



Cabinet Tuesday, 20 September 2022

ADDENDA 1

6. Business Management & Monitoring Report - June/July 2022 (Pages 1 - 74)

Cabinet Member: Finance

Forward Plan Ref: 2022/049

Contact: Louise Tustian, Head of Insight & Corporate Programmes Tel: 07741 607452/Kathy Wilcox, Head of Financial Strategy Tel: 07788 302163

Report by Corporate Director Customers, Organisational Development & Resources and Director of Finance (**CA6**).

This report presents the July 2022 performance, risk and finance position for the Council.

The Cabinet is RECOMMENDED to

- a) **Note the report.**
- b) **Agree the use of a further £0.4m funding from the COVID-19 reserve to extend the funding for the managed teams in the Family Solutions Plus service within Children's Services.**
- c) **Note the virements set out in Annex B-2b**

7. Treasury Management Quarterly Report (Pages 75 - 90)

Cabinet Member: Finance

Forward Plan Ref: 2022/070

Contact: Tim Chapple, Treasury Manager, 07917 262935

Report by Director of Finance (**CA7**).

This report covers the treasury management activity for the first quarter of 2022/23 in compliance with the CIPFA Code of Practice on Treasury Management 2021. It provides an update on the anticipated position and prudential indicators set out in the Treasury Management Strategy Statement & Annual Investment Strategy for 2022/23 agreed as part of the council's budget and Medium Term Financial Strategy in February 2022.

Cabinet is RECOMMENDED to note the report, and to RECOMMEND Council to note the Council's treasury management activity the first quarter of 2022/23.

10. Highways Asset Management Strategy & Policy (Pages 91 - 214)

Cabinet Member: Highway Management

Forward Plan Ref: 2021/236

Contact: James Dance, Principal Officer – Asset Renewals Tel: 07392 318900

Report by Corporate Director Environment & Place (**CA10**).

This report sets out the start of a new approach and focus for how the County Council undertakes Highway Maintenance and Asset Management. The new approach is intended to be more aligned to the Oxfordshire Fair Deal Alliance's priorities and the policies set out in the emerging Local Transport and Connectivity Plan.

The Cabinet is RECOMMENDED to

- a) **Approve adoption of the Highway Asset Management Policy Statement (Annex 1), Strategy document (Annex 2), and Plan document (Annex 3)**
- b) **Note the funding situation for Highway Maintenance summarised as Annex 4 that impacts on decisions and programmes which will be picked up through the normal budget setting process.**

11. Parking Standards for New Developments (Pages 215 - 266)

Cabinet Member: Travel & Development Strategy

Forward Plan Ref: 2022/105

Contact: Jason Sherwood, Growth Manager South & Vale, 07795 684708

Report by Director of Transport & Infrastructure (**CA11**).

Oxfordshire County Council's Local Transport and Connectivity Plan (LTCP), adopted July 2022, outlines a clear vision to deliver a net-zero Oxfordshire transport and travel system by 2040. One of the policies within the LTCP that will be key to supporting this vision is realised is Policy 33, which sets out how the council is seeking to reduce and restrict car parking availability while also creating more attractive places for residents to live and work in.

The Cabinet is RECOMMENDED to adopt and implement the revised 'Parking Standards for New Developments' as a formal supplementary document to the Local Transport and Connectivity Plan (LTCP).

12. Implementing 'Decide & Provide': Requirements for Transport Assessments (Pages 267 - 316)

Cabinet Member: Travel & Development Strategy

Forward Plan Ref: 2022/104

Contact: Jason Sherwood, Growth Manager South & Vale, 07795 684708

Report by Director of Transport & Infrastructure (**CA12**).

Oxfordshire County Council's Local Transport and Connectivity Plan (LTCP), adopted July 2022, outlines a clear vision to deliver a net-zero Oxfordshire transport and travel system by 2040. One of the policies within LTCP that will be key to ensuring this vision is realised is Policy 36, which sets out how a 'decide and provide' approach to transport planning will be adopted.

The Cabinet is RECOMMENDED to adopt the *'Implementing 'Decide & Provide': Requirements for Transport Assessments'* as a formal supplementary document to the Local Transport and Connectivity Plan.

14. For information: Cabinet Responses to Reports from Scrutiny Committees
(Pages 317 - 330)

For information only:

The Cabinet Responses to the following reports from Scrutiny Committees:

- Report of the Carbon Reduction Targets Working Group – Commissioned by the Place Overview & Scrutiny Committee (to follow)
- Report of the Place Overview & Scrutiny Committee: Scrutiny of Local Transport and Connectivity Plan (to follow)
- Recommendations of the Performance & Corporate Services Overview & Scrutiny Committee re 2022/23 Equality, Diversity and Inclusion Action Plan
- Voluntary Sector Strategy – Report of the People Overview & Scrutiny Committee
- Digital Inclusion Strategy – Report of the People Overview & Scrutiny Committee (to follow)

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DRAFT CABINET REPORT 20 September 2022**BUSINESS MANAGEMENT AND MONITORING REPORT
July 2022****Report by the Corporate Director for Customers, Organisational
Development & Resources and the Director of Finance****RECOMMENDATION**

1. **The Cabinet is RECOMMENDED to**
 - a) Note the report.
 - b) Agree the use of a further £0.4m funding from the COVID-19 reserve to extend the funding for the managed teams in the Family Solutions Plus service within Children's Services.
 - c) Note the virements set out in Annex B-2b

Executive Summary

2. This report presents the July 2022 performance, risk and finance position for the Council.
3. The business management reports are part of a suite of performance, risk and budget documents which set out our ambitions, priorities and financial performance. The [2022 – 2025 Strategic Plan](#) sets out the Council's ambitions for the next four years. It also shows our priority activities for the current financial year.
4. This report summarises the performance, and finance position for the council. Further information is provided in the following annexes to the report:

Annex A: Performance July 2022

Annex B: Finance July 2022

5. Performance measures which are exceptions (measures reporting red, off target, or amber, slightly off target, (amber for the last two consecutive months)) are summarised below. The full performance measure report is included at Annex A.

Performance Overview

6. The Outcomes Framework for 2022/23 reports on our nine strategic priorities, and one relating to running the business which includes the customer contact centre and measures included in the council's Financial Strategy. The outcomes framework is comprised of a number of monthly, quarterly, termly, six monthly and annual measures which may change as we progress through the year. At the appropriate period, relevant measures will be included in the report.

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7. This report includes an update on 52 measures. As at the end of July 2022 the indicators were rated as follows:

Month	Green	Amber	Red	Monitoring only (n/a)	Total
July 2022	23	14	8	7	52
	44%	27%	15%	14%	

Figure 1 – Summary of July performance for all indicators. RAG= Green – meets or exceeds the target, Amber – misses target by narrow margin and Red – misses target by significant margin. Please note the margins vary depending on set thresholds for each measure, established using national targets, forecasting and other calculation methods.

8. During July, almost half (44%) of the measures were reported as green outcomes (*meeting or exceeding target*). 14 measures (27%) were rated as Amber (*misses target by narrow margin*), of which nine have been amber for 2+ months and Eight (15%) measures were rated red (*misses target by significant margin*).
9. There are significant and persistent challenges around demand for children’s social care and the availability of care placements and front-line social work staff. These are reflected in the performance measures which are continuing to be reported as exceptions and causing very significant financial pressure requiring rapid and active interventions.
10. Issues and volatility in the wider economy, including inflation and workforce shortages, also continue to increase the risk to the financial position for the council and the overall landscape looks much more challenging than when the budget was set in February 2022. This is also contributing to the finance measures which are assessed as red.
11. Red outcomes represent 8 (15%). This is a slight decrease from June (16%) and represents a decline compared to May (19%) from which the total number of outcomes are more comparable. Red outcomes reporting during July derive from two areas: Priority 7 (para 18) and running the business (para 19).
12. The following table lists the 8 measures reporting Red for this period. Full details can be found in Annex A.

Priority	Performance measures reporting Red for July 2022 (8)
Create opportunities for children and young people to reach their full potential	OCC07.01: Number of contacts into the MASH
Create opportunities for children and young people to reach their full potential	OCC07.03: Number of early help assessments completed by health visitors
Create opportunities for children and young people to reach their full potential	OCC07.06: No of children we care for (excluding Unaccompanied Children)
Create opportunities for children and young people to reach their full potential	OCC07.10: % of Education Health & Care Plans completed within 20 weeks
Running the business	OCC11.02: Achievement of planned savings
Running the business	OCC11.05: Directorates deliver services and achieve planned performance within agreed budget
Running the business	OCC11.06: Total outturn variation for the dedicated schools grant funded services
Running the business	OCC11.11: Debt requiring impairment - ASC contribution debtors

13. The direction of travel of performance compared to June 2022 is summarised in the table below.

Status changes – June to July 2022	
Red to Green	OCC02.04: Number of physical visits to Libraries OCC05.02: % of contracted seats designated to school children
Amber to Green	OCC02.03: Digital engagement with Heritage services (Museums Service and Oxfordshire History Centre) OCC03.05: Number of library issues (books, DVD, CD's, E-books) OCC04.08: No of visits to Live Well Oxfordshire OCC07.05: No of children we care for who are Unaccompanied Asylum Seeking Children OCC07.07: Number of child protection plans OCC11.09: Invoice collection rate - Corporate Debtors
Red to Amber	OCC10.04: Resolve customer enquiries received through the telephony channels at the first point of contact
Green to Amber	OCC03.14: No of physical visits to Heritage services OCC04.03: % of residents aged 65 plus receiving ASC who manage their care by using a direct payment OCC09.05: No of new Community Micro Enterprises supporting people in the community OCC11.12: Average cash balance compared to forecast average cash balance
Green to Red	OCC11.06 Total outturn variation for the dedicated schools grant funded services

Figure 3 – changes since the last reporting period. **OCC11.06** this now incorporates the £17.5million forecast overspend on high needs DSG. The underlying position has not changed.

14. Year to date tracking of RAG measures (not including monitoring only) is as follows:

Month	Green	Amber	Red	Total
April	22	6	6	34
May	29	7	10	46
June	40	20	13	73
July	23	14	8	45

Figure 4 - Please note that the total number of indicators fluctuates as some measures are quarterly, 6monthly and annually.

Performance Exceptions

15. This section of the report details each measure reporting Red or Amber status (Amber consecutive for two months) with supporting commentary regarding the financial and risk impact. Full commentary is in Annex A. The exception report focuses on the 8 measures that have red outcomes and the 9 measures that have reported amber outcomes for two months consecutively.
16. **Priority OCC 01: Put action to address the climate emergency at the heart of our activities**

This priority has 3 measures reporting in July: 1 Amber and 2 Green.

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Priority OCC01 overall performance:			Table illustrates the measure within Priority OCC01 that are performing under target and the RAG status.		
April	May	June	Measure:	Status:	Director:
July	August	September	OCC01.09: Total % of household waste which is reused, recycled or composted	Amber	Bill Cotton
October	November	December			
January	February	March			

Risk impact	There is no risk to Service
Finance impact	There is no financial risk to Service

17. **Priority OCC04: Support carers and the social care system**

This priority has 8 measures reporting in July: 3 Amber, 2 Green and 3 monitoring only.

Priority OCC04 overall performance:			Table illustrates the measure within Priority OCC 04 that are performing under target and the RAG status.		
April	May	June	Measure:	Status:	Director:
July	August	September	OCC04.04: Percentage of residents aged under 65 receiving ASC who manage their care by using direct payment	Amber	Karen Fuller
October	November	December	OCC04.05: Percentage of older residents who receive long term care and are supposed to live in their own home	Amber	Karen Fuller
January	February	March			

Risk impact	<p>OCC04.04: The figure remains above the national average, however direct payments increase people's choice and control, so a falling level of direct payments may lead to reduced satisfaction and may put additional pressures on other services such as home care availability.</p> <p>OCC04.05: People prefer where possible to live in their own home and we continue to deliver services such as home care and extra care housing to make this possible, however the proportion of older people supported by adult social care in their own home is below the national average.</p>
Finance impact	<p>OCC04.04: No significant overall financial impact</p> <p>OCC04.05: There are minor financial impacts associated with this measure as increased demand for care homes may increase the unit cost and place a pressure on the care home budget.</p>

18. **Priority OCC 07: Create opportunities for children and young people to reach their full potential**

This priority has 9 measures reporting in July: 4 Red, 1 Amber, 2 Green and 2 monitoring only.

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Priority OCC07 overall performance:		
April	May	June
July	August	September
October	November	December
January	February	March

Table illustrates the measure within **Priority OCC07** that are performing under target and the RAG status.

Measure:	Status:	Director:
OCC07.01: Number of Contacts into the MASH	Red	Kevin Gordon
OCC07.02: Number of early help assessments	Amber	Kevin Gordon
OCC07.03: Number of early help assessments completed by health visitors	Red	Kevin Gordon
OCC07.06: No. of children we care for (excluding unaccompanied children)	Red	Kevin Gordon
OCC07.10: % of Education Health & Care Plans completed within 20 weeks	Red	Kevin Gordon

Risk impact	<p>OCC07.01: Additional demand increases the risk that children will not be seen in a timely manner (strategic risk safeguarding vulnerable children). The risk is being managed by the provision of additional staff who ensure that the statutory timeframes for responding to the most significant safeguarding concerns are addressed and performance remains high at circa 90% within 24 hours. Performance on other concerns has dropped.</p> <p>OCC07.02: There is evidence of avoidable demand in the system. Only 20% of MASH contacts lead to a social care referral; and around a half of social care assessments lead to a social care plan. A 2017 case review report suggested that 36% of children could have been prevented from becoming looked after, had an effective earlier intervention been made. At a workshop of young people who have experienced care, they suggested that life could have been different for them had earlier help and support been in place. In 2017 the Early Intervention Foundation estimated that late intervention costs across England and Wales are £17bn a year – in Oxfordshire that would equate to £200m. Failure to deliver sufficient and effective early help increases the likelihood of increased demand for children's services (SR1) and potentially placement sufficiency (SR5). Increased caseloads put additional pressures on social workers and impact on caseloads (SR4)</p> <p>OCC07.03: See OCC7.02 risk impact</p> <p>OCC07.06: Increasing numbers of children we care for puts increasing pressures on placements (SR5). It also increases caseloads and retention of social workers (SR4).</p> <p>OCC07.10: Risk reviewed and reflected in strategic risk register.</p>
Finance impact	<p>OCC07.01: The costs of additional temporary staff have been met by Covid funds which are planned to continue in 22/23 subject to the level of demand.</p> <p>OCC07.02: Potential financial impact of increased demand on staffing budgets as more workers are needed to manage increasing caseloads and placement costs for cared for children.</p> <p>OCC07.03: See OCC7.02 finance impact</p> <p>OCC07.06: The more children we care for, the more placements we need. Increased need puts a price impact on placements and shortages of some placement types can mean children end up in more expensive placements. More cared for children may also mean higher caseloads and pressures on staffing budgets.</p> <p>OCC07.10: Budget forecasting reviewed and reflected in light of performance.</p>

19. OCC 10 and 11: Running the business

Customer contact centre: Of the 6 measures reporting in July: 3 Amber and 1 Green and 2 Not updated (Due in Q3)

Finance: Of the 14 measures reporting in July: 1 Red, 3 Amber, 5 Green

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OCC 10 & 11 overall performance:		
April	May	June
July	August	September
October	November	December
January	February	March

Table illustrates measures of **OCC 10 & 11** performing under target and the RAG status.

Measure	Status	Director
OCC10.03: Achieve a high level of customer satisfaction across the telephony channel in the CSC	Amber	Mark Haynes
OCC10.04: Resolve customer enquiries received through the telephony channels at the first point of contact	Amber	Mark Haynes
OCC10.05: Number of telephone calls to CSC abandoned	Amber	Mark Haynes
OCC11.01: Overall forecast revenue variance across the Council	Amber	Lorna Baxter
OCC11.02: Achievement of planned savings	Red	Lorna Baxter
OCC11.05: Directorates deliver services and achieve planned performance within agreed budget	Red	Lorna Baxter
OCC11.06: Total outturn variation for the dedicated schools grant funded services	Red	Lorna Baxter
OCC11.08: Percentage of agreed invoices paid within 30 days	Amber	Lorna Baxter
OCC11.11: Debt requiring impairment – ASC Contribution Debtors	Red	Lorna Baxter
OCC11.12: Average cash balance compared to forecast average cash balance	Amber	Lorna Baxter
OCC11.15: Invoice Collection Rate – ASC Contribution debtors	Amber	Lorna Baxter

Risk impact	<p>OCC10.03: The customer satisfaction survey poses no risk to the reputation of the Council nor service but is used as a means to improve services delivered to our customers. With the expected uptake of completed surveys over the next few months through our pilot, we will look to make improvements to enrich the customer experience.</p> <p>OCC10.04: Whilst this potential increase in demand (by not attaining a reasonable First Call Resolution rate) can pose a risk to reputation and financial pressure on repeat demand, we continue to review how we capture this information and how we feed it back into service improvement. It is now captured within the phone systems, so is mandatory for advisors to complete. We are tying the results of this into the revised Service Improvement log to capture specific examples.</p> <p>OCC10.05: Abandoned - Risk If a higher number of calls are abandoned whilst waiting to be answered in the CSC, this can lead to reputational damage to the organisation, decreased advisor motivation therefore leading to greater turnover of staff and then increased abandoned calls. Reviews of staffing and call arrival patterns are underway in order to adequately match volumes to staffing.</p>
Finance impact	<p>OCC10.03: There is not a financial risk associated with CSAT as this is a performance metric, so will have no implications on our budget.</p> <p>OCC10.04: The financial impact of not attaining First Call Resolution means that increased demand is pushed to the service areas. This can create a resourcing pressure in those areas and can lead to repeat callers thus increasing the demand again on the CSC.</p> <p>OCC10.05: Increased abandoned calls lead to increased turnover, increased recruitment costs, training times etc. this puts pressure on budgets.</p>

20. Issues impacting on the amber and red Finance measures and associated risks are explained in more detail in Annex B.

Performance Highlights

21. This section of the report concentrates on some of the successes achieved during this reporting period.
22. A new website offering practical advice for Oxfordshire people wanting to reduce their carbon footprint and save energy has gone live. Climate Action Oxfordshire – www.climateactionoxfordshire.org.uk– lists measures people can take and rates them according to effort, impact, and cost. It also gives people an idea of what financial savings they can make and includes tips and links on how to get started. This is a joint venture set up by Oxfordshire County Council, Oxford City Council, Cherwell, South Oxfordshire, West Oxfordshire, and the Vale of White Horse district councils, and OxLEP – the Oxfordshire Local Enterprise Partnership.
23. People across Oxfordshire who suffer disadvantages in terms of their access to the digital world will receive better support thanks to a new strategy put together by the county council with strong help from a wide variety of partner organisations supporting the **health and wellbeing of residents**. During the COVID-19 pandemic, the county council and others became ever more acutely aware of the need for people from all ages and backgrounds to have access to digital services to lead a full and independent life. Cabinet approved this strategy on 19 July 2022.
24. Oxfordshire firefighters have received praise from Her Majesty’s Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS), following a recent inspection. Inspectors assessed how effectively and efficiently the service prevents and protects the public against fires and how well it looks after staff. The Inspectorate awarded Oxfordshire three ‘good’ ratings in its effectiveness, efficiency, and people categories.
25. Residents encouraged to avoid fire risk spoiling a good night’s sleep by taking advantage of free electric blanket safety checks from Oxfordshire County Council’s trading standards team. For those who are unable to travel, arrangements can be made to collect electric blankets from residents’ homes between 3 and 7 October 2022.
26. **Support carers and the social care system**, this is particularly true when the cost of living is increasing. The council and the Care Workers’ Charity have partnered to provide grants to care workers in need working or living in the Oxfordshire area. People who have supported people with care needs by sharing their homes were given recognition at the recent Oxfordshire Association of Care Providers (OACP) Awards. The Oxfordshire Shared Lives programme, operated by the council, places people in a home setting, where care is provided by a family who share their lives with that person
27. In relation to **Invest in an inclusive, integrated and sustainable transport network** Oxfordshire’s inaugural bus summit has been hailed a success after

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bringing together a host of organisations to discuss how to improve public transport in the county.

Representatives from Oxfordshire County Council, city and district councils, Oxford Bus Company, Stagecoach, bus user groups, health services, employers and the city's universities attended the event at the Said Business School on Friday 24 June.

28. Championed by Oxfordshire County Council, and supported by Sustrans, the school streets programme initially ran as a trial with nine schools last year under an experimental traffic regulation order (ETRO). Following some great results from the trial, four of the participating schools now wish to make the school streets programme permanent from September 2022.
29. To help **Preserve and improve access to nature and green spaces** Oxford's city centre will soon welcome back more open social space with a decision to temporarily partly pedestrianise Broad Street. The approval for an experimental traffic regulation order (ETRO) for a temporary public realm scheme of the street was given on Thursday 21 July, as part of a delegated decision meeting for highways management.
30. **Create opportunities for children and young people to reach their full potential** has seen Children in Oxfordshire invited to take part in a fun, free summer reading challenge by Oxfordshire County Council's libraries. This year, the Reading Agency's summer reading challenge is celebrating science and innovation and will see children team up with the Gadgeteers, a group of friends who love creating inventions. Children will be able to participate in various activities and events related to the challenge.

Financial Position

31. The forecast Directorate overspend is £7.2m or 1.4% of the budget. The overall forecast variation is £5.9m or 1.1% after taking account of an increase in interest receivable on balances held by the council.

Directorate	Latest Budget 2022/23 £m	Forecast Spend 2022/23 £m	Variance July 2022 £m	Variance July 2022 %	Variance May 2022 £m	Change Since May £m
Adult Services	211.1	211.1	0.0	0.0	0.0	0.0
Children's Services	148.7	157.0	7.9	+5.3	5.5	+2.4
Public Health	2.4	2.2	-0.2	-8.4	0.0	-0.2
Environment & Place	62.8	63.1	-1.3	-2.1	0.0	-1.3
Commercial Development, Assets and Investments	48.6	49.9	1.0	2.1	0.4	+0.6
Customers, Organisational Development & Resources	37.3	37.1	-0.2	-0.5	-0.4	+0.2
Total Directorate Budgets	510.9	520.4	7.2	1.4	5.5	+1.7
Budgets Held Centrally						
Capital Financing Costs	26.1	26.1	0.0	0.0	0.0	0.0
Interest on Balances	-13.0	-14.3	-1.3	-0.3	-1.1	-0.2
Inflation and Contingency	12.3	12.3	0.0	0.0	0.0	0.0
Un-ringfenced Specific Grants	-33.1	-33.1	0.0	0.0	0.0	0.0
Insurance	1.4	1.4	0.0	0.0	0.0	0.0
Contribution from COVID-19 Reserve	-8.4	-8.4	0.0	0.0	0.0	0.0
Budgeted contributions to reserves	24.2	24.2	0.0	0.0	0.0	0.0
Total Budgets Held Centrally	9.5	8.2	-1.3	-0.3	-1.1	-0.2
Net Operating Budget	520.4	528.6	5.9	1.1	4.4	+1.5
Business Rates & Council Tax funding	-520.4	-520.4	0.0	0.0	0.0	0.0
Forecast Year End Position	0.0	8.2	5.9		4.4	+1.5

32. The forecast overspend for Children's Services is particularly volatile and there remains real concern over the level of demand and lack of care placements available in the system. There is significant underlying pressure of up to £11.5m requiring rapid and active intervention. The forecast for Environment & Place reflects current activity but that could be affected by changes in demand and inflationary pressures in the second half of the year.
33. Action is being taken to manage expenditure with the aim of reducing the forecast overspend by year end. An update will be provided in the next report.
34. The forecast deficit against Dedicated Schools Grant funding for High Needs remains at £17.5m in 2022/23. In line with a change to the CIPFA code of practice on DSG High Needs deficits an unusable reserve was created in 2020/21 to hold negative High Needs DSG balances. The net forecast deficit

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of £17.5m would increase the total deficit relating to High Needs held in this reserve to £47.3m.

35. The inflation and contingency budget for 2022/23 totals £12.3m. This includes £4.4m funding for pay inflation assumed at 2.5% in the budget approved in February 2022. In July 2022 National Employers offered an increase of £1,925 on all pay points with effect from 1 April 2022. This would cost an additional £6.3m and require £10.7m of the contingency budget to be moved to directorate budgets to support the on-going cost. The unions are considering this offer and an update will be provided in the next report.
36. After taking account of the projected overspend of £5.9m, general balances will be £30.8m. This is £1.9m above the risk assessed level of £28.9m agreed as part of the budget for 2022/23.
37. The Budget Priorities Reserve includes £7.7m one - off funding to support the council's priorities that was agreed as part of the 2022/23 budget in February 2022. £0.250m of the available funding has been agreed to be used for the implementation of the "VisionZero" concept. £0.250m has been agreed to be used to support partners in the delivery of a food strategy action plan. This will seek to address food poverty, inequality, access to healthy food and supporting/enhancing local food supply.
38. COVID-19 Reserve - A further £0.4m is proposed to be used to extend the funding for the managed teams in the Family Solutions Plus (FSP) service within Children's Services. The uncommitted balance of £5.1m is available to support further pressures arising from COVID-19 on a one-off basis.
39. As noted in the budget agreed by Council in February 2022, Business Rates income for 2022/23 was estimated as information about both the 2022/23 income and 2021/22 deficit position was received from the district councils after the budget was agreed. The in - year income is £5.9m more than estimated in the budget. This has been added to the Business Rates Reserve pending agreement about the use of this funding.
40. Following implementation of the dissolution of the joint working partnership with Cherwell District Council (and specifically the cessation of a shared senior management team) a review of costs and senior accountabilities has been undertaken and functions within the Commercial Development, Assets and Investment directorate have been redistributed. Community Safety will move to Public Health with the remaining services will be combined with the services within Customers, Organisational Development and Resources to create "Customers, Culture and Corporate Services". The next report will reflect the revised structure.
41. See Annex B for further details and commentary on the Finance position.

Financial Implications

42. This report includes an update on the forecast financial position and risks for the council along with action being taken to manage the 2022/23 budget within the position agreed by Council in February 2022. The on-going impact will be considered through the Budget & Business Planning process for 2023/24.

Comments checked by:
Lorna Baxter, Director of Finance

Legal Implications

43. The Council has a fiduciary duty to council taxpayers, which means it must consider the prudent use of resources, including control of expenditure, financial prudence in the short and long term and the need to act in good faith in relation to compliance with statutory duties and exercising statutory powers.

Comments checked by:

Anita Bradley,
Director of Law & Governance and Monitoring Officer

CLAIRE TAYLOR Corporate Director for Customers, Organisational Development and Resources	LORNA BAXTER Director of Finance
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Louise Tustian, Head of Insight and Corporate Programmes
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Appendix 1 – July 2022

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Put action to address the climate emergency at the heart of our work

We will lead by example, setting ambitious targets to reduce our own carbon emissions and aligning our carbon net zero commitments to the principles of the Climate and Ecology Bill. Our environmental and planning ambitions will prioritise climate action and community resilience.

Status of Indicators	31/07/2022
OCC01 - Put action to address the climate emergency at the heart of our work	★

Measure	Director	Portfolio Holder	Period Actual	Period Target	Status	Comment	Finance Impact	Risk Impact	YTD Actual	YTD Target	YTD
OCC01.02 Total No. of streetlights fitted with LED Lanterns by March 2023	Bill Cotton	Cllr A Gant	2,785	2,000	★	2785 street lights were fitted with LED Lanterns in July			8,936	6,800	★
OCC01.05 Total number of electric vehicle charging points by end of March 2023	Tim Spiers	Cllr P Sudbury	0	0	★	The wayleave required to connect the final 8 chargers in Claremont car park, Bicester has been delayed whilst discussions were held with the new owner of the land that we require access to. They have signed them and they have been passed on to SSEN to be finalised. We are now awaiting a connection date and the chargers should be made publicly available within a couple of weeks after that. We would hope that this will be before the end of August.	No financial impact	Minimal - timing only	205	205	★
OCC01.09 Total % of household waste which is reused, recycled or composted	Bill Cotton	Cllr P Sudbury	58.15%	62.00%	●	It was anticipated there was to be a reduction in performance due to the dry weather in recent months causing less garden waste to be received.	There is no financial risk to Service	There is no risk to Service	58.33%	62.00%	●

Tackle inequalities in Oxfordshire

We will work with our partners and local communities to address health, social and educational inequalities focusing on those in greatest need.

We will seek practical solutions for those most adversely affected by the pandemic.

We will support digital inclusion initiatives that give our residents the skills, connectivity and accessibility to our services and provide alternative options for those who cannot access our services digitally.

Status of Indicators	31/07/2022
OCC02 - Tackle inequalities in Oxfordshire	★

Measure	Director	Portfolio Holder	Period Actual	Period Target	Status	Comment	Finance Impact	Risk Impact	YTD Actual	YTD Target	YTD
OCC02.02 No of active borrowers (library members who have borrowed at least on item a year)	Mark Haynes	Cllr J Hannaby	60,874.00	61,000.00	★	Figure has increased and remains on target, but current trajectory shows it may dip below target before year end. Work is ongoing to increase this number back to pre-COVID levels	No significant financial risk linked to this measure.	Summer reading challenge is underway, which should help boost active readership amongst younger people, which is a strong performance area for the service (targetting reaching 10k children over the summer).	235,763.00	221,000.00	★
OCC02.03 Digital engagement with Heritage services (Museums Service and Oxfordshire History Centre)	Mark Haynes	Cllr J Hannaby	120,257.00	113,000.00	★	History Service digital engagement was 11% above target, mainly due to increased traffic on the Picture Oxon website; but social media traffic significantly down due to reduced staff capacity. Museums Service website visits up 150%, Witney Blankets website up 70% and Facebook engagement grown from 963 in previous month to 3,769. Growth can partly be accounted for by beginning of the School Summer Holidays and people researching event and activity options. We have also introduced new branding and summer campaigns across our digital platforms. Victoria County History figure was 2% above target. Two more major draft sections on Chipping Norton were added to the VCH website inviting comment and supplementing the drafts already there.	We gain income from people accessing family history records online and are developing an online payment system to be embedded within the emerging Heritage Search platform, so trying to increase income/reduce financial risk in this way.	Excellent progress, and digital engagement remains a strategic priority for the team.	490,062.00	452,000.00	★
OCC02.04 Number of physical visits to Libraries	Mark Haynes	Cllr J Hannaby	127,437.00	115,000.00	★	The target for physical visits to Libraries has recently been adjusted (for the remainder of the year) and is now one that reflects a more realistic figure, in line with the post Covid / Omicron pandemic recovery. The service is confident that it will now be able to meet them.	As noted above, the service has highlighted the financial pressures on Libraries in a paper presented to SLT in July and also to the Portfolio holder. Decisions are pending a secondary discussion in September.	As noted, it has been agreed by our Director that this target will be adjusted in due course and service is confident of achieving new target levels.	489,407.00	595,000.00	▲
OCC02.10 No of people contacted via Making Every Conversation Count	Mark Haynes	Cllr J Hannaby	534.00	300.00	★	This figure continues to grow and remains well above target - thanks to some planned focus on MECC during May and June.	Performing well above target and this type of preventative work on behalf of Public Health should be acknowledged 'financially' as currently no budget is aligned to this work. A meeting with Public Health is scheduled for September 2022.	Recent intranet article has highlighted exemplary work that Libraries do in this area and performance remains strong.	1,944.00	1,200.00	★

Prioritise the health and wellbeing of residents

We will work with the health and wellbeing board and our partners to deliver and support services that make a vital contribution to our residents' physical and mental wellbeing.

We will support the wellbeing of those in our community who have been affected, physically and mentally, by the COVID-19 pandemic and will continue to support our volunteers and the voluntary sector.

Status of Indicators	31/07/2022
OCC03 - Prioritise the health and wellbeing of residents	●

Measure	Director	Portfolio Holder	Period Actual	Period Target	Status	Comment	Finance Impact	Risk Impact	YTD Actual	YTD Target	YTD
OCC03.05 Number of library issues (books, DVD, CD's, E-books)	Mark Haynes	Cllr J Hannaby	284,940.00	290,000.00	★	Issues continue to remain above target. This month represents our highest monthly return since August 2019.	Investment in new stock is critical to maintain performance in this area.	Excellent progress and demonstrates that service has recovered strongly following the pandemic.	1,067,142.00	1,070,000.00	★
OCC03.06 Digital engagement with library services	Mark Haynes	Cllr J Hannaby	124,488.00	115,000.00	★	Figure remains above target with good engagement with our Reference Online offer.	Have secured COMF monies to invest further in eBook offer; also allocating increased level of internal collections budget to try and keep pace with demand in this area. As previously noted, the service has highlighted the financial pressures on Libraries in a paper presented to SLT in July, and medium, to long term, there is concern that the service will not be able to afford to sustain investment in this area.	Service maintaining strong performance levels. Usage of online resources and digital offer doubled during pandemic and has remained high.	496,777.00	460,000.00	★
OCC03.04 No of physical visits to Heritage services	Mark Haynes	Cllr J Hannaby	8,757.00	9,375.00	●	History: History Service visitor figure was 13% below target but was an 88.75% increase on Jul 2021. Museums Service visits were below target, however numbers have increased from the previous month. Figure may be artificially lowered as engagement in summer family activities is gathered at the end of the summer for the whole programme period. Notable increase of 500 visitors to the Oxfordshire Museum . Victoria County History figure was above target due to higher than anticipated visitor attendance at Oxfordshire Past event	Strong family activity programme over summer should have a positive impact on visitor numbers and spend and this, in turn will help minimise any financial risks/make the service more sustainable.	The overall trend is one of growth, which is what we would want to see/expect. The recruitment of a new Museum Service Manager in June was a very positive step, as this is already bringing greater emphasis on the offer for visitors and a renewed focus on the activity programme.	34,625.00	33,400.00	★

Support carers and the social care system

We will engage nationally to push for a fair deal for the funding of social care.

Locally, we will support carers, including young carers and help those who want to live independently.

We will work with communities and the voluntary sector to explore new ways to provide services and focus on preventative services, helping people to stay active and supported at all stages of their lives.

We will support intergenerational programmes to build strong and resilient communities.

We will work in collaboration across the health and social care system.

Status of Indicators	31/07/2022
OCC04 - Support carers and the social care system	★

Measure	Director	Portfolio Holder	Period Actual	Period Target	Status	Comment	Finance Impact	Risk Impact	YTD Actual	YTD Target	YTD
OCC04.01 No of people supported with on-going care	Karen Fuller	Cllr T Bearder	6,322.00		n/a				6,322.00		n/a
OCC04.02 % of residents 18-64 with Learning Disability support who live on their own or with family	Karen Fuller	Cllr T Bearder	87.70%	86.00%	★				87.80%	86.00%	★
OCC04.03 % of residents aged 65 plus receiving ASC who manage their care by using a direct payment	Karen Fuller	Cllr T Bearder	21.50%	22.00%	●	Where people are supported in long term care in their own home, a direct payment provides people with more choice and control over their care as they purchase it directly. In Oxfordshire 22% of older people supported at home have a direct payment compared to 15% nationally. A new Direct Payment Model was implemented in April 2021. As the Direct Payment Advice Team develops we would expect to see the trend increasing again. We are developing a strategic plan for further development of the Personal Assistance Market (where many people spend their direct payment) including training opportunities	No significant overall financial impact	The figure remains above the national average, however direct payments increase people's choice and control, so a falling level of direct payments may lead to reduced satisfaction and may put additional pressures on other services such as home care availability	21.88%	22.00%	●
OCC04.04 % of residents aged under 65 receiving ASC who manage their care by using a direct payment	Karen Fuller	Cllr T Bearder	39.30%	40.00%	●	Where people are supported in long term care in their own home, a direct payment provides people with more choice and control over their care as they purchase it directly. 39.3% of adults of a working age receive their care via a direct payment. This is marginally better than the national average (38%). Performance continues to improve month on month. A new Direct Payment Model was implemented in April 2021. As the Direct Payment Advice Team develops we would expect to see the trend increasing again. We are developing a strategic plan for further development of the Personal Assistance Market (where many people spend their direct payment) including training opportunities	No significant overall financial impact	The figure remains above the national average, however direct payments increase people's choice and control, so a falling level of direct payments may lead to reduced satisfaction and may put additional pressures on other services such as home care availability	39.18%	40.00%	●
OCC04.05 % of older residents who receive long term care and are supported to live in their own home	Karen Fuller	Cllr T Bearder	59.50%	60.00%	●	The proportion of older people who are supported, who live in their own homes is 59.5% against a target of 60%. It is up 0.2% from the start of the year, but down on last month. People prefer where possible to live in their own home and we continues to deliver services such as home care and extra care housing to make this possible	There are minor financial impacts associated with this measure as increased demand for care homes may increase the unit cost and place a pressure on the care home budget.	People prefer where possible to live in their own home and we continue to deliver services such as home care and extra care housing to make this possible, however the proportion of older people supported by adult social care in their own home is below the national average and this provides a risk to the strategic objective of supporting carers and the social care system as we are not delivering the strategic outcomes people want.	59.53%	60.00%	●
OCC04.06 No of residents who have received a formal assessment of their role as a Carer	Karen Fuller	Cllr T Bearder	600.00		n/a				2,078.00		n/a
OCC04.07 No of Carers who have received a direct payment	Karen Fuller	Cllr T Bearder	403.00		n/a				1,013.00		n/a
OCC04.08 No of visits to Live Well Oxfordshire	Karen Fuller	Cllr T Bearder	5,683.00	5,450.00	★				22,130.00	21,800.00	★

Invest in an inclusive, integrated and sustainable transport network

We will create a transport network that makes active travel the first choice for short journeys and invest in public transport to significantly reduce our reliance on car journeys. In areas of planned housing growth, we will prioritise active and public transport over road capacity for cars.

Status of Indicators	31/07/2022
OCC05 - Invest in an inclusive, integrated and sustainable transport network	★

Measure	Director	Portfolio Holder	Period Actual	Period Target	Status	Comment	Finance Impact	Risk Impact	YTD Actual	YTD Target	YTD
OCC05.01 No of students who have successfully completed a travel model shift	Bill Cotton	Cllr A Gant	277.00	270.00	★	Number of those that have been the recipient of a modal shift remain static.			1,109.00	1,050.00	★
OCC05.02 % of contracted seats designated to school children	Bill Cotton	Cllr A Gant	0.00%	0.00%	★	Due to July being a month when schools can finish at different times, and all schools being closed well before the end of the month, the result of this KPI does not hold any value apart from possibly being compared with previous July's. Any result would have to be based on no more than 2 weeks into July, also no new contracts are awarded in July, although several close. To avoid misinterpretation it is sensible to report a figure of zero for this month, as with August.			56.25%	56.25%	★
OCC05.03 135 km (3%) of the highway to be resurfaced	Bill Cotton	Cllr A Gant	105.20	98.50	★	5km of highway was resurfaced in July; which gives an accumulative total of 105.2km in total.			297.10	278.90	★

Create opportunities for children and young people to reach their full potential

We will support all our children and young people, and their families, to achieve their very best and to prepare them for their future, including safeguarding, and supporting those more vulnerable and with additional needs.

We will continue to work with partners to provide help early so children and families are less likely to be in need.

Status of Indicators	31/07/2022
OCC07 - Create opportunities for children and young people to reach their full potential	▲

Measure	Director	Portfolio Holder	Period Actual	Period Target	Status	Comment	Finance Impact	Risk Impact	YTD Actual	YTD Target	YTD
OCC07.01 Number of contacts into the MASH	Kevin Gordon	Cllr L Brighouse	2,371.00	1,516.00	▲	MASH rose by 35%, in 20/21. In 21/22 they rose again, by 18%. However in the first four months of this year contacts have fallen by 4% on the same quarter last year. Demand is being managed by additional temporary staff and are reviewing activity to see what can be managed elsewhere.	The costs of additional temporary staff have been met by Covid funds which are planned to continue in 22/23 subject to the level of demand	Additional demand increases the risk that children will not be seen in a timely manner (strategic risk safeguarding vulnerable children). The risk is being managed by the provision of additional staff who ensure that the statutory timeframes for responding to the most significant safeguarding concerns are addressed and performance remains high at circa 90% within 24 hours. Performance on other concerns has dropped	9,700.00	6,064.00	▲
OCC07.02 Number of early help assessments	Kevin Gordon	Cllr L Brighouse	228.00	510.00	●	The children's trust agreed a stretched target of 5,000 early help assessments this year and 10,000 in 23/24. However in the first quarter of this year the number of early help assessments between April and July are 14% lower than the corresponding period last year and under half the target rate. An early help strategy is in place to help increase the provision of early help	Potential financial impact of increased demand on staffing budgets as more workers are needed to manage increasing caseloads and placement costs for cared for children.	There is evidence of avoidable demand in the system. Only 20% of MASH contacts lead to a social care referral; and around a half of social care assessments lead to a social care plan. A 2017 case review report suggested that 36% of children could have been prevented from becoming looked after, had an effective earlier intervention been made. At a workshop of young people who have experienced care, they suggested that life could have been different for them had earlier help and support been in place. In 2017 the Early Intervention Foundation estimated that late intervention costs across England and Wales are £17bn a year – in Oxfordshire that would equate to £200m. Failure to deliver sufficient and effective early help increases the likelihood of increased demand for children's services (SR1) and potentially placement sufficiency (SR5). Increased caseloads put additional pressures on social workers and impact on caseloads (SR4)	971.00	1,550.00	●
OCC07.03 Number of early help assessments completed by health visitors	Kevin Gordon	Cllr L Brighouse	0.00	67.00	▲	We are working with Oxford health through our contract on health visiting to increase the number of early help assessments in the year. This work is being completed within the early help strategy referred to on OCC7.02	See OCC7.02	See OCC7.02	22.00	267.00	●
OCC07.04 Number of social care assessments	Kevin Gordon	Cllr L Brighouse	538.00		n/a				2,293.00		n/a
OCC07.05 No of children we care for who are Unaccompanied Asylum Seeking Children	Kevin Gordon	Cllr L Brighouse	4.00	4.00	★				67.00	74.00	●

Measure	Director	Portfolio Holder	Period Actual	Period Target	Status	Comment	Finance Impact	Risk Impact	YTD Actual	YTD Target	YTD
OCC07.06 No of children we care for (excluding Unaccompanied Children)	Kevin Gordon	Cllr L Brighouse	814.00	750.00	▲	The number of children we care for continues to rise. It remains below the national rate, but above that of similar authorities. We expected numbers to fall with the implementation of family solutions plus model, but this has not yet happened. The increase in younger children becoming looked after may be off the impact of the pandemic, higher level of need was much higher in some cases.	The more children we care for, the more placements we need. Increased need puts a price impact on placements and shortages of some placement types can mean children end up in more expensive placements. More cared for children may also mean higher caseloads and pressures on staffing budgets.	Increasing numbers of children we care for puts increasing pressures on placements (SR5). It also increase caseloads and retention of social workers (SR4)	814.00	750.00	▲
OCC07.07 Number of child protection plans	Kevin Gordon	Cllr L Brighouse	541.00	550.00	★	541 children were the subject of a child protection plan at the end of July. This is marginally below the target (550) and that of similar authorities. It is over 200 less than the highpoint of June 2019 (769). Figures tend to increase before school holidays and at present this provides no significant concern			2,188.00	2,200.00	▲
OCC07.10 % of Education Health & Care Plans completed within 20 weeks	Kevin Gordon	Cllr L Brighouse	10.00%	60.00%	▲	<ul style="list-style-type: none"> • Sustained volume in requests for EHCNAs • Shortages of staff in both casework and EPS • Heavy resilience on agency staff both in casework and EPS • Continuous sickness absence including long-term • Implementation of a new Business Information System 	Budget forecasting reviewed and reflected in light of performance	Risk reviewed and reflected in strategic risk register	14.00%	60.00%	▲
OCC07.11 Monitor the number of children with an Education, Health and Care Plan	Kevin Gordon	Cllr L Brighouse	5,392.00		n/a				21,066.00		n/a

Work with local businesses and partners for environmental, economic and social benefit

We will help Oxfordshire become a recognised centre of innovation in green and sustainable technologies.

We will use our purchasing power for environmental, social and economic benefit and ensure that our pandemic recovery planning supports sustainable job creation.

Status of Indicators	31/07/2022
OCC09 - Work with local businesses and partners for environmental, economic and social benefit	★

Measure	Director	Portfolio Holder	Period Actual	Period Target	Status	Comment	Finance Impact	Risk Impact	YTD Actual	YTD Target	YTD
OCC09.02 Participation in innovation funding bids or new projects in support of Living Oxfordshire	Tim Spiers	Cllr D Enright	3.00	2.00	★				12.00	8.00	★
OCC09.05 No of new Community Micro Enterprises supporting people in the community	Karen Fuller	Cllr T Bearder	1.00	2.00	●	<p>Although the figure for new micro enterprises for the month was below target, across the year it remains at the target level. These enterprises provide local based support in people's local community helping them live well and stay safe.</p> <p>Marketing campaigns on social media (Google and Facebook) have brought in new enquiries about community micro enterprises. Community sessions (e.g. day centre and the Cherwell Collective) have brought an increase in volunteers, including adults with a learning disability who have been supported to take on responsibility. Increased internal communication has led to more people being signposted to these micro enterprises as a means of support</p>	There is no immediate financial impact, but failure to encourage greater resilience within our communities will lead to greater demand for social care services and consequent financial impact	Failure to encourage greater resilience within our communities, can lead to people becoming dependent on long term social care earlier than necessary and reduce their independence, have less positive life outcomes and experiences.	8.00	8.00	★

Running the business

Status of Indicators	31/07/2022
OCC10 - Customer Service	▲
OCC11 - Finance	▲

Measure	Director	Portfolio Holder	Period Actual	Period Target	Status	Comment	Finance Impact	Risk Impact	YTD Actual	YTD Target	YTD
OCC10.01 % of Statutory Complaints (Stage1 or 2) responded to outside the response time	Mark Haynes	Cllr G Philips	0.00%		n/a	We are continuing to work with the developers to obtain this information. This data is not likely to be available until Q3			0.00%		n/a
OCC10.02 % of Corporate Complaints (Stage1 and 2) responded to outside of the response time	Mark Haynes	Cllr G Philips	0.00%		n/a	We are continuing to work with the developers to obtain this information. This data is not likely to be available until Q3			0.00%		n/a
OCC10.03 Achieve a high level of customer satisfaction across all channels in the CSC	Mark Haynes	Cllr G Philips	62%	65%	●	Latest satisfaction survey – July – 112 customers surveyed out of 13,023 calls received, which was 0.86% 62% of customers were satisfied with the service they received 64.8% of customers were satisfied with the adviser they spoke to. A pilot to increase customer uptake with our customer satisfaction survey began at the start of August. Our aim is to reach a minimum of 5% of total calls surveyed which will increase the richness of the data collected.	There is not a financial risk associated with CSAT as this is a performance metric, so will have no implications on our budget.	The customer satisfaction survey poses no risk to the reputation of the Council nor service, but is used as a means to improve services delivered to our customers. With the expected uptake of completed surveys over the next few months through our pilot, we will look to make improvements to enrich the customer experience.	62%	65%	●
OCC10.04 Resolve customer enq received through the telephony channels at the first point of contact	Mark Haynes	Cllr G Philips	70%	75%	●	7,455 inbound phone contacts were resolved at first point of contact. Changes were made at the beginning of June to add this metric to our telephony system. Since this has happened, the number of contacts resolved at first contact has started to increase.	The financial impact of not attaining First Call Resolution means that increased demand is pushed to the service areas. This can create a resourcing pressure in those areas and can lead to repeat callers thus increasing the demand again on the CSC.	Whilst this potential increase in demand (by not attaining a reasonable First Call Resolution rate) can pose a risk to reputation and financial pressure on repeat demand, we continue to review how we capture this information and how we feed it back into service improvement. It is now captured within the phone systems, so is mandatory for advisors to complete. We are tying the results of this into the revised Service Improvement log to capture specific examples.	73%	75%	●
OCC10.05 No of telephone calls to CSC abandoned	Mark Haynes	Cllr G Philips	18.00%	10.00%	●	During July, the Customer Service Centre received 13,023 inbound calls, down 6.2% against June. Compared to July 2021, they are up by 1.9%. The abandonment rate increased to 17.6%. We also dealt with 179 webchats across seven service areas of our website. We also dealt with 16 social media contacts from the official OCC Twitter & Facebook pages Demand across some of our services remain high and the number of vacancies we have is causing pressures in the teams. The difficulty in recruitment reflects the national labour shortage, and although there is internal churn (positive to OCC) it creates additional pressure and risk to the CSC	Increased abandoned calls leads to increased turnover, increased recruitment costs, training times etc. this puts pressure on budgets.	Abandoned - Risk If a higher number of calls are abandoned whilst waiting to be answered in the CSC, this can lead to reputational damage to the organisation, decreased advisor motivation therefore leading to greater turnover of staff and then increased abandoned calls. This is identified as a risk on the CSC Operational risk register. Reviews of staffing and call arrival patterns are underway in order to adequately match volumes to staffing.	15.38%	10.00%	●

Measure	Director	Portfolio Holder	Period Actual	Period Target	Status	Comment	Finance Impact	Risk Impact	YTD Actual	YTD Target	YTD
OCC10.06 Overall customer satisfaction rates for standard Registration Service	Mark Haynes	Cllr G Phillips	98%	95%	★	<p>The service has received many positive comments about customer service and staff performance during appointments and ceremonies, with some negative comments about appointment availability. Overall customer satisfaction has remained high at 98%. A selection of comments received are below:</p> <ul style="list-style-type: none"> • The registrar made this difficult process a lot easier than it might have been and was both very professional and very kind. • The only issue was the one week wait to book an appointment with the registrar to book my father's death. Once at the meeting, the staff were very kind and helpful. • Empathetic, experienced and professional staff. They could do with aircon. • It was an absolutely fantastic service. I really appreciate the registrar that attended to us. She was very kind and helpful. Well done to her and the entire Oxfordshire Birth registration team. Thank you • The gentleman who did our registration was a complete delight! He made the whole thing so special. Was excellent with our two year old also and made him feel very included. Honestly so special and very thankful for how lovely he was! • We had a fantastic experience with Oxfordshire registrars. The registrar made us feel so comfortable during our wedding ceremony and lots of our guests have positive feedback about how lovely the ceremony was. Thank you! 			98%	95%	★
OCC11.01 Overall forecast revenue variance across the Council	Lorna Baxter	Cllr C Miller	1.10%	0.00%	●	<p>The forecast variation for the council is an overspend of £5.9m, or 1.1% of the budget. This is made up of a directorate overspend of £7.2m offset by £1.3m additional interest on balances held by the council. Within the total there is a forecast overspend of £7.9m for Children's Services reflecting increased demand and the availability and cost of care.</p>			0.68%	0.00%	★
OCC11.02 Achievement of planned savings	Lorna Baxter	Cllr C Miller	70.00%	95.00%	▲	<p>The 2022/23 budget agreed includes planned directorate savings of £17.4m. 70% of these are currently on track to be delivered. £1.7m savings assessed as red relate to street lighting and a further £1.4m transformation savings in Commercial Development, Assets and Investment are not expected to be achieved. There are also £1.5m savings in Children's and £0.8m in Commercial Development, Assets and Investment assessed as amber. The impact of the anticipated delivery of the savings is built into the forecast for each directorate.</p>			75.25%	95.00%	▲
OCC11.03 General balances are forecast to remain at or above the risk assessed level	Lorna Baxter	Cllr C Miller	£30,800,000	£28,900,000	★	<p>After taking account of the forecast overspend of £5.9m, general balances will reduce to £30.8m. This is £1.9m above the risk assessed level for 2022/23.</p>			£134,600,000	£115,600,000	★
OCC11.05 Directorates deliver services and achieve planned performance within agreed budget	Lorna Baxter	Cllr C Miller	1.4%	1.0%	▲	<p>The forecast directorate overspend of £7.2m includes a £7.9m overspend for Children's Services which is managing significant pressures reflecting the need for agency social workers to fill vacancies within the front line social care teams plus an increase in demand and the cost of care placements for children that the council cares for.</p>			1.2%	1.0%	▲
OCC11.06 Total outturn variation for the dedicated schools grant (DSG) funded services	Lorna Baxter	Cllr C Miller	7.10%	0.00%	▲	<p>The forecast 2022/23 deficit compared to Dedicated Schools Grant (DSG) funding for High Needs is £17.5m. In line with a change to the CIPFA code of practice on DSG High Needs deficits an unusable reserve was created in 2020/21 to hold negative High Needs DSG balances. The forecast deficit would increase the total accumulated negative balance for High Needs held in this reserve to £47.3m at 31 March 2023.</p>			1.78%	0.00%	▲
OCC11.07 Use of non-DSG revenue grant funding	Lorna Baxter	Cllr C Miller	95.00%	95.00%	★				95.00%	95.00%	★

Measure	Director	Portfolio Holder	Period Actual	Period Target	Status	Comment	Finance Impact	Risk Impact	YTD Actual	YTD Target	YTD
OCC11.08 % of agreed invoices paid within 30 days	Lorna Baxter	Cllr C Miller	94.20%	95.00%	●	<p>This measure tracks invoices paid within 30 days of receipt and includes invoices paid via the self-service purchase order process, as well as invoices processed by Oxfordshire's Social Care Payments team via the social care finance systems. Social Care invoices account for 30% of invoices paid this month.</p> <p>The percentage of invoices paid on time is below target for the third month, whilst purchase order invoices have returned to above target, 95.6%, adult social care invoices have dropped from 93% to 90% paid on time.</p> <p>As reported last month, the Social care payments team have vacancies which they are struggling to fill and this is impacting performance. Furthermore there are challenges with 'upstream' processes which are increasing the number of invoices held in dispute and consequently impacting the performance. Since last month the Social Care Payments team have reviewed and streamlined their local process for dispute invoice management, introduced a revised exceptions process and escalated issues with upstream process issues to directorate service management.</p>			94.39%	95.00%	●
OCC11.09 Invoice collection rate - Corporate Debtors	Lorna Baxter	Cllr C Miller	97.97%	95.00%	★	<p>This measure identifies the percentage of invoices issued by Oxfordshire that have been paid within 120 days; by 120 days all standard recovery effort should have been completed and the invoice referred to the Corporate Senior Recovery officer if not paid.</p> <p>In this period we are measuring invoices issued in April 2022. As expected the collection rate this month returned to above the 95% target, up by over 6% to 97.97%. Work continues with the Education service to review and improve the process for their invoice raising and collection so when the next termly invoices are issued their collection rates meet corporate standards.</p>			95.79%	95.00%	★
OCC11.10 Debt requiring impairment - Corporate Debtors	Lorna Baxter	Cllr C Miller	£367,975	£300,000	★	<p>Debt requiring impairment is the value of invoices with potential to become unrecoverable, the potential loss requires recording in the accounts at year end. If at year end there is an overall increase in the value of invoices at risk we are required to top up the impairment balance, consequently this figure is tracked through the year.</p> <p>Debt requiring impairment this month is £0.37m. The top two cases account for 32% of the total bad debt and are being actively worked on by teams to recover the debt.</p>			£1,030,964	£1,200,000	▲
OCC11.11 Debt requiring impairment - ASC contribution debtors	Lorna Baxter	Cllr C Miller	£4,045,590	£2,500,000	▲	<p>In 2021-22 the trailing impacts of Covid-19 had a significant effect on bad debt related to means tested social care contributions and a £1million top up to the impairment was required. In quarter four of 2021-22 the Adults directorate with support from Finance created a 18 month plan to address the levels of bad debt; additional resources have been brought in and a multi skilled task group has been assembled to ring-fence and clear bad debt cases over the next 12 to 18 months.</p> <p>The task group went live in May, completed recruitment in June, from July the team has a full complement of posts. The group are in the forming, assessment and prioritisation phase and as reported previously a reduction in bad debt is not expected until quarter three of 2022-23.</p>		There is a risk that whilst bad debt ring fenced within the task group is addressed the new debt, which is managed within existing team structures, becomes bad debt. The net effect would be higher levels of bad debt and a cost to the service to top up the impairment again at year end. Reporting is being developed to track debt both within and outside the task group.	£16,198,483	£10,000,000	▲
OCC11.12 Average cash balance compared to forecast average cash balance	Lorna Baxter	Cllr C Miller	£497,345,000	£442,000,000	●	<p>Cash balances are higher than forecast due to slippage in the capital programme.</p>			£471,992,000	£442,000,000	★
OCC11.13 Average interest rate achieved on in-house investment portfolio	Lorna Baxter	Cllr C Miller	0.79%	0.35%	★				0.73%	0.35%	★
OCC11.14 Average annualised return achieved for externally managed funds	Lorna Baxter	Cllr C Miller	3.75%	3.75%	★				3.75%	3.75%	★

Measure	Director	Portfolio Holder	Period Actual	Period Target	Status	Comment	Finance Impact	Risk Impact	YTD Actual	YTD Target	YTD
OCC11.15 Invoice Collection Rate - ASC contribution debtors	Lorna Baxter	Cllr C Miller	89.03%	92.00%	●	The 120-day invoice collection rate was 89% this period, below the 92% target. As previously reported, reworked reminder communications are being developed by our partners to improve responses to reminder letters and should have a direct impact on collection rates. However, they are pending partner wide agreement and IT allocation to implement and are not expected until late Autumn 2022 at the earliest; a deployment date and final product has not been signed off.	Where the invoice collection rate drops there is a higher chance of escalating debt levels and a increase in the level of bad debt requiring impairment.		89.39%	92.00%	●

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Introduction

1. This annex sets out the second financial monitoring update for the 2022/23 financial year and is based on information to the end of July 2022. Key issues, as well as risks relating to inflation, demand and other factors, plus areas of emerging pressure are explained below.

The following additional information is provided to support the information in this Annex:

Annex B – 1 (a) to (f)	Detailed directorate positions
Annex B – 2b	Virements to note
Annex B – 3	Earmarked reserves
Annex B – 4	Government grants
Annex B – 5	General Balances

Overall Financial Position

2. As shown below there is a forecast Directorate overspend of £7.2m or 1.4%. The overall forecast variation is £5.9m or 1.1% after taking account of an increase in interest receivable on balances held by the council. Further detail is set out below.

Directorate	Latest Budget 2022/23 £m	Forecast Spend 2022/23 £m	Variance July 2022 £m	Variance July 2022 %	Variance May 2022 £m	Change Since May £m
Adult Services	211.1	211.1	0.0	0.0	0.0	0.0
Children's Services	148.7	156.6	7.9	5.3	5.5	2.4
Public Health	2.4	2.2	-0.2	-8.4	0.0	-0.2
Environment & Place	62.8	61.5	-1.3	-2.1	0.0	-1.3
Commercial Development, Assets and Investments	48.6	49.6	1.0	2.1	0.4	0.6
Customers, Organisational Development & Resources	37.3	37.1	-0.2	-0.5	-0.4	0.2
Total Directorate Budgets	510.9	518.1	7.2	1.4	5.5	1.7
Budgets Held Centrally						
Capital Financing Costs	26.1	26.1	0.0	0.0	0.0	0.0
Interest on Balances	-13.0	-14.3	-1.3	-0.3	-1.1	-0.2
Inflation and Contingency	12.3	12.3	0.0	0.0	0.0	0.0
Un-ringfenced Specific Grants	-33.1	-33.1	0.0	0.0	0.0	0.0
Insurance	1.4	1.4	0.0	0.0	0.0	0.0
Contribution from COVID-19 Reserve	-8.4	-8.4	0.0	0.0	0.0	0.0
Budgeted contributions to reserves	24.2	24.2	0.0	0.0	0.0	0.0
Total Budgets Held Centrally	9.5	8.2	-1.3	-0.3	-1.1	-0.2
Net Operating Budget	520.4	526.3	5.9	1.1	4.4	1.5
Business Rates & Council Tax funding	-520.4	-520.4	0.0	0.0	0.0	0.0
Forecast Year End Position	0.0	5.9	5.9		4.4	1.5

3. In addition to the overspend against council budgets, the forecast 2022/23 deficit compared to Dedicated Schools Grant (DSG) funding for High Needs is £17.5m after taking account of £1.2m of COVID-19 costs being met from council resources. This has reduced compared to the forecast in the Budget & Business Planning report to Cabinet on 18 January 2022 which set out that the spend on High Needs was expected to exceed grant funding by £20.3m in 2022/23. In line with a change to the CIPFA code of practice on DSG High Needs deficits an unusable reserve was created in 2020/21 to hold negative High Needs DSG balances. The forecast deficit would increase the total accumulated negative balance for High Needs held in this reserve to £47.3m at 31 March 2023.
4. Issues and volatility in the wider economy, including inflation and workforce shortages, continue to increase the risk to the financial position for the council and the overall landscape looks much more challenging than when the budget was set in February 2022 or compared to the same point in 2021/22.
5. The forecast overspend for Children's Services is particularly volatile and there remains real concern over the level of demand and lack of care placements available in the system. There is significant underlying pressure of up to £11.5m requiring rapid and active intervention. The forecast for Environment & Place reflects current activity but that could be affected by changes in demand and inflationary pressures in the second half of the year.
6. Further action will be taken to manage expenditure so that the forecast overspend reduces by year end. An update will be provided in the next report.
7. Most of the £12.3m on-going budget held as contingency as part of the 2022/23 budget will be needed to meet the cost of additional on-going pay inflation. One - off funding in general balances can be used to support pressures in 2022/23. The forecast overspend of £5.9m reduces the total to £1.9m above the £28.9m risk assessed level for 2022/23. Any increase to the forecast overspend beyond £5.9m would require further use of balances.

