recycling of rail ballast;**
- **Recovery of ash from combustion processes;**

**to enable the contribution made by these materials towards meeting the need for aggregates in Oxfordshire to be maximised.**

**Permission will be granted for facilities for the production and/or supply of recycled and secondary aggregate, including temporary recycled aggregate facilities at aggregate quarries and inert waste landfill sites, at locations that meet the criteria in policies W5, W6 and C1 – C11.**

**Sites for the production and/or supply of recycled and secondary aggregate will be safeguarded in accordance with policy W11.**

#### **Provision for working aggregate minerals**

- 4.10 The National Planning Policy Framework requires mineral planning authorities to prepare an annual Local Aggregate Assessment based on a rolling average of 10 years sales data and other relevant local information, and an assessment of all supply options (including recycled and secondary aggregate sources). The plan must make provision for the aggregate supply requirements identified in the Local Aggregate Assessment.
- 4.11 The County Councils Oxfordshire local Aggregate Assessment 2013 sets the following requirements for provision for land-won aggregate supply:
- Sharp sand and gravel – 0.81 million tonnes a year;
  - Soft sand – 0.19 million tonnes a year;



- Total sand and gravel – 1.00 million tonnes a year;
  - Crushed rock – 0.47 million tonnes a year.
- 4.12 These figures are based on the 10 year sales average for Oxfordshire's quarries over the period 2003 to 2012. These figures are higher than the levels of sales in 2012 and provide significant headroom to accommodate possible changes in local circumstances such as an increase in economic activity and consequent demand for aggregates. Oxfordshire has been a net importer of sharp sand and gravel in recent years but these levels of provision will allow local production to increase again such that Oxfordshire meets its own needs for sharp sand and gravel, with flexibility for appropriate cross-boundary movements of aggregates. These provision figures will also allow Oxfordshire to continue to be a net exporter of soft sand, which is a less widely distributed mineral.
- 4.13 The crushed rock produced in Oxfordshire is generally of relatively low quality with limited end uses. Hard crushed rock is not available locally and will continue to be imported from elsewhere (particularly Somerset, South Gloucestershire and Leicestershire), to meet needs that require this type of aggregate. But Oxfordshire is one of the few places in the South East of England where there are resources of rock, and provision figures will enable the county to continue to make an appropriate contribution towards local and wider requirements for crushed rock.
- 4.14 National policy and guidance requires provision to be made for the maintenance of landbanks of reserves with planning permission of at least 7 years for sand and gravel and at least 10 years for crushed rock, based on the latest Local Aggregate Assessment. Policy M2 provides for this. In Oxfordshire sharp sand and gravel and soft sand generally occur in different locations and have distinct and separate uses and markets. In line with current national policy, separate landbanks will be maintained for these minerals.
- 4.15 The Local Aggregate Assessment is to be reviewed annually and the provision figures are likely to change as the 10 year sales average period moves forward and in response to any significant changes in other relevant local information. Regular monitoring of aggregates supply and demand in Oxfordshire will be carried out through the plan period and will be recorded in the Minerals and Waste Annual Monitoring Reports and used in the annual reviews of the Local Aggregate Assessment.
- 4.16 The current Local Aggregate Assessment annual figures indicate the following additional requirements for which provision needs to be made over the plan period (2013 to 2030), taking into account existing planning permissions:
- Sharp sand and gravel – 7.87 million tonnes;
  - Soft sand – 0.80 million tonnes; and
  - Crushed rock – no additional requirement.
- Table 2 shows how these requirements are calculated.

Table 2: Aggregate provision required over plan period 2012 – 2030

	Sharp Sand & Gravel (million tonnes)	Soft Sand (million tonnes)	Crushed Rock (million tonnes)
A. Annual Provision (from LAA)	0.81	0.19	0.47
B. Requirement 2013 – 2030 (A x 18 years)	14.58	3.42	8.46
C. Permitted Reserves at end 2012	5.84	2.41	11.49
D. Permissions granted since end 2012	0.87	0.21	0.48
E. Total permitted reserves (C + D)	6.71*	2.62	11.97
F. Remaining requirement to be provided for in MWCS (B – E)	7.87	0.80	(3.51)

\* Not including extensions to Caversham Quarry (1.86 million tonnes) and Gill Mill Quarry (5.0 million tonnes), which are subject to resolutions to grant planning permission

- 4.17 This is the current position but this may change over the plan period if the level of provision changes as the Local Aggregate Assessment is reviewed annually. Such changes are likely to be relatively small from one year to another but may add up to more substantial change over a period of years. The strategy for mineral working therefore needs to have sufficient flexibility to allow for changes in demand for locally supplied aggregates. Policy M2 therefore does not include the figures from the current Local Aggregate Assessment but instead makes a policy commitment to meeting the requirement in the most recent Local Aggregate Assessment.
- 4.18 In line with the objective of the plan to minimise the distance that minerals need to be transported by road, policy M2 seeks a broad balance of production capacity for sharp sand and gravel between western Oxfordshire and southern Oxfordshire, reflecting the broadly similar levels of economic growth and development, and consequent demand for aggregate, expected in the northern and southern parts of the county (taking Oxford as a mid-point). Over the recent past, production of sharp sand and gravel has been predominantly from areas in western Oxfordshire. The minerals planning strategy should enable a more balanced distribution of production to be achieved over the plan period.

#### 4.19 Policy M2: Provision for working aggregate minerals

**Provision will be made to enable the supply of aggregate minerals from land-won sources within Oxfordshire to meet the requirement identified in the most recent Local Aggregate Assessment.**

**Permission will be granted for aggregate mineral working to enable separate land banks of reserves with planning permission to be maintained for the extraction of minerals of:**

- **at least 7 years for sharp sand and gravel;**
- **at least 7 years for soft sand;**
- **at least 10 years for crushed rock;**

**in accordance with the annual requirement rate in the most recent Local Aggregate Assessment.**

**In order to enable an effective supply of locally sourced construction material to the county's main growth areas, a broad balance in annual production capacity for sharp sand and gravel between the mineral resource areas in western Oxfordshire (west of Oxford and north of the River Thames) and southern Oxfordshire (south of Oxford) will be sought.**

#### **Locations for working aggregate minerals**

4.20 Minerals can only be extracted where they exist in the ground. The identification of locations where extraction is likely to be able to take place acceptably provides greater certainty of where mineral working will take place and where it will not take place. Policy M3 identifies the broad areas – areas of search – within which it is proposed that future working for sharp sand and gravel, soft sand and crushed rock should take place. These areas provide a basis for sites for working to be selected by the mineral industry and planning applications submitted; and for those applications to be considered by the County Council, also taking into account all the other relevant policies of the plan.

4.21 Table 1 above indicates that there is currently no requirement for additional provision for crushed rock working. The areas of search for crushed rock identified in policy M3 are included as a contingency in the event that the requirement for local crushed rock increases significantly and additional permitted reserves are required to maintain the landbank and ensure an adequate level of supply.

#### Sharp Sand and Gravel

4.22 At the current Local Aggregate Assessment requirement rate (0.81 million tonnes a year), existing planning permissions could on average provide for a supply of sharp sand and gravel until 2020, although in practice some sites will be exhausted sooner and others will last longer. The strategy in this

document makes provision for sharp sand and gravel for the rest of the plan period, to 2030.

- 4.23 Principles which have informed the selection of the preferred strategy for sand and gravel extraction are:
- Although there are extensive sand and gravel resources in west Oxfordshire, the rate and intensity of mineral working in the area should not increase, to meet concerns about generation of traffic, impacts on local rivers and groundwater flows, and to ensure that the cumulative impact of mineral working on local communities is not unacceptable.
  - The distances minerals need to be transported from quarry to market should be as short as is practicable.
  - There should be continued sand and gravel working in the area of the county to the south of Oxford to enable local supply of aggregates for planned housing and economic growth in southern Oxfordshire, including the Science Vale area.
- 4.24 In line with these principles and the policy objective in policy M2 for a more balance distribution of production capacity between western and southern Oxfordshire, it is expected that there will be a need for a new working area within southern Oxfordshire during the plan period. The existing Sutton Courtenay Quarry has only a few years' worth of permitted reserves remaining and limited possibilities for further extensions; and other existing quarries in southern Oxfordshire are either already exhausted or small scale, with the exception of Caversham Quarry which serves a market area in the far south east of the county extending into Reading and other parts of Berkshire.
- 4.25 The Habitats Regulations Assessment screening report has concluded that a finding of no likely significant effect on Oxford Meadows Special Area of Conservation (SAC) cannot be reached in respect of land to the east and north east of the River Evenlode within the Eynsham / Cassington / Yarnton area. The Habitats Directive requires the Council to take a precautionary approach in the plan and therefore proposals should not involve mineral working within that part of this area. The screening report has also concluded that any proposals for working in the Eynsham / Cassington / Yarnton area would need to demonstrate that they would not affect water levels at Oxford Meadows SAC.
- 4.26 Potentially important archaeological constraints have been identified in the Lower Windrush Valley, south of Hardwick, and at a number of locations within the Southern Oxfordshire Thames Valley (Oxford to Goring Gap) area. The Council will work with English Heritage to ensure that important archaeology is given appropriate protection.

#### Soft sand

- 4.27 Soft sand accounts for approximately 20% of sales of all sands and gravels in Oxfordshire. Two types of soft sand are worked, supplying different markets: sand from the Tubney area generally meets higher specifications than sand

from the Faringdon area. The strategy in policy M3 should enable both types of soft sand to continue to be worked.

- 4.28 At the current Local Aggregate Assessment requirement rate (0.19 million tonnes a year), existing planning permissions could on average provide a supply of soft sand until 2024, although in practice some sites will be exhausted sooner and others will last longer. For the period to 2030, it would be preferable for further soft sand working to be from extensions to existing quarries where this is possible, rather than from new quarries. This would make efficient use of existing plant and infrastructure and minimize additional impact.
- 4.29 The Habitats Regulations Assessment screening report has concluded that proposals for mineral working in the area north and south of the A420 to the west of Abingdon would need to demonstrate that they would not affect water levels at Cothill Fen SAC.

#### Crushed rock

- 4.30 At the current Local Aggregate Assessment requirement rate (0.47 million tonnes a year), current permitted reserves of crushed rock could on average last until 2036, although in practice some sites will be exhausted sooner and others will last longer. Production of crushed rock has fluctuated considerably over past years. Existing working areas of limestone are south east of Faringdon, south of Burford and north west of Bicester. There is one existing area of ironstone working in the north of the county at Alkerton / Wroxton.
- 4.31 The ironstone resource area in the north of the county is less well located relative to strategic routes and market areas in Oxfordshire than are some areas of limestone resource; and there are substantial permitted reserves of ironstone remaining to be worked. Better quality aggregate is generally available from within the limestone deposits than from the ironstone. Any additional provision should be made within the limestone areas. Such provision should preferably be made through extensions to existing quarries rather than from new quarries, to make efficient use of existing plant and infrastructure, and minimize additional impact.
- 4.32 The Local Aggregate Assessment 2013 indicates no requirement for further areas for crushed rock working during the plan period but, if demand increases significantly, additional permissions could be needed towards the end of the plan period. It is likely that any such additional requirement could be met from extensions to existing quarries and that new quarries will not be needed during the period of this plan. In view of this, and given that crushed rock resources in Oxfordshire – in particular the resources of limestone outside in Areas of Outstanding Natural Beauty – are extensive, areas for possible future crushed rock working are named in policy M3 but areas of search are not defined on maps. The need for areas for areas of search to be defined will be kept under review through the plan period.

- 4.33 Government policy is that major minerals developments should only be permitted in Areas of Outstanding Natural Beauty (AONB) in exceptional circumstances. There are sufficient aggregate resources in Oxfordshire outside the AONBs such that working within these areas is not necessary. Policy C8 provides protection for the landscape quality of the county.

**4.34 Policy M3: Locations for working aggregate minerals**

**Permission will be granted for the working of aggregate minerals within the following areas provided that the criteria in policy M4 are met:**

**A. Areas of search for sharp sand and gravel working, as shown on figures 9 – 12:**

**Western Oxfordshire:**

- Eynsham/Cassington/Yarnton (including Lower Evenlode Valley).
- Lower Windrush Valley;

**Southern Oxfordshire:**

- North East of Caversham.
- Thames Valley (Oxford to Goring Gap);

**B. Areas of search for soft sand working, as shown on figures 13 – 14:**

- Corallian Ridge between Oxford and Faringdon;
- Duns Tew.

**C. Areas for crushed rock working:**

- North West of Bicester;
- South of the A40 near Burford;
- East and south east of Faringdon.

**Policy M4: Working of aggregate minerals**

- 4.35 **Permission will be granted for the working of aggregate minerals within the areas defined in policy M3 provided that:**

- In all cases, the mineral is required to maintain a steady supply of aggregate in accordance with policy M2 and the requirements of policies C1 – C11 are met;

**and**

- In the case of proposals for working sharp sand and gravel, the proposal is consistent with the need to achieve a broad balance of production capacity in accordance with policy M2;
- In the case of proposed working within the Eynsham / Cassington / Yarnton area of search, it has been demonstrated that there will be no change in water levels in the Oxford Meadows Special Area of Conservation and the proposal does not involve the working of land to the north or north east of the River Evenlode;

- In the case of proposed working within the Corallian Ridge area of search, it has been demonstrated that there will be no change in water levels in the Cothill Fen Special Area of Conservation;
- In the case of proposed working within the Western Oxfordshire areas of search, there would be not more than three operational mineral working sites within these areas combined;
- In the case of proposed working within the North East of Caversham area of search, it would be either an extension to or a replacement for the existing Caversham Quarry;
- In the case of proposed working within the Thames Valley between Oxford and Goring Gap area of search, it would be either an extension to the existing Sutton Courtenay Quarry or a new quarry required to replace an existing sharp sand and gravel quarry in Oxfordshire;
- In the case of proposals for new quarries for soft sand or crushed rock, the requirement to maintain a steady supply of aggregate in accordance with policy M2 cannot be met from extensions to existing quarries.

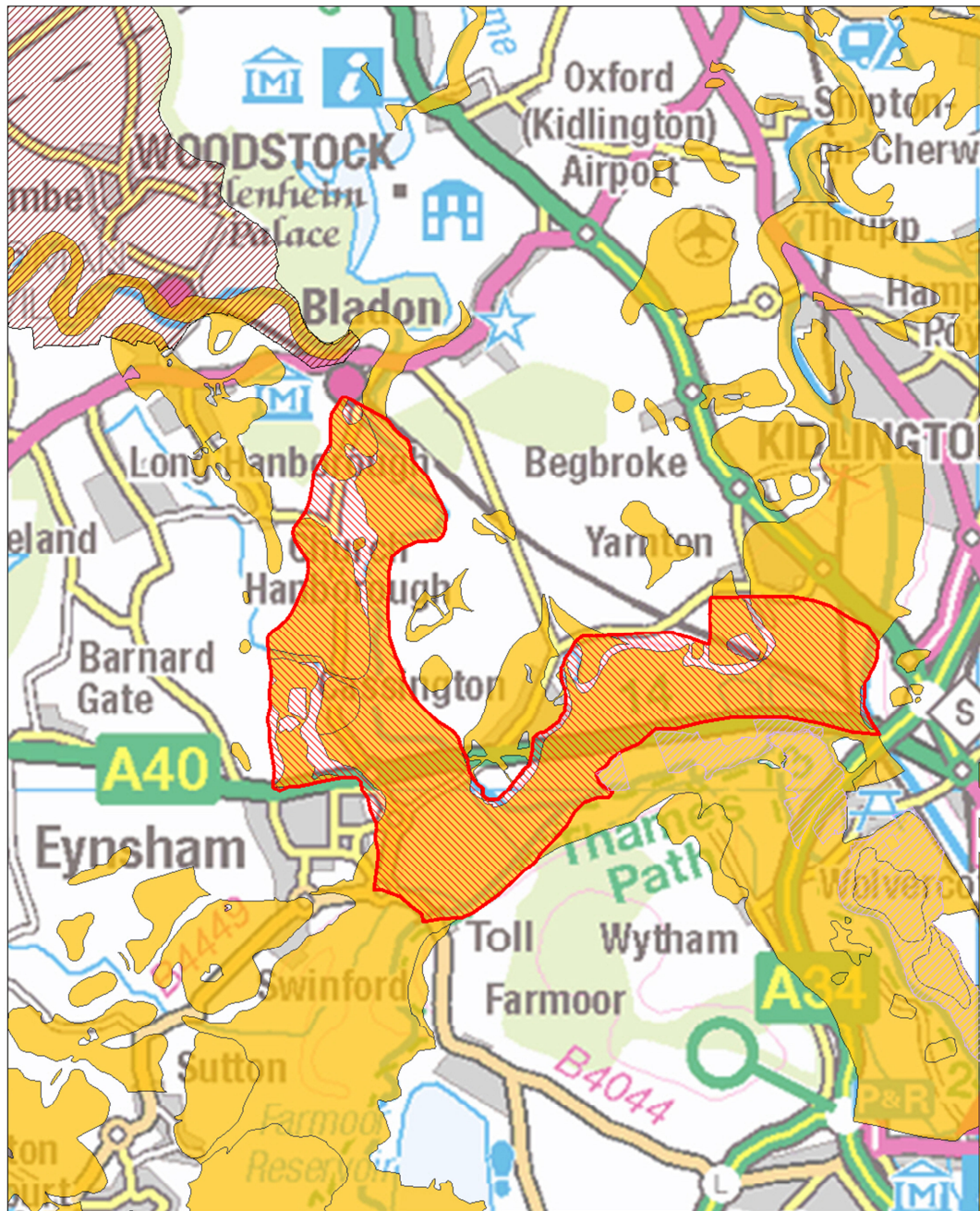
Permission will not be granted for the working of aggregate minerals outside the areas defined in policy M3 unless the requirement to maintain a steady supply of aggregate in accordance with policy M2 cannot be met from within those areas.

Permission will be granted for the working of aggregate minerals both within the areas defined in policy M3 and elsewhere provided that extraction of the mineral is required prior to a planned development in order to prevent the mineral resource being sterilised and that the requirements of policies C1 – C11 are met.

Further working of minerals for aggregate use will not be permitted within Areas of Outstanding Natural Beauty.

Permission for working of ironstone for aggregate use will not be permitted except in exchange for revocation without compensation of an equivalent existing permission in Oxfordshire containing workable resources and where there would be an overall environmental benefit.

Figure 9: Eynsham / Cassington / Yarnton Area of Search



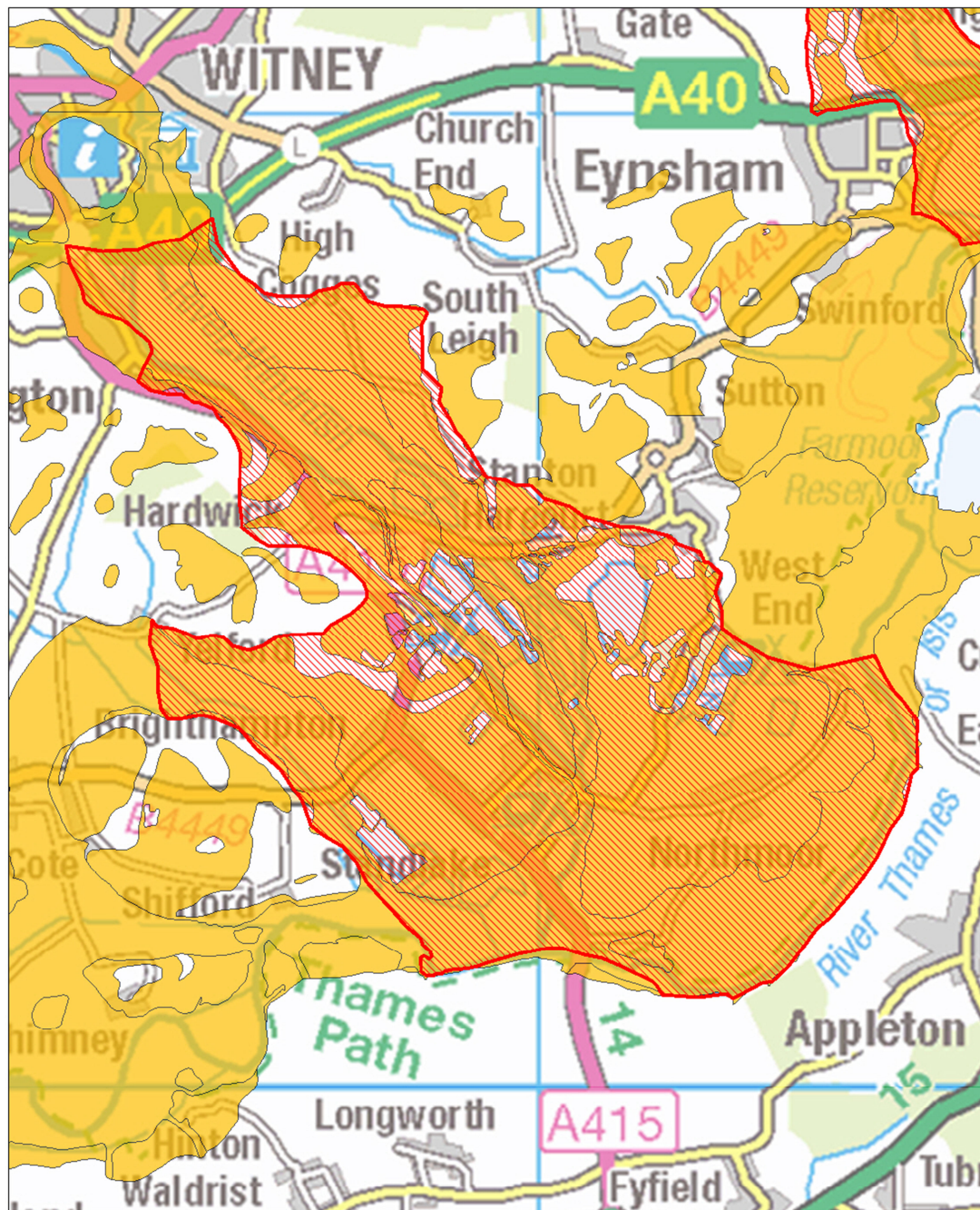
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	Area of Search
	River Sand and Gravel deposits
	AONB
	Special Areas of Conservation



Figure 10: Lower Windrush Valley Area of Search



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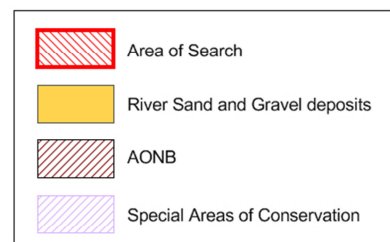
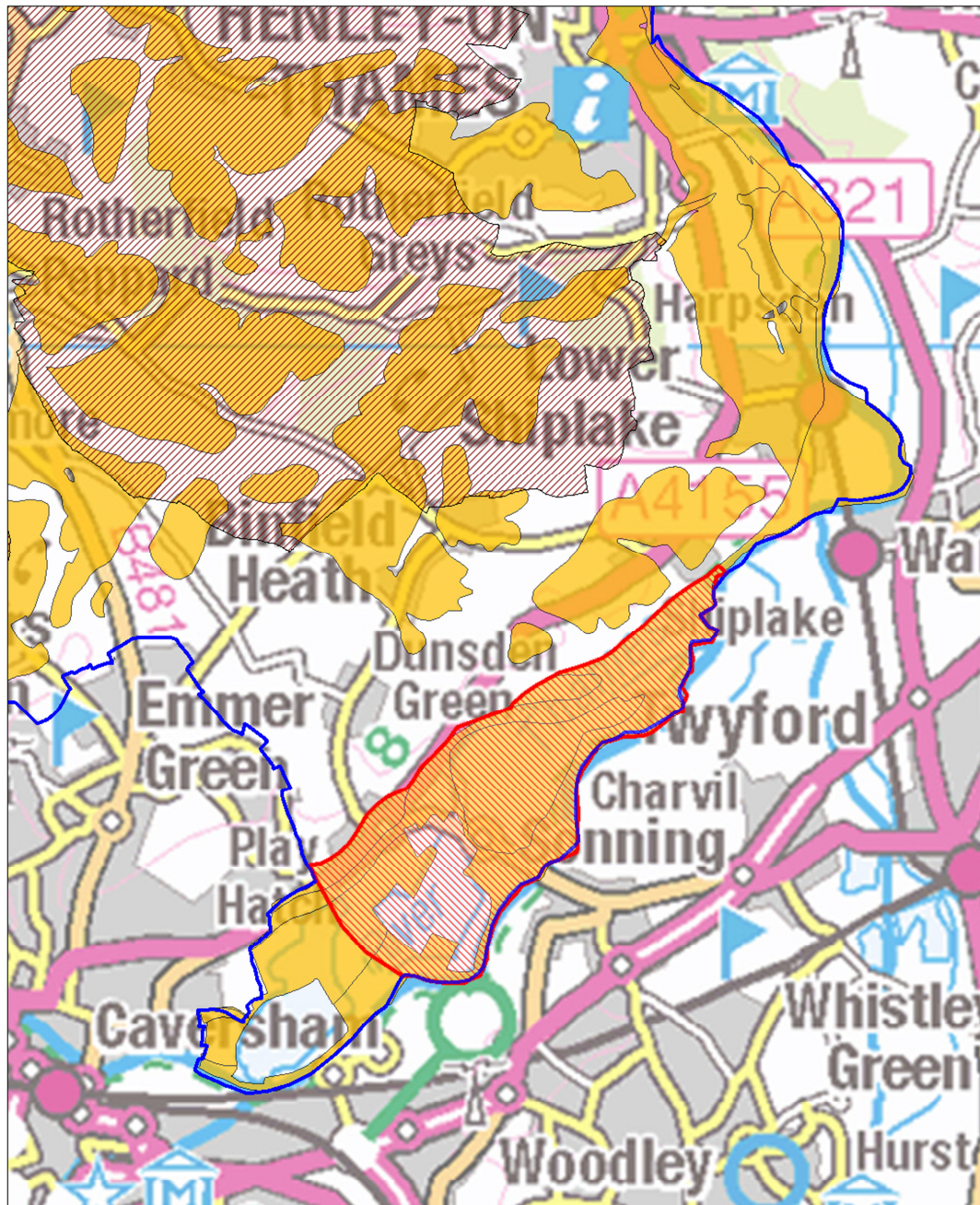




Figure 11: North East of Caversham Area of Search



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- |  |                                |
|--|--------------------------------|
|  | Area of Search                 |
|  | River Sand and Gravel deposits |
|  | AONB                           |
|  | Special Areas of Conservation  |



Figure 12: Thames Valley (Oxford to Goring Gap) Area of Search

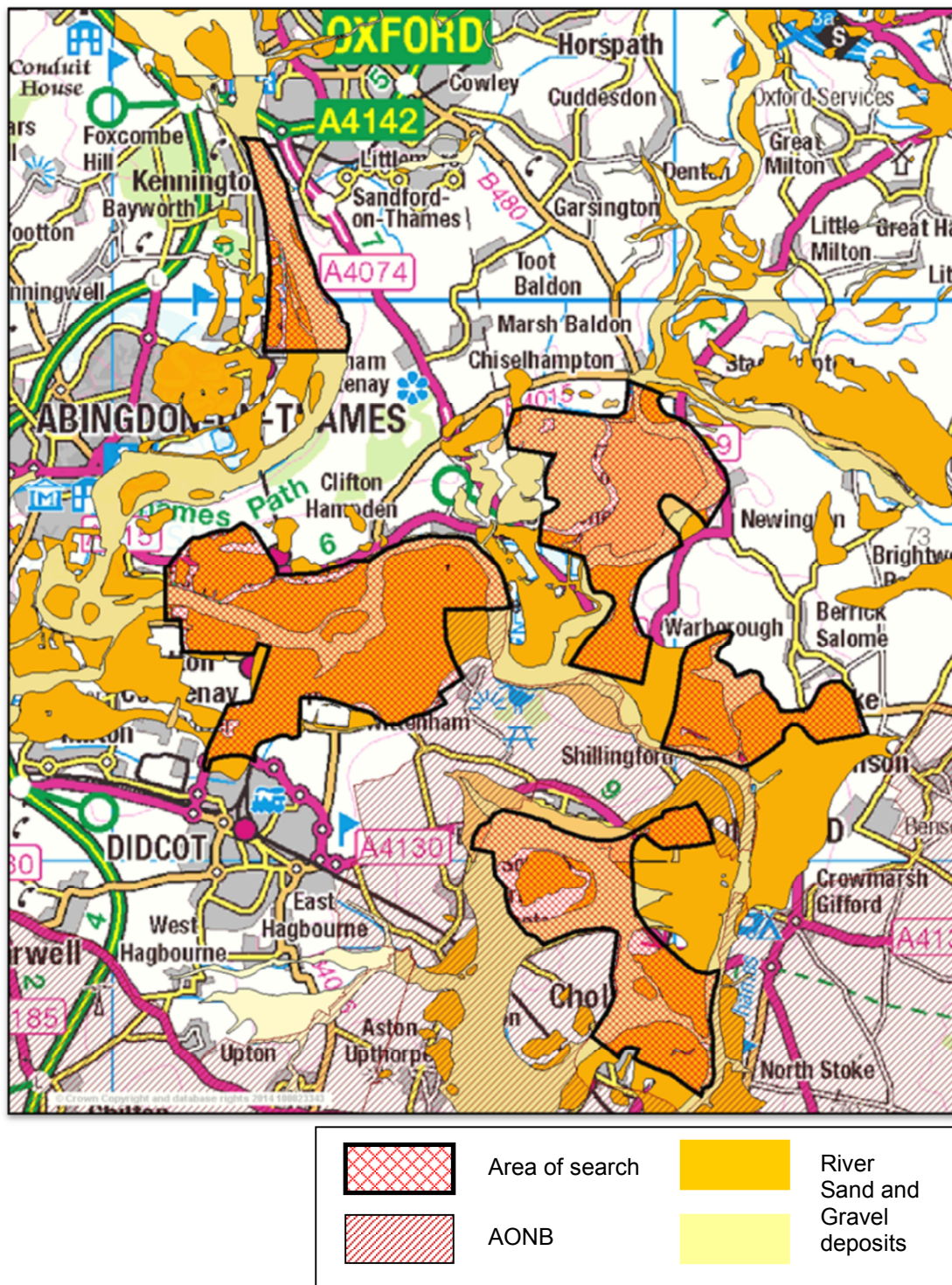




Figure 13: Corallian Ridge between Oxford and Faringdon Area of Search

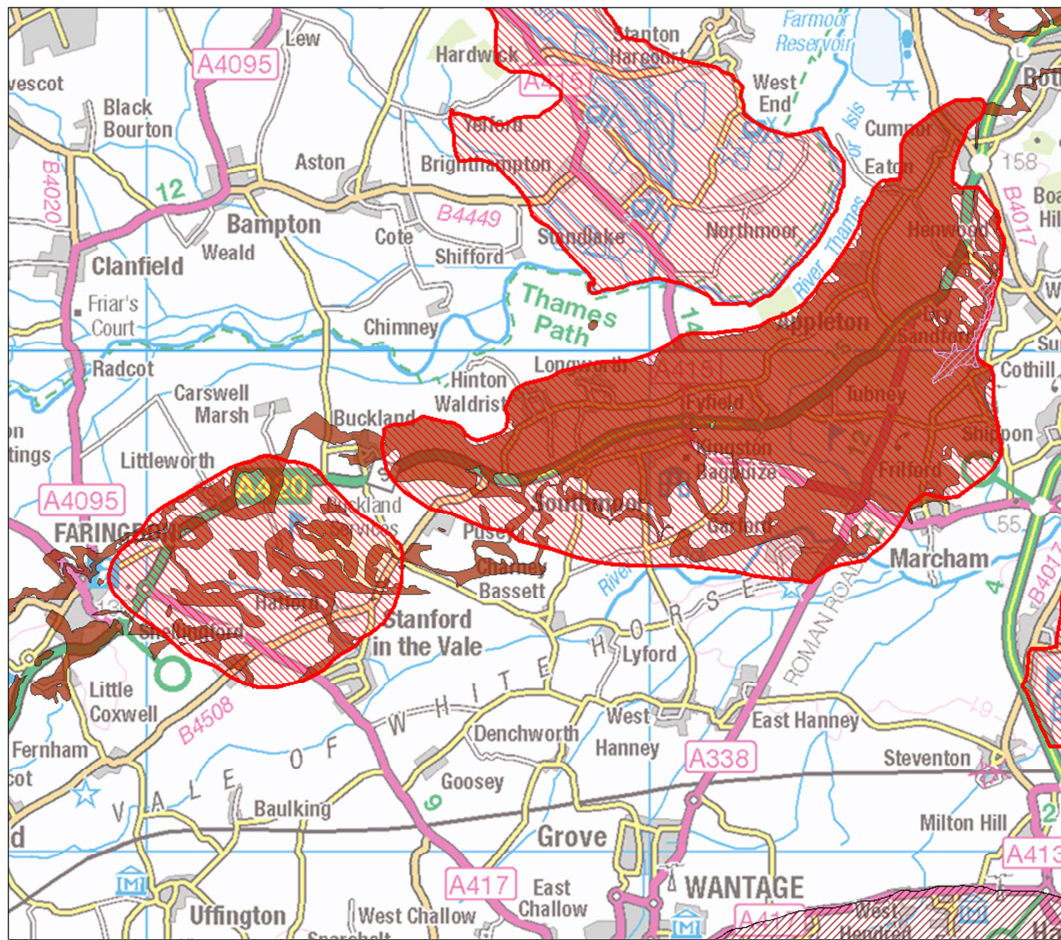
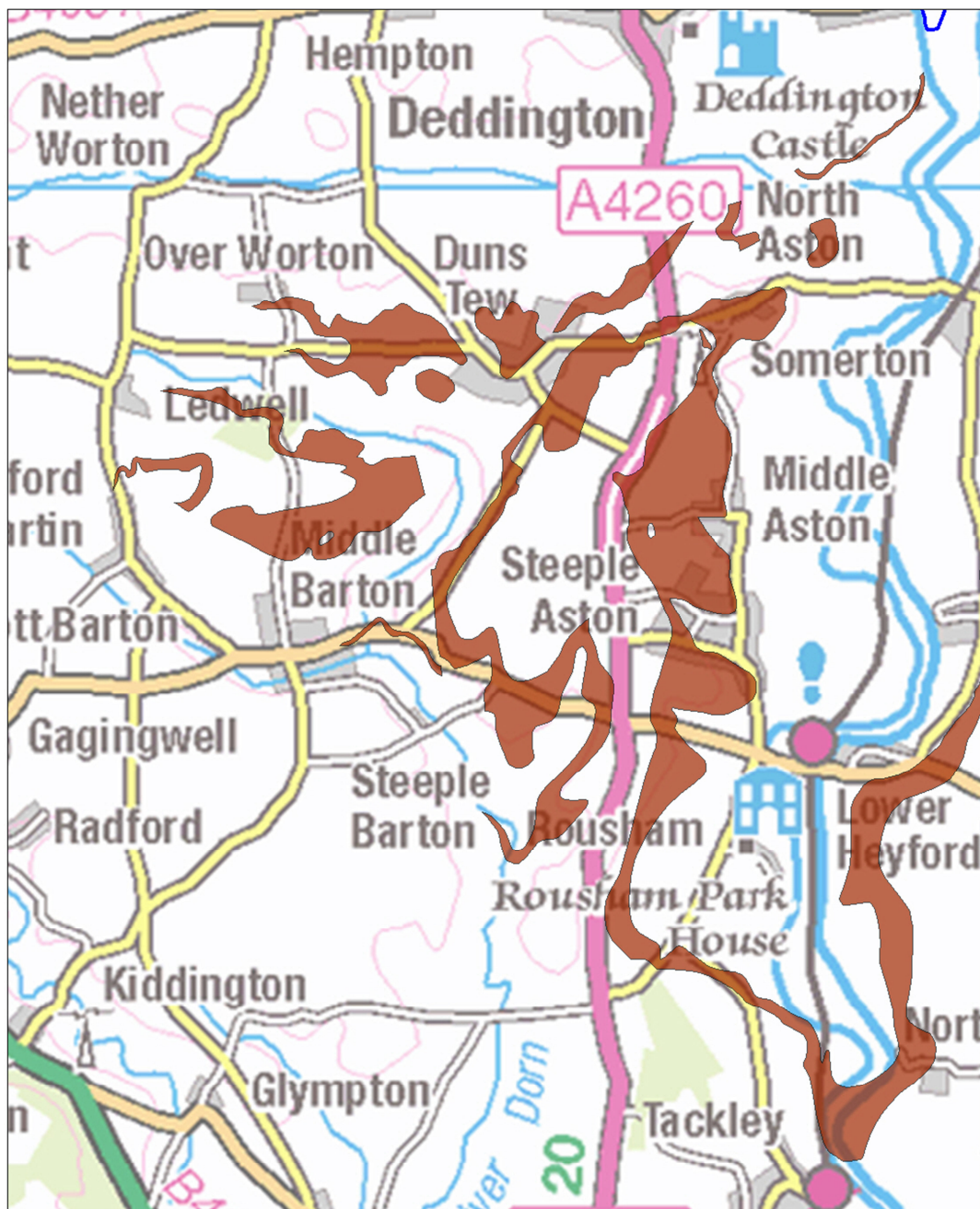
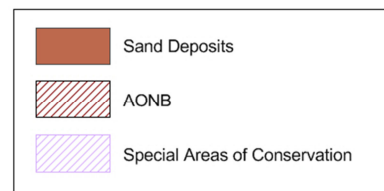


Figure 14: Duns Tew Area of Search



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## **Imported aggregates and rail depots**

- 4.36 Aggregates are imported through three rail depots at Banbury, Sutton Courtenay and Kidlington<sup>29</sup>. Planning permission has been granted for a rail depot at Shipton on Cherwell. There is a depot at Hinksey Sidings, Oxford which is used solely by the rail industry to bring in rail ballast for internal use, but this is not currently in use<sup>30</sup>.
- 4.37 There will be an ongoing need for importation of aggregate materials that cannot be quarried locally, particularly hard rock for roadstone. Rail and water transport should take priority over road, particularly for longer distance movements. Existing and permitted depots should therefore be safeguarded; and additional depots should be permitted at suitable locations should the opportunity arise.

### **4.38 Policy M5: Aggregates rail depots**

**The following rail depot sites are safeguarded for the importation of aggregate into Oxfordshire:**

- **Hennef Way, Banbury (existing facility);**
- **Kidlington (permitted replacement facility);**
- **Appleford Sidings, Sutton Courtenay (existing facility);**
- **Shipton on Cherwell Quarry (permitted facility);**
- **and any other aggregate rail depot sites which are permitted, as identified in the Annual Monitoring Report.**

**Permission will be granted for new aggregate rail depots at locations with suitable access to an advisory lorry route and that meet the criteria in policies C1 – C11.**

**Proposals for development that would result in the direct loss of a safeguarded aggregate rail depot site will not be permitted unless a suitable alternative site can be provided.**

**Development sensitive to disturbance from, and which would prejudice the operation or establishment of an aggregate rail depot at a safeguarded site should not take place unless:**

- **a suitable alternative site can be provided; or**
- **it can be demonstrated that the rail depot is no longer needed for Oxfordshire's aggregate supply requirements.**

<sup>29</sup> The existing Kidlington rail depot is to be relocated to a nearby permitted site to enable the construction of a new station at Water Eaton.

<sup>30</sup> The rail depot at Hinksey Sidings, Oxford is solely for the supply of ballast to Network Rail and is not therefore considered part of the County's aggregates supply.

## **Non-aggregate mineral working**

### Building Stone

- 4.39 The Council recognises the importance of small scale building, roofing and walling stone extraction in rural areas for the conservation and restoration of historic buildings and to maintain local distinctiveness in new development. Limestone is particularly important for maintaining the built environment in the Cotswolds Area of Outstanding Natural Beauty.
- 4.40 Large quantities of waste stone can be generated during the extraction of building stone, particularly in the initial phases of working. Waste stone may have a potential use as aggregate; the use or disposal of it is an issue which needs to be considered on a case by case basis through a planning application.

### Clay

- 4.41 Clay has been worked at certain sand and gravel quarries to produce material for lining landfill sites and for use in restoration and landscaping. In accordance with policy M4, within the Eynsham / Cassington / Yarnton area working of clay associated with sand and gravel extraction should only be permitted if it can be demonstrated that it would not lead to changes in water levels in the Oxford Meadows Special Area of Conservation.

### Chalk

- 4.42 Chalk has been extracted in Oxfordshire in the past, in particular for industrial and agricultural uses. There is no current indication of demand for a resumption of chalk working during the plan period but, in the event there is, this could be accommodated in suitable locations on a small scale basis. Most of Oxfordshire's chalk resource lies with the North Wessex Downs and Chilterns Areas of Outstanding Natural Beauty, which would need to be given appropriate protection in accordance with policy C8. In line with policy M4, it is unlikely that working of chalk for aggregate use would be acceptable within these areas.

### Fuller's earth

- 4.43 Fuller's earth is a nationally scarce industrial mineral which occurs in the Baulking – Fernham area in the south west of the county. It was previously worked but, whilst there are remaining resources that are potentially workable, there has been no market for this mineral for a number of years and there is no indication that this position is likely to change during the plan period.

### Oil and gas

- 4.44 There is currently no exploration for or production of oil or gas in Oxfordshire. Exploratory work in the past did not find any oil or gas fields, although gas was encountered in some of the holes drilled. In addition to requirements for

planning permission, oil and gas exploration and production can only be undertaken within areas that have been licensed by the government. There are currently no licence areas covering Oxfordshire. The government proposes to award a new round of onshore oil and gas licences in 2014. A strategic environmental assessment that has been prepared in connection with this includes some parts of Oxfordshire but it is not yet known whether licences will be offered covering any parts of the county.

- 4.45 In the event that licences are awarded covering parts of Oxfordshire, it is possible that proposals for exploratory drilling would come forward, which could be followed by proposals for production in the event that significant oil or gas reserves were found. Proposals could be for drilling either by conventional means or by hydraulic fracturing (fracking). The section on oil and gas in policy M6 will provide a policy basis consistent with the National Planning Policy Framework and national guidance on oil and gas against which any such planning applications can be considered.

**4.46 Policy M6: Non- aggregate mineral working**

**Building Stone**

**Permission will be granted for extensions to existing quarries and new quarries for the extraction of traditional local building stone where a need for the material has been demonstrated and the proposed quarrying is small-scale.**

**Clay**

**The extraction of clay will be permitted in conjunction with the working of sharp sand and gravel from the locations in policy M3 A. The extraction of clay will not be permitted in other locations unless it can be demonstrated that there is a local need for clay which:**

- **cannot be met by extraction in conjunction with sharp sand and gravel working; or**
- **would be met with less overall environmental impact than by extraction in conjunction with sharp sand and gravel working.**

**Chalk**

**The extraction of chalk for agricultural or industrial use in Oxfordshire will be permitted provided the proposed quarrying is small-scale. Extraction of chalk for wider purposes, including as an aggregate or for large scale engineering will not be permitted unless the proposal is demonstrated to be the most sustainable of all alternative options.**

**Fullers Earth**

**The working of fullers earth will be permitted provided that a national need for the mineral has been demonstrated.**

**Oil and Gas (conventional and unconventional)**

**Proposals for the exploration and appraisal of oil or gas will be permitted provided arrangements are made for the timely and suitable**



**restoration and after-care of the site, whether or not the exploration or appraisal operation is successful.**

**The commercial production of oil and gas will be supported in the following circumstances:**

- **A full appraisal programme for the oil or gas field has been successfully completed;**
- **The proposed location is the most suitable, taking into account environmental, geological and technical factors;**
- **For major development in an Area of Outstanding Natural Beauty it is clearly demonstrated that the proposal is in the public interest, including in terms of national considerations.**

**All proposals for the working of non-aggregate minerals, including exploration and appraisal, shall meet the criteria in policies C1 – C11.**

### **Safeguarding mineral resources**

- 4.47 Mineral deposits are finite resources and can only be worked where they exist in the ground. It is Government policy that important mineral resources should be safeguarded for the long term. Mineral planning authorities are required to define Mineral Safeguarding Areas in minerals plans so that resources are not sterilised by non-mineral development, although there is no presumption that the resources will be worked. The County Council will have regard to the British Geological Survey good practice advice on mineral safeguarding.
- 4.48 Sharp sand and gravel, soft sand and limestone are currently and will continue to be worked in Oxfordshire. Fuller's earth is no longer worked but is a nationally scarce mineral. It is therefore proposed to safeguard what are currently considered to be the economically viable areas of these resources. Whilst ironstone is also currently worked, there is no need for this mineral to be safeguarded as an aggregate resource in view of the extensive resources of better quality limestone in the county. Limestone and ironstone are not safeguarded as potential resources building stone in view of the variability of these minerals and the lack of clear information on deposits and locations where safeguarding is justified.
- 4.49 Mineral safeguarding areas will be defined on maps. The extent of safeguarded areas can be reviewed if economic or other considerations change.
- 4.50 District councils in Oxfordshire are responsible for planning development (other than minerals and waste) in their areas. The County Council, as Mineral Planning Authority, must also identify mineral consultation areas and specify the types of application for non-mineral related development on which the relevant district council must consult the County Council within these areas. The mineral consultation areas will be based on the minerals safeguarding areas and will include land within 250m of the boundary of a Minerals Safeguarding Area.

#### 4.51 Policy M7: Safeguarding mineral resources

**Mineral Safeguarding Areas will be defined on maps, covering the following mineral resources:**

- **Sharp sand and gravel in the main river valleys, including the areas identified in policy M3 A, and other areas of proven resource;**
- **Soft sand within the areas identified in policy M3 B;**
- **Limestone within the areas identified in policy M3 C;**
- **Fuller's earth in the Baulking – Fernham area.**

**Mineral resources in these areas are safeguarded for possible future use. Development that would prevent or otherwise hinder the possible future working of the mineral will not be permitted unless it can be shown that:**

- **The need for the development outweighs the economic and sustainability considerations relating to the mineral resource; or**
- **The mineral will be extracted prior to the development taking place.**

**Mineral Consultation Areas, based on the Mineral Safeguarding Areas, will be defined, identified and updated when necessary in the Minerals and Waste Annual Monitoring Reports.**

#### **Restoration and after-use of mineral workings**

- 4.52 Proposals for restoration, aftercare and after-use should be submitted with applications for mineral working, should include provision for long-term maintenance of the after-use and enhancement of the environment and should accord with District Local Plan policies, including environmental protection, countryside and access enhancement and noise management. Proposals for restoration should demonstrate that local communities have been consulted on options for after use.
- 4.53 Mineral working can provide opportunities for environmental improvements, such as new habitats and improved public access, which benefit the local community and may offset the impact of working<sup>31</sup>. The restoration of each mineral working site should be determined on its individual merits and circumstances. Restoration to the original land-use may not be the best option and is not always possible. Restoration to an alternative use (e.g. creation of priority habitat) may be equally acceptable or preferable. Generally, nature conservation, agriculture, woodland and recreation are acceptable restoration after-uses for mineral workings, subject to the particular local circumstances such as the existing and neighbouring habitats, biodiversity and landscape. Each restoration scheme should have a coherent land use strategy with a

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<sup>31</sup> Within the flood plain restored sand and gravel workings can reduce the risk of flooding by providing for increased flood water storage capacity and improved conveyance of flood water.

particular primary end use or end uses. Measures to conserve and enhance biodiversity should always be incorporated in restoration schemes.

- 4.54 Where restoration could assist or achieve priority habitat or species targets and/or Oxfordshire Biodiversity Action Plan targets, the relevant biodiversity after-use should be incorporated within the restoration scheme. Where restoration could protect and/or improve geodiversity and improve educational opportunities this should be incorporated into the proposed restoration scheme, such as by providing for important geological faces to be left exposed and enabling access to the faces. Where a mineral working site has the potential to provide for local amenity uses, including appropriate sport and recreational uses, these uses should be incorporated into the restoration scheme. Within the floodplain, restoration of mineral workings should where possible include provision for increased flood storage capacity to reduce the risk of flooding elsewhere.
- 4.55 Mineral working involves disturbance and change to the landscape. Restoration should take place as soon as possible after working to minimise the impact of open quarry workings. In larger workings restoration can commence before working has ended and restoration should be planned in a timely and phased manner. There is increasing difficulty in securing material for restoration, and policy W7 seeks to ensure that inert waste is prioritised for use in mineral restoration schemes. The County Council will work with the District Councils to secure this, but the shortage of suitable material may result in restoration that relies on infilling with inert waste taking some years to complete.
- 4.56 Because of a general shortage of inert waste material for infilling, sand and gravel workings in the river valleys are often restored to wetlands<sup>32</sup>. In the flood plain, when suitable material is available, consideration should always be given to filling below original land levels to improve flood storage capacity. This should be done on a site specific basis with an assessment of the impact on groundwater aquifers. The Environment Agency should be consulted at an early stage to establish the extent to which waste material can be used to restore sand and gravel workings in the flood plain<sup>33</sup>.
- 4.57 The risk to aircraft from bird strike is also an important consideration and this may restrict the location of some workings and/or affect the design of restoration schemes, as most of Oxfordshire's sand and gravel resources (and some sand and limestone resources) lie within 13 kilometres of a military airfield or civilian aerodrome<sup>34</sup>. Within these areas, proposals for working, restoration and after-use will need to be drawn up and designed in consultation with the MOD and/or Oxford Airport; and consultation with relevant biodiversity organisations may also be helpful. A bird hazard

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<sup>32</sup> Technical Guidance to the National Planning Policy Framework also determines that landfill is not appropriate in the functional flood plain, thereby effectively precluding restoration of land to original ground levels.

<sup>33</sup> The Topic Paper on Restoration explains in more detail the circumstances in which waste can be used to help restore workings in the flood plain.

<sup>34</sup> MoD and/or Oxford Airport should be consulted and involved in the design of restoration schemes for mineral workings within 13 km of specified airfields or the need for a bird hazard management plan. Relevant biodiversity organisations should also be involved.

management plan may need to be prepared as part of a planning application. Through careful use of inert fill and other engineering techniques, some areas of open water may be formed that lead to the creation of wetland habitats that offer lower risk of bird strike and greater value for biodiversity.

- 4.58 It is important that restoration is achieved to a high standard and this will generally be required through conditions attached to planning permissions. Planning conditions can provide for aftercare provisions to be put in place for a period of up to five years following restoration, to successfully establish an after-use: longer term management may be secured through legal agreement and is sought where necessary (for example many species require a period longer than 5 years to become successfully established)<sup>35</sup>. Such agreements may also be sought to secure a desired long term management strategy, particularly where public access is also anticipated. Financial guarantees to secure satisfactory restoration may be justified, but only in exceptional circumstances<sup>36</sup>.
- 4.59 Policy M7 sets out the general approach to restoration of mineral workings. Core policies C3, C5, C6, C7, C8, C9 and C11 are also relevant to considering the type of after-use that may be appropriate and the content of a restoration scheme.

#### 4.60 **Policy M7: Restoration of mineral workings**

**Mineral workings shall be restored to a high standard and in a timely and phased manner to an after-use that is appropriate to the location and aims to provide for a net gain in biodiversity, taking into account:**

- **the characteristics of the site prior to mineral working;**
- **the character of the surrounding landscape;**
- **the amenity of local communities including opportunities to provide for local amenity uses;**
- **the capacity of the local transport network;**
- **flood risk and opportunities for increased flood storage capacity;**
- **bird strike risk and aviation safety;**
- **the conservation and enhancement of biodiversity appropriate to the local area; and**
- **opportunities to protect and/or improve geodiversity.**

**Planning permission will not be granted for mineral working unless satisfactory proposals have been made for the restoration, aftercare and after-use of the site, including where necessary the means of securing them in the longer term.**

<sup>35</sup> In Oxfordshire the standard long-term management period is 20 years, in addition to the 5-years of statutory aftercare.

<sup>36</sup> National Planning Policy Guidance on Minerals advises that financial guarantees can be sought for a novel or untested form of restoration or where there is reliable evidence of a potential technical or financial failure.

## 5. WASTE PLANNING STRATEGY

- 5.1 This section sets out the County Council's waste planning strategy and policies for the period to 2030. Provision must be made for the facilities that will be needed for the management of waste in the county over the plan period. The Council intends that this should be done in a way that promotes and enables the movement of waste up the waste management hierarchy, away from landfill and towards increased re-use, recycling, composting and recovery of resources from waste.
- 5.2 How many and what sort of facilities will be needed for dealing with waste in Oxfordshire over this period cannot be predicted with accuracy. The strategy can only be based on the best information available. A separate waste needs assessment<sup>37</sup> has been prepared which sets out estimates of the quantities of waste that will need to be managed in Oxfordshire; the waste management capacity currently available; and the additional capacity that may be required up to 2030. These will be monitored regularly and updated in the Council's Minerals and Waste Annual Monitoring Reports.
- 5.3 The strategy includes a spatial strategy for the delivery of the new waste infrastructure that is expected to be needed, which is illustrated on the key diagram at the end of this section, and policies which provide the context for considering future proposals for waste development. The strategy provides a framework for the submission of planning applications by operators for new waste management facilities.

### Management of Oxfordshire waste

- 5.4 Although attitudes and behaviour concerning waste are changing, the amount of waste produced in Oxfordshire is still expected to grow as population increases and the economy develops, particularly in the main urban areas of Oxford, Banbury, Bicester, Witney, Abingdon, Didcot, and Wantage and Grove. For the three main types of waste produced in Oxfordshire, the amounts needing to be managed could increase over the period to 2030 in line with the estimates in Table 3.
- 5.5 Other types of waste are also expected to increase over the period 2010 to 2030: *(TO BE UPDATED)*
- Hazardous Waste – from approximately 50,000 to 75,000 tonnes per annum;
  - Metal Waste – from approximately 50,000 to 60,000 tonnes per annum;
  - Sewage Sludge – from approximately 20,000 to 25,000 tonnes per annum (dry solids).

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<sup>37</sup> OCC Waste Needs Assessment May 2012 and BPP Review 2014

Table 3: Estimates of Oxfordshire waste to be managed 2010 – 2030  
(tonnes per annum) *(TO BE UPDATED)*

<b>Waste Type</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
Municipal	310,000	330,000	340,000	350,000	370,000
Commercial & Industrial	570,000	580,000	600,000	620,000	640,000
Construction, Demolition & Excavation	650,000*	1,300,000	1,300,000	1,300,000	1,300,000
<b>Total</b>	<b>1,530,000</b>	<b>2,210,000</b>	<b>2,240,000</b>	<b>2,270,000</b>	<b>2,310,000</b>

Figures rounded to nearest 10,000 tonnes

\*Reflects reduction in construction activity due to current economic position; prior to the recession approximately 1.3 million tonnes of construction, demolition and excavation waste were produced annually.

- 5.6 For municipal waste it is assumed that from 2012 there will be no further increase in the amount of waste produced by each household. Projected growth in municipal waste is therefore based only on what will arise from the expected increase in population, using planned increases in housing. Estimates of waste arisings will be kept under review by the Oxfordshire Waste Partnership through its work on the Oxfordshire Joint Municipal Waste Management Strategy.
- 5.7 For commercial and industrial waste, a relatively low growth rate has been assumed (0.63%). This is in line with work done by the South East Waste Planning Advisory Group. Any changes to the basis of this assumption (e.g. the possible effect of closure of Didcot 'A' Power Station) will be monitored.
- 5.8 Production of construction, demolition and excavation waste is believed to have fallen sharply due to the economic downturn, to about half the pre-recession level. It is assumed that this will increase again with economic recovery and that by 2015 production of construction, demolition and excavation waste will have returned to previous levels.
- 5.9 Government policy points to counties being net self-sufficient in managing the quantity of waste they produce, with cross boundary movements of waste generally being in balance. This principle guides the assessment of the amounts of commercial and industrial waste and construction, demolition and excavation wastes that need to be provided for in Oxfordshire.
- 5.10 Policy W1 includes the principle of net self-sufficiency in waste management provision for municipal waste, commercial and industrial waste, construction, demolition and excavation waste and agricultural waste, which comprise the great majority of the waste produced in Oxfordshire. This does not apply to the much smaller quantities of hazardous waste and radioactive waste, for which more specialist facilities are required that usually need to be provided on a wider than individual county basis. Specific policies cover those wastes, as well as waste water and sewage sludge.

- 5.11 The estimates in Table 2 of the quantities of waste that will need to be managed over the plan period are likely to change over time as new information becomes available. Policy W1 therefore does not include figures for the quantities of waste to be provided for. Instead it refers to the Council's Minerals and Waste Annual Monitoring Reports, which will monitor and update these estimates as necessary over time. The estimates in the latest Annual Monitoring Report will provide the basis for assessing the requirement for waste management facilities in Oxfordshire, although these amounts should be seen as the minimum to be planned for and in calculating the amounts of waste management capacity required, in policies W3 and W4, a contingency of 10% should be added. The market will also play a key role in establishing the type and number of waste facilities to be provided. Provision for the management of waste from outside Oxfordshire is addressed in policy W2.

#### 5.12 **Policy W1: Management of Oxfordshire waste**

**Provision will be made for waste management facilities that allow Oxfordshire to be net self-sufficient in the management of its municipal waste, commercial and industrial waste, construction, demolition and excavation waste and agricultural waste over the period to 2030. Provision for hazardous waste, radioactive waste and waste water and sewage sludge will be made in accordance with policies W8, W9, W10.**

**The amounts of waste that need to be managed in the period to 2030 will be monitored and updated as necessary in the Oxfordshire Minerals and Waste Annual Monitoring Reports.**

### **Management of waste from other areas**

- 5.13 Large amounts of waste from other counties are managed in Oxfordshire. Much is disposed in licensed landfill (see table xx – policy W7) reflecting the continuing availability of landfill space in Oxfordshire<sup>38</sup>, the relative proximity of a number of urban centres (e.g. Reading, Wokingham, Bracknell and Newbury) and the general shortage of landfill capacity in other areas – in particular Berkshire and north Hampshire. London also has a shortage of landfill capacity and exports waste for disposal to other places, including Oxfordshire, much of it by rail. These movements are over and above the local cross boundary movements of waste that could normally be expected and accommodated within a policy of net self-sufficiency. As this seems likely to continue for the foreseeable future, policy W2 is included to provide a policy on the management of non-hazardous and inert waste from outside Oxfordshire (hazardous waste is dealt with separately in policy W8).
- 5.14 Inert waste is included in policy W2 because in recent years Oxfordshire has received large amounts of inert waste for disposal<sup>39</sup>, in addition to the on-

<sup>38</sup> All of Oxfordshire's landfills can take waste from other areas, but in some cases there are restrictions on the areas from which waste can be imported.

<sup>39</sup> In 2010 and 2011 over 600,000 tonnes of inert waste was received from London; it is understood that most of this came from the construction of the Olympics site and was transported by rail.

going receipt of non-hazardous waste. The county could be seen as a possible location for the disposal of surplus inert waste from future large scale engineering projects such as the Thames Tideway Tunnel in London and HS2, particularly given the potential for moving the waste by rail. Policy W2 also addresses proposals for waste management facilities, for both the treatment of residual waste and for recycling, composting and food waste treatment, which provide substantially for non-hazardous waste from outside Oxfordshire.

### Disposal of non-hazardous waste

- 5.15 The recently adopted London Plan commits the London Boroughs to becoming self-sufficient in dealing with their own waste and similar strategies are being pursued in most of the counties adjoining Oxfordshire<sup>40</sup>. But it is likely that waste will continue to be received for disposal in Oxfordshire for the foreseeable future. Although the terms of the planning permissions governing the existing landfills allow for this, a commitment to the continued availability of Oxfordshire landfill space to accommodate waste from other areas is sensible. It provides reassurance to other Waste Planning Authorities and to existing landfill operators for the continued management of these sites.
- 5.16 The rate at which waste might be imported for disposal in landfill is, however, difficult to predict. This is affected by supply and demand and the contracts entered into by waste companies. But generally speaking a decline in the amounts of waste that are imported for disposal in landfill can be expected as new recycling and residual waste treatment facilities are developed in other areas. There are signs that this is already happening (see table 7 – policy W7) and a fairly significant decline is expected in the near future<sup>41</sup>. An estimate of the amount of waste that may be imported for disposal is set out in table 4<sup>42</sup>. This helps to identify what impact imported waste may have on the availability of landfill for Oxfordshire's needs. Some 5.61 million tonnes of non-hazardous waste may need to be disposed during the plan period. If Berkshire fails to become net self-sufficient and waste from that area increases toward the end of the plan period<sup>43</sup>, the estimate would increase to some 6.0 million tonnes. These may prove to be high estimates; but it appears this amount of waste can be accommodated in Oxfordshire's existing landfill void.

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<sup>40</sup> Waste planning in Berkshire is less advanced and there is an acknowledged shortage of landfill space in that area.

<sup>41</sup> Contractual arrangements for the disposal of municipal waste from West London are changing and most of the waste being disposed at Sutton Courtenay is now expected to be disposed in South Gloucestershire.

<sup>42</sup> More detail is provided in a separate Topic Paper – provide reference.

<sup>43</sup> The Re3 authorities have a long term contract for the disposal of their municipal at Sutton Courtenay – more information is available in the waste Needs Assessment.