Directorate Forecasts

Adult Services

8. Adult Services is forecasting to breakeven against a net budget of £211.1m.

Service Area	2022/23 Latest Budget	Variance July 2022	Variance May 2022	Change Since May
	£m	£m	£m	£m
Age Well Pooled Budget	68.2	0.0	0.0	0.0
Live Well Pooled Budget	122.0	0.0	0.0	0.0
Non- Pool Services	14.4	0.0	0.0	0.0
Commissioning	6.5	0.0	0.0	0.0
Total Adult Services	211.1	0.0	0.0	0.0

Age Well Pooled Budget

9. The Age Well pool combines health and social care expenditure on care homes, activity relating to hospital avoidance and prevention and early support activities for older people.
10. A breakeven position is forecast for the council elements of the pool. However, there are on-going risks and uncertainties around activity levels, the impact of the Hospital Discharge Scheme ceasing and the impact on the market of the continuing increase of inflation, particularly in relation to new placements. The position requires the delivery of £2.6m savings built into the 2022/23 budget.
11. The budget contributions for both pooled budgets in 2022/23 have yet to be agreed by the Joint Commissioning Executive (JCE). The Oxfordshire Clinical Commissioning Group (OCCG) ceased to exist from 30 June 2022 and was replaced by the Integrated Care Board (ICB) for Buckinghamshire, Oxfordshire and Berkshire West. A three month budget to the end of June 2022 was agreed with OCCG with the expectation that the remaining budget for the rest of the financial year would be agreed by the ICB. The expectation is that each partner will continue to manage their own variations against the agreed contributions for the whole of the financial year, which will be confirmed with a new Section 75 agreement.
12. The council's share of the Better Care Fund held within the pool is expected to be £27.7m in 2022/23 and has increased by £1.4m compared to 2021/22. This is based on an expected minimum increase of at least 5.3% nationally.

Live Well Pooled Budget

13. The pool supports a mix of health and social care needs for adults of working age with learning disabilities, acquired brain injury or mental health needs and adults with physical disabilities.
14. A breakeven position is forecast for the council elements of the pool. There are on-going risks and uncertainties around activity levels, complexity of new packages of care, the impact on the market of the continuing increase of inflation and the position requires the delivery of £2.5m savings agreed as part of the 2022/23 budget.
15. A £3.5m overspend on social care costs related to the Outcome Based Contract within the Mental Health element of the pool is anticipated. This pressure is on-going from 2021/22 and there are ongoing contract meetings between the council and the Oxford Health NHS Foundation Trust (OHFT) to further understand how this can be managed in 2022/23 and future years. £1.5m of the overspend will be met from on-going funding agreed as part of the 2021/22 budget. The remaining £2.0m is expected to be met from a one-off contribution from funding held in the Budget Priorities reserve.
16. An overspend of £0.4m relating to the cost of people with mental health needs falling outside the scope of the Outcome Based Contract with Oxford Health Foundation Trust (OHFT) is included within the forecast. Under the current risk share arrangement, the council is responsible for £0.3m of the pressure.

17. The budget for services for people with high functioning autism is currently forecasting a £0.3m underspend assuming the current level of activity is maintained until the end of the financial year.
18. The health contribution to the pool is £18.3m and is unchanged from the previous year. It has been agreed that the council will continue to manage the majority of any variation for the whole of the financial year as was the case in previous years. In addition each partner will manage their own variations against the agreed contributions to the physical disability area of the pool. This will be confirmed as part of a new Section 75 agreement.
19. Under Section 75 of the NHS Act 2006 Oxfordshire Clinical Commissioning Group (OCCG) and the Council has pooled health and social care commissioning budgets since April 2013. The arrangements from 1 April 2022 include the agreement of a single, fully integrated pooled budget and risk share for Live Well and Age Well services. While the other changes are being implemented, further discussions have taken place about the risk share in the context of the current development of the Buckinghamshire, Oxfordshire and Berkshire West (BOB) Integrated Care System (ICS). As noted in the Provisional Outturn Report considered by Cabinet on 21 June 2022, the risk share is currently continuing under the same arrangements as in 2021/22 except for the change noted in paragraph 18.

Non-Pool Services

20. A breakeven position is being reported for all non-pool services. The current assumption is that all staffing budgets will be fully utilised, although recruitment and retention through the year may impact on this position.

Health, Education and Social Care Commissioning

21. A breakeven position is being reported.

Reserves

22. £10.6m held in the council's Budget Priorities reserve is available to support pressures in 2022/23 and the risks as outlined above. £5.5m of the total relates to additional contributions made by OCCG over the last three financial years. This funding has been committed in agreement with OCCG through the Joint Commissioning Executive, with the majority of the funding expected to be used during 2022/23.
23. £5.1m is available to be used to meet future cost pressures within Adult Social Care (ASC). £2.0m is earmarked against the pressure related to the Outcome Based Contract for Mental Health as noted in paragraph 15. Updates on the use of the remaining £3.1m will be included in future reports.
24. £0.6m held within the Government Initiatives reserve relates to un-ringfenced grant funding allocated to Oxfordshire from the Omicron Support Fund in 2021/22. This will be used to provide further sustainability support to providers and an extension of the Recruitment and Retention scheme during this financial year.

Medium Term Financial Plan Savings

25. The 2022/23 budget includes planned savings of £5.6m. All of these savings are currently expected to be delivered by year end. The process to maintain the saving is on-going but any variation is expected to be managed within the funding available.

Grants

26. The Improved Better Care Fund Grant is £10.7m in 2022/23. The conditions attached to the grant funding require it to be used for the purposes of meeting adult social care needs, including contributing to the stabilisation of local care markets and supporting the NHS in addressing pressures such as delayed discharges.
27. A further £0.1m non-ringfenced grant funding has also been received to cover the planning and preparation costs associated with charging reform to recruit additional staff to manage the increased demand for assessments and the implementation of the care account module.

Virements

28. Cabinet is asked to note virements relating to the use of the Contain Outbreak Management Fund to support a homelessness project, budget reallocations within the Live Well pool and the movement of budget to the Live Well pool to cover the costs of the multi-disciplinary Home First team.

Children's Services

29. As at the end of July 2022, Children's Services is experiencing significant pressures in three of its budget areas – staffing (particularly agency staff), placement costs and high needs (Schools Budget). The service is undertaking in-year budget mitigation activity to manage these.
30. A £7.9m overspend compared to the 2022/23 budget of £148.8m is forecast. This has increased by £2.4m compared to the forecast at the end of May 2022. The overspend on Dedicated Schools Grant (DSG) budget remains unchanged at £17.5m and relates wholly to High Needs.
31. The forecast is very volatile; the underlying forecast overspend ranges up to £11.5m, but the forecast of £7.9m should be deliverable if all the planned mitigations deliver. There remains real concern over the level of demand and lack of placements in the system.

Service Area	2022/23 Latest Budget £m	Variance July 2022 £m	Variance May 2022 £m	Change Since May £m
Education & Learning	36.5	-0.2	0.0	-0.2
Children's Social Care	35.8	0.0	1.5	-1.5
Children's Social Care Countywide	71.5	8.1	4.0	+4.1
Schools ¹	0.2	0.0	0.0	0.0
Children's Services Central Costs	4.8	0.0	0.0	0.0
Total Children's Services	148.7	7.9	5.5	+2.4
Overspend on DSG	245.8	17.5	17.5	0.0

32. The two main areas of financial pressure remain unchanged from the last report – front-line social work staff, in particular within Family Solutions Plus and placement costs arising partly from demographic changes in Children We Care For (CWCF).

Use of agency staffing to support statutory case allocation in the front-line social work team

33. The continued workload pressure, increased vacancies and recruitment difficulties within front-line services has necessitated a higher use of agency staff within the front-line teams undertaking assessment and safeguarding activity. This is essential to manage caseloads and to maintain safe working practices. The forecast additional spend on staffing is £5.3m of which £2.8m relates to managed teams.

34. Work is underway to reduce the overall staffing spend by;

- Addressing the flow of referrals at the 'front-end' (Multi Agency Safeguarding Hub) by revising thresholds and working practices;
- Reducing the backlog of assessments and intervention measures through the investment in managed teams in the Family Solutions Plus service. The forecast includes costs to mid-November at a cost of about £2.8m. This is expected to be funded via COVID-19 funding and the application of the Supporting Families reserve. Cabinet is recommended to agree to increase the funding from the COVID-19 reserve by £0.4m to extend funding for the managed teams until November 2022.
- Developing a robust recruitment and retention policy.

35. In addition to the plans outlined above, the directorate is also undertaking in-year mitigation measures to ensure overall staffing costs are managed within the budget. These include:

- Ensuring that maximum use is made of reserves and income streams including government grants and health income. A decision has been made to release some of the Supporting Families funding held in the Government Initiatives reserve, (money received by social care for meeting Troubled Families targets

¹ *Maintained Schools are funded by Dedicated Schools Grant

- for intervention) towards staffing costs; and
 - In-year vacancy management. In practice this means that all non-social work and Special Educational Needs (SEN) vacancies in Children's Services will be held until the overall staffing pressures are managed.
36. Work has begun to profile these mitigations and around £4.9m has already been identified and included in the forecast, including £2.7m from reserves, and continued management actions will be taken to find further savings. Further savings will also be identified to manage these staffing pressures should the need for additional agency expenditure continue.
37. Pressures are being addressed through a number of actions, including;
- Reducing the backlog of assessments and intervention measures through the investment of managed teams in the Family Solutions Plus service;
 - Addressing the flow of referrals at the 'front-end' by revising thresholds and working practices;
 - Reviewing all high cost placements to enable children to move to more appropriate and more cost-effective placements;
 - Minimising non-essential spend, including a stringent process for approval to recruit to vacant posts (with exceptions for key areas); and
 - Ensuring that maximum use is made of reserves and income streams including government grants and health income.

Placement costs in Children We Care For (CWCF)

38. The service has had an exceptionally difficult period in finding suitable placements for some children, resulting in some being accommodated in very high-cost arrangements. It is not unusual to have one or two such arrangements, but the increase reported at the end of last financial year has further accelerated this year. There are now 14 (up from 10 in the previous report) placements that are currently included in the forecast for this financial year, with plans to arrange suitable placements as soon as possible.
39. To address the overall position of CWCF within Corporate Parenting, a brokerage action plan is being implemented to ensure more timely, suitable and cost-effective placements are sourced. The forecast includes provision for the current arrangements to be replaced by new placements during the rest of the year, with further provision for potential new arrangements to March 2023.
40. The unit cost of these placements varies, however, on average, there would be a net saving of about £9,000 per week per placement if suitable residential accommodation were found for these children. The forecast is based on both known and estimated dates for the current arrangements to end and for the children to move to more suitable and cost-effective placements. Beyond this, provision is made in the forecast for an average of two such arrangements.
41. The Dedicated Schools Grant (DSG) budget, which is ring-fenced specifically for schools, has a forecast variance of £17.5m, due to continuing pressures on High Needs. This is £2.8m lower than the forecast deficit for 2022/23 shared with Cabinet in January 2022.

42. It is too early in the financial year to fully assess the impact of inflationary pressures. However, broadly speaking, budget increases of 2.0% to 2.5% were anticipated. Some block contracts were agreed at these levels but other services, such as spot purchases, were subject to market conditions and requests for higher increases have started to arrive. The fuel price increase has particularly affected home to school transport, where the price of some contracts has increased by 12%. Further analysis is being undertaken to build up a more complete picture.
43. In addition to the measures to address the budget pressures agreed previously budgets are being reviewed 'line by line' to ensure that actions are taken to maximise savings, whilst avoiding any direct negative impact on front-line services.
44. There are significant 'business as usual' pressures. These include demographic factors, such as the increase in CWCF, cost of living price increases, and ongoing recruitment problems requiring agency backfill. These are being collated and reviewed corporately.
45. The following paragraphs highlight the main budget variances by service area.

Education & Learning

46. Within Education & Learning, the Home to School Transport and the Special Educational Needs (SEN) service continue to be 'high risk' areas in terms of budget variance.
47. This service area projects a small underspend of £0.2m reflecting held staffing vacancies.
48. There was a significant underspend of £1.5m in Home to School Transport in 2021/22 that was mainly due to the following:
- Very stringent eligibility checks;
 - Increasingly efficient lets of mainstream contracts;
 - Increasing direct transport payments to families where it is cost efficient to do so; offset by
 - Increased SEN pupil usage arising from Education Health and Care Plans.
49. The 2022/23 budget includes an additional £1.3m for demography changes (which are still considered likely), a £1.0m savings target and £0.5m investment for active travel and green travel plans i.e. a net increase of £0.8m. The increase in fuel prices is having an impact on contract prices, with some increases as much as 12%. However, no overall variance is reported at this stage. Further information will be included in the next monitoring report.
50. Within the SEN service there are considerable ongoing pressures on the SEN casework team and Educational Psychologists due to the continued high number of requests for Education, Health and Care Plans. An additional £0.3m COVID-19 funding and an extra £0.9m have been included in the 2022/23 budget, for additional staff to manage the demand.

COVID-19 Impact – Education & Learning

51. Committed and agreed spend related to COVID-19 is forecast to be £1.7m. This includes £1.2m funding for High Needs (DSG), which is the same figure as applied in 2021/22. Last year, following representations to the Education and Schools Funding Agency (ESFA), permission was given to offset from council resources COVID-19 related High Needs (DSG) costs arising from increased demand for Education, Health and Care Plans, estimated at £1.2m per annum.

Social Care

52. The two key areas of pressure are staffing and placement costs.
53. On staffing, the main focus remains on the recruitment and retention of social workers, particularly in relation to those in the 'frontline' services of Family Solutions Plus, the Multi Agency Safeguarding Hub and Youth Justice and Exploitation services. This is primarily to address the caseload numbers, reduce the workflow, bring down the requirement for expensive agency staff and ultimately reduce the numbers of children coming into care.
54. The cost of these managed teams will be about £2.8m if they all remain in place until mid-November 2022. The plan is to phase out the teams as and when staffing and caseloads are considered to be sustainable.
55. Based on the current use of agency social workers to fill vacancies it is anticipated that there will be an overspend within the front-line social care teams of more than £5.3m in 2022/23. However, it is estimated that the actions referred to above should reduce agency staff costs, resulting in a break even position.
56. The regional Agency Worker Memorandum of Co-operation, which was reinstated on 1 April 2022, is coming under significant pressure. The agency social work market is also becoming increasingly problematic as many of the available staff are now opting to join project (or managed) teams. This is dramatically reducing the available supply of locum social workers across the region.
57. Non-staff costs include a forecast overspend on legal costs of £0.3m, a continuing pressure from 2021/22 and £0.4m on other costs. However, these budgets are being reviewed to identify potential offsetting savings.
58. Within the Youth service, there is a forecast underspend of £0.2m, as the new staffing budget is based on a full year and some appointments will start in September.

Social Care Countywide

Disabled Children services

59. There is a forecast overspend on services for disabled children of £1.3m, which largely reflects the increased number and complexity of placements during 2021/22, which has continued into 2022/23. The increase from April 2021 to March 2022 was 10 (49 to 59). In previous financial years there were lower rates of increase.

60. The average number of placements in 2021/22 was 52.5, which was about the number when the budget was set. An additional £0.2m was included in the budget in respect of demographic pressures, accounting for an average increase of about three placements.

Children We Care For (CWCF)

61. The forecast overspend on CWCF, excluding disabled children, is £7.7m. This incorporates a number of variances across placement types.

62. The number of CWCF at 31 March 2022 was 854. Figures are updated and backdated as the plans are captured in the system. Some children are recorded as 'Becoming Looked After' (BLA), and most of these will actually be CWCF but, because of a time lag, retrospective adjustments are made. Taking this into account, the total forecast number of CWCF included in the 2022/23 budget at 31 March 2022 was about 850, which includes disabled children and unaccompanied children and young people (UCYP).

63. However, the most significant variance (£6.7m overspend) relates to a few very high cost placements. There has been an unprecedented period of difficulty in finding suitable placements for some children, often at very short notice, and to meet the particular individual circumstances of the children. At the time the 2022/23 budget was prepared, there was only one such placement and a budget of £0.1m. These placements increased during the latter part of 2021/22 and have continued to increase in 2022/23. Including two placements at the start of June (one costing £12,000 per week and the other £20,000 per week), there are 14 such placements included in the forecast. The provision within the forecast is an estimated cost of £6.7m.

64. As part of a wider brokerage action plan, alternative, lower cost, placements are being sourced for these and other high cost placements.

65. Excluding UCYP, there was little difference between the forecast included within the budget and the actual position at 31 March 2022 (796). However, there was an increase in the more expensive placements offset by reductions in the less expensive placements. For example, the following table shows the difference in foster care placement mix and the additional annual cost of about £0.3m:

	Forecast number March 2022	Actual number March 2022	Variation to Forecast number	Unit cost per week £/w	Difference per annum £m
In house	156	121	-35	430	-0.8
Independent Foster Agencies (IFA)	197	221	24	890	1.1
Total	353	342	-11		0.3

66. The total number of CWCF at 31 July 2022 was 885 (excluding those with BLA status), made up as follows:

Children We Care For – category	April 2022	May 2022	June 2022	July 2022
Mainstream	722	737	741	758
Disabled Children	61	60	60	61
Sub-total	783	797	801	819
Unaccompanied Children and Young People (UCYP)	61	63	63	66
Total	844	860	864	885

67. The target number of UCYP is 102, in accordance with the Home Office threshold of 0.07% of the child population in Oxfordshire. The grant received for children under 18 is either £114 per day or a higher rate of £143 per day (subject to the threshold and for the National Transfer Scheme). So, a maximum of about £1,000 per week. When a child reaches 18, the funding falls to £237 per week. As many UCYP are 17 years old, this means that there will be a significant reduction in funding for them once they are 18. £0.1m is available in reserves to help mitigate costs this year.

68. The forecast for 2022/23 assumes that the number of placements remains the same for the rest of the financial year, excluding UCYP. However, certain assumptions that reflect the directorate plans are incorporated, including:

- Finding alternative placements for the very high cost placements. The forecast assumes that current plans for individual placements are met, and the rest are found more suitable placements during the rest of 2022.
- ‘Step-down’ from residential care to foster care; and
- The recruitment of foster carers, resulting in a target net 12 increase in in-house placements and a corresponding reduction in Independent Foster Agency (IFA) placements.

69. There are signs that the number of CWCF should reduce, as the number of children subject to a child protection plan (CPP) is reducing. Furthermore, the work to both reduce the backlog of assessments and stem the flow of referrals should start to have some impact on caseloads and, ultimately, should lead to fewer children coming into care. However, until the impact of the actions described above is more certain, forecasts will be made based on current knowledge.

COVID-19 Impact

70. An additional £2.9m is included in the budget for COVID-19 related spend. This reflects both ongoing costs and the adverse impact on savings plans. Included within this figure is £1.1m that is being used to fund the costs of the managed teams within the Family Solutions Plus (FSP) service, £0.6m for the Multi Agency Safeguarding Hub (MASH) and £0.6m to offset unachievable foster care savings included in the previous Medium Term Financial Plan (MTFP).

Grant

71. The council have been awarded a ringfenced grant of £0.045m by the Department for Education. The grant will be used to deliver better value in SEND and data analysis.

Schools' Costs (other than DSG)

72. There are no significant variances to report

Children's Services Central Costs

73. There are no significant variances to report.

Dedicated Schools Grant (DSG)

74. The forecast £17.5m deficit for High Needs is unchanged from May and has reduced from the £20.3m deficit agreed at Cabinet in January 2022. The reduction is due to a lower number of expected independent placements than initially budgeted, due to lower numbers of young people in schools in 2021/22 and the expansion of resource bases. In addition, funding set aside for contract pressures is expected to be lower.

Summary of DSG funding	2022/23 Budget £m	2022/23 Projected Outturn £m	Variance July 2022 £m
Schools block	127.3	127.3	0.0
Central Services Schools block	4.8	4.8	0.0
High Needs block	74.5	92.0	17.5
Early Years block	39.2	39.2	0.0
Total	245.8	263.3	17.5

75. Key risks to the forecast are the number of additional placements in September 2022 (over and above those currently planned), tribunal challenges to placement decisions and the impact of inflation on providers' fees.

Virements

76. Cabinet is recommended to note the virements in Annex B-2b which include changes related to ring-fenced grants for Schools and High Needs DSG.

Public Health

77. Public Health is forecasting a £0.7m underspend. £0.5m of this will be transferred to the Public Health reserve at year end.

Service Area	2022/23 Latest Budget £m	Variance July 2022 £m	Variance May 2022 £m	Change Since May £m
Public Health Functions	34.4	-0.7	0.0	-0.7
Public Health Recharges	0.6	0.0	0.0	0.0
Grant Income	-32.6	0.0	0.0	0.0
Transfer to Public Health Reserve	0.0	0.5	0.0	+0.5
Total Public Health	2.4	-0.2	0.0	-0.2

78. There is a £0.5m projected underspend in services funded by the Public Health ringfenced grant. £0.1m of the underspend relates to staff vacancies. The sexual

health service is forecasting a £0.3m underspend because of reduced activity linked to COVID-19 as well as the impact on providers of managing the outbreak of Monkeypox. The remaining £0.1m relates to NHS health checks, highlighting a low uptake of the service, and the level of General Practitioner staffing capacity available.

79. Comprehensive services for Domestic Abuse are being recommissioned in line with the Oxfordshire Domestic Abuse Strategy and the needs of the local population and the new contract will commence in April 2023. During this financial year, current service levels are being maintained and funded from the Department for Levelling Up, Housing and Communities (DLUHC) grant resulting in a £0.2m underspend from council funded budgets. This is a change from the breakeven position reported at the end of May.

Government Grants

80. The Public Health grant is £32.6m in 2022/23. This includes £0.2m awarded to Oxfordshire to support the delivery of routine commissioning in relation to pre-exposure prophylaxis (PrEP) for HIV.

Reserves

81. Public Health earmarked reserves are expected to be £5.6m at 31 March 2023. Work is ongoing to develop a plan to use this funding over the medium term in line with the grant conditions and the council's priorities.

Medium Term Financial Plan Savings

82. All savings within the 2022/23 budget are to be delivered by year-end.

Virements

83. The Cabinet is asked to note a budget virement between the Children's directorate and the Public Health directorate in relation to the Youth Justice and Exploitation Service. The budget that was held within Children's services for this provision has been transferred to Public Health where this service is being delivered.

Environment & Place

84. Environment and Place are forecasting an underspend of £1.3m against a budget of £62.8m.
85. The Directorate was previously made up of four service areas: Planning & Place, Community Operations, Growth & Economy, and directorate management. A new Directorate structure has been implemented since the last monitoring report to Cabinet in July 2022. The new service areas are: Transport & Infrastructure, Planning, Environment & Climate Change, Highways & Operations and Directorate Support.

Service Area	2022/23 Latest Budget	Variance July 2022	Variance May 2022	Change Since May
	£m	£m	£m	£m
Transport & Infrastructure	1.9	0.0	0.0	0.0
Planning, Environment & Climate Change	33.2	-1.5	0.0	-1.5
Highways & Operations	26.2	0.2	0.0	+0.2
Directorate Support	1.5	0.0	0.0	0.0
Total Environment & Place	62.8	-1.3	0.0	-1.3

Transport & Infrastructure

86. The Transport and Infrastructure service area is made up of Transport Policy, Place Making and Infrastructure delivery.

87. The Place Making service is currently forecasting an overspend of £0.4m due to additional priorities related to the Local Transport and Connectivity Plan which have required additional staffing and consultancy support. There are also permanent resourcing issues that have resulted in temporary staff being relied upon to fill vacancies at a higher rate. Action is being taken to reduce spend and increase income so the expectation is that the service will break even by year end.

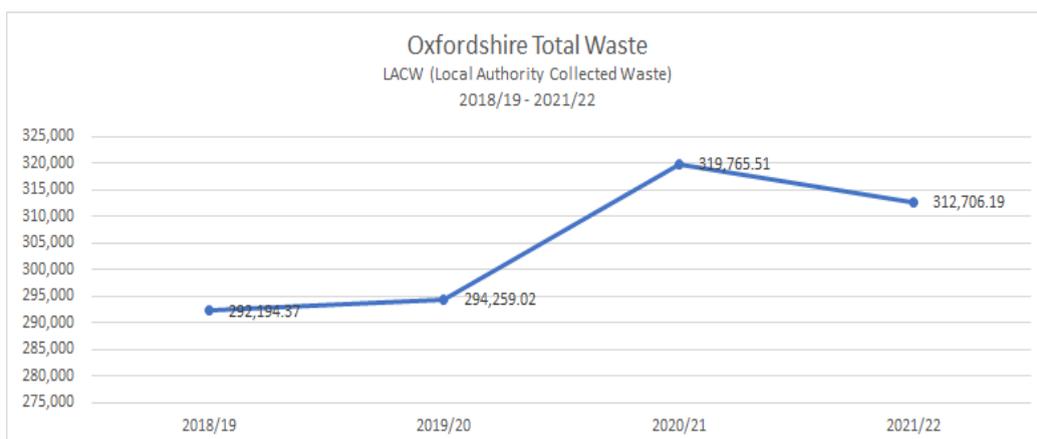
Planning, Environment & Climate Change

88. The Planning, Environment & Climate Change service area is made up of Strategic Planning, Climate Change and Environment & Circular economy. The service area is currently forecasting an underspend of £1.5m.

89. £0.1m is due to a senior management vacancy within Strategic Planning. This post is currently being advertised. The underspend is likely to reduce due to reliance on more expensive interim staffing to cover the recruitment period.

90. Climate Change is forecasting an underspend of £0.2m due to the impact of restructuring and delay in bringing new posts into the service.

91. Environment & Circular Economy is forecasting a £1.2m underspend due to reduced waste disposal tonnage trends that have not recovered to pre COVID-19 levels and appear to be impacted by the national economic situation and increasing cost of living. The forecast assumes that waste tonnages broadly remain at current levels for the rest of the year. There is a risk therefore that this forecast may change and the underspend will not be fully realised if tonnages increase from current levels.



Highways & Operations

92. Highway & Operations service area is made up of Highway Maintenance, Network Management and Supported Transport. The service is forecasting an overspend of £0.2m.

93. There is pressure in the Highway Maintenance service regarding the Street Lighting and Furniture energy budget where it is estimated that inflationary pressure on utility costs will increase costs by up to £1.2m.

94. Highway Operations are also reporting pressure due to abnormal contract inflation in highway maintenance for the current financial year. The service is currently exploring potential measures with the aim of mitigating this within the existing highway operations budget, though this is only likely if there are lower than average safety, incident and severe weather events. Any further mitigations will be through any further overachievements in income and the use of commuted sums.

95. Network management is currently forecasting an underspend of £0.5m. This is due to Parking and Network Coordination activity being greater than expected and generating more income with parking returning to pre-pandemic levels and new sources of parking income are now being realised.

96. Network Coordination is also seeing a greater level of work on the network, generating more permit income and network enforcement is bringing in greater returns than previously forecasted.

Directorate Support

97. The Directorate Support service area is currently forecasting a breakeven position.

Commercial Development, Assets & Investment

98. Services within Commercial Development, Assets and Investment are forecasting an overspend of £1.0m against a budget of £48.6m.

Service Area	2022/23 Latest Budget	Variance July 2022	Variance May 2022	Change Since May
	£m	£m	£m	£m
Property & Facilities Management	15.9	0.7	0.3	+0.4
Law & Governance	7.8	0.2	0.0	+0.2
Fire & Rescue and Community Safety	24.8	0.1	0.1	0.0
CDAI Management Costs	0.1	0.0	0.0	0.0
Total Commercial Development, Assets & Investments	48.6	1.0	0.4	+0.6

Property & Facilities Management

99. The Property & Facilities Management service is forecasting an overspend of £0.7m after taking account of action being taken to manage pressures.

100. Energy costs are forecast to be £0.4m above the assumptions in the budget agreed in February 2022, this is being closely monitored.

101. The Cleaning Service is projecting an overspend of £0.3m mainly due to savings targets that are not being delivered. However, a comprehensive review of service provision is being carried out. Currently, the Council provides cleaning services to about 120 sites throughout Oxfordshire including 9 schools. The review will include alternative delivery models, proposals to decrease cleaning hours and/or frequency due to reduced footfall in some buildings.

102. Joint Use Agreements (JUA) for leisure facilities are being impacted by a significant increase in costs due to higher general inflation with limited scope for increasing income. Additionally, there has been some reduction in swimming income from schools/academies during and post the COVID-19 pandemic which may continue into the current year as schools are also facing financial pressures. The JUA overspend is forecast at £0.2m, however, this is offset through lower rent and services charges in Landlord and Tenant.

103. Trading Standards has a large court case which is likely to result in an overspend of £0.1m.

Law and Governance

104. Law and Governance are forecasting an overspend of £0.2m. This overspend is mainly due to additional agency costs to cover staffing vacancies.

105. All other services are currently forecasting breakeven.

Customers, Organisational Development & Resources

106. The Customers, Organisational Development and Resources Directorate forecast is an underspend of £0.2m against a budget of £37.3m.

Service Area	2022/23 Latest Budget	Variance July 2022	Variance May 2022	Change Since May
	£m	£m	£m	£m
Corporate Services	1.4	0.2	0.0	+0.2
Human Resources & Organisational Development	3.9	-0.1	-0.3	+0.2
Communications, Strategy & Insight	3.4	-0.3	0.0	-0.3
ICT & Digital	11.3	0.0	0.0	0.0
Culture & Customer Experience	10.4	0.0	-0.1	+0.1
Finance	6.9	0.0	0.0	0.0
Total Customers, Organisational Development & Resources	37.3	-0.2	-0.4	+0.2

107. Corporate Services is reporting an overspend of £0.2m which is mainly due to staffing pressures and recruitment costs.

108. Human Resources & Organisational Development is forecast to underspend by £0.1m as a result of unfilled posts. This is a one-off underspend this year, and it is anticipated that the budget will be fully utilised once the new staffing structure is fully embedded.

109. Communications, Strategy and Insight is reporting £0.3m underspend due to staff vacancies, caused by difficulties in recruiting in a challenging external market.

Medium Term Financial Strategy Savings

110. The 2022/23 budget agreed includes planned directorate savings of £17.4m. 70% (£12.3m) are on track to be delivered in the year compared to a target of 95% set out in the budget agreed by Full Council in February 2022.

111. £1.7m savings are assessed as red and relate to anticipated savings in Street Lighting. This pressure is currently forecast to be met by underspends elsewhere within the Environment and Place Directorate.

112. £1.4m transformation savings in Commercial Development, Assets and Investment for Property Services are assessed as amber. The service is reviewing how it can address this but forecast underspends elsewhere should mitigate this pressure.

113. There are also £1.5m savings classified as amber in Children's directorate. They are Home to School transport and Step down from residential placement to tier 4 Independent Fostering Agency.

114. As well as these savings there are four budget reductions within the Commercial Development, Assets & investments totaling £0.5m that are currently reported as red. These include a new cleaning contract and efficiency savings arising through digital solutions.

115. The anticipated delivery of the savings is built into the directorate positions reported above.

Debt Management

Corporate Debtors

116. The collection rate based on invoice volumes for June and July was 91.7% and 98% respectively. For July this is 3% above the 95% target. The collection rate based on the value of invoices within the two-month period is 98%.

117. At the end of 2021/22 total debt requiring impairment was £0.33m. This rose to £0.37m as at the end of July 2022, however this is still within the target range.

Adult Social Care Debtors

118. The 120-day invoice collection remains at 89%. This is below the 95% target, however remains in line with performance throughout last year. Processes are being reviewed and should improve collection rates through the rest of 2022/23. In addition, the proportion of people paying by direct debit continues to increase.

119. The final balance of bad debt as at the end of 2021/22 was £3.7m. The balance at the end of May 2022 increased to £4.1m. During 2021/22 the trailing impacts of COVID-19 had a significant effect on bad debt related to means tested social care contributions. In quarter four of 2021/22 Adult Services, with support from Finance, created an 18-month plan to reduce the levels of bad debt to £2.5m. Additional resources have been brought in and a task group has been assembled to ring-fence and clear the bad debt cases over the next 12 to 18 months. The task group went live in May 2022 but reductions to bad debt are not expected until quarter three of 2022/23 onwards following work to assess and prioritise the caseload and commence recovery activity. This is identified as a priority ahead of legislation changes to social care charging.

Budgets Held Centrally

120. There is a combined underspend of £1.3m against budgets held centrally.

Capital Financing Costs

121. The borrowing costs and minimum revenue provision for capital projects funded by Prudential Borrowing are either recharged to directorates where savings arising from the scheme are expected to meet them or met corporately from the budget for capital financing costs. Based on the position at the end of 2021/22 it is anticipated that there will be an underspend against this budget in 2022/23 but an update will be provided later in the year.

122. The budget for interest payable assumed new external borrowing of £46m would be taken during 2022/23. Slippage in the capital programme and an increase in the level of cash balances mean that it is unlikely any new external borrowing will be taken out during the year.

Interest on Balances

123. The current forecast outturn position for in house interest receivable is £3.8m,

which is £2.2m above budget. This is due to the council taking advantage of higher than forecast investment rates. Of the £2.2m overachievement, an estimated £1.5m will be applied to Developer Contribution balances. The reference rate at which interest is applied to Developer Contribution balances will be above zero during 2022/23 for the first time since 2019/20.

124. The forecast outturn position for external fund returns is £3.8m, in line with the budget.

Inflation and Contingency

125. Contingency budget is held to cover:

- the risk that demographic pressures are higher than forecast;
- any unfunded new burdens or unfunded elements of government grant;
- any potential pay awards beyond budgeted assumptions plus other inflationary risk; and
- the risk that proposed savings are not achieved in full, based on the performance targets set out in the Financial Strategy.

126. The inflation and contingency budget for 2022/23 totals £12.3m. This includes £4.4m funding for pay inflation assumed at 2.5% in the budget approved in February 2022. In July 2022 National Employers offered an increase of £1,925 on all pay points with effect from 1 April 2022. This would cost an additional £6.3m and require £10.7m of the contingency budget to be moved to directorate budgets to support the on-going cost. The unions are considering this offer and an update will be provided in the next report.

127. Estimated costs arising from the termination of the 113 agreement regarding joint working between Oxfordshire County Council and Cherwell District Council will be met from the contingency budget if they cannot be absorbed within directorate budgets. The expectation is that any costs are included in the forecast position but work to confirm is on-going and an update will be provided in the next report. The on-going impact will be addressed through the Budget & Business Planning process for 2023/24.

128. The latest estimate from the Office for National Statistics indicates that CPI inflation was 10.1% for the 12 months up to July 2022 (up from 9.1% in May 2022). Inflation is likely to have a significant impact on the council's services that will need to be managed and mitigated as the year progresses and then be considered through the Budget & Business Planning Process for 2023/24.

Reserves

129. As set out in Annex B - 3 Earmarked Reserves are forecast to be £190.6m at 31 March 2023. Changes since the last report include a £1.5m expected drawdown from the Transformation Reserve consisting of £0.8m allocated to SEND transformation for 2022/23 plus £0.7m for estimated corporate transformation costs.

130. **Budget Priorities Reserve** – This includes £7.7m one - off funding to support the council's priorities that was agreed as part of the 2022/23 budget in February 2022. £0.250m has been agreed to be used to support the implementation of "Vision Zero". A further £0.250m has been agreed to be used to support partners

in the delivery of a food strategy action plan. This will seek to address food poverty, inequality, access to healthy food, and supporting/enhancing local food supply.

131. As set out in the Earmarked Reserves and General Balances Policy Statement for 2022/23 £7.0m from the Budget Priorities Reserve was agreed to be used to contribute to the Capital Reserve to help meet the costs of the 20 MPH Speed Limit Programme and the Zero Emission Buses Regional Areas (ZEBRA) Schemes.
132. £10.6m of the total held in the reserve relates to Adult Social Care. £2.0m is earmarked against the pressure related to the Outcome Based Contract for Mental Health as noted in paragraph 15. A further £5.5m was released from the council's contribution to the Better Care Fund Pool as a result of additional contributions from OCCG over the last three financial years. As noted in paragraph 22 the majority of this funding is expected to be used during 2022/23.
133. **COVID-19 Reserve** - The balance held in the reserve after taking account of £8.4m agreed to be used to support directorate budgets in 2022/23 is £17.9m. A further £0.4m is proposed to be used to extend the funding for the managed teams in the Family Solutions Plus (FSP) service (see paragraph 34).
134. £11.7m has been agreed to be used to fund COVID-19 related pressures in future years as part of the Medium Term Financial Strategy. £0.5m is being used to fund IT equipment delivered in April 2022 that was originally agreed to be spent in 2021/22 and £0.1m has been committed for additional costs within the Coroner's service.
135. The uncommitted balance of £5.1m is available to support further COVID-19 pressures on a one-off basis.
136. **Council Tax Collection Fund Reserve** – as part of the 2022/23 budget, £3.0m of the £6.0m balance held in this reserve was agreed to be used to contribute to the Capital Reserve to help meet the costs of the 20 MPH Speed Limit Programme and the Zero Emission Buses Regional Areas (ZEBRA) Schemes.
137. **Business Rates Reserve** – This reserve is held to manage fluctuations in Business Rate income that the Council receives. As noted in the budget agreed by Council in February 2022, Business Rate income for 2022/23 was estimated as information about both the 2022/23 income and 2021/22 deficit position was received from the district councils after the budget was agreed. The in - year income is £5.9m more than estimated in the budget. This has been added to the Business Rates Reserve pending agreement about the use of this funding. A further update will be provided later in the year when grant funding for the council's share of the 2021/22 deficit is confirmed.
138. An unusable reserve was created in 2020/21 to hold **negative High Needs DSG balances** in line with a change to the CIPFA code of practice on DSG High Needs deficits. The net deficit of £17.5m for 2022/23 (see paragraph 72) will increase the total deficit related to High Needs held in the reserve to £47.3m as at 31 March 2023. The overall forecast balance including all DSG funding held in the reserve is £42.3m as at 31 March 2023.

Grants

139. As set out in Annex B - 4 government grants totalling £403.6m are expected to be received by the Council during 2022/23.

Homes for Ukraine

140. The Homes for Ukraine scheme was launched on 14 March 2022. The scheme is open to Ukrainian nationals who were residents in Ukraine prior to 1 January 2022 and their immediate family members. Guests will be able to live and work in the UK for up to 3 years and access benefits, healthcare, employment, and other support. Local councils are responsible for initial accommodation and safeguarding checks, including at least one in person visit, payments to sponsors and an initial £200 payment to guests on arrival, social care assessments and ongoing support, school places, and information about the local area.

141. Grant funding of £10,500 per guest is being provided to upper tier councils to enable them to work with district councils and other partners to provide support to families to rebuild their lives and fully integrate into communities. This funding is un-ringfenced but has a number of conditions attached which are continuing to evolve as the scheme develops.

142. Funding for 'thank you' payments of £350 per month per sponsoring household is being provided through a separate ringfenced grant. As at the end of July there were 371 sponsoring households in Oxfordshire.

143. The Department for Education (DfE) is allocating funding to councils on a per pupil basis to provide education services and support for children with special educational needs and disabilities (SEND) for children from families arriving from Ukraine.

144. To date the council have received £0.7m grant funding for education services and support. The first payment which was received in August 2022 is a payment in arrears to cover all arrivals in the authority in the time period 1 March 2022 to 31 May 2022.

145. As at 31 July 2022, 1,585 Ukrainian nationals had moved into Oxfordshire. £10.6m grant funding based on the number of guests at the end of May has been received to date and is being used to support costs related to the scheme incurred by both the county and district councils. The next tranche of grant funding will be based on the number of guests who have arrived by the end of August and will increase the total funding to over £17m. Work is continuing to identify and assess future costs and risks related to the scheme generally and particularly the impact of guests moving on to alternative accommodation.

General Balances

146. General Balances were £39.2m as at 31 March 2022 and increased to £40.2m after taking account of a budgeted contribution of £1.0m. The risk assessed level of balances for 2022/23 is £28.9m.

147. £3.0m is being used to support the help meet the costs of the 20 MPH Speed Limit Programme and the Zero Emission Buses Regional Areas (ZEBRA) Schemes. A further £0.5m is being used to fund a schools' condition survey.

148. After taking account of the projected overspend of £5.9m, balances will reduce to £30.8m. This is £1.9m above the risk assessed level.

Changes for the Dissolution of the Joint Working Partnership with Cherwell District Council

149. Following implementation of the dissolution of the joint working partnership with Cherwell District Council (and specifically the cessation of a shared senior management team) a review of costs and senior accountabilities has been undertaken and functions within the Commercial Development, Assets and Investment directorate have been redistributed. Community Safety will move to Public Health with the remaining services will be combined with the services within Customers, Organisational Development and Resources to create "Customers, Culture and Corporate Services". The next report will reflect the revised structure.

Business Management & Monitoring Report
Position to the end of July 2022
Budget Monitoring

Directorate	Net Budget (Latest Estimate)	Projected Full Year Spend	Projected Year End Variance underspend- overspend+	Projected Year End Variance	Projected Year End Traffic Light
	£000	£000	£000	£000	Red > 1.5% Amber >1.1% <1.5% Green on track
Adults Services	211,131	211,131	0	0.00%	G
Children's Services	148,703	156,603	7,900	5.31%	R
Public Health	2,395	2,195	-200	-8.35%	G
Environment and Place	62,809	61,509	-1,300	-2.07%	G
Commerical Development, Assets and Investments	48,562	49,531	969	2.00%	R
Customers, Organisational Development and Resources	37,281	37,065	-216	-0.58%	G
Directorate Total Net	510,881	518,034	7,153	1.4%	FALSE

Business Management & Monitoring Report
Position to the end of July 2022
Budget Monitoring

Directorate	Net Budget (Latest Estimate)	Projected Full Year Spend	Projected Year End Variance underspend- overspend+	Projected Year End Variance	Projected Year End Traffic Light
	£000	£000	£000	£000	Red > 1.5% Amber >1.1% <1.5% Green on track
Budget held Centrally					
Capital Financing	26,119	26,119	0		
Interest on Balances	-13,007	-14,277	-1,270		
Contingency	12,284	12,284	0		
Unringfenced Specific Government Grants	-33,099	-33,099	0		
Insurance	1,364	1,364	0		
Contributions to (+)/from (-)reserves	18,328	18,328	0		
Contribution to (+)/from(-) balances	-2,500	-2,500	0		
Total Budget held Centrally	9,489	8,219	-1,270		
Net Operating Budget	520,370	526,253	5,883	1.1%	
Business Rates & Council Tax Funding	-520,370	-520,370	0		
Forecast Year End Position	0	5,883	5,883		

Business Management and Monitoring Report: Adult Services
Position to the end of July 2022
Revenue Budget Monitoring

		Net Budget (Latest Estimate)	Projected Full Year Spend	Projected Year End Variance	Variance Last Month	Change in Variance
		£000	£000	underspend- overspend+	£000	£000
SCS1	<u>Adult Social Care</u>					
SCS1-1A	Better Care Fund Pool Contribution	68,166	68,166	0	0	0
SCS1-1B	Adults with Care and Support Needs Pool Contribution	122,004	122,004	0	0	0
SCS1-2 to 9	Other Adult Social Care Services					
SCS1-2	Adult Protection & Mental Capacity	4,082	4,082	0	0	0
SCS1-3	Provider & Support Services	3,235	3,235	0	0	0
SCS1-4	Domestic Violence & Abuse Support Service	0	0	0	0	0
SCS1-5	Housing Related Support	1,368	1,368	0	0	0
SCS1-6	Other Funding	-8,491	-8,491	0	0	0
SCS1-8	Adult Social Care Recharges	6	6	0	0	0
SCS1-9	Adult Social Care Staffing & Infrastructure	14,272	14,272	0	0	0
	Total Other ASC Services	14,472	14,472	0	0	0
	Total Adult Social Care	204,642	204,642	0	0	0
SCS2	Commissioning	6,489	6,489	0	0	0
	Total Adult Services	211,131	211,131	0	0	0

Business Management & Monitoring Report: Children's Services
Position to the end of July 2022
Revenue Budget Monitoring

		Net Budget (Latest Estimate)	Projected Full Year Spend	Projected Year End Variance	Variance Last Month	Change in Variance
		£000	£000	underspend- overspend+	£000	£000
CEF1	<u>Education & Learning</u>					
CEF1-1	Management & Central Costs	1,209	1,009	-200	0	-200
CEF1-2	SEND	6,757	6,757	0	0	0
CEF1-3	Learning & School Improvement	1,166	1,166	0	0	0
CEF1-4	Access to Learning	27,023	27,023	0	0	0
CEF1-5	Learner Engagement Service	312	312	0	0	0
	Total Education & Learning	36,467	36,267	-200	0	-200
CEF2	<u>Children's Social Care</u>					
CEF2-1	Management & Central Costs	5,248	5,248	0	0	0
CEF2-2	Social Care	30,530	30,530	0	1,500	-1,500
	Total Children's Social Care	35,778	35,778	0	1,500	-1,500

Business Management & Monitoring Report: Children's Services
Position to the end of July 2022
Revenue Budget Monitoring

		Net Budget (Latest Estimate)	Projected Full Year Spend	Projected Year End Variance	Variance Last Month	Change in Variance
		£000	£000	underspend- overspend+	£000	£000
CEF3	<u>Children's Social Care Countywide Services</u>					
CEF3-1	Corporate Parenting	57,659	65,759	8,100	4,000	4,100
CEF3-2	Safeguarding	3,739	3,739	0	0	0
CEF3-3	Services for Disabled Children	9,195	9,195	0	0	0
CEF3-4	Youth Offending Service	857	857	0	0	0
	Total Children's Social Care Countywide Services	71,450	79,550	8,100	4,000	4,100
CEF4	<u>Schools</u>					
CEF4-1	Delegated Budgets	0	0	0	0	0
CEF4-2	Nursery Education Funding (EY)	0	0	0	0	0
CEF4-3	Non-Delegated School Costs	216	216	0	0	0
CEF4-4	School Support Non-Negotiable Recharges	-46	-46	0	0	0
CEF4-5	Capitalised Repairs & Maintenance	0	0	0	0	0
	Total Schools	170	170	0	0	0

Business Management & Monitoring Report: Children's Services
Position to the end of July 2022
Revenue Budget Monitoring

	Net Budget (Latest Estimate)	Projected Full Year Spend	Projected Year End Variance	Variance Last Month	Change in Variance
	£000	£000	underspend- overspend+	£000	£000
CEF5 Children's Services Central Costs					
CEF5-1 Management & Administration	995	995	0	0	0
CEF5-2 Premature Retirement Compensation	3,243	3,243	0	0	0
CEF5-3 Commissioning Recharge	600	600	0	0	0
Total Children's Services Central Costs	4,838	4,838	0	0	0
Total Children's Services	148,703	156,603	7,900	5,500	2,400
MEMORANDUM: DEDICATED SCHOOLS GRANT - DSG Funded Expenditure (Gross)					
Schools DSG	127,343	127,343	0	0	0
High Needs DSG	74,518	92,018	17,500	17,500	0
Early Years DSG	39,160	39,160	0	0	0
Central DSG	4,820	4,820	0	0	0
Total DSG Funded Expenditure	245,841	263,341	17,500	17,500	0

Business Management & Monitoring Report : Public Health
Position to the end of July 2022
Revenue Budget Monitoring

		Net Budget (Latest Estimate)	Projected Full Year Spend	Projected Year End Variance	Variance Last Month	Change in Variance
		£000	£000	underspend- overspend+	£000	£000
PH 1 & 2	Public Health Functions					
PH1-1	Sexual Health	6,440	6,140	-300	0	-300
PH1-2	NHS Health Check Programme	645	545	-100	0	-100
PH1-3	Health Protection	8	8	0	0	0
PH1-4	National Child Measurement Programme	154	154	0	0	0
PH1-5	Public Health Advice	150	150	0	0	0
PH1-6	0 - 5 year olds	8,848	8,848	0	0	0
PH2-1	Obesity	1,104	1,104	0	0	0
PH2-2	Physical Activity	390	390	0	0	0
PH2-3	Public Health General	2,161	2,061	-100	0	-100
PH2-4	Smoking and Tobacco Control	615	615	0	0	0
PH2-5	Children's 5-19 Public Health Programmes	2,405	2,405	0	0	0
PH2-6	Other Public Health Services	1,592	1,592	0	0	0
PH2-7	Drugs and Alcohol	8,214	8,214	0	0	0
PH2-8	Domestic Violence	1,605	1,405	-200	0	-200
	Total Public Health Functions	34,331	33,631	-700	0	-700
PH3	Public Health Recharges	633	633	0	0	0
PH4	Grant Income	-32,569	-32,569	0	0	0
	Transfer to Public Health Reserve	0	500	500	0	500
	Total Public Health	2,395	2,195	-200	0	0

Business Management & Monitoring Report: Environment and Place
Position to the end of July 2022
Revenue Budget Monitoring

		Net Budget (Latest Estimate)	Projected Full Year Spend	Projected Year End Variance	Variance Last Month	Change in Variance
		£000	£000	underspend- overspend+	£000	£000
EP1	Transport & Infrastructure	1,846	1,846	0	0	0
EP2	Planning, Environment & Climate Change	33,247	31,747	-1,500	0	-1,500
EP3	Highways & Operations	26,240	26,440	200	0	200
EP4	Directorate Support	1,476	1,476	0	0	0
TOTAL ENVIRONMENT AND PLACE		62,809	61,509	-1,300	0	-1,300

Business Management & Monitoring Report: Commercial Development, Assets & Investment
Position to the end of July 2022
Revenue Budget Monitoring

		Net Budget (Latest Estimate)	Projected Full Year Spend	Projected Year End Variance	Variance Last Month	Change in Variance
		£000	£000	underspend- overspend+	£000	£000
CDAI1	Property, Investment & FM	15,869	16,554	685	307	378
CDAI2	Law & Governance	7,785	7,969	184	41	143
EE4	Fire & Rescue and Community Safety	24,776	24,876	100	66	34
CDAI4	CDAI Management Costs	132	132	0	0	0
Total Commercial Development, Assets & Investment		48,562	49,531	969	414	555

Business Management & Monitoring Report: Customers, Organisational Development & Resources
Position to the end of July 2022
Revenue Budget Monitoring

		Net Budget (Latest Estimate)	Projected Full Year Spend	Projected Year End Variance	Variance Last Month	Change in Variance
		£000	£000	underspend- overspend+	£000	£000
COD1	Corporate Services	1,440	1,600	160	0	160
COD2	Human Resources & Organisational Development	3,875	3,743	-132	-311	179
COD3	Communications, Strategy & Insight	3,379	3,135	-244	-29	-215
COD4	ICT & Digital	11,298	11,298	0	0	0
COD5	Culture & Customer Experience	10,358	10,358	0	-83	83
COD6	Finance	6,931	6,931	0	-6	6
Total Customers, Organisational Development & Resources		37,281	37,065	-216	-429	213

Business Management & Monitoring Report: Adult Services
Position to the end of July 2022
Revenue Budget Monitoring

		BUDGET 2021/22		
		Original Budget	Movement to Date	Latest Estimate
		£000	£000	£000
SCS1	Adult Social Care			
SCS1-1A	Better Care Fund Pool Contribution			
	Gross Expenditure.	65,069	3,097	68,166
	Gross Income.	0	0	0
		65,069	3,097	68,166
SCS1-1B	Adults with Care and Support Needs Pool Contribution			
	Gross Expenditure.	120,077	1,927	122,004
	Gross Income.	0	0	0
		120,077	1,927	122,004
SCS1-2 to SCS1-9	Other Adult Social Care Services			
	Gross Expenditure	40,141	-5,490	34,651
	Gross Income	-19,869	-310	-20,179
		20,272	-5,800	14,472
	Total Adult Social Care	205,418	-776	204,642
SCS2	Commissioning			
	Gross Expenditure	6,761	2,039	8,800
	Gross Income	-765	-1,546	-2,311
	Total Commissioning	5,996	493	6,489
	Expenditure Total	232,048	1,573	233,621
	Income Total	-20,634	-1,856	-22,490
	Total Adult Services Net Budget	211,414	-283	211,131

Business Management & Monitoring Report: Children's Services
Position to the end of July 2022
Revenue Budget Monitoring

		BUDGET 2021/22		
		Original Budget	Movement to Date	Latest Estimate
		£000	£000	£000
CEF1	Education & Learning			
	Gross Expenditure	114,885	50	114,935
	Gross Income	-78,560	92	-78,468
		36,325	142	36,467
CEF2	Children's Social Care			
	Gross Expenditure	38,041	2,546	40,587
	Gross Income	-2,680	-2,129	-4,809
		35,361	417	35,778
CEF3	Children's Social Care Countywide Services			
	Gross Expenditure	76,190	716	76,906
	Gross Income	-4,994	-462	-5,456
		71,196	254	71,450
CEF4	Schools			
	Gross Expenditure	200,279	316	200,595
	Gross Income	-200,063	-362	-200,425
		216	-46	170
CEF5	Children's Services Central Costs			
	Gross Expenditure	5,168	69	5,237
	Gross Income	-386	-13	-399
		4,782	56	4,838
	Expenditure Total	434,563	3,697	438,260
	Income Total	-286,683	-2,874	-289,557
	Total Children's Services Net Budget	147,880	823	148,703
MEMORANDUM: DEDICATED SCHOOLS GRANT - DSG Funded Expenditure (Gross)				
	Schools DSG	127,190	153	127,343
	High Needs DSG	75,095	-577	74,518
	Early Years DSG	39,160	0	39,160
	Central DSG	4,506	314	4,820
	Total Gross	245,951	-110	245,841

Business Management & Monitoring Report: Public Health
Position to the end of July 2022
Revenue Budget Monitoring

		BUDGET 2021/22		
		Original Budget	Movement to Date	Latest Estimate
		£000	£000	£000
PH 1 & 2	Public Health Functions			
	Gross Expenditure	33,296	1,697	34,993
	Gross Income	-650	-12	-662
		32,646	1,685	34,331
PH3	Public Health Recharges			
	Gross Expenditure	633	0	633
	Gross Income	0	0	0
		633	0	633
PH4	Grant Income			
	Gross Expenditure	0	0	0
	Gross Income	-32,569	0	-32,569
		-32,569	0	-32,569
	Expenditure Total	33,929	1,697	35,626
	Income Total	-33,219	-12	-33,231
Total Public Health Net Budget		710	1,685	2,395

**Business Management & Monitoring Report: Environment and Place
Position to the end of July 2022
Revenue Budget Monitoring**

		BUDGET 2021/22		
		Original Budget £000	Movement to Date £000	Latest Estimate £000
EP1	Transport & Infrastructure			
	Gross Expenditure	0	8,536	8,536
	Gross Income	0	-6,690	-6,690
		0	1,846	1,846
EP2	Planning, Environment & Climate Change			
	Gross Expenditure	0	35,337	35,337
	Gross Income	0	-2,090	-2,090
		0	33,247	33,247
EP3	Highways & Operations			
	Gross Expenditure	0	73,840	73,840
	Gross Income	0	-47,600	-47,600
		0	26,240	26,240
EP4	Directorate Support			
	Gross Expenditure	0	1,826	1,826
	Gross Income	0	-350	-350
		0	1,476	1,476
	Expenditure Total	0	119,539	119,539
	Income Total	0	-56,730	-56,730
	Total Environment and Place Net Budget	0	62,809	62,809

Business Management & Monitoring Report: Commercial Development, Assets & Investment
Position to the end of July 2022
Revenue Budget Monitoring

		BUDGET 2021/22		
		Original Budget	Movement to Date	Latest Estimate
		£000	£000	£000
CDAI1	Property, Investment & FM			
	Gross Expenditure	23,463	457	23,920
	Gross Income	-8,070	19	-8,051
	Total Property, Investment & Facilities Management	15,393	476	15,869
CDAI2	Law & Governance			
	Gross Expenditure	9,172	117	9,289
	Gross Income	-1504	0	-1,504
	Total Law & Governance	7,668	117	7,785
CDAI3	Community Safety			
	Gross Expenditure	27,929	38	27,967
	Gross Income	-3,226	35	-3,191
	Total Community Safety	24,703	73	24,776
CDAI4	Management Costs			
	Gross Expenditure	130	2	132
	Gross Income	0	0	0
	Total Mangement Costs	130	2	132
	Expenditure Total	60,694	614	61,308
	Income Total	-12,800	54	-12,746
	Total Commerical Development, Assets & Investment Net Budget	47,894	668	48,562

Business Management & Monitoring Report: Customers, Organisational Development & Resources
Position to the end of July 2022
Revenue Budget Monitoring

		BUDGET 2021/22		
		Original Budget	Movement to Date	Latest Estimate
		£000	£000	£000
COD1	Corporate Services			
	Gross Expenditure	2,010	22	2,032
	Gross Income	-592	0	-592
		1,418	22	1,440
COD2	Human Resources & Organisational Development			
	Gross Expenditure	4,909	54	4,963
	Gross Income	-1,088	0	-1,088
		3,821	54	3,875
COD3	Communications, Strategy & Insight			
	Gross Expenditure	4,350	54	4,404
	Gross Income	-1,025	0	-1,025
		3,325	54	3,379
COD4	ICT & Digital			
	Gross Expenditure	14,115	548	14,663
	Gross Income	-3,341	-24	-3,365
		10,774	524	11,298
COD5	Culture & Customer Experience			
	Gross Expenditure	16,350	93	16,443
	Gross Income	-7,382	1,297	-6,085
		8,968	1,390	10,358
COD6	Finance			
	Gross Expenditure	9,010	49	9,059
	Gross Income	-2,130	2	-2,128
		6,880	51	6,931
	Expenditure Total	50,744	820	51,564
	Income Total	-15,558	1,275	-14,283
	Total Customers & Organisational Development and Resources Net Budget	35,186	2,095	37,281

**Business Management Report
Position to the end of July 2022**

CABINET IS RECOMMENDED TO APPROVE THE VIREMENTS AS DETAILED BELOW:

Directorate (CD = Cross Directorate)	Month of Cabinet meeting	Month of Directorate MMR	Narration	Budget Book Line	Service Area	Permanent / Temporary	Expenditure + increase / - decrease £000	Income - increase / + decrease £000
Grand Total								

Business Management Report
Position to the end of July 2022

NEW VIREMENTS THAT HAVE BEEN ACTIONED FOR CABINET TO NOTE

Directorate (CD = Cross Directorate)	Month of Cabinet Meeting	Month of Directorate MMR	Narration	Budget Book Line	Service Area	Permanent / Temporary	Expenditure + increase / - decrease £000	Income - increase / + decrease £000		
CD	Sep	Jun	Move core budgets to new cost centre	PH4	Grant Income	P	3	0		
				VSMMGT	Strategic Measures	P	0	-3		
		Jul	Service provided under PH contract but paid for out of YJES service	CEF3-4	Youth Justice & Exploitation Service	T	-19	0		
				PH1 & 2	Public Health Functions	T	19	0		
				CDAI1	Property & Community Facilities Management	P	1	0		
				EP2	Planning, Environment & Climate Change	P	-1	0		
				CDAI1	Property & Community Facilities Management	P	17	0		
				COD5	Culture & Customer Experience	P	-17	0		
				CDAI1	Property & Community Facilities Management	T	500	0		
				VSMMGT	Strategic Measures	T	-500	0		
CS	Sep	Jun	Temp in-year budget for one-off income	CEF2-2	Social Care	T	36	-36		
			New Marston Resource Base: Recoupment from Academy w.e.f 1 Sep 2022	CEF1-2	SEND Service	P	28	-28		
			HN DSG: ESFA Place Changes Notification 30 March 2022	CEF1-2	SEND Service	P	-577	577		
			School Improvement virements 22/23	CEF1-3	Learning & School Improvement	T	333	-333		
			Schools union de-delegation expenditure and income budgets 22/23	CEF4-3	Non-Delegated Schools Costs	T	33	-33		
			Recoupment DSG amount 22-23	CEF4-3	Non-Delegated Schools Costs	T	153	-153		
			Move £50k pressure for Gypsy and Traveller Childrens Family Worker from SCT502 holding code to new cost centre	CEF2-2	Social Care	P	-50	0		
				CEF5-1	Management & Admin	P	50	0		
		Jul	Create income budget - contributions from districts for the YPSH Commissioned service	CEF3-1	Corporate Parenting	T	336	-336		
			Increase in YJB Grant 2022/23	CEF3-4	Youth Justice & Exploitation Service	P	126	-126		
		CDAI	Sep	Jun	Budget Tidy ups	CDAI1	Property & Community Facilities Management	P	-83	83
					Expand budget to reflect structure	CDAI1	Property & Community Facilities Management	P	230	-230