Table 4: Oxfordshire: estimates of waste imported for disposal to landfill 2010 – 2030

<b>Waste Source</b>	<b>Total Imports for 5 year periods (million tonnes)</b>			
	<b>2010 – 2015</b>	<b>2016 – 2020</b>	<b>2021 – 2025</b>	<b>2026 – 2030</b>
London	1.45	1.04	0.62	0.23
Elsewhere	0.98	0.71	0.42	0.16
<b>Total</b>	<b>2.43</b>	<b>1.75</b>	<b>1.04</b>	<b>0.39</b>

London Waste Imports are from the adopted London Plan

Waste from elsewhere is based on an assumed current import rate of 216,000 tpa (data supplied by Environment Agency), then declining at the same rate as for London

- 5.17 The transport of non-hazardous waste into Oxfordshire for disposal at landfill sites is not a sustainable practice and cannot be seen as a long term solution. For this reason, the amount of imported waste should decline during the plan period. However, since direct control over waste to the existing landfills is effectively beyond the scope of the plan, it is not appropriate to include this aspiration within policy W2. Therefore no reference to the rate at which waste is brought into Oxfordshire over the plan period is included in this policy. However, the County Council will continue to work with other authorities to achieve a reduction in the amounts of waste that are imported into the county for disposal<sup>44</sup>.

#### Disposal of inert waste

- 5.18 Policies M7 (Restoration) and W7 (Landfill) both make reference to a general shortage of suitable material to achieve the satisfactory restoration of worked quarries. Construction, demolition and excavation waste from developments in Oxfordshire will continue to be generated. But the proportion of waste that can be used in restoration (either by recovery or landfill) is only likely to decrease as recycling techniques improve and the amounts recycled increase further. There are many unrestored quarries in Oxfordshire, and the importation of inert waste into Oxfordshire could contribute to quarry restoration where the movement of this type of waste from outside then county is economic. This is more likely to be the case where the waste can be moved in bulk by rail (as in the case of waste from the Olympics site), rather than by road, and this would be environmentally preferable.

#### Other management of non-hazardous and inert waste

- 5.19 There have been cases of proposals being submitted for the development of new facilities in Oxfordshire to treat residual waste from other areas. The government's aim that communities take more responsibility for their own waste would not be helped by the development of such facilities in Oxfordshire. They would be likely to lead to waste travelling longer distances than necessary and if designed as temporary facilities at landfill sites they are likely to compromise restoration objectives. There is not expected to be a need for further capacity to treat Oxfordshire's residual waste beyond that

<sup>44</sup> For example through regular liaison on the South East Waste Planning Advisory Group.

already permitted. Therefore only if there is no prospect of a site nearer to the source of waste being identified should facilities for the treatment of residual non-hazardous waste from elsewhere be considered acceptable.

- 5.20 Policy W4 is generally encouraging of proposals for re-use, recycling, composting and treatment of food waste. This policy aims to provide for facilities that enable Oxfordshire to achieve net self-sufficiency in the management of its non-hazardous and inert waste. Generally, the movement of waste into Oxfordshire for treatment at such facilities would not conflict with this policy and it would help to move the management of waste up the waste hierarchy. It is also very likely that the location of such a facility in Oxfordshire would provide additional capacity for the management of Oxfordshire waste, even if taking waste from outside the county. Policy W2 therefore includes provision for facilities for the re-use, recycling, composting or food waste treatment of waste from outside Oxfordshire provided they will also make a significant contribution to meeting Oxfordshire's waste management needs.

**5.21 Policy W2: Management of waste from other areas**

**Provision will be made for the disposal of non-hazardous and inert waste from London and elsewhere outside Oxfordshire at landfill sites, in accordance with policy W7.**

**Proposals for facilities which provide substantially for the treatment of residual non-hazardous waste from outside Oxfordshire will not be permitted unless it can be established that there is no realistic prospect of a site nearer to the source of waste being identified. Facilities providing for the re-use, recycling, composting or food waste treatment of waste from outside Oxfordshire should demonstrate that they will make a reasonable contribution to the capacity required to manage Oxfordshire's waste.**

**Diversion of waste from landfill**

- 5.22 The way that waste is dealt with in Oxfordshire has changed markedly in recent years. From a past position of most waste being disposed by landfill, half is now believed to be recycled or recovered for other use. The recycling and recovery of municipal waste is leading this trend (58% in 2012/13) and further improvement can be expected as a result of investment in new waste facilities.
- 5.23 This strategy seeks, as quickly as is practical, the provision of additional facilities in accordance with the waste hierarchy, to increase recycling and composting and recovery of resources from waste, and to minimise disposal of waste to landfill.
- 5.24 The targets in this strategy inform the waste needs assessment. They have evolved from waste management targets in the former South East Plan but have been modified to reflect updated local circumstances in Oxfordshire,

including the objectives and policies of the Oxfordshire Joint Municipal Waste Management Strategy 2013, to move waste management even further up the waste hierarchy. In particular they reflect:

- higher recycling and composting targets for municipal waste that are considered achievable in Oxfordshire; and
- maximum diversion from landfill of municipal waste and commercial and industrial waste.

- 5.25 Oxfordshire's new municipal waste strategy aims for recycling of at least 65% of household waste by 2020 and at least 70% by 2025. Other areas are setting recycling targets at around 70% for commercial and industrial waste, and there seems no reason why recycling targets in Oxfordshire for this waste stream should not match those for municipal waste. For construction, demolition and excavation waste, the targets are based on ones in the former South East Plan, which appear to be at least as challenging as those of the National Waste Strategy, but in the light of a review of the Waste Needs Assessment an increased recycling target of 70% at the end of the plan period is now considered achievable. The recycling and composting targets in policy W3 are minimum levels for which provision is to be made and should not be regarded as setting ceilings on provision for recycling and composting.
- 5.26 The County Council as Waste Disposal Authority has entered a contract for the treatment of municipal waste that is not recycled or composted, and an energy from waste treatment plant is now being built at Ardley. When this becomes fully operational later in 2014, no more than 5% of the County's municipal waste need be sent direct to landfill. The plant is also capable of treating most of Oxfordshire's commercial and industrial waste that is not recycled or composted: there is again no reason why by the latter part of the plan period any more than 5% of this waste need be sent direct to landfill (but this does not include hazardous residues from waste treatment processes, which are covered by policy W8).
- 5.27 Most recycled construction, demolition and excavation waste comprises hard material which can be used as aggregate and lesser amounts of soil. The recycling target reflects the physical nature of this waste and is unlikely to be capable of significant improvement. The waste remaining will not all need to be disposed of in landfill as much of it will be used to restore quarries and as engineering and cover material at non-hazardous landfills.

## 5.28 Policy W3: Diversion of waste from landfill

Provision will be made for capacity to manage Oxfordshire's municipal waste, commercial and industrial waste and construction demolition waste in accordance with the following targets, to provide for the maximum diversion of waste from landfill.

### Oxfordshire waste management targets 2010 – 2030

Waste Management / Waste Type	Target Year				
	2010	2015	2020	2025	2030
<b>Municipal waste:</b>					
Composting & food waste treatment	28%	31%	33%	35%	35%
Dry Recycling	24%	31%	32%	35%	35%
Treatment of residual waste	0%	30%	30%	25%	25%
Landfill	48%	8%	5%	5%	5%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>
<b>Commercial and industrial waste:</b>					
Recycling, composting & food waste treatment	50%	60%	65%	70%	70%
Treatment of residual waste	0%	15%	25%	25%	25%
Landfill	50%	25%	10%	5%	5%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>
<b>Construction, demolition and excavation waste:</b>					
Recycling	50%	50%	60%	65%	70%
Landfill/Restoration	50%	50%	40%	35%	30%*
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

\* 25% restoration (recovery); 5% landfill

**Municipal waste targets for 2010 approximate to actual performance for 2010/11**

**Proposals for the management of all types of waste should demonstrate that the waste cannot reasonably be managed through a process that is higher up the waste hierarchy than that proposed.**

- 5.29 Table 5 applies the targets in policy W3 to the amounts of waste to be managed (table 3) and should be used as a guide to the provision to be made for the management of each of the main waste streams. For commercial and industrial waste and for construction, demolition and excavation waste, these include a contingency of 10% to allow for greater uncertainty in the estimates for these waste streams and also to provide some flexibility for the movement

of waste across administrative boundaries, which may not always be in balance. Estimates for municipal waste are considered to be more certain and no contingency has been added. These estimates will be kept under review through the plan period and if necessary will be revised through the Council's Minerals and waste Annual Monitoring Reports.

Table 5: Oxfordshire: estimated waste to be managed 2010 – 2030  
(tonnes per annum) *(TO BE UPDATED)*

Waste Management / Waste Type	Target Year				
	2010	2015	2020	2025	2030
<b>Municipal waste:</b>					
<b>Composting &amp; food waste treatment</b>	84,100	100,800	111,500	123,100	128,100
<b>Dry Recycling</b>	76,100	100,800	108,100	123,100	128,100
<b>Treatment of residual waste</b>	–	97,500	101,400	87,900	91,500
<b>Landfill</b>	140,000	26,000	16,900	17,600	18,300
<b>Total</b>	300,200	325,100	337,900	351,700	366,000
<b>Commercial &amp; industrial waste:</b>					
<b>Recycling, composting &amp; food waste treatment</b>	311,800	386,000	431,500	479,600	494,800
<b>Treatment of residual waste</b>	–	96,500	166,000	171,300	176,700
<b>Landfill</b>	311,700	160,900	66,400	34,200	35,400
<b>Total</b>	623,500	643,400	663,900	685,100	706,900
<b>Construction, demolition &amp; excavation waste:</b>					
<b>Recycling</b>	358,000	715,000	858,000	858,000	858,000
<b>Landfill/Restoration</b>	357,000	715,000	562,000	562,000	562,000
<b>Total</b>	715,000	1,430,000	1,430,000	1,430,000	1,430,000

Totals for commercial & industrial waste and for construction, demolition and excavation waste include a contingency of 10% to allow for uncertainty in waste estimates and cross-boundary movements.

Landfill totals do not include hazardous waste arising from residual waste treatment.

- 5.30 Materials recovered from construction, demolition and excavation waste provide much of the secondary and recycled aggregate which the County aims to make provision for in order to maximise supply from that source of aggregate under policy M1. Not all of the recovered material is in the form of hard aggregate, but Table 4 helps to demonstrate the extent to which policy M1 should be achievable.

### **Provision of additional waste management capacity**

- 5.31 In deciding on the facilities that might be required and when they should be provided, account needs to be taken of the estimated future level of waste arisings for each waste stream, the waste management targets that are to be applied and the capacity already available to manage that waste.
- 5.32 In line with the waste hierarchy, policy W4 concentrates on the additional capacity likely to be required to recycle, compost and recover resources from waste. (Landfill is dealt with separately in policy W7). Adequate provision has already been made for of green waste composting, recycling and food waste treatment for municipal waste. The key requirements are for recycling capacity for commercial and industrial waste (which may include some composting and treatment of food waste) and for construction, demolition and excavation waste. The Ardley energy from waste plant should provide for the County's residual non-hazardous waste treatment needs.
- 5.33 It is currently estimated that the total amount of waste that will need to be provided for is approximately 2.3 million tonnes a year. Taking into account the targets in policy W3 and the capacity already available at existing waste facilities and sites with planning permission, it is currently estimated that additional provision needs to be made for recycling and residual waste treatment facilities with a combined capacity of approximately 700,000 tonnes a year. The estimated additional capacity required increases through the plan period, as waste production is expected to increase slightly and as the capacity at existing facilities with temporary planning permission becomes exhausted. The capacity requirement will also be affected by the rate at which planning permissions are taken up. The waste management capacity requirement will be monitored and kept under review through the Council's Minerals and Waste Annual Monitoring Reports.
- 5.34 Policy W4 gives general encouragement to facilities for re-use, recycling, composting and food waste treatment, to promote the movement of waste as far as possible up the waste management hierarchy, away from landfill. The policy takes a more restrictive approach to the provision of facilities for treatment of residual waste, recognising its position below recycling and composting in the waste hierarchy. No need for capacity over and above that to be provided at the Ardley energy from waste plant has been identified, and significant additions would be likely to draw waste into the County from other areas and could compromise the achievement of recycling and composting targets. It may become viable for small scale residual waste treatment facilities to be provided to serve local areas, possibly linked to local provision of heat and power, and such facilities may be acceptable if they do not prejudice the achievement of recycling and composting targets.

### 5.35 Policy W4: Waste management capacity requirements

**Provision for additional waste management facilities should take account of the capacity required to effectively manage Oxfordshire's waste. Capacity requirements will be monitored and updated in the Annual Monitoring Reports and will set out:**

- **The contribution made by existing permanent facilities;**
- **The contribution made by temporary facilities up to their end date;**
- **The potential contribution made by facilities with planning permission but not yet built.**

**New facilities for re-use, recycling and composting of waste and for treatment of food waste will generally be encouraged. Further capacity for the treatment of residual municipal and/or commercial and industrial waste will be permitted only if it is demonstrated that this would not impede the achievement of other waste management targets.**

### Strategy for provision of waste management facilities

5.36 From policies W3 and W4 there is general need for new recovery facilities, in particular for recycling. Policy W5 sets out the general strategy for where facilities should be located. A key objective of this plan is to manage waste as close as reasonably possible to the source of its arising, and this generally points to a broad spread of facilities in order to minimise transport distances. However, some types of waste management require larger scale facilities to be practicable and for some waste management technologies there are efficiencies to be gained from larger scale facilities. The strategy therefore provides flexibility to allow the market to respond appropriately to the need for waste management facilities.

5.37 As a guide to securing an appropriate distribution of waste management capacity across the county, the population of Oxfordshire is divided into areas based around the large towns, as listed in table 6 and shown on figure 15. Figure 15 also indicates the key locations where growth is planned in the County: Bicester; Oxford; and the Science Vale area.

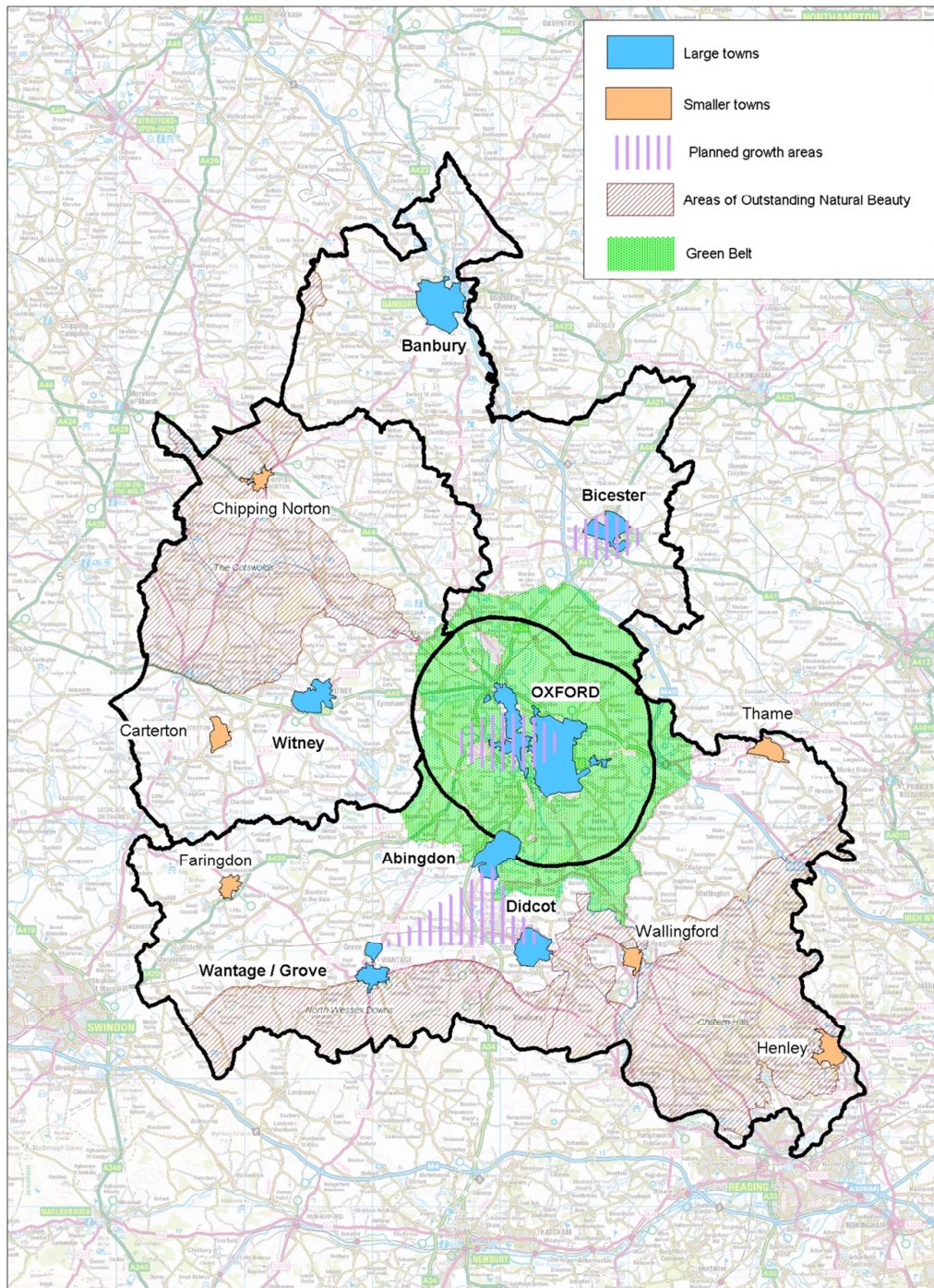
Table 6: Population distribution by areas based around large towns

<b>Area of the County and Large Towns</b>	<b>Population: number</b>	<b>Population: percentage</b>
Northern Oxfordshire: Banbury and Bicester plus most of Cherwell District	120,000	18%
Oxford: City plus nearby communities within surrounding Districts	210,000	32%
Southern Oxfordshire: Abingdon, Didcot and Wantage & Grove plus most of South Oxfordshire and Vale of White Horse Districts	225,000	35%
Western Oxfordshire: Witney plus most of West Oxfordshire District	95,000	15%
Oxfordshire Total	650,000	100%

Figures rounded to nearest 5,000



Figure 15: Areas of the County around large towns, and smaller towns



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- 5.38 The need for facilities for each of the main waste streams is considered separately below although municipal and commercial and industrial waste recycling and treatment facilities can cater for both of these types of waste. Locational requirements are similar and acceptable sites will be determined by applying the criteria in the core policies C1 – C11 and policy W6, which sets out the types of site (in terms of current land use) that may be appropriate for waste management developments.
- 5.39 Facilities should, as far as practicable, be sized and distributed to minimise transport distance; and be well related to and proportionate to the needs of the population of the area they will serve. Provision is needed for a range of additional waste management facilities (taking into account the locations of existing and permitted facilities). Strategic facilities should be situated in a broad core area around the towns of Bicester, Oxford, Abingdon and Didcot, which are linked by A34/M40 for convenient movement of waste within the County. There is a concentration of existing development and therefore of waste arisings in this broad area and it includes the main locations where large-scale growth is expected, offering potential opportunity for suitable sites.
- 5.40 Oxford is the largest centre of waste arising and has very few waste facilities at present. Opportunity should be taken to rectify this imbalance where possible, although the broad area of search offers flexibility in meeting Oxford's needs in the event that suitable sites cannot be found in or around the City. Strategic facilities are those that will serve significant parts of the County: as a guide it would be expected that any new facility handling more than 50,000 tonnes of waste per annum would be located within the broad core area around Bicester, Oxford, Abingdon and Didcot.
- 5.41 Beyond this broad strategic area, non-strategic waste facilities should generally be located in or close to the towns in the core area and the other large towns (Wantage and Grove; Witney and Carterton; and Banbury). If possible, facilities should be located within 5 km from the built up area. But the key criterion is good access to the Oxfordshire lorry route network (Core Policy C10), and locations that are further from the towns may be suitable where this is the case.
- 5.42 Significant parts of the County are more rural and 'remote' from the advisory lorry routes and main sources of waste. Such areas often contain attractive countryside and small communities. In these areas waste facilities should only be small in scale and should be in keeping with their surroundings. Controls may be imposed, including limits on the volume of waste handled and times of operation, to control excessive growth of operations and ensure that facilities remain compatible with their general location.
- 5.43 Policy W5 does not include specific provision for new waste management facilities. Waste management is a rapidly changing industry and it is not certain what new facilities will be required in order to deliver the additional waste management capacity required over the plan period. This will largely be determined by the market, particularly for commercial and industrial waste and

construction, demolition and excavation waste, which account for most of the requirement.

#### Municipal waste

- 5.44 Facilities to handle municipal waste are already being provided for in accordance with the Joint Municipal Waste Management Strategy 2013. Existing and planned facilities for handling municipal waste are shown on figure 6.
- 5.45 The Ardley energy from waste plant is expected to meet all Oxfordshire's requirement for residual municipal waste treatment from the latter half of 2014. There is a need to provide for bulking up and transfer of residual municipal waste from the southern and western parts of the County for efficient transportation to Ardley (for which the County Council as waste disposal authority has let a contract) and policy W5 provides for these to be delivered<sup>45</sup>. The policy will also allow delivery of any requirements flowing from the County Council's Household Waste Recycling Centre Strategy.

#### Commercial & industrial waste

- 5.46 Taking into account the capacity already available at existing waste facilities and sites with planning permission, it is estimated that provision needs to be made for additional recycling capacity of approximately 200,000 tonnes a year in the latter half of the plan period: this may include capacity for composting and food waste treatment. There are permissions for significant facilities at Banbury, Kidlington (Gosford) and Finmere which, depending on whether or not they are built, could affect the level of provision needed and influence when and where other facilities are required.
- 5.47 Metal wastes are mainly recycled at dedicated scrap yards. Although metal waste production is expected to increase, there are sufficient existing permanent facilities to provide the required capacity.

#### Construction, demolition and excavation waste

- 5.48 Additional provision needs to be made for recycling facilities with a combined capacity increasing to approximately 500,000 tonnes a year by 2030. Permanent sites need to be carefully chosen, and should be focussed on areas where there are expected to be concentrations of arisings of construction, demolition and excavation waste, particularly where significant new development is planned, taking into account existing permanent facilities. This requirement will in particular be at Bicester, Didcot, Wantage and Grove, which have very limited capacity at present, and also at Banbury. Oxford will accommodate significant new development involving urban renewal, which is a major generator of this type of waste. There are currently no permanent

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<sup>45</sup> The County Council has resolved to grant permission for waste transfer facilities at Sutton Courtenay and Dix Pit, Stanton Harcourt.

facilities in or close to Oxford, and provision should be made for such facilities if suitable sites can be identified.

- 5.49 There are potential benefits, through operating synergies and reduced transport of waste, in locating temporary recycling facilities at landfill and quarry sites. Based on the current position, half of the additional capacity required could be provided at temporary facilities, and this approach is allowed for in policy W6.

**5.50 Policy W5: Locations for waste management facilities**

**Strategic waste management facilities should be located in a broad area around Bicester, Oxford, Abingdon and Didcot as identified in the key diagram (figure 16). Non-strategic facilities should be well related to the main sources of waste arising (Bicester, Oxford, Abingdon, Didcot, Witney/Carterton, Wantage/Grove and Banbury). Elsewhere, and particularly in more remote rural areas, facilities should only be small scale, in keeping with their surroundings.**

**Proposals for new waste management facilities shall meet the criteria in policies W6 and C1 – C11.**

**Siting of Waste Management Facilities**

- 5.51 Policy W6 identifies the types of land that are likely to be the most appropriate for future waste management facilities. This policy will be considered alongside the core policies in considering sites for waste development through the planning application process.
- 5.52 Priority will be given to land that is previously developed and is suitable for industrial purposes; this includes redundant farm buildings in rural areas, which may be suitable for small scale facilities. Greenfield sites will not normally be appropriate for waste management facilities unless there is a compelling need and any harmful impacts can be satisfactorily mitigated. Temporary waste management facilities will normally be acceptable at active mineral working and landfill sites provided they will be removed when that operation is completed; permanent facilities will not normally be acceptable at these sites.
- 5.53 The Cotswolds, North Wessex Downs and Chilterns Areas of Outstanding Natural Beauty lie close to towns where growth is expected and additional waste will be produced. Any new waste facilities that are required should if possible be located in or close to these towns, outside of the Areas of Outstanding Natural Beauty. Proposals for waste development within or in proximity to Areas of Outstanding Natural Beauty will be considered against policy C8.
- 5.54 Small scale waste management facilities for local needs should not be precluded within Areas of Outstanding Natural Beauty where the development

would not compromise the objectives of the designation. It is unlikely that waste management facilities larger than 20,000 tonnes per annum throughput will be compatible with a location within an Area of Outstanding Natural Beauty.

- 5.55 Oxford is the largest generator of waste materials in the county, yet there are few waste facilities available there. There is a need to explore whether there are potential opportunities in the Oxford area for new waste facilities, particularly for recycling commercial and industrial waste and construction, demolition and excavation waste.
- 5.56 In most cases waste management development in the Green Belt would be inappropriate but, where there is a pressing case for a particular waste facility to be located in Green Belt, the need for the development may constitute a very special circumstance to be taken into account. If there is no reasonable prospect of an alternative location becoming available in the foreseeable future, waste development in the Green Belt may be justified. Strategic facilities which cater for wider needs than those of Oxford will need to demonstrate that no other acceptable site is available within the broad core area identified in policy W5. Specific controls may be required to ensure that any facility in the Green Belt serves Oxford in the first instance.

**5.57 Policy W6: Siting of waste management facilities**

**Priority will be given to siting waste management facilities on land that:**

- **is already in waste management or industrial use; or**
- **is previously developed, derelict or underused; or**
- **is at an active mineral site; or**
- **involves existing agricultural buildings and their curtilages; or**
- **is at a waste water treatment works.**

**Proposals for facilities on land that is being used temporarily for another purpose (including mineral working and landfill sites) should include removal of the facility before that temporary use is required to cease.**

**Waste management facilities will not be permitted on green field land unless there is an over-riding need that cannot be met in any other way.**

**Within the Green Belt, waste management facilities may be permitted provided that very special circumstances are demonstrated. Proposals for such facilities will need to demonstrate that they are required to serve a recognised need arising in Oxford and that there is no reasonable prospect of a suitable alternative site becoming available outside the Green Belt. Controls may be imposed to ensure that such facilities serve a waste management need arising in Oxford.**

## Landfill

5.58 Government policy (PPS10) sees disposal of waste as the option of last resort, but one that must still be adequately catered for, to enable waste to be disposed of in one of the nearest appropriate installations. Policy W8 deals with disposal of non-hazardous (municipal and commercial and industrial) and inert wastes by way of landfill. Disposal of hazardous and radioactive waste is covered by policies W9 and W10.

### Non-hazardous waste

5.59 Oxfordshire's non-hazardous landfill sites have taken in more than a million tonnes of municipal and commercial and industrial waste each year. If landfilling continued at that rate, the estimated landfill void would be exhausted well before the end of the plan period<sup>46</sup>. However, table 7 shows that the amount of non-hazardous waste from Oxfordshire going to landfill is falling as recycling increases<sup>47</sup>. This is expected to decrease still further when the Ardley energy from waste plant opens later in 2014. It is also expected that the amount of imported waste will decline as new waste treatment facilities are built in other areas, although some 5.6 million tonnes of imported non-hazardous waste may need to be disposed during the plan period (possibly increasing to 6.0 million tonnes if Berkshire fails to become net self-sufficient and waste from that area increases toward the end of the plan period). Oxfordshire could still have some non-hazardous landfill space remaining at 2030 but the number of facilities will almost certainly have reduced.

Table 7: Waste to Oxfordshire licensed landfill sites by type and origin (tonnes)

	2008		2010		2012	
	HIC	CDE	HIC	CDE	HIC	CDE
London	254,313	144	259,133	321,103	160,757	25,222
Berkshire	215,576	2,897	144,872	4,546	82,857	8,894
Rest of UK	13,874	53,754	45,857	19,798	46,177	63,230
Imports Total	483,763	56,795	449,862	345,447	289,609	97,346
Oxon	548,111	337,361	403,483	217,544	312,651	205,839
Overall Total	1,031,874	394,156	853,345	562,991	602,260	303,185

HIC = household, industrial & commercial wastes  
CDE = construction, demolition & excavation wastes

<sup>46</sup> The Waste Needs Assessment (May 2012) estimated a total void space of 10,000,000 cubic metres at January 2012, although one site contributing to this figure (void of 850,000 cubic metres) had already closed due to a lack of waste locally.

<sup>47</sup> More information is contained in the Waste Needs Assessment.

- 5.60 The previous Minerals and Waste Core Strategy made no additional provision for landfill for non-hazardous waste. To make efficient use of the remaining resource it required that existing voids be husbanded for the longer term. As the amount of waste going to landfill was expected to dwindle, provision was also made to extend the life of existing landfills if necessary.
- 5.61 Little has changed since. It is still expected that the amount of waste going to Oxfordshire's landfills will reduce significantly in future years. Although it is difficult to estimate the level of demand for landfill space in future years (this depends on the economics of supply and demand and contracts entered into by waste companies – see also policy W2), there appears to be no case for making provision for new landfill sites in this plan.
- 5.62 The case for husbanding the remaining landfill void needs careful consideration. A husbanding policy cannot force a commercial operator to keep open a facility that it believes to be unviable. Placing a facility in care and maintenance can also be costly. The local community may also welcome the early closure of a site – particularly if accompanied by proposals to bring forward and implement a final restoration scheme. However, the preferred approach is for a policy designed to husband existing void. There is no evidence that operators are interested in opening new landfills either in Oxfordshire or neighbouring areas, and until it becomes clear that there is no need for landfill space in future<sup>48</sup> it makes sense to try to protect the remaining void for potential future use. This does not prevent consideration of a detailed case being put forward for closure of a particular site prematurely, but there should be detailed evidence to support such a proposal.
- 5.63 If the amount of waste going to landfill continues to fall operators are likely to be faced with a choice of either closing the site within the period originally envisaged, and amending the original restoration scheme to address the fact that the landfill is incomplete, or applying for permission to extend the period within which the landfill should be complete. A flexible approach needs to be taken to the time within which non-hazardous landfill sites should be restored if a husbanding policy is adopted. But the general rule should otherwise remain that sites be restored as quickly as possible, in accordance with policy M8. Proposals seeking to extend waste activity on a landfill site for any reason other than husbanding, thereby delaying final restoration, should require a particularly strong justification. This would also apply to proposals for development that involves disturbance to a restoration that had been successfully completed.
- 5.64 The Landfill Directive requires that landfill sites taking biodegradable waste incorporate measures to capture the gas produced (and preferably utilise this for energy recovery. Landfill sites also produce leachate and discharges also need to be controlled to avoid pollution to watercourses and groundwater. Provision for any further development that may be required to effectively control gas and leachate on existing landfill sites is made through policy W6.

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<sup>48</sup> Waste technology continues to advance and further ways are being developed to treat some waste that still has to be disposed by way of landfill due to lack of suitable alternatives.

Former landfills were not required to capture gas and should further waste development be envisaged on these sites provision for the capture of landfill gas should always be considered.