Business Management Report
Position to the end of July 2022

NEW VIREMENTS THAT HAVE BEEN ACTIONED FOR CABINET TO NOTE

Directorate (CD = Cross Directorate)	Month of Cabinet Meeting	Month of Directorate MMR	Narration	Budget Book Line	Service Area	Permanent / Temporary	Expenditure + increase / - decrease £000	Income - increase / + decrease £000		
AS	Sep	Jun	Move Budgets On Admin CC to SCG123	SCS1-9	Adult Social Care Staffing & Infrastructure	P	-11	0		
				SCS2	Commissioning	P	11	0		
			Budget recode per SR / RN	ACSNPOOL	Live Well Pool	P	-150	150		
				SCS1-1B	Live Well Pool Contribution	P	-150	0		
				SCS1-9	Adult Social Care Staffing & Infrastructure	P	150	0		
				Homelessness COMF	SCS1-6	Other Funding	T	310	-310	
		Budget Reallocation	ACSNPOOL	Live Well Pool	P	-700	700			
		Jul	BAS CLINICS ADMIN	SCS1-9	Adult Social Care Staffing & Infrastructure	P	30	0		
				SCS2	Commissioning	P	-30	0		
			CCG 22/23 Update LW only	ACSNPOOL	Live Well Pool	P	293	-293		
			22/23 6% inflation Direct Payments	ACSNPOOL	Live Well Pool	P	553	-553		
				SCS1-1B	Live Well Pool Contribution	P	553	0		
				SCS1-6	Other Funding	P	-553	0		
				Split BCF into Live Well and Age Well	ACSNPOOL	Live Well Pool	P	204	-19,563	
			6% inflation Direct Payments	BCFPOOL	Age Well Pool	P	3,938	15,421		
			6% inflation Direct Payments	ACSNPOOL	Live Well Pool	P	213	-213		
				BCFPOOL	Age Well Pool	P	276	-276		
				SCS1-1A	Age Well Pool Contribution	P	276	0		
				SCS1-1B	Live Well Pool Contribution	P	213	0		
				SCS1-6	Other Funding	P	-489	0		
				PD Budget 22/23 Split Update	ACSNPOOL	Live Well Pool	P	-971	971	
			BCFPOOL		Age Well Pool	P	971	-971		
			SCS1-1A		Age Well Pool Contribution	P	812	0		
			SCS1-1B		Live Well Pool Contribution	P	-812	0		
			CCG Funding uplift for Age Well	ACSNPOOL	Live Well Pool	P	2,802	-14,632		
				BCFPOOL	Age Well Pool	P	6,463	5,367		
			BCF Uplift	BCFPOOL	Age Well Pool	P	1,491	-1,491		
			Contribution for Innovation Support and Sustainability	BCFPOOL	Age Well Pool	P	0	-450		
				SCS1-1A	Age Well Pool Contribution	P	450	0		
			23AS9 moved to a holding cost centre	SCS1-6	Other Funding	P	150	0		
		SCS2		Commissioning	P	-150	0			
		Grand Total							16,761	-16,761

Business Management & Monitoring Report
Position to the end of July 2022
Earmarked Reserves

	2022/23			Last reported forecast as at 31 March 2023	Change in closing balance to last forecast	Commentary
	Balance at 1 April 2022	Movement	Balance at 31 March 2023			
	£m	£m	£m			
Schools' Reserves	14.6	0.0	14.6	14.6	0	In accordance with the Education Reform Act 1988, the scheme of Local Management of Schools provides for the carry forward of individual schools surpluses and deficits. These reserves are committed to be spent on schools. Other School Reserves cover a number of miscellaneous education activities, including amounts loaned to individual schools against school reserves, and School Partnership Accounts which are operated in respect of inter-school activities.
Vehicle and Equipment Reserve	2.7	0.0	2.7	2.7	0.0	This reserve is to fund future replacements of vehicles and equipment.
Grants and Contributions Reserve	24.7	-0.2	24.5	24.1	0.4	This reserve has been set up to hold unspent grants and contributions committed to be spent in future years. This includes the Public Health Grant
Government Initiatives	3.4	-2.7	0.7	1.1	-0.4	This reserve is used to hold underspends on budgets funded by unringfenced grants held that relate to specific agreed outcomes or the implementation of Government initiatives.
Trading Accounts	0.4	0.0	0.4	0.4	0.0	This reserve holds funds relating to traded activities to help manage investment.
Council Elections	0.1	0.2	0.3	0.3	0.0	This will be used to fund future elections. In years where no County Elections take place any underspend on the Council Elections budget will be transferred to this reserve.
Partnership Reserves	2.4	0.0	2.4	2.4	0.0	This relates to funding for the Growth Deal
On Street Car Parking	4.0	0.0	4.0	4.0	0.0	This surplus has arisen under the operation of the Road Traffic Regulation Act 1984 (section 55). The purposes for which these monies can be used are defined by statute.
Transformation Reserve	2.2	-1.5	0.7	2.2	-1.5	This reserve is needed to fund the implementation costs of the Council's Transformation programme.
Demographic Risk Reserve	9.0	4.0	13.0	13.0	0.0	In light of the significant pressures relating to High Needs DSG and other budgets with demographic volatility. This reserve will help to manage demographic risk.
Youth Provision Reserve	0.2		0.2	0.2	0.0	£1.0m allocated over 2019/20 and 2020/21 to provide seed funding for locality based youth provision

Business Management & Monitoring Report
Position to the end of July 2022
Earmarked Reserves

	2022/23			Last reported forecast as at 31 March 2023	Change in closing balance to last forecast	Commentary
	Balance at 1 April 2022	Movement	Balance at 31 March 2023			
	£m	£m	£m			
Budget Prioritisation Reserve	18.5	-6.7	11.8	11.8	0.0	This reserve is being used to support the implementation of the Council's priorities and the Medium Term Financial Strategy.
Budget Equalisation Reserve	0.0	1.6	1.6	1.6	0.0	
Insurance Reserve	11.8		11.8	11.8	0.0	This reserve covers the County Council for insurance claims that, based on the previous experience of the County Council, are likely to be received, as well as a number of insurance related issues.
Business Rates Reserve	4.1	5.4	9.5	10.0	-0.5	This reserve is to smooth the volatility of Business Rates income.
Capital Reserves	47.9	19.3	67.2	67.2	0.0	This reserve has been established for the purpose of financing capital expenditure in future years.
Investment Pump Priming Reserve	2.0		2.0	2.0	0.0	
Council Tax Collection Fund Reserve	6.0	-3.0	3.0	3.0	0.0	This reserve holds any surplus/ deficit as a result of income from council tax being more or less than originally estimated
Redundancy Reserve	3.3		3.3	3.3	0.0	This reserve is available to fund redundancy costs arising from the Medium Term Financial Strategy
Covid-19 Reserve	26.3	-9.4	16.9	17.3	-0.4	This reserve is set up to meet ongoing and emerging pressures and longer term service demands arising from the COVID-19 Pandemic. £20.2m funding from the reserve is built into the council's Medium Term Financial Plan agreed in February 2022.
Total Reserves	183.6	7.0	190.6	193.0	-2.4	

Business Management Report
Position to the end of July 2022
Government Grants 2022/23

Ringfenced	Directorate	Issued By	Esimate 2022/23	In year Adjustments / New Allocations previously reported	In year Adjustments/ New Allocations reported this time	Latest Allocation
			£000	£000	£000	£000
	Adult Services					
R	Improved Better Care Fund	DHSC	10,391	0	314	10,705
R	Market Sustainability and Fair Cost of Care Fund	DHSC	0	1,547	0	1,547
	TOTAL ADULT SERVICES		10,391	1,547	314	12,252
	Children's Services					
	Dedicated School Grants					
R	Dedicated Schools Grant (DSG) - Schools Block	DfE	127,190	0	0	127,190
R	Dedicated Schools Grant (DSG) - Central Block	DfE	4,506	314	0	4,820
R	Dedicated Schools Grant (DSG) - Early Years Block	DfE	39,160	0	0	39,160
R	Dedicated Schools Grant (DSG) - High Needs Block	DfE	75,095	0	-577	74,518
	Subtotal DSG Grants		245,951	314	-577	245,688
	School Grants					
R	Pupil Premium	DfE	7,073	0	0	7,073
R	Education Funding Agency - Sixth Form Funding and Threshold	DfE	191	0	0	191
R	PE and Sport Grant	DfE	2,265	0	0	2,265
R	Universal Infant Free School Meals	DfE	3,867	0	0	3,867
R	Teacher's Pay Grant	DfE	98	0	0	98
R	Teacher's Pension Grant	DfE	278	0	0	278
R	Coronavirus (Covid-19) Schools Fund	DfE	3,083	0	0	3,083
	Subtotal School Grants		16,855	0	0	16,855

Business Management Report
Position to the end of July 2022
Government Grants 2022/23

Ringfenced	Directorate	Issued By	Esimate 2022/23	In year Adjustments / New Allocations previously reported	In year Adjustments/ New Allocations reported this time	Latest Allocation
			£000	£000	£000	£000
	Other Children's Services Grants					
R	Youth Justice Board	YJB	548	0	0	548
R	Asylum (USAC and Post 18)	HO	1,904	0	0	1,904
R	Extended Personal Adviser Duty Grant	DfE	103	0	0	103
R	Staying Put Implementation Grant	DfE	271	0	0	271
R	Remand Framework	YJB	77	0	0	77
R	Intervention Delivering Better Value in SEND	DfE	0	0	0	0
	Subtotal Other Children's Services Grants		2,903	0	0	2,903
	TOTAL CHILDREN'S SERVICES		265,709	314	-577	265,446
	Public Health					
R	Public Health Grant	DHSC	32,569	0	0	32,569
	TOTAL PUBLIC HEALTH		32,569	0	0	32,569
	Environment & Place					
R	Bus Service Operators Grant	DfT	559	0	236	795
R	Natural England	DEFRA	227	0	0	227
R	Energy Mapping	DEFRA	0	0	47	47
R	Zero Emission Zone Pilot	DEFRA	0	0	229	229
	TOTAL ENVIRONMENT & PLACE		786	0	512	1,298
	Customers, Organisational Development & Resources					
R	Music Service	AC	1,045	0	0	1,045
R	MaaS:CAV	Innovate UK	313	0	0	313
R	OmniCAV	Innovate UK	1	0	0	1

Business Management Report
Position to the end of July 2022
Government Grants 2022/23

Ringfenced	Directorate	Issued By	Esimate 2022/23	In year Adjustments / New Allocations previously reported	In year Adjustments/ New Allocations reported this time	Latest Allocation
			£000	£000	£000	£000
R	Park & Charge	Innovate UK	206	0	0	206
R	Virgin Park & Charge	Innovate UK	7	0	0	7
R	Data Driven Safety Tool	Innovate UK	91	0	0	91
R	Quantum Gravimeter	Innovate UK	69	0	0	69
R	Resilient CAV	Innovate UK	25	0	0	25
R	Heart Park Project	DFT	90	0	0	90
R	GTC DfT Congestion Tool	DFT	59	0	0	59
R	CAVL4R	DFT	11	0	0	11
TOTAL CUSTOMERS, ORGANISATIONAL DEVELOPMENT & RESOURCES			1,917	0	0	1,917
Commercial Development , Aseets & Investment						
R	Fire Fighter's Pension Fund Grant	DLUHC	1,361	0	0	1,361
R	Fire Fighter's New Dimensons Grant	DLUHC	40	0	0	40
TOTAL COMMERCIAL DEVELOPMENT, ASSETS & INVESTMENT			1,401	0	0	1,401
Strategic Measures						
U	Lead Local Flood Authority	DEFRA	45			45
U	Extended Rights to Free Travel	DfE	278			278
U	Fire Revenue Grant	DLUHC	213			213
U	Supporting Families - previously Troubled Families	DLUHC	915			915
U	New Homes Bonus	DLUHC	2,923			2,923
U	Local Reform & Community Voices Grant	DfE	515			515
U	Independent Living Fund	DfE	3,454			3,454
U	Social Care Support Grant	DLUHC	17,343			17,343

Business Management Report
Position to the end of July 2022
Government Grants 2022/23

Ringfenced	Directorate	Issued By	Esimate 2022/23	In year Adjustments / New Allocations previously reported	In year Adjustments/ New Allocations reported this time	Latest Allocation
			£000	£000	£000	£000
U	New Social Care Grant	DLUHC	572			572
U	Services Grant	DfE	4,960			4,960
U	Section 31 Grant for Business Rate Compensation	DLUHC	5,327		8,189	13,516
U	Business Rates Top-Up	DLUHC	40,546			40,546
U	Substance Misuse Treatment & Recovery Grant	OHID	0	620		620
U	Domestic Abuse Duty Grant	DLUHC	0	1,144		1,144
U	Charging Reform Implementation Grant	DHSC	0		102	102
	Subtotal Strategic Measures		77,091	1,764	8,291	87,146
	Grants held on behalf of Local Enterprise Partnership					
R	Oxford Innovation Business Support	BEIS	205			205
R	European Regional Development Fund		900			900
R	DCLG (Local Enterprise Partnership Funding)	DLUHC	500			500
	Subtotal Grants held on behalf of Local Enterprise Partnership		1,605	0	0	1,605
	TOTAL STRATEGIC MEASURES		78,696	1,764	8,291	88,751
	Total All Grants		391,469	3,625	8,540	403,634

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R Ringfenced grant

U Un-ringfenced grant

Issued by

HO Home Office

DHSC Department of Health & Social Care

DfT Department for Transport

DfE Department for Education

DLUHC Department for Levelling Up, Housing and Communities

BEIS Department for Business, Energy & Industrial Strategy

OHID Office for Health Improvement and Disparities

DEFRA Department for Environment, Food and Rural Affairs

AC Arts Council

YJB Youth Justice Board

Business Management & Monitoring Report
Position to the end of July 2022
General Revenue Balances

	Forecast 2022/23	
	£m	£m
General Balances: Outturn 2021/22	39.200	
County Fund Balance		39.200
Planned Contribution to Balances	1.000	
Planned Contribution from Balances	-3.000	
Original forecast outturn position 2022/23		37.200
Additions		0.000
Calls on balances deducted		
Schools Condition Survey (Supplementary Estimate)	-0.500	
		-0.500
Automatic calls on/returns to balances		0.000
Additional Strategic Measures		
Forecast Strategic Measures Overspend /Underpsend		0.000
Net General Balances		36.700
Total Gross Expenditure Budget		793.111
Balances as a % of Gross Expenditure		4.63%
Net Balances		36.700
Calls on / returns to balances agreed but not actioned		
Forecast Overspend as at July 2022	-5.883	
		-5.883
Calls on / returns to balances requested in this report		0.000
Forecast Variation at Year End		
Less forecast overspend (as set out in Annex 1)		0.000
Forecast Outturn position		30.817
Risk Assessed Level of Balances for 2022/23		28.900

Surplus/(deficit) balances compared to risk assessed level

1.917

Division(s): N/A

CABINET – 20 SEPTEMBER 2022

TREASURY MANAGEMENT QUARTER 1 PERFORMANCE REPORT 2022/23

Report by Director of Finance

RECOMMENDATION

1. Cabinet is **RECOMMENDED** to note the report, and to **RECOMMEND** Council to note the Council's treasury management activity the first quarter of 2022/23.

Executive Summary

2. This report covers the treasury management activity for the first quarter of 2022/23 in compliance with the CIPFA Code of Practice on Treasury Management 2021. It provides an update on the anticipated position and prudential indicators set out in the Treasury Management Strategy Statement & Annual Investment Strategy for 2022/23 agreed as part of the council's budget and Medium Term Financial Strategy in February 2022.
3. The global economy has changed significantly since the Strategy was agreed. Supply and workforce issues have caused global inflation, leading to world central banks increasing base interest rates much faster than forecast. Further interest rate rises are likely during the financial year, making investment returns more sensitive week to week. There is also volatility in global bond, equity and property markets which will lead to fluctuations in the value of investments in these instruments.
4. During the first quarter of the year there were no maturities of external debt. The external debt balance remained at £313.38m on 30 June 2022.
5. The average daily balance of temporary surplus cash invested in-house in the three months to 30 June was £465.10m, compared to the £342.00m budget. The Council achieved an average in-house return for that period of 0.73%. That was above the budgeted rate of 0.58% set in the strategy. This has produced gross interest receivable of £0.85m for the quarter to 30 June 2022 compared to budget of £0.38m.
6. During the first quarter of the year the Council maintained its holding in external funds. Gross distributions from the council's investments in pooled funds totalled £0.68m in the first quarter of the year, exceeding the budgeted figure of £0.60m. Forecast returns for the year are £3.81m, in line with the budget of £3.81m.

Introduction

7. The Chartered Institute of Public Finance and Accountancy's (CIPFA's) Code of Practice on Treasury Management 2021 recommends that members are informed of Treasury Management activities at least four times per year. This report ensures this authority is embracing Best Practice in accordance with CIPFA's recommendations.

8. The following annexes are attached

Annex 1	Debt Financing 2022/23
Annex 2	Public Works Loans Board (PWLB) Debt Maturing
Annex 3	Prudential Indicator Monitoring
Annex 4	Specified & Non-Specified Investments 2022/23

Treasury Management Strategy 2022/23

9. The Treasury Management Strategy & Annual Investment Strategy for 2022/23 outlines the Council's strategic objectives in terms of its debt and investment management for the financial year 2022/23.
10. The Strategy sets out that the forecast average cash balance for 2022/23 is £442m. The average base rate forecast was 0.35%
11. The council intends to maintain its investment in strategic pooled funds with a purchase value of £101m (23%), with the remaining £341m (77%) being managed internally with a mixture of short, medium and long-term deposits.
12. The Strategy included the continued use of pooled fund vehicles with variable net asset value.
13. The Strategy for borrowing provided an option to fund new or replacement borrowing. The limit for internal borrowing was combined with the long term lending limit, and will not exceed £300m.

External Context – Provided by Link Treasury Services

14. **Economic backdrop:** Following the 0.1% month on month fall in GDP in March and the 0.3% month on month contraction in April, the economy is now moving towards a recession. However, after adjusting for the impact of winding down of the COVID-19 Test and Trace activity and the vaccination programme on the wider economic position the underlying momentum may not be as weak as the headline figures suggest.
15. The Composite Purchasing Managers Index (PMI) remained unchanged in June, at May's level of 53.1, suggesting that real GDP softened rather than collapsed.
16. CPI inflation rose from 9.0% in April 2022 to a new 40-year high of 9.1% in May and it is not yet close to its peak. The increase in CPI inflation in May was mainly due to a further leap in food price inflation from 6.7% to a 13-year high of 8.5%. With the influence of increases in agricultural commodity prices yet to fully feed into prices on the supermarket shelves, it is likely that food price inflation will rise above 10% in September. Previous forecasts were for CPI inflation to peak at 10.5% in October, however, following the announcement of the energy price freeze in September, this is likely to be softened.
17. The Bank Rate has recently been increased to 1.25%, taking it to its highest level since the Global Financial Crisis. The Monetary Policy Committee's (MPC) new guidance is that if there

are signs of “more persistent inflationary pressures” it will, “if necessary act forcefully in response”. We expect the MPC to continue to raise rates in steps of 0.25% rather than 0.50%. We think the MPC will raise rates from 1.25% now to a peak of 2.75% next year. That’s higher than the peak of 2.00% forecast by economists, but lower than the peak priced into the financial markets

18. Gilt yields have been affected by the global surge in bond yields triggered by the surprisingly strong rise in CPI inflation in the US in May. The rises in two-year gilt yields (to a peak of 2.37% on 21st June) and 10-year yields (to a peak of 2.62%) took them to their highest level since 2008 and 2014 respectively. And in response to signs that central banks (particularly the US Fed) are going to raise interest rates faster to get on top of inflation, we now think that 10-year gilt yields will reach a peak of 2.70% (up from 2.39% currently) this year and into 2023.
19. **Interest Rate Forecasts** Link Group, provided the following forecasts on 9th August 2022:

Link Group Interest Rate View 09.08.22													
	Sep-22	Dec-22	Mar-23	Jun-23	Sep-23	Dec-23	Mar-24	Jun-24	Sep-24	Dec-24	Mar-25	Jun-25	Sep-25
BANK RATE	2.25	2.50	2.75	2.75	2.75	2.50	2.50	2.25	2.25	2.25	2.25	2.25	2.00
3 month ave earnings	2.50	2.80	3.00	2.90	2.80	2.50	2.40	2.30	2.30	2.30	2.20	2.20	2.20
6 month ave earnings	2.90	3.10	3.10	3.00	2.90	2.80	2.70	2.60	2.50	2.50	2.40	2.30	2.30
12 month ave earnings	3.20	3.30	3.20	3.10	3.00	2.90	2.80	2.70	2.40	2.40	2.40	2.40	2.40
5 yr PWLB	2.80	3.00	3.10	3.10	3.00	3.00	2.90	2.90	2.80	2.80	2.80	2.70	2.70
10 yr PWLB	3.00	3.20	3.30	3.30	3.20	3.10	3.10	3.00	3.00	3.00	2.90	2.90	2.80
25 yr PWLB	3.40	3.50	3.50	3.50	3.50	3.40	3.40	3.30	3.30	3.20	3.20	3.20	3.10
50 yr PWLB	3.10	3.20	3.20	3.20	3.20	3.10	3.10	3.00	3.00	2.90	2.90	2.90	2.80

Treasury Management Activity

Debt Financing

20. The Strategy for 2022/23 assumed the level of external borrowing would increase by £46m during the financial year. As a result of slippage in the capital programme noted in the Capital Monitoring Report to Cabinet in July 2022 and the forecast for cash balances over the medium term this external borrowing will not be arranged in 2022/23. .
21. The Council’s cumulative total external remained at from £313.38m from 1 April 2022 to 30 June 2022. No new debt financing has been arranged during the year. The total forecast external debt as at 31 March 2023 is £306.38m. The forecast debt financing position for 31 March 2023 is shown in Annex 1.

22. At 30 June 2022, the authority had 50 PWLB¹ loans totalling £263.38m, nine LOBO² loans totalling £45m and one long-term fixed Money Market loan totalling £5m³. The combined weighted average interest rate for external debt as at 30 June 2022 was 4.44%.

Maturing Debt

23. No debt matured during the quarter of the year. The Council is forecast to repay £7m of PWLB debt by 31st March 2023. The details are set out in Annex 2.

Debt Restructuring

24. The premium charge for early repayment of PWLB debt remained relatively expensive for the loans in the Authority's portfolio and therefore unattractive for debt restructuring activity. No PWLB debt restructuring activity was undertaken during the first half of the year. However, given the forecast for bond rates, debt restructuring opportunities are being actively sought with our advisors, Link Treasury Services.

LOBOs

25. At the beginning of the financial year the Council held £45m of LOBO (Lender's Option Borrower's Option) loans where the lender has the option to propose an increase in the interest rate at set dates, following which the Authority has the option to either accept the new rate or to repay the loan at no additional cost. £15m of these LOBOs had options during 2022/23, to the 30 June 2022 none had been exercised by the lender. The Council is exploring early repayment opportunities of LOBOs with Link Treasury Services.

Investment Strategy

26. The Council holds deposits and invested funds representing income received in advance of expenditure plus balances and reserves. The guidance on Local Government Investments in England gives priority to security and liquidity and the Council's aim is to achieve a yield commensurate with these principles. The Council continued to adopt a cautious approach to lending to financial institutions and continuously monitored credit quality information relating to counterparties.
27. During the first quarter of the financial year term fixed deposits have been placed with other Local Authorities as per the approved lending list, whilst Money Market Funds have been utilised for short-term liquidity. Inter Local Authority lending remains an attractive market to deposit funds with from a security view point, whilst the Government's Debt Management Deposit Facility (DMADF) has also provided a competitive and secure counterparty. With rapidly increasing interest rates, the Council has taken a position of laddering investments, taking advantage of increased market rates and ensuring a continuous cycle of maturities to be invested at higher rates.

¹ PWLB (Public Works Loans Board) is a Government agency operating within the United Kingdom Debt Management Office and is responsible for lending money to Local Authorities.

² LOBO (Lender's Option/Borrower's Option) Loans are long-term loans which include a re-pricing option for the bank at predetermined intervals.

³ In June 2016, the Council's LOBO with Barclays PLC was converted to a fixed rate loan at its current interest rate of 3.95% to mature on the 29th May 2065 with Barclays waiving their right to change the interest rate on the loan in the future.

28. The Treasury Management Strategy Statement and Annual Investment Strategy for 2022/23 included the use of 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 strategy permitted up to 50% of the total portfolio to be invested with external fund managers and pooled funds (excluding Money Market Funds). The performance of the pooled funds will continue to be monitored by the Treasury Management Strategy Team (TMST) throughout the year against respective benchmarks and the in-house portfolio.
29. At the start of the year the UK Bank Rate was 0.75%. This was above the forecast of 0.25% owing to consecutive interest rate rises in February and March 2022 as a result of the invasion of Ukraine. Further increases in May and June saw the official rate increase to 1.25% by 30th June. With ongoing inflationary pressures impacting on the UK economy, the forecast is for interest rates to increase to a high of 2.75% by March 2023, then reduce to 2.00% by 2025.
30. The long term lending limit for 2022/23 is £205m. During the first six months of the year the average available cash headroom within that limit was £10m.

The Council's Lending List

31. The Council's in-house cash balances were deposited with institutions that meet the Council's approved credit rating criteria. The approved Lending List is updated to reflect changes in counterparty credit quality with changes reported to Cabinet on a bi-monthly basis. There were no changes to the lending list in the first quarter of 2022.
32. In the quarter to 30 June 2022 there were no instances of breaches in policy in relation to the Council's Lending List. Any breaches in policy will be reported to Cabinet as part of the monthly Business Management & Monitoring report.

Investment Performance

33. Security of capital has remained the Authority's main investment objective. This has been maintained by following the Authority's counterparty policy as set out in its Treasury Management Strategy Statement and Annual Investment Strategy for 2022/23 and by maintaining a limited exposure to "bail in" banks and favouring deposits with other Local Authorities and the DMADF. As at 30 June 2022, the Council had £419.0m deposited with 41 other Local Authorities with an average deposit total of £8.76m per authority. As at 30 June 2022, the maximum deposit with any single local authority was £25m. This was below the limit of £30m. The Council also had £80m deposited with the DMADF as at 30 June 2022.
34. The average daily balance of temporary surplus cash invested in-house in the quarter to 30 June 2022 was £465.10m, compared to a budgeted figure of £342.00m. The Council achieved an average in-house return for that period of 0.73%, above the budgeted rate of 0.35% set in the strategy. This has produced gross interest receivable of £0.85m for the quarter to 30 June compared to budget of £0.38m.

35. Temporary surplus cash includes; developer contributions; council reserves and balances; trust fund balances; and various other funds to which the Council pays interest at each financial year end, based on a margin below the Sterling Overnight Interest Average.

External Fund Managers and Pooled Funds

36. During the first quarter of 2022/23 the Council maintained its holding in external funds. The value of the funds was £101.08m as at 30 June 2022 compared to £105.53m at 31 March 2022. The original purchase cost of the portfolio in March 2019 was £101.0m. Weighted by original purchase value, pooled fund investments produced an annualised income return of 3.87% for the period. These investments are held with a long-term view and performance is assessed accordingly.
37. Gross distributions from pooled funds have totalled £0.66m in the first quarter of the year, exceeding the budgeted figure of £0.60m.

Prudential Indicators for Treasury Management

38. The Authority confirms compliance with its Prudential Indicators for 2022/23, which were set as part of the Authority's Treasury Management Strategy Statement. The position as at 30 June 2022 for the Prudential Indicators is shown in Annex 3.

Training

39. Individuals within the Treasury Management Team continue to keep up to date with the latest developments and attend external workshops and conferences where relevant

Financial Implications

40. Interest payable and receivable in relation to Treasury Management activities are included within the overall Strategic Measures budget. In house interest receivable for 2022/23 is currently forecast to be £3.78m, which is £2.24m above £1.54m budget. An estimated £1.52m of this will be applied to Developer Contribution balances. As at 30 June 2022, £0.85m of the £3.78m interest receivable has been realised.
41. Dividends payable from external funds in 2022/23 are forecast as £3.81m, which is in line with budget.
42. Interest payable is currently forecast to be £13.81m, which is £0.58m below the budgeted figure of £14.39m, due to £46m of new external borrowing not required during the year.
43. The Business Management & Monitoring Report to Cabinet in October 2022 notes that the net impact of the additional interest, after taking account of increases to interest payable on developer contributions is forecast to be £1.3m in 2022/23.

Comments checked by:

Lorna Baxter, Section 151 Officer, lorna.baxter@oxfordshire.gov.uk

Legal Implications

44. There are no direct legal implications arising from this report save for the need for ongoing collaborative working between the S.151 Officer and the Monitoring Office. CIPFA guidance promotes the need for consultative working and collaboration between these respective roles to promote good organisational governance.

Comments checked by:

Jennifer Crouch, Principal Solicitor, jennifer.crouch@oxfordshire.gov.uk

Sustainability Implications

45. This report is not expected to have any negative impact with regards to the Council's zero carbon emissions commitment by 2030.

Contact officer: Tim Chapple – Treasury Manager
Contact number: 07917 262935
September 2022

OXFORDSHIRE COUNTY COUNCIL DEBT FINANCING 2021/22

<u>Debt Profile</u>		£m
1. PWLB	85%	263.38
2. Other Long Term Loans	15%	<u>50.00</u>
3. Sub-total External Debt		313.38
4. Internal Balances		<u>0.00</u>
5. Actual Debt at 31 March 2022	100%	313.38
6. Prudential Borrowing		42.62
7. Borrowing in Advance		0.00
8. Minimum Revenue Provision		<u>-10.17</u>
9. Forecast Debt at 31 March 2023		345.84
<u>Maturing Debt</u>		
10. PWLB loans maturing during the year		-7.00
11. PWLB loans repaid prematurely in the course of debt restructuring		<u>0.00</u>
12. Total Maturing Debt		-7.00
<u>New External Borrowing</u>		
13. PWLB Normal		0.00
14. PWLB loans raised in the course of debt restructuring		0.00
15. Money Market LOBO loans		<u>0.00</u>
16. Total New External Borrowing		0.00
<u>Debt Profile Year End</u>		
17. PWLB	74%	256.38
18. Money Market loans (incl £45m LOBOs)	14%	<u>50.00</u>
19. Forecast Sub-total External Debt		306.38
20. Forecast Internal Balances	12%	<u>39.46</u>
21. Forecast Debt at 31 March 2023	100%	345.84

Line

- 1 – 5 This is a breakdown of the Council's debt at the beginning of the financial year (1 April 2020). The PWLB is a government agency operating within the Debt Management Office. LOBO (Lender's Option/ Borrower's Option) loans are long-term loans, with a maturity of up to 60 years, which includes a re-pricing option for the bank at predetermined time intervals. Internal balances include provisions, reserves, revenue balances, capital receipts unapplied, and excess of creditors over debtors.
- 6 'Prudential Borrowing' reflects Prudential Borrowing taken by the authority whereby the associated borrowing costs are met by savings in the revenue budget.
- 7 'Borrowing in Advance' is the amount the Council borrowed in advance to fund future capital finance costs.
- 8 The amount of debt to be repaid from revenue. The sum to be repaid annually is laid down in the Local Government and Housing Act 1989, which stipulates that the repayments must equate to at least 4% of the debt outstanding at 1 April each year.
- 9 The Council's forecast total debt by the end of the financial year, after taking into account new borrowing, debt repayment and movement in funding by internal balances.
- 10 The Council's normal maturing PWLB debt.
- 11 PWLB debt repaid early during the year.
- 12 Total debt repayable during the year.
- 13 The normal PWLB borrowing undertaken by the Council during 2022/23.
- 14 New PWLB loans to replace debt repaid early.
- 15 The Money Market borrowing undertaken by the Council during 2022/23
- 16 The total external borrowing undertaken.
- 18-22 The Council's forecast debt profile at the end of the year.

Long-Term Debt Maturing 2022/23**Public Works Loan Board: Loans maturing during 2022/23**

Date	Amount £m	Rate %
31/10/2022	4.000	5.050%
31/12/2022	1.000	6.250%
26/03/2023	0.316	6.625%
26/03/2023	1.684	6.625%
Total	7.000	

Prudential Indicators Monitoring at 30 June 2022

The Local Government Act 2003 requires the Authority to have regard to CIPFA's Prudential Code for Capital Finance in Local Authorities (the Prudential Code) when determining how much money it can afford to borrow. To demonstrate that the Authority has fulfilled the requirements of the Prudential Code the following indicators must be set and monitored each year.

Authorised and Operational Limit for External Debt

Actual debt levels are monitored against the Operational Boundary and Authorised Limit for External Debt below. The Operational Boundary is based on the Authority's estimate of most likely, i.e. prudent, but not worst case scenario for external debt. The council confirms that the Operational Boundary has not been breached during 2022/23.

The Authorised Limit is the affordable borrowing limit determined in compliance with the Local Government Act 2003. It is the maximum debt that the Authority can legally owe. The authorised limit provides headroom over and above the operational boundary for unusual cash movements. The Authority confirms that the Authorised limit was not breached in the first half of 2022/23.

Authorised limit for External Debt	£495,000,000
Operational Limit for External Debt	£610,000,000
Capital Financing Requirement for year	£437,546,949

	Actual	Forecast
	30/06/2022	31/03/2023
Borrowing	£313,382,618	£306,382,618
Other Long-Term Liabilities	£ 17,000,000	£ 17,000,000
Total	£330,382,619	£323,382,618

Interest Rate Exposures

These indicators are set to control the Authority's exposure to interest rate risk. The upper limits on fixed and variable rate interest exposures. Fixed rate investments are borrowings are those where the rate of interest is fixed for the whole financial year. Instruments that mature during the financial year are classed as variable rate.

Fixed Interest Rate Exposure

Fixed Interest Net Borrowing limit	£350,000,000
Actual at 30 June 2022	-£143,917,382

Variable Interest Rate Exposure

Variable Interest Net Borrowing limit	£0
Actual at 30 June 2022	-£-24,644,080

Principal Sums Invested over 365 days

Total sums invested for more than 364 days limit	£215,000,000
Actual sums invested for more than 364 days	£ 99,800,000

Maturity Structure of Borrowing

This indicator is set to control the Authority's exposure to refinancing risk. The upper and lower limits on the maturity structure of fixed rate borrowing and the actual structure at 30 June 2022, are shown below. Time periods start on the first day of each financial year. The maturity date of borrowing is the earliest date on which the lender can demand repayment.

	Limit %	Actual %
Under 12 months	0 - 20	10.21
12 – 24 months	0 - 25	5.42
24 months – 5 years	0 - 35	16.59
5 years to 10 years	5 - 40	24.37
10 years +	40 - 95	43.40

Specified and Non Specified Investments 2022/23

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 – other Local Authorities	N/A	In-house
Term Deposits – Banks and Building Societies	Short-term F1, Long-term BBB+, Minimum Sovereign Rating AA+	In-house and Fund Managers
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	AAA	In-house and Fund Managers
Other Money Market Funds and Collective Investment Schemes ⁴	Minimum equivalent credit rating of A+. These funds do not have short-term or support ratings.	In-house and Fund Managers
UK Government Gilts	N/A	In-house on a buy and hold basis and Fund Managers
Treasury Bills	N/A	In-house and Fund Managers
Reverse Repurchase Agreements - maturity under 1 year from arrangement and counterparty is of high credit quality (not collateral)	Long Term Counterparty Rating A-	In-house and Fund Managers
Covered Bonds – maturity under 1 year from arrangement	Minimum issue rating of A-	In-house and Fund Managers

⁴ 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.

Non-Specified Investments

Investment Instrument	Minimum Credit Criteria	Use	Max % of total Investments	Max Maturity Period
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)	Short-term F1+, Long-term AA-	In-house and Fund Managers	50% in-house; 100% External Funds	3 years
Structured Products (e.g. Callable deposits, range accruals, snowballs, escalators etc.)	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	N/A	In-house and 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 and Fund Managers	50% in-house; 100% External Fund	25 years
Bonds issued by a financial institution which is guaranteed by the UK Government	AA	In-house and Fund Managers	50% in-house; 100% External Fund	5 years in-house
Collective Investment Schemes ⁵ 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

⁵ Pooled funds which meet the definition of a collective investment scheme as defined in SI 2004 No 534 and SI 2007 No 573.

CA7

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
Reverse Repurchase Agreements - maturity in excess of 1 year, or/and counterparty not of high credit quality.	Minimum long term rating of A-	In-house and Fund Managers	50% in-house; 100% External Funds	3 years
Covered Bonds	AAA	In-house and Fund Managers	50% in-house; 100% External Funds	20 years
Registered Providers	As agreed by TMST in consultation with the Leader and the Cabinet Member for Finance	In-house	50% In-house	5 years

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

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Divisions Affected - All

CABINET

20 SEPTEMBER 2022

Highway Maintenance & Asset Management

Report by Corporate Director Environment & Place

RECOMMENDATION

1. **The Cabinet is RECOMMENDED to**
 - a) Approve adoption of the Highway Asset Management Policy Statement (Annex 1), Strategy document (Annex 2), and Plan document (Annex 3)
 - b) Note the funding situation for Highway Maintenance summarised as Annex 4 that impacts on decisions and programmes which will be picked up through the normal budget setting process.

Executive Summary

2. This report sets out the start of a new approach and focus for how the County Council undertakes Highway Maintenance and Asset Management.
3. The new approach is intended to be more aligned to the Oxfordshire Fair Deal Alliance's priorities and the policies set out in the emerging Local Transport and Connectivity Plan.
4. There are three key Asset Management documents associated with achieving this: The Policy, The Strategy, and The Plan.
5. The new direction will help to support our climate emergency work, improve access to nature and green spaces, and help to provide an inclusive, integrated and sustainable transport network.
6. The most notable shifts in the asset management approach are:
 - (a) to give an increasingly greater priority to those assets and parts of the network where more active & sustainable modes of transport can be supported to offer a realistic alternative to, and a lower dependency on private car use / ownership. In particular footways, cycleways (on and off carriageway) and the facilities that better allow all network users to share the space available.
 - (b) to enhance those assets that connect people to green spaces and the countryside such as the Public Rights of Way Network.

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- (c) to accelerate the investment in, and adoption of a service delivery model that has a demonstrably lower carbon footprint; does more to support biodiversity; and which positively contributes to an improved environmental condition
- (d) and, whilst continuing to invest in the carriageway network; to prioritise a greater proportion of that programme's resources towards a strategy of preventative maintenance.

Introduction

- 7. The documented asset management approach in Oxfordshire, whilst continually reviewed and refined, runs up to the end of the current year (2022). The approach is therefore due for review and update. This coincides with, and provides a timely opportunity, to ensure that it reflects the aspirations of the newly elected Oxfordshire Fair Deal Alliance and is making the most of new innovative approaches for both efficiency and environmental reasons.

Background

- 8. The County Council, in its capacity as the Highway Authority, has many statutory obligations it is required to fulfil in the exercise of its powers and the discharge of its duties regarding the management and maintenance of the highway network. This framework of legal statute has historically formed much of the basis on which decisions around highway maintenance have been formed.
- 9. More recently, rather than merely being passively consumed as it was once considered, it is now widely recognised that the highway network and the assets of which it is comprised can in fact; if effectively managed, serve as a powerful enabler for economic, societal, and environmental benefit and change.
- 10. Consequently, and in order to realise those benefits, over the last decade there has been an increasing national move by highway authorities towards gainfully managing their networks to achieve specific strategic objectives, rather than simply maintaining and operating them to ensure legal compliance.
- 11. In 2016 a new, and sea change code of practice; *Well Managed Highway Infrastructure* was published. The code is structured around effective asset management and consolidated and regularised much of the more ad-hoc and individual efforts that had been taking place previously.
- 12. Since the publication of the code in 2016, it has found industry wide assent. Most notably this is through the Department for Transport's Incentive Fund that promotes the robust approach to Highway Asset Management on which the code is based and through which Highway Authorities in England are required

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to annually demonstrate their adoption of certain asset management principles in order to receive a significant element of their ordinary grant funding.

13. As such, in order to ensure legal compliance, industry conformity, and to make the best possible contribution to the County Council's objectives, a highway asset management strategy has been developed for Oxfordshire which sets out the high-level direction to be adopted and the broad steps to be taken in managing and maintaining the asset. That strategy accompanies this report at Annex 2.
14. Oxfordshire County Council has a long history of robust highway asset management; ensuring that the largest, most widely consumed, and most valuable asset operated by the Council is able to make a significantly positive contribution to the Council's objectives.
15. As testament to that, the County Council continues to receive the maximum possible financial allocation through the Department for Transport's aforementioned Incentive Fund.

Corporate Plans and Policies

16. The County Council's [Strategic Plan 2022-25](#) and associated priorities have been considered in the development of the asset management documents.,
17. The approach and policies for highways asset management will help and support the delivery of the council's priorities, most notably and directly Climate and Transport.
18. The proposed revised asset management approach fits within and helps to deliver the Council's Local Transport and Connectivity Plan, which too has recently been updated and Part 1 was adopted at Full Council Jul 22.

Financial Implications

19. The revised asset management approach is likely to require a revision to the existing capital and revenue programme in time. This is likely to either be an increase in funding, or reprioritisation of funding distribution across the different maintenance programmes. This will be discussed and agreed as part of the council's annual budget setting process.
20. It is important to note that the adoption of the asset management documents do not propose additional funding, as the focus is instead currently about setting an approach and priority of spend for the funding available.
21. Further information on the future of funding for Highway Asset Management is included as Annex 4.

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22. The county council is currently reviewing and prioritising its Capital programmes of which the highway maintenance programme is part. If funding is changed to that which is assumed within the report, then the principles within the Highway Asset Management Plan will be applied to revise the programme accordingly.

Reviewed by: R. Finlayson;
Finance BP (Communities and C OD CDAI)

Legal Implications

23. As stated within the accompanying Strategy document, Oxfordshire's approach to the way it manages its highway network is governed by number of legal obligations, including but not limited to:
- The Highways Act 1980 that sets out the main statutory duties for the council, which include a duty to maintain roads in safe condition
 - The Traffic Management Act 2004 that gives the council the duty to keep the traffic moving on the road network
 - The Flood and Water Management Act 2010 that covers the management of flood risk associated with extreme weather
24. The proposed highway asset management documents do not adversely affect, prejudice, or impede the Council's ability to satisfactorily fulfil those, or any of its other legal obligations.

Reviewed by: J. Crouch
Principal Solicitor Environmental

Staff Implications

25. There are no specific staff implications to consider at this time.
26. Whilst the responsibilities of some staff members may need to change to reflect new and emerging priorities, their duties will remain commensurate with the current conditions of employment.
27. Where changes outside of those conditions arise, or where a change in the level of resource is required these occurrences will be explored with the relevant County Council business department and in line with the Council's relevant policies and procedures at the time.

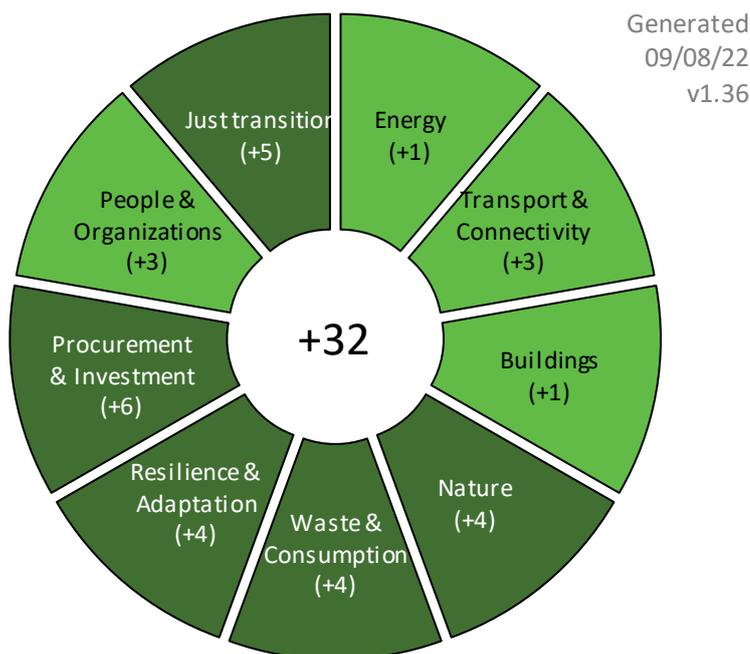
Equality & Inclusion Implications

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28. The revised approach has been assessed, through an Equalities Impact Assessment and they are not considered to directly bias or discriminate against individuals or groups. However, as an indirect consequence of focussing more on active and bus travel, this may impact on car reliant groups depending on specific scheme and programme decisions.
29. Any substantial project or shift in funding allocation, which could have a specific impact, will have a specific Equality's & Inclusion Impact Assessment carried out.

Climate Impact

30. A Climate Impact Assessment has been completed for this revised approach, see output below, and it has been determined that it will have a net positive impact on sustainability of the highways service and mitigate the impact of delivery of highway works and the management and use of the highway's asset network. This will help reduce the authorities carbon emissions, improve, biodiversity, air quality and improve the health of the population, resulting in less demand on related services.



Oxfordshire Council has committed to being a carbon neutral organisation by 2030 (8 years and 0 months away).

31. The new direction will help to support our climate emergency work, improve access to nature and green spaces, and help to provide an inclusive, integrated, and sustainable transport network.

Risk Implications

32. Managing and maintaining such an extensive, complex, aged, and publicly accessible asset as the highway network can never be without some degree of risk.
33. Oxfordshire County Council, in line with national best practice, operates a risk based and evidence led approach to implementing its strategy. By working within a set of parameters, but without thereafter being unduly prescribed by them, the Council is able to be more flexible and to better customise its approach given the specific circumstances.
34. With a shift in maintenance focus to align with new council priorities, there is a potential impact. The likely largest potential impact would be the likely change in funding priority away from programmes such as carriageway surfacing, and instead into other asset programme areas, such as highway drainage and footways / cycleways.
35. The risks can be mitigated but probably not fully. The residual risk, which is predominately a potential increased revenue maintenance cost in the short to medium-term, and a latent longer term increased demand on capital maintenance are unintended but largely unavoidable and inherent consequences of the shift in priorities. The extent of the impact will depend on the scale of that shift which will be considered with Members during the budget setting process.
36. However, it is important to note that a number of positive benefits can be exploited, and opportunities realised to potentially redistribute funding currently assigned to carriageways towards other programme areas such as highway drainage, footways/cycleways, and the public rights of way network. Positive examples include but are not limited to:
 - fewer instances of disruption, damage and danger caused by flooding
 - reduced risk of public liability claims on the footway / cycleway network
 - an accelerated adoption of more active and sustainable travel choices
37. A high-level risk matrix related to the re-distribution of asset funding can be seen in the associated financial paper accompanying this report as Appendix 4.

Consultations

38. The approach and drafting of these documents have been developed with cross council and stakeholder engagement and input.
39. With the normal cycle of review, officers have been working on updates which included greater member influence and increased focus on walking, cycle, and bus infrastructure. County Councillors have been involved in discussions through the Cabinet Advisory Group and Locality Meetings.

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40. A public consultation was created on the letstalk platform, which went live on 3 July 2022 and ended on 5 August 2022. Key stakeholders and user groups were invited by email to take part in the consultation. The purpose of the consultation was to engage the general public and key stakeholders by presenting the documents for critical review, alongside a survey which was designed to meet the following objectives:
- Gain feedback on the updated Highways Asset Management Approach
 - Determine whether the updated documents meet their intended stated purpose and to what extent, as rated by the respondents
 - Determine the level of support the core strategic areas have, as detailed within the strategy document, as rated by the respondents
 - Determine whether the updated documents support the needs of the respondents or their stakeholder group.
 - Determine the maintenance priorities of the respondents or their stakeholder group.
 - Determine whether the updated documents have improved the understanding of asset management of the respondents.
41. Respondents were given several opportunities, in the form of free text boxes within the survey, to describe how the documents could be improved and provide feedback.
42. Overall, the feedback from respondents was positive and although the consultation has not resulted in a material change to the intent of the documents, we have strengthened the narrative surrounding active and sustainable transport.

BILL COTTON

Corporate Director, Environment & Place

Annexes:

- Annex 1: Highways Asset Management Policy (2022)
- Annex 2: Highway Infrastructure Asset Management Strategy (2022 – 2027)
- Annex 3: Highway Infrastructure Asset Management Plan (2022 – 2027)
- Annex 4: Highway Maintenance Funding Options

Background papers: None

Other Documents:

- Well Managed Highway Infrastructure: A Code of Practice (2016)
<https://ukrlg.ciht.org.uk/ukrlg-home/code-of-practice/>

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June 2022

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Highways Asset Management Policy

September 2022

DRAFT

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Mathew Archer	Group Manager; Highways Asset & Programme

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Highway Asset Management Policy

The following policy statements are intended to serve as guiding principles to aid rational decision making and which in turn inform the *Highway Infrastructure Asset Management Strategy and Plan* documents which should be read alongside this policy document.

This policy supports the delivery of the county council's corporate priorities, and the council's *Local Transport & Connectivity Plan*.

Policy: AMP1

The county council will manage, maintain, and operate the network to the advantage of the council's corporate priorities of:

- a. taking action to address the climate emergency
- b. tackling inequalities in Oxfordshire
- c. prioritising the health and wellbeing of residents
- d. supporting carers and the social care system
- e. investing in an inclusive, integrated and sustainable transport network
- f. improved access to nature and green spaces
- g. creating opportunities for children and young people to reach their full
- h. playing our part in a vibrant local democracy
- i. working with local businesses and partners for environmental, economic and social benefit.

Policy: AMP2

The county council will manage and maintain the highway network fairly and equitably without the undue preclusion or disadvantage of any individuals or groups

Policy: AMP3

The county council will extend maintenance functions wherever possible to include for the betterment of walking, cycling, and other active/more sustainable transport choices (e.g. public transport)

Policy: AMP4

The county council will engage with, and where appropriate devolve decisions down to local communities to ensure the delivery of a highway service that reflects their needs and aspirations

Policy: AMP5

The county council will make special and particular provision for ensuring credible and demonstrable environmental and sustainable best practice in the delivery of the service

Policy: AMP6

Wherever possible the county council will make improvements to minimise disruption and delay, increasing the availability and reliability of the network, with a particular focus on active/sustainable modes of transport

Policy: AMP7

The county council will take an evidence-led and risk-based approach to proportionate decision making, using a formalised asset management approach which considers the asset over the whole life of its ownership / operation.

Policy: AMP8

Assets will be maintained and managed to a point considered optimum commensurate with the resources available, the asset's intended outcomes, and those of other competing demands on the network

Policy: AMP9

The County Council will decline the acquisition of non-statutory assets with a low or negative network utility and seek to decommission / transfer existing such assets to protect limited resources

Service Aims

- Improve, or maintain, the overall condition of the highway network.
- Secure funding to improve the condition of all assets.
- Improve customer satisfaction in relation to highways maintenance.
- Reduce the whole life cost of maintaining assets.
- Oxfordshire County Council will adopt a continuous improvement approach to asset management policies and practices.

Reference & Supporting Documents

- Highways Asset Maintenance Strategy
- Highways Asset Management Plan
- Asset Life-cycle Plans
- Oxfordshire's Local Transport & Connectivity Plan

Oxfordshire County Council

Highway Infrastructure Asset Management Strategy (HIAMS)

September 2022

DRAFT

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1. Document Purpose

This document: Oxfordshire County Council's *Highway Infrastructure Asset Management Strategy* (HIAMS), sets out the high-level strategic direction that the county council intends to take in several core areas of business considered to be particularly pertinent to the management of its highway infrastructure assets.

The strategy is intended to provide an overarching direction to follow and a framework of consciousness against which all our subsequent planning and decision making can be aligned. It remains both interpretative and flexible and is not intended to prescribe the complex schedules of individual activity required to be taken thereafter.

Once confirmed, the strategy defined is used to set the parameters for the development and delivery of the proceeding *Highways Infrastructure Asset Management Plan* (HIAMP); a series of more discreet and focussed commitments, each of which once pursued will have a direct influence on how the asset and the service is managed and maintained.

This strategy therefore serves as the executive level order in a hierarchy of asset management planning stages. It sets the direction, but not necessarily the path.

The asset management planning hierarchy; of which the HIAMS is a part, and which provides the line of sight between corporate priorities and each of the services, teams, and individual team members undertakings can be seen in *Figure 02*.

2. Background

2.1. What is Asset Management?

Asset Management is the coordinated and deliberate activity of an organisation to realise value from their assets.

An organisation's assets can take many forms, as can their perceived value, which might not necessarily be expressed in monetary terms.

Often assets are physical, but they could be digital, or intellectual. Essentially anything with an inherent value, whether it be latent or actual could be considered an asset.

2.2. Highway Asset Management

Highway asset management is a well-established, and more business-like approach to the management and maintenance of the highway network that plans for investment over its whole life.

Effective and competent asset management is now considered to be an important and integral part of managing the highway network. Accordingly, since 2016 the council's annual maintenance grant from the Department for Transport (DfT) has in part been dependent on the ability to demonstrate adoption of a robust asset management approach.

2.3. The Benefits of Asset Management

Benefits of a formalised asset management approach are almost limitless. Simply put it enables better, and more informed decisions to be made about how best to invest the limited resources available. The approach aligns the county council's objectives with the expectations of our customers.

Risks are able to be better and more holistically understood and managed, including not just the risk of personal loss or injury, but economic, environmental, reputational, and financial risk.

Our actions are made more transparent and our customers can have a greater level of confidence in the decisions that ultimately affect their lives.

3. Context

3.1. The County of Oxfordshire

The Oxfordshire economy generates approximately £20bn Gross Value Added (GVA), supports around 417,000 jobs across a total of approximately 30,000 businesses and is uniquely defined by the concentration of knowledge intensive clusters and high-tech firms; over 50,000 people now work in high tech sectors in the county across more than 1,500 businesses.

Oxfordshire's creative, cultural, heritage and tourist economy is estimated to be worth £3.1 billion per year. Oxford's unique character as a leading university city and a historic centre sets it apart from the rest of the county and attracts much more travel than most towns or cities of comparable size.

Tourism, business and academia are vital to the economy and 35% of the county's jobs are in the city. Due to the high number of jobs and the shortage and cost of housing in the city, more people commute to Oxford from outside the city than are working residents.

The county has a high-quality natural environment. The county still has some of the finest and rarest grasslands in the county, important areas of high-quality freshwater habitat and significant areas of ancient woodland. Three areas of outstanding natural beauty cover more than a quarter of Oxfordshire.

The highway network is the lifeblood of the county, enabling goods and people to move around the county and beyond and providing the conduit for utilities to provide essential services.

3.2. The Asset

The county council is responsible for maintaining the local highway network in Oxfordshire, but not the trunk and motorway network which is managed by National Highways and includes the M40 and the A34.

Currently valued at more than £6.1 billion, the local highway network is the most valuable asset under the council's control and much of the economic and societal activity of the county is dependent on it. An illustration of the total value, split by asset group is in *Figure 01*.

The network though is aged, and mostly evolved rather than ever having been truly designed. It is a functional asset and its continual cycle of deterioration is inevitable

requiring the council to continually make difficult decisions about how best to balance the many and often competing needs / desires of our customers on how best to manage and maintain it.

The Oxfordshire highway network assets include but are not limited to approximately:

- 3,000 miles of road
- 2,000 miles of footway
- 1,200 bridges
- 80,000 streetlights
- 50,000 traffic signs
- 160,000 roadside drains
- 435 traffic signal junctions
- 400,000 highway trees
- 2,600 miles of countryside rights of way.

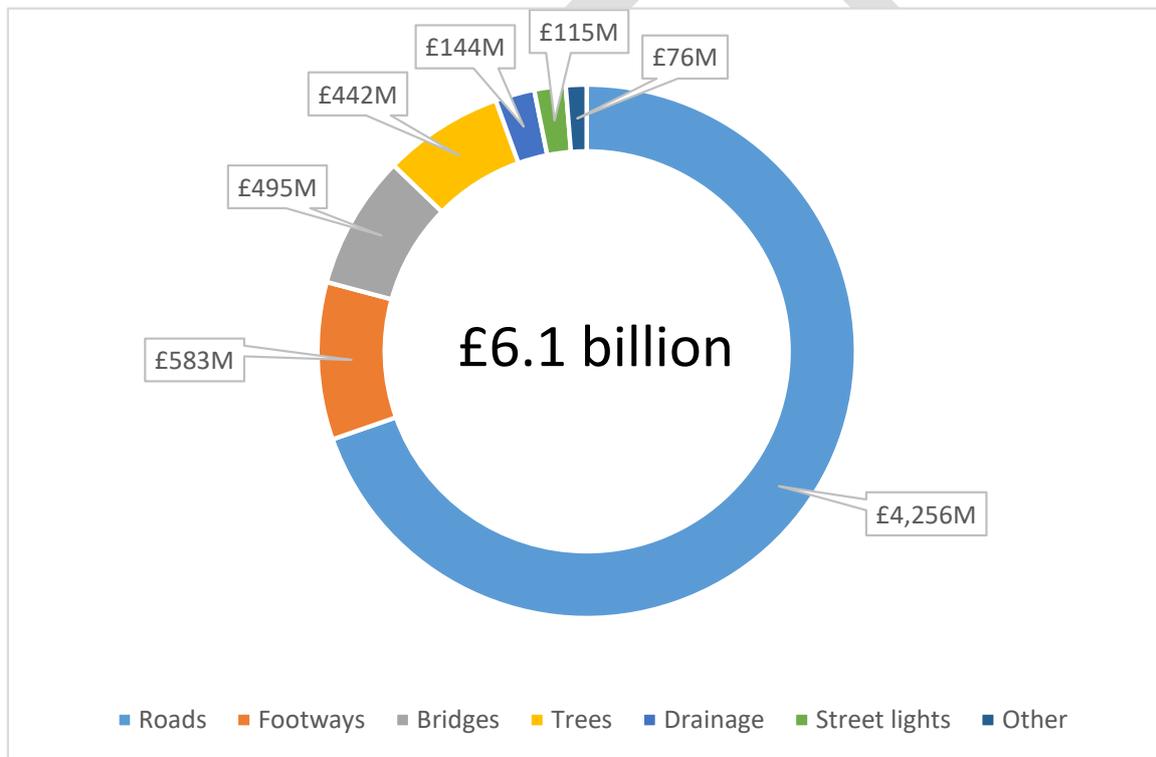


Figure 01 – Value of the Highway Network

Oxfordshire Asset Management Planning Hierarchy

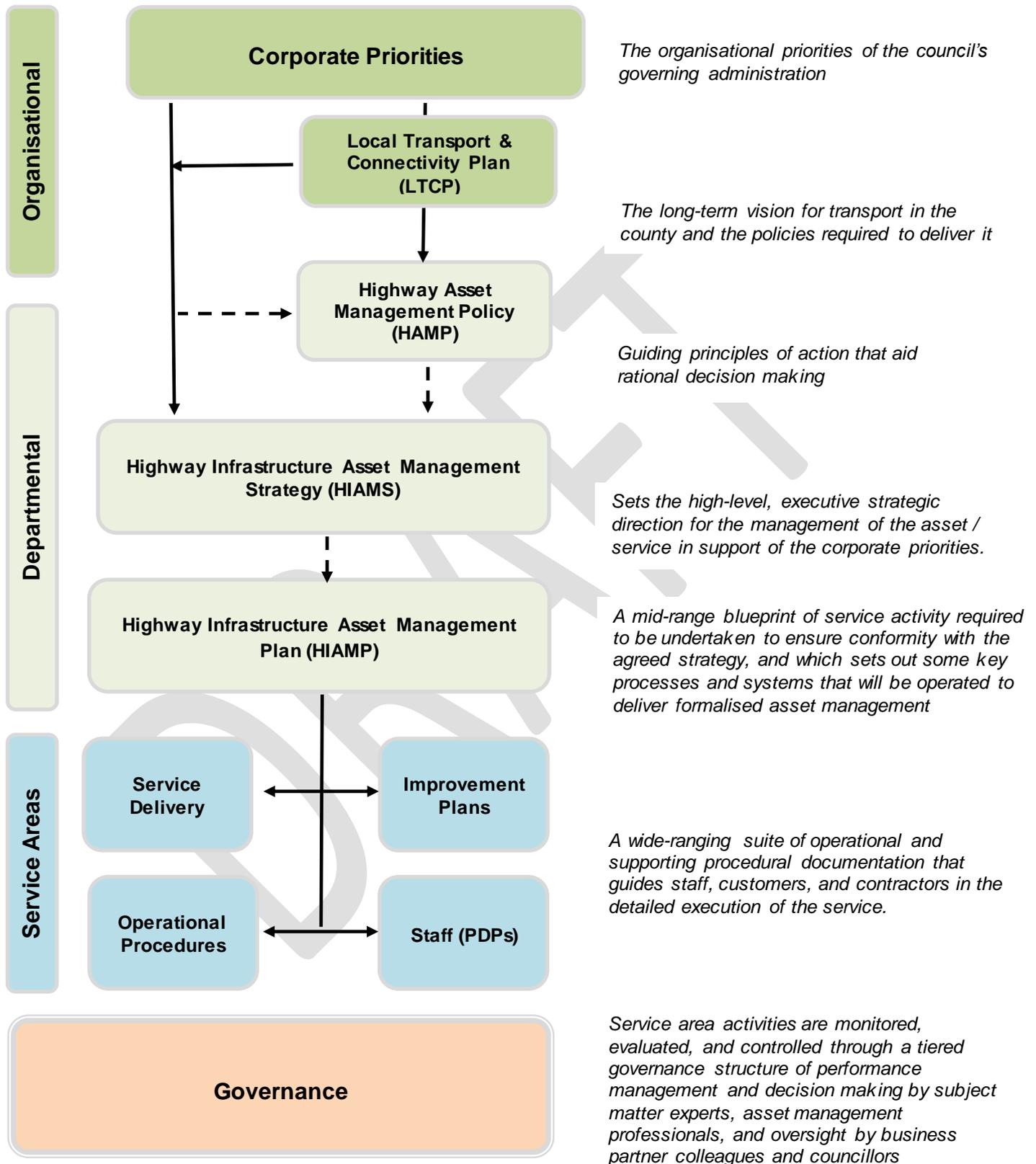


Figure. 02 – Asset Management Planning Hierarchy

4. Strategic Direction

4.1. Primary Strategic Intent

The county council's overarching strategic intent for highway asset management in Oxfordshire is founded on:

AMS-01

Delivering a service that is beyond merely compliant, but one which positively contributes towards, enables, and facilitates the achievement of the county council's corporate priorities on economic, societal and environmental matters

4.2. Compliance

In the context of the overarching strategy, *compliance*, refers to the numerous legal requirements that the county council, in its capacity as the highway authority must oblige and which in turn govern much of the way that it manages the highway network.