### Inert waste

- 5.65 A large proportion of inert waste from construction, demolition and excavation projects (that which is not recovered as soils or recycled aggregate) is otherwise used beneficially in the restoration of mineral workings and as engineering material at landfill sites. The amount of waste available and that could be used in this way could be as much as 560,000 tonnes per annum<sup>49</sup>.
- 5.66 Approved schemes for the restoration of existing and committed quarries will require the use of some 8 million tonnes of inert material<sup>50</sup> – including the restoration of the significant voids at Shellingford and Shipton-on-Cherwell Quarries. If all of the waste produced in Oxfordshire (that which is not recycled as aggregate or soil) were to be used for quarry restoration, the approved and committed restoration schemes could be achieved in the period to 2025. Further voidspace of about 1.5 million cubic metres would then be required for the disposal of the residual waste likely to be produced from 2025 to the end of the plan period.
- 5.67 There are a number of unrestored quarries in Oxfordshire and new quarries are expected to be opened during the plan period. So there is not likely to any shortage of options for the disposal of the residual waste arising in Oxfordshire throughout the plan period. The issue is much more likely to be one of a shortage of suitable waste material to achieve satisfactory restoration (see also policy M8).
- 5.68 The previous Minerals and Waste Core Strategy envisaged that priority be given to the use of residual inert waste to restore mineral workings. Other forms of landfill or land-raising using inert waste, including the construction of bunds and other landscaping features and raising the levels of agricultural land was to be generally be avoided unless there would be a clear environmental benefit. Provision for the additional inert waste disposal capacity required was to be made in conjunction with new sites for mineral working.
- 5.69 There is no reason to change this approach. The Waste Needs Assessment has been reviewed<sup>51</sup> and the opportunity has been identified to increase the targets for diverting inert waste from landfill (see policy W3). The effect of this is likely to be to reduce further the availability of suitable material for quarry

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<sup>49</sup> A report by WRAP in 2008 (Construction, demolition and excavation waste arisings, use and disposal for England) found that some 61% of CDE waste was recycled as aggregate or soil, leaving 40% available for landfill and/or restoration.

<sup>50</sup> As at January 2012.

<sup>51</sup> Refer to BPP report.

restoration towards the end of the plan period (whether by way of landfill disposal or recovery of materials<sup>52</sup>).

#### 5.70 **Policy W8: Landfill**

**Permission will not be granted for new landfill sites for non-hazardous waste. Existing non-hazardous landfill capacity will be husbanded for the disposal of residual non-hazardous waste. Permission will be granted to extend the life of existing non-hazardous landfill sites where this is necessary to meet the need for disposal of residual non-hazardous waste and enable completion and restoration of the landfill.**

**Priority will be given to the use of inert (construction, demolition and excavation) waste which cannot be recycled as infill material at active or unrestored quarries where such material is required in order to achieve satisfactory restoration for appropriate after use. Permission will not be granted for the disposal of inert waste elsewhere unless there would be overall environmental benefit.**

**Landfill sites shall be restored in accordance with policy M7 for restoration of mineral workings.**

#### **Hazardous waste**

- 5.71 Hazardous waste comprises a variety of materials that require specialist treatment or disposal. Facilities to manage hazardous waste can be expensive to develop and operate and they often serve an area wider than a single county. These wastes are often transported longer distances to suitable management facilities than are other types of waste. Oxfordshire is a net exporter of hazardous and radioactive waste: it is estimated that less than 30% of the hazardous waste produced is currently managed within the county. Most of the facilities in Oxfordshire are small scale, but there is a significant transfer and recycling facility at Ewelme and an asbestos disposal facility at Ardley landfill, both of which provide for Oxfordshire and a wider area. There are hazardous waste landfills in adjoining counties, at Swindon, Cheltenham and East Northamptonshire (which is also permitted to accept very low level radioactive waste); and the nearest hazardous waste incinerators are at Slough and Fawley (Southampton).
- 5.72 The amounts of hazardous and radioactive waste produced are expected to increase. Further treatment facilities will be required as European legislation directs hazardous waste away from landfill and stricter pollution control measures are introduced. In Oxfordshire, the Ardley energy from waste plant will produce hazardous residues that will need to be disposed of at suitable facilities. Although difficult to measure, capacity to manage an additional

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<sup>52</sup> This issue is also discussed in the Topic Paper on Quarry Restoration, where the differentiation between disposal and recovery becomes more important for the restoration of quarries in the functional flood plain.



50,000 tonnes per annum could be required for Oxfordshire to become self-sufficient in the management of these wastes.

- 5.73 In view of the variety of different waste materials produced and the specialist nature of waste facilities needed, provision of the required capacity within Oxfordshire is not likely to be practicable. The aim is therefore for Oxfordshire to be as self-sufficient in the management of these wastes as possible. The former South East Plan (policy W15) identified a number of priorities for the treatment of hazardous waste which could still be relevant to Oxfordshire, including: treatment facilities for air pollution control residues (from combustion plants); waste electronic equipment; and contaminated construction, demolition and excavation waste.
- 5.74 The general aim of policy W8 is to enable facilities for these wastes to be developed where they provide for waste produced in Oxfordshire, recognising that most facilities are likely to serve a wider area. Such facilities may be regarded as being strategic but, as they are likely to handle only relatively small tonnages and to have relatively wide catchment areas, it may not be appropriate to limit their location to the broad area for strategic facilities in policy W5. They should, nevertheless, be located in accordance with policy W6 and the core policies.
- 5.75 Some of Oxfordshire's non-hazardous landfills could be made technically suitable for disposal of hazardous waste (and very low level radioactive waste – see policy W9). However, there has been no indication that proposals for disposal of hazardous waste at landfill sites in Oxfordshire will come forward. This may reflect the proximity of facilities in other counties. Nevertheless, policy W8 provides flexibility to respond to changing circumstances should this be necessary and appropriate.

**5.76 Policy W8: Hazardous waste**

**Permission will be granted for facilities for the management of hazardous waste where they are designed to meet a requirement for the management of waste produced in Oxfordshire. Facilities that also provide capacity for hazardous waste from a wider area should demonstrate that they will meet a need for waste management that is not adequately provided for elsewhere.**

**Management of radioactive waste**

- 5.77 There are three categories of radioactive waste – Low Level (LLW), Intermediate Level (ILW) or High Level (HLW) – according to how much radiation it contains and the heat produced during the decay of the radioactivity. Radioactive waste arises from both nuclear and non-nuclear activities. The more significant amounts of radioactive waste produced in Oxfordshire are from the former research facility at Harwell and the Joint European Taurus (JET) facility at Culham. Other radioactive waste is produced from non-nuclear activities including the medical, educational and

manufacturing sectors but these are believed to be in very small quantities and categorised as LLW.

- 5.78 The Government has identified<sup>53</sup> that the disposal network available to the non-nuclear industry is 'fragile' and non-existent in some parts of the country. Existing disposal routes therefore need to be conserved and other routes developed or strengthened as necessary. With the exception of the management facilities already at Harwell and Culham (see below) there are believed to be no other facilities in Oxfordshire capable of managing radioactive waste. The only disposal route for some of these wastes is the LLW repository near Drigg in Cumbria, but very low level wastes (VLLW) can be disposed by way of incineration or at licensed landfill and these routes enable the repository near Drigg to be used more effectively. For Oxfordshire, the nearest incinerator capable of taking certain low level radioactive wastes is in Hampshire and is expected to continue to provide a management route for this waste. None of Oxfordshire's landfills are licensed to accept VLLW – the nearest appropriate landfill is in East Northamptonshire which has permission to operate to 2027<sup>54</sup>.
- 5.79 Facilities to manage radioactive waste are highly specialised and expensive to develop: unless dedicated to manage waste on the source site, they are likely to serve a much wider area than a single county. There is no evidence that proposals are likely to be brought forward to manage waste from the non-nuclear industry in Oxfordshire, but provision should still be made for such facilities to be considered positively, in line with national policy, as any such facility would be likely to help manage waste produced in Oxfordshire. Otherwise, facilities may be required during the plan period to manage radioactive waste arising at Harwell and Culham: the County Council as Waste Planning Authority would deal with planning applications for the management of radioactive waste on these sites.

### Harwell

- 5.80 There are major research facilities at Harwell and the site includes an area identified as a nuclear licensed site. The Harwell licensed site is being progressively decommissioned with a view to its redevelopment as part of the Harwell Oxford Campus. This decommissioning work will involve the treatment and storage of the legacy radioactive wastes that remain on site and will continue throughout the lifetime of the plan. Part of the Harwell Oxford Campus is within the recently designated Science Vale Enterprise Zone: the site is also within the North Wessex Downs Area of Outstanding Natural Beauty.

<sup>53</sup> Strategy for the management of solid low level radioactive waste from the non-nuclear industry in the United Kingdom (March 2012).

<sup>54</sup> The East Northamptonshire Resource Facility is operated by Augean Ltd: there are no restrictions which would preclude the small amounts of VLLW from the non-nuclear sector being disposed in the facility.

Culham

- 5.81 The Culham facility is located in the Green Belt. It continues to operate the JET project. Decommissioning of the JET facility is due to commence within the period of the plan. At present, the planning requirement is to clear the JET facility when the existing temporary permissions expire and to leave the land as landscaped ground, although the United Kingdom Atomic Energy Authority's view is that, consistent with its vision for the site and policies in the South Oxfordshire Core Strategy, the JET site could continue to host research activity.

ILW at Harwell and Culham.

- 5.82 There is no waste of high level radioactivity at Harwell or Culham, but some is or will be of intermediate level radioactivity. This will eventually be disposed of at the proposed national facility (deep geological repository) but that is not expected to be available during the period to 2030. In the meantime there will be a requirement for treatment and storage of an estimated 10,000 cubic metres of intermediate level waste from Harwell and a smaller amount from Culham.
- 5.83 Facilities for the treatment and long term storage of intermediate level radioactive waste already exist at Harwell: facilities at Culham do not provide for long term storage. The Nuclear Decommissioning Authority has agreed that some of the waste at Harwell can be more effectively managed at the Sellafield site in Cumbria but the operator of the Harwell site has identified that existing storage facilities at Harwell would still not be adequate to accommodate all of the site's waste. A new storage facility has recently been permitted at Harwell and has been designed also to accommodate intermediate level radioactive waste from Culham. Work on the new facility should commence in xxx and be complete by yyyy. The facility has also been designed to accommodate some ILW from the former research site at Winfrith in Dorset, to facilitate the early decommissioning of that site and secure a return of the site to heathland.
- 5.84 The operator of the Harwell site has not identified a need for further facilities to manage ILW beyond that to be provided in the new store. But to provide for necessary flexibility in managing this waste in advance of the identification, construction and opening of the national disposal facility, provision should be made for any further development that may be needed to treat and store waste from Harwell and Culham. It is not envisaged that further development at Harwell will be necessary to facilitate storage of ILW from sites outside Oxfordshire<sup>55</sup>; if such proposals emerge they would need to be considered against national policy and for it to be demonstrated that the proposal was the best alternative option in terms of sustainability and environmental considerations.

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<sup>55</sup> In November 2013 the Nuclear Decommissioning Authority consulted on proposals for the consolidation of storage facilities for legacy nuclear waste. This did not envisage a wider role for Harwell beyond that already provided for in the recently approved ILW store.

LLW at Harwell and Culham.

- 5.85 Much of the legacy waste at Harwell and Culham will be of low level radioactivity from demolition and clearance of buildings and groundworks having only a small amount of radioactive contamination. It is estimated that there is approximately 100,000 cubic metres of this waste at Harwell. A much smaller quantity will arise at Culham. Some of this will have to be taken for disposal to the Low Level Waste Repository near Drigg, Cumbria, or may possibly need to be disposed of at the proposed national deep geological repository. But the majority is likely to be classified as very low level waste and would not need to be disposed at the Low Level Waste repository, where space is now at a premium.
- 5.86 The Environment Agency has identified that very low level radioactive waste can be disposed of in suitable non-hazardous landfill facilities. The Nuclear Decommissioning Authority's approach to disposal of very low level radioactive waste<sup>56</sup> is that local circumstances will dictate whether or not disposal in a bespoke on-site facility or at a commercial facility elsewhere is preferable. There seems no likelihood that operators of non-hazardous landfill sites in Oxfordshire will consider submitting proposals for the disposal of very low level radioactive waste from Harwell or Culham. VLLW from Harwell is currently being taken for disposal at the nearest available facility, in East Northamptonshire.
- 5.87 The operator of the Harwell site undertook a study of the best practical environmental options for the disposal of VLLW both off site and on site<sup>57</sup>. Three credible options were identified and the operator's initial conclusion was that on-site disposal was marginally preferred. However, following re-appraisal of the options, and taking account of revised guidelines and costs, the operator's preference was revised<sup>58</sup> to disposal of the waste at an off-site facility.
- 5.88 Disposal of waste at the site of waste arising would normally be the most sustainable approach to waste management, and sustainability appraisal<sup>59</sup> supports such an outcome. However, the sustainability appraisal was undertaken at a strategic level and the operator's more detailed work for Harwell indicates that this may not be a sound conclusion in this case. Disposal of Harwell's very low level radioactive waste off site would also be more compatible with the site end state, which is redevelopment as part of the Harwell Oxford Campus. Nevertheless, flexibility needs to be provided within the policy to allow for reconsideration of options, including on-site disposal, should it not be possible to maintain the current disposal route.
- 5.89 Temporary radioactive waste storage could be required at Culham in support of JET decommissioning activities, although changes to the Environmental

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<sup>56</sup> Policy for the Long Term Management of Solid Low Level Radioactive Waste in the UK (March 2007).

<sup>57</sup> The HVLA Waste Public Consultation at UKAEA Harwell: Update No.1.

<sup>58</sup> The HVLA Waste Public Consultation at RSRL Harwell: Update No.3 (January 2011).

<sup>59</sup> Sustainability Appraisal incorporating Strategic Environmental Assessment of the Pre Submission Minerals and Waste Core Strategy Sustainability Appraisal Report (March 2012) prepared by URS for the County Council.

Permitting Regulations reduces the need (and therefore volume) for some Culham waste to be categorised as radioactive waste. The operator believes that economic and environmental considerations will result in the disposal of any radioactive waste arising from the decommissioning of the JET facility at off-site facilities. Disposal of very low level radioactive waste at Culham could conflict with the United Kingdom Atomic Energy Authority's proposals to re-use/redevelop the general purpose JET buildings for research work as part of its masterplan for the Culham site as a whole. Notwithstanding that the operator does not believe this to be necessary, provision needs to be made for on-site disposal at Culham should the need arise. The Culham site is in the Green Belt, where there is a general presumption against inappropriate development, and on-site disposal should only take place in exceptional circumstances.

#### 5.90 **Policy W9: Management of radioactive waste**

**Permission will be granted for proposals for the management or disposal of low level radioactive waste where it can be demonstrated that the proposal will make a significant contribution to the management of waste produced in Oxfordshire.**

**Provision will be made for:**

- **Temporary storage of Oxfordshire's intermediate level legacy radioactive waste at Harwell Oxford Campus, pending its disposal at a planned national disposal facility elsewhere;**
- **Temporary storage of low level legacy radioactive waste at Harwell Oxford Campus and Culham Science Centre pending its disposal elsewhere.**

**Disposal of low level radioactive waste at bespoke facilities at Harwell Oxford Campus or Culham Science Centre will be permitted only if it can be demonstrated that no other suitable disposal facility is available elsewhere.**

#### **Waste water (sewage)**

- 5.91 Thames Water plc. operates strategic waste water (sewage) treatment works at Banbury, Bicester, Oxford, Witney, Didcot and Wantage/Grove. These treat raw sludge before recycling to agricultural land: three works (Oxford, Banbury and Didcot) recover energy from these processes. Thames Water's 25-year Sludge Strategy (December 2008) identifies a need to improve treatment processes at strategic sites in response to growing waste volumes and a likely reduction in the amount of treated sludge that is spread on agricultural land. This may give rise to a need for new plant such as anaerobic digestion or energy from waste, which could provide opportunities for the provision of facilities that can also deal with other types of waste, particularly commercial and industrial.

- 5.92 The Thames Water Sludge Strategy does not identify a need for additional new strategic waste water treatment sites in Oxfordshire, but the need may arise for new treatment works to be provided locally. Any proposals for new waste water treatment facilities will be considered under policies W5, W6 and W10 and against the criteria in the core policies.

**5.93 Policy W10: Waste water and sewage sludge**

**Provision for the treatment and disposal of waste water and sewage sludge will continue to be made at existing facilities. Additional capacity may be found acceptable:**

- **As a necessary extension or replacement of existing infrastructure;**
- **To improve operational efficiency;**
- **To enable planned development to be taken forward.**

**Safeguarding waste management sites**

- 5.94 Waste facilities have the potential to give rise to conflicts with a wide range of environmental interests and there is acknowledged difficulty in finding suitable sites. In Oxfordshire this is compounded by the high value of development land and competition from more profitable forms of development.
- 5.95 The previous Minerals and Waste Core Strategy included a policy designed to safeguard sites with permanent planning permission for future waste management use. This was with a view to preventing their loss to other forms of development, keeping them available as options for developing additional capacity as required and reducing the need to find new sites for waste uses.
- 5.96 Representations on the previous policy wording on the one hand suggested that the policy would prevent otherwise acceptable alternative forms of development taking place, contrary to the approach that should be taken to sustainable development, but on the other hand that safeguarding should be extended to temporary waste sites as well as permanent ones. Informal consultation has since taken place with District Councils and larger waste site operators on options for safeguarding. There is general support for the safeguarding of waste sites, although views may vary on how it should be approached.
- 5.97 There continues to be a strong case for safeguarding permanent waste sites but this should be extended to include temporary sites with a planning permission that extends beyond the plan period (2030). It would not be appropriate to safeguard temporary sites where the permission will expire before the end of the plan period, and a decision on the possible continuation of such use should only be taken after consideration of all of the relevant planning considerations at the time. Safeguarding should cover all types and size of waste management facilities with the exception of landfill (to which policy W7 applies). Safeguarding should apply for the duration of the plan, subject to any review of the plan.

- 5.98 Safeguarded sites need to be specified and a mechanism confirmed for review of this list. A list of sites to be safeguarded will be included and kept up to date in the Minerals and Waste Annual Monitoring Reports. There will be a presumption against any other form of development taking place on a safeguarded waste site unless a suitable alternative location for the waste use can be provided. A site may be released from safeguarding if it is established that there is no need for a waste management facility of any type in the area, or that the activity is particularly unsuited to its location (e.g. not compatible with an adjoining residential use).
- 5.99 District Councils are asked to consult the County Council on all planning applications for non-waste development that affect a safeguarded site. This will allow the County Council as the waste planning authority to consider any waste planning issues raised. The District Councils will also be asked to consult the County Council on proposals for development that may be incompatible with and/or prejudicial to the future of a safeguarded facility. The County Council will provide further guidance on the types of development on which consultation should take place and maps of the safeguarded sites and a consultation zone around each site<sup>60</sup>.

#### 5.100 **Policy W10: Safeguarding waste management sites**

**The following sites are safeguarded for future waste management use:**

- **Sites already in use for waste management purposes and with planning permission to operate throughout the plan period;**
- **Sites with planning permission to operate as a waste management facility throughout the plan period but not yet developed for that purpose.**

**Sites safeguarded for future waste management use will be specified and kept up to date in the Minerals and Waste Annual Monitoring Reports, and will also include:**

- **Sites with a lawful use for waste management purposes and that are not already identified;**
- **Sites where planning permission is granted for the operation of a waste management facility throughout the plan period.**

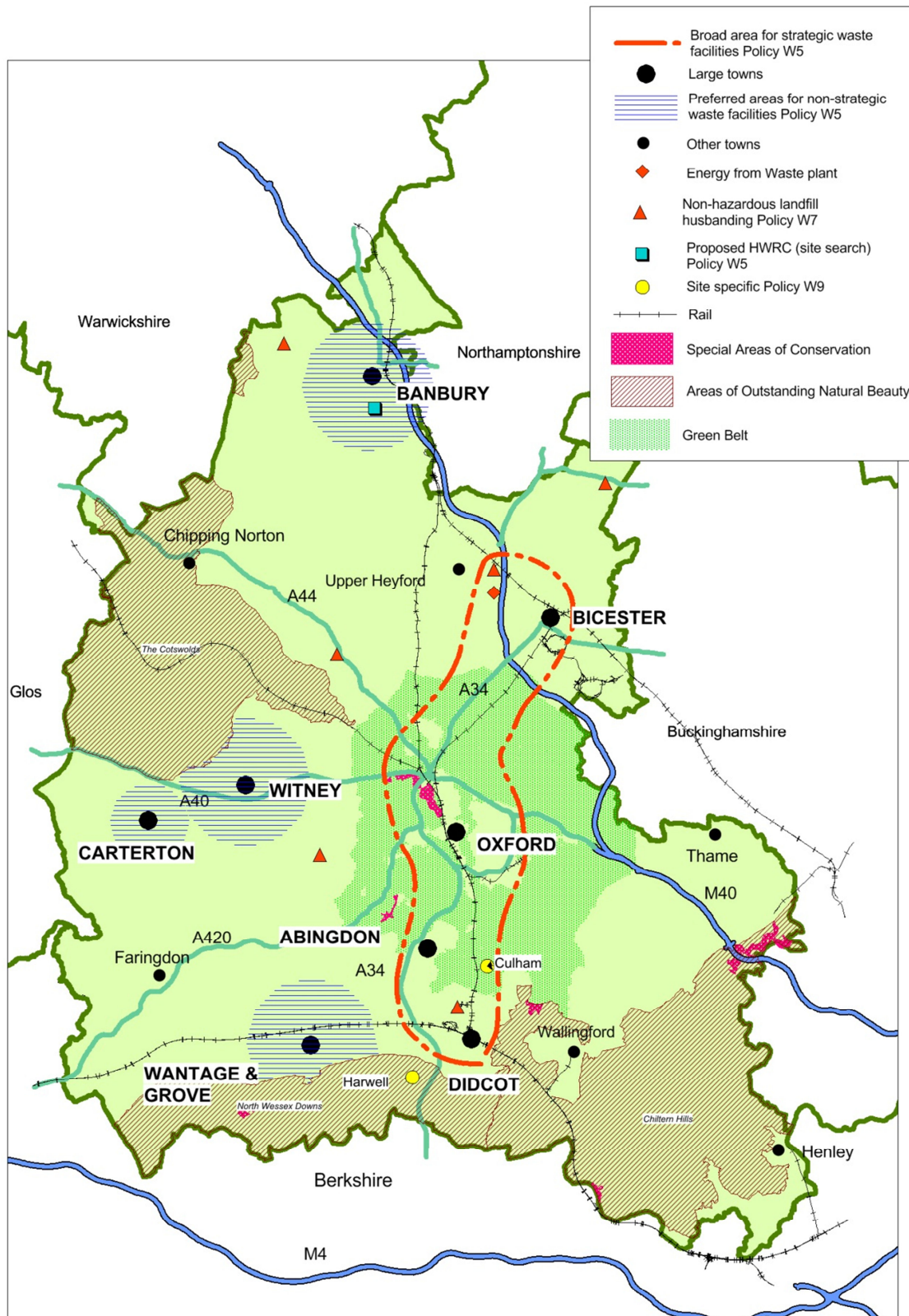
**Proposals for development that would prevent or prejudice the use of a site safeguarded for waste management will not normally be permitted unless:**

- **provision for new waste management capacity is made at a suitable alternative location; or**
- **it can be demonstrated that the site is no longer needed or suitable for waste management use.**

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<sup>60</sup> Such zones would normally be in the order of 250 metres from a safeguarded site boundary.

Figure 16: Waste Key Diagram





## 6. CORE POLICIES FOR MINERALS AND WASTE

### Sustainable Development

- 6.1 The National Planning Policy Framework sets out how planning policies for England are expected to be applied. There is a strong presumption in favour of sustainable development and local plans are expected to follow this approach. The plan's objectives are built on the principle of sustainable development. The plan's policies seek to deliver sustainable development and decisions on planning applications should be taken in accordance with these policies unless material circumstances determine otherwise. But for the avoidance of doubt, an over-arching policy is included in the plan to ensure that the presumption in favour of sustainable development is taken into account in all decisions on minerals and waste development. Such a policy was not included in the previous Core Strategy as it was prepared prior to the National Planning Policy Framework being published.<sup>61</sup>

### 6.2 Policy C1: Sustainable Development

**A positive approach will be taken to minerals and waste development in Oxfordshire, reflecting the presumption in favour of sustainable development contained in the National Planning Policy Framework and the aim to improve economic, social and environmental conditions of the area.**

**Planning applications that accord with the policies in this plan will be approved without delay, unless material considerations indicate otherwise. Where there are no policies relevant to the application, or relevant plan policies are out of date, planning permission will be granted unless material considerations indicate otherwise, taking into account whether:**

- **any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits of the proposed development when assessed against the National Planning Policy Framework; or**
- **specific policies in the National Planning Policy Framework indicate that the development should be restricted.**

### Climate Change

- 6.3 Average carbon dioxide emissions from Oxfordshire are higher than the South East and national averages. The County Council is committed to increasing energy efficiency and reducing emissions. Waste recycling and recovery facilities contribute to reducing emissions by diverting waste from landfill: this is addressed specifically in policy W3. Minerals and waste facilities that are

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<sup>61</sup> The National Planning Policy Framework was published on 27 March 2012: the Oxfordshire Minerals and Waste Core Strategy was approved by the Council for submission to the Secretary of State on 9 April 2012.

well located, designed and operated can minimise the generation of greenhouse gases and be resilient to the impacts of climate change.

- 6.4 Minerals and waste development proposals, including operational practices and restoration proposals, must take account of climate change for the lifetime of the proposed development. This will be through measures to minimise generation of greenhouse gas emissions and to allow flexibility for future adaptation. Applications for major developments should consider providing information on climate change in the accompanying Environmental Statement.
- 6.5 Methods of adaptation to climate change include the use of sustainable drainage systems designed to improve the rate and manner of absorption of water from hard and soft surfaces, reducing direct run-off into rivers or storm water systems; the use of sustainable construction methods; sustainable transport methods where possible; and the use of environmentally friendly fuels.

#### 6.6 **C2: Climate Change**

**Proposals for minerals or waste development, including restoration proposals, should take account of climate change for the lifetime of the development from construction through operation and decommissioning. Applications for development should adopt a low carbon approach and measures should be considered to minimise greenhouse gas emissions and provide flexibility for future adaptation to the impacts of climate change.**

### **Flooding**

- 6.5 Minerals and waste development is vulnerable to flooding, most commonly from fluvial sources; but damage or inconvenience can also arise from surface water run-off and groundwater. Development can increase flood risk to other property if not adequately mitigated, but may also have a positive benefit by adding to flood water storage capacity through well considered restoration of mineral workings (see also policy M7). Consideration of the risk caused by flooding must be taken into account at all stages of the planning process.
- 6.6 Government policy and guidance<sup>62</sup> aims to steer development to areas of lowest flood risk. As this is not always possible, development is categorised according to its flood risk. The level of flood risk associated with minerals and waste development is set out in Appendix 1 (table A.1).
- 6.7 Development in areas other than Flood Zone 1 (the lowest flood risk zone) must be sequentially tested to establish whether it could take place in an area of lower flood risk. In some cases a further test (the exceptions test) must be undertaken to establish whether development may take place in areas

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<sup>62</sup> Technical Guidance to the National Planning Policy Framework and draft National Planning Policy Guidance on flooding.

vulnerable to flooding. Appendix 1 (table A.2) sets out the circumstances in which minerals and waste development may take place in areas that are vulnerable to river flooding.

- 6.8 Sand and gravel working is ‘water compatible development’ – a category of development that is at the lowest vulnerability of flooding. Sand and gravel working is the only form of mineral extraction that can take place in the functional flood plain (Flood Zone 3b), provided a sequential test is undertaken. Other mineral working and all processing activities have a higher flood risk vulnerability classification.
- 6.9 Processing activity associated with sand and gravel working may involve plant and machinery or the formation of stockpiles, all of which can displace flood water, reduce flood water storage and interfere with water flows at times of flood. Such development can take place in areas that are at some risk of flooding (see Appendix 1) but not in the functional flood plain. As mineral working may span more than one flood zone a sequential approach to layout is needed. For sand and gravel working and processing this means that any development likely to displace flood water (including stockpiles) should be located on land that is outside the functional floodplain.
- 6.10 Waste development, depending on the nature of the operation, is not appropriate in the functional flood plain. This includes landfill operations - which may raise ground levels and pollute or disrupt groundwater flows. Where waste development is allowed in areas at lower risk of flooding (see Appendix 1) the sequential test and, for landfill sites, the exceptions test must first be satisfied. The potential for pollution to groundwater should also be taken into account (see paragraph 6.14). Inert waste may need to be imported to a site to achieve the satisfactory restoration of a sand and gravel working situated in the flood plain and this can take place in certain circumstances and where there is overall improvement to flood storage capacity<sup>63</sup>.
- 6.11 The Strategic Flood Risk Assessment (SFRA)<sup>64</sup> assesses the extent to which future minerals and waste development in Oxfordshire may be at risk of flooding or increase flood risk to other property. This also takes into account the future impact of climate change. The SFRA did not identify a flood risk from potential waste development, but identified that many of the possible locations for sand and gravel working are in areas that are vulnerable to flooding. A sequential test of potential areas has been undertaken<sup>65</sup> and established that land to meet Oxfordshire’s aggregate requirement cannot reasonably be met without extracting sand and gravel from sites that lie in the functional floodplain.
- 6.12 Planning applications for minerals and waste development of more than a hectare in size or where situated in an area at risk of flooding must be

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<sup>63</sup> Technical Guidance to the National Planning Policy Framework precludes the disposal of waste in landfill in Flood Zone 3b (the functional flood plain). Further information on where waste can be used to help restore quarries in the flood plain is set out in section 5 of the Topic Paper on Restoration.

<sup>64</sup> Oxfordshire Minerals and Waste (Level 1) Strategic Flood Risk Assessment, Scott Wilson, October 2010.

<sup>65</sup> Topic Paper: Flooding and Water Environment (date).

accompanied by a site specific Flood Risk Assessment. Further guidance is given in the SFRA<sup>66</sup>.

### 6.13 Policy C3: Flooding

**Minerals and waste development will, wherever possible, take place in areas that are not at risk of flooding. Where development takes place in an area of identified flood risk this should only be where alternative locations in areas of lower flood risk have been explored and discounted (using the Sequential Test and Exceptions Test as necessary) and where a flood risk assessment is able to demonstrate that the risk of flooding is not increased from any source, including:**

- **an impediment to the flow of floodwater;**
- **the displacement of floodwater and increased risk of flooding elsewhere;**
- **a reduction in existing floodwater storage capacity;**
- **an adverse effect on the functioning of existing flood defence structures;**
- **the discharge of water into a watercourse.**

**The opportunity should be taken to increase flood storage capacity in the flood plain where possible, particularly through the restoration of sand and gravel workings.**

## Water environment

6.13 Minerals and waste development has the potential to affect water quality and pollute groundwater resources. Surface water run-off from hard standing areas, for example, can pollute groundwater resources. So too can the discharge of waste water from waste management operations such as composting or recycling plants if not properly controlled. Leachate from non-hazardous landfill needs to be particularly carefully controlled.