Some notable examples include the *Highways Act 1980*, which sets out the main statutory obligations for the council and includes the duty to maintain the network in a safe condition. *The Traffic Management Act 2004* requires the council to ensure the expeditious movement of traffic. And the *Flood and Water Management Act 2010* covers the management of flood risk associated with extreme weather.

Whilst the legal framework is extensive, many of its requirements can be incidentally satisfied through adoption of generally accepted good practice guidance and recommendations from across a variety of industry publications, and in particular the 2016 *Well Managed Highway Infrastructure; A Code of Practice* document.

AMS-02

The default approach to managing our network and the service will be in accordance with the latest current guidance where it exists, particularly the recommendations of the *Well Managed Highway Infrastructure Code of Practice*. This won't however preclude, or prejudice the county council in adopting a different approach as it may consider to be in the best of interests

4.3. A Fair Deal for Oxfordshire (Corporate Priorities)

In 2021 the county council's governing administration set out a number of new corporate priorities outlined in Cabinet Paper July 2021 "A Fair Deal for Oxfordshire-Shaping Our Immediate and Longer-Term Priorities".

The priorities relevant to highways asset management, and which can be positively influenced by the way the council manages and maintains the highway network are listed below,

CP-01

Tackle the climate emergency through rapid decarbonisation, proper accounting of carbon emissions and ambitious targets, as well as supporting climate resilience.

CP-02

Tackling inequalities and providing opportunities for everyone in Oxfordshire to achieve their full potential.

CP-03

Prioritisation of wellbeing – improved outcomes for residents and improved air quality and access to libraries, cultural facilities and the arts.

CP-04

Increased investment in an inclusive, integrated, county-wide active and sustainable travel network fit for the 21st century to improve choice and reduce car journeys across the county.

CP-05

Improved access to nature and green spaces for all communities, and landscape-scale nature recovery across the county.

CP-06

The creation of a resilient local democracy, where decisions are devolved to the lowest possible level and residents are meaningfully involved in the decisions that affect their lives.

CP-07

Support for local employment and businesses, working with partners to make Oxfordshire a centre for green and sustainable technologies through a local '*Green New Deal*'. We will use our purchasing power and contracts to maximise benefit to local employment and businesses.

5. Core Strategic Areas

Whilst the overarching fundamental strategy is formed of two parts; ensuring compliance, and delivering on the corporate priorities, the strategy has been further refined to assist in the subsequent asset management planning stages by considering the following core areas where more specific clarification of the strategic intent is likely to enhance its opportunity for success and ultimately lead to better outcomes.

Those Core Strategic Areas are:

- Environment, Climate and Sustainability,
- Engagement.
- Resilience.
- Risk Management.
- Condition.
- Resources.

5.1. Environment, Climate and Sustainability

Oxfordshire County Council formally acknowledged the climate emergency in 2019, and in 2020 published the *Climate Action Framework*, committing the authority to be operating at net-zero carbon by 2030.

An improved environmental condition and a more sustainable network offering are key elements to achieving that pledge, and they are too a consistent theme throughout the county council's corporate priorities which specifically includes for rapid decarbonisation, an increased investment in the active and sustainable travel network, and landscape-scale nature recovery across the county.

It has long been recognised that the construction and infrastructure sectors, of which highway maintenance is included, face one of the greatest challenges not only in moving towards achieving net carbon zero, but also in reducing the detrimental impact of its activity on the natural environment.

However, those inherent obstacles also mean that the sector is continues to present one of the greatest and largely latent areas of opportunity to be pursued in doing so it could have both a direct and an indirectly positive impact on the environment in general, the sustainability of the highway maintenance service specifically, and also in achieving the council's commitment to be net-zero carbon by 2030.

Accordingly, the county councils sets the following strategic intentions as to how to make a positive and notable contribution to achieving those priorities/objectives:

AMS-03

Proactively seeking, welcoming and pioneering alternative, and innovative design/engineering ideas/solutions and being recognised as a national testbed for the same.

AMS-04

Re-distributing available resources to create, maintain and manage a network that better facilitates and enables people to travel and live more sustainably.

AMS-05

Methodical deconstruction and re-design of working practices; transforming how the service is delivered with a view to putting sustainability at the heart of everything that we do.

AMS-06

We will re-design our services to focus on the circular economy of reusing the resources already abundant in the network wherever possible.

AMS-07

Wherever possible we will be considerate to the character of local areas and any heritage issues. We will take opportunities to enhance nature and access to nature, and to adapt to the challenge of future climate change when delivering the service.

AMS-08

Where asset improvements are necessary, we will ensure that damage to the natural environment is kept to a minimum and seek opportunities to enhance biodiversity, the landscape, and ecosystems.

5.2. Engagement

As a local authority and a public body, the county council's main aim for its asset management activities; even those required of us by legal necessity, is to best meet the needs and the expectations of our customers. Our actions are rightly therefore subject to much public and political scrutiny.

It is a priority of the county council for residents, businesses & visitors of the county to be well informed and meaningfully involved in and able to influence the decisions that affect their lives.

The county council recognises that the benefits of effective engagement are not exclusively realised through a focus on our conventional customers, but also with our wider stakeholders such as our contracting delivery partners and our extended supply chain that can be even more fruitful and mutually beneficial if carefully nurtured.

AMS-09

Resources will be invested through programmes which are influenced & supported not only by engineering principles, but also by community led aspirations and decision making.

AMS-10

We will engage on a regional and national level with peer authorities and the wider industry to benchmark our service, sharing our successes, and learning from those of others.

AMS-11

We will provide an open door for our customers to contact us; supporting them in helping us to shape the service and seeking their feedback on our performance

AMS-12

Our supply chain partners will be incentivised to work more collaboratively, innovatively, and closely with us to achieve our outcomes more quickly and efficiently.

AMS-13

A culture of self-help will be supported by the county council – championing the role of volunteers in helping to deliver our service and enabling parish, town and district councils to do more on our behalf in their communities.

AMS-14

We will engage with key stakeholders and asset user groups (bus companies, disability and active groups) to ensure that where practicable their needs are understood and addressed.

5.3. Resilience

The success of most economic and social activity is dependent, at least in part, on the continued availability and serviceability of our national transport infrastructure.

Similarly, so too is the ability of communities to resist, respond to, and recover from emergency or otherwise undesired contingent events/occurrences.

Resilience to disruptive challenges faced by that infrastructure and the services that operate it is therefore a focus of our strategy. It plays an important role in ensuring the highway network is not only able to make its own direct contribution to the council's corporate priorities, but that it can also indirectly support the actions of others in achievement of the same.

The county council sets the following strategy

AMS-15

We will meaningfully consider the role of our highway assets and their relative importance in maintaining economic activity and access to key services.

AMS-16

Wherever practicable, we will proportionately tailor our service activities to safeguard and make more resilient those assets deemed to be most critical in maintaining economic activity and access to key services.

AMS-17

Whilst recognising the particular threat to resilience of communities and our assets by climatic conditions, we will not solely focus on these at the expense of other influencing factors.

AMS-18

We will support the growing demand in network capacity by strengthening investment in assets that support mass transport (e.g. public transport) and alternative transport networks (e.g. cycle routes).

5.4. Risk Management

The need to understand and effectively manage risk is omnipresent in managing and maintaining such an extensive, functional and in many ways vulnerable asset.

We have adopted a risk-based approach to all aspects of the highway maintenance service. In doing so, rather than considering risks as having only negative potential, we recognise that tolerating some risk in the right environment and where the circumstances allow can actually create opportunities that otherwise probably couldn't have been realised.

By being less prescriptive in our approach we can instead be more dynamic and find new ways to solve old problems and in doing breed a culture of curiosity and innovation which invites expertise into the county and allows the network to become a live test bed for new ways of working.

AMS-19

Our approach to all things will be risk based, taking account of, amongst other influencing factors, the safety and needs of different user-groups, network hierarchy and levels of use, network condition, customer expectations, and environmental impact.

5.5. Asset Data & Condition

The highway network is one of legacy, much of it is evolved, rather than ever having been truly designed, and many things have changed in the way we now aspire to live our lives in the decades since most of it was constructed.

Before we can consider how to utilise our assets, we must first understand what those assets are, where they are, and what condition they are in.

The more comprehensive our understanding of the asset, the more effectively we will be able to satisfactorily manage, plan for and maintain it. Asset data and intelligence is therefore essential, and we must make sacrosanct the value in obtaining that information and thereafter ensuring it remains current.

Through monitoring the condition of our assets, we will better be able to identify trends in asset improvement or deterioration, prioritise and optimise our investments, and monitor and communicate the effect of our treatment strategies.

Maintenance offers a unique opportunity to make modest but important changes to the design and the fabric of the network which cumulatively can have a big impact, and which can be done often at negligible additional cost.

AMS-20

Through routine maintenance we will exploit opportunities to make the network a space that is more easily shared, improves environmental quality, and which reflects our ambition for supporting more active and sustainable travel and transport choices.

AMS-21

We will treat asset data as an entity of the greatest value, basing our decisions on it, and where it does not exist, we will make plans to obtain it and keep it up to date.

AMS-22

Assets will be managed and maintained to the most optimum point to make the best use of the resources available in achieving our corporate priorities and obligations.

This may be a level of service or a condition which is perceived to be lower than they are currently.

AMS-23

A preventative approach to asset maintenance will be adopted; opting to give preference to well-timed and more cost-effective timely interventions rather than reacting on a 'worst first' basis.

5.6. Resources

Since 2018 the county council has supplemented the capital investment in highway maintenance to a resultant level double that of the grant received from the Department for Transport (DfT), from around £16m to approximately £32m per year.

Assessment work undertaken has shown that despite this significant increase in capital investment, it is still significantly less than the estimated £45m that would be

required each year to maintain the assets in their current condition and it falls even further short still of being able to make any tangible improvements.

That additional investment comes to an end in March 2025 at which point the capital budget is likely to reduce to around £15m per year from April 2025.

Whilst financial pressures can be the most difficult to overcome, we recognise that not all of our resources are monetary. They include our staff and our business (non-highway) assets such as depots for instance. We must ensure that those other essential resources are as robustly managed as our finances.

AMS-24

We will take a pro-active, planned, evidence and 'zero-based budgeting' approach to financial resource allocation for the medium-long term and move away from arbitrary or historic expenditure

AMS-25

Our staff will be competent in executing their duties and confident in their ability to do so. They will understand their roles and responsibilities. We will support their development, but hold them always to the high standards expected of them

AMS-26

We will plan for all of our business (non-highway) assets to ensure that they are fully optimised to assist in delivering our target service and that they are not overlooked

6. Strategy Reviews

This strategy shall be formally reviewed no less frequently than once every three years from the date of its formal ascent.

However, interim reviews of the strategy, either wholly or in part may take place at more regular intervals if deemed necessary due to any other change in circumstance that might warrant it.

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Highway Infrastructure Asset Management Plan (HIAMP)

September 2022

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1. Document Purpose

The Oxfordshire County Council's *Highway Infrastructure Asset Management Plan* (HIAMP) is intended to serve as a mid-range blueprint of service activity required to be undertaken to ensure our service is provided and matures in a way that supports the overriding strategy for the management of the highway asset as has been set out in the *Highway Infrastructure Asset Management Strategy (HIAMS)* document.

Whereas the HIAMS sets the high level, executive strategic direction for how the asset should be managed at a relatively abstract level, the HIAMP starts, as the name suggests, to meaningfully prescribe the plan of actions and commitments required, tightening the parameters within which subsequent activity will be exercised and resources employed.

Whilst the HIAMP is open to less interpretation than the HIAMS, it does allow for continued flexibility from the specific subject and asset management experts at each individual service level to determine the best way in which to achieve the HIAMP commitments.

Whilst this HIAMP is not intended to be a general repository for asset / service or Network information, it does set out some basic information on our key assets in the form of *Asset Group Status Reports*, which are intended to serve as quick reference guides on some of the most sought after information about our assets and how we are managing them. See *Section 3*, and *Annexe A* for more information.

2. Highways Asset Management

Highways asset management is a strategic approach that identifies the optimal allocation of resources for the management, operation, preservation, and enhancement of the highway infrastructure to meet the needs of current and future customers.

Asset management comprises the whole lifecycle of an asset from construction, through maintenance, to disposal.

In simple terms:

1. Working out “what you have”
2. How much is it worth?
3. How much will cost you, from now until...?
4. What will you get, for what you can currently afford.

5. What is **best** you can get, for what you *could* invest and how will this be of benefit in the long term?

The adoption of asset management approach means that we will:

- **Take A Strategic Approach**

Taking a longer-term view of how the authority manages its assets. Such a systematic approach may transcend annual budget cycles and is essential if we are to maximise the long-term benefits of the resources available.

- **Optimally Allocate Resources**

Local authorities have duty to make better use of resources. Expenditure must be prioritised to ensure corporate objectives can be effectively delivered within budgetary constraints. Asset management will assist us to invest the available budget effectively by enabling the allocation of resources based upon assessed need.

The use of lifecycle planning and decision making informed by an appreciation of risk and benefit are key asset management components that will help us to allocate our resources where they are likely to provide the best long-term benefits and help to reduce long term whole life costs.

For more information on Asset Management please refer to the HIAMS document.

3. The Asset

3.1. Asset Type & Group

Oxfordshire's highways assets are diverse and cover a wide range of specialisms. We know that the decisions made against one asset can have direct or unintended consequences on other, seemingly unrelated assets. The detrimental impact on a carriageway surface due to underinvestment in highway drainage serves as an easily relatable example. It is necessary ultimately therefore for us to consider all the assets that comprise the network as a singular holistic and homogenous asset.

However, Oxfordshire's highways assets are so diverse and cover such a wide range of specialisms that we need to first understand each of the assets in their own unique and discreet way.

Consequently, each of the assets have been divided initially by type, with a subordinate 'group' classification as detailed below in *Table 1*. Whilst not referenced here, further

subordinate categorisation is possible to include asset elements, components and specifications.

Asset Type	Asset Group
Carriageways	Principal, Classified, Unclassified
Footways / Cycleways	Footways, Pedestrian Areas, Footpaths, Cycletracks
Structures	Bridges, Culverts, Footbridges, Retaining Walls, Embankments
Highway Lighting	Lighting Columns/Units, Heritage Columns, Illuminated Bollards, Illuminated Traffic Signs
Street Furniture	Non-illuminated Traffic Signs, Safety Fences, Non-illuminated Bollards, Pedestrian Barriers, Other Fencing/Barriers, Bus Shelters, Grit Bins, Cattle Grids, Cycle parking, Trees, Verge Marker Posts
Traffic Management Systems	Traffic Signals, Zebra Crossings, Vehicle Activated Signs, Information Systems, Safety Cameras, CCTV Cameras, ANPR Cameras, Real Time Passenger Information, Automatic Traffic Counter Sites
Drainage	Gullies, Balancing Ponds, Catchpits, Counterfort Drains, Culverts, Filter Drains, Grips, Manholes, Piped Grips, Pumping Stations
Ancillary Assets	Public Rights of Way & Bridges, Trees, Verges, Laybys, Car Parks (Park & Ride Sites)

Table 1 – Asset Types and Groups

3.2. Inventory and Condition

Asset inventory is the foundation stone on which asset management processes should be built. It is only when appropriate inventory and condition data is available that an overall view and consistent management approach can be achieved.

These datasets are key to understanding what assets we have and how much maintenance/resource is required throughout their lifecycle.

Additionally, good inventory data is also required for the calculation and reporting of annual valuations of the county highway infrastructure to the Department for Transport, as set out in national guidance.

Whilst in recent years Oxfordshire has invested significantly in the collection of asset data which has historically been absent, there remains much work to do.

Table 2 - Data Confidence - Highway Asset Inventory and Condition

Asset Group	Asset Type	Quantity	Unit	Data Confidence-Inventory	Data Confidence-Age/Condition	Source/Reference
Roads	Carriageways	4,655	km	V. High	V. High	NSG
	Kerbs	Unknown	Km	No Info	No Info	
Footway/ Cycleway	Footways	3,185	km	High	High	WDM PMS
	Cycleway	351	km	Low	No Info	FCLCP & Local Cycling & Walking Infrastructure Plan (LCWIP)
Structures	Pedestrian/Cycle Bridges	107	No.	Medium	High	Highway Structures Lifecycle Plan (HSLCP)
	Vehicular Bridges	728	No.	Medium	Medium	HSLCP
	Culverts	251	No.	Low	Low	HSLCP
	Underpasses	29	No.	Medium	High	HSLCP
	Retaining Walls	2,416	No.	Low	Low	HSLCP
	Embankments	Unknown	No.	Low	Low	Asset Management Files
Street Lighting & Electrical	Street lighting Columns, Poles & Posts	60,525	No.	V. High	V. High	Street Lighting & Lifecycle Plan (HSLCP)
	HID Lamps	37,396	No.	V. High	V. High	Alloy Asset Management System
	LED Lamps	22,729	No.	V. High	V. High	Alloy Asset Management System
	Illuminated Bollard	2,845	No.	V. High	V. High	Alloy Asset Management System
	Illuminated Signs	3680	No.	V. High	V. High	Alloy Asset Management System
	Belisha beacons	273	No.	V. High	V. High	Alloy Asset Management System
	Electrical Pumps	11	No.	High	High	Alloy Asset Management System
	Cables & Ducts	Unknown	?	Not Held	Not Held	Details Not currently held. Potential to collect within project

Traffic Signals	Traffic Signals - Junctions	157	No.	V. High	High	Traffic Signal Lifecycle Plan (TSLCP)
	Traffic Signals - Crossings	266	No.	V. High	High	TSLCP
	Traffic Signals - Dual Crossings	10	No.	V. High	High	TSLCP
	Vehicle actuated signs - (Over Height Warning)	2	No.	V High	High	TSLCP
Public Rights of Way	Footpath	2,820	Km	V. High	Low	CAMs
	Bridleway	1,095	Km	V. High	Low	CAMs
	Restricted Bridleway	255	Km	V. High	Low	CAMs
	Byway open to all traffic (BOAT)	79	Km	V. High	Low	CAMs
	Crossing/Bridge	695	No.	Low	Low	CAMs
	Crossing/Boardwalk	50	No.	Medium	Medium	CAMs
	Crossing/Deck	471	No.	Medium	Medium	CAMs
	Crossing/Beam	946	No.	Medium	Medium	CAMs
	Finger posts	5,816	No.	Low	Low	CAMs
	Styles	3,678	No.	Low	Low	CAMs
Signs & Lines	Non-illuminated Signs	43,949	No.	Low	Low	HIAMS?
	White and Yellow Lining	3,000	Km	Low	Low	HIAMS?
Safety Fences	Vehicle Restraint Systems	50,209	m	Medium	Low	HIAMS?
	Pedestrian Guardrails	Unknown	m	No Info	No Info	
Drainage	Gully	133,218	No.	High	Medium	Kaarbonatech
	Offset	13,022	No.	Medium	Low	Kaarbonatech
	Catchpit	21,571	No.	Low	Low	Kaarbonatech
	Ditches	Unknown	No.	No Info	No Info	
	Sustainable Urban Drainage Systems (SUDS)	Unknown	No.	No Info	No Info	
Green Assets	Trees	400,000	No.	Medium	Low	
	Verges	29,396,344	m ²	Low	No Info	OS Mastermap

Note: The level of data confidence shown in *Table 2* represents a combination of 'Extent', which represents the amount of data available and 'Accuracy'. Data is rated by five levels:

Data confidence	Description
Very High	Data held on greater than 95% of assets, which is less than 5 years old
High	Data held on greater than 95% of assets, which is less than 10 years old
Medium	Data held on 75% to 95% of assets, which is less than 10 years old
Low	Data held on less than 75% of assets, which is less than 10 years old
No Info	Insufficient asset information to determine an effective strategy

3.3. Asset Data Gaps & Action Plan

The Highways Asset Management Team in collaboration with Infrastructure Information Management Team is currently developing a detailed asset data gap register and associated action plan to improve the data confidence of all assets.

Once that analysis is completed, the county council will be better positioned to prioritise investment with regards to surveys and inventory collection. The ultimate aim of creating parity of data knowledge across all assets groups and in maturing our lifecycle plans and maintenance strategies to deliver on the aims and objectives of the *Highways Infrastructure Asset Management Strategy*.

3.4. Valuation

Through a process known as Whole of Government Accounts (WGA) the government collects and consolidates the audited accounts of over 8,000 organisations across the public sector in order to produce a comprehensive, accounts-based picture of its financial position and in part to better understand its assets and liabilities.

A part of the county council's WGA submission requires various data pertaining to the valuation of our highway assets; which in Oxfordshire is valued at £6.1billion.

Whilst the valuation is a primarily theoretical, and widely believed to be conservative figure it serves to demonstrate the enormity of the absolute value of the road asset, before even considering its indirect value to the economy etc.

Figure 1 illustrates the proportion of value for the key highway assets in Oxfordshire

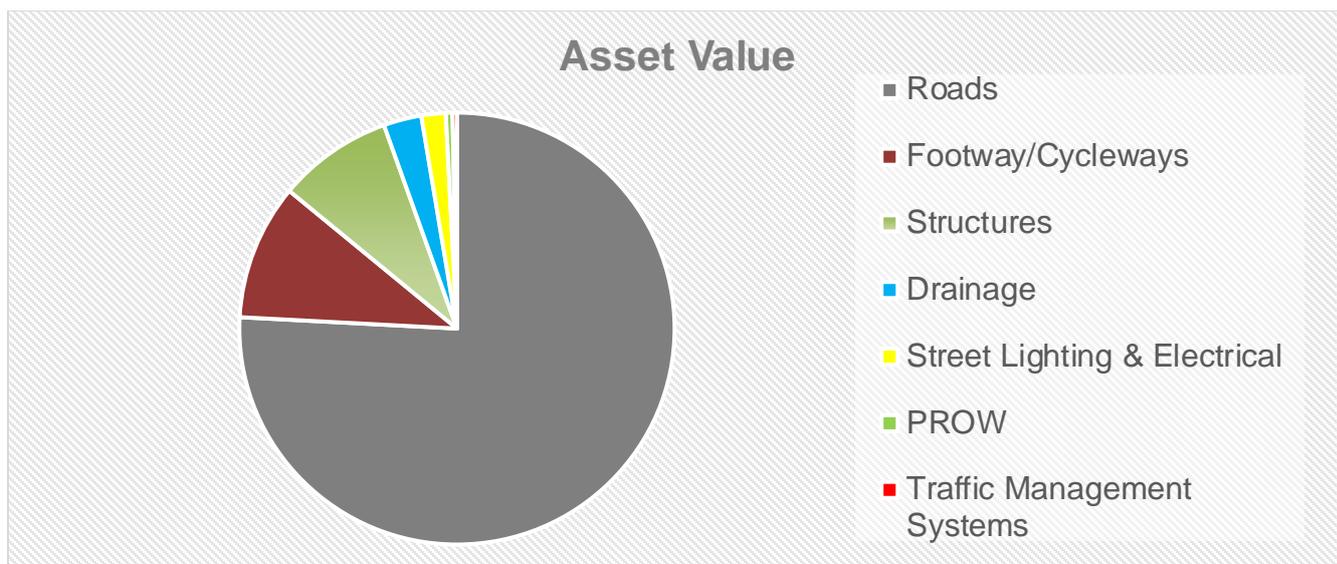


Figure 1 – Highways Asset Value

Oxfordshire’s current inventory and condition data is listed below, as illustrated in the pie chart and *Table 3*, roads make up over three quarters of the total asset value.

Table 3 – Highways Inventory and Asset Value

Asset Group	Inventory	Asset Value (M's)	% of Total Value
Roads	4,655 Km	£4,622	75.8%
Footways/Cycleways	3,185 Km	£619	10.2%
Structures	3,531 (No.)	£521	8.5%
Drainage	167,811 (No.)	£172	2.8%
Streetlighting & Electrical Assets	124,614 (No.)	£110	1.8%
PROW Structures	2,162 (No.)	£30	0.5%
Traffic Signals	435 (No.)	£20	0.3%
Total		£6,094	

3.5. Assets not covered by this plan

Whilst the county council may have some vicarious responsibility for the condition of every element within the extents of the public highway, a number those assets are actually the responsibility of third parties. Often, Parish/Town/District Councils, or Utility Companies.

Typical examples include, but are not limited to:

- Street Furniture
- Street Name Plates
- Litter Bins
- Benches
- Bus Stops
- Salt Bins
- Cycle Parking

Whilst such assets are outside the scope of this plan, the county council will, where necessary liaise with their respective owners/operators to ensure the safety of the public.

4. Life-cycle Planning & Whole Life Costing

A life-cycle plan (LCP) sets out all the key stages of an asset's life, from construction/acquisition to decommissioning/disposal.

The LCP details the ideal time for maintenance (based upon age, condition or wear) and what that maintenance should be. The minimum requirements for an effective life-cycle plan to be developed are knowing;

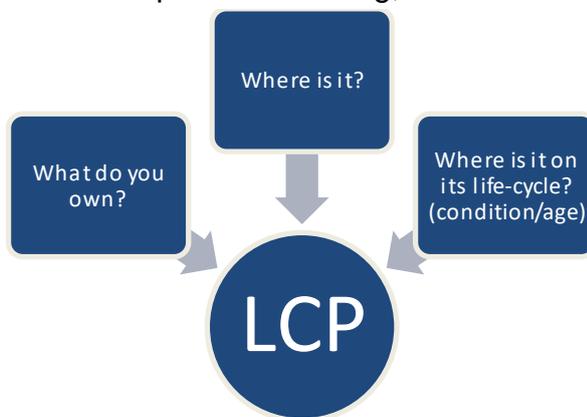


Figure 2 – Life-cycle plan inputs

Whereas life-cycle plans tend to be developed for an asset group on a macro level, whole-life costing (WLC) is employed on a micro level, to calculate what the cost of commissioning, maintaining and replacing an individual asset, as exemplified in Annex A.

Whole life costing is often used to determine which initial maintenance treatment and subsequent interventions would deliver the best value over the life of the asset, as illustrated in the figures below:

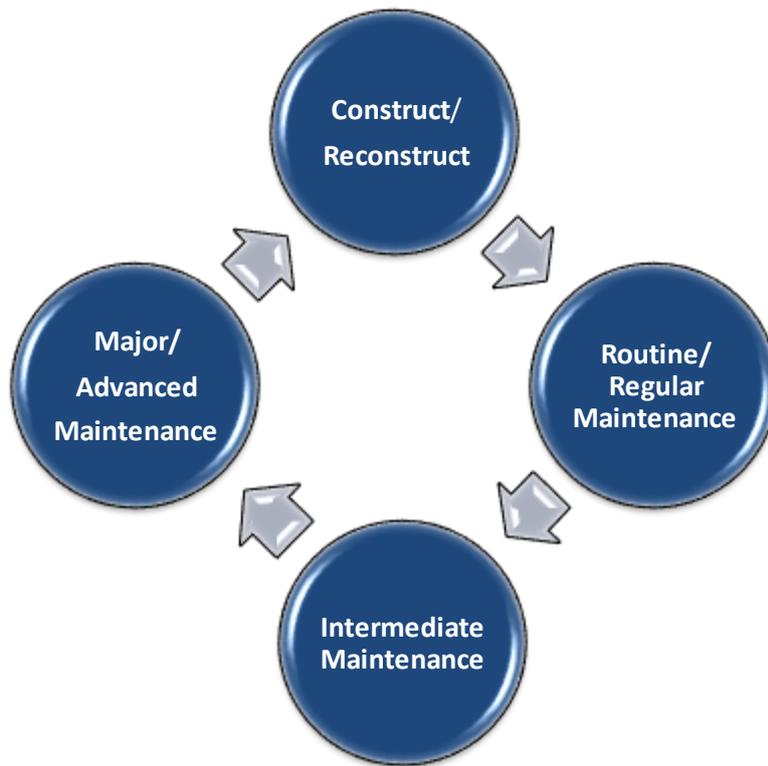


Figure 2 – Asset maintenance life-cycle

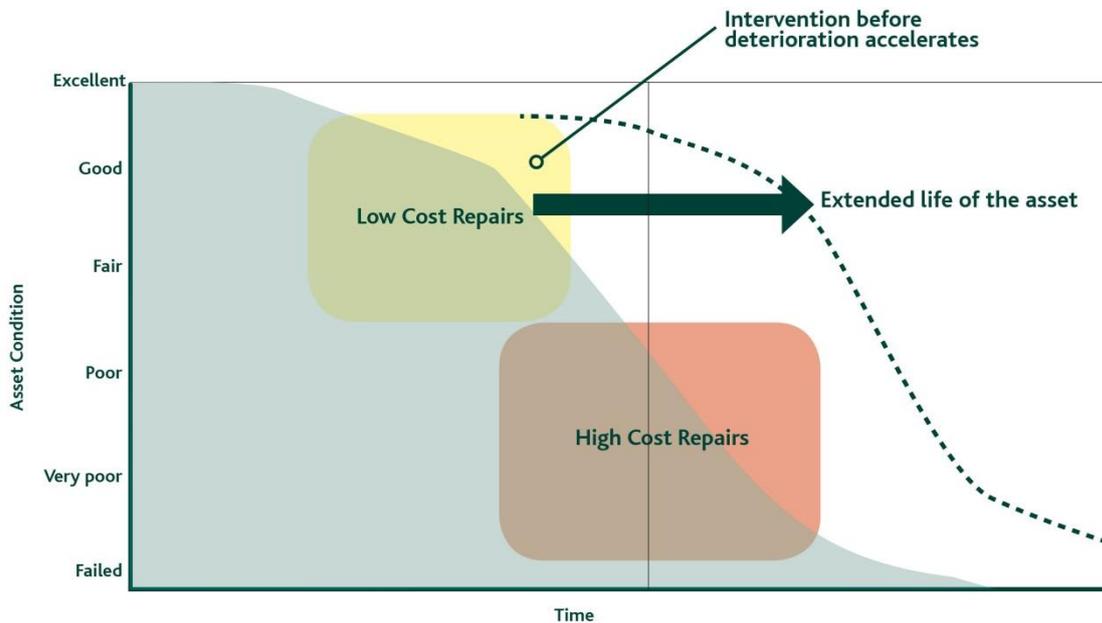


Figure 3 – Life-cycle deterioration curve

4.1. Purpose of Lifecycle Planning

The purpose of a life cycle plan is to document how a particular asset group is managed, identify current and future needs in terms of predicted works and anticipated

funding need with reference to the level of service required or that can be afforded. Life cycle plans consider the condition and age of the asset and assess its future performance by considering available monies, agreed risk and investment policies. From this information it is possible to develop the works programmes and strategies that are necessary to achieve the specified levels of service.

As the council faces increasing revenue funding pressures it is important that life cycle plans are adjusted to reflect the impact of reduced revenue expenditure on the long-term planning and potential impacts on capital funding for the future.

As part of the development of this plan we have created lifecycle plans (LCP's) for assets where there is sufficient inventory and age/condition data to do so. This is to document how each of the asset groups that make up our highway infrastructure are managed. Each lifecycle plan provides a high-level overview of the standards that are applied to the management of the asset group in question and details of the processes that are used to ensure that those standards are delivered.

Documenting the LCPs has allowed us to capture the knowledge of individuals, to record this and enable it to be shared and developed.

4.2. How Life-cycle plans are to be used

LCP's are essentially an instruction manual on how an asset group should be managed and maintained. They should contain; key inventory and condition/age data, an estimation of outstanding work (backlog), how works are identified and prioritised, a maintenance strategy, risks and issues logs, and a programme of works. This will enable asset group owners to plan maintenance and identify future funding needs, to make the case for more funding or at least maintain it.

4.3. Area's where Life-cycle plans may not be considered;

Life-cycle plans are only as good as the information/data held on an asset. Where data confidence in an asset is low to non-existent, then a routine¹ and/or reactive² maintenance strategy should be employed until the data confidence in the asset is improved to a sufficient level.

¹ Routine maintenance providing works or services to a cyclical regular consistent schedule, generally for cleaning and landscape maintenance

² Reactive maintenance is in response to an issue or problem, defect repair for example

4.4. Lifecycle Plan Framework

Lifecycle plans are living documents, updated as we gather and analyse information on each asset group. When fully populated each LCP will contain the information detailed in *Table 3.3*.

Table 3 - Lifecycle Plan Contents

Section	Answers	Contains
The Asset	What assets do the council own?	<ul style="list-style-type: none"> • Inventory details (type size, etc) • Asset growth statistics
Service Expectations	What is each asset group is required to do?	<ul style="list-style-type: none"> • Customer expectations • Council objectives for transport • Specific user requirements • Safety considerations, • 3rd party use • Environmental requirements, • Network availability • Amenity considerations
Management Practices	How is this asset group managed?	<ul style="list-style-type: none"> • Policies • Inspection Regime • Condition Assessment • Asset Acquisition standards • Routine Maintenance standards • Operational/Cyclic Maintenance • Planned Maintenance standards • Disposal standards
Investment	How much should be and is spent on this asset group?	<ul style="list-style-type: none"> • Historical Investment • Output from historical investment Forecast • Financial Needs • Valuation: GRC, DRC & ADC
Works Programme	How are works programmed for this asset group?	<ul style="list-style-type: none"> • Existing forward works programme 3yrs+ • Works programme coordination • Option Appraisal: treatment selection <ul style="list-style-type: none"> ○ At a project level ○ At a budget category level

Risk	What are the risks associated with this asset group?	<ul style="list-style-type: none"> • Risk identification and mitigation • Major asset risks
Works and Service Delivery	How are works delivered or procured on this asset group?	<ul style="list-style-type: none"> • Details of how the contract arrangements in place enable works to be delivered
Performance Management	How is the performance of this asset group measured and managed?	<p>Performance indicators</p> <p>Current performance figures</p> <p>Target performance figures</p> <p>Performance Reporting</p>
Strategies	What strategies are there for the future management of this asset group?	Details of specific strategies that direct where investment is targeted and what is expected to be achieved from them.

Table 3 Lifecycle Plan Contents

5. Asset Group Status Reports (AGSR)

ASGRs summarise key details of the life-cycle plans and contain the latest customer satisfaction and financial data as listed below:

- Network/Inventory.
- Condition.
- Customer expectations (where available).
- Condition.
- Valuation (where available).
- Historical expenditure (Revenue & Capital).
- Medium-term financial plan budgets.
- Investment need.
- Risks associated of not investing in the asset.
- Current Risks & Issues.
- Asset specific maintenance strategy.

These reports not only provide a quick reference to the key information for each asset group but is a may be useful for identifying needs, risks, gaps in data, areas of poor performance and informing *Service Delivery Plans*. AGSRs should be reviewed in tandem with *Table 2.3: Highway Asset Inventory and Condition Data Confidence* when service planning. An ASGR has been developed for the following key assets listed below:

- Carriageways.
- Footways.
- Bridges & Structures.
- Streetlighting & Electrical.
- Traffic Signals.
- Public Rights of Way.

Refer to *HIAMP Annex A* for full reports.

Working with the Infrastructure Information Management Team and the Asset Management Team will prioritise improving the data confidence of cycle and drainage infrastructure, so a AGSR and meaningful maintenance can be developed.

6. Levels of Service

Levels of service describe the standard of services provided. We measure and monitor performance against the service standards in to determine if the levels of service being provided match up with the customer expectations, to benchmark how they align with national industry trends, and whether the asset / service is likely to be fulfilling their intended outcomes as a result.

6.1. Service Standards

The following set of fundamental service standards summarises the council's aims to deliver a road network which is as safe, reliable and as fit for purpose as possible within current funding and resource constraints.

These service standards are not exhaustive, and each service area will have further refined and tailored levels of service which in turn inform the performance management framework (*Key Performance and Management Indicators* etc).

For roads, footway and cycleways; we will:

- routinely inspect highways at pre-determined, risk-based frequencies
- respond to any reported highway defects in line with the *Highway Safety Inspection Policy* and procedure, repairing or making safe any safety defects identified
- continue to review our maintenance hierarchy to ensure that the standards of maintenance are fit for purpose with the usage and type of road
- use surface treatments where possible which are lower cost to stretch funding and intervene early to avoid costly deterioration of the network
- use more durable and stronger materials that better suited to the evolution in vehicle type (e.g. larger buses and electric vehicles)
- adopt practices that minimise the disposal of waste materials to landfill.

To contribute to network safety and co-ordination of works on the highway; we will:

- respond within two hours to any occurrence or incident so serious as to render the highway unusable or un-safe
- carry out annual investigations of road accident statistics and associated highway data to inform and prioritise the combined safety schemes programme
- manage the presence of abnormal loads transiting across our network
- plan works to minimise disruption.

For winter maintenance; we will:

- maintain salt stock levels in line with national guidance
- increase the amount of covered salt storage in the county

- fully fill the salt bins at the start of the winter season
- adopt salt spreading rates in accordance with national guidance and recommendations
- operate a winter service of precautionary salting and snow clearance on strategic roads and when possible on secondary routes as laid out in our *Adverse Weather Plan*.

For highway structures (Retaining walls, Embankments, Culverts and Bridges); we will:

- carry out inspections in accordance with the national code of practice
- monitor those structures considered to be below standard and deliver a programme of maintenance and improvements
- prioritise structures which interface with other transport networks and/or provide an essential link to a community.

For drainage and surface water management; we will:

- adopt a strategic approach to drainage and flood management countywide
- investigate reports of highway flooding and damaged or blocked highway drains and take appropriate measures to get water off the highway, alleviate or mitigate flooding as appropriate
- prioritise this work where homes or properties at most risk of flooding
- cleanse gullies on risk-based approach
- carry out more frequent cleansing of drainage assets at locations where the likelihood of ponding, flooding or blockage is higher
- collect condition data electronically on all gullies to facilitate repairs and to also inform future changes to gully emptying frequencies
- jet drainage systems on a reactive basis as fault are reported or found through inspection
- carry out a bi-annual programme of grip cleaning and cutting
- facilitate ditch maintenance by adjacent landowners
- consider the use of sustainable urban drainage systems (SUDS) where these would reduce the impact of highway flooding and introduce SUDS as part of a highway drainage solution where appropriate.

For highway environment; we will:

- carry out verge cutting and highway shrub maintenance in a way that ensures network safety while positively contributing to biodiversity and limiting habitat loss

- continue to work with parish councils that wish to carry out their own or enhanced grass cutting and verge habitat management as part of helping communities to help themselves
- carry out minimal treatment of noxious weeds through reactive spraying and/or weed pulling as funding allows
- carry out a planned programme of highway tree inspections every four years in line with the *Tree Policy*
- undertake reactive tree maintenance that will be prioritised to only trees that pose a hazard to highway users while adhering to the *Tree Policy*
- endeavour to use recycled materials in our construction methods and recycle materials where possible to reduce our carbon footprint and meet waste reduction targets, where the use of these methods proves to be best value
- carry out a programme of removing/requiring the removal of vegetation/detritus encroaching into footways and cycleways.

For street lighting; we will:

- inspect any defective streetlight reported to us as not working within 7 working days and repair as appropriate, provided that it is not a power supply failure by the local network operator
- carry out quarterly night-time inspections on the strategic road network to identify faults, relying on the public to report faults on non-strategic roads and within residential areas
- carry out a planned programme of routine cyclical maintenance to replace lamps on a six yearly basis depending on lamp type/specification
- carry out an annual programme of non-destructive testing, only replacing those columns at greatest risk of collapse or that come to the end of their serviceable life prior to them collapsing
- focus capital spending on column replacement on a four year rolling programme
- focus capital spending on the use of new energy efficient technologies to expand LED and dimming projects to reduce future energy costs and social / environmental impacts.

For traffic signals; we will:

- carry out an annual regime of inspections and maintenance of traffic signals in order to minimise the number of equipment failures
- operate a fault reporting system and respond to emergency faults within four hours and non-emergencies within four days
- carry out a programme of non-LED bulk lamp changes every 12 months to minimise faults

- wherever possible, replace signal lamps with LEDs in order to improve energy efficiency
- carry out a comprehensive refurbishment programme on older sites to minimise equipment failures
- ensure all sites meet the requirement for use by the disabled, promoting mobility and social inclusion
- operate an urban traffic management and control system (UTMC) to identify in real time where signal operation may need intervention to maximise network performance.

For signs and street furniture: we will:

- annually inspect, clean and maintain all illuminated bollards
- carry out a planned programme of routine cyclical maintenance to replace all fluorescent lamps on a two-yearly basis, unless these have replaced with an LED solution, then these will be similar to the LED street lighting maintenance
- focus capital spending on the use of new energy efficient technologies to expand LED projects to reduce future energy costs
- provide new signs or replace damaged signs only where necessary to keep sign clutter to a minimum
- redundant or obsolete street furniture will be removed aiming to reduce long term maintenance costs.

For Road Markings, we will:

- build up a reactive programme of line and road stud replacement on an annual basis
- provide new lines or studs and renew existing lines or studs only where necessary on road safety grounds.

7. Core Areas

The theme and concept of core areas for consideration is continued from the HIAMS document, and it is here that the parameters around how those strategic intentions begin to take a more tangible form as service commitments.

7.1. Compliance

To ensure legal compliance and otherwise general conformity with best practice the county council will continually appraise the service and its individual work streams

against the recommendations of the 2016 Well Managed Highway Infrastructure Code of Practice.

Where gaps in the service offering are identified, and subject to local risk assessment, service improvement plans will be developed and implemented.

The county council will invite independent peer scrutiny of our services from other authorities and where appropriate, commission focussed private sector 'stress testing' to provide surety, and to identify opportunities for improvement.

7.2. Engagement

How the county council engages is recognised to be a key area of importance, but unfortunately one that is easily overlooked. The council's strategy for engagement is one of transparency, enabling self-help, and to provide a welcome 'seat at the table' to our customers and partners that wish to actively participate in shaping our programmes of work for a shared benefit.

Engagement in the delivery of the highways service will see a marked improvement under the new strategy; formed around a new, concise communications plan.

The Communications Plan will include a matrix for our varying levels of intended consultation / notification / engagement for each of the workstreams we deliver, whilst also clearly signposting customers to where, how, and when they can contact us, including through established systems like 'Fix My Street'.

A key inclusion in the plan will be a published annual timeline of engagement that the service will use to proactively seek input from local communities, especially into the programmes of planned work in their areas.

We will reduce our reliance on broadcast communications in favour of more participative two-way communication that providing a meaningful and genuine opportunity to influence the decision-making process.

We will expand the methods by which we engage, blending the use of traditional media-based outlets with more contemporary digital channels such as 'social' media.

A specific emphasis will be placed upon reaching out to, and seeking the views of seldom-heard, hard to reach, or otherwise underrepresented people.

We will commit to that engagement moving away from broadcast communications.

We will embed into our contractual and service level agreements the provision for enhanced supply chain involvement beyond what would ordinarily be their 'core' offering, using the benefits of the council's recent framework alliance contract (FAC) as the proof of concept

We will consult with our neighbours on how the network is managed and ensure that users' reasonable requirements for consistency of service and integrated programming of works are considered

We will continue to participate on the regional and national stage, utilising those forums to:

- share best practice such as the Local Road Innovation Group (LCRIG), and the Midland Highway Alliance Plus (MHA+)
- gauge public satisfaction through participation in the National Highways and Transport (NHT) survey as well as through other more discreet and targeted local consultations
- benchmark our services against comparable peer authorities and the wider industry. Including through the Customer, Quality, Cost (CQC) Efficiency Network, and the Future Highways Research (benchmarking) Group.

The results/findings of our various engagements will be used to tailor the service offered. Particularly where we will objectively increase the prioritisation of investment in undertakings that found to be of demonstrable importance to the local community.

7.3. Resilience

Where highway assets are concerned, the county councils' strategic approach to resilience is to understand the role those assets play in maintaining economic activity and access to key services. With that knowledge we will tailor our approach to managing and maintaining those key assets. In doing so we will not only provide a network that enables and facilitates resilient communities, but also ensures those assets themselves have a heightened resilience to an unplanned loss of service.

To achieve this, we will need to significantly build upon our understanding of our assets from a community dependency/resilience perspective. Will we do this through continual collaboration with neighbouring/partner agencies/authorities and other

stakeholders either directly, or through membership of local, regional, and national working groups such as the Thames Valley Local Resilience Forum.

Those assets will be recorded and categorised in our asset register according to their 'resilience importance' and will be used to provide a greater level of maturity to the designation and management of a sub-set to the network hierarchy known as the resilient network.

We will continue to prioritise safeguarding against the severe and continually more prevalent extremes of climatic conditions; heat, cold, snow, flood, and wind that threaten our network resilience. However, we will also increase our planning and readiness for other non-climatic influences, including for example civil demonstration or industrial accidents.

That enhanced level of preparedness will come from developing and implementing by way of documented risk assessment a series of management, engineering, and training measures to enhance the resilience of that network of assets against any likely loss of service arising from disruptive occurrences whether they be climatic, accidental, or malicious.

7.4. Environment, Climate and Sustainability

Our *Highway Asset Infrastructure Management Strategy* sets out a clear intent; to re-imagine how our services are delivered and to increase the relative levels of investment in key assets and infrastructure to contribute to an improved environmental condition and a more sustainable network offering.

Our asset records on the location and the condition of our highway infrastructure will be improved. Specifically, that which supports active and more sustainable modes of transport, and infrastructure or assets that support the natural environment, biodiversity and/or the sequestration of carbon.

We will uniquely designate that infrastructure within our asset management systems, with a particular initial emphasis on cycle infrastructure and highway verges, so that we may better plan for their effective management and maintenance.

Wherever possible, and commensurate with other obligations, resources of all types will be redirected to provide a greater level of service to infrastructure supporting active and sustainable modes of transport and the enhancement of nature.

Importantly, the delivery of the service will be transformed to be smarter and cleaner, having the lowest possible environmental impact, with a particular emphasis on developing the circular economy of reusing resources already abundant in the network wherever possible.

We will do this by delivering environmental, carbon and sustainability improvement plans focussing on four key business areas of the service:

- a. Scheme Design.
- b. Plant & Fleet.
- c. Materials.
- d. Depots & Buildings.

We will set ambitious targets, consolidate all our previous individual efforts relating to environmental betterment into a single reporting area and invite inward scrutiny by recording and publishing our annual performance.

7.5. Condition

Knowing the current condition and/or age of an asset is key to developing a plan on how to maintain it, either by creating a life-cycle plan or a risk-based maintenance strategy. Having total current and historical condition records, combined with construction and asset age data is the silver bullet for developing the perfect life-cycle plan.

However as demonstrated in *Table 2 – Asset Data Confidence*, this is difficult to achieve and almost impossible for some heritage assets, which may be over a hundred years old. Therefore, condition and age information may only reach a certain level of data confidence, which is governed by what an authority can reasonably expected to know and whether the cost of condition surveys and inspections, outweighs the cost of renewal.

With regards to target condition of an asset what is deemed an acceptable level of condition will be determined by:

- a) Customer Expectations.
- b) Corporate Priorities.
- c) Finance and Budgets.
- d) Best Value.
- e) Safety/Risk.
- f) What is “fit for purpose”.

We will better understand through data collection, not only the current condition of our assets, but how that condition is affected by certain treatment strategies.

We will accept a declining condition of certain assets if it is to the overall benefit of the *Highway Asset Management Strategy* and without compromising our statutory functions.

Each service area will be required to prepare plans for the management of a declining condition in their asset stock for consideration to relieve service resource pressures elsewhere.

7.6. Risk Management

In line with the recommendations in *Well Managed Highway Infrastructure: A Code of Practice*, we have adopted a risk-based approach in the development of maintenance hierarchies and the resilient network. This is to ensure that asset networks and inventory reflect current functional use and need and will use these to establish appropriate inspection and maintenance regimes. These hierarchies will be regularly reviewed, particularly in areas of the county where new developments have resulted in changes to travel patterns and volumes.

In addition to the asset maintenance risk approach, this is supplemented at a project level with the use of quantified risk assessments (QRA) to assign risk owners, mitigation, and generally allow for better informed decisions to be made and a higher level of confidence in our actions.

The significant difference of the QRA is to assign cost and time to the risk with along with mitigation. Project Risk registers are completed at key milestones and updated through the life of the project and used to inform the design and construction process.

Working closely with the supply chain risks can be effectively managed and realistic risk allowances considered and included in project budgets.

Lessons learnt from projects will be captured either through a dedicated lessons learnt exercise and/or added to the lessons learnt log. The escalation process for project risk is through the governance structure

We will continue to work to ensure that a risk-based approach is embedded within our culture and our overall approach to asset management and will make sure that lessons learned from our successes and failures are incorporated within our risk management process.

8. Next Steps and Priorities for 2022 to 2027

As highlighted within *Table 2.3: Highways Inventory and Condition Data Confidence*, there are multiple areas where our asset data requires improvement. By improving asset data confidence to at least a Medium level will enable asset managers identify what they have and the condition it's in and will provide sufficient level of data confidence to identify what the asset need is, develop life-cycle plans and develop a strategy for future maintenance.

Considering the scale of data collection improvement required for all assets, it is not practical or affordable to bring all asset up to a medium level of data confidence within a single survey programme. Therefore, we must prioritise based upon; risk, likely return on survey investment/benefits and corporate objectives and priorities.

8.1. Next Steps

Working with the Infrastructure Information team, asset owners and relevant stakeholders we will take the following steps to improve our asset data confidence and management of the asset:

- Agree asset need prioritisation methodology.
- Prioritise which assets for inventory and condition surveys.
- Determine scope and specification for surveys.
- Secure funding.
- Determine surveys programme.
- Carry out surveys.
- Data analysis.
- Develop LCP and maintenance strategies.
- Identify resource and funding requirements to maintain the asset.
- Develop programmes of maintenance.

8.2. Priorities - 2022 to 2027

A number of highway priorities have been identified throughout 2021/22 through member engagement, asset life-cycle plan development workshops and the review of highways network data confidence. We will continue to work with members and internal stakeholders to develop the following priorities:

- Production of an asset data gap analysis and action plan with programme for delivery.
- Development of new processes for scheme identification and prioritisation, for each programme.
- Production of three to five year maintenance programme for all key assets.
- Calculate Oxfordshire's carbon use and storage in highways.
- Develop a highways strategy for carbon reduction and sequestration.
- Review of all highways performance measures and service levels.
- Creation of a digital cycle network.
- Development of a cycleway life-cycle plan and maintenance strategy.
- Development of a drainage life-cycle plan and maintenance strategy.

9. Plan Review

This plan shall be formally reviewed no less frequently than once every two years from the date of its formal ascent.

However, interim reviews of the plan, either wholly or in part may take place at more regular intervals if deemed necessary due to any other change in circumstance that might warrant it.

Annex A – Asset Group Status Reports

Status reports for the asset groups are included below.

Asset Group: Carriageway

The network

Road Type	Urban (km)	Rural (km)	Total (km)
Principal (A) Roads (Cat 2)	78	519	597
Classified (B) roads (cat 3a)	50	418	467
Classified (C) roads (cat 3b)	596	1345	1941
Un - Classified (C) roads (cat 4a)	507	1144	1651
Total	1230	3426	4656

Commentary: Lengths are as provided to the Department for Transport as part of the R199b return. Future growth in the asset is predicted to come from new developments

Customer Expectations

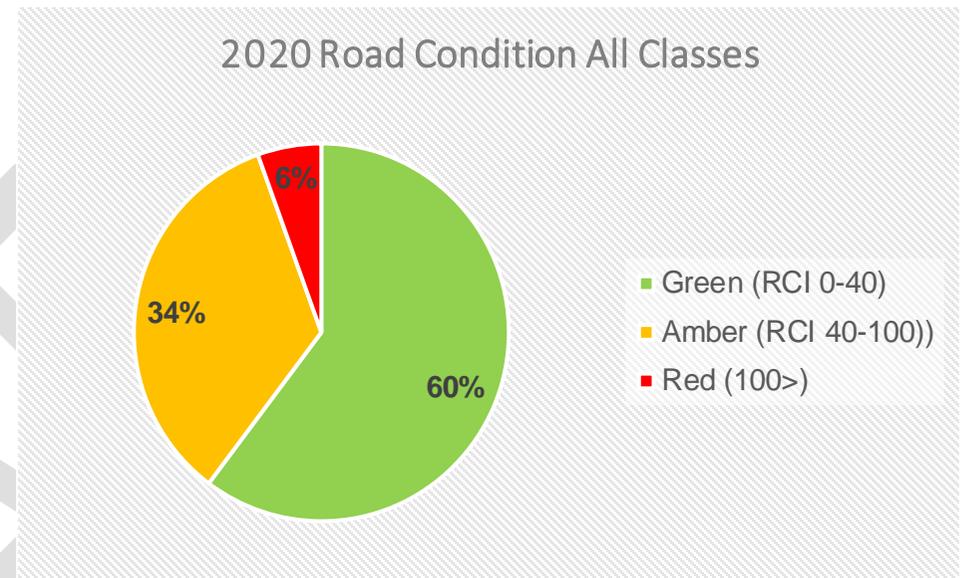
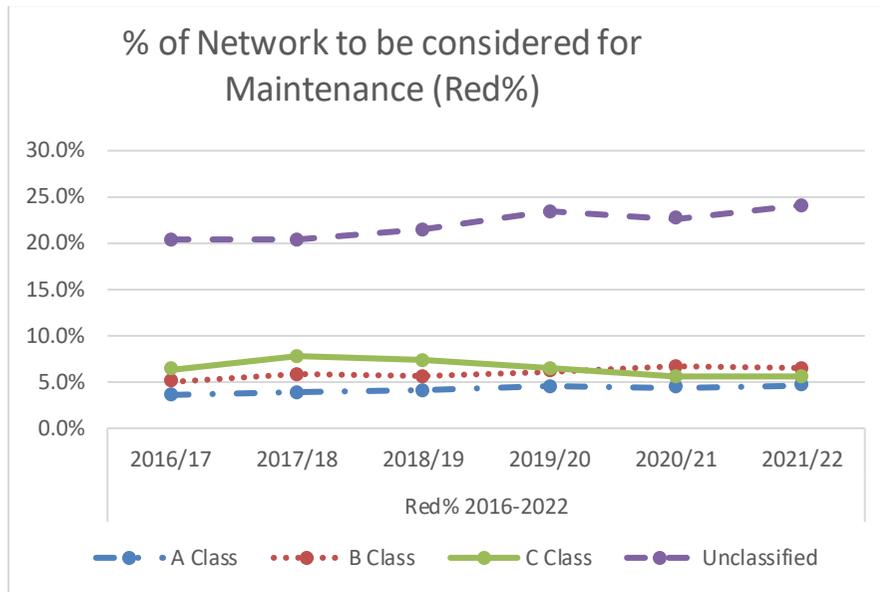
Indicator Reference	Benchmark Indicator	2021			2020		2019	
		Oxfordshire	NHT Average	Quartile	Oxfordshire	NHT Average	Oxfordshire	NHT Average
CMQ I106	Informed about action to repair local roads	29%	30%	3	34%	33%	29%	31%
HMBI 01	Condition of Road Surfaces	28%	32%	3	33%	37%	31%	38%
HMBI 03	Condition of road markings	49%	51%	3	55%	54%	54%	56%
HMBI 13	Deals with Potholes and damaged roads	27%	31%	4	31%	35%	30%	36%
HMBI 30	Speed of repair to damaged roads	22%	27%	4	28%	31%	NA	NA
HMBI 31	Quality of repair to damaged roads	30%	34%	4	37%	38%	NA	NA
HMQUI 11	Number of potholes	23%	22%	2	29%	28%	30%	30%
HMQUI 12	Action to repair local roads	35%	32%	2	42%	48%	40%	39%

Key to the table is:

Ranking	Quartile
Top 25%	1
26-50%	2
51%-75%	3
Bottom 24%	4

The National Highways & Transport (NHT) Survey is an annual postal customer satisfaction survey. The table below shows Oxfordshire's results from 2019 to 2021 compared to the NHT Average, benchmarked alongside 111 Local Authorities

Condition



Carriageway condition is measured by a variety of national indicators (for Principal (A) Roads and Non-principal (B & C) roads and local indicators for the unclassified road network. Condition is measured by the % of network requiring structural maintenance ((Red Condition).

Commentary:

Condition surveys are carried out annually, however full network coverage is achieved over different frequencies, as detailed below.

- 50% A roads one direction, reverse direction the following year - 2-year cycle to make a 100% coverage
- 50% B roads one direction, reverse direction the following year -2-year cycle to make a 100% coverage
- 33.3% C roads - 3-year cycle to make a 100% coverage
- 25% U roads - 4-year cycle to make a 100% coverage

Target Condition: Our aim is to maintain the condition at its current level.

Valuation

GRC (£1000's)	AD (£1000's)	DRC (£1000's)
4,621,700	4,417,350	4,417,350

The Gross Replacement Cost (GRC)* has been calculated for the Whole of Government Accounts (WGA) return. It represents the cost of replacing the existing asset with a new modern equivalent asset. It is a theoretical figure but serves to illustrate the massive value of the road asset.

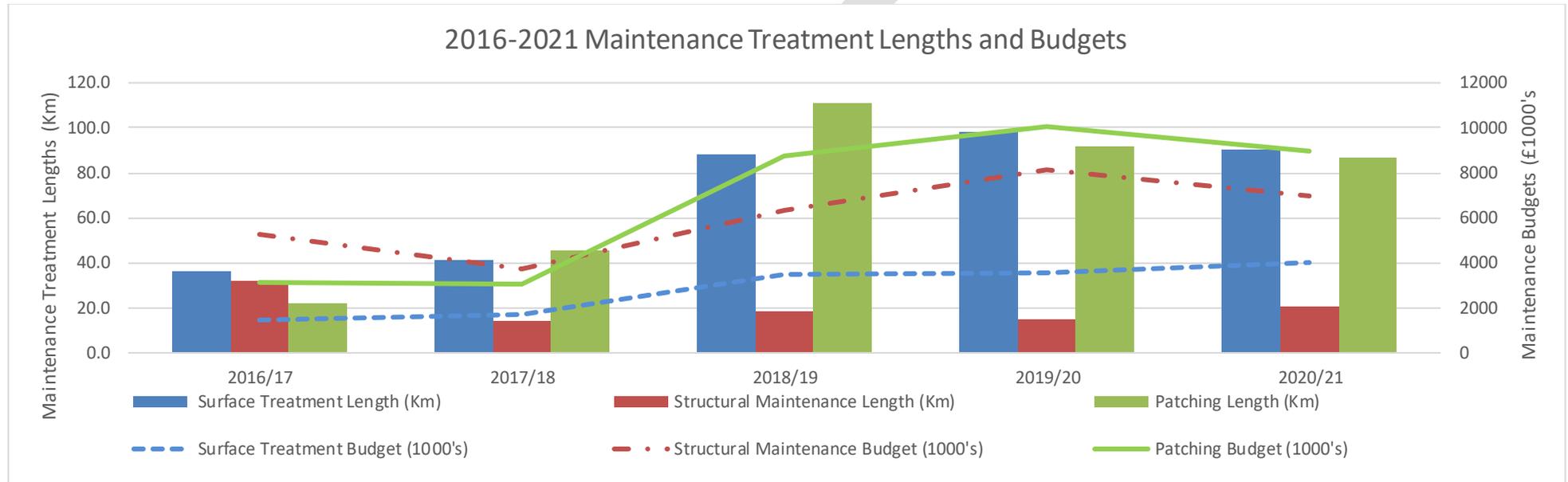
Accumulated depreciation (AD) is the total amount of depreciation assigned to a fixed asset over its useful life. Current condition and repair cost is used to calculate depreciation.

Depreciated Replacement Cost (DRC) is the theoretical value of the asset taking into account condition by deducting the AD from the GRC, which reflects the current asset value.

Commentary: We have calculated the estimated cost of repairing all maintenance backlog in a single year, with a single investment is estimated at £239.4M.

Historic Capital Expenditure

The graph shows capital expenditure and length of surfacing for each of the last five years.



Commentary: Surface treatments are preventative/intermediate treatments on “Amber” condition sections of road. The average cost of this type of treatment is £40,246/Km and is effective at reducing Whole Life Costs (WLC).

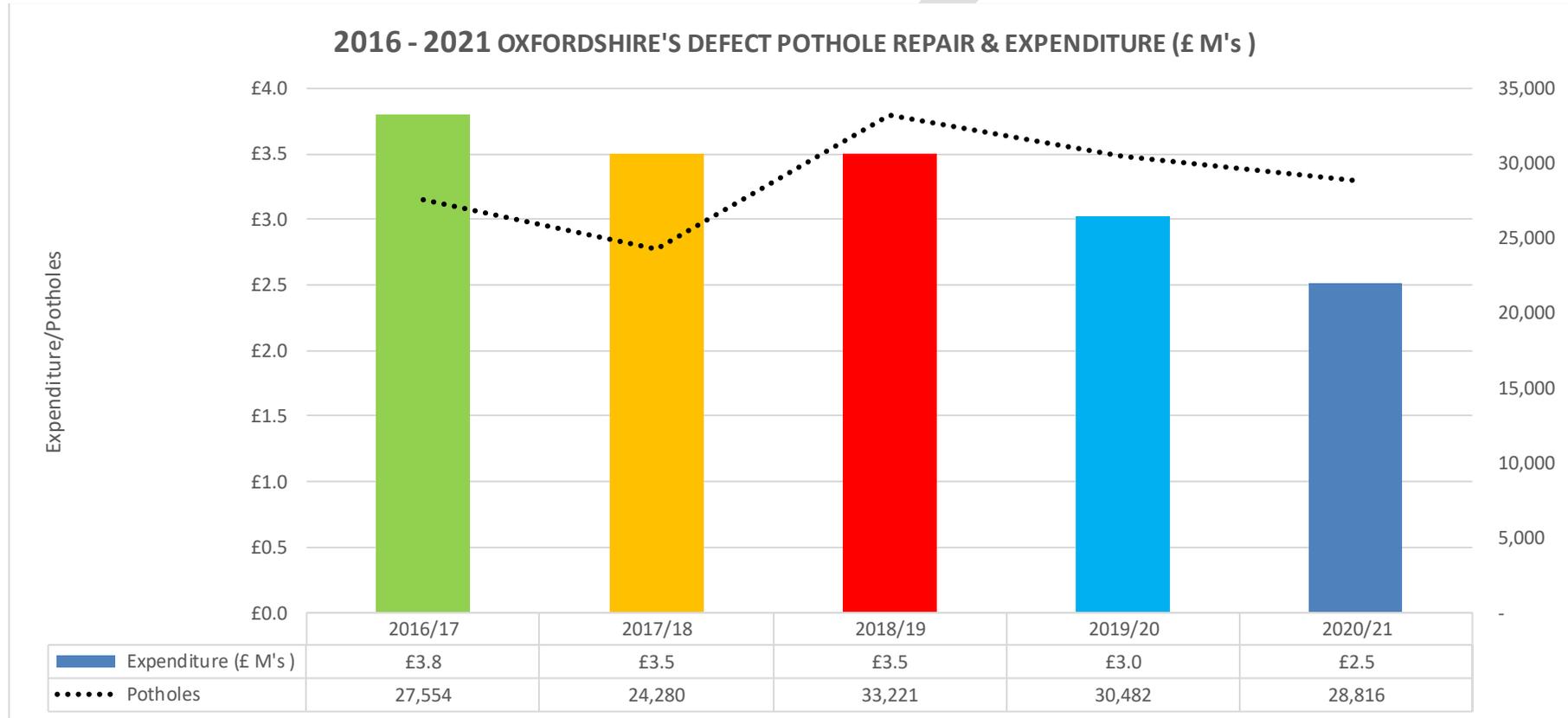
Structural Maintenance is an end-of-life treatment on “Red” condition sections of road. The average cost of this type of treatment is £302,983/Km, is used less frequently than surface treatments and will deliver reduced WLC, when employed correctly.

Dependant on condition patching can be used as an end of life or preventative treatment as it can be used for both red and high amber condition sections of deterioration. The average cost of this type of treatment is £94,837/Km, however it is not considered good value for money in terms of WLC.

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Historic Revenue Expenditure

The graph shows revenue expenditure and number of pothole defects repaired for each of the last five years.



Commentary: Reactive maintenance of carriageways is an extremely inefficient approach to maintenance and can cost in the region of 4 times the cost per square metre when compared to a full resurfacing scheme.

Medium Term Financial Plan

There are three forward works programme budgets for carriageways

Programme	Budget	Last Year	Approved Allocations			Proposed Allocations	
		21/22	22/23	23/24	24/25	25/26	26/27
		£'000	£'000	£'000	£'000	£'000	£'000
Carriageway Resurfacing	Carriageway Prog Budget	7,329	8,325	9,200	6000	4,000	4,000
	B4012 Thame Park Rd	375	175				
Surface Treatments	Surface Treatments Prog Budget	6,659	5,300	5,700	7,550	2,500	2,500
Structural Highways	Structural Highway Prog Budget	8,849	6,000	6,000	7,000	3,000	3,000
	TOTALS	23,212	19,800	20,900	20,550	9,500	9,500

Commentary: Currently all the identified schemes haven't been allocated to specific years.

Two years of budget allocations are approved in the final quarter of the previous financial year by Cabinet. Full approval is granted for the first year and provisional approval for the second year.

The Department for Transport (DfT) contribute approximately £9.5M per annum to the carriageway budget, this allocation is not ringfenced to carriageways alone but must be spent on highway assets

Investment Need

5 Year Total Investment Profile From 2022/23 until 2026/27			
	MTFP Allocation 2022/23 to 2026/27 (£000's)	Basic Need Requirement (£000's)	Enhanced Need Requirement (£000's)
DFT Formulaic Allocation (£000's)	£47,725		
OCC & DfT Additional Investment * (£000's)	£32,525		
Total Allocation	£80,250	£91,100	£238,022
Budget Shortfall from MTFP (£000's)		£10,850	£157,772

Basic Need - Maintain carriageway at current condition, through a programme of structural and preventative maintenance treatments

Enhanced Need – Improve carriageway condition by 4.4%, through a programme of structural and preventative maintenance treatments

Commentary: By not increasing investment above the MTFP, it is estimate that condition is likely to remain the same until 2026, as there has been an additional £80M invested from 2019.even. However, after 2026 the network is likely to deteriorate significantly over the next 10-15 years, with over a fifth (20% Red) of the network requiring significant resurfacing or reconstruction by 2040. This level of structural deterioration is likely to increase revenue expenditure of pothole repairs, lead to a sharp increase in claims and an unacceptably low levels of customer satisfaction.

Risks

Risks Associated of not investing in the Asset

Increased Potholes
Increased defect repair and revenue costs
Fall in customer satisfaction (condition of carriageways being a primary driver)
Increased claims
Increased hazard to carriageway users, particularly cyclists and motorcyclists

Current Risks & Issues

Specific risks, issues and mitigation measures are documented and managed within Oxfordshire's Corporate Risk Register. However, when considering carriageway maintenance, it is important to consider the following risks and issues:

- Effects of climate change and extreme adverse weather on the durability of road construction, which is particularly sensitive in flood zones or areas of poor drainage.
- Prevalence of carcinogenic coal-tar in the fabric of the road.
- Future reductions in carriageway maintenance expenditure
- Increased numbers of cyclists using the road network

Condition led strategy

It is our intention to maintain the carriageway structural (red) condition at, or within 1% of the 2020 condition (steady state), which is approximately 12% to 13% of the A-U road network requiring structural maintenance, from the year 2022 to 2025.

To maintain “Steady State” we have calculated that £18,100,000 of investment is required annually, of which approximately £14,600,000 is required to be spent on structural (red) and intermediate (high amber) maintenance and £3,500,000 spent on (amber) preventative maintenance. Although in monetary terms, structural maintenance receives just over four times the investment as preventative maintenance, due to the low cost of preventative maintenance this investment translates into five times the area of preventative maintenance to structural maintenance being delivered on the ground.

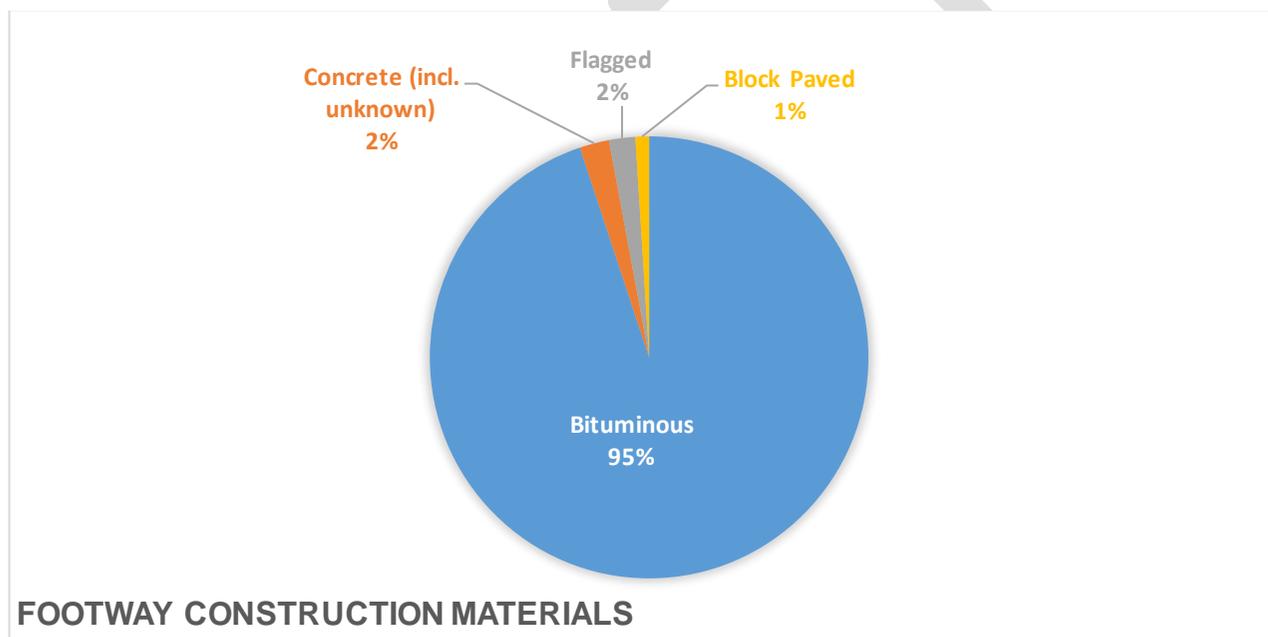
Finance led strategy

If the financial need cannot be met to maintain steady state condition, then a finance-driven strategy will be employed, which will be determined by the agreed carriageways allocation within the Medium-Term Financial Plan. The split of structural maintenance to preventative maintenance will depend on total amount of funding available, but we will recommend that at least £2,000,000 be ringfenced to preventative maintenance. This strategy will result in an overall decline in the condition of the network and increased revenue and claims expenditure. Priority of structural maintenance schemes will be determined using a risk-based approach and will consider the importance of the location, condition, construction, claims history, bus, and active travel use, with the highest risk locations prioritised for maintenance.

Asset Group: Footways

The network

The council maintains 3,185km of footway in Oxfordshire comprising bituminous (3,011km), concrete (69km), flagged (61km) and block (26km) construction. Natural stone paving is used in many conservation areas and other heritage locations and is particularly expensive to replace.



A hierarchal system exists for categorising footways with Category 1a being the busiest and Category 4 being the least busy. The length of footway in each category is shown below, as well as the proportion in urban and rural areas.

Hierarchy	Category Name	Brief Description	Lengths			%age
			Urban (Km)	Rural (Km)	Total (Km)	
1a	Prestige Walking Zone	Prestige Areas in towns and cities	11.5	-	11.5	0.36
1	Primary Walking Route	Busy urban shopping and business areas and main pedestrian routes - major shopping outlets typically +100 number shops.	79.0	0.6	79.6	2.50
2	Secondary Walking Route	Secondary Walking - Medium usage routes through local areas feeding into primary routes, local shopping centres typically +20 shops, Town centre links to transport hubs.	287.3	12.4	299.7	9.41
3	Link Footway	Link Footways – Linking local access footways, small retail shopping outlets typically +5 shops, large schools, and Industrial outlets, +500 pupils or equivalent pedestrian movements	259.7	94.7	354.5	11.13
4	Access Footway	All remaining footways not qualifying for a higher category. Rural footways, Town paths, non-link footways in housing estates.	2,181.9	257.6	2,439.5	76.6
		TOTALS	2,829.4	365.3	3,184.70	

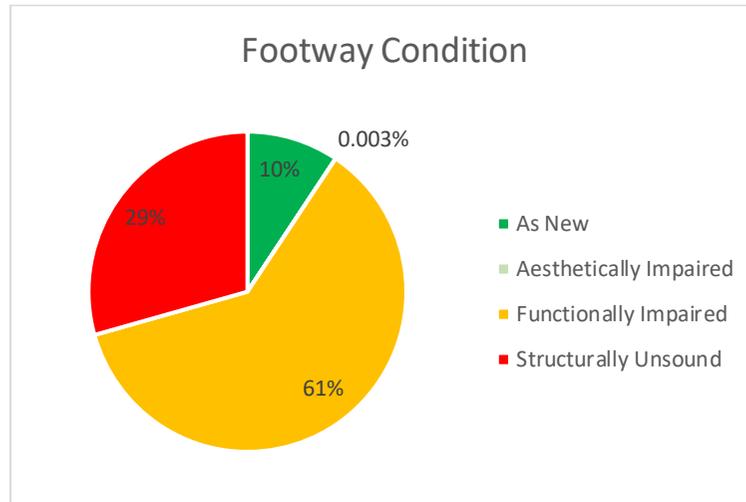
Commentary: Lengths are as provided to the Department for Transport as part of the R199b return.

Future growth in the assets predicted to come from new developments

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Condition

Footway condition is recorded in-house by inspectors using a nationally recognised survey methodology, the Footway Network Survey (FNS)



Condition Descriptions	Definitions
As New:	Brand new footway, Recently reconstructed
Aesthetically Impaired:	Sound footways with patching, Modular footways with sound bituminous patches, Modular footways with elements of different colour/age/material, Faded bituminous materials (especially coloured bituminous). Graffiti / Spray paint
Functionally Impaired:	Cracked but level flags/blocks, Missing Filler Minor surface deterioration/fretting/fatting, Including the appearance of moss. Minor cracking, minor scaling, and moderate local settlement/subsidence from 10 to 30mm
Structurally Unsound:	Cracked and/or depressed flags or blocks exceeding 13mm. Depressed or missing blocks. Major fretting and potholing. Major cracking, Major scaling, Poor shape, severe local settlement/subsidence creating a difference in level greater than 30mm. Trips exceeding 13mm

Valuation

GRC (£1000's)	AD (£1000's)	DRC (£1000's)
618,607	162,701	455,906

The Gross Replacement Cost (GRC)* has been calculated for the Whole of Government Accounts (WGA) return. It represents the cost of replacing the existing asset with a new modern equivalent asset. It is a theoretical figure but serves to illustrate the massive value of the footway/cycleway asset.

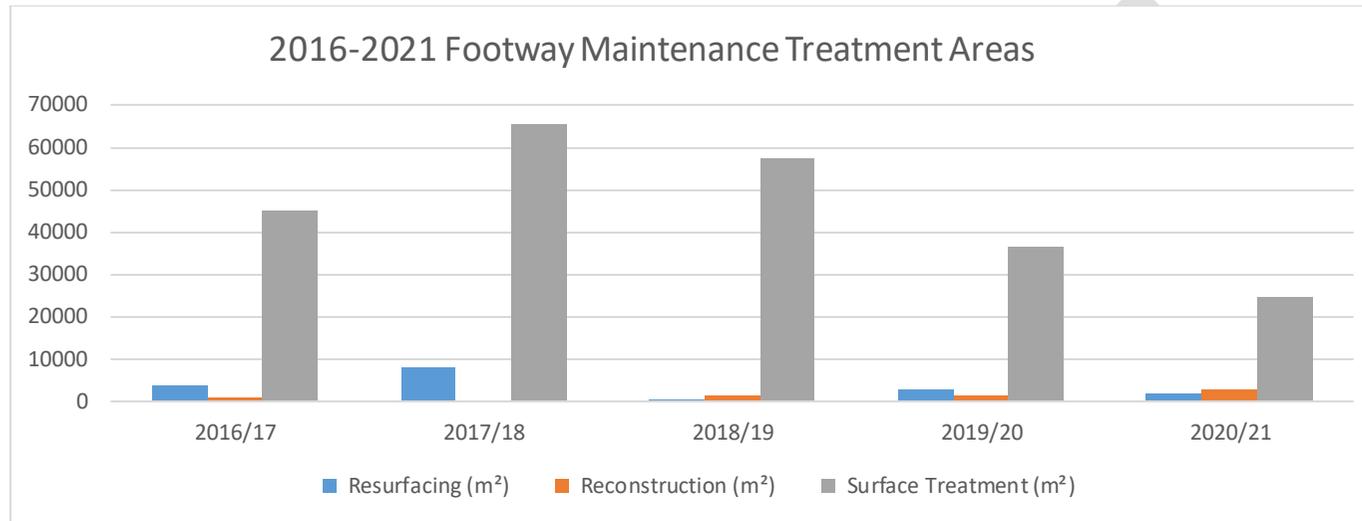
Accumulated depreciation (AD) is the total amount of depreciation assigned to a fixed asset over its useful life. Current condition and repair cost is used to calculate depreciation.

Depreciated Replacement Cost (DRC) is the theoretical value of the asset taking into account condition by deducting the AD from the GRC, which reflects the current asset value

Commentary: We have calculated the estimated cost of repairing all maintenance backlog in a single year, with a single investment is estimated at 120M.

Historic Capital Expenditure

The graph shows capital expenditure and length of surfacing for each of the last five years.



Annual Budgets	2016/17	2017/18	2018/19	2019/20	2020/21
Surface Treatment	£318,862	£343,700	£313,307	£351,000	£448,735
Resurfacing	£209,858	£545,500	£21,000	£80,573	£100,803
Reconstruction	£108,906	£0	£134,000	£172,871	£357,568

Commentary: Surface treatments are preventative/intermediate treatments on “Amber” condition sections of footway/cycleway. The average cost of this type of treatment is £8/m and is the most effective treatment for reducing Whole Life Costs (WLC).

Resurfacing is used where the bituminous layers have failed. The average cost of this type of treatment is £60/m, it is used less frequently than surface treatments and will deliver reduced WLC, when employed correctly.

Reconstruction is used where all layers of the footway/cycleway, bituminous and foundation layers have failed. This type of failure is uncommon and attributed to external factors not considered within the asset’s life cycle, such as geotechnical issues. The average cost of this type of treatment is £120/m however it is not considered good value for money in terms of WLC.

Historic Revenue Expenditure

The table shows capital expenditure and length of surfacing for each of the last five years.

Year	Cat 1 Safety Defects	Cat 2 Urgent Defects	Total Defects (No.)	Reactive Expenditure
2016/17	NR	NR	-	NR
2017/18	NR	NR	-	NR
2018/19	165	499	664	£140,000
2019/20	277	1,894	2,171	NR
2020/21	380	2,489	2,869	NR

NR - Denotes "Not Recorded", this is due to defect and budgets being combined with other asset groups.

Commentary: Reactive maintenance of footways/cycles is an extremely inefficient approach to maintenance and can cost in the region of 4 times the cost per square metre when compared to a full resurfacing scheme.

Defects are categorised in three types:

Category 1 - those that require prompt action because they represent an immediate or imminent hazard or because there is a risk of short-term structural deterioration.

Category 2 - Medium priority defects which are expected to become

Category 3 if not repaired within 28 days.

Medium Term Financial Plan

		Last Year	Approved Allocations			Proposed Allocations	
Programme	Budget	21/22	22/23	23/24	24/25	25/26	26/27
		£'000	£'000	£'000	£'000	£'000	£'000
Footway	Footway & Cycleway Programme	854	1,500	2,200	4,100	400	400
TOTALS		854	1,500	2,200	4,100	400	400

Currently all the identified schemes haven't been allocated to specific years.

Two years of budget allocations are approved in the final quarter of the previous financial year by Cabinet. Full approval is granted for the first year and provisional approval for the second year.

The Department for Transport (DfT) do not contribute directly to the footways budget. However, they provide a highways budget of £11.58M, allocated to Carriageways, Structures, Streetlighting and Electrical maintenance, this allocation is not ringfenced to these assets alone but must be spent on highway maintenance. It is also of note that the allocation from the DfT is not sufficient to maintain the asset at its current condition, therefore Oxfordshire funds maintenance internally.

Investment Need

5 Year Total Investment Profile From 2022/23 until 2026/27			
	MTFP Allocation 2022/23 to 2026/27 (£000's)	Basic Need Requirement (£000's)	Enhanced Need Requirement (£000's)
DFT Formulaic Allocation (£000's)	£0		
OCC & DfT Additional Investment * (£000's)	£9,600		
Total Allocation	£9,600	£9,893	£18,750
Budget Shortfall from MTFP (£000's)		£293	£9,150

Basic Need - Maintain footway and cycleway at current condition, through a programme of structural and preventative maintenance treatments

Enhanced Need – Improve footway/cycleway condition by 10%, through a programme of structural and preventative maintenance treatments

Commentary: The current proposed level of investment in footway maintenance should see a halt to further deterioration of until 2026/27, however an annual investment of approximately £2M will have to be maintained there-after.

Risks

Risks Associated of not investing in the Asset

Increased Potholes and trip hazards
Increased defect repair and revenue costs
Fall in customer satisfaction (footways and cycleways being an important driver)
Increased claims
Increased hazard to footway users, particularly vulnerable users, and cyclists

Current Risk & Issues

Specific risks, issues and mitigation measures are documented and managed within Oxfordshire's Corporate Risk Register. However, when considering footway maintenance, it is important to consider the following risks and issues:

- Effects of climate change and extreme adverse weather on the durability of footway construction, which is particularly sensitive in flood zones or areas of poor drainage.
- Prevalence of carcinogenic coal-tar in the fabric of the footway
- Future reductions in maintenance expenditure
- Increased numbers of cyclists using the footway/cycleway network
- Insufficient inventory, condition/age data to develop a Cycleway LCP

Footways & Cycleways Asset Maintenance Strategy

Maintenance Strategy

Maintenance schemes will be initially prioritised on the basis of condition (worst first) and hierarchy. However as 90% of the network is Category 3 and 4 footways other information such as history of claims, defects, complaints, etc. should be used to determine maintenance priorities.

This strategy will be implemented as a risk-based approach and will consider the importance of the location, condition, construction, claims history, etc, with the highest risk locations prioritised for maintenance.

If funding were not to be maintained at the basic need requirement, the relatively high level of customer satisfaction compared to other assets and the low level of claims suggests that there could be a case for delaying planned maintenance but increasing safety inspections and reactive maintenance response where there are higher risks (i.e., cycleways, high trafficked areas, flagged footways).

With regards to cycleways, it is proposed that we improve our cycleway network, inventory, and condition data, which will allow us to more effectively target maintenance and improve customer satisfaction.

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Asset Group: Bridges & Structures

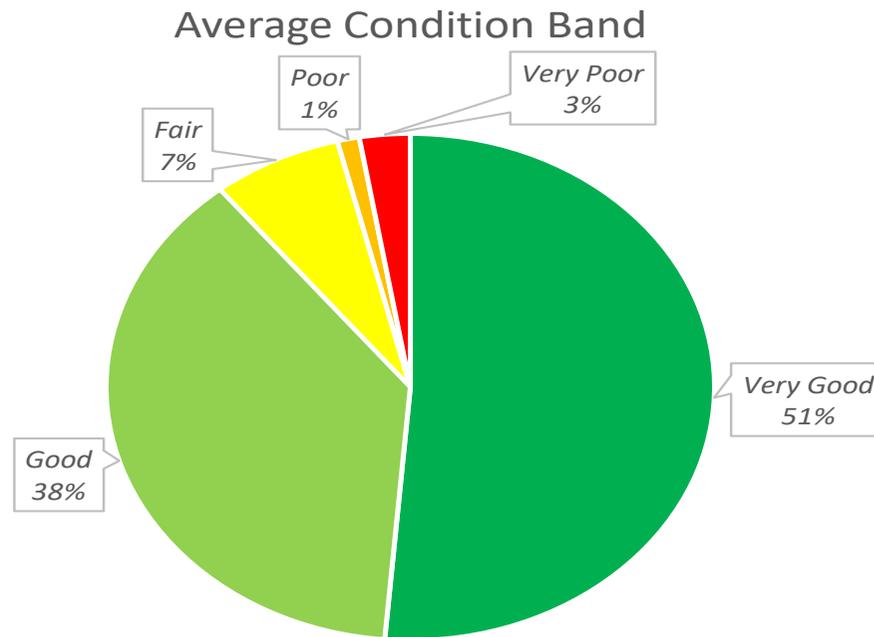
The Network

Structure Type (Detailed)	Number	Structure Type	Number
Bridge: Pedestrian/Cycle (multi-span)	24	Pedestrian/Cycle Bridges	107
Bridge: Pedestrian/Cycle (single span)	83		
Bridge: Vehicular (2 or 3 spans)	143	Vehicular Bridges	728
Bridge: Vehicular (4 or more spans)	49		
Bridge: Vehicular (single span)	536		
Culvert (multi-cell)	34	Culverts	251
Culvert (single cell)	217		
Underpass (or Subway): Pedestrian	27	Underpasses	29
Underpass: Vehicular	2		
Retaining Walls	2416	Retaining Walls	2416*
Grand Total	3531*		

**Inventory details of retaining walls are under review. The Countryside bridges, for which there are approximately 3000, are separately recorded.*

Commentary: The asset data accuracy has not been checked for a large number of years and the checks carried out so far indicate many anomalies. The structure records are being updated with large retaining walls associated with bridges and culverts, being split out, together with some associated spans and are being separately recorded to give a more accurate record of the quantity of assets.

Condition



Both BCI Average and BCI Critical are defined on a scale of 100 (best possible condition) to 0 (worst possible condition). Rating bands are also used to further simplify the scoring as follows

Rating Band	Condition Index Range
Very Good	≥ 90 and ≤ 100
Good	≥ 80 and < 90
Fair	≥ 65 and < 80
Poor	≥ 40 and < 65
Very Poor	≥ 0 and < 40

- *There is a backlog of required inspections and some problems with the bridge management software, such that the data accuracy is under review.*

Valuation

GRC (£1000's)	AD (£1000's)	DRC (£1000's)
569,285	270,431	298,854

The Gross Replacement Cost (GRC)* has been calculated for the Whole of Government Accounts (WGA) return. It represents the cost of replacing the existing asset with a new modern equivalent asset. It is a theoretical figure but serves to illustrate the massive value of the road asset.

Accumulated depreciation (AD) is the total amount of depreciation assigned to a fixed asset over its useful life. Current condition and repair cost is used to calculate depreciation.

Depreciated Replacement Cost (DRC) is the theoretical value of the asset taking into account condition by deducting the AD from the GRC, which reflects the current asset value.

Commentary: We have calculated the estimated cost of repairing all maintenance backlog in a single year, with a single investment is estimated at £270M.

Historic Capital and Revenue Expenditure

The table below shows capital and revenue expenditure and maintenance activity outputs each of the last five years.

Capital & Revenue Expenditure (£1000's)

	2016/17	2017/18	2018/19	2019/20	2020/21
Bridge's budget (Capital)	£1,146	£1,984	£1,016	£2,406	£2,300
Kennington Railway Bridge (Capital)	£818	£160	£1,181	£400	£2,685
Bridge's budget (Revenue)	£374	£310	£310	£300	£300

Commentary: Reactive maintenance of any asset is an extremely inefficient approach to maintenance and can cost in the region of 10 times the cost per asset when compared to planned maintenance.

Also adopting a reactive maintenance approach carries an increased safety risk to the user, as you are relying on at least part, if not all of the asset to fail as the trigger to repair.

Medium Term Financial Plan

We have two Forward Works Programmes:

Programme	Budget	Last Year	Approved Allocations			Proposed Allocations	
		21/22	22/23	23/24	24/25	25/26	26/27
		£'000	£'000	£'000	£'000	£'000	£'000
Bridges	Bridges Packages Structural Maintenance	2,416	4,000	4,100	4,500	1,600	1,500
Improvement Programmes	Highways Bridges Recovery Programme	0	250	500	1,000	1,000	0
	Kennington Railway Bridge	1,108*	*	*	*	*	*
	TOTALS	3,524	4,250	4,600	5,500	2,600	1,500

* The Kennington Railway Bridge works, include its replacement, provision for the Oxford Flood Alleviation scheme and a new bus lane, for which a separate budget has been obtained. Estimated scheme costs are £90m.

Commentary: Currently all the identified schemes haven't been allocated to specific years.

Two years of budget allocations are approved in the final quarter of the previous financial year by Cabinet. Full approval is granted for the first year and provisional approval for the second year.

The Department for Transport (DfT) contribute approximately £1.78M per annum to the bridges budget, this allocation is not ringfenced to carriageways alone but must be spent on highway assets.

Investment Need

	5 Year Total Investment Profile From 2022/23 until 2026/27		
	MTFP Allocation 2022/23 to 2026/27 (£000's)	Basic Need Requirement (£000's)	Enhanced Need Requirement (£000's)
DFT Formulaic Allocation (£000's)	6,529		
OCC & DfT Additional Investment * (£000's)	11,921		
Total Allocation	18,450	50,708	TBC
Budget Shortfall from MTFP (£000's)		32,258	TBC

Basic Need – Inspection, Structural Review/Assessment, design, and repair of high-risk Structures

Enhanced Need - Arrest annual deterioration and reduce maintenance backlog and risk liability of all Bridge Assets

Asset Group: Street Lighting & Electrical

Inventory

Road Type	Height <8m	Height >8m	Total
Streetlights (pole, column and wall mounted)	45,864	14,661	60,525
Signs	3680		3,680
Belisha Beacons	273		273
Illuminated Bollards (including Solar)	2845		2,845
Highways Pumps	5		5
Subway Pumps	6		6
Subway Lights	355		355
Total	53,028	14,661	67,689

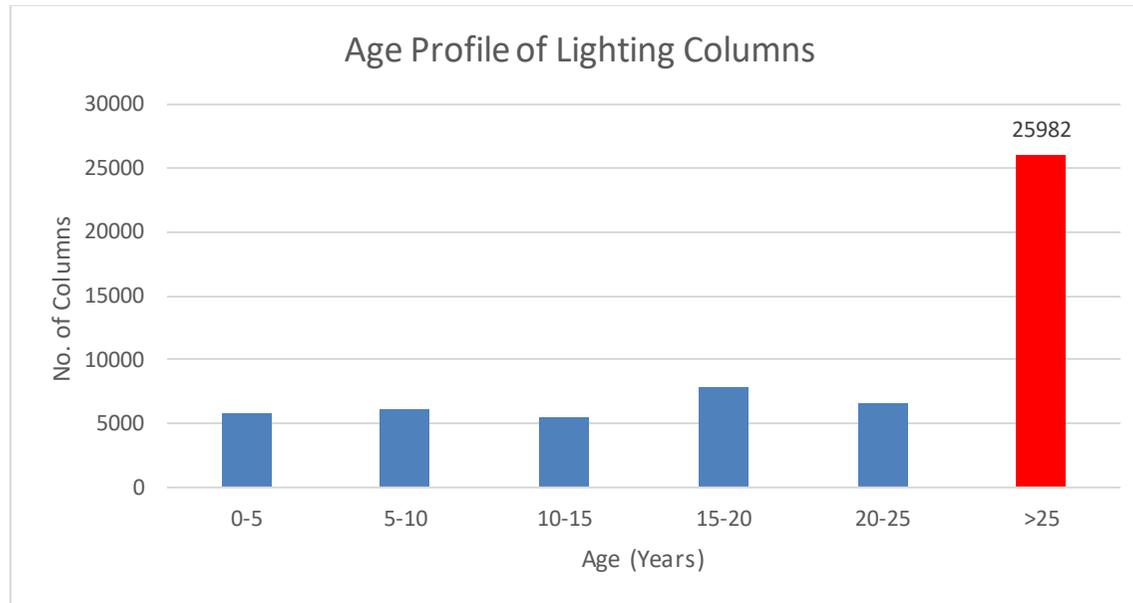
Customer Expectation

Indicator Reference	Benchmark Indicator	2021			2020		2019	
		Oxfordshire	NHT Average	Quartile	Oxfordshire	NHT Average	Oxfordshire	NHT Average
ACQI25	Electric Vehicle charging points	25%	26%	3	NA	NA	NA	NA
HMB 05	Provision of street lighting	63%	60%	1	65%	62%	67%	65%
HMB 06	Speed of repair to streetlights	56%	56%	3	60%	58%	59%	60%
HMQI 13	Provision of streetlights	81%	78%	2	83%	79%	NA	NA
KBI 25	Street lighting	65%	62%	1	65%	64%	65%	64%

Key to the table is:

Ranking	Quartile
Top 25%	1
26-50%	2
51%-75%	3
Bottom 24%	4

Condition/ Age



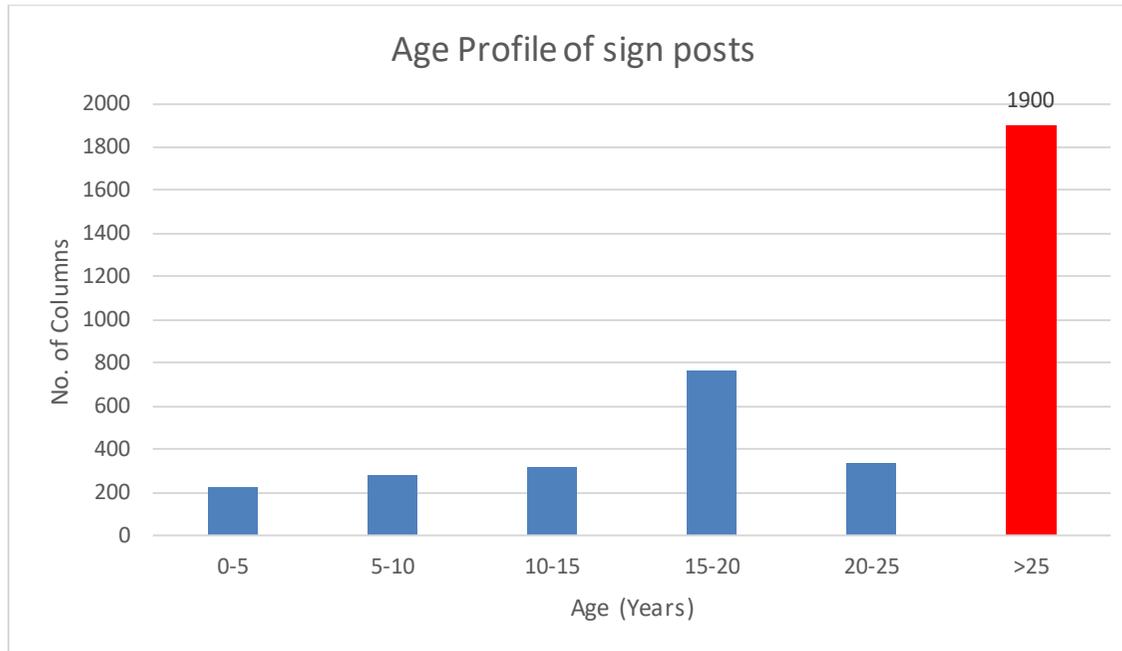
Asset condition is defined by two separate measures;

Electrical Condition (Applies to all assets)

Carried out on a 6 year cycle in line with the recommendations of BS7671:2018 Requirements for Electrical Installations and also during maintenance or improvements activities. All defects are resolved at the time or are removed from service until the faults are rectified.

Structural Condition

Structural Condition of street lighting assets (note; structural testing only applies to steel lighting columns) is currently assessed by a combination of the age profile of the steel lighting columns, non-destructive structural testing and assessment of condition during reactive and cyclic maintenance using the principles of Institution of *Lighting Professionals Guidance Note 22, Asset-Management Toolkit: Minor Structures (ATOMS)* in line with the UK Roads Liaison Group Well-managed highway infrastructure Code of Practice. Any assets found with defects are either made safe by removing from service or by arranging for replacement as applicable.



The age profile of the sign posts within Oxfordshire also shows that nearly 1,900 have exceeded their expected service life. They continue to be monitored for deterioration in their condition. No programme for replacement is in place currently for replacement of these assets. When replacement is deemed to be required, the assets will be further assessed for their need to be illuminated in line with the requirements within the Traffic Signs Regulations and General Directions.

Commentary: Steel lighting columns have an expected service life of between 20 and 30 years.

The age profile of over nearly 26,000 the assets found within Oxfordshire is greater than 25 years. A current programme is underway to replace 24,000 of these units by March 2024 as part of a Countywide invest-to-save programme to convert all streetlights to efficient light sources.

Valuation

GRC (£1000's)	AD (£1000's)	DRC (£1000's)
130,086	95,768	34,318

The Gross Replacement Cost (GRC)* has been calculated for the Whole of Government Accounts (WGA) return. It represents the cost of replacing the existing asset with a new modern equivalent asset. It is a theoretical figure but serves to illustrate the massive value of the road asset.

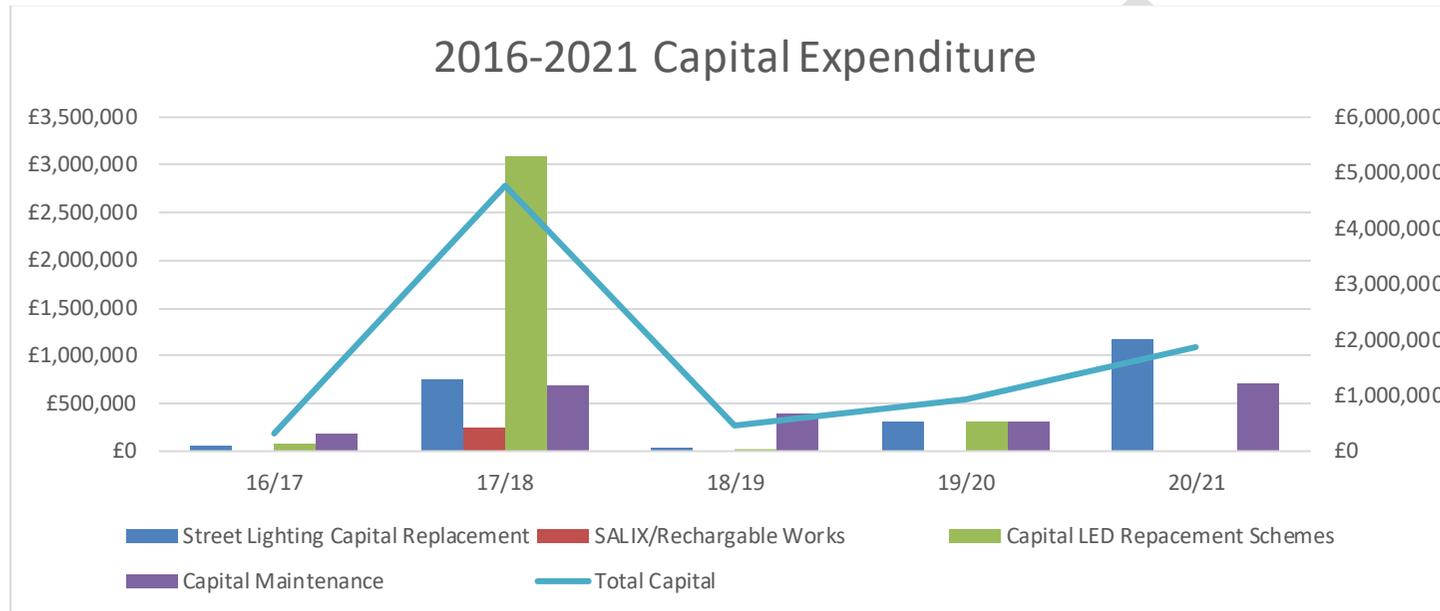
Accumulated depreciation (AD) is the total amount of depreciation assigned to a fixed asset over its useful life. Current condition and repair cost is used to calculate depreciation.

Depreciated Replacement Cost (DRC) is the theoretical value of the asset taking into account condition by deducting the AD from the GRC, which reflects the current asset value.

Commentary: We have calculated the estimated cost of repairing all maintenance backlog in a single year, with a single investment is estimated at £23.6M.

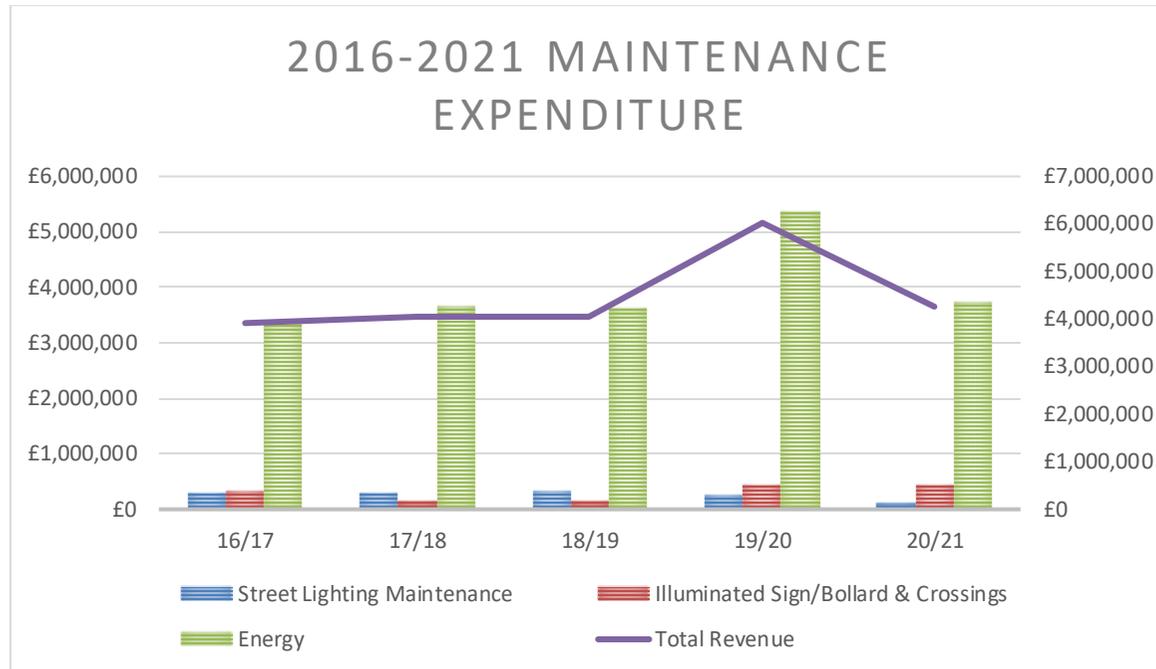
Historic Capital Expenditure

The graph shows capital expenditure and maintenance activity outputs each of the last five years.



Commentary: Capital works have focussed upon the conversion of assets to modern, efficient light sources in order to reduce the County Council's carbon footprint and to mitigate for ever increasing energy costs as are seen within the revenue expenditure below. Historically LED conversions have focussed upon assets of below 8m in height which yield the least savings in energy from conversion, but which were also in greatest need of replacement due to the existing lamp type ceasing production.

Historic Revenue Expenditure



Commentary: Reactive maintenance of streetlighting and electrical assets is an extremely inefficient approach to maintenance and can cost in the region of 30% more than the cost per asset when compared to planned maintenance. Also adopting a reactive maintenance approach carries a safety risk to the highway user, as allowing a column to fail would cause a hazard

Medium Term Financial Plan

We have two Forward Works Programmes:

Programme	Budget	Last Year	Approved Allocations				Proposed Allocations	
		21/22	22/23	23/24	24/25	25/26	26/27	
		£'000	£'000	£'000	£'000	£'000	£'000	
Electrical & Traffic Signals	Street Lighting	2,416	1,325	1,053	1,041	138	138	
Improvement Programmes	Street Lighting LED Replacement	0	250	500	1,000	1,000	0	
	TOTALS	2,416	1,575	1,273	1,986	1,138	138	

Commentary: Currently all the identified schemes haven't been allocated to specific years.

Two years of budget allocations are approved in the final quarter of the previous financial year by Cabinet. Full approval is granted for the first year and provisional approval for the second year.

The Department for Transport (DfT) contribute approximately £255K per annum to the Streetlighting and Traffic Signals budget, this allocation is not ringfenced to Streetlighting and Traffic Signals alone but must be spent on highway assets

Investment Need

5 Year Total Investment Profile From 2022/23 until 2026/27

	MTFP Maintenance Allocation 2022/23 to 2026/27 (£000's)	Basic Need Requirement (£000's)	Enhanced Need Requirement (£000's)
DFT Formulaic Allocation (£000's)	688		
OCC & DfT Additional Investment * (£000's)	3,007		
Total Allocation	3,695	7,975	TBC
Budget Shortfall from MTFP (£000's)		4,280	TBC

Basic Need - Assessment of all structural assets over 15 y/o and reduce high risk-maintenance backlog

Enhanced Need –

- Investigation, mapping, and replacement of council owned underground cable networks. These networks have been valuable assets for many years but due to changes in road layouts and connections, point of failure have been introduced that will require repairs to be carried out or the cables to be replaced.
- Alongside the testing of lighting columns (basic need) an additional programme to continue the replacement of column that are approaching or have served their original design life is required. Upon completion of the current programme, a further 10,500 assets will be moving into the age profile of over 25 years of age and will require replacement in parallel with structural testing so that they can be replaced using a risk-based approach.

* OCC & DfT Additional Investment – Excludes LED replacement programme, as this does not affect overall asset condition

Risks

Risks Associated of not investing in the Asset

1. 10,478 columns will be over 25 years old after the completion of the current programme, with an estimated failure rate of 40% in the next 5 to 10 years
2. Replacement outside a planned programme of assessment of repair would carry additional costs, estimated at 30% over and above a bulk order of components.
3. Due to current supply chain issues labour and materials may be unacceptably long.
4. Increased traffic management costs and potential for delays for electrical service connections
5. Increased risk of sudden structural failure of columns posing a hazard to the public safety and 3rd party property damage, resulting in increased claims
6. Up to 70% energy savings per lantern replaced, as part of the programme of repair.

Current Risks & Issues

Specific risks, issues and mitigation measures are documented and managed within Oxfordshire's Corporate Risk Register. However, when considering streetlighting and electrical maintenance it is important to consider the following risks and issues:

- Future reductions in highways maintenance expenditure
- Shortages of steel lighting columns and the electrical components within LED lanterns
- Increased delivery times
- Increased costs of equipment

Current Streetlighting Asset Maintenance Strategy

A current programme is underway to replace the remaining 38,000 traditional lamps with LED equipment and to carry out the replacement of 21,000 aged lighting columns. To enable these tasks to be completed as swiftly as possible, the works have been broken down into two separate packages:

- Columns and lanterns of 8m height or greater
- Columns and lantern less than 8m height

Two contracts were procured to deliver the programme:

- An 18-month short-term contract to carry out the required actions on assets of greater than 8m in height (10,000 lantern conversions and 6,000 column replacements)
- A Term Maintenance contract of 5-year duration (option to extend for three further 12-month periods) to deliver the conversion and replacement of units of below 8m in height alongside the reactive and cyclic maintenance activities (approximately 27,000 lantern conversions and 14,000 column replacements). This contract will also be carrying out structural and electrical testing of the assets not included within the programme over an initial 6-year programme to identify further improvements that may be required

Asset Group: Traffic Signals

Inventory

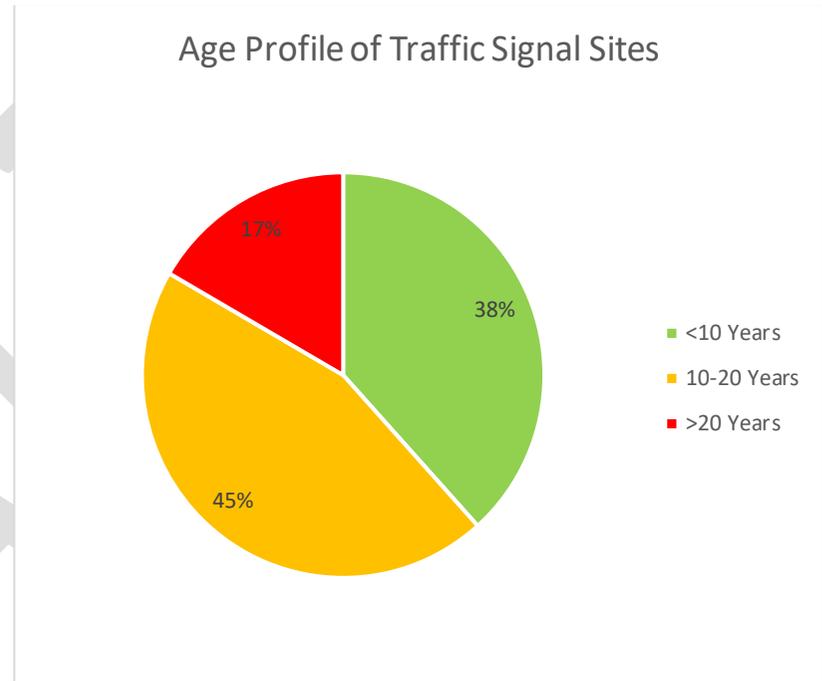
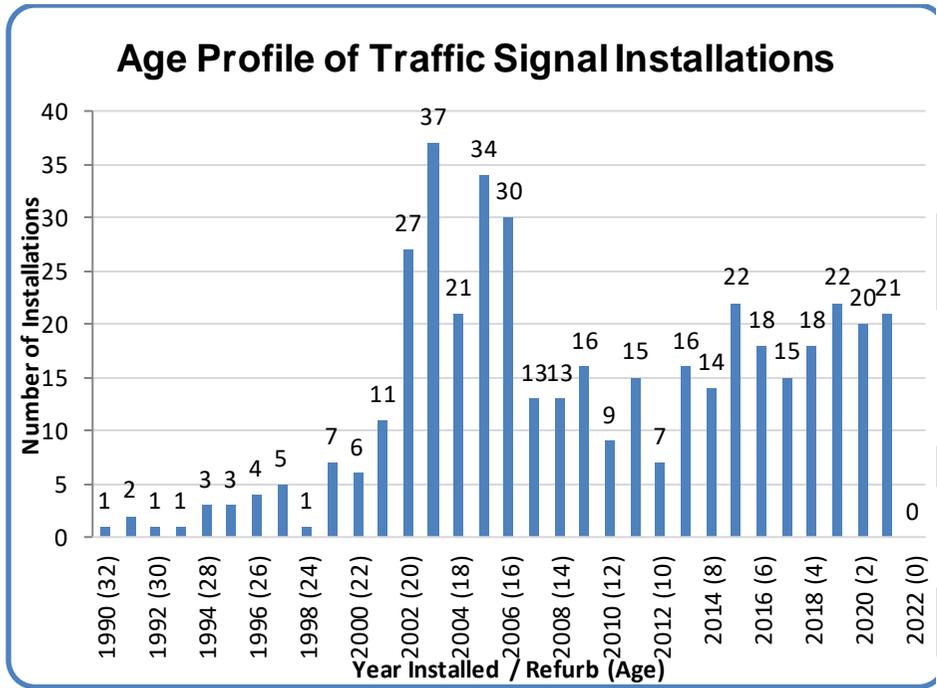
Asset Type	Number
Traffic Signals - Junctions	157
Traffic Signals - Crossings (Pelican / Puffin / Toucan / Pegasus)	266
Traffic Signals – Dual Crossings (Pelican / Toucan)	10
Vehicle actuated signs - (Over Height Warning)	2

Indicator Reference	Benchmark Indicator	2021			2020		2019	
		Oxfordshire	NHT Average	Quartile	Oxfordshire	NHT Average	Oxfordshire	NHT Average
KBI 17	Traffic levels & congestion	37%	42%	4	33%	46%	37%	43%
KBI 19	Traffic management	42%	40%	2	46%	42%		

Key to the table is:

Ranking	Quartile
Top 25%	1
26-50%	2
51%-75%	3
Bottom 24%	4

Condition



Commentary:

- More than 10% of the county's signal installations are more than 20-years old (45 in number).
- Over the next 10 years, a further 215 will exceed their 20-year lifespan; and
- There is also a spike of 149 installations that are between 15 and 19 years old.

Valuation

GRC (£1000's)	AD (£1000's)	DRC (£1000's)
20,887	12,509	8,378

The Gross Replacement Cost (GRC)* has been calculated for the Whole of Government Accounts (WGA) return. It represents the cost of replacing the existing asset with a new modern equivalent asset. It is a theoretical figure but serves to illustrate the massive value of the road asset.

Accumulated depreciation (AD) is the total amount of depreciation assigned to a fixed asset over its useful life. Current condition and repair cost is used to calculate depreciation.

Depreciated Replacement Cost (DRC) is the theoretical value of the asset taking into account condition by deducting the AD from the GRC, which reflects the current asset value.

Commentary: We have calculated the estimated cost of repairing all maintenance backlog in a single year, with a single investment is estimated at £2.97M. (£66K multiplied by back log of 45 sites). Much depends on Civils and TM costs.

Historic Capital & Revenue Expenditure

The table below shows capital and revenue expenditure and maintenance activity outputs each of the last five years.

	Capital & Revenue Expenditure (£1000's)				
	2016/17	2017/18	2018/19	2019/20	2020/21
Traffic Signals (Capital)	£156	£216	£226	£680	£252
Traffic Signals (Revenue)	NR	£787	£673	£1,084	£499

NR - Denotes "Not Recorded", this is due to defect and budgets being combined with other asset groups.

Commentary: Reactive maintenance of streetlighting and electrical assets is an extremely inefficient approach to maintenance and can cost in the region of 3 times the cost per asset when compared to planned maintenance.

Medium Term Financial Plan

We have three Forward Works Programmes:

Programme	Budget	Last Year	Approved Allocations		Proposed Allocations		
		21/22 £'000	22/23 £'000	23/24 £'000	24/25 £'000	25/26 £'000	26/27 £'000
Electrical	Traffic Signals	£252	£469	£372	£284	£117	£117
	TOTALS	£252	£469	£372	£284	£117	£117

Commentary: Currently all the identified schemes haven't been allocated to specific years.

Two years of budget allocations are approved in the final quarter of the previous financial year by Cabinet. Full approval is granted for the first year and provisional approval for the second year.

The Department for Transport (DfT) contribute approximately £255K per annum to the Streetlighting and Traffic Signals budget, this allocation is not ringfenced to Streetlighting and Traffic Signals alone but must be spent on highway assets

Investment Need

5 Year Total Investment Profile From 2022/23 until 2026/27

	MTFP Allocation 2022/23 to 2026/27 (£000's)	Basic Need Requirement (£000's)	Enhanced Need Requirement (£000's)
DFT Formulaic Allocation (£000's)	585		
OCC & DfT Additional Investment * (£000's)	774		
Total Allocation	1,359	5,184	11,814
Budget Shortfall from MTFP (£000's)		3,825	10,455

Basic Need - Assessment of all structural assets over 15 y/o and reduce high risk-maintenance backlog

Enhanced Need - Assessment of all structural assets over 10 y/o and reduce high risk-maintenance backlog.

Risks

Risks Associated of not investing in the Asset
<ol style="list-style-type: none">1. There are currently 45 traffic signal sites, which are over 20 years old, in 5 years' time there will be 193.2. Traffic Signals older than 20 years old suffer from; Equipment obsolescence, material fatigue of poles and support equipment, increased faults frequency (10 per year, as opposed to 2 per year on average)3. Without any additional investment, equipment obsolescence will make replacement parts more difficult to source, causing delays and added cost.4. Material fatigue increases risk of sudden structural failure of poles and supporting equipment posing a hazard to the public safety and 3rd party property damage, resulting in increased claims.5. Increased electrical faults results to increased reactive revenue costs, potentially trebling in 5 years, added delays to the road user and increased carbon and increased complaints and a drop in customer satisfaction.
Current Issues & Risks
<p>Specific risks, issues and mitigation measures are documented and managed within Oxfordshire's Corporate Risk Register. However, when considering traffic signal maintenance, it is important to consider the following risks and issues:</p> <ul style="list-style-type: none">• Future reductions in highways maintenance expenditure• Shortages of steel and the electrical components within signal heads and control equipment• Increased delivery times• Increased costs of equipment

Current Traffic Signals Maintenance Strategy

Our strategy is primarily condition/age driven.

The condition/age targets for traffic signals are as follows:

- No signals should be more than 20-years old (theoretical lifespan), but this is dependent on condition
- No signals should include obsolete or unsupported technology.

For schemes younger than 20 years We will consider the following in the development of an asset Maintenance programme:

1. Whether the cost of responding to electrical faults exceeds the cost of replacing the signals; and Fault rate, our fault management system is used to highlight sites with a high fault rate as these are a burden to resources.
2. The age of the asset (older sites tend to be more of a maintenance problem due to obsolete equipment / failing infrastructure)
3. Site condition, periodic inspections are used to monitor deterioration of the signal equipment.
4. Operational issues / complaints, these are used to help identify areas of improvement.

Asset Group: Public Right of Way

Inventory

Asset Type	Number	Unit
Footpath	2820	Km
Bridleway	1095	Km
Restricted Bridleway	255	Km
Byway open to all traffic (BOAT)	79	Km
Crossing/Bridge	695	No.
Crossing/Boardwalk	50	No.
Crossing/Deck	471	No.
Crossing/Beam	946	No.
Finger posts	5816	No.
Styles	3678	No.
Field gates	2,468	No.
Bridle gates	723	No.
Kissing / pedestrian gates / other	3,995	No.