6.14 Careful consideration also needs to be given to the impact of sand and gravel extraction on groundwater resources. In the river valleys the water table is often higher and working normally gives rise to a need for dewatering. Mineral extraction can cause disruption to ground and surface water flows in these circumstances, as can the formation of artificial lakes or the partial filling of void using inert waste as part of restoration<sup>67</sup>. Dewatering may also impact on local groundwater abstractions and may have an adverse effect on vegetation and nearby watercourses by lowering the water table in the vicinity of workings.

6.15 In Oxfordshire there has already been much extraction of sand and gravel from the river valleys, in particular the Thames and Lower Windrush valleys.

<sup>66</sup> See also the Technical Guidance to the National Planning Policy Framework and the National Planning Policy Guidance.

<sup>67</sup> The circumstances in which waste can be used to help restore sand and gravel workings in the flood plain are considered in more detail in Section 5 of the Topic Paper on Restoration.

Further mineral working is expected to take place in the river valleys and the cumulative impact of extraction and restoration on groundwater needs careful consideration in these areas in addition to the specific impact of an individual working. Proposals close to an area of existing working<sup>68</sup> will need to take account of cumulative impact by considering:

- the nature of the geological deposits in the area;
- the characteristics of the aquifer;
- water balance calculations for operational and restoration phases of working; and
- volumetric flows or levels of local watercourses or other groundwater dependent receptors for operational and restoration phases of working.

6.16 The Environment Agency can offer appropriate advice on groundwater impact<sup>69</sup>. Where significant cumulative impact is envisaged groundwater modelling may need to be undertaken. The Environment Agency also has a regulatory function in relation to licensing discharges to the water environment and the abstraction of water. Abstractions that are used for drinking water (including private and unlicensed abstractions) lie in Source Protection Zones 1 and 2 and are subject to a minimum 50 metre and 250-500 metre radius protection respectively. When granting planning permission, the County Council will consider whether it is necessary to attach appropriate conditions to mitigate any potential harm to groundwater and will liaise with the Environment Agency to ensure these do not conflict with or unnecessarily duplicate other controls.

6.17 All proposals for mineral development should demonstrate how the operation and restoration of a site will, where appropriate, protect water resources from pollution and contribute towards the aim of the River Thames River Basin Management Plan to achieve good ecological status in all waters by 2015.

#### 6.18 **Policy C4: Water environment**

**Proposals for minerals and waste development will need to demonstrate that there would be no unacceptable adverse impact on or risk to:**

- **The quantity or quality of surface or groundwater resources required for habitats, wildlife and human activities;**
- **The quantity or quality of water obtained through abstraction unless acceptable alternative provision can be made;**
- **The flow of groundwater at or in the vicinity of the site.**

**Proposals for minerals and waste development should ensure that the River Thames and other watercourses and canals of significant landscape, nature conservation or amenity value are adequately protected.**

<sup>68</sup> Within 1 kilometre of an area of existing or historic working, as recommended by the Environment Agency.

<sup>69</sup> See also Environment Agency Groundwater Protection: Principles and Practice (November 2012)

## General Amenity

- 6.19 Provision for minerals and the effective management and disposal of waste must be balanced with the need to protect people and the environment from potential harm<sup>70</sup>. If alternative locations are available, needs should normally be met on land that causes least overall harm to amenity, particularly bearing in mind the need to protect human health<sup>71</sup>. Minerals and waste development often gives rise to concerns about pollution and harm to people and the environment. Planning decisions should ensure that no unacceptable harmful impact<sup>72</sup> results from development and measures can normally be put in place to ensure that development meets appropriate standards.
- 6.20 Issues of noise, dust, air quality and vibration should be taken into account when considering proposals for mineral development. Pollution from associated traffic and visual impact are also relevant and in some cases issues associated with tip and quarry-slope stability, differential settlement of quarry backfill and subsidence may also arise<sup>73</sup>. A buffer zone can help to mitigate potential harm from workings. Standard distances for buffer zones between workings and sensitive receptors<sup>74</sup> are not specified as they can lead to unnecessary restriction and sterilisation of mineral resources: they may also result in inadequate protection measures for affected property. The extent of any buffer zone should be decided on a case by case basis at the planning application stage.
- 6.21 Many of the issues raised by mineral development are also relevant to proposals for waste management. Concerns about odour, vermin, birds, litter and light pollution may also arise<sup>75</sup>. In many cases there are national standards<sup>76</sup> to help assess whether any harm may be unacceptable and the County Council will seek advice from the relevant District Council on certain issues, particularly noise. The extraction of minerals can be concentrated in particular areas, for example where there are commercially workable mineral resources and there has been investment in infrastructure. Proposals for further development should consider the cumulative impact of working on local amenity. Cumulative impact should also be taken into account in proposals for the expansion of existing waste facilities.
- 6.22 The Environment Agency operates controls that overlap with the planning process. Planning focuses on the acceptable use of land and the impact of that use<sup>77</sup> and when decisions are made it can be assumed that pollution control regimes will operate effectively to control emissions to air and

<sup>70</sup> A key objective of the NPPF is that “planning should contribute to conserving and enhancing the natural environment and reducing pollution”.

<sup>71</sup> Paragraph 120 of the National Planning Policy Framework and paragraph 1, Planning Policy Statement 10 – Planning for Sustainable Waste Management.

<sup>72</sup> Paragraph 144 of the National Planning Policy Framework. Paragraph 123 also draws attention to the need to avoid “significant adverse impact” from noise.

<sup>73</sup> Impacts arising from site restoration, including bird strike, are addressed in policy M7.

<sup>74</sup> Including housing, schools, hospitals and offices. Also applies to waste development.

<sup>75</sup> A full list of considerations is set out in Appendix E of PPS 10 – Planning for Sustainable Waste Management

<sup>76</sup> See Topic Paper on General Amenity.

<sup>77</sup> Paragraph 122 of the National Planning Policy Framework.

discharges to water, etc. An application for an environmental permit can be sought prior to or concurrently with a planning application. This allows for all relevant information to be available at the planning stage and can help avoid unnecessary duplication of controls. Planning conditions should not normally be used to control matters that are the subject of an environmental permit.

- 6.23 Policy C5 addresses general environmental and amenity considerations only. Other core policies address areas associated with environmental protection, including water quality, the natural environment, the historic environment and landscape.

**6.24 Policy C5: General environmental and amenity protection**

**Proposals for minerals and waste development shall demonstrate that they will not have an unacceptable adverse impact on the environment, residential amenity and other sensitive receptors, including from noise, dust, visual intrusion, light pollution, traffic, air quality, odour, vermin, birds, litter, vibration, tip and quarry-slope stability, differential settlement of quarry backfill, subsidence and the cumulative impact of development.**

### **Agricultural land and soils**

- 6.24 Where significant development on agricultural land is necessary, national policy<sup>78</sup> normally expects areas of poorer quality land to be used in preference to that of a higher quality. There are extensive areas of high quality agricultural land in Oxfordshire, much of which lie in areas underlain by minerals. Proposals for minerals development will be expected to address the impact of the development on the extent and quality of any best and most versatile (BMV) agricultural land (grades 1, 2 and 3a)<sup>79</sup>. Where appropriate, agricultural land classification survey information should be provided. Proposals for waste development should be capable of avoiding best and most versatile agricultural land<sup>80</sup> and permanent development involving the loss of such land will not normally be permitted.
- 6.26 Where mineral extraction affects BMV agricultural land, proposals for restoration and aftercare should look to preserve the long-term potential for the land and its soils as a high quality agricultural resource wherever possible. Proposals for restoration need to be realistic, however, and in some cases a return to agriculture may need to be at lower level due to availability of suitable inert infill material. In the floodplain the use of fill to restore mineral working must take account of national policy on flood risk (see also policies C3 and M7)<sup>81</sup> and a return to agriculture may not always be possible.

<sup>78</sup> Paragraph 112: National Planning Policy Framework.

<sup>79</sup> Agricultural Land Classification: Ministry of Agriculture, Fisheries and Food (1998). The Topic Paper on Restoration also shows the classification of agricultural land in Oxfordshire.

<sup>80</sup> See policy W6.

<sup>81</sup> In the flood plain it may not always be possible to return land to pre-existing levels and a return to agricultural land at lower level may not be practicable in view of the high water table.

- 6.27 Where BMV agricultural land cannot be restored after mineral extraction proposals will need to demonstrate that any need cannot be met on lower grade land and that there is good planning reason to justify the development in that location. Provision for the sustainable management and use of all disturbed soils during extraction should be demonstrated, including means of stripping soils and storage in ways that maintain soil quality. Where BMV agricultural land is not restored, proposals must show how alternative and beneficial use is to be made of high quality soils that are not being replaced.

#### 6.28 **Policy C6: Agricultural land and soils**

**Proposals for minerals and waste development shall demonstrate that they take into account the presence of any best and most versatile agricultural land.**

**The permanent loss of best and most versatile agricultural land will only be permitted where it can be shown that there is a need for the development which cannot reasonably be met using lower grade land, taking into account other relevant considerations.**

**Development proposals should make provision for the management and use of soils in order to maintain soil quality, including making a positive contribution to the long-term conservation of soils in any restoration.**

### **Biodiversity and Geodiversity**

- 6.29 Oxfordshire has a significant number of statutorily designated sites of international, national and local nature conservation importance, intended to protect important species, habitats and geological features<sup>82</sup>. These include seven Special Areas of Conservation designated under European legislation. National policy provides that the level of protection given to designated sites depends on their status. The overall intention is to ensure that a net gain in biodiversity is achieved, including by establishing ecological networks to reduce habitat fragmentation.
- 6.30 Mineral development can often impact on biodiversity, but restoration of sites normally offers opportunity for net gains in the longer term. Policy C7 provides the basis for considering whether the impact of minerals or waste development in terms of biodiversity is acceptable or capable of satisfactory mitigation. It also addresses the restoration of sites where the after-use is related to biodiversity (see also policy M7). Arrangements for the long term management of restored sites need to be agreed, including arrangements for monitoring and remediation (should establishment of habitats or mitigation for species prove unsuccessful).

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<sup>82</sup> For details see the Topic Paper on Biodiversity and Geodiversity. There are 102 Sites of Special Scientific Interest in Oxfordshire, some of which are also designated as National Nature Reserves. There are 362 locally designated Local Wildlife Sites, some of which are also designated as Local Nature Reserves.



- 6.31 Special Areas of Conservation (SACs) are protected by particular legislation and are not specifically referred to in policy C7. Oxfordshire has four National Nature Reserves, also designated as a SAC or a Site of Special Scientific Interest (SSSI). SSSIs are designated nationally and, in line with national policy, these are afforded the highest level of protection. Development likely to have an adverse effect on a SSSI should not normally be permitted. An exception should only be made where the benefits of developing the site clearly outweigh the harm likely to be caused to the SSSI and any broader impact on the national network.
- 6.32 Oxfordshire also has a large number of sites locally designated for their importance to wildlife or habitat including Local Wildlife Sites, Local Nature Reserves and Sites of Local Importance for Nature Conservation. Development should avoid or mitigate any adverse effects on these areas. If the effects cannot be avoided or mitigated then the development should not be allowed to proceed.
- 6.33 A variety of legally protected species, notable species and UK priority habitats and species are found in Oxfordshire. The highest level of protection is given to European Protected Species. However, harm to all protected species, notable and priority species and habitats should be avoided.
- 6.34 A number of Conservation Target Areas (CTAs)<sup>83</sup> have been identified in Oxfordshire to help deliver the objectives of the National and Local Biodiversity Action Plans<sup>84</sup>. The CTAs include concentrations of existing high value nature conservation sites, including designated sites, as well as land that can provide important ecological linkages between these sites. They provide a network of green infrastructure where targeting improvement can achieve maximum benefit for biodiversity. Minerals and waste development close to or within a CTA should ensure that opportunity is taken to conserve and enhance the nature conservation interest of the CTA, including improving habitat connectivity.
- 6.35 Only about 6% of the county is covered by woodland. Ancient woodland accounts for half of the tree cover and is particularly valued because it is irreplaceable. Species-rich grassland is another example of an irreplaceable habitat. Ancient woodland should be protected from loss or adverse impact. Elsewhere, development should seek to preserve existing trees wherever possible and provide for additional tree planting with native species for screening and landscaping as appropriate. Tree planting may provide a productive land use on restored mineral workings where landscape and biodiversity objectives are met.
- 6.36 Oxfordshire has a rich geological resource. Some important geological sites are already designated as Sites of Special Scientific Interest. Local Geology Sites should continue to be protected, but previously unknown geological features and remains of importance (including fossils and trace fossils) may

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<sup>83</sup> There are currently 36 Conservation Target Areas in Oxfordshire.

<sup>84</sup> The objectives of the National Biodiversity Action Plan are now incorporated within Biodiversity 2020: A Strategy for England's Wildlife & Ecosystems.

also be discovered. Where such finds are made, every effort should be made to protect those of potential international or national importance. Where it is not possible to afford the same protection to finds of more local importance, they should be appropriately recorded. Where possible, access to all geological finds should be provided for educational purposes.

### **6.35 Policy C7: Biodiversity and Geodiversity**

**Minerals and waste development should conserve and, where possible, enhance biodiversity.**

**Sites and species of international nature conservation importance (e.g. Special Areas of Conservation and European Protected Species) will be given the highest level of protection.**

**Development shall ensure that:**

- **there is no adverse effect on a Site of Special Scientific Interest, either individually or in combination with other development;**
- **irreplaceable habitats, including ancient woodland and aged or veteran trees are not lost or harmed;**
- **no damage is caused to sites locally designated for the purposes of nature conservation and/or geological interest, including;**
  - **Local Nature Reserves;**
  - **Local Wildlife Sites;**
  - **Local Geology Sites;**
  - **Sites of Local Importance for Nature Conservation;**

**Development that does not meet these requirements will be refused permission, unless the impact can be mitigated to result in a net gain in biodiversity or, if the impact cannot be fully mitigated, the need for the development on that site clearly outweighs the harm. In the case of Sites of Special Scientific Interest, the need for the development would need to clearly outweigh both the impacts that it is likely to have on the features of the site that make it of special scientific interest and any broader impacts on the national network of Sites of Special Scientific Interest.**

**Development shall avoid harm to protected, priority or notable species and habitats.**

**All proposals for mineral working and landfill shall demonstrate how the development will make an appropriate contribution to the maintenance and enhancement of local habitats, biodiversity or geodiversity (including fossil remains and trace fossils), including contributing to the objectives of the Conservation Target Areas wherever possible. Satisfactory long-term management arrangements for restored sites shall be clearly set out and included in proposals. These should include a commitment to ecological monitoring and remediation (should habitat creation and/or mitigation prove unsuccessful).**

## Landscape

- 6.36 When considering proposals for minerals and waste development in Areas of Outstanding Natural Beauty (AONB) the County Council has a statutory duty to have regard to the purpose of conserving and enhancing the natural beauty of those areas. The setting of and views associated with the Chilterns, Cotswolds and North Wessex Downs AONBs should also be taken into account in considering development proposals<sup>85</sup>. Major development should not take place in AONBs unless there are exceptional circumstances and such development is 'in the public interest'<sup>86</sup>. A key aim of planning in AONBs is to take account of the need to safeguard agriculture, forestry, other rural industries and the economic and social needs of local communities<sup>87</sup>. This points to development being small scale<sup>88</sup> to serve local needs. In Oxfordshire this is likely to rule out most mineral development with the possible exception of small quarries supplying local building stone. Proposals for development within AONBs should be informed by the relevant AONB Management Plan.
- 6.37 National planning policy recognises the importance of the countryside<sup>89</sup>. Across the county proposals for minerals and waste development should be designed to minimise visual impact and where possible enhance the quality and character of the countryside and landscape. Restoration and after use of mineral working should take account of the landscape character areas set out in the Oxfordshire Wildlife and Landscape study and other relevant landscape character assessments.
- 6.22 Minerals and waste development close to a settlement should take account of the character and setting of the settlement. Proposals should set out measures for an acceptable separation distance with landscaping and planting that is appropriate to the character of the area and that would be consistent with the proposed after-use of the site. Where development is considered acceptable, consideration should be given to after-uses that help develop a network of green infrastructure for the benefit of the local community, wildlife and habitat.

### 6.38 Policy C8: Landscape

**Proposals for minerals and waste development shall demonstrate that they respect and where possible enhance local landscape character, and are informed by landscape character assessment. Proposals shall include measures to mitigate adverse impacts on landscape, including careful siting, design and landscaping.**

<sup>85</sup> The relevant AONB Management Plan will inform the consideration of proposals for development within or in proximity to an AONB.

<sup>86</sup> Paragraph 116 of the National Planning Policy Framework.

<sup>87</sup> Natural England website guidance.

<sup>88</sup> The Topic Paper on Landscape gives examples of the scale of minerals and waste development that has been found to have an unacceptable impact on an AONB.

<sup>89</sup> National Planning Policy Framework – Core Planning Principles (para 17).

**High priority will be given to conservation and enhancement of the natural beauty of the landscape in Areas of Outstanding Natural Beauty (AONB). Proposals for minerals and waste development within an AONB shall demonstrate that they take this into account and are informed by the relevant AONB Management Plan. Proposals for minerals and waste development that would affect the setting of an AONB shall also take this into account. Development within AONBs shall normally only be small-scale, to meet local needs and should be sensitively located and designed.**

### **Historic environment**

- 6.39 Oxfordshire has a wide range of heritage assets including listed buildings, historic parks and gardens and ancient monuments, which influence the character of the environment and sense of place. There are extensive archaeological assets located in the river valleys where mineral resources are also present. Proposals for minerals and waste development should include measures to conserve designated heritage assets and to protect them from loss or harm.
- 6.40 Before determining an application for mineral extraction or waste development the County Council will normally require the applicant to describe the significance of any heritage assets affected, and any contribution made by their setting. The level of detail should be proportionate to the assets' importance but sufficient to understand the potential impact of the proposal on their significance.
- 6.41 Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, the applicant should carry out a preliminary desk-based archaeological assessment to determine the nature and significance of any archaeological assets, and the contribution of the setting to that significance, as well as any potential impacts on the assets or its setting. This preliminary assessment should also identify any previously unidentified heritage assets. The County Council may, subject to the results of this initial assessment, require an archaeological field evaluation of the site to inform the determination of the application. This information should identify any means for mitigating the impact of extraction on the heritage assets.
- 6.42 **Policy C9: Historic environment and archaeology**

**Proposals for minerals and waste development will not be permitted unless it is demonstrated that they or associated activities will not have an unacceptable adverse impact on the historic environment. Great weight will be given to the conservation of designated heritage assets such as Blenheim Palace, scheduled monuments, listed buildings, conservation areas, historic battlefields, registered parks and gardens and archaeological assets which are demonstrably of equivalent significance to a scheduled monument, and the setting of those assets.**

**Where an application would affect a non-designated heritage asset, the benefits of the proposal will be balanced against the scale of harm to or loss of the heritage asset and its significance.**

**Where, following assessment of an application, the loss (wholly or in part) of a heritage asset is considered acceptable in principle, the applicant will be required to record and advance understanding of that asset, proportionate to the nature and level of the asset's significance, and to publish their findings.**

## **Transport**

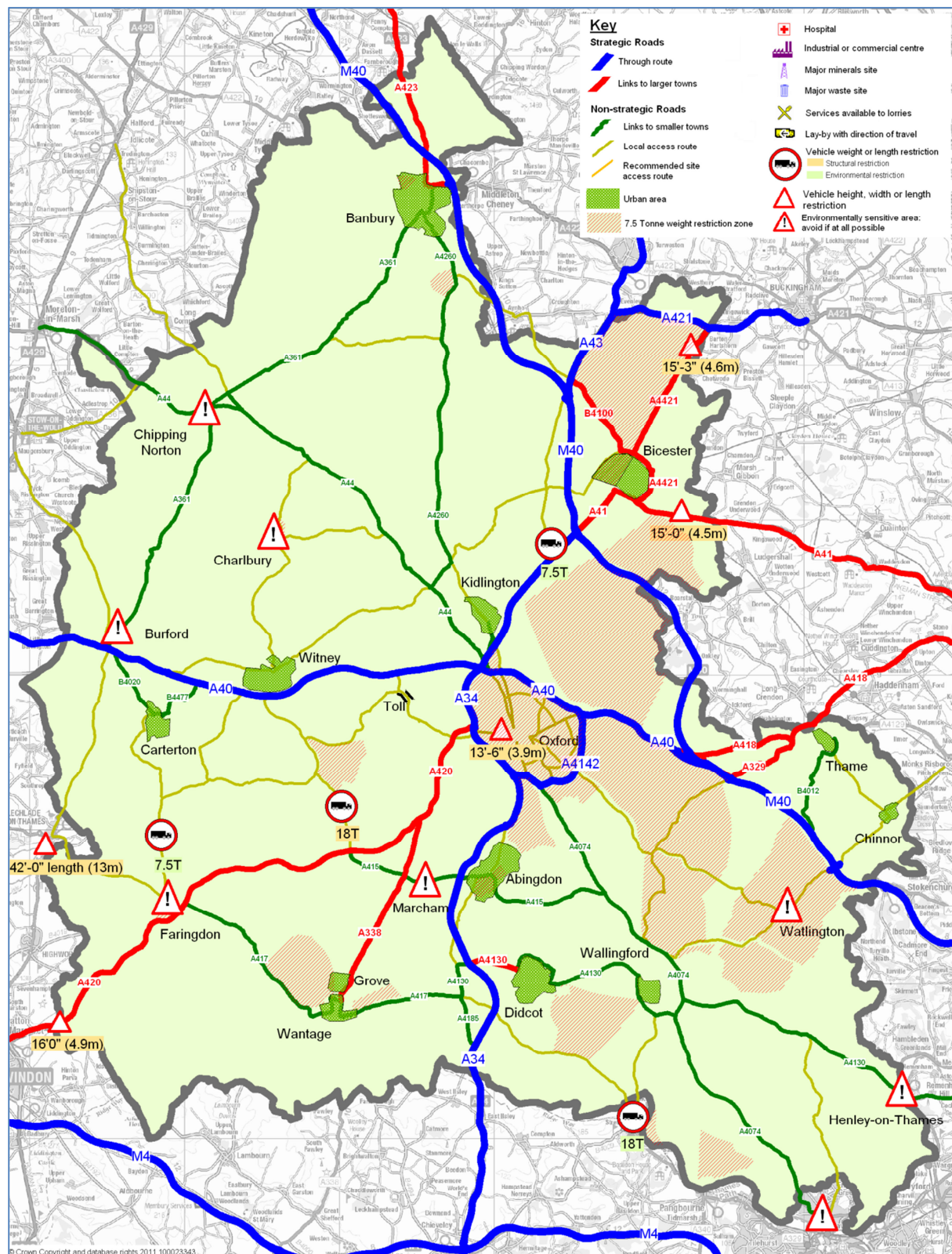
- 6.42 The Oxfordshire Local Transport Plan 2011 – 2030 (LTP3) aims to reduce carbon emissions from transport, improve air quality and reduce other environmental impacts. The County Council recognises that the transport network should be operated in a way that balances the protection of the local environment with efficient and effective access for freight and distribution. To ensure that traffic from new development can be accommodated safely and efficiently on the transport network, contributions are often sought to mitigate adverse impacts: commuted sums can also be sought toward the operation and maintenance of facilities, services and infrastructure<sup>90</sup>.
- 6.43 The impact of traffic associated with minerals and waste development must always be taken into account when considering the suitability of a site in relation to local communities and the environment generally. Account should also be taken of the need to minimise the distances materials need to be transported, to achieve a commensurate reduction in air pollution, greenhouse gas emissions and overall impact on the environment.
- 6.44 The harm caused by the movement of minerals and waste by road can be reduced by encouraging the uptake of alternative transport methods such as rail, conveyor, pipeline and water. These alternatives can be practicable where movement of large quantities over long distances is involved or in particular local circumstances<sup>91</sup>. But it may not be economically viable or practicable for quarries and waste facilities to use such alternatives where minerals are distributed mostly to local markets or where waste is produced and handled locally. For these reasons aggregates and waste in Oxfordshire are likely to continue to be transported mainly by road.

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<sup>90</sup> Policy SD2 of the Oxfordshire Local Transport Plan 2011-2030 (revised April 2012).

<sup>91</sup> Oxfordshire's long term need for crushed rock is met by material being transported by rail to depots at Banbury, Kidlington and Sutton Courtenay.

Figure 17: Oxfordshire Lorry Route Map



Source: Oxfordshire Lorry Routes (Feb 2012) Oxfordshire County Council

- 6.45 Most of the traffic associated with minerals and waste development involves heavy goods vehicles, and it is important that sites secure safe and suitable access<sup>92</sup> to roads that are suitable for such traffic. Figure 17 shows the network of roads that the County Council considers suitable for use by heavy goods vehicles (the Oxfordshire Lorry Route Map). Direct access to this network will not always be possible, particularly in the case of motorways and trunk roads. Where direct access is not possible, sites should generally be in locations that have access to a road which provides convenient access to this network and avoids the use of roads not suited to heavy goods vehicles or which pass through rural settlements.
- 6.46 The provision of safe and suitable access to the Oxfordshire lorry route network may require alteration of road junctions or improvements to minor roads. Where this is likely the Council will seek a contribution to such improvement before development starts. Lorries can damage highways and lead to a need for more frequent maintenance and commuted sums towards on-going maintenance of part of a route to the Lorry Network may also be sought, in line with the Local Transport Plan.
- 6.47 The harmful impact of lorry traffic in environmentally sensitive locations and settlements can be reduced by routeing agreements to control traffic movements. Such agreements will direct lorry traffic to and along the lorry route network (figure 17) taking into account road standard, settlements, road safety issues and other factors. This also needs to be balanced against the likelihood of vehicles driving further, increasing carbon emissions and pollution. If appropriate mitigation of unacceptable traffic impacts cannot be secured, the site is unlikely to be suitable for the type of development proposed.

#### 6.48 **Policy C10: Transport**

**Minerals and waste development will be expected to make provision for safe and suitable access to the advisory lorry routes in ways that maintain and, if possible, lead to improvements in:**

- **the safety of all road users including pedestrians;**
- **the efficiency and quality of the road network;**
- **residential and environmental amenity.**

**Where development leads to a need for improvement to the transport network to achieve this, developers will be expected to provide such improvement or make an appropriate financial contribution.**

**Where practicable minerals and waste developments should be located, designed and operated to enable the transport of minerals and/or waste by rail, water, pipeline or conveyor.**

**Where minerals and/or waste will be transported by road:**

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<sup>92</sup> Paragraph 32 of the National Planning Policy Framework.

- a) **mineral workings should as far as practicable be in locations that minimise the road distance to locations of demand for the mineral, using roads suitable for lorries, taking into account the distribution of potentially workable mineral resources; and**
- b) **waste management and recycled aggregate facilities should as far as practicable be in locations that minimise the road distance from the main source(s) of waste, using roads suitable for lorries, taking into account that some facilities are not economic or practical below a certain size and may need to serve a wider than local area.**

### **Rights of way**

- 6.49 The Oxfordshire Rights of Way Improvement Plan and the Oxfordshire Local Transport Plan 2011 – 2030 set out the County Council’s intention to protect and maintain public rights of way and natural areas so that all users are able to understand and enjoy their rights in a responsible way. These plans also note that the County Council will seek opportunities for network improvements and initiatives to better meet the needs of walkers, cyclists, and horse riders, including people with disabilities, for local journeys, recreation, and health.
- 6.50 Proposals to enhance, promote and improve the rights of way network and to increase permissive access to the countryside should be brought forward as part of restoration plans for mineral workings and landfill sites<sup>93</sup>. Operators and landowners can usefully discuss plans with the local community before finalising such proposals. Proposals should consider arrangements for future management of access routes in the longer term.
- 6.51 If a proposal for mineral extraction would necessitate the temporary diversion or closure of a right of way, the planning application should provide all details, including the proposed route, the width of the proposed diversion, the materials to be used and the access implications for users, which demonstrate that a safe and convenient right of way will be maintained. Where temporary diversions are required applications should also provide details of how the right of way will be restored when the mineral workings are completed. The process for diverting a public right of way whether on a temporary or permanent basis follows a separate application process and advice from Oxfordshire County Council should be sought beforehand.
- 6.52 Public access to restored mineral workings should be carefully managed so as to not adversely impact on any sensitive habitats and species in the restored area.

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<sup>93</sup> Paragraph 75 of the National Planning Policy Framework.



**6.53 Policy C9: Rights of way**

**The integrity of the rights of way network shall be maintained and if possible retained in situ in safe and useable condition. Diversions should be safe, attractive and convenient and, if temporary, shall be reinstated as soon as possible. If permanent diversions are required, these should seek to enhance and improve the public rights of way network.**

**Improvements and enhancements to the rights of way network will generally be encouraged and public access sought to restored mineral workings, especially if this can be linked to wider provision of green infrastructure. Where appropriate, operators and landowners will be expected to make provision for this as part of the restoration and aftercare scheme.**

## 7. IMPLEMENTATION AND MONITORING

### Implementation of the minerals strategy

- 7.1 Implementation of the Minerals Planning Strategy will be achieved primarily through the determination of planning applications for mineral working and other minerals developments. In carrying out its responsibilities as mineral planning authority for dealing with applications for minerals development, the County Council will cooperate with the District Councils (the local planning authorities). The County Council will seek to work closely with local stakeholders, other statutory bodies and the minerals industry, to provide appropriate advice, prior to the submission of applications and to engage with local residents.
- 7.2 The aim will be to ensure that development delivers the objectives of the Minerals Planning Strategy. This will be done by taking due account of the policies and proposals in the strategy in pre-application discussions and when determining planning applications and by imposing appropriate planning conditions and, where necessary, negotiating legal agreements when permissions are granted.
- 7.3 The minerals strategy aims to enable sufficient supply of aggregate minerals to meet the development needs of Oxfordshire and to make an appropriate contribution to wider needs. The quarries and other minerals supply facilities and infrastructure that will be needed will be delivered through investment and development by the private sector, in particular landowners and the minerals industry. Implementation of the strategy will depend on proposals for sufficient sites (for recycling plants, quarry extensions and/or new quarries) in appropriate locations coming forward as planning applications in time to be available to enable supply needs to be met. The Council will cooperate with other mineral planning authorities to ensure an adequate & steady supply of minerals is maintained.
- 7.4 The Local Aggregate Assessment identifies the provision for minerals supply that needs to be made over the plan period, and that the minerals strategy needs to provide for. The strategy makes separate provision for secondary and recycled aggregates and for locally extracted aggregates: sharp sand and gravel; soft sand; and crushed rock; and includes a policy on importation of aggregates by rail.
- 7.5 The strategy indicates that on the basis of Local Aggregate Assessment 2013, currently the additional provision required for mineral working over the plan period is: 7.87 million tonnes of sharp sand and gravel; 0.80 million tonnes of soft sand; and no additional requirement for crushed rock. Locations where the required mineral working should take place are identified (policy M3).
- 7.6 Provision for secondary and recycled aggregates (policy M1) is to be made through a mix of permanent facilities and temporary facilities at aggregate quarries and inert waste landfill sites. Supply is expected to be primarily from recycling of construction and demolition waste. Provision for this will need to

be made in conjunction with the provision for construction, demolition and excavation waste facilities as part of the Council's waste planning strategy. Many existing aggregates recycling facilities are operating on temporary permissions; these will need to be replaced or have their operational life extended in order to maintain supply capacity.

- 7.7 Four areas of search for working of sharp sand and gravel are identified (policy M3). It is anticipated that current permitted reserves will on average last until around 2020. Further working is to be through extensions to existing quarries or new quarries to replace exhausted quarries, but with no increase in the overall level of working in the two West Oxfordshire areas (Lower Windrush Valley and Eynsham / Cassington / Yarnton). It is expected that there will be a need for a new working area within southern Oxfordshire during the plan period, particularly since the existing Sutton Courtenay Quarry has only a few years' worth of permitted reserves remaining and limited possibilities for further extension. Implementation of the strategy will depend on sufficient applications coming forward in acceptable locations to enable all five areas to make an appropriate contribution to the overall level of supply, including a phased transition of working from existing quarries that become exhausted to new working areas.
- 7.8 Two areas of search, where there are existing workings, are identified for further provision of soft sand (policy M3). It is anticipated that current permitted reserves will on average last until around 2024. Continuation of supply is preferentially to be through extensions to existing quarries, to make the most efficient use of existing plant and infrastructure. But new quarries will be permitted if sufficient supply cannot be made through extensions. Implementation of the strategy will depend on sufficient applications coming forward in acceptable locations to enable each area to make an appropriate contribution to the overall level of supply.
- 7.9 Three areas, where there are existing workings, are identified for further provision of crushed rock (policy M3). It is anticipated that current permitted reserves will on average last until 2036. Additional provision may be needed towards the end of the plan period if demand increases. If so, this is preferentially to be through extensions to existing quarries, to make the most efficient use of existing plant and infrastructure. Any site allocations required will be identified in the site allocations document. New quarries will be permitted if sufficient supply cannot be made through extensions.
- 7.10 Proposals for mineral working may come forward in other locations, but these will not normally be permitted unless the provision required to deliver the strategy cannot be met from identified areas.
- 7.11 Possible sites for mineral working have been put forward (nominated) to the County Council by mineral operators and landowners. A preliminary technical assessment of these site options has been undertaken to check that the minerals planning strategy is potentially capable of being delivered.

- 7.12 Provision to meet requirements for non-aggregate minerals, in particular building stone and clay, will depend on applications coming forward in acceptable locations, which will be considered against policy M5. Proposals for working other minerals are not currently expected but policy M5 provides a policy basis for considering any such applications.
- 7.13 Improvements to infrastructure, particularly roads and junctions, may be required in order that new quarries or extensions to existing quarries can be developed in a way that is locally acceptable. Appropriate financial contributions for such improvements will be sought from mineral developers and operators through legal agreement at the planning application stage. Provisions for obtaining developer contributions are changing with the introduction of the Community Infrastructure Levy, which will need to be taken into account in implementing the strategy.
- 7.14 The strategy depends on permitted mineral working sites, secondary and recycled aggregates production sites and aggregates rail depots being available to be worked or operate to their full extent or capacity. It also depends on potentially workable mineral resources being kept available throughout the plan period and not being sterilised by other development. This is also important for ensuring that mineral resources are potentially available for the longer term. Mineral safeguarding areas will be defined and identified; and mineral consultation areas will be drawn up to define areas wherein the District Councils must consult the County Council on applications for specified types of development. Delivery of this part of the strategy will require liaison with the District Councils.
- 7.15 The core policies have been developed to ensure the minerals strategy is delivered in an environmentally acceptable way, including by setting out criteria against which planning applications will be considered. These policies will be implemented by the County Council through the development management process.

### **Monitoring of the minerals strategy**

- 7.16 The Minerals Planning Strategy is based on current circumstances and currently available information, but it must be able to respond to changing circumstances and needs. The County Council as Mineral Planning Authority will monitor the effectiveness of the policies and proposals in delivering the vision and objectives of the strategy and the changing context within which the strategy is being used.
- 7.17 The Council will produce a Minerals and Waste Monitoring Report at least annually, in accordance with the Planning and Compulsory Purchase Act 2004 (as amended). These reports will include an assessment of:
- the extent to which the policies in minerals and waste plans are being achieved;
  - any changes needed where policies are not working or objectives are not being met; and

- progress on the preparation of minerals and waste plans.

Any relevant changes in government or other policy will be addressed through the monitoring reports.

- 7.18 The Council will continue to carry out regular monitoring of sales and reserves of aggregate minerals and of planning applications and decisions, as well as monitoring of mineral working sites. The Council will work with the minerals industry and with other mineral planning authorities, including through the South East Aggregates Working Party, in monitoring sales, distribution and reserves of aggregates and changes in patterns of supply, and in forecasting future demands.
- 7.19 The Council will also make use of monitoring and survey work undertaken by other agencies, such as the Environment Agency and Natural England, and of other work carried out within the Council such as for transport planning and biodiversity, to monitor change.
- 7.20 Observations recorded in the monitoring reports will feed into reviews of the Minerals Planning Strategy. It is intended that the strategy will be reviewed and rolled forward every five years. But monitoring may indicate a need for review of part or the whole of the strategy sooner. For example, if it becomes clear that the provision for minerals supply in the strategy is insufficient or excessive, or that sites are not coming forward as planning applications within strategy areas, an earlier review of the strategy may be required.
- 7.21 An implementation and monitoring framework for the minerals planning strategy will be included in the Minerals and Waste Annual Monitoring Reports. Indicators and targets will be developed to provide a consistent basis for monitoring the performance of the strategy's vision, objectives and policies for minerals development to 2030. The indicators will reflect the intent of the strategy objectives and the sustainability appraisal framework identified in the Sustainability Appraisal Report.
- 7.22 In the case of some of the core policies it will not be possible to set a specific target but it will still be possible to assess the effectiveness of these policies in relation to minerals development.
- 7.23 The results of monitoring against the implementation and monitoring framework will be reported in the monitoring reports.

### **Implementation of the waste strategy**

- 7.24 The waste planning strategy is a plan for where the facilities that will be needed to deal with waste in Oxfordshire should be located. It must be read and applied in conjunction with strategies that cover other aspects of waste management. Other strategies, including the Oxfordshire Joint Municipal Waste Management Strategy, have informed the proposals in the plan for how different wastes should be dealt with.

- 7.25 This plan sets targets for ways in which different wastes should be managed (by composting, recycling, treatment and landfill) but it does not attempt to dictate which particular technologies should be used within each type of management. Different technologies will be appropriate in different circumstances. This is largely a matter for the waste industry. Waste management technologies are likely to develop and change through the plan period.
- 7.26 The waste planning strategy addresses the government's aim of reducing the amount of waste produced in the estimates of waste growth. Other agencies and strategies are better able to lead on influencing behaviour patterns and financial issues relating to waste generation, such as the government's Waste Resources Action Programme (WRAP) and European Pathway to Zero Waste. Locally, the Oxfordshire Waste Partnership has produced a Waste Prevention Strategy 2010-2020.
- 7.27 Implementation of the Waste Planning Strategy will be achieved primarily through the determination of planning applications for waste facilities. In carrying out its responsibilities as waste planning authority for dealing with applications for waste development, the County Council will cooperate with the District Councils (the local planning authorities). Where the District Councils deal with proposals for development which have significant implications for the management of waste, the County Council should be consulted. The County Council will seek to work closely with local stakeholders, other statutory bodies and the waste industry, to provide appropriate advice, prior to the submission of applications.
- 7.28 The aim will be to ensure that development delivers the objectives of the Waste Planning Strategy. This will be done by taking due account of the policies and proposals in the strategy in pre-application discussions and when determining planning applications and by imposing appropriate planning conditions and, where necessary, negotiating legal agreements when permissions are granted.
- 7.29 The waste strategy aims to enable sufficient waste facility capacity to deal with the waste that is expected to be produced in Oxfordshire, including from new developments, and some waste from outside the county. The waste facilities and infrastructure that will be needed will be delivered through investment and development by the private sector.
- 7.30 In the case of facilities for municipal waste, this is likely mainly to be done under contract or partnership arrangements with the County or District Councils, as waste disposal and collection authorities. Implementation of the strategy will depend on proposals for sufficient facilities (particularly for composting, recycling and treatment of waste) in appropriate locations coming forward as planning applications in time to be available when they are required to enable waste management needs to be met.
- 7.31 The provision for additional waste management capacity that needs to be made over the plan period (policy W4) will be identified, monitored and

updated through the Minerals and Waste Annual Monitoring Reports. The waste planning strategy identifies the broad locations where the additional waste management facilities to meet this requirement should be located (policy W5) and sets out criteria for the siting of facilities (policy W6).

- 7.32 Possible sites for waste development have been put forward (nominated) to the County Council by waste operators and landowners; and a number of other possible sites have been identified during preparation of the plan. These potential sites have informed the generation of the options for provision of waste facilities, which have in turn led to the waste planning strategy.
- 7.33 For facilities that are needed in the short term, site availability is particularly important; preliminary work indicates that the strategy should be capable of being delivered. For longer term needs, other sites may be put forward or identified, but the number of site options already known indicates that needs should be capable of being met in accordance with the strategy. A preliminary assessment of sites will be prepared to check that the waste planning strategy is potentially capable of being delivered.
- 7.34 Some proposals for waste facilities may come forward in locations that are not identified in the plan. Government policy (PPS10) is that such applications should be considered favourably where they are consistent with planning policy. This may lead to more capacity for waste composting, recycling and treatment being permitted than has been estimated to be needed. But, except where it is clear this would lead to an unacceptable level of waste importation into Oxfordshire (contrary to policy W2) or there would be unacceptable impact, the provision of facilities that would help to increase the amount of waste diverted away from landfill should not be restricted.
- 7.35 In addition to the provision for additional waste facilities made in this plan, at the local community level smaller scale facilities can make an important contribution towards meeting targets for increased recycling and composting of waste. The local bottle banks and recycling bins already located in many communities provide tangible evidence of this. Opportunities may arise for further local facilities of this type to be provided and also for community composting sites, like the existing community facility at Coleshill.
- 7.36 Major development proposals, such as large housing schemes, may provide opportunities for waste management facilities to be provided as part of the infrastructure for the overall development. Such facilities could provide a local waste recycling site or a local source of heat and power generated from waste. This could help to deliver the provision proposed in policy W5 or could be additional provision in accordance with policy W6.
- 7.37 Improvements to infrastructure, particularly roads and junctions, may be required in order that new or expanded waste management facilities can be developed in a way that is locally acceptable. Appropriate financial contributions for such improvements will be sought from developers and waste operators through legal agreement at the planning application stage. Provisions for obtaining developer contributions are changing with the

introduction of the Community Infrastructure Levy, which will need to be taken into account in implementing the strategy.

- 7.38 The Government Review of Waste Policy in England 2011<sup>94</sup> refers to the principle that those most impacted by waste developments should benefit most, and says this should operate at all levels. The Review says this should be achieved through dialogue between communities, local authorities and waste operators and refers to industry protocols for providing community benefits in relation to infrastructure projects, as has been developed for wind generation. The provision of community benefits by developers could help in securing the timely delivery of the waste facilities that are needed in Oxfordshire. The County Council will work with communities and waste operators on the provision of community benefits in relation to waste development proposals where this is appropriate having regard to the nature, scale and potential impacts of the development.
- 7.39 The strategy depends on permitted permanent waste facility sites being available to operate to their full capacity throughout the plan period and not being prejudiced by other development. Existing and proposed permanent waste management sites will be safeguarded for waste use (policy W11). The District Councils should consult the County Council on applications for other development that would prevent or prejudice the use of a safeguarded site for waste management. Delivery of this part of the strategy will require liaison with the District Councils.
- 7.40 The core policies have been developed to ensure the waste strategy is delivered in an environmentally acceptable way, including by setting out criteria against which planning applications will be considered. These policies will be implemented by the County Council through the development management process.

### **Monitoring of the waste strategy**

- 7.41 The Waste Planning Strategy is based on current circumstances and currently available information, but it must be able to respond to changing circumstances and needs. Regular monitoring is necessary, both to identify the impact of changes and to check that the strategy is achieving its objectives and identify whether there is a need to adjust the strategy in order to achieve the desired outcomes.
- 7.42 The County Council as Waste Planning Authority will monitor the effectiveness of the policies and proposals in delivering the vision and objectives of the strategy; and the changing context within which the strategy is being used.

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<sup>94</sup> Government Review of Waste Policy in England 2011, Defra, June 2011



- 7.43 The Council will produce a Minerals and Waste Monitoring Report at least annually, in accordance with the Planning and Compulsory Purchase Act 2004 (as amended). These reports will include an assessment of:
- the extent to which the policies in minerals and waste plan are being achieved;
  - any changes needed where policies are not working or objectives are not being met; and
  - progress on the preparation of minerals and waste plan documents.
- Any relevant changes in government or other policy will be addressed through the monitoring reports.
- 7.44 The Council monitors the quantities of municipal waste produced and the ways in which it is managed, but is reliant on other agencies, in particular the Environment Agency, for data on other types of waste. The Council also monitors planning applications and decisions and the capacity available at waste facilities, as well as monitoring waste sites. The Council will work with the waste industry, the Environment Agency and with other waste planning authorities, including through the South East Waste Planning Advisory Group, in monitoring production and movements of waste and the ways in which it is managed and in forecasting future waste production and waste management requirements.
- 7.45 The Council will also make use of monitoring and survey work undertaken by and information available from other agencies, such as Defra, Environment Agency and Natural England, and on other work carried out within the Council such as for transport planning and biodiversity, to monitor change.
- 7.46 Observations recorded in the monitoring reports will feed into reviews of the Waste Planning Strategy. It is intended that the strategy will be reviewed and rolled forward every five years. But monitoring may indicate a need for review of part or the whole of the strategy sooner. For example, if it becomes clear that the provision for additional waste facilities in the strategy is insufficient, or that sites are not coming forward as planning applications within strategy locations, an earlier review of the strategy may be required.
- 7.47 An implementation and monitoring framework for the waste planning strategy will be included in the Minerals and Waste Annual Monitoring Reports. Indicators and targets will be developed to provide a consistent basis for monitoring the performance of the strategy's vision, objectives and policies for waste development to 2030. The indicators will reflect the intent of the strategy objectives and the sustainability appraisal framework identified in the Sustainability Appraisal Report.
- 7.48 In the case of some of the core policies it will not be possible to set a specific target but it will still be possible to assess the effectiveness of these policies in relation to waste development.
- 7.49 The results of monitoring against the implementation and monitoring framework will be reported in the monitoring reports.

## Appendix 1. Flood Vulnerability Classification and Flood Zone Compatibility

**Table A1: Minerals and Waste Flood Vulnerability Classification**

Development Type	Vulnerability Classification	Flood Zone Compatibility
Mineral or waste development requiring hazardous substances consent	Highly Vulnerable	Flood Zone 1 and 2
Landfill sites*	More Vulnerable	Flood Zone 1 and 2
Waste management facilities handling hazardous waste	More Vulnerable	Flood Zone 1 and 2
Minerals working and processing (except for sand and gravel working)	Less Vulnerable	Flood Zones 1, 2 and 3a
Sand and Gravel Workings	Water Compatible	Flood Zone 1, 2, 3a, 3b
Sand and Gravel processing sites (including grading and washing plant)	Less Vulnerable	Flood Zone 1, 2, and 3a
Sewage Treatment Plants	Less Vulnerable	Flood Zones 1, 2 and 3a
Waste recycling, composting and transfer uses (including recycling to produce recycled aggregate)	Less Vulnerable	Flood Zones 1, 2 and 3a
Secondary aggregate re-cycling (considered as minerals processing)	Less Vulnerable	Flood Zones 1, 2 and 3a
Waste treatment processes (including anaerobic digestion, mechanical biological treatment, incineration, gasification and pyrolysis).	Less Vulnerable	Flood Zones 1, 2, and 3a
Concrete block manufacture (considered as minerals processing)	Less Vulnerable	Flood Zones 1, 2 and 3a
Concrete batching plant (considered as minerals processing)	Less Vulnerable	Flood Zones 1, 2 and 3a

This table is developed from Tables 2 and .3 in Technical Guidance to the National Planning Policy Framework, March 2012.

Waste management categories are based on guidance in Planning for Sustainable Waste Management Companion Guide to PPS10 – page 31.

\* Inert waste imported for the restoration of sand and gravel workings not included where imported as part of a recovery operation (an increase in flood storage capacity is likely in these circumstances)

**Table A2. PPS25 Flood Risk Vulnerability and Flood Zone Compatibility**  
(Developed from Tables 2 and 3 in Technical Guidance to the National Planning Policy Framework, March 2012)

Minerals & Waste Development Type	Use Category	FLOOD ZONE			
		1	2	3a	3b
Any mineral or waste proposal which also requires hazardous substances consent	Highly Vulnerable	✓	Use only appropriate if Sequential Test is passed ↓ Use only appropriate if the Exception Test is passed ↓ ✓	* Use should not be permitted	* Use should not be permitted
Landfill sites or sites used for waste management facilities for hazardous waste	More Vulnerable	✓	Use only appropriate if Sequential Test is passed ↓ ✓	Use only appropriate if Sequential Test is passed ↓ Use only appropriate if the Exception Test is passed ↓ ✓	* Use should not be permitted
Waste management facilities (except landfill and hazardous waste), Minerals working and processing (except for sand and gravel workings)	Less Vulnerable	✓	Use only appropriate if Sequential Test is passed ↓ ✓	Use only appropriate if Sequential Test is passed ↓ ✓	* Use should not be permitted
Sand and gravel workings (that exclude processing operations)	Water Compatible	✓	Sequential Test suggested as means of prioritising sites at allocation stage  ✓	Sequential Test suggested as means of prioritising sites at allocation stage  ✓	Sequential Test suggested as means of prioritising sites at allocation stage  ✓

\*: Use should not be permitted      ↓: If passed proceed      ✓: Appropriate use

## Glossary

**Aggregates** – sand, gravel and crushed rock that is used in the construction industry to make things like concrete, mortar, asphalt and drainage material. For secondary or recycled aggregates, see below.

**Agricultural waste** – waste from a farm or market garden including pesticide containers, tyres and old machinery.

**Aftercare** – The management and treatment of land for a set period of time immediately following the completed restoration of a mineral working to ensure the land is returned to the required environmental standard.

**After-use** – The long term use that land formerly used for mineral workings is restored to, e.g. agriculture, forestry, nature conservation, recreation or public amenity such as country parks.

**Anaerobic Digestion Facility** – facility involving process where biodegradable material is encouraged to break down in the absence of oxygen, which changes the nature and volume of material and produces a gas which can be burnt to recover energy and digestate which may be suitable for use as a soil conditioner.

**Ancient Woodland** – woodland that has existed continuously since or pre -dates 1600. Before this date planting of new woodland was uncommon, so a wood present in 1600 was likely to have developed naturally. The ancient woodland inventory is a data source held and maintained by the Woodland Trust on the location and extent of ancient woodlands.

**Annual Monitoring Report (AMR)** – see Monitoring Report.

**Apportionment** – the allocation between minerals and waste authorities of an overall total amount of provision required for mineral production or waste management, for a particular period of time, e.g. as set out in the South East Plan.

**Area of Outstanding Natural Beauty (AONB)** – area with statutory national landscape designation, the primary purpose of which is to conserve and enhance natural beauty.

**Biodegradable waste** – materials that can be broken down by naturally-occurring micro-organisms, e.g. food, garden waste and paper.

**Biodiversity Action Plan (BAP)** – strategy prepared by the local planning authority together with nature conservation organisations aimed at protecting and enhancing the biological diversity.

**Biological Diversity / Biodiversity** – the variety of life including plants, animals and micro-organisms, ecosystems and ecological processes.

**Buffer zones** – areas drawn around settlements or properties in which mineral development is prohibited. The purpose of these zones is to protect settlements from

disruption caused by the working of minerals. They can also be used to prevent sterilisation of minerals resources by the encroachment of other developments.

**Climate change** – long-term changes in temperature, precipitation, wind and all other aspects of the earth's climate.

**Commercial and Industrial waste** – waste from factories or premises used for the purpose of trade or business, sport, recreation or entertainment.

**Composting** – the breakdown of organic matter aerobically (in presence of oxygen) into a stable material that can be used as a fertiliser or soil conditioner.

**Conservation Target Areas (CTAs)** – important areas for wildlife in Oxfordshire, where the main aim is to restore biodiversity at a landscape-scale through the maintenance, restoration and creation of Biodiversity Action Plan priority habitats.

**Construction, Demolition and Excavation waste** – waste arising from the building process comprising demolition and site clearance waste and builders' waste from the construction/demolition of buildings and infrastructure. Includes masonry, rubble and timber.

**Core Strategy** – sets out the long-term spatial vision for a local planning authority area and the strategic policies and proposals to deliver that vision.

**Crushed rock** – naturally occurring rock which is crushed into a series of required sizes to produce an aggregate.

**Designated Heritage Asset** – a World Heritage Site, Scheduled Monument, Listed Building, Registered Park and Garden, Registered Battlefield or Conservation Area designated as such under the relevant legislation.

**Development Plan Documents (DPDs)** – spatial planning documents that form part of a Local Plan or a Minerals and/or Waste Plan and are subject to independent examination. They have 'development plan' status. They can include Core Strategy and Site Allocations DPDs.

**Energy from Waste (EfW) Facility/Plant** – residual waste treatment facility where energy (heat and/or electricity) is recovered from waste; either from direct combustion of waste under controlled conditions at high temperatures; or from combustion of by-products derived from the waste treatment process such as biogas or refuse-derived fuel.

**Energy Recovery** – covers a number of established and emerging technologies, though most energy recovery is through incineration technologies. Many wastes are combustible, with relatively high calorific values – this energy can be recovered through processes such as incineration with electricity generation, gasification or pyrolysis.

**Environment Agency (EA)** – Government advisor and agency with statutory responsibilities to protect and improve the environment (including air, land and water).

**Extension to quarry** – extraction of minerals on land which is contiguous or non-contiguous with an existing quarry, where extracted material is moved to the existing quarry processing plant and access via means other than the highway (e.g. by conveyor or internal haul-road).

**Gasification** – A technology related to incineration where waste is heated in the presence of air to produce fuel rich gases.

**Greenfield site** – site previously unaffected by built development.

**Greenhouse gases** – gases such as methane and carbon dioxide that contribute to climate change.

**Green Infrastructure** – a network of strategically planned and managed natural and working landscapes and other open spaces that conserve ecosystem values and functions and provide associated benefits to human populations.

**Groundwater** – water held in water-bearing rocks, in pores and fissures underground.

**Habitats Regulations Assessment (HRA)** – an assessment of the likely impacts of the possible effects of a plan's policies on the integrity of European sites (including Special Areas of Conservation and Special Protection Areas), including possible effects 'in combination' with other plans, projects and programmes.

**Hazardous waste** – waste that may be hazardous to humans and that requires specific and separate provision for dealing with it. Categories are defined by regulations. Includes many "everyday" items such as electrical goods. Previously referred to as Special Waste.

**Household Waste Recycling Centres (HWRCs)** – place provided by the Waste Disposal Authority where members of the public can deliver household wastes for recycling or disposal (also known as Civic Amenity Sites).

**Heritage Asset** – A building, monument, site, place area or landscape positively identified as having a degree of significance meriting consideration in planning decisions. Heritage assets are the valued components of the historic environment. They include assets identified by the local planning authority during the process of decision-making or the plan-making process (including local listing).

**Household Waste** – waste from household collection rounds, street sweeping, litter collection, bulky waste collection, household waste recycling centres and bring or drop-off recycling schemes.

**Incineration** – burning of waste at high temperatures under controlled conditions. This results in a reduction in bulk and may involve energy reclamation. Produces a

burnt residue or 'bottom ash' whilst the chemical treatment of emissions from the burning of the waste produces smaller amounts of 'fly ash'.

**Independent Examination** – process whereby an independent Planning Inspector publicly examines a Development Plan Document for its soundness before issuing their report and recommendations to the planning authority.

**Inert waste** – waste that does not normally undergo any significant physical, chemical or biological change when deposited at a landfill site. It may include materials such as rock, concrete, brick, sand, soil or certain arisings from road building or maintenance. Most of the category “construction, demolition and excavation” waste is inert waste.

**Industrial waste** – wastes from any factory, transportation apparatus, scientific research, dredging, sewage and scrap metal.

**Intermediate Level Waste (ILW)** – radioactive wastes which exceed the upper activity boundaries for Low Level Waste but which do not need heat to be taken into account in the design of storage or disposal facilities.

**In-Vessel Composting Facility** – facility where the composting process takes place inside a vessel where conditions are controlled and optimised for the aerobic breakdown of materials.

**Landbank** – the reserve of unworked minerals for which planning permission has been granted, including non-working sites, expressed in tonnage or years.

**Landfill** – permanent disposal of waste into the ground by the filling of voids or by landraising.

**Landfill Allowance Trading Scheme (LATS)** – a government scheme to reduce the amount of biodegradable municipal waste sent to landfill, under which Waste Disposal Authorities are allocated annual allowances for the amounts of biodegradable municipal waste that may be landfilled; the allowances are tradeable between authorities.

**Landfill gas** – gas generated by the breakdown of biodegradable waste within landfill sites, consisting mainly of methane and carbon dioxide.

**Landfill tax** – Government tax on waste disposed of at landfill sites. Aims to encourage more sustainable waste management methods.

**Landraise or Landraising** – permanent disposal of waste material above ground, resulting in the raising of the ground level.

**Landscape character** – a distinct, recognisable and consistent pattern of elements, be it natural (e.g. soil and landform) and/or human (e.g. settlement and

development) in the landscape that makes one landscape different from another, rather than better or worse<sup>95</sup>.

**Local Development Framework (LDF)** – folder of local development documents prepared planning authorities, that sets out the spatial planning strategy for the area.

**Local Development Scheme** – the programme for the preparation of local development documents.

**Local Nature Reserve** – an area of particular wildlife interest declared by a local authority under Section 21 of the National Parks and Access to the Countryside Act 1949; usually managed by the local authority.

**Local Plan** – part of the statutory development plan that sets out policies on land use and development, prepared by planning authorities.

**Low Level Waste (LLW)** – radioactive waste having a radioactive content not exceeding four gigabecquerels per tonne (GBq/te) of alpha or 12 GBq/te of beta/gamma radioactivity, but not including radioactive materials that are acceptable for disposal with municipal and general commercial or industrial waste; includes soil, building rubble, metals and organic materials arising from both nuclear and non-nuclear sources; metals are mostly in the form of redundant equipment; organic materials are mainly in the form of paper towels, clothing and laboratory equipment that have been used in areas where radioactive materials are used, such as hospitals, research establishments and industry.

**Marine aggregates** – aggregates sourced by dredging from the sea bed.

**Marine-borne material** – sand and gravel that is taken from the sea bed and imported to land.

**Materials Recovery/Recycling Facility (MRF)** – facility where recyclable materials are sorted and separated from other wastes before being sent for reprocessing.

**Mechanical and Biological Treatment (MBT)** – residual waste treatment process involving the mechanical separation of recyclable materials followed by composting of the remaining material to produce a fuel or stabilised waste for landfilling.

**Mineral Consultation Areas** – areas of potential mineral resource wherein district planning authorities should consult the County Council on applications for development, to prevent mineral resources being lost ('sterilised').

**Mineral reserves** – Mineral deposits which have been investigated and are proven to be of economic importance due to the quality, quantity and nature of the deposit. Permitted reserves also have planning permission for extraction.

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<sup>95</sup> Natural England definition;

<http://www.naturalengland.org.uk/ourwork/landscape/englands/character/default.aspx>



**Mineral resource** – A potential source of a mineral without permission for extraction, where the deposit's nature, quality and quantity may not yet have been assessed.

**Mineral Safeguarding Areas** – areas of known mineral resource that are considered to be of sufficient economic or conservation value (such as building stones) to warrant protection for generations to come.

**Mineral Local Plan** – part of the statutory development plan that sets out the land use policies for minerals for the plan area, prepared by a minerals planning authority (unitary or county council).

**Minerals Planning Authority** – the planning authority responsible for planning control of minerals development.

**Minerals and Waste Development Framework (MWDF)** – folder of local development documents prepared by minerals and waste planning authorities that sets out the spatial planning strategy for minerals and waste planning for the area.

**Mitigation measures** – actions to prevent, avoid, or minimise the actual or potential adverse effects of a development, action, project, plan, or policy.

**Monitoring Report** – assesses the implementation of the Local Development Scheme and the extent to which policies in Local Development Documents are being achieved.

**Municipal waste/Municipal solid waste (MSW)** – waste that is collected by a waste collection authority. Mostly consists of household waste, but can also include waste from municipal parks and gardens, beach cleansing, waste resulting from clearance of fly-tipped materials and some commercial waste.

**National Planning Policy Framework** – Planning policy document (March 2012) for England issued by central Government which supersedes the majority of Planning Policy Statements, Planning Policy Guidance Notes, Minerals Policy Statements and Minerals Planning Guidance notes. Does not replace PPS 10.

**National Nature Reserve** – nationally important area of special nature conservation interest, designated by Natural England under Section 16 of the National Parks and Access to the Countryside Act 1949.

**Natural England** – the Government's advisor on the natural environment.

**Non-Hazardous Waste** – waste, which is neither inert nor hazardous, which is permitted to be disposed at a non-hazardous landfill; also referred to as non-inert waste.

**Non-inert waste** – waste that is potentially biodegradable or may undergo significant physical, chemical or biological change when deposited at a landfill site. Also referred to as “non-hazardous waste”.

**Nuclear Decommissioning Authority (NDA)** – a non-departmental public body with responsibility to deliver the decommissioning and clean-up of the UK's civil nuclear legacy.

**Permitted reserves** – mineral reserves with planning permission for extraction.

**Planning Policy Guidance (PPG)** – documents issued by Central Government setting out its national land use policies and guidance for England on different areas of planning. These were gradually being replaced by Planning Policy Statements.

**Planning Policy Statements (PPS)** – documents issued by Central Government to replace the existing Planning Policy Guidance in order to provide clearer and more focused policies for England on different areas of planning (with the removal of advice on practical implementation, which is better expressed as guidance rather than policy). Most were replaced by the National Planning Policy Framework (NPPF) in March 2012.

**Planning permission** – formal consent given by the planning authority to develop or use land.

**Primary aggregates** – naturally-occurring mineral deposits that are used for the first time as an aggregate.

**Pyrolysis** – a technology related to incineration where waste is heated in the absence of air to produce gas and liquid fuel plus solid waste.

**Recycled aggregates** – derived from reprocessing waste arising from construction and demolition activities (e.g. concrete, bricks and tiles), highway maintenance (e.g. asphalt plantings), excavation and utility operations. Examples include recycled concrete from construction and demolition waste material, spent rail ballast and recycled asphalt.