Commentary: All measurements taken from the Countryside Access Management System [CAMs] by IIMS team

We need to undertake a desktop survey to separate out metalled Urban [tarmac surfaced] PRoW from Rural [unsurfaced] PRoW as they are managed in different groups and to align with the presentation of the carriageways AGSR

Customer Expectation

The National Highways & Transport (NHT) Survey is an annual postal customer satisfaction survey. The table below shows Oxfordshire's results from 2019 to 2021 compared to the NHT Average, benchmarked alongside 111 Local Authorities.

Indicator Reference	Benchmark Indicator	2021			2020		2019	
		Oxfordshire	NHT Average	Quartile	Oxfordshire	NHT Average	Oxfordshire	NHT Average
KBI 15	Rights of way (overall)	57%	56%	2	60%	57%	58%	57%
WCBI 18	Bridleways for horse riding and/or cycling	54%	56%	4	56%	57%	NA	NA
WCBI 19	Signposting of rights of way	55%	56%	3	58%	56%	NA	NA
WCBI 20	Condition of rights of way	54%	54%	3	57%	56%	NA	NA
WCBI 22	Information about rights of way routes	44%	47%	4	50%	48%	NA	NA
WCBI 23	Overgrown footpaths and bridleways	38%	40%	3	45%	42%	NA	NA

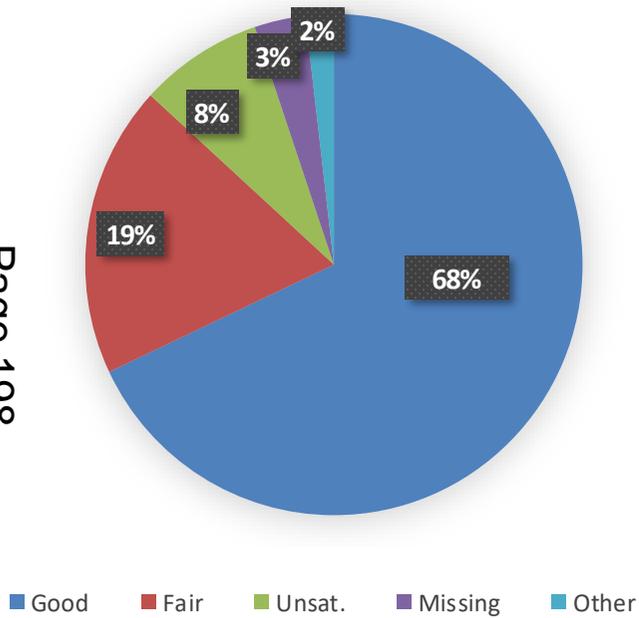
Key to the table is:

Ranking	Quartile
Top 25%	1
26-50%	2
51%-75%	3
Bottom 24%	4

Condition

Bridge Structures Asset – Condition Assessment & Monitoring

Small Kit Bridges - Recorded Condition



Small kit bridges

Good	963
Fair	267
Unsat	114
Missing	47
Other	26

Condition Key

Good

Condition when last inspected

Fair

Serviceable, work will be required to maintain Good status or complete replacement scheduled

Unsat

Asset requires repair or planned replacement

Missing

Asset is missing on legal alignment of PRow, often a structure is used nearby

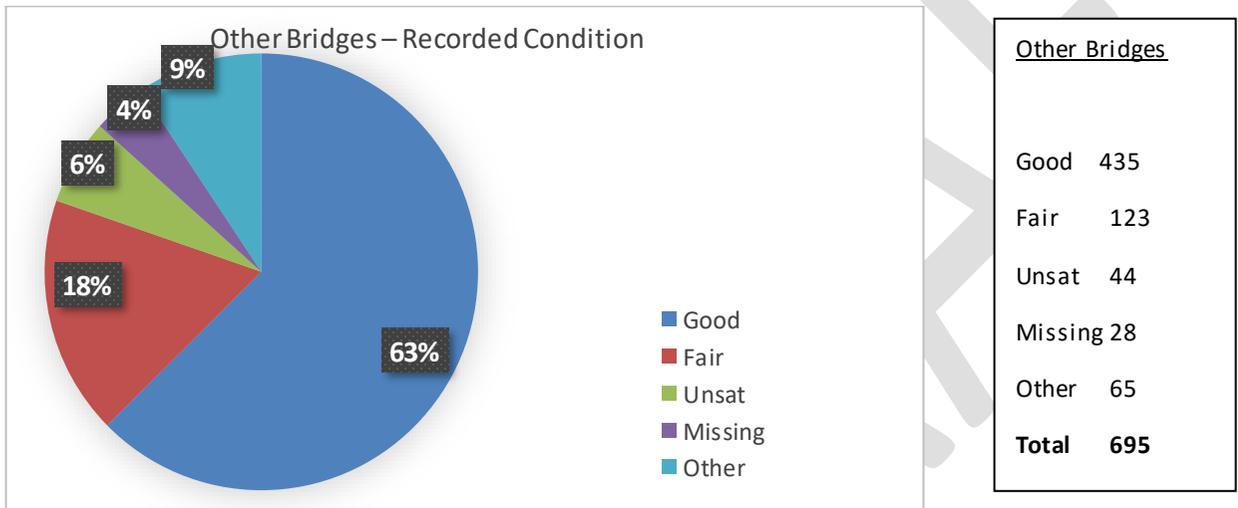
Other

Requires further investigation

Commentary: Condition data is limited to that held on Assets in CAMs that OCC are responsible for. The data opposite reflects current records on CAMs **but**, limited condition surveys have been undertaken on the network thus far as there isn't capacity to undertake this work alongside other demands. See data on age structure/replacement needs as a more accurate picture of demand/condition

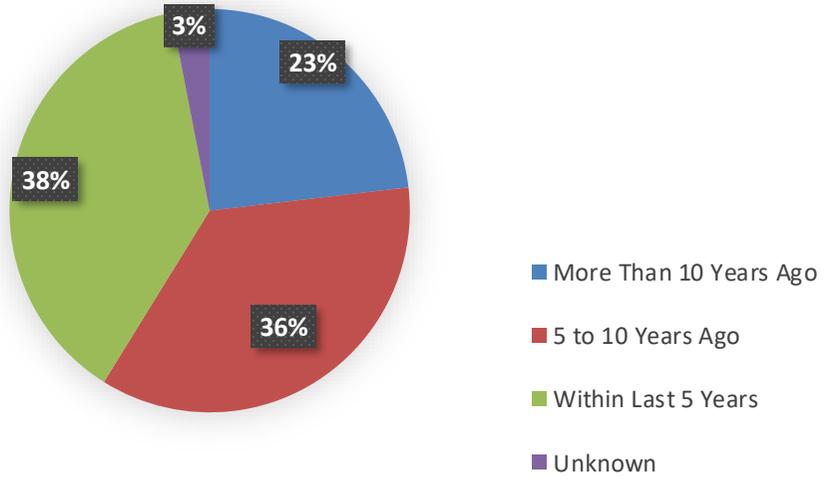
Bridges offer the best source of current data on asset condition – this information is lifted mostly from the current bridge's asset LCP.

Further work is planned to draw more information from CAMs regarding other assets e.g., roadside fingerposts/ boardwalks &



Other Bridges	
Good	435
Fair	123
Unsat	44
Missing	28
Other	65
Total	695

When Bridges Last Surveyed



<u>Last surveyed</u>	
10+	489
5-10	754
5>	804
Other	65
Total	2112

DRAFT

Valuation

GRC (£1000's)	AD (£1000's)	DRC (£1000's)
8m> 'kit' bridges ¹ £2.4m		Incomplete asset data means an accurate DRC calculation is not possible
>6m bridges ² £34.6m	£156k pa @ 15 years ³	
Total £37m	£580k pa @ 60 years ⁴	

The Gross Replacement Cost (GRC)* has been calculated for the Whole of Government Accounts (WGA) return. It represents the cost of replacing the existing asset with a new modern equivalent asset. It is a theoretical figure but serves to illustrate the massive value of the road asset.

Accumulated depreciation (AD) is the total amount of depreciation assigned to a fixed asset over its useful life. Current condition and repair cost is used to calculate depreciation.

Depreciated Replacement Cost (DRC) is the theoretical value of the asset taking into account condition by deducting the AD from the GRC, which reflects the current asset value

¹ Based on PRow Life Cycle Plan – July 2021

² For indicative purposes only, limited data exists to make accurate calculation – mixture of OCC/private/shared/moiety structures

³ Assumes £1,650 per structure

⁴ Assumes £50k per structure as an average, however some will be nil/minor contributions [HE/NR/CART/private], some £100k+

Commentary: We have calculated the estimated cost of repairing all maintenance backlog in a single year, with a single investment is estimated at £1M.¹

8m> kit bridges = 1,417 assets

>8m bridges = 695 assets

Historic Capital Expenditure

The table shows capital expenditure and maintenance activity outputs each of the last five years.

2017/18	2018/19	2019/20	2020/21	2021/22
£100,000	£100,000	£100,000	£200,000	£285,000
£75,000	£83,000	£110,000	£220,000	£290,000

Commentary: All capital expenditure in this area is directed to PRow bridge work.

Work is delivered through Milestone Bridges Team 1 for small 6m> wooden kit bridges.

In addition, Milestone Bridge design/project team deliver 1/2 larger structures >6m

There is significant demand in this area refer to PRow Bridge LCP

Historic Revenue Expenditure

Annual Revenue Budget - PRow				
2016.17	2017.18	2018.19	2020.21	2021.22
£141,842	£137,700	£128,500	£128,500	£128,500

Commentary: These figures include all operational costs of the Countryside Access team including vehicle leases, materials, contract labour, training, National Trails contribution, contributions to outside volunteer groups that support this work.

The actual operational budget for revenue delivery is £75k pa

Medium Term Financial Plan

Programme	Budget	Last Year	Approved Allocations			Proposed Allocations		
		21/22	22/23	23/24	24/25	25/26	26/27	
		£'000	£'000	£'000	£'000	£'000	£'000	
Public Rights of Way	PROW Prog Budget	272	400	450	525	125	125	
PROW (S106 Funded)		0	100	200	200	200	100	
	TOTALS	272	500	650	725	325	225	

Commentary: Currently all the identified schemes haven't been allocated to specific years.

Two years of budget allocations are approved in the final quarter of the previous financial year by Cabinet. Full approval is granted for the first year and provisional approval for the second year.

The Department for Transport (DfT) does not contribute directly to the maintenance of PROW unlike, Carriageways, Streetlighting and Structures, although the funding for these assets is not ringfenced

Investment Need

5 Year Total Investment Profile From 2022/23 until 2026/27

	MTFP Maintenance Allocation 2022/23 to 2026/27 (£000's)	Basic Need Requirement (£000's)	Enhanced Need Requirement (£000's)
DFT Formulaic Allocation (£000's)	0		
OCC & DfT Additional Investment * (£000's)	2,425		
Total Allocation	2,425	6,535	8,285
Budget Shortfall from MTFP (£000's)		4,110	5,860

Basic Need – Install 155 8m> kit bridges pa to catch up on overdue/pending replacements
 Initiate an inspection programme of larger >8m structures
 Assessment, design, and installation of 2/3 larger structures pa
 £50k other - covers non bridge related capital projects on the PRow network

Enhanced Need – Increase replacement of larger structures to 5/6 pa informed by inspection programme
 To replace all kit bridges within their 15-year cycle
 Undertake broader programmes of enhancement across the PRow network including surfacing/drainage/replacing stiles with BS 5709 gates etc.

Risks

Risks Associated of not investing in the Asset

- 360 PROW structures have reached the end of their design/serviceable life & 214 approaching this point in the next 3/4 years. There is therefore there is an increasing risk of a structural failure.
- Risk to life/harm to animals [horses] if a structure fails
- Potential PROW network closures if a structure fails
- Damage or failed structures assets may affect 3rd party assets with associated liability
- The frequency of failures will increase
- Maintenance backlog grows exponentially increasing in cost & scale each year

Current Risks & Issues

Specific risks, issues and mitigation measures are documented and managed within Oxfordshire's Corporate Risk Register. However, when considering PROW asset maintenance, it is important to consider the following risks and issues:

- Risk of structural collapse due to overdue inspections
- Effects of climate change and extreme adverse weather on the durability of structure elements and scour undermining bridge foundations.
- Future reductions in maintenance expenditure
- Detail and scope of historic inventory data not suitable format in the current bridge management system to produce accurate valuation of the asset
- Capacity to undertake inspections on the small 8m> kit bridge stock – approx. 574 structures at/beyond a key inspection date/design life
- No process in place to inspect larger structures >8m therefore no data to assess risk to third parties or inform a forward repair replacement programme
- How to increase delivery of kit bridges to meet demand for those at/beyond their serviceable design life & ongoing repair & maintenance

Current PROW Asset Maintenance Strategy

- Investigating use of agency Bridge Engineer/Inspector to undertake 200 assessments pa on larger >8m bridges to collect data on condition/risk/current /future maintenance requirements to better inform forward maintenance & replacement programme
- Investigating options to increase inhouse delivery by using existing resources more effectively [kit bridges 8m>]
- Investigating using external design & build companies to provide more cost-effective solution to replacement of large >8m structures
- Discussions ongoing with Procurement re. setting up a [large] bridge delivery framework contract but this will require sustained investment at scale to attract suitable interest in bidding to be on the framework
- Maximise capitalisation across the PROW delivery area
- Pilot programme in place to target most overdue/high risk small [kit] bridge inspections

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Highway Maintenance Investment Options and Challenges

1. There has been a sustained reduction in highway maintenance investment going back many years with an ever-increasing gap between asset needs and available budgets. This is a national challenge which has resulted a deterioration of the condition of roads and footpaths.
2. Revenue funding is spent on reactive and cyclical maintenance such as grass cutting, gully emptying, and pothole repairs. It is also spent on seasonal and routine costs required to operate the network such as the cost of electricity for street lighting, and for gritting the roads in the winter.
3. Capital funding is spent on activity which prolongs or improves the condition of the network such as patching, resurfacing or carriageway reconstruction.
4. In general, the more money spent from capital carrying out preventative maintenance, the less reactive maintenance is required. We currently have a revenue budget in the order of £20m.
5. Oxfordshire is like most other Highway Authorities and has been in a manage decline position for a number of years. This reached a critical position for members of the public and members a few years ago, and following a business case for additional capital investment, resulted in the county council directly investing in the programme above grants received, resulting in a programme that was double that funded by Department for Transport.
6. The increase in capital investment commenced in April 2019 and the benefits of this can be seen on the network and is starting to be reflected within customer satisfaction surveys.
7. The additional investment significantly slowed the rapid deterioration we were experiencing and has made a visual improvement to many parts of our road network.
8. Assessment work undertaken has shown that despite this significant increase in capital investment within highway maintenance, it is still not enough to maintain the assets in their current condition and falls significantly short of being able to improve their condition.
9. In summary, we receive in the region of £16m (capital) per year, which is currently being topped up by the county council to approximately £30m. To prevent any deterioration and maintain a steady state however, about £45m is

required. Ideally some improvement would be seen which would require a budget of between £60 and £80m per annum.

10. This additional investment is currently due to come to an end March 2025, with the capital budget reducing from around £30m to around £15m from April 2025.

11. Financial options will need to be discussed through the budget setting process which include considering:

- How to manage the currently planned sudden reduction in funding from April 2025. (the first year of the next administration and the first year after the existing highways contract ends in 2024)
- Recognising that even with the current enhanced budget this falls short of what is required to maintain the network

Table 1: Existing capital programme as set out in the MTFS

	Current Capital Allocation						5yr total (£'000s)
	Firm		Provisional				
	2021 / 22	2022 / 23	2023 / 24	2024 / 25	2025 / 26	2026 / 27	
Structural Maintenance							
Annual Programmes	(£'000s)	(£'000s)	(£'000s)	(£'000s)	(£'000s)	(£'000s)	
Carriageways	7,025	8,500	9,200	6,000	4,000	4,000	31,700
Surface Treatments	7,150	5,300	6,700	7,550	2,500	2,500	24,550
Structural H'way Improvements	8,320	6,400	6,200	7,000	3,000	3,000	25,600
Footways & Cycleways	1,000	2,500	3,200	4100	400	400	10,600
Drainage	1,800	2,400	2,200	2250	750	750	8,350
Bridges	2,300	4,000	4,200	4,500	1,600	1,600	15,900
Public Rights of Way	285	600	600	525	125	125	1,975
Electrical & Traffic Signals	1,500	1,794	1,425	1325	500	500	5,544
Section 42 contributions	1,700	1,700	1,700	1750	750	750	6,650
Safety Fences	75	75	750	100	100	100	1,125
Traffic & Network Mgmt	430	430	430	400	200	200	1,660
Total	31,585	33,699	36,605	35,500	13,925	13,925	133,654

Table 2: Gap between current allocation and requirement to maintain a steady state across the next 5 years as a whole

	Current MTFP	Basic Need Requirement	Variance: MTFP Allocation vs Need
	Allocation	(£'000s)	(£'000s)
Asset Group Area	(£'000s)		
Carriageways & Safety Fences	89,625	91,100	-1,475
Footways & Cycleways	10,600	13,368	-2,768
Drainage	8,350	11,800	-3,450
Bridges	15,900	95,550	-79,650
Public Rights of Way	1,975	3,400	-1,425
Traffic Mgmt, Signals & Street Lighting	7,204	13,159	-5,955
Total	133,654	228,377	-94,723

Sean Rooney, Head of Highway Maintenance

June 2022

Highway Asset Management

Proposed 2022 – 2027 Strategy

Redistribution of Investment - High Level Risk Assessment

	Occurrence	Risk	Initial Assessment			Risk Response	Action	Post Action Assessment			Risk Response	
			Likelihood	Impact	Risk Score			Likelihood	Impact	Risk Score		
1	Reduced investment in carriageway surfacing from current MTFP owing to re-distribution of resources to benefit other programme areas	1.1	Increased instances of failed carriageway resulting in:									
		a.	Rise in personal injury / loss claims	4	4	16 (High)	CONTROL	Additional inspections and monitoring of high-risk locations. Defects managed through existing process, ensuring safe condition & ability to repudiate claim	2	2	4 (Low)	ACCEPT
		b.	Reduction in public satisfaction	4	2	8 (Medium)	ACCEPT	Some explanatory PR, but unlikely to have significant positive influence. Instances likely to be discreet and localised. Coverage likely short term.	4	2	8 (Medium)	ACCEPT
		c.	Increased cost of revenue maintenance	4	4	16 (Medium)	ACCEPT	Negligible opportunity to mitigate inevitable revenue pressure	4	4	16 (High)	ACCEPT
		1.2	Reduced commercial influence / purchasing power resulting in increased prices.	4	3	12 (Medium)	CONTROL	Increased supplier involvement in programme formation; for greater efficiency to part offset increased cost due to lower volumes	3	3	9 (Medium)	ACCEPT
		1.3	Increase future need for more costly repairs to reconstruct roads beyond more basic repair	4	5	20 (High)	ACCEPT	Negligible opportunity to mitigate inevitable increased future capital burden for the carriageway asset	4	5	20 (High)	ACCEPT
		1.4	Political support	2	3	6 (Low)	CONTROL	Ensure through effective engagement with Members that the strategy change is	1	3	3 (Low)	ACCEPT

							understood, and that Members of all parties are able to identify with the benefits to their divisions and constituents, and to influence schemes of local importance				
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Divisions Affected – All divisions

CABINET REPORT - 20 September 2022

PARKING STANDARDS FOR NEW DEVELOPMENTS

Report by Corporate Director for Environment and Place

RECOMMENDATION

1. **The Cabinet is RECOMMENDED to** adopt and implement the revised 'Parking Standards for New Developments' as a formal supplementary document to the Local Transport and Connectivity Plan (LTCP).

Executive Summary

2. Oxfordshire County Council's (OCC) Local Transport and Connectivity Plan (LTCP), adopted July 2022, outlines a clear vision to deliver a net-zero Oxfordshire transport and travel system by 2040. One of the policies within the LTCP that will be key to supporting this vision is realised is Policy 33, which sets out how the council is seeking to reduce and restrict car parking availability while also creating more attractive places for residents to live and work in.
3. Policy 33 states that parking requirements for all modes of transport are to be considered in line with OCC's transport user hierarchy. This LTCP policy also seeks to ensure such standards are embedded into relevant guidance and decision-making processes, such as planning applications for development proposals.
4. The revised 'Parking Standards for New Developments' document has now been prepared and its formal adoption as a supplementary document to the LTCP by Cabinet is recommended, to allow the relevant OCC officers to ensure its requirements are implemented in practice through planning applications for new developments.

Background

5. The availability of parking, at both source and destination, has a significant influence on the type of transport people choose for their journeys. Striking the right balance by providing an appropriate level and type of parking, whilst also protecting highway safety for all users, and promoting active and sustainable transport modes is essential. The revised parking standards document has been prepared with this design rationale in mind, and in support of the LTCP Policies to:
 - *Replace or remove 1 out of every 4 current car trips in Oxfordshire by 2030.*
 - *Deliver a net-zero transport network and replace or remove an additional 1 out of every 3 current car trips in Oxfordshire by 2040.*
 - *To deliver a transport network that contributes to a climate positive future by 2050.*
6. Oxfordshire is a large county and has many local characteristics from dense urban areas, through market towns, to rural villages and hamlets. These geographical variations influence the demographics and economics of the county and consequently car ownership and the parking behaviour of Oxfordshire residents in its distinctly different areas.
7. OCC, in its role as the Local Highway Authority (LHA), is a statutory consultee in respect of planning considerations that affect the public highway and responds to planning application proposals when consulted by all local planning authorities. OCC provides advice to local planning authorities on the transport implications of development proposals to assist in their decision-making process. OCC is also consulted during the preparation of local and neighbourhood plans and may provide advice on the soundness of policies that relate to parking in new developments (or redeveloped) sites.
8. The car and cycle parking standards that OCC has been using when assessing development proposals were prepared in 2011 and have fallen behind national and local policies. The document being considered for adoption is intended to update these standards while incorporating the guidance provided in the National Planning Policy Framework (NPPF) dated July 2021 and the adopted LTCP.

Summary of the ‘Parking Standards for New Developments’ approach and role

9. A key objective of this revised parking standards document is to support the implementation of OCC’s LTCP Policies through restricting / reducing the on-site car parking provision at a destination location i.e. a workplace. For example, this revised document has a 50% lower car parking provision for new employment / commercial developments compared to the existing standards. Reducing destination parking levels is expected to assist in influencing travel behaviour and encourage alternative modes of travel to be used.

10. The car parking standards for residential developments have also been revised from the provisions set out in OCC's previous 2011 and 2015 documents. The new levels for residential land uses have been reduced. The levels of reduction are difficult to forecast due to the nature of the planning system. However, subject to location, for edge of Oxford City or town sites a total car free approach for new developments can be applied or a reduction of up to 43% of the existing car parking levels. Examples of this new approach are shown in Annex 4.
11. While a car free approach is positively promoted within the revised parking standards document specific site requirements are to be provided to enable such approaches to be implemented as part of a site-wide master plan. Such as the implementation of a Controlled Parking Zone (CPZ), provisions of high-quality direct pedestrian / cycle connections, and access to frequent public transport services.
12. Car parking levels within rural areas of Oxfordshire have been reduced, but not yet to the same extent as the urban areas; due to the limited opportunities for active and sustainable modes and local facilities that are available in these areas. As future investment comes into these areas this element of the car parking standards will be reviewed.
13. In addition to the reduction in car parking levels for new developments, changes to how OCC's car parking requirement is presented has also been changed. The proposed format is now considered to be a simpler process to follow to incorporate into a development proposal.
14. This document is not intended to favour the private car as the main mode of transport but emphasises the need to control and design parking levels for developments at a car fee or reduced level without increasing the risk of indiscriminate parking. The amount of car parking available must be enough to avoid any adverse effects to highway safety by not providing a sufficient level. Parking provisions for developments will be required to provide a sufficient level to accommodate the parking demand of a site, while also ensuring all the potential for sustainable and active travel by other modes of transport are also achieved.
15. Cycle parking for all development land uses has been reviewed. The new cycle parking levels set out in this document have been increased by 50% above previous standards. For some specific land use types the cycle parking standards quoted in Local Transport Note 1/20 Cycle Infrastructure Design (LTN 1/20) have been incorporated into the document. In addition, the cycle parking provisions for a development proposal are now set at a minimum level where developers are encouraged to exceed this to promote active and sustainable journeys.
16. The content of the 'Parking Standards for New developments' and supporting documents will be used to help determine the level of parking at all development sites and provide the basis of OCC's advice to the local planning authorities and developers on development proposals. These documents will also support OCC

officers in advising local planning authorities upon the soundness of local plan policies related to parking for new developments.

17. This document is a 'live' document and will be reviewed and updated alongside local and national policy. It is anticipated that reviews of this document will take place every 12-18 months.

Corporate Policies and Priorities

18. The County Council's 'Strategic Plan: 2022-25', sets out a vision to lead positive change by working in partnership to make Oxfordshire a greener, fairer, and healthier county. By helping to put into practice policy within the LTCP, the 'Parking Standards for New Developments' document will help to deliver aspects of this vision.
19. By ensuring that the revised parking standards for new developments is implemented through proposed developments (alongside the new Decide and Provide approach), thus prioritising reduced parking levels, active travel and public transport interventions, the document will contribute to delivering the following priorities identified in the Strategic Plan:
 - Put action to address the climate emergency at the heart of our work
 - Prioritise the health and wellbeing of residents
 - Invest in an inclusive, integrated, and sustainable transport network.

Financial Implications

20. The implementation of this document's requirements is not expected to have implications for staff resource, as the assessment of parking provisions for development proposals is already undertaken by officers. The revised parking standards will not create any additional resource pressures to those that already exist. As such, it is not expected that there will be any revenue or capital resource implications.

Comments checked by: Rob Finlayson, Finance Business Partner,
Rob.Finlayson@Oxfordshire.gov.uk

Legal Implications

21. The implementation of this document's requirements is not expected to have any legal implications as the assessment of parking provisions for development proposals is already undertaken by officers. The revised parking standards is not expected create any additional resource pressures to those that already exist.

Comments checked by: Jennifer Crouch, Principal Solicitor,
Jennifer.Crouch@Oxfordshire.gov.uk

Staff Implications

22. The implementation of this document is not expected to generate any implications for staff resource, as the assessment of parking provisions for development proposals is already undertaken by officers. Some training will be required for appropriate teams but is not anticipated to create any additional resource pressures that don't already exist. As such, it is not expected that there will be any staff implications.

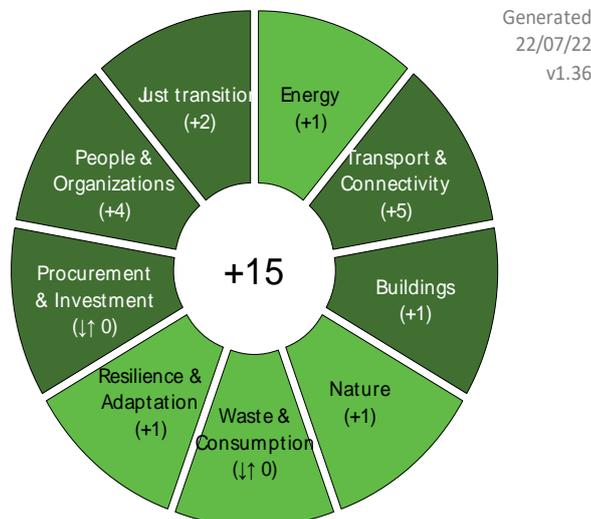
Equality & Inclusion Implications

23. The Implementing of 'Parking Standards for New Developments' document will help towards ensuring that new developments will be provided with an appropriate level of parking provision for all users of the highway network. One of the objectives of this document is to ensure development proposals, whilst provided with appropriate parking provision, do not detract from the character of a place to live, or work that is sought through the planning process.

The Equalities Impact Assessment, which can be found at Annex 2, shows that there is likely to be a benefit to various individuals, groups, and communities as a result of this document being implemented as it should make a positive contribution to ensuring that a wider range of travel choices are available to all.

Sustainability Implications

24. As one of the key means of implementing the aims of the LTCP, the 'Parking Standards for New Developments' document will play an important role in helping to deliver the aims of OCC's Climate Action Framework and realising the goal of decarbonising the transport and travel system.
25. A Climate Impact Assessment has been undertaken and the resultant report can be found in Annex 3. As illustrated in the scoring summary wheel below, the document has been identified as making a positive contribution to climate action across various categories.



Oxfordshire Council has committed to being a carbon neutral organisation by 2030 (8 years and 0 months away).

Risk Management

26. There is potential risk through implementing a reduced level of car parking for new developments (and redevelopments) in that this may lead to indiscriminate car parking taking place on the public highway, causing highway safety implications. This risk is considered within the document and can be minimised with quality development master planning, including appropriate design / mitigation measures and through other transport modes choices being made available.
27. Another potential risk is that the local planning authorities within Oxfordshire do not embed the requirements of this document appropriately in their respective Local Plans. This may cause issues with the implementation of the document as it may hold less weight in planning decisions if it remains only a requirement of the LTCP.
28. However, early engagement has taken place with officers at each of the four district councils and the city council to ensure that they are supportive of the document. Additionally, engagement with members of these councils is also planned so that they might also understand the intent of the document. It is hoped that the document will receive support from the district councils and city council as its aims broadly accord with the strategic policies of all Oxfordshire councils.

Consultations

29. 'Parking Standards for New Developments' is a technical document intended to implement policy in the Oxfordshire LTCP and as such the comprehensive consultation exercise for the Oxfordshire LTCP encompasses the intent of this document.
30. However, as part of the process of developing the 'Parking Standards for New Developments' document, an initial engagement exercise was undertaken with internal colleagues. Their written comments and views derived from discussions held in meetings were used to inform a first working draft of the document.
31. Subsequently, further engagement took place with internal colleagues, in addition to officers at the district and city councils, industry professionals, relevant OCC cabinet members (i.e. those with transport-related portfolios), and National Highways. The comments derived from this second engagement process were then used to inform the final draft of the document.

BILL COTTON
Corporate Director for Environment and Place

Annex 1: Parking Standards for New Developments (working draft)
Annex 2: Equalities Impact Assessment
Annex 3: Climate Impact Assessment
Annex 4: Parking Standards Review Update presentation

Background papers: Nil

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September 2022

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WORKING THIRD DRAFT (August 2022): Parking Standards for New Developments

Service Improvement Programme

Contents

1. Introduction
2. Background
 - National Context
 - Local Context
3. Structure of this document
4. Principles of this document
 - Design Considerations
 - Car Free Developments
 - Car Clubs
 - Electrical Vehicle Charging Infrastructure
 - Parking for People with Impaired Mobility
5. Residential Parking Standards for Oxford City
6. Residential Car Parking Standards for Edge of Oxford City sites
7. Residential Car Parking Standards for the rest of Oxfordshire
 - Houses of Multiple Occupations (HMO)
 - Visitor Car Parking Standards
8. Non-residential Car Parking Guidance for Oxfordshire
9. Undertaking Parking Capacity (Beat) Surveys
10. Reference Documents

Vehicular and Cycle Parking Standards

1.0 Introduction

- 1.1. The availability of parking, at both source and destination, has a significant influence on the type of transport people choose for their journeys. Striking the right balance by providing an appropriate level and type of parking, whilst also protecting highway safety for all users, and promoting active and sustainable transport modes is essential. This revised document has been prepared with this design rationale in mind, and in support of the adopted Local Transport Connectivity Plan (LTCP) Policies and the County Council's targets to:
- *Replace or remove 1 out of every 4 current car trips in Oxfordshire by 2030.*
 - *Deliver a net-zero transport network and replace or remove an additional 1 out of every 3 current car trips in Oxfordshire by 2040.*
 - *To deliver a transport network that contributes to a climate positive future by 2050.*
- 1.2. New development sites will need to work collaboratively with Oxfordshire County Council (OCC) to help achieve these targets. One key component to support this approach is to revise the existing parking standards for new developments, ensuring they will accord with the council's objective to reduce 25% of car trips by 2030, and a further 33% by 2040. In essence, the approach being taken for development proposals is that if on-site parking is restricted at both the origin of a journey and its destination location, this will influence people's travel behaviour and encourage alternative modes of travel to be used rather than that of the private car.
- 1.3. Due to the diverse nature of development that is promoted in Oxfordshire a wide range of social and economic circumstances means OCC must have a flexible approach to identifying appropriate levels of parking provision. Such an approach is expected to provide a level of accessibility by private car that is consistent with the overall balance of the transport system at local levels as well the County Council's nine priorities as set out in OCC's Strategic Plan 2022 - 2025.
- 1.4. OCC, in its role as the local highway authority, is a statutory consultee in respect of planning considerations that affect the public highway and responds to planning application proposals when consulted by all local planning authorities. OCC provides advice to local planning authorities on the transport implications, such as parking levels of development proposals to assist in their decision-making process. OCC is also consulted during the preparation of local and neighbourhood plans and may provide advice on the soundness of policies that relate to parking in new developments.

- 1.5. Concerns relating to deficiencies in car parking leads to a desire amongst local communities for more car parking spaces. On these occasions OCC may express concerns about accommodating for car parking demand in areas that might already have congestion and air quality issues.
- 1.6. Oxfordshire, particularly Oxford City and the towns within the county continue to benefit from the popularity of cycling both for commuting and leisure purposes. This means that the inclusion of high-quality cycle parking is essential in all new developments to complement the infrastructure that is being delivered by development sites; and schemes that are identified in the emerging LTCP Area Strategies and Local Cycling and Walking Infrastructure Plans. In addition, all electric vehicles are to be catered for with electrical charging points being integral to all new development.
- 1.7. This parking standards document has been prepared to outline OCC's revised approach to parking at new developments. It is to be used to help determine the level of parking at all new developments and provide the basis for the County Council's advice to the local planning authorities on development proposals and the soundness of policies related to parking for new developments.
- 1.8. This document replaces OCC's previous parking guidance "Transport for New Developments Parking Standards for New Residential Developments" dated December 2011; the 2015 Second Edition of the County Council's Residential Road Design Guide and paragraph 2.4.1 of the Oxfordshire Cycling Design Standards document dated 2017.

2.0 Background

National Policy Context

- 2.1. The car and cycle parking standards that OCC has been using when assessing development proposals were prepared some time ago and had fallen behind national and local policies. This document is intended to update these standards while incorporating the guidance provided in the National Planning Policy Framework (NPPF) dated July 2021. Paragraph 107, confirms that when setting local parking standards for both residential and non-residential development, policies should consider:
 - a) *the accessibility of the development.*
 - b) *the type, mix and use of development.*
 - c) *the availability of and opportunities for public transport.*
 - d) *local car ownership levels; and*
 - e) *the need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles.*
- 2.2. The NPPF (paragraph 108) also confirms that '*Maximum parking standards for residential and non-residential development should only be set where there is a clear and compelling justification that they are necessary for managing the local road network, or for optimising the density of development in city and town*

centres and other locations that are well served by public transport (in accordance with chapter 11 of this Framework). In town centres, local authorities should seek to improve the quality of parking so that it is convenient, safe, and secure, alongside measures to promote accessibility for pedestrians and cyclists.'

- 2.3. The NPPF also describes the plan-making system which includes local and neighbourhood plans that guide local communities to develop and shape their own surroundings. These plans often contain policies on car and cycle parking.

Local Context

- 2.4. Oxfordshire is a large county and has many local characteristics from dense urban areas, through market towns, to rural villages and hamlets. These variations influence the demographics and economic situations of the county, and consequently car ownership and the parking behaviour of Oxfordshire residents in its distinctly different areas.
- 2.5. This parking standards document should be used alongside OCC's Street Design Guide. When used together they accord with the NPPF requirements by supporting a flexible approach to development proposals according to local circumstances.

3.0. Structure of this document

- 3.1. The following principles outline OCC's approach to parking for all new development (and redevelopment) proposals and is to be used to inform the design process of a development site. This document is considered to be a 'live' document and will be reviewed alongside local and national policy as appropriate. It is anticipated that reviews of this document will take place every 12-18 months.

4.0. Principles of this document

- 4.1. The general content of this document should be read in conjunction with:
- LTCP adopted July 2022.
 - OCC's Street Design Guide adopted September 2021.
 - Oxfordshire's Electric Vehicle Infrastructure Strategy adopted March 2021.
 - Manual for Streets' (MfS) published 2007 by the Department of Transport Communities and Government.
 - Manual for Streets 2' (MfS2) published in 2010 by the Chartered Institution of Highways and Transportation.
 - Local Transport Note 1/20 Cycle Infrastructure Design; and
 - Car Parking: What Works Where.

- 4.2. This document is not intended to favour the private car as the main mode of transport but emphasises the need to control and design parking levels for new developments at a reduced level without increasing the risk of indiscriminate parking. The amount of car parking available must be enough to avoid any adverse effects to highway safety by not providing a sufficient level. Parking provisions for new developments are required to provide a sufficient level (unless car-free) to accommodate the parking demand of a site, while also utilising and encouraging the potential for sustainable and active travel by other modes of transport.
- 4.3. In revising the car parking standards, car ownership levels across Oxfordshire (excluding Oxford City) have been reviewed using the 2011 Census data. This review has confirmed that on average the car / van ownership per household is 1.5. This data has been used in determining the car parking standards shown in Tables 3, 4(a) and 4(b).
- 4.4. If car parking is expected to take place on existing streets, then it must be demonstrated there is adequate capacity on-street through a robust parking capacity survey (paragraphs 9.1. to 9.7.) while also proving there will be no highway safety implications from such a proposal.
- 4.5. Parking demand in residential developments are to be determined by taking into consideration the following factors:
- a) *A site's location.*
 - b) *Dwelling size (rooms) and tenure.*
 - c) *Parking provision (allocated or unallocated); and*
 - d) *Parking controls / enforcement.*
- 4.6. The calculation of expected levels of parking demand is to be based on local or comparable data taking into consideration forecast changes in demand for the local plan period. Tables 2, 3, 4(a) and 4(b) provide residential car parking provisions to be used to calculate the parking demand for a new development proposal.
- 4.7. Determining the parking demand for non-residential developments within Oxfordshire has been revised to accord with the council's objective to reduce 25% of car trips by 2030, and a further 33% by 2040. The approach being taken for such development proposals is that if on-site parking is restricted / reduced at a destination location this will influence people's travel behaviour and encourage alternative active travel modes to be used rather than that of the private car.
- 4.8. Each non-residential development will continue to be assessed on its merits and in accordance with OCC's new *Decide and Provide* approach to development. Each development proposal will be assessed on its location, land-use; the trip rate associated with the development and the employees / visitors of the site, access to local facilities and public transport services. Such development proposals are encouraged to provide an operational need only provision of car parking as a starting point.

Where this may not be practical for the operation of the site, a robust evidence-based justification must be made for the parking levels provided in Table 5 to be considered.

- 4.9. Due to the diverse nature of development that is promoted in Oxfordshire, OCC welcomes innovative ways to provide parking solutions. While this is the case all stakeholders involved in designing a development must be mindful of the parking principles identified in this document and guidance provided in OCC's Street Design Guide.

Design Considerations

- 4.10. Parking design is an important factor when preparing a master plan for a development proposal as it ensures an appropriate number of spaces are provided without detracting from the character of a place to live or work in. Developers are expected to provide a balanced, mixed, and flexible parking provision, while ensuring that all spaces are useable without creating highway safety issues, such as vehicles overhanging footways and cycle routes and requiring cyclists to travel in the 'door zone'. Such designs are required to reflect the guidance within the documents referenced in paragraph 4.1.
- 4.11. To ensure that developments function safely and efficiently, the following parking design requirements are to be considered:
- On-plot garages must be at least 6m into a plot to allow for a full car space whilst being able to open the garage door.
 - Garages (and car ports) must have minimum internal dimensions of 6m in length and 3m in width. These dimensions are clear dimensions measured between any internal structure, such as piers.
 - If garages are counted towards parking allocations. They must also have a planning condition which removes any permitted development rights to ensure continued use for that purpose.
 - All houses (and flats / apartments) with on-plot / allocated parking should have an electrical vehicle charging point.
 - Provide adequate visitor parking at new residential developments for people arriving by car and by cycle.
 - High standard cycle storage facilities should be provided on-plot. This provision may vary subject to dwelling size and type. Such levels are to be provided to a minimum level as set out in Table 1 below.
 - Cycling parking is to be provided in a convenient location close to building entrances and bus stop locations. Such provisions are to be covered, lit (where appropriate) and in the style of a Sheffield stand, which are individually installed permanently into the floor material (e.g. not toast-rack style stands bolted to the floor).
 - Double decked or vertical cycle parking should not be used unless agreed by OCC in specific circumstances.
 - The spacing of stands should be as per LTN 1/20. If raised on a kerb, dropped kerbs must be provided in suitable locations. Cycle parking should cater for non-standard cycles e.g. cargo bikes.

Table 1: OCC minimum levels of cycle provision required based on LTN 1/20

Type	Dwelling Size	Cycle Parking Provision (per unit)
House	1 bedroom	1 space per bedroom
House	2 bedrooms	1 space per bedroom
House	3 bedrooms	1 space per bedroom
House	4+ bedrooms	1 space per bedroom
House	Multiple Occupation	1 space per bedroom
Flats		1 space per flat
Flats	3+ bedrooms	1 space per bedroom
Visitor	1 space per Flat	

- *Motorcycle parking – provisions should be consistent with ‘MfS’.*
- *Bin storage must be designed away from cycle and car parking facilities to ensure access is not obstructed.*

Car Free Developments

- 4.12. Car-Free development means that no car parking spaces are provided within the site other than those reserved for disabled people, car clubs or operational uses. The concept of car free developments is fully supported by OCC where any such development proposal satisfies the following criteria:
- a) The proposed site is located within a city / town with (or will be provided with) parking restrictions imposed within its vicinity.
 - b) The site has access (or will be provided with) excellent connections to pedestrian & cycle infrastructure and should be within 400m direct walking distance of frequent (15 – 20 minute) public transport services.
 - c) The site is to be located within 800m walking distance to a range of local amenities and services.
 - d) Consideration is to be given to parking provisions for people with impaired mobility.
- 4.13. For developments that wish to promote a car free approach or one with reduced on-site parking provisions, OCC will require such sites to incorporate a Controlled Parking Zone (CPZ) into a site’s master plan where a CPZ does not already exist. Such development proposals will be required to provide the necessary infrastructure to bring forward such a scheme and the associated costs i.e. Traffic Regulation Order (TRO). These CPZ requirements will be included as part of any legal agreement associated with an appropriate planning permission and when the CPZ is needed to be operational.
- 4.14. It should be noted that the delivery of a CPZ on existing public highway infrastructure is subject to a separate public consultation process outside the planning process of a site, which a developer must consider carefully before a site is promoted.

Car Clubs

- 4.15. Promoting a site wide car club is an innovative concept OCC encourages. Car clubs can be provided on-site, and alongside other initiatives, to reduce car ownership levels and parking levels.
- 4.16. Developers are expected to work with OCC and the local planning authority to bring forward such parking solutions into areas of public realms as part of a master planning process. This may involve dedicated on-street car parking spaces being allocated on the carriageway or being provided within local community facilities, such as local shopping centre, public car park, church, or leisure centre. Electrical vehicle charging infrastructure should be provided in such locations; subject to appropriate licences and maintenance agreements for equipment being placed within the public highway to OCC's satisfaction.

Further advice on car clubs can be found via: [local authority toolkit - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/toolkits/local-authority-toolkit).

Electrical Vehicle Charging Infrastructure

- 4.17. Policy EVI8 of Oxfordshire's Electrical Vehicle Infrastructure Strategy (adopted March 2021 [Oxfordshire Electric Vehicle Infrastructure Strategy](#)) and Policy 29 of the adopted LTCP requires the provision of electrical charging points at homes, workplaces, and key destinations.
- 4.18. For all residential developments, active (live) on-plot charging points for electric vehicles and e-bicycles are to be provided. Off-plot residential car parking provisions i.e. a privately maintained parking area is to be provided with at least 25% (with a minimum of two) active charging points for all parking spaces. Such infrastructure is to be provided in accordance with the Autonomous and Electric Vehicles Act (2018), Building Regulations Document S, and the governments ambitions on 'Smart EV Charging'.
- 4.19. 'Active' charging points for electric vehicles for new non-residential development proposals are to be provided at a minimum level of 25% for all parking spaces with ducting provided at all remaining spaces to 'future proof' such spaces to be upgraded in the future.

Further advice on Oxfordshire's Electrical Vehicle Strategy is available via [Electric vehicles | Oxfordshire County Council](#)

Parking for People with Impaired Mobility

- 4.20. Consideration must be given in the design of a site for the provision and location of spaces for impaired mobility people (Blue Badge Holders). Generally, the spaces should be within the curtilage of the property and have level access to the main pedestrian access. At the least, these parking spaces must be within 50m of the dwelling entrance (Blue Badge Holder range).

- 4.21. Where developers are proposing to build flats with unallocated off-street parking and the level of mobility impaired residents is unknown then 6% of spaces should be designed and allocated for their use. This level of provision should also be considered for non-residential developments. Such provisions should also be located near to the main pedestrian access to the building and have level access. Reference should be made to Department for Transport's Inclusive Mobility standards.
- 4.22. A parking bay space should be marked with a British Standard Disabled Symbol to conform to Access to and use of buildings Approved Building Regulation Document M [Access to and use of buildings: Approved Document M - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/access-to-and-use-of-buildings-approved-document-m).
- 4.23. All development proposals will be expected to promote inclusive cycling, provision for cycles for disabled people and other needs (such as tricycles, cargo bikes, tandems, mobility scooters and adapted bicycles). Such parking facilities are required to be provided in accordance with LTN 1/20 standards.
- 4.21. Buildings specifically for the elderly or mobility impaired people should comply with the relevant higher requirements and standards (as shown in OCC's Street Design Guide).

5.0. Residential Car Parking Standards for Oxford City

- 5.1. Oxford City has lower car parking standards than the rest of the county as it has lower rates of car ownership and generally has very good accessibility by non-car modes to a wide range of facilities and services. Even within the city there are differing degrees of access to local facilities and public transport with car ownership being lower in the city centre than the outer areas. Oxford City Council has its own transport and parking standards approaches to development, Policies M2, M3 and M5 of Oxford Local Plan 2036. The recently adopted Technical Advice Note 12, dated March 2022 [Planning Policy - Technical Advice Notes \(TANs\) | Planning Policy - Technical Advice Notes \(TAN\) | Oxford City Council](#) also supports Policies M3: 'Motor Vehicle Parking' and M5: 'Bicycle Parking' of the adopted Oxford Local Plan 2036. As such the Oxford City Council parking standards have been incorporated into this document and will be implemented appropriately for new development sites proposed in Oxford City.
- 5.2. These standards are to be treated as maxima, reflecting excellent overall accessibility by non-car modes, and the need to use land efficiently. If a car free approach is not promoted by a development site then shared off-plot parking, combined with on-plot parking will be encouraged where appropriate.
- 5.3. Development proposals which are considered to have over generous car parking will not be accepted. Equally, proposals with significantly reduced parking may be assessed as unacceptable if this will result in unacceptable parking pressure on existing streets, which cannot be reasonably mitigated. In such circumstances a developer must robustly demonstrate that there is an acceptable level of parking provision provided with no adverse impact to highway safety from indiscriminate parking.

Table 2: Oxford City Council Technical Advice Note 12 - Parking Standards for car-permitted development

Development Type	Parking Provision
Any dwelling	1 space per dwelling to be provided within the development site.
Houses in Multiple Occupation	Parking Standards to be decided by case by case on their merit
Wheelchair accessible or adaptable houses and flats.	1 space per dwelling to be provided within the curtilage of the dwelling (must be designed in accordance with Part M of Building Regulations)
Retirement Homes	1 space per 2 residents' rooms
Sheltered/extra care homes	1 space per 2 residents' rooms plus 1 space per 2 staff
Nursing Homes	1 space per 3 resident's rooms plus 1 space per 2 staff
Student accommodation	0 spaces per resident room. Operational parking and disabled parking to be considered on a case-by-case basis in accordance with Policy H8
Motorcycle and powered two-wheeler parking	1 space per five dwellings.

6.0. Residential Car Parking Standards for Edge of Oxford City sites

- 6.1. There are several Local Plan development sites allocated around the edge of Oxford City to support Oxford's unmet housing needs. Master planning these developments and understanding the local facilities, services, pedestrian, cycle connectivity and public transport provisions that will be available to these sites is key to setting the on-site parking provisions for these development sites. As these sites progress a design approach focused on promoting active and sustainable transport planning initiatives will be required, to support OCC's target, to reduce car trips by 2040. With consideration to Oxford City's parking standards and to accord with the 'National Policy Context' of setting parking standards, Table 3 is provided to support the progress of these sites and any future speculative housing proposals located around the edge of the city's boundary.
- 6.2. For phases of a development that will be located within 400m of frequent (15 to 30 minute) public transport services with direct pedestrian and cycle connections, and within 800m walking distance to a range of local amenities and services, a car free approach or reduced level of on-plot car parking will be accepted to Oxford City standards. Such approaches must be supported by an approved site wide master plan, a robust travel plan (including a fixed monitoring period), high quality pedestrian and cycle infrastructure provided

early in the life of the development site, including sufficient and convenient residential and visitor cycle parking to influence travel behaviour away from using the private car. The introduction and implementation of a CPZ, funded by the promoter of the site will also be required.

Table 3: Edge of Oxford City Sites Car Parking Standards

Development Type	Parking Provision
1-2 bedroom dwellings	1 space per dwelling to be provided within the development site.
3-bedroom dwelling	Up to 2 spaces per dwelling to be provided within the development site
4+ bedroom dwelling	2 spaces per dwelling to be provided within the development site.
Wheelchair accessible or adaptable houses and flats.	1 space per dwelling to be provided within the curtilage of the dwelling (must be designed in accordance with Part M of Building Regulations)
Student accommodation	0 spaces per resident room. Operational parking and disabled parking to be considered on a case-by-case.
Motorcycle and powered two-wheeler parking	1 space per five dwellings.

- 6.3. Flats and apartments will generally be treated as standard dwellings. However, when using land efficiently to provide residential dwellings, the parking arrangement for flats / apartments tend to be designed within a parking court / communal style arrangement. In such cases it is strongly recommended that they are controlled by a third-party organisation i.e. a management company on behalf of those who will use the spaces. This approach allows flexibility in specific spaces being allocated to a property, assigning them to a particular group or promoting such spaces as unallocated in appropriate locations.

7.0. Residential Car Parking Standards for all areas of Oxfordshire (other than Oxford City and Edge of City sites)

- 7.1. The car parking standards for all other areas of Oxfordshire are set out in Tables 4(a) and 4(b) below. These standards have been revised from the provisions 2011 and 2015 OCC documents to ensure their inclusion in development proposals is simpler to incorporate. Car-free developments or reduced on-plot car parking proposals will be considered by officers if specific requirements are provided as part of a site wide master plan.
- 7.2. For developments that will be located within towns that are able to access frequent (15 - 30 minute) public transport services and have direct pedestrian & cycle connections to amenities and services a car free approach or a reduced level of on-plot car parking will be considered. Such parking reductions must be supported by a robust transport submission with appropriate mitigation

measures, that may include the introduction and implementation of a CPZ, funded by the promoter of the site.

Table 4(a): Town Car Parking Standards for Oxfordshire

Towns	Parking Provision
1–2-bedroom dwellings	1 space per dwelling to be provided within the development site.
3+ bedroom dwellings	Up to 2 spaces per dwelling to be provided within the development site
Wheelchair accessible or adaptable houses and flats.	1 space per dwelling to be provided within the curtilage of the dwelling (must be designed in accordance with Part M of Building Regulations)
Student accommodation	0 spaces per resident room. Operational parking and disabled parking to be considered on a case-by-case.
Motorcycle and powered two-wheeler parking	1 space per five dwellings.

- 7.3. It is recognised that for development proposals that are located in rural areas of Oxfordshire, access to frequent public transport services and high standards of direct pedestrian and cycle connections is not always available (unless it is provided by a new development). This tends to mean that the range of facilities and services expected to accommodate a reduced level of car parking provision is not always possible without causing indiscriminate carriageway parking and highway safety issues. On this basis, the parking standards in Table 4(b) are appropriate to use. When such standards are used a justification will be required within a transport submission.

Table 4(b): Car Parking Standards for the rest of Oxfordshire

Rural Oxfordshire	Parking Provision
1-bedroom dwelling	1 space per dwelling to be provided within the development site.
2-bedroom dwelling	2 spaces per dwelling to be provided within the development site
3 – 4-bedroom dwellings	2 spaces per dwelling to be provided within the development site
4+ bedroom dwelling	Up to 3 spaces per dwelling to be provided within the development site.

- 7.4. Flats and apartments will be treated as a standard dwelling for sites in located towns and the rest of Oxfordshire. However, when using land efficiently to provide residential dwellings, the parking arrangement for flats / apartments tend to be designed within a parking court / communal style arrangement. In such cases it is strongly recommended that they are controlled by a third-party organisation i.e. a management company on behalf of those who will use the spaces. This approach allows flexibility in specific spaces being allocated to a property, assigning them to a particular group or promoting such spaces as unallocated in appropriate locations.

Houses of Multiple Occupations (HMO)

- 7.5. HMOs are a type of development infilling which is becoming increasing more popular for sites within or on the outskirts of Oxford City and towns in Oxfordshire. Such proposals tend to give rise to an increase in parking unless appropriate parking provision is provided. The parking provisions for HMO proposals that are located within Oxford City will be assessed on their merits. For HMO sites outside the city, where indiscriminate on-street parking is likely to occur, will be required to provide a provision of 0.5 on-plot space(s) per bedroom. Such parking arrangements must be designed for practical use, accessible and be free from on-site obstructions. In addition, OCC will require the local planning authority to impose a planning condition limiting 1 occupant per room to assist in managing the parking requirement of an HMO proposal.
- 7.6. Transport submissions for HMO proposals must justify the parking provisions to be provided if these are not in accordance with the standards quoted in this guidance document. If an HMO is proposed within an area that is known to have car parking stress and is either not providing any on-plot car parking (car free) or not to a suitable level, robust evidence must be provided to justify why such a proposal will not cause indiscriminate on-street parking and any associated highway safety issues. All such development proposals will be assessed on their merits.

Visitor Car Parking Standards

- 7.7. Developers are expected to take an approach that is consistent with national research which suggests, *“that no special provision should be made for visitors where at least half of the parking provision associated with the development is unallocated. In other circumstances it may be appropriate to allow for additional demand for visitor parking of 0.2 spaces per dwelling”* (DCL, 2007, Residential Car Parking Research).
- 7.8. For some residential developments this approach may not necessary be feasible. If this is the case, a maximum visitor parking level of 1 car parking space per every 5 residential units will be considered. Any such proposal will require a justification to be provided as part of a transport submission.

- 7.9. If a development proposal is larger than 10 or more dwellings, visitor parking should be arranged in clusters and / or evenly spread throughout the site and relate to the development types in that area. In some circumstances for large / strategic housing sites that may include mobility hubs being considered as part of a site wide masterplan. All such spaces are to be unallocated.
- 7.10. As part of a planning submission, an applicant will be required to provide a schedule of parking provision, detailing the number of allocated and, unallocated parking spaces, including those in garages, as well as details on carpools or other shared vehicles, and electrical charging facilities (both active and passive). Such planning submissions will be expected to explain how the proposed parking provision for the site meets the standards set out in this document and the needs of the development, including how these needs are expected to change in the future.

8.0. Non-residential Parking Standards for Oxfordshire

- 8.1. Commercial / employment development proposals (both new and redevelopment opportunities) are required to promote sustainable and active travel behaviour by encouraging employees to travel to their work destination by non-car modes and reduce the number of commuter / commercial car trips on the highway network. This approach is emphasised within OCC's adopted LTCP which supports sustainable travel measures and seeks to reduce the availability of car parking at such sites.
- 8.2. Since the publication of the previous OCC car parking standards, there has been a change in direction in government policy and more flexible working practices have been established. One of these changes was shifting the responsibility for determining parking standards to individual authorities and indicates that local circumstances should be taken in account when setting such standards, including accessibility of the site, the likely demand for parking, and the viability of the site.
- 8.3. Therefore, this section of the parking standards document has been specifically revised for commercial / employment development proposals by reducing on-site car parking provisions by 50% to accord with the County Council's objective to reduce car trips by 25% by 2030 and by a further 33% by 2040. As such developers must undertake a site-specific assessment (as described in paragraph 8.7) and seek to balance its operational needs, space requirements, efficient use of land and costs attributed to providing parking, whilst also demonstrating that efforts to reduce car and commercial vehicle trips have been appropriately explored.
- 8.4. Car parking that is over provided for will not be accepted. For car parking where daily usage is shown to be lower than previously assessed from site-wide monitoring, development sites will be encouraged to repurpose such areas. Repurposing may include conversion of areas for active travel measures or benefit the local community and employees through landscaped / biodiversity improvements.

- 8.5. For all non-residential development proposals located within Oxford City and town centres in Oxfordshire, the delivery of a car free site is required unless an evidence-based justification is provided as part of a robust transport submission. Such provisions must accord with the criteria as identified in the 'Design Considerations' section of this guidance document.
- 8.6. Table 5 sets out OCC's non-residential standards on vehicular and cycle parking requirements by land-use class as set out in the Town and Country Planning (Use Classes) Order 1987 as amended up to 2021. This table sets out the expected **upper limit** of car parking provision that may be acceptable once the steps detailed in paragraph 8.7 have been undertaken to establish the appropriate quantum as related to the development-specific criteria. However, should the assessment described in paragraph 8.7 identify a smaller quantum of provision, this will take precedence over the numbers identified in Table 5.

Table 5: Non-Residential Parking Guidance for Oxfordshire

Use Class	Vehicular Standards (see supporting text)	Minimum Cycle Standards
City / Town centre development proposals for all non-residential land uses.	Car Free / Operational use only with supporting evidence.	Standards below apply and are encouraged to be exceeded where practical.
B2 General Industrial.	1 space per 75sqm	1 space per 175sqm for staff and 1 space per 250sqm for visitors.
B8 Storage.	1 space per 300sqm	1 space per 250sqm for staff and 1 space per 500 sqm for visitors.
C1 Hotels.	1 space per bedroom	1 cycle space per 5 car-parking spaces provided.
C2 Residential Care Homes.	Site specific assessment required based on travel plan and operational needs.	0.5 spaces per bedroom available to residents, visitors, and staff.
E Commercial, Business and Services - Shops and retail.	1 space per 30sqm	1 space per 50sqm for staff and 1 space per 50sqm for customers.
E Commercial, Business and Services – Financial and Professional Services.	1 space per 45sqm	1 space per 100sqm for staff and 1 space per 250sqm for visitors.
E Commercial, Business and Services – food and drink (mainly in premises) i.e. restaurants and cafes.	1 space per 10sqm of public floor area	1 space per 4 staff and 1 space per 25sqm for customers.
E Commercial, Business and Services – office, research and development and light industrial process.	1 space per 45sqm	1 space per 100sqm for staff and 1 space per 250sqm for visitors.



Use Class	Vehicular Standards (see supporting text)	Minimum Cycle Standards
E Commercial, Business and Services – Non-residential institutions (medical or health services, creches, day nurseries and centres).	1 space per 4 medical staff, plus 1 space 4 non-medical staff. Plus 1 parking space per consulting, examination, treatment, therapy room & A&E cubicle.	1 space 50sqm or 1 per 30 seats capacity. Plus 1 space 5 per employees.
E Commercial, Business and Services – Assembly and Leisure (indoor sport, recreation or fitness, gyms).	1 space per 30sqm of public floor area	1 space 50 sqm or 1 per 30 seats capacity. Plus 1 space 5 per employees.
F.1 Non-residential institutions (education, at gallery, museum, public library, public exhibition hall, place of worship, law courts).	Site specific assessment required based on travel plan and operational needs.	Staff provision 1 space per 20 staff. Students; 1 space per 10 students.
F.2 Shop no larger than 280sqm (selling mostly essential foods and at least 1km from another similar shop); community hall, outdoor sport/recreation area, indoor or outdoor swimming pool, skating rink.	1 space per 30sqm of public floor area	1 space per 50sqm for staff and 1 space per 50sqm for customers.
Sui Generis, Public House, wine bar, drinking establishment.	1 space per 10sqm of public floor area	1 space 4 staff and 1 space per 25sqm for customers.
Sui Generis, Hot Food Takeaway.	1 space per 10sqm.	1 space 4 staff and 1 space per 25sqm for customers.
Sui Generis, Cinema, Concert Hall, Bingo Hall, Dance Hall, Live Music venue.	1 space per 30sqm.	1 space per 20sqm for staff plus visitor / customer cycle parking.

8.7. As set out in Table 5, the type of land use will determine the maximum amount of commercial / employment vehicle parking per development site. Should a reduction in parking provision be proposed, each application will be individually assessed on its merits, but must be based on the following criteria:

- a) Trip rates (including base and forecast mode shares) associated with the development accounting for the vehicular trip rate reductions in accordance with the requirements set out in OCC's 'Implementing Decide & Provide: Requirements for Transport Assessments' document,
- b) The policies in OCC's Local Transport and Connectivity Plan, notably the transport user hierarchy (Policy 1), which requires that development proposals give primacy to walking, cycling and public transport, and the LTCP targets to reduce dependence on the private car,

- c) The specific user group of employees / visitors of the site (including shift patterns),
 - d) Location and risk of displaced parking.
- 8.8. The number of spaces for operational vehicles i.e. Light Goods Vehicles (LGV) and Heavy Goods Vehicles (HGV) may also be calculated using the same methodology above or compared to vehicle operating licences for similar buildings / operations.
- 8.9. While non-residential developments are expected to provide a minimum level of active charging points (25% of all vehicle parking spaces), in designing this type of infrastructure, there is a need to consider the likely parking behaviour i.e. expected duration of people's stays which may affect the number of 'active' spaces. In designing provisions for disabled users parking at non-residential developments, where the total number of parking spaces exceeds 200 spaces, consideration must be given to providing less than 6% of spaces for disabled parking to ensure there is not overprovision of spaces. Disabled cycle parking is to be provided in accordance with LTN 1/20.
- 8.10. The developer of a site proposal is responsible for ensuring high quality facilities are provided on site for the proposed use, including cycle parking, staff changing, washing and storage facilities.
- 8.11. Any planning submission must be supported with details of the site's operation once it is in use, whether the site stores vehicles not in use, the frequency of vehicles visiting the site for deliveries, or the type and size of vehicles using the site. The majority of such details would be expected to be provided as part of transport submission for a future planning application and accompanying Travel Plan [Transport Development Control \(TDC\) | Oxfordshire County Council](#).
- 8.12. As part of any planning application submission, the staff and visitor ratio for each land use should be clearly identified as they are likely to be distinct to each land use class and may change over the life of the building, particularly if occupied by another business user. For example, land uses such as retail uses (E Commercial, Business and Services - shops) and health centres/leisure uses (E Commercial, Business and Services, Assembly and Leisure (indoor sport, recreation or fitness, gyms, and hospitals (class C2)) will generally have two user groups accessing those types of developments, staff/employees, and customers/patients. Another example to consider, such as employment uses, (class B2-B8) will generally only be accessed by staff/employees with occasional visitors. In essence, each development proposal is assessed on its merits due to each land-use having its own unique characteristics.
- 8.13. In addition to the above, other characteristics of non-residential developments needs to be taken into consideration when determining parking arrangements, such as:

- a) The geographical location of the site and the levels of accessibility for non-car mode users.
- b) Survey (or business) data to determine the peak parking period and demand.
- c) Local on-street parking conditions; and
- d) Local data i.e. census travel to work data about mode share and supporting Travel Plan information.

9.0. Parking Capacity (Beat) Surveys

- 9.1. The information provided in this section of this document is to assist developers and their consultant team when assessing the parking implications of new development for a transport submission (Transport Assessment or Statement) to accompany a planning application. The guidance seeks to ensure that any parking capacity surveys undertaken are robust and that the information collected and presented is in a consistent and concise manner, providing a reliable source of data for decision making purposes.
- 9.2. Parking capacity surveys are required to satisfy the criteria outlined in this guidance and should be agreed with OCC as part of a scoping exercise for a transport submission. Such surveys should only be undertaken when it is reasonably expected that parking will take place on existing streets and should follow calculation of the expected levels of vehicle ownership and consider how this parking can be provided. Any surveys undertaken will be expected to be presented in the form of a summary report as part of a wider transport submission.
- 9.3. The survey area is expected to centre on the development site and extend 200 metres (not as the crow flies) for residential uses and 500 metres for commercial uses and is to extend where a 200-metre route is close to joining another and include areas that are most likely to be used for parking by those living in, or visiting the site and will, therefore, need to consider site access arrangements.
- 9.4. These parking surveys are to be undertaken when usage / demand of available parking is at highest i.e. peak times in the agreed survey area. Where commercial parking is considered, a number of surveys should be undertaken during the operational times for the proposed use, while residential parking demand is to be undertaken when the majority of residents would be expected to be at home i.e. 00:30-05:30. A development that is expected to have large impact on on-street parking in an area where demand is high, may be required to undertake an extensive survey throughout the day.
- 9.5. A parking capacity survey is generally undertaken as a beat survey (also known as Lambeth Methodology survey) where an enumerator walks an agreed route at regular intervals recording the registration details of parked vehicles. The information expected to be collected should include the following:

- a) The rate of turnover of vehicles on each street expressed as a number of vehicles leaving / arriving per hour.
 - b) The number of vehicles parking on each street; and
 - c) An estimate of the parking capacity of each street and an explanation of how this is calculated.
- 9.6. If the development site is located within a Controlled Parking Zone (CPZ), the summary report to be provided should also include the details of the existing resident permit take-up or any waiting lists. The summary report should also be accompanied with a map of the area surveyed, details of the date and times when a survey was undertaken, and any parking restrictions imposed in the survey area.
- 9.7. When the results of a parking survey are being prepared, a summary report of the capacity surveys is to be provided and should be accompanied by:
- a) A suitable scaled map displaying the geographical area that has been surveyed.
 - b) Details of the dates and times of day the survey(s) took place.
 - c) The details of any parking restrictions imposed within the study area; and
 - d) Confirmation that the study area has been agreed with OCC officers before any survey(s) have been undertaken.

10.0 Reference Documents

- Oxfordshire County Council Strategic Plan 2022 – 2025 [Strategic Plan 2022-2025 \(oxfordshire.gov.uk\)](https://www.oxfordshire.gov.uk).
- Local Transport and Connectivity Plan (adopted July 2022) [Connecting Oxfordshire | Oxfordshire County Council](https://www.oxfordshire.gov.uk).
- National Planning Policy Framework (NPPF) dated July 2021 [National Planning Policy Framework \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk).
- Oxfordshire County Council Street Design Guide [Street Design Guide \(oxfordshire.gov.uk\)](https://www.oxfordshire.gov.uk).
- Oxfordshire's Electrical_Vehicle Infrastructure Strategy (Adopted March 2021) [Oxfordshire Electric Vehicle Infrastructure Strategy](https://www.oxfordshire.gov.uk).
- Oxfordshire Cycling Design Standards 2017 [cyclingstandards \(oxfordshire.gov.uk\)](https://www.oxfordshire.gov.uk).
- Transport for New Developments Parking Standards for New Residential Developments dated December 2011.
- Manual for Streets published 2007 by the Department of Transport Communities and Government.
- Manual for Streets 2 published in 2010 by the Chartered Institution of Highways and Transportation.
- Local Transport Note 1/20 Cycle Infrastructure Design [Cycle infrastructure design \(LTN 1/20\) - GOV.UK \(www.gov.uk\)](https://www.gov.uk).
- Oxford City Technical Advice Note 12, dated March 2022 [Planning Policy - Technical Advice Notes \(TANs\) | Planning Policy - Technical Advice Notes \(TAN\) | Oxford City Council](https://www.oxfordcitycouncil.gov.uk).
- West Sussex County Council Guidance in Parking at New Developments (September 2020) [Guidance on Parking at New Developments \(westsussex.gov.uk\)](https://www.westsussex.gov.uk).
- Surrey County Council Vehicular and Cycle Parking Guidance (January 2018) [Parking Guidance for Development January 2018 \(woking.gov.uk\)](https://www.woking.gov.uk)
- Buckinghamshire County Council, Buckinghamshire Countywide Parking Guidance (September 2015) [parking-guidance-september-2015-2.pdf \(buckscc.gov.uk\)](https://www.buckscc.gov.uk).
- Office of National Statistics [Home - Office for National Statistics \(ons.gov.uk\)](https://www.ons.gov.uk).
- BREAM UK New Construction [BREEAM non-domestic manual - Cover \(bregroup.com\)](https://www.bregroup.com)
- Building Regulations 2010: Approved Document S: Infrastructure for the charging of electric vehicles [Approved Document S: Infrastructure for the charging of electric vehicles \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk).



Oxfordshire County Council
Equalities Impact Assessment

PARKING STANDARDS FOR NEW DEVELOPMENTS

JULY 2022

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Section 1: Summary details

Directorate and Service Area	Environment and Place, Transport and Infrastructure
What is being assessed (e.g. name of policy, procedure, project, service or proposed service change).	'Parking Standards for New Developments'
Is this a new or existing function or policy?	A new technical document to implement LTCP policy
Summary of assessment Briefly summarise the policy or proposed service change. Summarise possible impacts. Does the proposal bias, discriminate or unfairly disadvantage individuals or groups within the community? (following completion of the assessment).	<p>The 'Parking Standards for New Developments' document has been prepared to outline Oxfordshire County Council's (OCC) approach to parking at new and redeveloped development sites with an overall objective to restrict / reduce on-site car parking at a destination location to influence people's travel behaviour and encourage alternative modes of travel to be used rather than that of the private car. It is to be used to help determine the level of parking at all new developments and provide the basis of OCC's advice to the local planning authorities on development proposals and the soundness of policies related to parking for new developments.</p> <p>This Equalities Impact Assessment shows that there is likely to be a benefit to various individuals, groups, and communities as a result of this technical document being implemented.</p>
Completed By	Michael Deadman, Transport Development Control Lead Officer
Authorised By	Hannah Battye, Head of Placemaking
Date of Assessment	22/08/22

Section 2: Detail of proposal

<p>Context / Background</p> <p>Briefly summarise the background to the policy or proposed service change, including reasons for any changes from previous versions.</p>	<p>OCC’s Local Transport and Connectivity Plan (LTCP), adopted July 2022, outlines a clear vision to deliver a net-zero Oxfordshire transport and travel system by 2040. One of the policies within LTCP that will be key to this vision is Policy 33, which sets out how the council is seeking to reduce and restrict car parking availability creating more attractive places for residents to live and work in.</p> <p>Parts ‘a’ and ‘b’ of Policy 33 requires parking requirements for all modes of transport to be considered, in line with OCC’s transport user hierarchy; and embed the parking standards into relevant guidance and decision-making processes, such as planning applications for development proposals. The revised ‘Parking Standards for New Developments’ document has now been prepared and its formal adoption by Cabinet is recommended in order to allow OCC officers to ensure its requirements are achieved to meet the aims of the LTCP policy.</p>
<p>Proposals</p> <p>Explain the detail of the proposals, including why this has been decided as the best course of action.</p>	<p>OCC’s LTCP sets out the target of achieving a net-zero transport and travel system by 2040, improving health and wellbeing, tackling the climate emergency, reducing private car usage, and prioritising walking, cycling, and public transport. As detailed in the LTCP, in order to achieve this, changes to the way the council assesses on-site car parking levels for development proposals will need to be made. Such an undertaking will necessarily entail a multi-pronged approach to reshaping the way places are connected.</p> <p>OCC, in its role as the local highway authority, is a statutory consultee in respect of planning considerations that affect the public highway and responds to planning application proposals when consulted by all local planning authorities. OCC provides advice to local planning authorities on the transport implications of development proposals to assist in their decision-making process. OCC is also consulted during the preparation of local and neighbourhood plans and may provide advice on the soundness of policies that relate to parking in new developments (redeveloped) sites.</p> <p>This parking standard document has been prepared to outline OCC’s approach to parking at new developments with an objective to restrict / reduce on-site car parking at a destination location to influence people’s travel behaviour and encourage alternative modes of travel to be used rather than that of the private car. It is to be used to help determine the level of parking at all new developments and provide the</p>

	<p>basis of OCC’s advice to the local planning authorities on development proposals and the soundness of policies related to parking for new developments.</p>
<p>Evidence / Intelligence</p> <p>List and explain any data, consultation outcomes, research findings, feedback from service users and stakeholders etc, that supports your proposals and can help to inform the judgements you make about potential impact on different individuals, communities or groups and our ability to deliver our climate commitments.</p>	<p>‘Parking Standards for New Developments’ is a technical document intended to implement policy in the Oxfordshire LTCP and as such the comprehensive consultation exercise for the Oxfordshire LTCP encompasses the intent of this document. Research has been undertaken by liaising and viewing other county council parking standard documents to assist with initial drafts of this document. In addition, the existing OCC parking standard, Oxfordshire 2011 census data for car ownership, national design standards and local infrastructure guidance documents have also been reached to prepare this document and are referenced to.</p> <p>An initial engagement process was undertaken which sought comments from a focussed group of internal colleagues. Following this, an engagement process was undertaken whereby input has been sought from officers at the district and city councils, industry professionals, and the authors of the guidance upon which the document is based.</p>

<p>Alternatives considered / rejected</p> <p>Summarise any other approaches that have been considered in developing the policy or proposed service change, and the reasons why these were not adopted. This could include reasons why doing nothing is not an option.</p>	<p>The car and cycle parking standards that OCC has been using when assessing development proposals were prepared some time ago. This document is intended to update these standards while incorporating the guidance provided in the National Planning Policy Framework (NPPF) dated July 2021 and the adopted Local Transport and Connectivity Plan.</p> <p>Previous Local Transport Plans have not typically been supported by supplementary documents intended to ensure the effective implementation of OCC policy, so in that sense doing nothing was previously the option taken.</p>
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Section 3: Impact Assessment - Protected Characteristics

Protected Characteristic	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
Age	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By putting greater emphasis on ensuring that new developments contribute to reduced on-site parking provisions, this will aid the council's overall objective to make walking, cycling, and public transport use more attractive making a positive contribution to ensuring that travel choices for all ages are more widely available.	n/a	n/a	n/a
Disability	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By putting greater emphasis on ensuring that new developments contribute to reduced on-site parking provisions, this will aid the council's overall objective to make walking, cycling, and public transport use more attractive making a positive contribution to ensuring that travel choices for all ages are more widely available.	n/a	n/a	n/a

Gender Reassignment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n/a	n/a	n/a	n/a
Marriage & Civil Partnership	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n/a	n/a	n/a	n/a
Pregnancy & Maternity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n/a	n/a	n/a	n/a
Race	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n/a	n/a	n/a	n/a
Sex	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n/a	n/a	n/a	n/a
Sexual Orientation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n/a	n/a	n/a	n/a
Religion or Belief	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n/a	n/a	n/a	n/a

Section 3: Impact Assessment - Additional Community Impacts

Additional community impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
Rural communities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By putting greater emphasis on ensuring that new developments contribute to reduced on-site parking provisions, this will aid the council's overall objective to make walking, cycling, and public transport use more attractive making a positive contribution to ensuring that travel choices for all ages are more widely available (where possible).	n/a	n/a	n/a
Armed Forces	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n/a	n/a	n/a	n/a
Carers	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By putting greater emphasis on ensuring that new developments contribute to reduced on-site parking provisions, this will aid the council's overall objective to make walking, cycling, and public transport use more attractive making a positive	n/a	n/a	n/a

Additional community impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
				contribution to ensuring that travel choices for all ages are more widely available.			
Areas of deprivation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By putting greater emphasis on ensuring that new developments contribute to reduced on-site parking provisions, this will aid the council's overall objective to make walking, cycling, and public transport use more attractive making a positive contribution to ensuring that travel choices for all ages are more widely available.	n/a	n/a	n/a

Section 3: Impact Assessment - Additional Wider Impacts

Additional Wider Impacts	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
Staff	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n/a	n/a	n/a	n/a
Other Council Services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n/a	n/a	n/a	n/a
Providers	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n/a	n/a	n/a	n/a
Social Value ¹	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By putting greater emphasis on ensuring that new developments contribute to reduced on-site parking provisions, this will aid the council's overall objective to make walking, cycling, and public transport use more attractive making a positive contribution to ensuring that travel choices for all ages are more widely available contributing to the economic,	n/a	n/a	n/a

¹ If the Public Services (Social Value) Act 2012 applies to this proposal, please summarise here how you have considered how the contract might improve the economic, social, and environmental well-being of the relevant area

Additional Wider Impacts	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
				social, and environmental well-being of the county.			

Section 4: Review

Where bias, negative impact or disadvantage is identified, the proposal and/or implementation can be adapted or changed; meaning there is a need for regular review. This review may also be needed to reflect additional data and evidence for a fuller assessment (proportionate to the decision in question). Please state the agreed review timescale for the identified impacts of the policy implementation or service change.

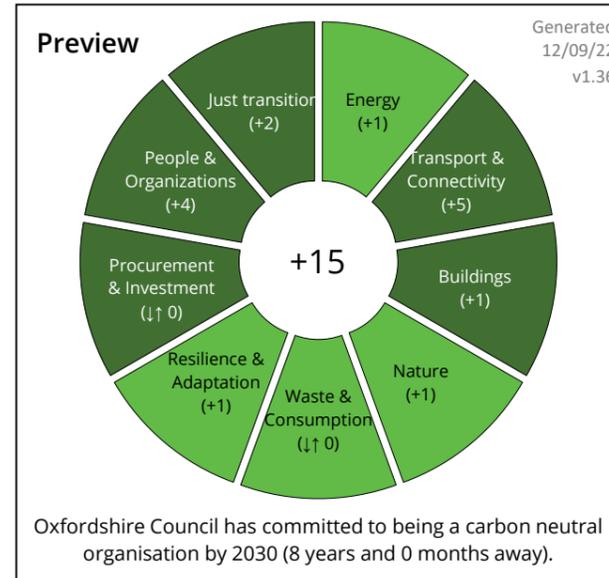
Review Date	
Person Responsible for Review	
Authorised By	

Climate Impact Assessment

Summary

Directorate and Service Area	Environment and Place, Growth and Economy
What is being assessed	Parking Standards for New Developments
Is this a new or existing function or policy?	A new technical document
Summary of assessment	The assessment shows that implementing the revised OCC Parking Standards for New Developments document will help support a positive contribution towards the County Council's aims of addressing the climate and ecological emergency.
Completed by	Michael Deadman
Climate action sign off by	
Director sign off by	
Assessment date	

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Detail of proposal

Context / Background	The document sets out OCC's requirements for implementing the draft policy (from the emerging LTCP) on adopting a reduced car parking levels at new developments as part approach to transport planning for developemnt proposals (submitted as part of planning applications for new development), while seeking more sustainable and active travel parking provisions.
Proposal	This document supports the implementation of emerging LTCP policy to ensure that the LTCP policy is effective in its aims.
Evidence / Intelligence	<p>The document is based on OCC's current parking standards, while also taking into consideration national and local policy context (such as the National Planning Policy Framework, current census data etc), while also reviewing other documents pulished by other county council authorities. All documents are referenced throughout the document.</p> <p>An initial engagement process has been undertaken which sought comments from a focussed group of internal colleagues. Following this, an engagement process is about to be embarked upon whereby input is being sought from officers at the district and city councils, industry stakeholders, other local highway authorities, and the authors of the guidance upon which the document is based.</p>
Alternatives considered / rejected	Previous Local Transport Plans have not typically been supported by supplementary documents intended to ensure the effective implementation of OCC policy, so in that sense doing nothing was previously the option taken.

Category	Impact criteria	Score (-3 to +3)	Description of impact	Actions or mitigations to reduce negative impacts	Action owner	Timeline and monitoring arrangements
Energy	Increases energy efficiency	0	n/a			
Energy	Promotes a switch to low-carbon or renewable energy	1	Potentially results in less reliance on private motor vehicles in favour of public transport and active transport modes, thus helps to replace carbon-based systems with low-carbon technologies.			
Energy	Promotes resilient, local, smart energy systems	0	n/a			
Transport & Connectivity	Reduces need to travel and/or the need for private car ownership	1	The aim of this document is focussed reducing car parking at new development to where people journey to across the county. If there is less parking at a desintaiton this will help influence their travel behaviour and encourage alternative transport modes to be be considered instead of the private car.			
Transport & Connectivity	Supports active travel	2				
Transport & Connectivity	Increases use of public transport	1				
Transport & Connectivity	Accelerates electrification of transport	1	One of the requirement within this document is to require EV charging point infrastrcture to be provided for new developments. For residential uses this is to be provided per new unit, for commerical a minimum provision is to be provided in accordance Oxfordshire's Electrical Vehicle Infrastructure Strategy.			
Buildings	Promotes net zero new builds and developments	1	The document is intended to directly contribute towards the net-zero aims of the emerging LTCP by shaping developments to give primacy to sustainable and active modes over private motor vehicles.			
Buildings	Accelerates retrofitting of existing buildings	0	n/a			

Nature	Protects, restores or enhances biodiversity, landscape and ecosystems	1	By seeking to minimise / reduce car parking levels on site, this document should help to protect local habitats and wildlife.
Nature	Develops blue and green infrastructure	0	n/a
Nature	Improves access to nature and green spaces	0	n/a
Waste & Consumption	Reduces overall consumption	0	n/a
Waste & Consumption	Supports waste prevention and drive reuse and recycling	0	n/a
Resilience & Adaptation	Increases resilience to flooding	0	n/a
Resilience & Adaptation	Increases resilience to other extreme weather events (e.g., storms, cold snaps, heatwaves, droughts)	0	n/a
Resilience & Adaptation	Increases resilience of council services, communities, energy systems, transport infrastructure and/or supply chains	1	By contributing towards decarbonising the transport network, this document helps to reduce the transport network's detrimental impacts on climate change
Procurement & Investment	Procurement practices prioritise low-carbon options, circular economy and sustainability	0	n/a
Procurement & Investment	Investment being considered supports climate action/ is consistent with path to net zero	0	n/a
People & Organizations	Drives behavioural change to address the climate and ecological emergency	1	This document aims to reduce car parking at new development to where people journey to across the county. If there is less parking at a desintaiton / work place - this will help influence their travel behaviour and encourage alternative transport modes to be be considered instead of the private car. This will help support the council's objective to address the climate and ecological emergency.
People & Organizations	Drives organizational and systemic change to address the climate and ecological emergency	3	The document supports the County Council's and other organisation's (district and city councils, developers, etc.) efforts to address the climate and ecological emergency.

Just transition	Promotes green innovation and job creation	Through ensuring that new developments have reduced car parking on site - this will help promote new development site's 1 provide high quality walking and cycling routes and public transport services, this approach may in turn help to drive green innovation and influence job creation.
Just transition	Promotes health and wellbeing	As a result of encouraging reduce car parking at new developemnts, this will encourage greater use of active transport modes for desintation 1 journeys. This will help support improving air quality, encourage more people to be active, and improve access to green open space.
Just transition	Reduces poverty and inequality	0 n/a

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Service Improvement Plans:

Parking Standards Review – August 2022 update

- The aim of the revised parking standards document is to help assist in achieving the council's objective to reduce car trips by 25% by 2030, and a further 33% by 2040. The Parking Standards document will form part of a suite of measures that will support the delivery of LTCP and will add strength to the new *Decide & Provide* and *Area strategies* approach towards achieving the LTCP objectives.
- Influencing how people travel to a destination is considered to be the best way forward to achieve car trip reduction i.e. reduced / restrictive car parking provision at a destination (work place) will influence how people will travel to work. To reflect this approach the latest Parking Standards for employment land uses were proposed to be reduced by 25%. However, this reduction is now recommended to be 50% to support the LTCP objective to reduce car trips. The table below provides a comparison between two employment land uses using the existing car parking standards, a 25% reduction of these standards and the proposed 50% reduction. *Note: The lower the parking provision the higher the risk of indiscriminate / displaced on-street parking taking place causing maintenance and highway safety issues.*
- Cycle parking standards are proposed to be increased by 50% for all employment land uses as a minimum level. An example of the differences are also shown below :

Land Use Type	Floor Area (GFA)	Current car parking standard used	25% reduction	50% reduction
E Commercial, Business and Services – office, research and development and light industrial process	1000sqm	1 space per 30sqm 33 car parking spaces	1 space per 37.5sqm 26 car parking spaces (-7)	1 space per 45sqm 22 car parking spaces (-11)
B2 General Industry	1000sqm	1 space per 50sqm 20 car parking spaces	1 space per 60sqm 16 car parking spaces (-4)	1 space per 75sqm 13 car parking spaces (-7)
Land Use Type	Floor Area (GFA)	Current cycle parking standard used	50% increase	
B8 Storage	1000sqm	1 stand per 500sqm (2) Visitor 1 stand per 1000sqm	1 stand per 250sqm for staff (4) 1 stand per 500sqm for visitors	
B2 General Industry	1000sqm	1 stand per 350sqm (3) Visitor 1 stand per 500sqm (2)	1 stand per 175sqm for staff (6) and 1 stand per 250sqm for visitors (4).	

Service Improvement Plans: Parking Standards Review - update

- Residential car parking for Oxford City remains unchanged. New Edge of Oxford City standards have been prepared. Such sites will be considered for car free approaches or be designed to Oxford City standards subject to master planning requirements with CPZs incorporated into a site's design and S106 obligations.
- Due to the varied geographical nature of Oxfordshire, parking for different geographical locations are proposed as before, but have been simplified and reduced. For example, the parking standards are no longer split with Cherwell having their own levels and the rest of Oxfordshire treated differently. A countywide approach is proposed for towns and rural areas:
- Table 1: Edge of City example showing parking space reduction from previous standard in both numbers of spaces and percentages

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Dev Type	Dev Proposal	Current car parking standard (located outside City and Towns)	Proposed car parking standard (Edge of City)	Difference in numbers
2 bedroom dwelling	100 dwellings	2.3 spaces per dwelling (230 spaces)	Car Free or 1 space per dwelling (up to 100 spaces)	-130 to -230 (43% to 100% reduction)
3 bedroom dwelling	100 dwellings	2.4 spaces per dwelling (240 spaces)	Car Free or up to 2 spaces per dwelling (up to 200 spaces)	-40 to -240 (17% to 100% reduction)

Service Improvement Plans: Parking Standards Review - update

- Table 2: Town example showing parking space reduction from previous standard in both numbers of spaces and percentages

Dev Type	Dev Proposal	Current car parking standard (located outside City and Towns)	Proposed car parking standard (Town)	Difference in numbers
2 bedroom dwelling	100 dwellings	2.3 spaces per dwelling (230 spaces)	Car Free or 1 space per dwelling (up to 100 spaces)	-130 to -230 (43% to 100% reduction)
3+ bedroom dwelling	100 dwellings	2.4 spaces per dwelling (240 spaces)	Car Free or up to 2 spaces per dwelling (up to 200 spaces)	-40 to -240 (17% to 100% reduction)

- Table 3: Rural example showing parking space reduction from previous standard in both numbers of spaces and percentages

Dev Type	Dev Proposal	Current car parking standard (located outside City and Towns)	Proposed car parking standard (Town)	Difference in numbers
2 bedroom dwelling	100 dwellings	2.3 spaces per dwelling (230 spaces)	2 spaces (200 spaces)	-30 (13% reduction)
3+ bedroom dwelling	100 dwellings	2.4 spaces per dwelling (240 spaces)	2 spaces (200 spaces)	-40 (17% reduction)

Service Improvement Plans: Parking Standards Review - update

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- Electrical charging points are to be provided per housing plot (and within private parking areas) with provisions for employment / commercial sites to accord with Oxfordshire's Electrical Vehicle Infrastructure Strategy (min 25% spaces provided with EV infrastructure).
- Cycle parking for residential land uses to be provided per LTN 1/20 standards.
- Overall there is 50% percentage reduction for employment / commercial uses proposed and 50% increase in cycle parking provisions.
- Over-all average achievable range of parking percentage reduction across Oxfordshire compared to previous standard is between **22.5% and 57.5%**. **A median point of 40% residential parking reduction across Oxfordshire is considered achievable.**
- Residential parking provisions are more difficult to forecast due to the nature of the planning system – however subject to location, for a Edge of City or town site, a **total car free** approach for new developments can be applied or a reduction of up to **43%** of existing car parking levels. Rural sites are proposed to see a reduction (up to 17%). This reduction figure is lesser as rural sites have limited access to local facilities and public transport services creating more reliance on using a private car. If a development of a significant size is proposed providing new facilities etc lower car parking standards will be applied.
- Each development proposal will be assessed on its merits.
- Document to be reviewed every 12 – 18 months.
- Third draft of document nearing completion after consultation phase. Comments provided aiding final draft.

Divisions Affected – All divisions

CABINET – 20 SEPTEMBER 2022

IMPLEMENTING ‘DECIDE & PROVIDE’: REQUIREMENTS FOR TRANSPORT ASSESSMENTS

Report by Corporate Director for Environment and Place

RECOMMENDATION

1. The Cabinet is **RECOMMENDED** to adopt the *‘Implementing ‘Decide & Provide’: Requirements for Transport Assessments’* as a formal supplementary document to the Local Transport and Connectivity Plan.

Executive Summary

2. Oxfordshire County Council’s (OCC) Local Transport and Connectivity Plan (LTCP), adopted July 2022, outlines a clear vision to deliver a net-zero Oxfordshire transport and travel system by 2040. One of the policies within LTCP that will be key to ensuring this vision is realised is Policy 36, which sets out how a ‘decide and provide’ approach (see Background section for definition of this term) to transport planning will be adopted.
3. Policy 36 states that we will, “Require transport assessments accompanying planning applications for new development to follow the County Council’s ‘Implementing ‘Decide & Provide’: Requirements for Transport Assessments’ document.” This document has now been produced and its formal adoption as a supplementary document to the LTCP by Cabinet is recommended in order to allow the relevant OCC officers to require the implementation of the approach in practice through planning applications for new developments.

Background

4. OCC’s LTCP sets out the target of achieving a net-zero transport and travel system by 2040, improving health and wellbeing, tackling the climate emergency, reducing private car usage, and prioritising walking, cycling, and public transport.
5. As detailed in the LTCP, in order to achieve this, fundamental changes to the way the county’s transport and travel system functions will need to be made. Such a substantial undertaking will necessarily entail a multi-pronged approach to reshaping the way places are connected.

6. Stemming from the framework set out in the LTCP there will be numerous strategies which will contribute to setting out how the transport and travel system is upgraded and reconfigured in order to achieve these aspirations. Amongst these, the forthcoming area transport strategies and transport corridor strategies will be key, as will OCC's new Parking Standards for New Developments document and OCC's Street Design Guide, which will help to ensure sites are master-planned to give primacy to high-quality walking, cycling, and public transport.
7. Another significant element of realising these aims will be to make the shift from an approach to transport planning characterised as 'predict and provide' towards adopting a 'decide and provide' approach instead.
8. As such the 'Implementing 'Decide & Provide': Requirements for Transport Assessments' document has been produced to ensure that new developments also adopt this approach. The document can be found in Annex 1.

Summary of the 'decide and provide' approach

9. Traditionally, transport planning practice has typically followed the 'predict and provide' approach, which can be broadly described as an approach to transport planning that uses current or historical traffic patterns to determine the future need for infrastructure. However, this approach tends to simply maintain the status quo by perpetuating dependence on the private car through provision of additional highway capacity.
10. By contrast, the 'decide and provide' approach to transport planning decides on a preferred vision of the future and then provides the means to work towards that whilst also accommodating uncertainty about the future. This offers the opportunity for more positive transport planning and helps implement the Oxfordshire LTCP transport user hierarchy by considering walking, cycling and public transport upfront.
11. The 'Implementing 'Decide & Provide': Requirements for Transport Assessments' document details how the 'decide and provide' approach is to be implemented through the transport assessments and infrastructure delivery mechanisms which accompany planning applications for proposed development.
12. Whilst the document focuses on how the transport assessment process needs to be adapted to help facilitate the 'decide and provide' approach, this forms only one part of working towards adopting this new approach to transport planning. Such an endeavour needs to stem from a comprehensive rethinking of spatial and transport planning, beginning at a strategic level and continuing throughout all stages of planning.
13. The document applies to all development proposals but will be particularly pertinent to larger residential and employment sites that are expected to generate significant travel demand.

14. The document is based on guidance that TRICS (2021) has produced, called the 'Guidance Note on the Practical Implementation of the Decide & Provide Approach' with further detail and requirements provided relevant to the Oxfordshire LTCP. Having discussed the OCC document with the authors of the TRICS guidance, it is thought to be one of the first instances in the country of a Local Highway Authority producing its own document of this kind.
15. The document is primarily intended for use by developers and their consultants, transport officers at the county and planning officers at the district councils.
16. In summary, the new approach outlined in the document still entails the need for proposed developments to assess their transport impact on the highway network, but instead of basing this solely on previous travel patterns as before, transport assessments will be required to model a range of plausible scenarios. As such transport modelling will still be necessary.
17. These plausible scenarios will need to be based on the characteristics of the proposed development site's location, its existing connectivity, the mitigation or connectivity improvements that will be either delivered directly by the site developers or through financial contributions towards OCC schemes, and the extrapolation of historic trends.
18. The document also sets out how, through S106 legal agreements and travel plans, the impacts of developments will need to be monitored and managed over time.
19. Further to this, rather than identifying junctions that are forecast to be over capacity and then providing schemes to increase capacity for private vehicles, developers will instead be expected to first consider the extent to which they could address these issues by making provision for sustainable and active modes. These provisions should be of a sufficiently high quality to achieve the requisite modal shift to address the identified capacity issues. It should also be ensured that the provisions comply with policies requiring the promotion of sustainable and active modes, including due consideration of the transport user hierarchy identified in the Oxfordshire LTCP.

The role of this document as part of other planning processes

20. Referring back to the necessarily multi-pronged approach to reshaping the transport network, this document, and the practices it is intended to embed through transport assessments, will form only one part of the means necessary to achieving the aim of decarbonising the transport network.
21. Of fundamental importance will be ensuring that, through the forthcoming local plans for each of the district and city councils, development is allocated in locations where there are the best opportunities for reducing the need to travel by co-locating residential and employment uses, or where exists the best opportunities for providing high-quality active and sustainable transport infrastructure improvements.

22. These opportunities will need to be thoroughly explored and identified through the associated plan-making processes, as well as in more detail at the planning application stage. It is also important to acknowledge that this document and its requirements apply equally to allocated and non-allocated development sites.
23. Further to this, it will be important to ensure that these new practices promoted by OCC – including the forthcoming LTCP corridor and area strategies (and any resultant strategic schemes identified by OCC), this document, and the new Parking Standards for New Developments document – are appropriately referenced within the core policies of the forthcoming local plans, as these carry greater weight in planning decisions than the LTCP does by itself.

Corporate Policies and Priorities

24. The County Council's 'Strategic Plan: 2022-25', sets out a vision to lead positive change by working in partnership to make Oxfordshire a greener, fairer and healthier county. By helping to put into practice policy within the Oxfordshire LTCP, the 'Implementing 'Decide & Provide': Requirements for Transport Assessments' document will help to deliver all aspects of this vision.
25. By ensuring that the 'decide and provide' approach to transport planning is implemented through proposed developments, and thus prioritising active travel and public transport interventions, the document will contribute to delivering the following priorities identified in the Strategic Plan:
 - Put action to address the climate emergency at the heart of our work
 - Tackle inequalities in Oxfordshire
 - Prioritise the health and wellbeing of residents
 - Invest in an inclusive, integrated and sustainable transport network.

Financial Implications

26. Although the implementation of this document's requirements may have some implications for staff resource (see discussion below), any increase in resource pressure is not expected to be significant and will likely be accommodated within existing staff provision. As such, it is not expected that there will be any revenue or capital resource implications.

Comments checked by: Rob Finlayson, Finance Business Partner,
rob.finlayson@oxfordshire.gov.uk

Legal Implications

27. The approach outlined in the document may give rise to more complex S106 legal agreements between developers, the relevant LPA, and OCC, which could have some resource implications in terms of drafting legal agreements. This is due to the likelihood of S106 agreements increasingly including the phasing of infrastructure requirements based on various trigger points (such as trip generation, dwelling occupation, etc.) and the greater emphasis on developers

being required to monitor and manage the transport impacts of their proposals over time.

Comments checked by: Jennifer Crouch, Principal Solicitor,
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Staff Implications

28. As a result of more complex transport assessments being required of developers through the approach identified in this document, this may result in greater demand on staff resource to discuss and agree the scope of transport assessments with developers and then review the resultant documents. Additionally, developers will be required to monitor and manage the multi-modal trip generation of their developments over time, these surveys will need to be reviewed by officers.
29. Additionally, as referenced above in the section on legal implications, the potential for greater complexity in S106 legal agreements may result in staff resources due to the resultant additional time taken to negotiate and draft said legal agreements.
30. At present it is difficult to quantify the scale of additional resource this will require but it is anticipated that it will likely be accommodated within existing staff resource and that the increase in demand will wane over time as developers and districts get used to the approach.
31. However, this situation will be monitored to ensure that no significant issues arise from this additional demand. If issues do in fact arise it may be possible to fund additional staffing resource with the concomitant increase in revenue generated by Planning Performance Agreements and paid-for pre-application advice.

Equality & Inclusion Implications

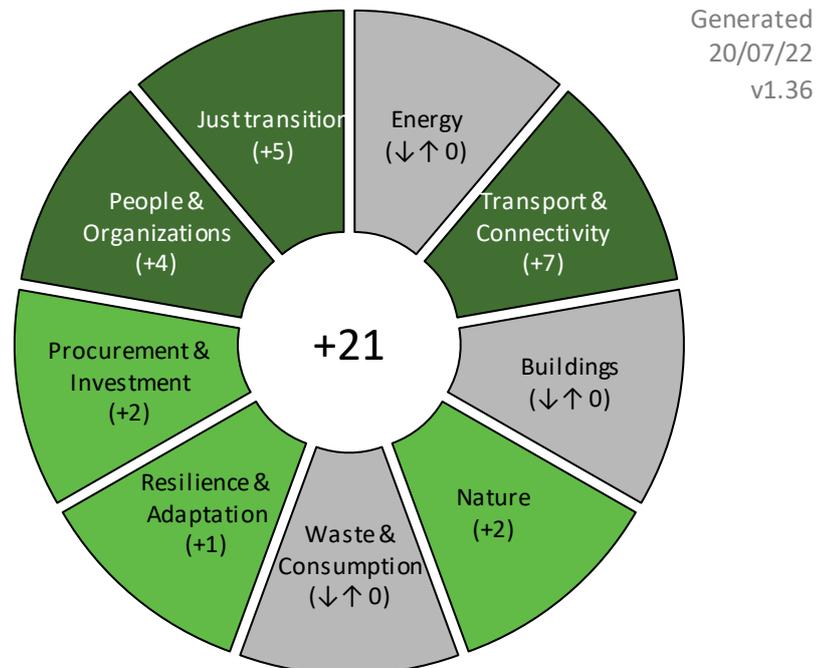
32. The Implementing 'Decide & Provide' document will help to ensure that new developments suitably mitigate the transport impacts of their development by making improvements to the transport and travel system in line with the Oxfordshire LTCP transport user hierarchy.
33. The Equalities Impact Assessment, which can be found at Annex 2, shows that there is likely to be a benefit to various individuals, groups, and communities as a result of this document being implemented as it should make a positive contribution to ensuring that a wider range of travel choices are available to all.

Sustainability Implications

34. As one of the key means of implementing the aims of the Oxfordshire LTCP, the 'Implementing 'Decide & Provide': Requirements for Transport Assessments' document will play a very important role in helping to deliver the

aims of OCC's Climate Action Framework and realising the goal of decarbonising the transport and travel system.

35. A Climate Impact Assessment has been undertaken and the resultant report can be found in Annex 3. As illustrated in the scoring summary wheel below, the document has been identified as making a positive contribution to climate action across various categories.



Oxfordshire Council has committed to being a carbon neutral organisation by 2030 (8 years and 0 months away).

Risk Management

36. Potential risks have been identified associated with the 'Implementing 'Decide & Provide': Requirements for Transport Assessments' document, these are discussed below, and necessary action has been considered to address these.
37. As this document identifies a new way for developers to undertake the transport assessments required in support of planning applications there may be issues that arise from the required methodology and its subsequent implementation. This is somewhat inevitable with a new and unprecedented way of working and to address this the document acknowledges that a review process will be required every 12-18 months to identify any elements that require refinement. This review will be carried out together with district and city colleagues as well.
38. The other significant potential risk is that the Local Planning Authorities within Oxfordshire do not embed the requirements of this document appropriately in their respective Local Plans. This may cause issues with the implementation of the document as it may hold less weight in planning decisions if it remains only a requirement of the Oxfordshire LTCP.

39. However, early engagement has taken place with officers at each of the four district councils and the City council to ensure that they are supportive of the document. Additionally, engagement with members of these councils is also planned so that they also understand the intent of the document. It is hoped that the document will receive support from the district councils and city council as its aims broadly accord with the strategic policies of all Oxfordshire councils.

Consultations

40. 'Implementing 'Decide & Provide': Requirements for Transport Assessments' is a technical document intended to implement policy in the Oxfordshire LTCP and as such the comprehensive consultation exercise for the Oxfordshire LTCP encompasses the intent of this document.
41. However, as part of the process of developing the 'Implementing 'Decide & Provide' document, an initial engagement exercise was undertaken with internal colleagues. Their written comments and views derived from discussions held in meetings were used to inform a first working draft of the document.
42. Subsequently, further engagement took place with internal colleagues, in addition to officers at the district and city councils, industry professionals, relevant OCC cabinet members (i.e. those with transport-related portfolios), National Highways, and the authors of the guidance upon which the document is based. The comments derived from this second engagement process were then used to inform the final draft of the document.

BILL COTTON

Corporate Director for Environment and Place

Annex: **Annex 1:** 'Implementing 'Decide & Provide': Requirements for Transport Assessments' document (Final draft)
Annex 2: Equalities Impact Assessment
Annex 3: Climate Impact Assessment

Background papers: Nil

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September 2022

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Implementing ‘Decide & Provide’: Requirements for Transport Assessments

Final draft, September 2022

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Executive Summary

Oxfordshire County Council's (OCC) Local Transport and Connectivity Plan (LTCP), adopted July 2022, outlines a clear vision to deliver a net-zero Oxfordshire transport and travel system by 2040, improving health and wellbeing, tackling the climate emergency, reducing private vehicle use, and prioritising walking, cycling, and public transport.

As detailed in the LTCP, in order to achieve this, fundamental changes to the way the county's transport and travel system functions will need to be made. Such a substantial undertaking will necessarily entail a multi-pronged approach to reshaping the way places are connected.

Stemming from the framework set out in the LTCP there will be numerous strategies which will contribute to setting out how the transport and travel system is upgraded and reconfigured in order to achieve these aspirations. Amongst these, the forthcoming area transport strategies and transport corridor strategies will be key, as will OCC's new Parking Standards for New Developments (2022) document and the Street Design Guide (2021), which will help to ensure sites are master-planned to give primacy to high-quality walking, cycling, and public transport provision.

As set out in Policy 36 of the LTCP, another significant element of realising these aims will be to make the shift from an approach to transport planning characterised as 'predict and provide' towards adopting a 'decide and provide' approach instead.

This document details how the 'decide and provide' approach is to be implemented through the transport assessments (or transport statements) and infrastructure delivery mechanisms which accompany planning applications for proposed development.

Whilst the document focuses on how the transport assessment process needs to be adapted to help facilitate the 'decide and provide' approach, this forms only one part of working towards adopting this new approach to transport planning. Such an endeavour needs to stem from a comprehensive rethinking of spatial and transport planning, beginning at a strategic level and continuing throughout all stages of planning.

This document is primarily intended for use by developers and their consultants, transport officers at the county, and planning officers at the district and city councils. It applies to all developments but will be particularly pertinent to large residential and employment sites that are expected to generate significant travel demand. More detailed information on how different developments will need to follow this document is provided under the section, 'Stage 2: Scenario testing' (see section 3.4, pp.15-17).

The document is based on guidance that TRICS (2021) has produced, called the 'Guidance Note on the Practical Implementation of the Decide & Provide Approach' with further detail and requirements provided relevant to the LTCP.

It is set out in three main parts: the first outlines the guiding principles that underpin this approach; the second discusses how potential traffic impacts are to be modelled and how trip rates should be appropriately evidenced; and the final part details the process (summarised in the flow-diagram at Appendix 1) for implementing the approach through transport assessments by modelling a range of plausible scenarios and monitoring and managing outcomes.

PART ONE | Guiding Principles

This first part of the document explains the principles underpinning the ‘decide and provide’ approach; how transport assessments have been undertaken in the past; how the new approach will be based on the TRICS guidance; the role that this document plays as part of a wider set of strategies to decarbonise the transport network; and how this document relates to the National Planning Policy Framework (Ministry of Housing, Communities and Local Government, 2021) and the policies of the county’s five local plans.

1.1 ‘Decide and Provide’ instead of ‘Predict and Provide’

1.1.1 As outlined in the LTCP, ‘predict and provide’ can be broadly described as an approach to transport planning that uses current or historical traffic patterns to determine the future need for infrastructure. However, this approach tends to simply maintain the status quo by perpetuating dependence on the private car through provision of additional highway capacity.

1.1.2 By contrast, the ‘decide and provide’ approach to transport planning decides on a preferred vision of the future and then provides the means to work towards that whilst also accommodating uncertainty about the future. This offers the opportunity for more positive transport planning and will help to implement the LTCP transport user hierarchy by considering walking, cycling and public transport upfront.

1.1.3 This approach is captured in LTCP Policy 36 (2022a, p.106), which states that:

We will:

- a. Only consider road capacity schemes after all other options have been explored.
- b. Where appropriate, adopt a decide and provide approach to manage and develop the county’s road network.
- c. Assess opportunities for traffic reduction as part of any junction or road route improvement schemes.
- d. Require transport assessments accompanying planning applications for new development to follow the County Council’s ‘Implementing ‘Decide & Provide’: Requirements for Transport Assessments’ document.
- e. Promote the use of the ‘decide and provide’ approach in planning policy development to support site assessment.

1.2 Transport Assessments and the TRICS database

1.2.1 Traditionally, standard practice has been for transport assessments for large residential and employment sites to use data from the TRICS database to determine the anticipated vehicular trip generation (or trip rates) of a proposed development based on recent traffic survey data for comparable sites across the country.

1.2.2 Combined with census data from the Office for National Statistics (ONS) to determine geographical distribution patterns, trip rates have then been used to identify the potential traffic impact on the highway network, and in combination with the identification of connectivity needs for active and sustainable modes, transport modelling has then been used to identify where capacity on the network is exceeded.

1.2.3 Typically, developers have been required to improve junctions that have been forecast to be over capacity in future years where issues arise as a direct result of impacts

attributable to their development proposal. Alternatively, in locations where more comprehensive intervention has been identified as necessary, they have made financial contributions towards strategic schemes to be delivered by OCC. This tends to be in cases where third-party land is required, or where significant problems arise from the impact of multiple development sites and therefore not the responsibility of any individual development to resolve.

1.3 The new approach and the TRICS guidance

1.3.1 The new approach to undertaking transport assessments that OCC requires developers to follow is based on guidance that TRICS (2021) has produced, called the 'Guidance Note on the Practical Implementation of The Decide & Provide Approach'. OCC's document builds on the TRICS advice adding further detail where necessary and ensuring that it relates appropriately to the LTCP and Oxfordshire.

1.3.2 Essentially, this new approach still entails the need for proposed developments to assess their potential transport impact on the highway network, but instead of basing this solely on previous travel patterns as before, transport assessments will be required to model a range of plausible scenarios. As such transport modelling will still be necessary.

1.3.3 These plausible scenarios will be based on the characteristics of the proposed development site's location, its existing connectivity, the mitigation or connectivity improvements that will be either delivered directly by the site developers or through financial contributions towards OCC schemes, and the extrapolation of trends in travel behaviour.

1.3.4 The document also sets out how, through S106 legal agreements and travel plans, the impacts of developments will need to be monitored and managed over time.

1.3.5 Further to this, rather than identifying junctions that are forecast to be over capacity and then providing schemes to increase capacity for private vehicles, developers will instead be expected to first consider the extent to which they could address these issues by making provision for sustainable and active modes. These provisions should be of a sufficiently high quality to achieve the requisite modal shift to address the identified capacity issues. It should also be ensured that the provisions comply with policies requiring the promotion of sustainable and active modes, including due consideration of the transport user hierarchy identified in policies 1 and 2 in the LTCP (see further discussion of policy in sections 1.5-1.7).

1.3.6 Additionally, as before, in many cases development proposals will still be expected to make contributions towards strategic improvements to be delivered by OCC in addition to direct delivery of schemes by site developers as appropriate.

1.3.7 Whilst planning obligations will still be required to meet the tests set out in paragraph 57, p.16 of the National Planning Policy Framework (NPPF) and Regulation 122(2) of the Community Infrastructure Levy Regulations 2010, it is essential to note that following the requirements of this document will not afford developers an opportunity to reduce expenditure on appropriately justified infrastructure requirements or other planning obligations, such as contributions to public transport service enhancements or 'soft' measures such as car clubs, etc. As the TRICS guidance notes (2021a, paragraph 7.17, p.22):

It is important to state that the use of scenarios should not be carried out as a mechanism to minimise investment in the transport infrastructure. Using D&P [decide and provide] does not reduce the overall investment, rather it redistributes it to other travel modes.

1.4 The role of this document as part of other planning processes

1.4.1 It is important to note that individual sites will make a valuable contribution to decarbonising the transport network and are required to have demonstrated that they have mitigated their transport impact through policy-compliant means. However, decarbonising the transport network will not be most effectively achieved by only addressing transport needs on a site-by-site basis. Referring back to the necessarily multi-pronged approach to reshaping the transport network, this document, and the practices it requires are embedded through transport assessments (and transport statements), will form only one part of the means necessary to achieving the key aims of the LTCP.

1.4.2 Of fundamental importance will be ensuring that, through the forthcoming local plans for each of the district and city councils, development is allocated in locations where there are the best opportunities for reducing the need to travel by co-locating residential and employment uses, or where exists the best opportunities for providing high-quality active and sustainable transport infrastructure improvements.

1.4.3 These opportunities will need to be thoroughly explored and identified through the associated plan-making processes, as well as in more detail at the planning application stage. It is also important to acknowledge that this document and its requirements apply equally to allocated and non-allocated development sites.

1.4.4 Further to this, it will be important to ensure that these new practices promoted by OCC – including the forthcoming LTCP corridor and area strategies (and any resultant strategic schemes identified by OCC), this document, and the new Parking Standards for New Developments document – are appropriately referenced within the core policies of the forthcoming local plans, as these carry greater weight in planning decisions than the LTCP does by itself.

1.5 National and local policy context

1.5.1 Although this document sets out a new way of undertaking transport assessments and puts a greater emphasis on giving primacy to ensuring high-quality walking, cycling, and public transport provision across the county than has previously been the case, there is a significant body of existing policy that is supportive of this new approach. Provided below is a summary of the relevant national and local policy that lends weight to moving towards the ‘decide and provide’ approach.

1.6 NPPF and the DfT’s Decarbonising Transport plan

1.6.1 Section nine of the NPPF discusses the promotion of sustainable transport, which supports the aims of this document. Paragraph 104 (p.30) states that:

Transport issues should be considered from the earliest stages of plan-making and development proposals, so that:

- a) the potential impacts of development on transport networks can be addressed;
- b) opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;
- c) opportunities to promote walking, cycling and public transport use are identified and pursued;

d) the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and

e) patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.

1.6.2 Additionally, paragraphs 110 to 113 (pp.31-32) stipulate how development proposals should be considered. Of particular note, it states that it should be ensured that (p.32), “appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location”.

1.6.3 Further to this, a key consideration when considering the sufficiency of connectivity provision for a development proposal is the requirement for it to be ensured that (p.32), “safe and suitable access to the site can be achieved for all users”. Bearing this in mind in the context of the subsequent paragraph, which states (paragraph 111, p.32):

Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

...if a proposed development has not provided for safe and suitable connections to the site for walking and cycling, this should be considered to be an unacceptable impact on highway safety.

1.6.4 Finally, the Department for Transport (DfT) has produced a plan which sets out the government’s commitments and the actions needed to decarbonise the entire transport system in the UK, this is called, ‘Decarbonising transport: a better, greener Britain’ (DfT, 2021a), and states (p.158):

We recognise that the government has a role in helping Local Planning and Highways Authorities to better plan for sustainable transport and develop innovative policies to reduce car dependency. We need to move away from transport planning based on predicting future demand to provide capacity (‘predict and provide’) to planning that sets an outcome communities want to achieve and provides the transport solutions to deliver those outcomes (sometimes referred to as ‘vision and validate’). We will continue to work with MHCLG to identify how we can best support local authorities to develop innovative sustainable transport policies as part of the planning process, how this can be used to better assess planning applications, and better monitor local transport outcomes to deliver on our ambitions for sustainable transport use.

1.7 Local Plan policies

1.7.1 The four district councils and the city council all have policies in their respective local plans strongly supporting the promotion of sustainable and active transport modes and seeking to reduce the need to travel, key extracts from these policies are listed below.

1.7.2 Cherwell Local Plan 2011-2031: Part One, Policy SLE 4: Improved Transport and Connections (p.55):

All development where reasonable to do so, should facilitate the use of sustainable modes of transport to make the fullest possible use of public transport, walking and cycling. Encouragement will be given to solutions which support reductions in greenhouse gas emissions and reduce congestion.

1.7.3 Oxford Local Plan 2036, Policy M1: Prioritising walking, cycling, and public transport (pp.104-106):

Planning permission will only be granted for development that minimises the need to travel and is laid out and designed in a way that prioritises access by walking, cycling and public transport.

1.7.4 South Oxfordshire Local Plan 2011-2035, Policy TRANS2: Promoting Sustainable Transport and Accessibility (pp.149-150):

The Council will work with Oxfordshire County Council and others to...

- iii) ensure new development is designed to encourage walking and cycling, not only within the development, but also to nearby facilities, employment and public transport hubs;
- iv) support provision of measures which improve public transport (including Park & Ride), cycling and walking networks within and between towns and villages in the district;

and Policy TRANS4: Transport Assessments, Transport Statements and Travel Plans (p.153):

Proposals for new developments which have significant transport implications that either arise from the development proposed or cumulatively with other proposals will need to submit a Transport Assessment or a Transport Statement, and where relevant a Travel Plan. These documents will need to take into account Oxfordshire County Council guidance and Planning Practice Guidance and where appropriate, the scope should be agreed with Highways England.

1.7.5 Vale of White Horse Local Plan 2031: Part One, Core Policy 33: Promoting Sustainable Transport and Accessibility (p.124):

The Council will work with Oxfordshire County Council and others to...

- ii. ensure that developments are designed in a way to promote sustainable transport access both within new sites, and linking with surrounding facilities and employment

and Core Policy 35: Promoting Public Transport, Cycling and Walking (p.126):

- iii. ensure that new development is designed to encourage walking as the preferred means of transport, not only within the development, but also to nearby facilities and transport hubs

1.7.6 West Oxfordshire Local Plan 2031, Policy T1: Sustainable transport (p.90):

Priority will be given to locating new development in areas with convenient access to a good range of services and facilities and where the need to travel by private car can be minimised, due to opportunities for walking, cycling and the use of public transport, particularly where this would help to reduce traffic congestion on the routes around Oxford and the Air Quality Management Areas at Witney and Chipping Norton.

and Policy T3: Public transport, walking and cycling (p.101):

All new development will be located and designed to maximise opportunities for walking, cycling and the use of public transport.

PART TWO | Transport Modelling, Evidencing Trip Rates, and Document Updates

This part of the document sets out the assumptions that should be made for permitted, committed and planned growth; the suitability of various evidentiary sources; the consideration of the long-term effects of Covid-related transport impacts; the relationship between car parking provision and trip rates; the applicability of the car trip reduction targets in the LTCP; how this document should inform the evidence base for local plans; and the requirement for periodic updates to the document.

2.1 Assumptions for permitted, committed, and planned growth

2.1.1 As before, a scoping exercise will need to be undertaken to ensure that transport assessments (and transport statements) take appropriate account of permitted, committed, and planned growth which will generate traffic impacts on the area of the highway network also impacted by the proposed development.

2.1.2 Amongst other matters, this will need to be considered in the context of whether it is intended for TEMPro (using DfT data to forecast the growth in trip origin-destinations over time) to be used and the appropriate inclusion of growth allocated in an emerging or adopted local plan.

2.1.3 As with proposed development itself, different scenarios accounting for permitted, committed, and planned growth may be required based on various plausible trip generation scenarios. This may include scenarios that assume that background growth will generate trips derived from current travel behaviours or that reductions in private car dependence will be achieved, which can be attributed to suitable rationale and evidence.

2.1.4 When considering the scenarios to be tested to account for background growth reference should be made as appropriate to the scenarios and assumptions identified in Table 1 (p.29, 2018) of the DfT's Road Traffic Forecasts 2018: Moving Britain Ahead.

2.1.5 Further to this, future year scenarios will need to be tested appropriate to the specific development proposal (taking into account its scale, build-out programme, etc.) and will need to be agreed with OCC transport officers. Where relevant, future year scenarios will also need to be agreed with National Highways.

2.1.6 In this way, the transport assessment can ensure that the residual cumulative impacts on the transport network can be adequately identified and addressed as required in the NPPF (paragraphs 111 and 113, p.32).

2.2 Sources of evidence for justifying trip rates

2.2.1 As importantly noted in the TRICS guidance (2021a, p.24):

A clear evidence-based approach to D&P should be taken and reported upon in the TA (or TS) accordingly. A robust evidentiary base, transparently and accurately sourced, remains as important as ever. Up-to-date and relevant evidence should be cited wherever possible.

2.2.2 The starting point for determining existing and forecast multi-modal trip rates for all scenarios will be using the TRICS database. However, should supplementary evidence be considered useful or necessary, the inclusion of other evidentiary sources could be considered.

2.2.3 One such potential source may be to utilise travel to work data from the ONS census in 2011. Census data from 2021 is not suitable as it was undertaken in the midst of the Covid pandemic so is not representative of typical travel patterns due to a number of influencing factors. How TRICS and census data can be utilised is discussed in more detail in Part Three (pp.12-21).

2.2.4 Other potential sources may include existing survey data from other sites, survey data of other locations commissioned by the applicants of the proposed development, or empirical studies from academic sources as long as they are from an appropriate timescale (typically no older than 3-5 years) and are sufficiently comparable in respect of location, proximity to key services, connectivity characteristics (i.e. walking, cycling, and public transport provision), and other significant variables.

2.2.5 The use of all evidentiary sources will need to be appropriately justified and their acceptability must be agreed with OCC transport officers. Where relevant, evidentiary sources will also need to be agreed with National Highways.

2.2.6 Use of DfT National Travel Survey (NTS) data to forecast multi-modal trip rates is not considered acceptable unless it can be justified that it is directly relatable to the specific characteristics of the proposed development. Typically, referencing national trends will be unacceptable as these are not directly relevant to any specific location. The NTS acknowledges the limitations of its findings in its Quality Report (DfT, 2020a, p.3), stating:

The NTS is not designed to produce robust data below regional level. Whilst it is possible to analyse data for smaller geographies than regions, for example local authorities, often many years of data need to be combined to obtain a suitable sample size. Even then this is not ideal as weightings are applied to the sample to be representative of England. This is likely to skew analyses as demographics at sub-national level can vary significantly from the national level.

2.2.7 Furthermore, while the NTS identifies a trend in the reduction of annual trips (DfT, 2020b, p.1) at the national level, analysis of ONS census data from 2001 and 2011 (Marsden, 2018) shows that this reduction has fallen more sharply in urban areas than in rural areas. Additionally, while the commuting mode share for private cars in London and regional centres has decreased over the same period, the mode share for private cars has instead increased in smaller towns and rural areas.

2.3 Accounting for Covid-related transport impacts

2.3.1 As noted in the LTCP (2022a, p.12), the long-term effects on travel behaviour resulting from the ongoing Covid-19 pandemic are still not yet known. Although much speculation has taken place about the potential shift towards more homeworking for office-based jobs, it remains too early to make any meaningful or quantifiable judgements about how shifts in travel behaviour are likely to be impacted in the mid to long-term.

2.3.2 Indeed, as of April 2022, traffic count data recorded across Oxfordshire by OCC shows that there is an uneven impact on peak time traffic levels and five-day average flows, with some areas seeing a return to pre-pandemic levels, while other locations are above or below pre-pandemic levels. Meanwhile, bus patronage typically remains significantly lower than pre-pandemic levels.

2.3.3 Accordingly, it may only be appropriate to include any predictions about Covid-related impacts on mode share or trip generation in future year scenarios as sensitivity tests at this juncture. However, should new travel patterns begin to emerge over the

course of the coming years and there is suitable supporting data to evidence these new behaviours, these could be considered in transport assessments in the mid to long-term as a separate scenario to be tested alongside other scenarios. Any suppositions made would also need to be carefully monitored to record whether these in fact materialise.