**Recycling** – the recovery of waste materials for use as or conversion into other products (including composting but excluding energy recovery).

**Recovery** – obtaining value from waste through one of the following means:

- Recycling;
- Composting;
- Other forms of material recovery (such as anaerobic digestion);
- Energy recovery (combustion with direct or indirect use of the energy produced, manufacture of refuse derived fuel, gasification, pyrolysis or other technologies).

**Residual waste** – the waste remaining after materials have been recovered from a waste stream by re-use, recycling, composting or some other material recovery process (such as anaerobic digestion).

**Residual Waste Treatment Facility** – facility for processing waste which has not been re-used, recycled or composted in order to recover resources and minimise the amount of waste that needs to be disposed by landfill; the two most common forms

of residual waste treatment are energy from waste and mechanical and biological treatment.

**Resource Park** – a site comprising a number of different waste recovery, treatment and reprocessing facilities which enables synergy between those facilities to be realised through common location.

**Restoration** – methods by which the land is returned to a condition suitable for an agreed after-use following the completion of minerals or waste operations.

**Re-use** – the repeat utilisation of an item/material for its original (or other) purpose.

**Screening report** – in Habitats Regulations Assessment, the first stage of the assessment process to determine whether there will be possible effects of a plan's policies on the integrity of European sites.

**Secondary Aggregates** – usually the by-products of other industrial processes, e.g. blast furnace slag, steel slag, pulverised-fuel ash (PFA), incinerator bottom ash, furnace bottom ash, recycled glass, slate waste, china clay sand and colliery spoil.

**Sensitive Receptor** – the aspects of the environment likely to be significantly affected by the development, including in particular population, fauna, flora, soil, water, air, climatic factors, material assets, including the architectural and archaeological heritage, landscape and the inter-relationship between these factors<sup>96</sup>.

**Sewage Sludge or Sludge** – the semi-solid or liquid residue removed during the treatment of wastewater.

**Site of Special Scientific Interest** – site notified by Natural England under Section 25 of the Wildlife and Countryside Act 1981 as having special wildlife or geological features worthy of protection.

**Sludge Treatment Centre** – facility at a sewage treatment plant where sludge removed from waste water (sewage) is subject to a treatment process to enable it to be recovered and/or disposed.

**Soundness** – in accordance with national planning policy, local development documents must be 'soundly' based in terms of their content and the process by which they were produced. They must also be based upon a robust, credible evidence base. There are four tests of soundness in the National Planning Policy Framework.

**South East Aggregates Working Party (SEEAWP)** – a non-executive technical group covering the South East of England with the role of advising government (the Department for Communities and Local Government), Mineral Planning Authorities and industry on aggregates, including helping mineral planning authorities fulfil the duty to cooperate on strategic mineral planning issues, comprising officers of the

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<sup>96</sup> Definition in EIA regulations

mineral planning authorities, representatives of the minerals industry and government representatives .

**South East Waste Planning Advisory Group (SEWPAG)** – a non-executive technical group comprising the waste planning authorities of South East England and representatives of the Environment Agency, the waste industry and the environmental sector which provides advice to help waste planning authorities fulfil the duty to cooperate on strategic waste planning issues.

**South East Plan** – the Regional Spatial Strategy for the South East region, prepared by the former South East England Regional Assembly and approved by the Secretary of State in May 2009.

**Special Area of Conservation** – site of international importance for nature conservation, designated under the EU Habitats Directive.

**Special Protection Area (SPA)** – designation of international importance for nature conservation made under the EU Birds Directive to conserve the best examples of the habitats of certain threatened species of birds.

**Statement of Community Involvement** – document which outlines the standards and approach that the County Council will undertake in engaging stakeholders and the local community in producing minerals and waste plans and in considering planning applications.

**Statutory consultee** – Organisations with which the local planning authority must, by regulation, consult on the preparation of its land use plan or in determining a planning application. For land use plans, this always includes the Environment Agency, Natural England and English Heritage.

**Sterilisation** – this occurs when developments such as housing, roads or industrial parks are built over mineral resources, preventing their possible future extraction.

**Strategic Environmental Assessment (SEA)** – an environmental assessment of certain plans and programmes, including those in the field of planning and land use, which complies with the EU Directive 2001/42/EC; it involves the preparation of an environmental report, carrying out of consultation, taking into account of the environmental report and the results of the consultation in decision making, provision of information when the plan or programme is adopted and showing that the results of the environment assessment have been taken into account.

**Structure Plan** – framework of strategic planning policies, produced by the County Council. The Oxfordshire Structure Plan was largely replaced as a statutory planning document by the South East Plan in May 2009.

**Sustainable Development / Sustainability** – development that meets the needs of the present without comprising the ability of the future generations to meet their own needs, by taking into consideration long-term social, economic and environmental impacts.

**Sustainable Community Strategy** – statutory strategy for promoting the economic, social and environmental well-being of the area. Prepared through partnership working between statutory sector providers, the community and voluntary sector, businesses, residents and the local authorities.

**Sustainability Appraisal** – an appraisal of the economic, environmental, and social effects of a plan from the outset of the preparation process to allow decisions to be made that accord with the principles of sustainable development and to check policies against sustainability objectives. The scoping report of a sustainability appraisal seeks the agreement of statutory consultees and the competent authority on the intended range of issues to be covered in the assessment. The Planning and Compulsory Purchase Act 2004 requires a sustainability appraisal to be undertaken of all development plan documents.

**Thermal Treatment** – generic term encompassing incineration, gasification and pyrolysis.

**Transfer Station** – a bulk collection point for waste prior to its onward transport to another facility for treatment or disposal.

**Very Low Level Waste (VLLW)** – radioactive waste with very low concentrations of radioactivity, arising from both nuclear and non-nuclear sources, which because it contains little total radioactivity can be safely treated by various means, including disposal with municipal and general commercial and industrial waste at landfill sites. Formal definition:

(a) **in the case of low volumes ('dustbin loads') of VLLW** "Radioactive waste which can be safely disposed of to an unspecified destination with municipal, commercial or industrial waste ("dustbin" disposal), each 0.1m<sup>3</sup> of waste containing less than 400 kilobecquerels (kBq) of total activity or single items containing less than 40 kBq of total activity. For wastes containing carbon-14 or hydrogen-3 (tritium):

- in each 0.1m<sup>3</sup>, the activity limit is 4,000 kBq for carbon-14 and hydrogen-3 (tritium) taken together; and
- for any single item, the activity limit is 400 kBq for carbon-14 and hydrogen-3 (tritium) taken together.

Controls on disposal of this material, after removal from the premises where the wastes arose, are not necessary."

(b) **in the case of high volumes of VLLW** "Radioactive waste with maximum concentrations of four megabecquerels per tonne (MBq/te) of total activity which can be disposed of to specified landfill sites. For waste containing hydrogen-3 (tritium), the concentration limit for tritium is 40MBq/te. Controls on disposal of this material, after removal from the premises where the wastes arose, will be necessary in a manner specified by the environmental regulators".

**Voidspace** — volume within landfill (including landraising) sites that is permitted and/or available to receive waste.

**Waste Collection Authority** – local authority that has a duty to collect household waste, usually district or unitary authorities.

**Waste Disposal Authority** – local authority responsible for managing the waste collected by the collection authorities, and the provision of household waste recycling centres, usually county or unitary councils.

**Waste Planning Authority** – local planning authority responsible for planning control of waste management and disposal, usually county or unitary councils.

**Waste Local Plan** – part of the statutory development plan that sets out the land-use policies for waste for the plan area, prepared by a waste planning authority (unitary or county council).

**Waste water** – the water and solids from a community that flow to a sewage treatment plant operated by a water company.

**Waste and Resources Action Programme (WRAP)** – a government body which helps to develop markets for material resources that would otherwise have become waste, provides advisory services and helps influence public behaviour through national level communication programmes.

## Abbreviations

AMR	Annual Monitoring Report
AD	Anaerobic Digestion
AONB	Area of Outstanding Natural Beauty
BAP	Biodiversity Action Plan
CDE	Construction, demolition and excavation waste
C&I	Commercial and industrial waste
CTA	Conservation Target Area
DPD	Development Plan Document
EA	Environment Agency
EfW	Energy from Waste facility
EIA	Environmental Impact Assessment
HRA	Habitats Regulations Assessment
HWRC	Household Waste Recycling Centre
ILW	Intermediate Level Waste
IVC	In-vessel composting facility
LATS	Landfill Allowance Trading Scheme
LDF	Local Development Framework
LLW	Low level waste
LNR	Local Nature Reserve
LTP	Local Transport Plan
MBT	Mechanical and Biological Treatment
MPA	Minerals Planning Authority
MPS	Minerals Policy Statement
MRF	Materials Recycling/Recovery Facility
MSW	Municipal Solid Waste
MWDF	Minerals and Waste Development Framework
NDA	Nuclear Decommissioning Authority
NHW	Non Hazardous Waste

PPG	Planning Policy Guidance
PPS	Planning Policy Statement
RSS	Regional Spatial Strategy
SA	Sustainability Appraisal
SAC	Special Area of Conservation
SEA	Strategic Environmental Assessment
SEEAWP	South East Aggregates Working Party
SEWPAG	South East Waste Planning Advisory Group
SSSI	Site of Special Scientific Interest
SPA	Special Protection Area
SPD	Supplementary Planning Document
VLLW	Very low level waste
WCA	Waste Collection Authority
WDA	Waste Disposal Authority
WPA	Waste Planning Authority
WRAP	Waste and Resources Action Programme

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Division(s): NA
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## CABINET – 28 JANUARY 2014

### BUSINESS MANAGEMENT AND MONITORING REPORT QUARTER 2 2013-14

Report by Head of Policy, Maggie Scott

#### Introduction

1. This paper provides details of performance for quarter two for the Cabinet to consider. Performance dashboards are included at **Annex 1** for information and discussion.
2. The Performance Scrutiny Committee is able to explore the performance of all Council services and met on 9<sup>th</sup> January 2014 to consider this report and annex. Following in depth discussion with directors about the current performance the Committee noted that, across all three Directorates, resources are stretched due to an increase in demand, which is not mirrored by funding streams, and is threatening the future performance of the Council. The committee wished to highlight this concern to Cabinet.

#### Summary of Performance

3. Overall, Oxfordshire County Council is achieving well against the full suite of performance measures. Performance rated green indicates that the target is being achieved or exceeded. A target is rated red if the level of performance is not achieved and significantly below that expected and amber if performance is within an acceptable range. There are many indicators where performance is rated red or amber, but the direction of travel shows an improving trend. This offers an encouraging sign that performance can be expected to move into the green rating over subsequent quarters.
4. Whilst we acknowledge performance achievements, it is important to focus effort to improve those areas where performance does not meet expectations. To this end, several issues are escalated for consideration. These issues reflect areas of performance that are below the expected level or significantly worsening and are of most significance to effective service delivery.

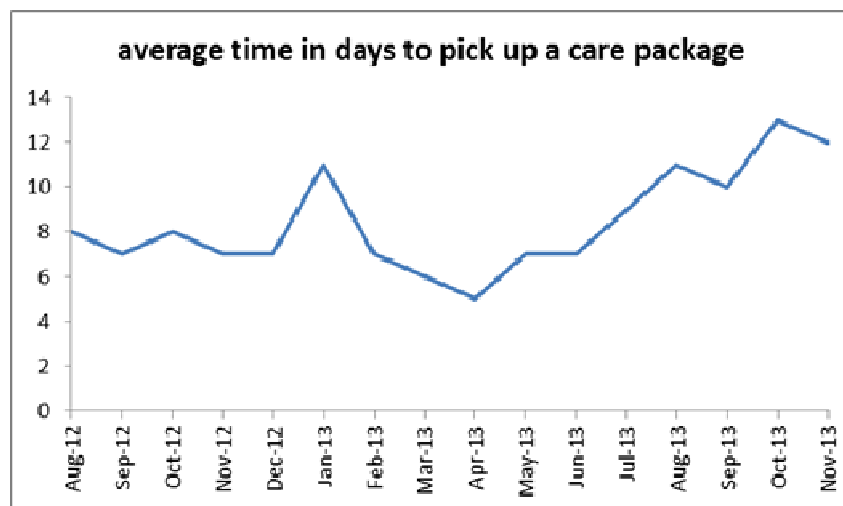
## Exploring Escalated Issues

### Adult Social Care

5. Adult Social Care is monitored nationally through the Adult Social Care Outcome Framework and Oxfordshire's performance is good, with 60% of measures performing above the national average. The framework includes the results of a national survey, which shows 93.7% of social care service users in Oxfordshire say they are satisfied with the service they receive. There are three measures where performance is in the bottom quartile nationally. These relate to delayed transfers of care and reablement. The issues raised in this report reflect areas of concern from the national framework, alongside issues raised locally through audits, feedback from service users, staff, providers, other professionals and potential financial risks that are seen as priorities for improvement.
6. Whilst these areas are not new to Cabinet, there are some considerable concerns around current performance levels in the reablement service, growing waiting lists, delayed transfers of care and increasing numbers of care home places. These issues are interdependent and appear to centre around two key principles:
  - the demand for services is growing more than expected;  
*and*
  - the supply of care is not able to meet the growth in demand.

The overall impact of this is that it is harder to provide clients with an appropriate care package and the average time taken for a provider to pick up a care package has increased (see *Table 1*).

**Table 1: Average time in days to pick up a care package**



The capacity issues of suppliers mean that more agencies have to be contacted before a provider will pick up a case and more expensive providers are being used in order to provide the required level of care. This creates both a service delivery and financial risk (See *Annex 2*). The current hot spots where care is difficult to source include Bicester, West Oxfordshire, Kidlington and Yarnton. It appears that the capacity issues of suppliers are largely

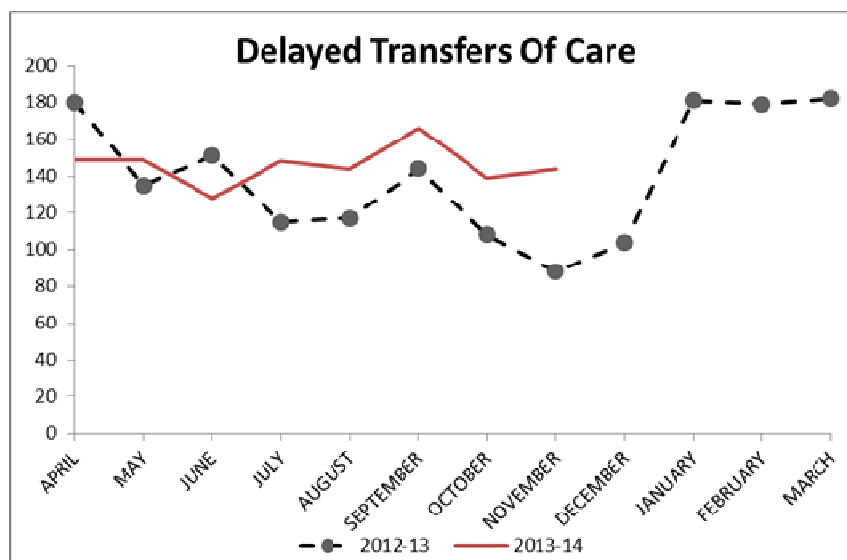
caused by difficulty recruiting staff and low rates of pay, in an area of relatively high employment.

Currently the **reablement** service provider is unable to pick up new reablement cases. This is partly because they are continuing to care for clients who are awaiting the start of longer term home care, as a result of the capacity issues already described. The reablement service's ability to pick up cases is also compromised by their inability to provide the required staffing levels, as more clients require a greater level of care than the provider modelled for when they bid for the contract. This leads to some concerns about the effectiveness of the reablement contract. Director level meetings are being held to review and improve the future arrangements of the contract.

Currently there is a **waiting list for assessments**, which grew in the quarter. Occupational therapy staff are being recruited to alleviate the immediate assessment delays and a process redesign is being carried out to create a medium term solution.

The difficulties in sourcing either reablement or long term care is further impacting on our performance in relation to **delayed transfers of care** (see *Table 2*), which have remained stable in the quarter. Actions taken to address delayed transfers of care are managed by the multi-agency Chief Operating Officers Group. On Thursday 5 December the Health and Overview Scrutiny Committee (HOSC) led a detailed review of local Delayed Transfers of Care; challenging social care and health services commissioners and providers over their plans to improve performance. The committee focused particularly on understanding the data and impact of delays on outcomes. It should be noted that since the end of quarter 2 the numbers of delayed transfers have improved. Numbers for the week of 17 November were reported to HOSC as 129 that represents a noticeable improvement.

**Table 2: Delayed Transfers of Care**

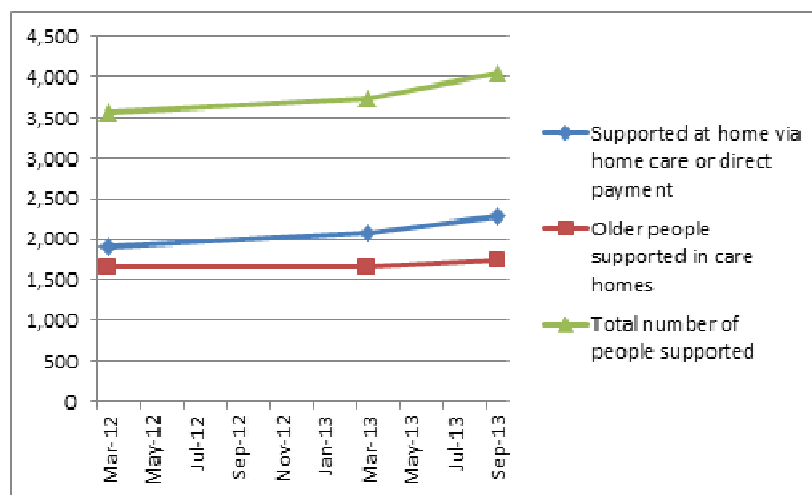


Most people who are admitted to a care home, come from hospital. We are concerned that the longer people are delayed the more likely they are to require more support. We want all people where possible to have the chance

to return home and have rehabilitation services including reablement. At the midway point of the year there have already been 311 admissions against a target of no more than 400. The work to reduce delayed transfers of care will take into account this impact on care home placements.

The increase in demand for care home placements and the general increase in demand for social care (*illustrated in Table 3*) creates a significant financial pressure for the Council, which has been reported through the financial monitoring process.

**Table 3: Number of Older People Receiving Care**



The impact of the additional activity to the end of September is estimated to be in the region of £2.5m for 2013-14 and £5m (*Item 4 in Table 4*) for 2014-15. It is important to note that we would anticipate having to meet costs for this group up to 2017/18 based on estimated attrition rates.

**Table 4: Older People: £10m in 2014/15 reducing to £4.9m by 2017/18**

Pressure	2014-15	2015-16	2016-17	2017-18	Total
	£m	£m	£m	£m	£m
1) Non delivery of existing savings – due to increased demand	5.6	-0.7	0.5		5.4
2) Estimated underspends	-3.1				-3.1
3) Discharge to Assess and appropriate discharge pathways	1.6				1.6
4) Continuing cost of additional placements in 2013/14	5.0	-1.7	-1.6	-1.6	0.1
5) Equipment	0.9				0.9
<b>TOTAL</b>	<b>10.0</b>	<b>-2.4</b>	<b>-1.1</b>	<b>-1.6</b>	<b>4.9</b>

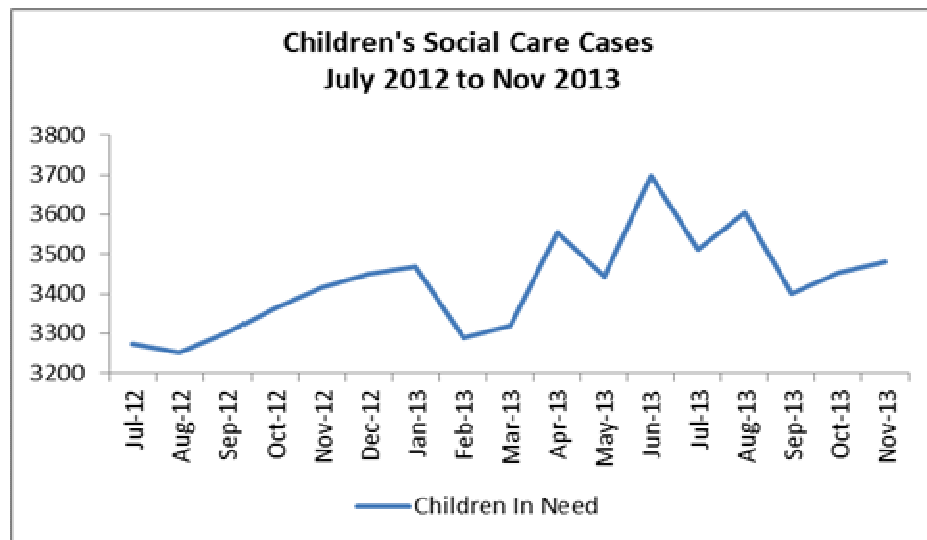
The council is producing a market position statement to help realign the demand and supply of care and ensure that the right care is available. The statement will begin to shape the market, by signalling our commissioning intentions for social care. The home support element is due for publication in December 2013 and the care home element in March 2014.

## Children, Education & Families

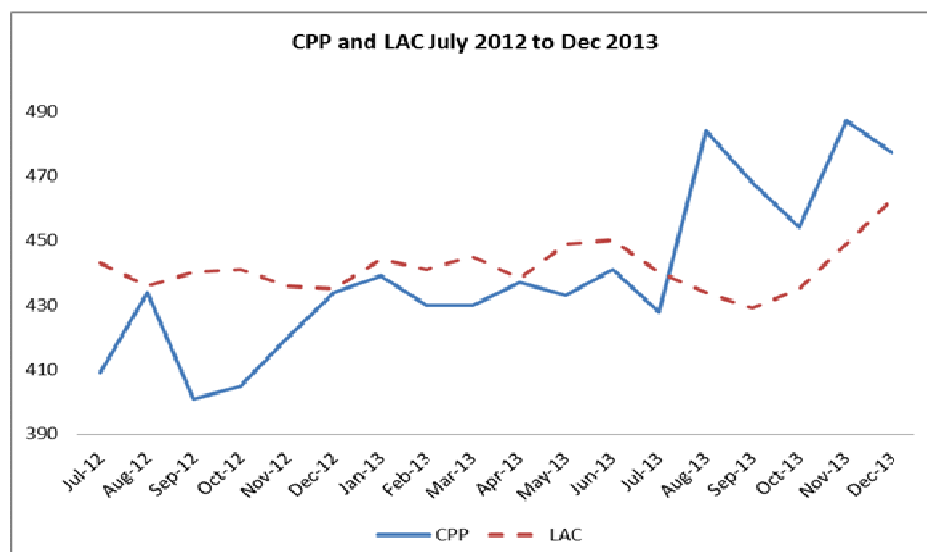
### 7. Activity Levels

This quarter the key performance issues continue to be around the high level of activity within children's social care (see Table 5 & 6). There is also a continued high number of referrals, especially those which result in no further social care action (see *Annex 1 – Auxiliary Table : Referrals to Children's Social Care*).

**Table 5: Number of Open Cases**



**Table 6: Numbers of Looked After Children and Children on a Child Protection Plan**



The high level of activity is having an impact on the timeliness of some of our work, such as the proportion of child protection reviews completed on time. The number of social work visits to children on plans completed on time has continued to improve but is still below the target level. The directorate has initiated a policy to escalate late visits to the directorate leadership team. Increased activity levels and appropriate case management are being actively managed within the directorate with additional recruitment, including a principal social worker to enable an independent challenge process to be put in place. The development of the integrated pathway between social care and early intervention also continues to provide an improving step up and step down service.

8. *Keeping Children Safe*

The number of children placed out of county presents a challenge to the way in which we keep children safe. Placement issues are managed by service teams through improved monitoring of risky behaviours by out of county children (e.g. reporting when they go missing) and development of a placement strategy to ensure more children can be placed within the county in appropriate settings.

9. *Raising Attainment*

There are some areas of educational attainment which are highlighted as performance issues, particularly around the number of primary schools below the floor standard, the achievement of vulnerable learners, such as those that are in care and the level of permanent exclusions. The service is working more closely with schools, through the attendance and behaviour strategies, to ensure that schools are more effective in challenging absence, including exclusions. These issues are subject to exploration by the Education Scrutiny Committee who have set up a working party specifically to examine issues with educational attainment.

## **Economy and Environment**

10. *Highways Defects*

The improvement in performance against highway defect repair targets has continued and programme delivery has remained good. Defects reported in the quarter are 16% higher than the same period last year. There have been 1648 more defects reported yet we continue to achieve over and above the target requirements for repairs.

11. *Strategy and Infrastructure Planning*

Pressure on the Infrastructure Development team continues to be high due to the increase in number of strategic planning applications where detailed negotiations are required. The implication of these applications not being responded to effectively is that the county council's infrastructure requirements cannot be met. Barton, West Witney and Grove Airfield development are strategic sites with major infrastructure needs; all of which require investment and present pressures from the developer in terms of affordability. This has created a high level of demand on staff resources to progress. Our performance responding to major planning applications from District Council's has been affected by staffing pressures and an increase in

planning applications received. The directorate are reviewing the need for additional resources to help resolve the issue.

12. *Customer Service Centre*

Last quarter actions were put in place to improve the performance of processing blue badge applications. These have proved effective and are being continued to allow target performance levels to be achieved in quarter three.

**RECOMMENDATION**

13. **The Cabinet is RECOMMENDED to note and discuss the performance reported in the dashboards and to note the concerns of the Performance Scrutiny Committee that, across all three Directorates, resources are stretched due to an increase in demand, which is not mirrored by funding streams, and is threatening the future performance of the Council.**

Maggie Scott  
Head of Policy

Contact Officer: Claire Phillips, Senior Policy and Performance Officer x3967  
10<sup>th</sup> January 2014



## Annex 1: Performance Dashboards

### SOCIAL AND COMMUNITY SERVICES

		Target	March Benchmark	Q2	On Target	Direction of travel	Lead Officer	Notes
<b>Reablement Service</b>								
1	Ensure all people wait no more than 5 days for their reablement service to start	100%	n/a	55%	R	↑	Sara Livadeas	Marginal improvement. Significantly below target
2	The number of people accessing reablement target to be set	9 per day 3250 pa	6 per day 2197 pa	7.3 per day	R	↓	Sara Livadeas	Improvement to the end of June which has now stopped.
3	Increase the proportion of people completing the reablement service will have been sufficiently supported so they need no on-going care	55%	50%	52%	R	↑	Sara Livadeas	Improvement in the year. Monthly fluctuations
<b>Waiting lists</b>								
4	Reduce the number of people not receiving a service who are waiting for more than 28 days for an assessment from 390 in March to zero from the end of June	0	390	339	A	↓	Lucy Butler	Increase in each of the last three months. People mainly waiting for an OT, but over 90 waiting for a social worker at present.
5	Ensure the number of people waiting more than 28 days from assessment to receipt of services does not increase in the year (baseline 35)	35	35	19	G	↓	Lucy Butler	See below
5a	Older People waiting for a care home waiting more than 28 days	31	31	0	G	↑	Lucy Butler	
5b	Older People waiting for a care package waiting more than 28 days	3	3	6	R	↓	Lucy Butler	Delays rising as it is harder to source care.
5c	Adults aged 18-64 with a physical disability waiting more than 28 days	1	1	13	R	↓	Lucy Butler	All waiting funding
6	Reduce the average time for an agency to start care from referral to start for packages in the community	10	10	10	A	↓	Sarah Livadeas	Delays rising as it is harder to source care.
<b>Personalisation</b>								
7	Ensure that at least 75% of eligible people remain on Self-Directed Support by April 2014	75%	71%	75%	G	↑	Lucy Butler	End of year target met
8	Increase the proportion of people using social care who receive self-directed support, and those receiving direct payments	1350 people receiving a direct payment	1235	1313	G	↑	Lucy Butler	30 additional clients needed per quarter so September target 1295
9	% of service users who have had a review in the last 12 months	75%	73%	75%	G	↓	Lucy Butler	March baseline 73%.
<b>Delayed transfers of Care</b>								
10	Reduce delayed transfers of care by the end of March 2014.	Outside bottom quartile	182	149 *see note	R	↑	John Jackson	<b>*Note – Performance for week of 17 November = 129 representing an improvement in early Q3</b> Delays increased in quarter, Figure is higher than the same time last year (144)
10a	Reduce delayed transfers that are the responsibility of social care to 23 by the end of March 2014.	-	60	44	R	↑	John Jackson	Figures remain stable and marginally below this time last year (49)
10b	Reduce delayed transfers that are the responsibility of both social care and both (social care & health) to zero by the end of March 2014.	-	30	23	R	↔	John Jackson	Figures have dropped but remain above this time last year (14)
<b>Care Home Placements</b>								
11	Place no more than 400 people in a care home in the year commencing October 2012	400	582	311	R	↔	John Jackson	311 admissions against a 6 month target of 200.
12	Increase the number of older people supported in the community with a personal budget for long term care	2410	2122	2266	G	↓	John Jackson	Target is 72 new cases per quarter. Therefore 2266 target for end of September. Slowdown in August and September as it is harder to place people.
<b>Carers Services</b>								
13	Increase the number of carers known and supported	15265	13877	14656	G	↔	Sara Livadeas	Baseline = 13877, Target is for a 10% increase which equates to 350 new carers a quarter. September target is therefore 14577
14	Increase the number of carers accessing emergency support	2800	2564	2983	G	↔	Sara Livadeas	Year-end target exceeded
15	Increase the number of carer's breaks jointly funded and accessed via GPs	880	881	633	G	↓	Sara Livadeas	Baseline 880 people received a one-off direct payment from GPs last year.
16	Increase the number of carers offered a Direct Payment	1900	1883	1156	G	↑	Sara Livadeas	Target for September = 950
<b>Contract Monitoring</b>								
17	All contracts monitored at least once a year	100%	n/a	94%	G	↔	Sara Livadeas	251 contracts monitored in the first 6 months. On target to be complete in the year
<b>Safeguarding</b>								
18	Total safeguarding alerts	Monitor only	2284	1633	n/a	↑	Lucy Butler	Significant increase in activity compared to last year.
19	Alerts on people aged 65+	Monitor only	1448	1110	n/a	↑	Lucy Butler	Significant increase in activity compared to last year.
20	Alerts on people aged 18-64	Monitor only	836	523	n/a	↑	Lucy Butler	Significant increase in activity compared to last year.
<b>Financial Performance</b>								
		Target	Based on position at end of Oct 2013 – Reported to Cabinet on 17 Dec 2013		On Target	Direction of travel	Lead Officer	Notes
21	Forecast/actual expenditure for Adult Social Care and Joint Commissioning is in line with the latest agreed budget	< 2.0% of net budget	+£3.340m or +1.8%		Yes	Overspend has reduced since Q1	John Dixon	Overspends on the Older People, Equipment and Learning Disabilities Pooled Budgets. Forecast underspend on the Physical Disability Pooled Budget and Joint Commissioning.
22	Forecast/actual expenditure Fire and Rescue and Community Safety is in line with the latest agreed budget	<2.0% of net budget	+£0.04m or 0.0%		Yes	Underspend has reduced since Q1	David Etheridge	
23	Forecast Pooled Budget Reserves as at 31 March 2014	-		3.202m	-	↓	John Jackson	Funding received from the Department of Health for Winter Pressures.
24	Other directorate reserves (forecast as at 31 March 2014)	-		0.698m	-	↓	John Jackson	Fire Control and other Fire & Rescue and Community Safety Reserves are forecast to reduce by £0.355m by 31 March 2014.
25	Number of 2013/14 budget virements requested requiring Council approval as they are a change in policy	-	1	-	n/a		John Jackson	Virements transferring further expenditure and income budgets to the Older People Pooled Budget were agreed by Council on 9 July 2013.
26	Planned savings for 2013/14 assumed in the MTFP are expected to be achieved	100% achieved		83.4%	No	increased from 67.7% for Q1	John Jackson	The on-going effect of pressures on the Older People's Pooled Budget is being considered as part of the 2014/15 S&RP process.

CHILDREN EDUCATION AND FAMILIES

		Target	March Benchmark	Q2	On Target	Direction of travel	Lead Officer	Notes
Keeping Children Safe								
1	Number of referrals to children's social care (broken down by referring agency)	Data reported in Table 1.						
2	% of referrals to children's social care that result in no further social care action (broken down by referring agency)							
3	% of Child Protection reviews completed on time	>98%	96.3%	95%	A	↓	John Dixon	
4	% of visits to children on child protection plans completed in line with the plan and within the Council's 28 day standard	90%	64.6%	89%	A	↑	John Dixon	Significant improvements due to closer monitoring of late visits and management escalation process
5	% of children starting a plan who have previously been on a plan	<15%	4.7%	16%	A	↑	John Dixon	
6	% of Looked after reviews completed on time	>90.5%	83.5%	95%	G	↑	John Dixon	
7	% of visits to looked after children completed in line with the plan and within the Council's 90 day standard	90%	76.2%	95%	G	↑	John Dixon	Significant improvements due to closer monitoring of late visits and management escalation process
8	% of cases without an allocated social worker (CP Plans)	0%	1.4%	0%	G	↔	John Dixon	Monitored daily
9	% of cases without an allocated social worker (Looked after)	0%	2.90%	0%	G	↔	John Dixon	Monitored daily
10	Short term looked after placement stability (less than 3 moves in a year)	<8%	0%	4%	G	↔	John Dixon	
11	Long term looked after placement stability (same for 2.5 years)	73%	72.3%	70%	R	↓	John Dixon	
12	Per cent of looked after children who have had a change in social worker	No target	n/a	34%	-	↓	John Dixon	New measure not monitored before.
13	Number of children adopted as a per cent of all children who ceased to be looked after	14%	14.4%	16%	G	↑	John Dixon	Numbers of children currently placed for adoption will allow year-end target to be reached
14	The number of children who go missing from home	>12.2%	n/a	11%	G	↓	Jim Leivers	
15	The number of children placed out of county and not in neighbouring authorities	50	48	51	A	↔	John Dixon	To be addressed by placement strategy.
Raising Attainment								
16	% children attending primary schools judged good or outstanding by Ofsted	70%	59%	72%	G	↑	Frances Craven	
17	% children attending secondary schools judged good or outstanding by Ofsted	75%	65%	84%	G	↔	Frances Craven	
18	Number of schools judged inadequate by Ofsted	8	11	10	A	↑	Frances Craven	
Narrowing the Gap								
19	Primary school persistent absence rate	2.57%	3.0%	2.9%*	A	↑	Frances Craven	Performance below challenging target but Oxfordshire performs slightly better than the national average for this measure hence the indicator has been rated Amber..
20	Secondary school persistent absence rate	7.2%	8.0%	6.4%*	A	↓	Frances Craven	Provisional data. The interim comparative data indicates that persistent absence rates for Oxfordshire secondary schools is above the national average, therefore indicator has been rated Amber.
21	Overall Permanent exclusions	39	30 10/11 ac yr	44*	R	↓	Frances Craven	
22	Overall Fixed Term exclusions	<3200	3870 10/11 ac yr	2985	G	↓	Frances Craven	83% of fixed term exclusions are in secondary schools. Performance issues to be addressed by the behaviour strategy.
23	Proportion of young people Not in Education, Employment or Training (NEET)	5%	5.4%	7.4%	A	↓	Frances Craven	Q2 increase is a seasonal pattern expected at this point of the year. Figure will reduce significantly once confirmation of pupil enrolment in sixth forms and colleges is received and is lower than in the corresponding month last year.
24	Proportion of young people whose NEET status is 'not known'	5%	33%	64%	R	↓	Frances Craven	
25	Reducing rate of first time entrants to criminal justice per 100,000 10-17 year olds	260 (rate) 421 (no.)	32.0 (rate) (no.) 198	N/A	N/A	-	Frances Craven	Data not currently available due to issues with case management system.
26	Free school mean pupils persistent absence rate (Primary)	6.1%	6.8%	n/a	N/A	-	Frances Craven	
27	Free school mean pupils persistent absence rate (Secondary)	9.1%	11.1%	n/a	N/A	-	Frances Craven	
28	School Action Plus pupils persistent absence rate (Primary)	9.9%	10.8%	n/a	N/A	-	Frances Craven	
29	Looked after children overall absence rate	3%	4.6% 11/12	4.4%	A	↑	Frances Craven	Although this indicator is over target it still represents a slight increase from 2011/12. Attendance of all Looked After Children is monitored daily and escalation of episodes is closely monitored.
30	Looked after children persistent absence rate	Remain <5%	<5%	4.7%	G	↓	Frances Craven	
31	Looked after children permanent exclusions	0	0	0	G	↔	Frances Craven	
Financial Performance								
		Target	Based on position at end of Oct 2013 – Reported to Cabinet on 17 Dec 2013		On Target	Direction of travel	Lead Officer	Notes
33	Forecast/actual expenditure for Education & Early Intervention is in line with the latest agreed budget	< 2.0% of net budget	-£0.901m or -1.7%		Yes	Underspend has increased since Q1	Frances Craven	Includes an overspend of +£0.5m on Home to School Transport which may increase by year end.
34	Forecast/actual expenditure for Children's Social Care is in line with the latest agreed budget	<2.0% of net budget	+£1.595m or +3.4%		No	Overspend has reduced since Q1	Lucy Butler	Reflects an increase in the number of support days along with an increase in the number of support days in higher cost placements.
35	Forecast/actual expenditure Children, Education & Families Central costs is in line with the latest agreed budget	<2.0% of net budget	+£0.123m or +2.0%		Yes	Overspend has increased since Q1	Sara Livadeas/Jim Leivers	
36	Directorate Reserves (forecast as at 31 March 2014)	-	£4.056m		-	-	Jim Leivers	Forecast to decrease by £2.556m during 2013/14. Reserves that remain unspent at the 31 March 2014 will be used during 2014/15.
37	School Reserves (forecast as at 31 March 2014)	-	£24.661			↓	Jim Leivers	The forecast reduction from £27.235m as at 1 April 2013 is due to balances being transferred to schools which have converted to academy status.
38	Number of 2013/14 budget virements requested requiring Council approval as they are a change in policy	-	0		-	n/a	Jim Leivers	

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		Target	March Benchmark	Q2	On Target	Direction of travel	Lead Officer	Notes
39	Planned savings for 2013/14 assumed in the MTFP are expected to be achieved	100% achieved	85.6% achieved		No	increased from 76.9% for Q1	Jim Leivers	Where savings are forecast not to be achieved the Directorate is working to find alternatives. The on-going effect is being considered as part of the 2014/15 S&RP process.

CHILDREN EDUCATION AND FAMILIES

Auxiliary Table 1: Referrals to Children’s Social Care

This table shows the number of referrals to children’s social care and the percentage of referrals to children’s social care that result in no further social care action (broken down by referring agency)

Referrals by Source - April to September 2013									
Agency	Referrals	% Referrals	IA	NFA after referral	% NFA after referral	CA	NFA after IA	Total referrals NFA	%NFA
Anonymous	299	10.7%	97	202	67.6%	24	73	275	92.0%
Education	315	11.2%	259	56	17.8%	38	221	277	87.9%
Health Services	466	16.6%	311	155	33.3%	3	308	463	99.4%
Housing	28	1.0%	16	12	42.9%	8	8	20	71.4%
Individual	186	6.6%	112	74	39.8%	18	94	168	90.3%
LA	255	9.1%	176	79	31.0%	38	138	217	85.1%
Other	238	8.5%	158	80	33.6%	38	120	200	84.0%
Police	1005	35.9%	627	378	37.6%	154	473	851	84.7%
Unknown	11	0.4%	7	4	36.4%	2	5	9	81.8%
Grand Total	2803	100.0%	1763	1040	37.1%	323	1440	2480	88.5%

**CHILDREN EDUCATION AND FAMILIES**  
ANNUAL ACHIEVEMENT AND ATTAINMENT INDICATORS

		Target	2011/12 Benchmark	2012/13	On Target	Direction of travel	Lead Officer	Notes
<b>Raising Attainment</b>								
1	Early Years Foundation Stage - % reaching a good level of development (indicator redefined from 2013)	New measure	New measure	NYA	-		Frances Craven	
2	KS1 - % level 2b+ reading	80%	78%	81%	G	↑	Frances Craven	
3	KS1 - % level 2+ reading	90%	88%	89%	A	↑	Frances Craven	
4	KS1 – % level 2+ writing	81%	83%	86%	G	↑	Frances Craven	
5	KS1 - % level 2+ maths	91%	91%	93%	G	↑	Frances Craven	
6	KS2 - % level 4+ reading, writing & maths (indicator redefined from 2013)	80%	77%	77%	A	↔	Frances Craven	
7	Oxfordshire's rank nationally for KS2 Level 4+ reading, writing & maths	Top quartile by 2014	2nd quartile	2 <sup>nd</sup> quartile (43 <sup>rd</sup> )	A	↑	Frances Craven	
8a	% making expected 2 levels of progression KS1-2 reading	77%	92%	90%	G	↓	Frances Craven	
8b	% making expected 2 levels of progression KS1-2 writing	87%	92%	93%	G	↑	Frances Craven	
8c	% making expected 2 levels of progression KS1-2 maths	88%	88%	89%	G	↑	Frances Craven	
9	Number of primary schools below KS2 Floor Standard	2	1	9 provisional	R	↓	Frances Craven	This figure may alter following the publication of the performance tables in December
10	KS4 - % 5A*-C including English & maths	61%	57.9%	60.3%	A	↑	Frances Craven	
11	Oxfordshire's rank nationally for KS4 – 5A*-C including English and maths	Top quartile by 2014	3 <sup>rd</sup> quartile (88 <sup>th</sup> )	3 <sup>rd</sup> quartile (77 <sup>th</sup> )	A	↑	Frances Craven	Oxfordshire was only 0.3%points away from being in the second quartile. In order to be in the top quartile this year you needed to reach 63.3%
12a	% making expected 3 levels of progression KS2-4 – English	70%	65%	70%	G	↑	Frances Craven	
13	Number of secondary schools below KS4 Floor Standard	1	1	0	G		Frances Craven	
<b>Narrowing the Gap</b>								
14a	FSM pupils - % making expected progress KS1-2 Reading	2	1	0	G	↑	Frances Craven	
14b	FSM pupils - % making expected progress KS1-2 Writing	90%	87%	84%	R	↓	Frances Craven	
14c	FSM pupils - % making expected progress KS1-2 Maths	91%	89%	90%	A	↑	Frances Craven	
15a	FSM pupils - % making expected progress KS2-4 English	85%	82%	82%	A	↔	Frances Craven	
15b	FSM pupils - % making expected progress KS2-4 Maths	54%	46%	43%	R	↓	Frances Craven	
16	School Action Plus pupils - % 5A*-C GCSEs including English & Maths	51%	43%	44%	R	↑	Frances Craven	
17a	School Action Plus pupils - % making expected progress KS1-2 reading	15%	7%	9%	R	↑	Frances Craven	
17b	School Action Plus pupils - % making expected progress KS1-2 writing	77%	75%	75%	A	↔	Frances Craven	
17c	School Action Plus pupils - % making expected progress KS1-2 maths	87%	85%	86%	A	↑	Frances Craven	
18a	School Action Plus pupils - % making expected progress KS2-4 English	70%	68%	73%	G	↑	Frances Craven	
18b	School Action Plus pupils - % making expected progress KS2-4 maths	35%	33%	31%	R	↓	Frances Craven	
19	Looked After Children - % 5A*-C GCSEs including English & maths	30%	25%	22%	R	↓	Frances Craven	
20a	Looked After Children - % making expected progress KS2-4 English	14%	9.1%	5.7%	R	↓	Frances Craven	
20b	Looked After Children - % making expected progress KS2-4 maths	No target set	-	31%	-		Frances Craven	
21	Looked after Children - % making expected 3 levels of progression KS2-4 Maths	No target set	-	26%	-		Frances Craven	



## ECONOMY AND ENVIRONMENT

		Target	Benchmark	Q2	On Target	Direction of travel	Lead Officer	Notes
<b>Maintaining and improving our roads</b>								
1a	Percentage of Category 1A defects made safe within two hours.	98%	2012-2013: 98%	100%	G	↑	Mark Kemp	In response to an additional 1,648 (16% increase) in the number of reported defects in qtr2 13/14 in comparison to the same period last year, we continue to achieve above our target in the number of repairs completed within the required timeline
1b	Percentage of Category 1B defects repaired within 24 hours.	99%	2012-2013: 98%	100%	G	↑	Mark Kemp	
1c	Percentage of Category 2 defects repaired within 28 calendar days.	80%	2012-2013: 75%	93%	G	↑	Mark Kemp	
2	Number of highway defects (in comparison to same quarter in previous years)	Maintain levels	Q2 2012-2013: 10291	11939 16% increase	A	↑	Mark Kemp	
3	Public satisfaction with the highways service	50%	2011: 49%	49%	G	↔	Mark Kemp	2013 Results due in quarter 3
4a	Percentage of principle (A roads) network in need of structural (requiring capital spend) maintenance	5%	Annual indicator based on survey using nationally set methodology	5%	G	↔	Mark Kemp	2013 Results due in quarter 4
4b	Percentage of non-principle (B + C roads) network in need of structural maintenance	10%	Annual indicator based on survey using nationally set methodology	11%	G	↔	Mark Kemp	2013 Results due in quarter 4
4c	Percentage of unclassified roads in need of structural maintenance	15%	Annual indicator based on survey using nationally set methodology	15%	G	↔	Mark Kemp	2013 Results due in quarter 4
5	Percentage of highways maintenance schemes delivered against programme	80%	This figure will be based on progress against agreed definitive programme	89%	G	↔	Mark Kemp	Data reflects schemes constructed in quarter 1
6	Improve the traffic flow into Oxford (reducing congestion – measured in seconds per mile for the average weighted journey time	339	Average speed (seconds) on key strategic routes in Oxford using ANPR technology	341	A	↓	Mark Kemp	
<b>Protecting and enhancing the environment through strategy and infrastructure planning</b>								
7	Percentage of minerals and waste applications decided within 13 weeks	70%	National Average 55%	45%	A	↓	Martin Tugwell	Data excludes September information
8	Percentage of Council's own development applications decided within 13 weeks	80%	-	100%	G	↑	Martin Tugwell	Data excludes September information
9	Percentage of major District Council applications responded to within deadline	80%	-	64%	R	↓	Martin Tugwell	Data excludes September information
<b>Reducing the amount of waste going to landfill</b>								
10	Percentage of household waste reused, recycled and composted across the county	61%	First Quartile – 1st	60%	A	↓	Mark Kemp	
<b>Providing excellent customer experience through our customer service centre</b>								
11	Customer Service advisors answer calls within 20 seconds	80%	Bucks C/C - 70% in 45 secs Cambs C/C - 70% in 20 secs Northants C/C - 80% in 20 secs	81%	G	↔	Graham Shaw	
12	Percentage of customers that telephone the customer service centre that hang up before the call could be answered	5%	Bucks C/C - 8% Cambs C/C - 15% Northants C/C – 5%	6%	A	↓	Graham Shaw	
13	Customer needs (phone, email, face to face, letters) are dealt with at the first point of call	80%	-	92%	G	↔	Graham Shaw	
14	Percentage of blue badge applications processed within 20 working days	95%	-	86%	A	↑	Graham Shaw	Overhaul of the Blue Badge process implemented during May. Strong improvement in performance since last quarter
15	Maintain a monthly average of 2500 for booked dial-a-ride journey's	Increasing	-	2832	G	↑	Graham Shaw	
16	Percentage of Social Care Assessments completed within 5 workings days	90%	-	98%	G	↑	Graham Shaw	
17	Concessionary fare applications processed within 10 working days	95%	-	100%	G	↑	Graham Shaw	Process changes have delivered improved performance since last quarter
<b>Effectively managing our property assets</b>								
18	All capital programmes developed and delivered to time and budget	95%	-	88%	A	↓	Mark Kemp	
<b>Contract Monitoring</b>								
19	All contracts monitored within the agreed timescales	100%	-	100%	G	↔	Mark Kemp	
<b>Financial Performance</b>								
		Target	Based on position at end of Oct 2013 – Reported to Cabinet on 17 Dec 2013	On Target	Direction of travel	Lead Officer	Notes	
20	Forecast/actual expenditure for Commercial is in line with the latest agreed budget	< 2.0% of net budget	+£0.405m or +0.7%	Yes	Overspend has decreased since Q1	Mark Kemp	Mainly relates to Highways Maintenance and reflects an increase in the number of defects and gully emptying.	
21	Forecast/actual expenditure for Strategy & Infrastructure Planning is in line with the latest agreed budget	<2.0% of net budget	-£0.060m or -0.7%	Yes	Overspend has decreased since Q1	Martin Tugwell		
22	Forecast/actual expenditure for Oxfordshire Customer Services is in line with the latest agreed budget	< 2.0% of net budget	+£0.214m or +2.4%	Yes (*)	Overspend has decreased since Q1	Graham Shaw	*% is distorted as budget is net of recharges to other Directorates.	
24	Directorate Reserves (forecast as at 31 March 2014)	-	£6.718m	-	-	Huw Jones/Sue Scane	E&E directorate reserves are forecast to decrease by £7.238m during 2013/14.	
25	Number of 2013/14 budget virements requested requiring Council approval as they are a change in policy	-	0	-	n/a	Huw Jones/Sue Scane		
27	Planned savings assumed in the MTFP are expected to be achieved	100% achieved	82.8% achieved	No	increased from 78.7% for Q1	Huw Jones/Sue Scane	Where savings are forecast not to be achieved the Directorate is working to find alternatives. The on-going effect is being considered as part of the 2014/15 S&RP process.	

PUBLIC HEALTH

			Target	National Benchmark	Q2	On Target	Direction of travel	Lead Officer	Notes
NHS Healthchecks									
1	Number of people offered a health check		19557	n/a	20329	G	↑	Val Messenger	-
2	% uptake of health checks offered		50%	n/a	46%	A	↑	Val Messenger	Although still slightly below target this is a distinct improvement from the 41% uptake last quarter
National Children's Measurement Programme									
4	% of all children measured in Reception		90%	n/a	93.5%	G	↔	Val Messenger	-
5	% of all children measured in Year 6		90%	n/a	90.3%	G	↔	Val Messenger	-
Sexual Health									
6a	Number of staff trained with Safeguarding training (GUM Services)	Level 2	90%	n/a	100%	G	↔	Val Messenger	-
		Level 3	90%	n/a	100%	G	↔		
6b	Number of staff trained with Safeguarding training (CASH Services)	Level 1	90%	n/a	100%	G	↔	Val Messenger	-
		Level 2	90%	n/a	82%	A	↔		
7	Percentage of appointments offered within 48 hours (GUM Services)		99%	n/a	99.9%	G	↔	Val Messenger	-
8	Percentage of appointments where client is seen within 48 hours of first contact (GUM Services)		85%	n/a	86.1%	G	↓	Val Messenger	-
Financial Performance									
			Target	Based on position at end of October 2013 – Reported to Cabinet on 17 December 2013		On Target	Direction of travel	Lead Officer	Notes
9	Forecast/actual expenditure is in line with the latest agreed budget		< 2.0% of gross budget	-£0.778m or -3.1%		No (*)	Underspend has increased since Q1	Jonathan McWilliam	Funded by a ring-fenced grant. The underspend will be placed in the Grants and Contributions Reserve (Part of Cross Directorate reserves below) for use by Public Health in future years.
Page 368	Directorate Reserves (forecast as at 31 March 2014)		-	n/a		-	-	Jonathan McWilliam	
	Number of 2013/14 budget virements requested requiring Council approval as they are a change in policy		-	0		-	-	Jonathan McWilliam	
	Planned savings for 2013/14 assumed in the MTFP are expected to be achieved		n/a	n/a		n/a	n/a	Jonathan McWilliam	Public Health do not have any savings to achieve in 2013/14

FIRE SERVICE

			Target	National Benchmark	Q2	On Target	Direction of travel	Lead Officer	Notes
1	Number of lives saved per year against the OFRS 10 year 365Alive target through our emergency response and preventative activity concerning fires and road traffic collisions.		37	n/a	35	G	↑	Stuart Garner	Already exceeded 10 year target
2	Amount of money saved to the economy per year from reductions in fires involving homes, business and road traffic collisions		£10,000,000	n/a	£11,324,264	G	↑	Stuart Garner	Already exceeded 10 year target
3	Number of citizens provided with safety advice / education per year		84,000	n/a	148,634	G	↑	Stuart Garner	Already exceeded 10 year target
4	Amount of time fire stations in Oxfordshire are available for emergency response		100%	n/a	91.8%	A	↓	Nigel Wilson	-
5	Percentage of vulnerable clients referred from Adult Social Care offered a Home Fire Risk Check		100%	n/a	-	-	-	Stuart Garner	Outturn not available until end of financial year
6	Percentage of Key Stage 4 students offered young driver awareness education programme within academic year		100%	n/a	-	-	-	Pete Cleary	Outturn not available until end of academic year

TRADING STANDARDS

			Target	2012/13 Benchmark	Q2	On Target	Direction of travel	Lead Officer	Notes
1	Money saved for consumers as a result of our interventions		n/a	£424,549	£21,140	A	↓	Richard Webb	Money saved this quarter is significantly less than the previous quarter. The money saved to date is £158,809, which remains below half the level of last year's benchmark.
2	Consumer Complaint workloads		New indicator	New measure	Priority 1 complaints closed- 67 Priority 2 complaints closed- 336	N/A	Priority 1: ↓ Priority 2: ↑	Richard Webb	
3	Success rate at resolving complaints		TBC	New measure	41%	N/A	↑	Richard Webb	
4	Consumer and business satisfaction levels (3 months in arrears)		-	Consumer 87% Business 96%	Consumer 86% Business NYA	G	-	Richard Webb	

IMPLEMENTATION OF COMMUNITY LIBRARY MODEL

			Target	National Benchmark	Q2	On Target	Direction of travel	Lead Officer	Notes
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Number of community libraries fully implemented	21 (by April 2015)	n/a	0	G	↔	Karen Warren	-
Number of community libraries in negotiation period	-	n/a	11	G	↑	Karen Warren	Risen from 8 libraries in Q1

CORPORATE FINANCIAL PERFORMANCE:

		Target	Based on position at end Oct 2013 Reported to Cabinet on 17 Dec 2013	On Target	Direction of travel	Lead Officer	Notes
1	Forecast/actual expenditure for the Council is in line with the latest agreed budget	< 2.0% of net budget	+£4.549m or +1.1%	Yes	Overspend has reduced since Q1	CCMT	
2	Cross Directorate Reserves (forecast as at 31 March 2014)	-	£8.763m	-	-	CCMT	Includes the Grants and Contributions Reserve, Vehicle and Equipment Reserve and the ICT Projects Reserve. The forecast balance at March 2014 includes £3.351m Dedicated Schools Grant.
3	Corporate Reserves (forecast as at 31 March 2014)	-	£5.758m	-	-	Lorna Baxter	Forecast balance at 31 March 2014 relates to the Efficiency Reserve which will be used to support the Medium Term Financial Plan.
4	Capital Reserves (forecast as at 31 March 2014)	-	£27.745m	-	-	Lorna Baxter	Will be used to finance capital expenditure in future years.
5	Cash Flow Reserves (forecast as at 31 March 2014)	-	£19.393m	-	-	Lorna Baxter	Being used to manage the cash flow implications of the variations to the Medium Term Financial Plan
6	Forecast/actual general balances as a proportion of the original gross budget	-	£15.631m or 1.7%	-	n/a	Lorna Baxter	
7	Forecast/actual revenue reserves as a proportion of the original gross budget	-	£108.037m or 12.0%	-	n/a	Lorna Baxter	
8	Capital programme use of resources	90%	105% (*)	Yes	Use of resources was 99% in Q1	Huw Jones/Sue Scane	(*) Additional schemes have been added to the programme in 2013/14.
9	Capital programme expenditure realisation rate		22%	-	Committed spend has increased from 31% in Q1	Huw Jones/Sue Scane	Committed Spend is 50% of the forecast
Chief Executive's Office							
		Target	Based on position at end 7/2013 (Reported to Cabinet on 17.09.2013)	On Target	Direction of travel	Lead Officer	Notes
Page 369	Forecast/actual expenditure is in line with the latest agreed budget	< 2.0% of net budget	-£0.171m or -0.8	Yes (*)	Overspend has reduced since Q1	Joanna Simons	%% is distorted as budget is net of recharges to other Directorates
	Directorate Reserves (forecast as at 31 March 2014)	-	£2.307m	-	↓	Joanna Simons	Forecast to reduce by £0.589m by 31 March 2014.
	12 Number of 2013/14 budget virements requested requiring Council approval as they are a change in policy	-	0	-	n/a	Joanna Simons	
	13 Planned savings for 2013/14 assumed in the MTFP are expected to be achieved	100% achieved	100% achieved	Yes	-	Joanna Simons	

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Division(s): N/A
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## CABINET – 28 JANUARY 2014

### FORWARD PLAN AND FUTURE BUSINESS

#### Items identified from the Forward Plan for Forthcoming Decision

#### Topic/Decision

#### Portfolio/Ref

#### Cabinet, 25 February 2014

- **Staffing Report - Quarter 3 - 2013**  
Quarterly staffing report providing details of key people numbers and analysis of main changes since the previous report.

Cabinet, Deputy Leader  
2013/148
- **Response to Westgate Planning Application**  
To seek approval of the County Council's formal response to the Westgate planning application.

Cabinet, Environment  
2013/123
- **2013/14 Financial Monitoring & Business Strategy Delivery Report - December 2013**  
Financial report on revenue and capital spending against budget allocations, including virements between budget heads.

Cabinet, Finance  
2013/147
- **Oxfordshire Fire & Rescue Service - Community Risk Management Plan - Action Plan 2014/2015**  
To seek approval of the Community Risk Management Plan – Fire & Rescue.

Cabinet, Policy Co-ordination  
2013/109

#### Cabinet, 4 February 2014

- **Home to School Transport Policy**  
Whether to approve a new OCC Home to School Transport policy, following a consultation.

Cabinet, Children, Education & Families  
2013/089

#### Cabinet Member for Children, Education & Families, 10 February 2014

- **Report on Consultation into New Schools in Bicester**  
If there are no objections, to receive the summarised outcomes of the public consultation into new primary and secondary schools for Bicester.

Cabinet Member for Children, Education & Families,  
2013/168

- **Specification for Future New Primary School at Barton West**

To approve specifications against which to select an academy trust to run the proposed new primary school at Barton West.

Cabinet Member for Children, Education & Families,  
2013/159

### **Cabinet Member for Policy Co-ordination, 19 February 2014**

- **Extension of the Authorisation for the Birmingham City Council Illegal Money Lending Team to Operate in Oxfordshire**

To seek approval to extend the delegation of authorisation for enforcement of the Consumer Credit Act 1974 in Oxfordshire to Birmingham City Council to allow the national illegal money lending team to carry out enforcement operations in Oxfordshire if required.

Cabinet Member for Policy Co-ordination,  
2013/181

### **Cabinet Member for Public Health & the Voluntary Sector, 19 February 2014**

- **Chill Out Fund 2013/14 - February 2014**

To consider applications received (if any) from the Chill Out Fund.

Cabinet Member for Public Health & the Voluntary Sector,  
2013/149

### **Cabinet Member for Environment, 27 February 2014**

- **Proposed Parking Restrictions - Limborough Road, Wantage**

To seek approval to proceed.

Cabinet Member for Environment,  
2013/072
- **Oxfordshire Minerals and Waste Monitoring Report 2013**

To seek approval for the Oxfordshire Mineral and Waste Monitoring Report 2013, setting out information on progress in preparation of the Minerals and Waste Local Plan and on the implementation of planning policies for minerals and waste developments, to be published.

Cabinet Member for Environment,  
2013/134
- **Proposed Minor Changes to Divinity Road and Magdalen Road (North) CPZs**

To seek approval to proceed.

Cabinet Member for Environment,  
2013/073

- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>▪ <b>Proposed Parking Restrictions - Burford Road/Moor Avenue, Witney</b><br/>To seek approval to proceed.</li> </ul>   | Cabinet Member<br>for Environment,<br>2013/070 |
| <ul style="list-style-type: none"> <li>▪ <b>Consideration of Objections to Experimental Traffic Regulation Order - Parking in Shiplake</b><br/>To seek approval to proceed.</li> </ul>   | Cabinet Member<br>for Environment,<br>2013/068 |
| <ul style="list-style-type: none"> <li>▪ <b>Amendments to Proposed Residents Parking Scheme, Cutteslowe Area, Oxford</b><br/>To seek approval to proceed.</li> </ul>   | Cabinet Member<br>for Environment,<br>2013/164 |
| <ul style="list-style-type: none"> <li>▪ <b>Proposed Disabled Persons Parking Places, Various Locations</b><br/>To seek approval to proceed.</li> </ul>  | Cabinet Member<br>for Environment,<br>2013/166 |
| <ul style="list-style-type: none"> <li>▪ <b>Headington London Road Shared Use Facility from Gladstone Road to Wharton Road</b><br/>To seek approval to proceed.</li> </ul>   | Cabinet Member<br>for Environment,<br>2013/173 |
| <ul style="list-style-type: none"> <li>▪ <b>Proposed Amendments to Residents Parking Scheme - Abingdon</b><br/>To seek approval to proceed.</li> </ul>   | Cabinet Member<br>for Environment,<br>2013/017 |
| <ul style="list-style-type: none"> <li>▪ <b>SVUK Winnaway Cycle Improvement Project</b><br/>Report on results of public consultation and seek approval to proceed with conversion and construction. Consultation will include three sub-schemes:<br/> <ul style="list-style-type: none"> <li>- Winnaway Bridleway</li> <li>- A4185 Shared-Use Path</li> <li>- A417 Junctions, Harwell</li> </ul> </li> </ul> | Cabinet Member<br>for Environment,<br>2013/184 |

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