2.3.4 Collecting this data through monitoring will make an important contribution to understanding these emerging travel behaviour patterns, as recognised by the International Transport Forum in their Travel Transitions research report (2021).

2.4 Car parking provision and trip rates

2.4.1 Parking provision must be proposed in line with OCC's new Parking Standards for New Developments (2022). Studies have shown that the availability and convenience of car parking can have an effect on car usage, both at journey origin from residential developments (Transport for London, 2012 and Guo, 2013) and, in the context of commuting, at journey destination (Dalton, *et al*, 2013 and Christiansen, *et al*, 2017), with parking costs also an important factor.

2.4.2 However, these studies also show that there are a number of other factors that also influence car usage, including public transport availability and travel time or distance to work. Accordingly, when setting trip rate assumptions in transport assessments (or transport statements), the proposed car parking provision can be considered as an influencing factor but should not be identified in isolation as a means of reducing anticipated car trips.

2.4.3 Providing car parking in line with the latest OCC standards (alongside cycle parking) will need to form part of a wider strategy to encourage modal shift by providing improvements to sustainable and active modes, demand management measures, and master planning (in accordance with OCC's Street Design Guide, 2021).

2.5 Use of LTCP car trip reduction targets

2.5.1 The LTCP includes the following targets for replacing or removing car trips across the County (2022a, p.6):

By 2030 our targets are to:

- Replace or remove 1 out of every 4 current car trips in Oxfordshire
- Increase the number of cycle trips from 600,000 to 1 million cycle trips per week
- Reduce road fatalities or life changing injuries by 50%

By 2040 our targets are to:

- Deliver a net-zero transport network
- Replace or remove an additional 1 out of 3 car trips in Oxfordshire

By 2050 our targets are to:

- Deliver a transport network that contributes to a climate positive future
- Have zero, or as close as possible, road fatalities or life-changing injuries

2.5.2 At the time of writing, the means of achieving these targets have yet to be comprehensively identified. The forthcoming area transport strategies and transport corridor strategies, OCC's new Parking Standards for New Developments (2022) document and the Street Design Guide (2021) will all play important roles in working towards these targets, as will the emerging local plans, and individual development sites.

2.5.3 Therefore, it may be challenging to substantiate how these targets will be achieved to a sufficient degree of certainty for the purposes of modelling a core scenario. However,

with respect to traffic generated by a development site or background and committed growth, it may be appropriate for transport assessments to include additional sensitivity scenarios with these target reductions as a basis for trip rate assumptions. For further discussion of how uncertainty should inform the choice of core and alternative scenarios, see paragraphs 1.3 and 3.50 of the DfT's Uncertainty Toolkit (2021b) and sections 3 to 5 of the DfT's TAG Unit M4: Forecasting and Uncertainty (2019).

2.5.4 Furthermore, as the means of achieving these targets will not solely be within the control of any particular development proposal – rather they will be contributing towards these aims – it would be inappropriate for an accompanying transport assessment (or transport statement) to assume the delivery of strategic improvements is sufficiently certain, notably in the potential absence of funding or planning permission.

2.5.5 Some exceptions may be made for a specific scheme if a particular impact on site traffic or background growth is directly attributable to said scheme and if it has sufficient certainty of delivery (e.g. is fully funded and has planning permission).

2.6 Transport modelling for Local Plans

2.6.1 It is anticipated that the evidence base produced for the local plans of the respective districts and the city will be supported by modelling undertaken using the Oxfordshire Mobility Model.

2.6.2 To ensure a consistent approach with transport assessments for individual development proposals, the evidence bases for local plan development should also adopt a similar methodology as required in this document by modelling a range of plausible scenarios, which incorporate different assumptions about trip generation.

2.6.3 In this way, the plan-making process (as described in section 1.4) can anticipate potential issues with various spatial strategies that may be under consideration. It will enable the more successful identification of opportunities to ensure suitably high-quality sustainable and active mode connectivity, and opportunities to reduce the need to travel.

2.6.4 Accordingly, as with the process for identifying impacts at the planning application stage, the transport evidence for plan-making must also consider multiple plausible scenarios for trip generation (see Stage 2: Scenario testing, pp.15-17) associated with the spatial strategy identified in the local plan. This will help to ensure that connectivity for sustainable and active modes can be provided for sufficiently and instances where failing to do so results in locations on the highway network that are over capacity are understood.

2.7 Future updates to this document

2.7.1 In order to keep aligned to changes in local and national policy and legislation, this document will be periodically reviewed and updated. For example, the Planning for the Future White Paper (MHCLG, 2020, p.62) proposed significant reforms to the combined system of S106 contributions and the Community Infrastructure Levy by consolidating them into a single levy at a nationally-set rate. If such changes were to take place, this would prompt the requirement for this document to be amended accordingly.

2.7.2 It is recognised that the approach in this document represents a significant change in how transport assessments are undertaken, how the resultant connectivity improvements are identified, and how impacts are monitored over time. As the TRICS guidance acknowledges (para 11.7, p.29):

As transport professionals, we are directly experiencing the paradigm shift to a new D&P approach. It can be uncomfortable moving on from familiar and ingrained ways of working and we can only learn by doing.

2.7.3 Considering this represents a new way of working it is also possible that changes will need to be made to refine how the document works in practice. It is anticipated that a review of the OCC document will take place every 12-18 months, in line with the timescales identified in the TRICS guidance (paragraph 1.8, p.8).

DRAFT

PART THREE | Implementing ‘Decide and Provide’ within Transport Assessments

This third and final part of the document details the process for implementing the ‘decide and provide’ approach through the transport assessment (or transport statement) accompanying a planning application. This is set out in three main stages: identifying accessibility characteristics; scenario testing; and monitoring and managing outcomes. A flow-diagram summarising the three stages of the process is provided at Appendix 1 (see p.23). A supplementary step-by-step guide has also been produced, which

It is critical that the process described below is undertaken thoroughly, all parameters are appropriately scoped and agreed with OCC, all assumptions are robustly evidenced, and that this is comprehensively and clearly reported in the resulting transport assessment (or transport statement). To this end, it is strongly recommended that pre-application highways advice is sought early in the application process to determine and agree the appropriate parameters (OCC, 2022b).

3.1 Stage 1: Identifying accessibility characteristics

3.1.1 The TRICS guidance advises that a visioning exercise should be undertaken to identify what kind of place is intended to be made through the proposed development. It states that three key questions should be answered (paragraph 6.5, p.17):

- What sort of place are we creating?
- What kind of activities do we need or desire to travel for?
- How will we provide for mobility?

3.1.2 These are very important questions to consider as part of a master-planning exercise and will help to identify and inform key elements of a proposed development such as its mix of uses and their relative locations to ensure that the optimal connectivity is achieved in accordance with the LTCP transport user hierarchy.

3.1.3 For the purposes of informing transport assessments, this high-level vision needs to be translated into suitably defined elements, which in turn can inform the necessary provision of on and off-site provision for all modes, parking levels, and public transport improvements.

3.1.4 This document considers accessibility as a combination of the influences of proximity and connectivity. Identifying the characteristics of a site inherent to its location, such as its proximity to key services, whether schools, leisure and healthcare centres are to be provided within the development, and those characteristics that can be changed through connectivity improvements, is fundamental to establish anticipated trip rates for the various scenarios to be tested by identifying comparable sites in the TRICS database.

3.2 Proximity and connectivity metrics for new developments

3.2.1 The comparable sites used in the TRICS database should be identified by following the general principles set out in the TRICS Good Practice Guide (2021b, see Section 4, pp.7-10). However, to ensure a sufficiently robust process has been undertaken in determining this comparability, in addition to this, the first activity for proposed residential development (for employment developments, see paragraphs 3.2.13-3.2.14) that should be undertaken is to determine which services are accessible within a 20-minute walk (i.e. 10 minutes each way) and whether the sites to be used as comparisons share similar accessibility characteristics.

3.2.2 The LTCP contains policies on promoting 20-minute neighbourhoods, including Policy 13 (2022a, p.61), which states that we will:

Work with our District and City Councils to ensure that regeneration schemes and new developments support application of the 20-minute neighbourhood model to create walkable, vibrant neighbourhoods.

As such, undertaking this assessment will also help to determine the extent to which a proposed development succeeds in meeting this policy objective. Furthermore, by identifying services that are beyond a 20-minute return walk, it will help to identify destinations to which improvements to cycling and public transport connectivity will need to be made. The 20-minute neighbourhood assessment is not intended as a comprehensive means of identifying all improvements for sustainable and active modes. Therefore, it should be noted that such improvements may also be required to destinations within a shorter distance and to other locations not identified through this process.

3.2.3 In line with the LTCP (2022a, see pp.56-61) and with the Town and Country Planning Association's (TCPA, 2021) guidance on 20-Minute Neighbourhoods, a 20-minute return walk should be based on an 800-metre walking distance, i.e. ten minutes there and ten minutes back. For the purposes of this document, this is taken to be within an 800-metre distance from the centre of the site. This must be based on available walking routes as opposed to a radius to better reflect actual, rather than theoretical, distances. The services to be identified as being within a 20-minute walk are:

- Primary school
- Secondary school
- Supermarket or local grocery shop (selling fresh food)
- GP surgery
- Employment (such as a town centre, science park, business park, industrial estate, or other employment sites of a similar scale, e.g. major hospital, university, etc.)

3.2.4 If the provision of any of these five key services forms an intrinsic part of the proposed development, then the distance to these new locations can be used.

3.2.5 The acceptability of these five services should be agreed as part of the transport assessment (or transport statement) scoping exercise. For example, the schools identified should have sufficient capacity (or can be expanded) to accommodate new pupils.

3.2.6 This assessment must also take appropriate account of severance issues caused by railways, roads (particularly dual-carriageways and motorways), waterways, or any other obstacle that would impact on walking and cycling routes. It must also take account of the comparable quality of the provision for walking and cycling. For example: whether the routes have street lighting; controlled crossings; footways of a suitable width, etc.

3.2.7 In addition to comparison sites being of a similar proximity to the five key services identified above, they should also have similar provision in terms of cycling connections (in terms of both destinations served and quality) and access to similar levels of bus and rail services in terms of both frequency, journey times (i.e. directness of service), and number of key destinations served.

3.2.8 The rationale for including these five services is based on the importance attributed to walkable access to education, healthcare, and jobs in the TCPA's guidance (see Section 2, pp.16-32).

3.2.9 Additionally, access to primary schools, supermarkets, and GP surgeries is identified in the Ministry for Housing, Communities, and Local Government's (MHCLG) English Indices of Deprivation 2019 Technical Report (p.51) as, "...important for people's day-to-day life and to which people need to have good geographical access". Proximity to these services is used as one of the indicators of deprivation.

3.2.10 Finally, the Department for Transport's National Travel Survey (DfT, 2020b, p.2) identifies the three most common trip purposes in 2019 (the most recent year for which data is available prior to the impacts of the Covid-19 pandemic) as being: leisure (26%); shopping trips (19%); and commuting (15%), which lends further weight to the identification of the proximity of the services listed above. Some geographical variations in trip purpose proportions may exist, but it is likely that these three general trip purposes are common to all locations.

3.2.11 Although leisure trips are identified as the most common trip purpose, these are derived from the combination of six different journey purposes (as defined in the NTS): 'Visiting friends at private home'; 'Visiting friends elsewhere'; 'Entertainment / public activity'; 'Sport: participate'; 'Holiday: base'; and 'Day trip'. Consequently, given the diffuse nature of these destinations and their specificity to an individual, it is not possible to capture this trip purpose in the accessibility characteristics metrics.

3.2.12 Not all development proposals will be within a 20-minute walk of all of these key services but identifying the distances to these destinations will provide a sufficient understanding of whether a site's proximity to these locations is of appropriate comparability with sites in the TRICS database.

3.2.13 For proposed employment developments, the first step will be to identify existing employment sites of a similar scale to the proposed development and assess the proximity and scale of nearby settlements to establish the pool of potential employees for the site and the travel options available to them.

3.2.14 Instead of using the 20-minute neighbourhood metrics to establish the comparability of sites, an assessment should be undertaken to establish the relative quality of existing connectivity for walking and cycling, the frequency, journey times (i.e. directness of service), and number of key destinations served by bus and rail. In doing so, this will provide an indication of the potential for prospective employees to reach the site and the opportunities they have (or will have following improvements) to access the site by active and sustainable modes.

3.2.15 It is acknowledged that there are numerous factors that can influence the travel behaviour of residents and employees and therefore the accessibility characteristics identified above are an unavoidably imperfect means of determining the potential trip generation of a proposed development. Nevertheless, this remains an important exercise, especially in the context of considering a site's compliance with the LTCP Policy 13. When choosing suitable sites to be used as comparisons, it may be preferable (and more robust) to use the average trip generation of multiple sites that are broadly similar instead of using only one site that is more directly comparable.

3.3 Mixed-use development: internalisation and localisation

3.3.1 In addition to the assessment described above, where a proposed development includes a mix of uses, the resultant internal and external trips will need to be identified

and included in the modelling. These anticipated trip rates must be appropriately evidenced, and consideration will also need to be given as to how these trips can be provided for in respect of sustainable and active mode provision.

3.3.2 When considering the suitability of evidentiary sources these must take account of whether the sample data has appropriately comparable characteristics in terms of the ONS Indices of Multiple Deprivation, car ownership levels, rates of employment, and bus and rail connectivity. Additionally, the data sample size should be of a sufficient scale in order that small numbers of those working in that area do not unduly skew the data.

3.3.3 Examples of uses that may result in both internalisation and localisation (i.e. trips attracted from outside the development in the case of the latter) include schools, employment, sports and leisure facilities, and local shops within residential sites. Within large employment sites, examples include sports and leisure facilities and local shops.

3.3.4 The internalisation and localisation rates may vary between different future year scenarios depending on the phasing of facilities that are expected to influence these rates. For example, if there are future year scenarios to be modelled in 2025 and 2030 and a school is required to be provided on-site in 2028, its influence on internalisation and localisation rates should only be considered in the 2030 scenario.

3.4 Stage 2: Scenario testing

3.4.1 The testing of multiple scenarios is a central tenet of the approach advocated for in the TRICS guidance, which advises that (p.19):

Scenario planning covers a broad range of approaches, but in the context of this guidance it refers to the development of a set of plausible and divergent scenarios of the future that help expose uncertainty and, in turn, allow the uncertainty to be accommodated within plan making.

3.4.2 It later goes on to explain that the extent of scenario planning should be considered on a case-by-case basis with three main parameters to be considered to inform its requirement, these are (paragraph 9.5, p.25):

- **Scale** – The need for scenario planning will increase with the project size. All major planning applications relating to 500+ homes or 5,000m² employment/retail floorspace should be supported by scenario planning.
- **Sensitivity** – The need for scenario planning will also increase with increased project sensitivity, for example in less accessible rural areas or, conversely, highly congested, dense urban environments.
- **Complexity** – The need for scenario planning will also increase with project complexity.

3.4.3 As such, these parameters should be applied to the consideration of whether a development proposal requires multiple scenarios to be modelled. It is likely that many sites that would not meet the criteria for scale would still be required to test multiple scenarios due to their sensitive locations. It is strongly recommended that pre-application highways advice is sought early on in the process to agree modelling requirements.

3.4.4 Whilst the requirement for modelling multiple scenarios based on different trip rates may be less likely for smaller sites and minor applications, the principles of reducing dependence on the private car and providing for sustainable and active modes are applicable in all contexts. As noted in the TRICS guidance (2021a, p.25), 'As an approach, a way of thinking or mindset, D&P is relevant to all scales of development and its application can be tailored accordingly.'

3.4.5 For all scales of development, if a proposed development is delivering (or contributing towards) any kind of improvements to active and sustainable modes and intending to base a reduction in vehicular trip rates in a transport assessment on that basis or intending to justify a reduction in vehicular trip rates for any other reason, then at least two modal share assumption scenarios will be required to be modelled.

3.4.6 However, if a development is not able to justify lower trips through the aforementioned means, it is less likely that there will be a requirement for additional scenarios to be tested. This would raise other concerns though, as it would suggest that the development proposal was insufficiently providing for sustainable and active modes, thus potentially suggesting that it is not policy compliant and that it is not a sustainable location for development.

3.4.7 In most cases it is likely that there will be a need to model between two and five scenarios. It is likely that the scenarios will need to incorporate different trip rate assumptions for the development proposal, connectivity improvements, and extrapolated trends in trip rates for the site and background growth assumptions. These are explored in detail in this following section and are summarised as follows:

- 1. Reference cases:** These scenarios are essential to establish the baseline or 'without development' conditions of the transport network. Appropriate scenarios will need to be identified to reflect different trip generation assumptions for permitted, committed, and planned growth.
- 2. Do-minimum:** This will utilise trip rates derived from comparable sites from the TRICS database based on the proposed development's proximity to key services and its current connectivity provision (i.e. without proposed improvements).
- 3. With connectivity improvements:** Once proposed connectivity improvements are identified, a second set of comparable sites from TRICS (or derived from other sources) is identified that resemble more closely the accessibility characteristics of the proposed development when taking into account the associated proposed improvements.
- 4. Requirement and phasing of further improvements:** Should the proposed improvements modelled in the previous scenario prove to be inadequate to address the impacts of the development proposal, further improvements will need to be identified and modelled. This scenario may also be needed to identify the phasing of improvements, particularly for sites with a protracted build-out programme.
- 5. Extrapolated trends:** Trend data from TRICS will be used to extrapolate potential future behaviour resulting in vehicular trip rates increasing or decreasing (or remaining broadly static) over time in order to accommodate the uncertainty of future travel patterns, this reduction or growth in vehicular trips should be applied to the site and the background growth assumptions as appropriate.

3.4.8 The 'do-minimum' will be based on multi-modal trip rates derived from the TRICS database using other comparable sites. Detailed justification must be provided as to why these comparison sites are suitable (see section 3.2) and reflect as closely as possible the characteristics of the proposed development's location in its current state, i.e. without any of the proposed off-site improvements.

3.4.9 This justification must be reported in the transport assessment (or transport statement as applicable) and will include the accessibility characteristics (see Stage One,

pp.12-15) of the comparison sites plus an assessment of the connectivity provision at the comparison sites to ensure that the proposed improvements associated with the development proposal are also of a similar quality.

3.4.10 This means that the comparison sites should be of a similar proximity to the five services identified in stage one but also have similar provision in terms of walking and cycling connections and access to similar levels of bus services (and rail services if applicable) in terms of both frequency, journey times (i.e. directness of service), and number of key destinations served. This latter point is very important as considering proximity in isolation is insufficient, the propensity to walk and cycle will also be influenced by the quality and attractiveness of facilities.

3.4.11 The 'with connectivity improvements' scenario will need to include a list of the proposed off-site connectivity improvements and bus service enhancements, accompanied by supporting evidence of their deliverability and ongoing viability respectively. This should also take account of improvements to be delivered by others if a particular impact on site traffic or background growth is directly attributable to said scheme and if it has sufficient certainty of delivery (e.g. is fully funded and has planning permission).

3.4.12 The identification of connectivity improvements should consider the transport user hierarchy referenced in LTCP policies 1 and 2 (2022a, pp.36-39) and the embodied carbon of infrastructure referenced in Policy 27 (2022a, pp.88-90) in the LTCP. The resultant improvements identified for sustainable and active modes should always be delivered at an early stage of the build-out of a development to ensure that suitable travel choices are available and positive travel behaviours are embedded from the outset.

3.4.13 A separate review of the TRICS database can then be undertaken, this time to consider comparison sites that now more closely reflect a similar level of provision for walking, cycling and bus service levels, when taking into account the proposed connectivity improvement package associated with the proposed development, whilst also remaining comparable in respect of proximity to the five services identified in stage one.

3.4.14 The trip rates derived from this new set of comparison sites can then be used as a basis for modelling this subsequent scenario. If it is not possible to identify appropriately comparable sites in the TRICS database for the 'do-minimum' or 'with connectivity improvements' scenarios, then as discussed in section 2.2, other sources of evidence could be considered instead.

3.4.15 For instance, assuming that they can be demonstrated to have suitably comparable accessibility characteristics – using a similar methodology as described in section 3.2 – then the mode shares for travel to work data from the Lower Super Output Areas in the ONS 2011 census could be utilised. With appropriate justification, it could then be assumed that these modes shares apply to other trip purposes as well.

3.4.16 However, on the basis that TRICS covers the modal share of all trips generated by a site (regardless of purpose) and will likely be more up to date than the 2011 census, this should only be considered as a secondary option if it has already been established that there is no suitable data available from the TRICS database.

3.5 Further rationale for multiple scenario testing

3.5.1 Assuming improvements to active and sustainable transport provision are being proposed as part of a new development, it is critical that at least these two scenarios ('do-minimum' and 'with connectivity improvements') are modelled.

3.5.2 In any modelling exercise there is a reference case or a 'do-minimum' in order to enable the identification of the potential impacts of a proposal (in this case a development) and what the impact of any subsequently proposed mitigation (in this case connectivity improvements) are modelled as being. This is also necessary in order to inform whether any congestion issues arising from the development are satisfactorily addressed by the implementation of connectivity improvements or whether there remain residual impacts, the extent of said impacts, and therefore their acceptability. Without this reference case or 'do-minimum' scenario, the potential impacts of development will not have been adequately assessed as required in paragraphs 104 (p.30) and 113 (p.32) of the NPPF.

3.5.3 For example, if congestion issues are identified it is important that these do not have detrimental impacts on the journey time reliability of bus services or adversely hinder the progress of walking and cycling. In such instances bus priority measures or walking and cycling provision will be required to address these issues (see paragraphs 3.6.2 and 3.6.6 for more on this).

3.5.4 Furthermore, the modelling will form part of the evidence to justify the requirement for the connectivity improvements. By quantifying the potential modal shift achievable through the active and sustainable transport improvements and demonstrating their efficacy in addressing network capacity issues, their compliance with the three tests of the Community Infrastructure Levy Regulations will be demonstrated.

3.5.5 Additionally, testing multiple scenarios will illustrate what could happen if the connectivity improvement proposals do not achieve their desired effect, are later found to be undeliverable due to unforeseen issues, or are omitted from the subsequent S106 and S278 legal agreements, including any potential safety implications. In this way modelling these two scenarios reflects the need to accommodate uncertainty and various plausible outcomes, as is advocated for in section seven of the TRICS guidance (see pp.19-23).

3.5.6 There may also be particular locations where a choice needs to be made between a capacity improvement or a sustainable and active mode improvement. In such instances, the reference case or 'do-minimum' scenario will be necessary to properly inform this decision-making process, see further discussion of this issue in section 3.6.

3.5.7 Finally, the TRICS guidance advises practitioners (paragraph 7.19, p.22) to refer to the DfT's Uncertainty Toolkit to assist with identifying appropriate scenarios. In paragraph 3.31 (2021b, p.25) the toolkit states:

Scenarios can contain both pessimistic and optimistic elements, but objectivity and a balanced approach should be maintained. Optimistic scenarios (or scenarios which are beneficial to the proposal under consideration) should not be considered in isolation.

3.6 Considering further scenario testing and capacity improvements

3.6.1 It may be necessary to model an additional scenario in cases where significant congestion issues remain on the network after the modal shift attributable to the connectivity improvements identified in the second scenario have been taken into account.

3.6.2 For instance, capacity improvements may be justified in situations where congestion results in detrimental impacts on the journey time reliability – and therefore viable operation and attractiveness to passengers – of bus services but where the frequency of services does not warrant bus priority measures, or where the availability of land renders bus lanes (or similar) undeliverable.

3.6.3 Other scenarios that may give rise to the consideration of capacity improvements include where congestion results in highway safety issues, air quality concerns, or the impedance to walking and cycling (where segregated provision is undeliverable). However, the appropriateness of any capacity improvements will need to be considered in the context of potential carbon impacts (both embodied and operational). Furthermore, it is important to reiterate that LTCP Policy 36 (2022a, p.106) states that we will, “only consider road capacity schemes after all other options have been explored.”

3.6.4 In some locations a choice may need to be made between either delivering a capacity improvement or a sustainable and active transport improvement. Assuming that choosing the improvement to sustainable and active modes does not potentially give rise to unacceptable impacts (as noted in paragraphs 3.6.2-3.6.3), there will be a presumption in favour of the improvement that accords with the LTCP transport user hierarchy.

3.6.5 It will also be pertinent to consider the extent of potential congestion; if an improvement to walking and cycling has been facilitated by choosing not to deliver a capacity improvement and this results in queueing traffic for only short periods of the day but allows for an improvement for walking and cycling at all times, this should be considered in the decision-making process.

3.6.6 In other cases, there may be off-site sustainable and active mode improvements to be delivered (or contributed towards) by a development that do not conflict with potential capacity improvements.

3.6.7 Following the outcomes of the site’s monitoring (see section 3.7), if the anticipated mode shares are not achieved and car trips generated by the site are shown to be resulting in unacceptable impacts, it may be necessary for these capacity improvements to be delivered. However, it is important that such situations are given careful consideration: informed by suitable data; only considered once all sustainable and active mode improvements have been delivered; and that the requirement for the capacity improvement is considered as a ‘last resort’. Where relevant, these matters will also need to be agreed with National Highways.

3.6.8 In some instances, it may be appropriate for the monetary equivalent of the capacity scheme to be provided as a contribution towards strategic (i.e. delivered by OCC) improvements instead of the capacity scheme being delivered directly by the developer.

3.6.9 Another scenario will be required to identify whether the identified vehicular impacts based on current behaviour is shown to potentially increase when taking account of trends extrapolated from the TRICS database. If trends extrapolated from the TRICS database indicate an increase in vehicular trips, the potential resulting congestion will also need to be addressed appropriately, i.e. through further connectivity improvements.

3.6.10 Whether these trends actually materialise will need to be carefully monitored (see stage three on monitoring below) and if they do not transpire then the resultant issues will

need to be addressed in the S106 agreement as described above. This approach is supported in the TRICS guidance, which states (paragraph 12.3, p.30):

Should the monitoring and evaluation plan report demonstrate that the forecast trips have exceeded or indeed have not materialised then a revised schedule of transport interventions should be prepared and agreed with the planning and highway authority. In this regard the application of the monitoring regime and commitment in the obligation to follow the findings of the monitoring will be crucial to ensuring that the “decide” element is followed by “provide”.

3.6.11 The process for acquiring and analysing trend data from TRICS is described in section 16 of the TRICS guidance (2021a, p.35) and summarised as follows:

To establish historic trip trends, it is necessary to undertake a separate TRICS analysis for various time slices (initial advice is 5 year periods but this may be amended if considered appropriate) using a consistent set of filtering parameters for each time slice. The attained information can then be combined into a spreadsheet whereby the individual trip rates for each classification can be compared throughout the individual time slices to create a graph showing how trip rates have changed over time.

3.6.12 Further to this, assuming that the potential detrimental impacts of congestion on sustainable and active modes and other environmental and ecological receptors can be suitably and satisfactorily ameliorated (including air quality), it may be acceptable to allow some capacity issues affecting private motor vehicles only as this can act as an incentive to change mode choice (Metz, 2018).

3.6.13 Nevertheless, the acceptability of such instances will need to be carefully considered on a case-by-case basis and will need to be considered in the context of network management matters and OCC’s statutory duty under the Traffic Management Act (2004) to reduce and manage congestion.

3.6.14 Finally, sensitivity scenarios may be required to capture the potential impacts of strategic schemes delivered by OCC, including demand management projects. These will need to be considered appropriately according to the certainty of their delivery. It may also be useful for additional sensitivity scenarios to be tested utilising the LTCP targets of replacing or removing car trips, taking into consideration the discussion of the use of these targets in section 2.5.

3.7 Stage 3: Monitoring and managing outcomes

3.7.1 A fundamental part of implementing the ‘decide and provide’ approach as advocated in the TRICS guidance is the need to monitor the outcomes of its implementation through the travel plans accompanying development proposals. To this end, a Monitoring and Evaluation Plan (MEP) is required where a transport assessment (or transport statement) accompanies a planning application, which will be secured and implemented through the travel plan as part of the S106 agreement where needed.

3.7.2 The costs incurred by OCC having to ensure that the requisite monitoring is carried out by the applicant, plus the resources associated with reviewing the resultant monitoring outputs, will need to be covered by a suitable fee and captured in the S106 agreement.

3.7.3 The MEP will record how the trip generation and mode share of the site evolves over time. The survey specification will need to be agreed with the appropriate OCC officers and should employ the TRICS Standard Assessment Methodology or similar (as outlined in section 22 of the TRICS Good Practice Guide, 2021). The surveys must be

multi-modal, their frequency, and number will depend on the scale of the development and the timing of associated infrastructure delivery.

3.7.4 Survey design will need to take account of multi-modal trips from all access points, including walking and cycling only accesses in addition to main vehicular accesses. Attitudinal surveys should also be considered to collect qualitative data around travel behaviours. Additionally, if there are specific junctions of concern in the vicinity of the site, which may experience problems if the anticipated mode shares are not achieved, then monitoring of these locations should be included in the survey scope.

3.7.5 In the case of strategic housing or employment sites whose construction programmes span many years, monitoring the trip generation and mode shares over time is particularly important. This will facilitate an understanding of whether the expected trip generation rates identified in the various modelled scenarios are occurring in practice. It may be appropriate for the requirement for surveys to be triggered by years passed since implementation and/or levels of dwelling occupations or floorspace.

3.7.6 Further to this, masterplans and design codes should be devised at the outset to allow for sufficient flexibility so that later phases of development can be adapted to influence travel behaviour and make better provision for active and sustainable modes or change layouts and levels of parking to respond to subsequent changes in policy.

3.7.7 If a phased approach to off-site connectivity improvements has been agreed, such as those identified as only being necessary through the fourth scenario, the results of the monitoring may be needed to be used to inform the timing of infrastructure delivery being adapted accordingly. As described in the TRICS guidance (2021a, paragraph 11.6, p.29):

The MEP should reflect the site build out and the timing of the monitoring and evaluation reports agreed with the relevant LPA and the highway authority. If transport outcomes have departed from the trajectories contained within the transport strategy, then the S106 must contain a mechanism to deal with the divergence from the agreed trip scenario.

3.7.8 The requirement for monitoring is particularly important given the need to ascertain whether the anticipated modal change resulting from infrastructure provision, and the trends identified through the extrapolation of historic data, transpire in reality. For instance, in lieu of a more sophisticated (and disproportionately complex) predictive analysis, it is likely to be assumed that the increase (or decrease) in vehicular trip rates will continue at the same rate into the future, when in fact it may become apparent that over time these trends accelerate, decelerate, or plateau.

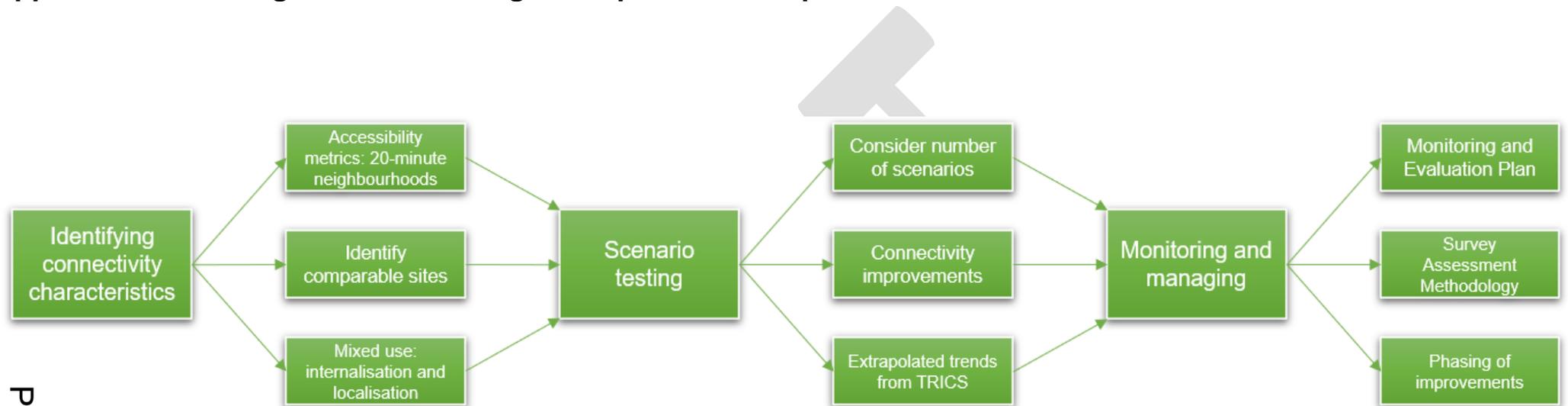
3.7.9 In the case of large-scale housing sites with a protracted build-out, it is important to monitor trip generation and mode share over multiple years as changes in behaviour may only be realised over a long-term period (Song, *et al*, 2017 and DfT, 2022).

3.7.10 Finally, if the proposed development generates traffic that will impact on any Air Quality Management Area in the vicinity, the MEP may also be required to monitor these impacts to ensure that vehicular traffic does not exceed that which is anticipated through any of the scenarios based on a reduction in trip rates. The methodology for any such monitoring and the potential ramifications of any exceedances will need to be agreed with OCC and the relevant Local Planning Authority.

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- Song, Y., *et al* (2017) '[New walking and cycling infrastructure and modal shift in the UK: A quasi-experimental panel study](#)', *Transportation Research Part A* 95, pp.320-333.
- South Oxfordshire District Council (2020) [South Oxfordshire Local Plan 2011-2035](#).
- TCPA (2021) [20-Minute Neighbourhoods](#).
- TfL (2012) [Residential Parking Provision in New Developments](#).
- TRICS (2021a) [Guidance Note on the Practical Implementation of the Decide & Provide Approach](#).
- TRICS (2021b) [TRICS Good Practice Guide](#).
- Vale of White Horse District Council (2016) [Local Plan 2031: Part One](#).
- West Oxfordshire District Council (2018) [West Oxfordshire Local Plan 2031](#).

Appendix 1: flow-diagram summarising the implementation process



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Stage One: identifying connectivity characteristics

1. For residential proposals, taking account of severance issues, measure 800-metre walking routes to five key services to determine if they are within a 20-minute return walk. For employment proposals, identify proximity to nearby settlements.
2. Review TRICS database to identify comparable sites to establish multi-modal trip rates, ensuring characteristics are sufficiently similar to the proposed site.
3. Determine rates of internalisation and localisation for mixed use development, supported by suitable evidence.



Stage Two: scenario testing

1. Consider the number of scenarios that will need to be tested. This will depend on the scale of the proposal and the sensitivity and complexity of its location.
2. Identify the connectivity improvement requirements and whether trip rate reductions can be attributed to them based on other sites from the TRICS database to derive rates for further scenarios.
3. Determine requirements for subsequent scenarios to be tested to identify the phasing of infrastructure or incorporating trends extrapolated from historic TRICS data.



Stage Three: monitoring and managing

1. Produce the Monitoring and Evaluation Plan to be implemented through the travel plan as part of the S106 legal agreement.
2. Agree the survey assessment methodology with OCC, ensuring that it is multi-modal and appropriately covers the build-out programme of the site. Also consider requirements for other impact assessments such as those relating to air quality.
3. Consider the potential requirement for phasing of connectivity improvements and secure this through the S106 and S278 legal agreements.



Oxfordshire County Council
Equalities Impact Assessment

IMPLEMENTING 'DECIDE & PROVIDE': REQUIREMENTS FOR TRANSPORT ASSESSMENTS
AUGUST 2022

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Section 1: Summary details

Directorate and Service Area	Communities, Environment and Place
What is being assessed (e.g. name of policy, procedure, project, service or proposed service change).	'Implementing 'Decide & Provide': Requirements for Transport Assessments'
Is this a new or existing function or policy?	A new technical document to implement LTCP policy
Summary of assessment Briefly summarise the policy or proposed service change. Summarise possible impacts. Does the proposal bias, discriminate or unfairly disadvantage individuals or groups within the community? (following completion of the assessment).	The 'Implementing 'Decide & Provide': Requirements for Transport Assessments' document sets out how developers will be required to follow the 'decide and provide' approach to transport planning through the transport assessments submitted as part of planning applications. The document has been devised to implement LTCP policy and will help to ensure that new developments make improvements to the transport and travel system that suitably mitigates the transport impacts of their development in line with the LTCP transport user hierarchy. This Equalities Impact Assessment shows that there is likely to be a benefit to various individuals, groups, and communities as a result of this technical document being implemented.
Completed By	Will Pedley, Senior Transport Planner
Authorised By	Hannah Battye, Head of Placemaking
Date of Assessment	01/09/22

Section 2: Detail of proposal

<p>Context / Background</p> <p>Briefly summarise the background to the policy or proposed service change, including reasons for any changes from previous versions.</p>	<p>Oxfordshire County Council's (OCC) Local Transport and Connectivity Plan (LTCP), adopted July 2022, outlines a clear vision to deliver a net-zero Oxfordshire transport and travel system. One of the policies within LTCP that will be key to ensuring this vision is realised is Policy 36, which sets out how a 'decide and provide' approach to transport planning will be adopted.</p> <p>Part 'd' of Policy 36 states that we will, "Require transport assessments accompanying planning applications for new development to follow the County Council's 'Implementing 'Decide & Provide': Requirements for Transport Assessments' document." This document has now been produced and its formal adoption by Cabinet is now recommended in order to allow the relevant OCC officers to ensure its requirements, and therefore the aims of the LTCP policy, are implemented in practice.</p>
<p>Proposals</p> <p>Explain the detail of the proposals, including why this has been decided as the best course of action.</p>	<p>OCC's LTCP sets out the target of achieving a net-zero transport and travel system by 2040, improving health and wellbeing, tackling the climate emergency, reducing private car usage, and prioritising walking, cycling, and public transport. As detailed in the LTCP, in order to achieve this, fundamental changes to the way the county's transport network functions will need to be made. Such a substantial undertaking will necessarily entail a multi-pronged approach to reshaping the way places are connected.</p> <p>Stemming from the framework set out in the LTCP there will be numerous strategies which will contribute to setting out how the network is upgraded and reconfigured in order to achieve these aspirations. Amongst these, the forthcoming area transport strategies and transport corridor strategies will be key, as will OCC's new Parking Standards for New Developments document and OCC's Street Design Guide, which will help to ensure sites are master-planned to give primacy to high-quality walking, cycling, and public transport.</p> <p>Another significant element of realising these aims will be to make the shift from an approach to transport planning characterised as the 'predict and provide' approach towards adopting a 'decide and provide' approach instead.</p> <p>The Decide and Provide approach enables the Council to decide on the appropriate vision and objectives and then developers can provide a means towards that target and vision through planning applications. As such the 'Implementing 'Decide & Provide': Requirements for Transport Assessments' document has been produced to ensure that new developments also adopt this approach. The primary aim of the document is to ensure that new developments contribute to improving the transport and travel system in accordance with the LTCP transport user hierarchy by giving primacy to walking, cycling, and public transport provision.</p>

<p>Evidence / Intelligence</p> <p>List and explain any data, consultation outcomes, research findings, feedback from service users and stakeholders etc, that supports your proposals and can help to inform the judgements you make about potential impact on different individuals, communities or groups and our ability to deliver our climate commitments.</p>	<p>The document is based on guidance that TRICS (2021) has produced, called the 'Guidance Note on the Practical Implementation of the Decide & Provide Approach' with further detail and requirements provided relevant to the LTCP. Further literature (both government and academic) is referenced throughout the document.</p> <p>It is thought to be one of the first instances of a local highway authority producing a document of this kind, i.e. completely reshaping the requirements for the way transport assessments are conducted by developers.</p> <p>An initial engagement process was undertaken which sought comments from a focussed group of internal colleagues. Following this, an engagement process was undertaken whereby input is being sought from officers at the district and city councils, industry professionals, and the authors of the guidance upon which the document is based.</p>
<p>Alternatives considered / rejected</p> <p>Summarise any other approaches that have been considered in developing the policy or proposed service change, and the reasons why these were not adopted. This could include reasons why doing nothing is not an option.</p>	<p>Previous Local Transport Plans have not typically been supported by supplementary documents intended to ensure the effective implementation of OCC policy, so in that sense doing nothing was previously the option taken.</p>

Section 3: Impact Assessment - Protected Characteristics

Protected Characteristic	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
Age	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By putting greater emphasis on ensuring that new developments contribute to improving walking, cycling, and public transport provision the document should make a positive contribution to ensuring that travel choices for all ages are more widely available and designed to be safe for all ages.	n/a	n/a	n/a
Disability	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By putting greater emphasis on ensuring that new developments contribute to improving walking, wheeling, cycling, and public transport provision the document should make a positive contribution to ensuring that travel choices for people with disabilities are more widely available.	n/a	n/a	n/a
Gender Reassignment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n/a	n/a	n/a	n/a

Marriage & Civil Partnership	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n/a	n/a	n/a	n/a
Pregnancy & Maternity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n/a	n/a	n/a	n/a
Race	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n/a	n/a	n/a	n/a
Sex	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n/a	n/a	n/a	n/a
Sexual Orientation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n/a	n/a	n/a	n/a
Religion or Belief	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n/a	n/a	n/a	n/a

Section 3: Impact Assessment - Additional Community Impacts

Additional community impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
Rural communities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By putting greater emphasis on ensuring that new developments area designed to improve rural connectivity and contribute to improving walking, cycling, and public transport provision the document should make a positive contribution to ensuring that travel choices for people living in rural communities are more widely available and planned to connect to services, education and main centres.	n/a	n/a	n/a
Armed Forces	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n/a	n/a	n/a	n/a
Carers	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By putting greater emphasis on ensuring that new developments contribute to improving walking, wheeling, cycling, and public transport provision the document should make a positive contribution to ensuring that travel choices for	n/a	n/a	n/a

Additional community impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
				carers are more widely available.			
Areas of deprivation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Lower income individuals and families may not have access or afford a private car. By putting greater emphasis on ensuring that new developments contribute to improving walking, cycling, and public transport provision the document should make a positive contribution to ensuring that affordable travel choices are more widely available.	n/a	n/a	n/a

Section 3: Impact Assessment - Additional Wider Impacts

Additional Wider Impacts	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
Staff	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n/a	n/a	n/a	n/a
Other Council Services	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The improved travel provisions as a part of decide and provide will help in supporting Public Health agendas of obesity, mental health and loneliness.	n/a	n/a	n/a
Providers	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n/a	n/a	n/a	n/a
Social Value ¹	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By putting greater emphasis on ensuring that new developments contribute to improving walking, cycling, and public transport provision the document should make a positive contribution to ensuring that travel choices are more widely available thus contributing to the economic,	n/a	n/a	n/a

¹ If the Public Services (Social Value) Act 2012 applies to this proposal, please summarise here how you have considered how the contract might improve the economic, social, and environmental well-being of the relevant area

Additional Wider Impacts	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
				social, and environmental well-being of the county.			

Section 4: Review

Where bias, negative impact or disadvantage is identified, the proposal and/or implementation can be adapted or changed; meaning there is a need for regular review. This review may also be needed to reflect additional data and evidence for a fuller assessment (proportionate to the decision in question). Please state the agreed review timescale for the identified impacts of the policy implementation or service change.

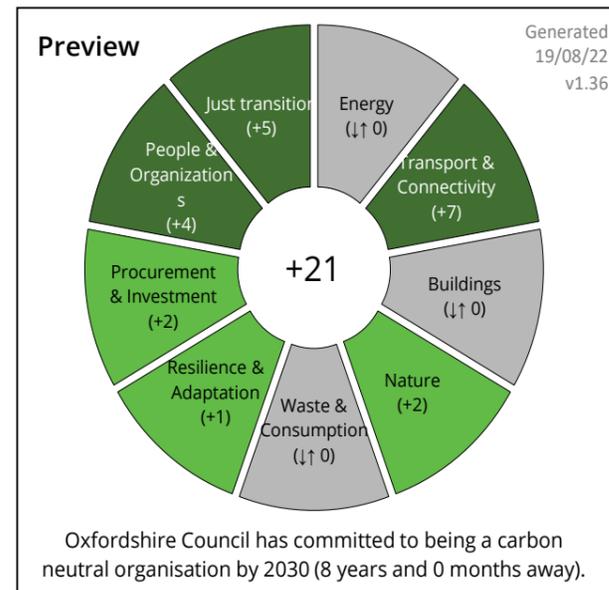
Review Date	n/a
Person Responsible for Review	n/a
Authorised By	n/a

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Climate Impact Assessment

Summary

Directorate and Service Area	Environment and Place, Growth and Economy
What is being assessed	Implementing 'Decide & Provide': Requirements for Transport Assessments
Is this a new or existing function or policy?	A new technical document
Summary of assessment	The assessment shows that the Implementing 'Decide & Provide': Requirements for Transport Assessments document should make a significant positive contribution towards the County Council's aims of addressing the climate and ecological emergency.
Completed by	Will Pedley
Climate action sign off by	Tammy Marrett, 19th July 2022
Director sign off by	Owen Jenkins, 26th July 2022
Assessment date	18th July 2022



Detail of proposal

<p>Context / Background</p>	<p>The document sets out OCC's requirements for implementing Local Transport and Connectivity Plan (LTCP) policy on adopting a 'decide and provide' approach to transport planning in transport assessments (submitted as part of planning applications for new development).</p>
<p>Proposal</p>	<p>This document supports the implementation of LTCP policy to ensure that the policy is effective in its aims.</p>
<p>Evidence / Intelligence</p>	<p>The document is based on guidance that TRICS (2021) has produced, called the 'Guidance Note on the Practical Implementation of the Decide & Provide Approach' with further detail and requirements provided relevant to the LTCP. Further literature (both government and academic) is referenced throughout the document.</p> <p>It is thought to be one of the first instances of a local highway authority producing a document of this kind, i.e. completely reshaping the requirements for the way transport assessments are conducted by developers.</p> <p>An initial engagement process has been undertaken which sought comments from a focussed group of internal colleagues. Following this, an engagement process is about to be embarked upon whereby input is being sought from officers at the district and city councils, industry stakeholders, other local highway authorities, and the authors of the guidance upon which the document is based.</p>
<p>Alternatives considered / rejected</p>	<p>Previous Local Transport Plans have not typically been supported by supplementary documents intended to ensure the effective implementation of OCC policy, so in that sense doing nothing was previously the option taken.</p>

Category	Impact criteria	Score (-3 to +3)	Description of impact	Actions or mitigations to reduce negative impacts	Action owner	Timeline and monitoring arrangements
Energy	Increases energy efficiency	0	n/a			
Energy	Promotes a switch to low-carbon or renewable energy	0	n/a			
Energy	Promotes resilient, local, smart energy systems	0	n/a			
Transport & Connectivity	Reduces need to travel and/or the need for private car ownership	2	The fundamental aim of this document is focussed on helping to ensure that new developments across the county are located in places where the need to travel is minimised. Where travel is necessary it should be via sustainable and active modes, facilitated and encouraged by improvements to provision for these modes delivered by developments or by contributions towards schemes delivered by OCC instead of highway capacity improvements designed only for the private motor vehicle.			
Transport & Connectivity	Supports active travel	2				
Transport & Connectivity	Increases use of public transport	2		May indirectly help to assist in a move towards electrification of public transport by encouraging a greater focus on investment in improvements to bus services.		
Transport & Connectivity	Accelerates electrification of transport	1				
Buildings	Promotes net zero new builds and developments	0	n/a			
Buildings	Accelerates retrofitting of existing buildings	0	n/a			
Nature	Protects, restores or enhances biodiversity, landscape and ecosystems	1	By seeking to minimise new road building, this document should help to protect local habitats and wildlife.			
Nature	Develops blue and green infrastructure	0	n/a			
Nature	Improves access to nature and green spaces	1	By improving provision for active modes, walking and cycling networks should in turn be better connected to nature and green spaces.			
Waste & Consumption	Reduces overall consumption	0	n/a			
Waste & Consumption	Supports waste prevention and drive reuse and recycling	0	n/a			
Resilience & Adaptation	Increases resilience to flooding	0	n/a			
Resilience & Adaptation	Increases resilience to other extreme weather events (e.g., storms, cold snaps, heatwaves, droughts)	0	n/a			

Resilience & Adaptation	Increases resilience of council services, communities, energy systems, transport infrastructure and/or supply chains	By contributing towards decarbonising the transport network, 1 this document helps to reduce the transport network's detrimental impacts on climate change
Procurement & Investment	Procurement practices prioritise low-carbon options, circular economy and sustainability	0 n/a
Procurement & Investment	Investment being considered supports climate action/ is consistent with path to net zero	The document will directly influence the refocussing of investment 2 towards making improvements to encourage and facilitate the use of active and sustainable modes of
People & Organizations	Drives behavioural change to address the climate and ecological emergency	2 The document will result in a greater emphasis on the delivery of infrastructure improvements to encourage and facilitate sustainable and active mode use by people travelling within Oxfordshire. The document supports the County Council's and other organisation's
People & Organizations	Drives organizational and systemic change to address the climate and ecological emergency	2 (district and city councils, developers, etc.) efforts to address the climate and ecological emergency.
Just transition	Promotes green innovation and job creation	1 Through ensuring that new developments are appropriately connected by better walking and cycling routes and public transport services, this may in turn help to drive green innovation and job creation. As a result of encouraging greater use of active transport modes, this will
Just transition	Promotes health and wellbeing	2 help to address air quality, encourage more people to be active, and improve access to green open space. The document should result in better
Just transition	Reduces poverty and inequality	2 access to low-carbon or zero-carbon transport options.

Overview & Scrutiny Recommendation Response Proforma

Under section 9FE of the Local Government Act 2000, Overview and Scrutiny Committees must require the Cabinet or local authority to respond to a report or recommendations made thereto by an Overview and Scrutiny Committee. Such a response must be provided within two months from the date on which it is requested and, if the report or recommendations in questions were published, the response also must be so.

This proforma provides a structure which respondents are encouraged to use. However, respondents are welcome to depart from the suggested structure provided the same information is included in a response. The usual way to publish a response is to include it in the agenda of a meeting of the body to which the report or recommendations were addressed.

Issue: Response to the Recommendations of the Carbon Reduction Targets Working Group

Lead Cabinet Member(s): Councillor Sudbury

Date recommendation/report published: 19th July 2022

Response to report:

Please see below responses to the recommendations made in the report of the Carbon Reduction Targets Working Group.

Response to recommendations:

Recommendation	Accepted, rejected or partially accepted	Proposed action (if different to that recommended) and indicative timescale (unless rejected)
1. The council continue to work to understand and quantify its emissions, particularly supply chain emissions.	Accepted	<p>The council is working to continually improve both the accuracy and scope of its internal carbon emissions reporting.</p> <p>Historically, the council has not committed to reducing its supply chain (scope 3) emissions and our current reporting of such emissions is therefore very limited. More recently, the council has made progress on addressing its scope 3 emissions, including by:</p>

Overview & Scrutiny Recommendation Response Proforma

Recommendation	Accepted, rejected or partially accepted	Proposed action (if different to that recommended) and indicative timescale (unless rejected)
		<ul style="list-style-type: none"> • Committing, through the Strategic Plan 2022-25, to set science-based emission reduction targets for our major suppliers. • Undertaking a high-level expenditure-based assessment of the emission hotspots in our supply chain to focus our decarbonisation efforts. • Securing resources to appoint a new role focussed on supply chain decarbonisation. <p>Looking ahead, we expect to make further progress to address our supply chain emissions:</p> <ul style="list-style-type: none"> • We are committed to expanding our greenhouse gas reporting data to include data taken from our major suppliers. • A supplier engagement exercise will commence in 2022, with the aim to report a wider range of supply chain emissions in greenhouse gas reports the following year.
<p>2. The council continue to provide leadership through its focus on reducing its own carbon emissions, develop a route map to a zero-carbon Oxfordshire and engage other organisations and the public in respect of why they should, and how they can, reduce their emissions, including by sharing the learning generated by the council's decarbonisation initiatives.</p>	<p>Accepted</p>	<p>In addition to its internal carbon reduction workstreams, the council also works on programmes and partnerships aimed at achieving net zero emissions across Oxfordshire. This work includes:</p> <ul style="list-style-type: none"> • Our Local Transport and Connectivity Plan, • Workstreams to enable electric vehicle charging. • Supporting the retrofit of homes in Oxfordshire. • The council is supporting the Community Action Group partnership, which enables communities to

Overview & Scrutiny Recommendation Response Proforma

Recommendation	Accepted, rejected or partially accepted	Proposed action (if different to that recommended) and indicative timescale (unless rejected)
		<p>undertake their own projects on environmental issues.</p> <ul style="list-style-type: none"> • As part of the Future Oxfordshire Partnership, we are a leading member of the Environmental Advisory Group, involved in the creation of a joint route map to net-zero emissions which uses the findings of the Pathways to Zero Carbon Oxfordshire report. This piece of work is due to complete in Q3 2022. • We are leading on the development of a new website and a range of communications activity is being developed in partnership with all of Oxfordshire's councils to provide residents with information to support climate action.
<p>3. The council continue to educate staff and service providers on the importance of carbon and emissions accountability and seek improvements and feedback to improve, accelerate and engage staff wherever possible.</p>	<p>Accepted</p>	<p>To improve education and outreach on the importance of carbon emissions and increasing accountability the council has:</p> <ul style="list-style-type: none"> • Rolled out a mandatory e-learning module on Climate Action to all its staff. Since rollout last year, 4247 officers have been trained on the module, representing 62 per cent of all council staff. • The council also provides more in-depth training to interested teams of staff through the nationally recognised Carbon Literacy Project, which adopts a peer-to-peer approach to learning. Following this approach, we have trained 5 existing staff as trainers to deliver this programme and approximately 105 staff have received training.

Overview & Scrutiny Recommendation Response Proforma

Recommendation	Accepted, rejected or partially accepted	Proposed action (if different to that recommended) and indicative timescale (unless rejected)
		<ul style="list-style-type: none"> In the 2022 Service and Resource Planning budget, additional resource was agreed to support supply chain emissions reduction and community outreach on climate. Recruitment will take place in Q3.
<p>4. The council closely monitor the financial saving generated by initiatives which reduce energy use and carbon emissions; and such financial savings be reinvested in further such initiatives.</p>	<p>Partially accepted.</p>	<p>The council has an internal carbon management delivery group which plans and tracks the delivery of carbon savings associated with the council's own estate. The group will also commit to explore how they can also track and report financial savings.</p> <p>The Leader has stated that to tackle the climate emergency, investment will be required which is over and above the direct savings realised from energy savings. It should therefore be noted that there will not always be the opportunity to achieve financial savings on all aspects of the climate action programme. In addition, the financial savings achieved from measures that reduce energy use may be obscured by overall increases in energy costs and should instead be recognised as avoided increases in costs.</p> <p>Where opportunities exist for new work programmes that deliver financial savings, SLT will be asked to consider ringfencing of these savings on a case-by-case basis.</p> <p>New energy efficiency projects will be monitored on an ongoing basis to verify that the project is delivering projected energy and emission savings. Our in-house</p>

Overview & Scrutiny Recommendation Response Proforma

Recommendation	Accepted, rejected or partially accepted	Proposed action (if different to that recommended) and indicative timescale (unless rejected)
		energy monitoring and targeting mechanism has been developed to capture both energy and cost savings.
5. The council report publicly on its carbon emissions and progress against its carbon targets at least quarterly so that the public can hold decision-makers to account	Partially accepted	The data underpinning our greenhouse gas reporting is drawn from a variety of sources. Due to the lag in receiving some of the data, we propose to increase the reporting frequency to every 6 months while we continue to improve the availability of data and assess the value of reporting more frequently.
6. The carbon emissions of maintained schools and the council's supply chain be included in the dashboard once reliable data are available.	Partially accepted	<p>A dashboard is being developed to monitor the energy usage (gas, electricity, oil) of maintained schools as well as fuel used by the grey fleet. Data on energy generated through installed PV generation at maintained schools will also be included on the dashboard.</p> <p>We are evaluating the potential to increase the use of automatic meter readers (AMR) at maintained school that would enable more accurate energy-use data to be included on the dashboard.</p> <p>As Recommendation 1, we will increase the range of supplier emissions included in our annual Greenhouse Gas report. It is unlikely to represent value for money to obtain the data to report more regularly at this stage. However, we will include consider regular availability of data in future contracts.</p>
7. The council continue to drive reductions in the carbon emissions of maintained schools and academies in Oxfordshire.	Accepted	<ul style="list-style-type: none"> • The Action on Carbon and Energy in Schools (ACES) Programme launched in August 2022 and provides a range of support to both OCC

Overview & Scrutiny Recommendation Response Proforma

Recommendation	Accepted, rejected or partially accepted	Proposed action (if different to that recommended) and indicative timescale (unless rejected)
		<p>maintained schools and academies to implement measures to reduce their carbon emissions and energy use. The programme will also enable the council to identify additional support requirements for schools whilst also optimising other ongoing OCC initiatives to enable schools to implement carbon saving measures.</p> <ul style="list-style-type: none"> • OCC will later this year (September – October) be undertaking condition surveys for 105 maintained schools, as well as 50 detailed energy surveys to more accurately identify school’s investment needs. This will support the Schools Structural Maintenance Programme as well as when applying for additional grant funding for energy efficiency and heat decarbonisation measures through the Public Sector Decarbonisation Fund. • Through successfully bidding for grant funding from the government’s Public Sector Decarbonisation Scheme (PSDS), the council has secured around £930,000 for 9 OCC maintained schools to implement heat decarbonisation measures. Schools on the councils Schools Structural Maintenance Programme (SSMP) have been prioritised for this funding to ensure that fossil-fuel based boilers are replaced with low-carbon alternatives such as heat pumps. The council expects to bid for additional funding for OCC schools in future PSDS rounds. • The development of a low-cost loan for OCC maintained schools to implement energy efficiency

Overview & Scrutiny Recommendation Response Proforma

Recommendation	Accepted, rejected or partially accepted	Proposed action (if different to that recommended) and indicative timescale (unless rejected)
		measures is ongoing, with funding being requested through the Budget Priority Reserve.

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Cabinet response to LTCP scrutiny

On 15 June 2022, the Place Overview & Scrutiny Committee considered the Local Transport and Connectivity Plan (LTCP) (item 12). The Committee resolved to report to the Cabinet its observations in respect of the LTCP. The observations and cabinet response are outlined in this report.

Recommendation

The Cabinet is RECOMMENDED to agree — to implement the recommendation of the Place Overview & Scrutiny Committee that the Cabinet Member for Travel and Development Strategy report to the November 2022 meeting of the Committee on the implementation and outcomes of the Local Transport Plan 4, the lessons learnt therefrom, and the policy links between Local Transport Plan 4 and Local Transport and Connectivity Plan.

Cabinet agree to implement the recommendation. A separate report analysing the implementation of LTP4 will be provided to the Place Overview and Scrutiny Committee at their November 2022 meeting.

Public scrutiny of the LTCP by the committee

a. The LTCP contains insufficient evidence and explanation of the capability of its policies to deliver its commendable vision and headline targets.

The policy tools identified in the LTCP have been included following a review of available evidence. There is not yet analysis of exactly how the policies in the LTCP will deliver the headline targets. This further evidence will be developed through our LTCP 'part 2' work, which includes development of area travel plans. This work will create detailed plans for how the policies will be applied and the targets achieved.

The LTCP will also be monitored on an annual basis. This will enable understanding of whether the policies are enough to deliver the headline targets or whether changes and additional measures are required. Work is currently ongoing to develop a monitoring tool to assist with this and understand progress made towards the targets.

Prior to its adoption, wording to reflect the above points was added to the LTCP headline targets section in response to this observation.

b. The LTCP does not address the fact that existing local plans in Oxfordshire are collectively likely to increase demand for travel, contrary to the LTCP's aim of reducing travel.

The levels of future growth associated with existing local plans are identified as a key challenge in the LTCP. Policy measures in the LTCP such as 20-minute neighbourhoods (policy 13), integrated planning (policy 14) digital infrastructure (policy 24) and remote working (policy 26) have been identified in part due to their ability to address this challenge and reduce travel demand.

Further work to address demand for travel will be developed during the LTCP 'part 2' programme of work. This includes the area and corridor travel plans which will consider in more detail the impacts of local plan proposals and measures to address this. The 'Decide and Provide' standards and Parking standards are currently being

developed and will help to reduce the demand for travel once implemented. We expect the emerging Local Plans to include policies that require these documents to be implemented by new developments. Existing allocations will also be expected to implement these standards.

There is also ongoing work to develop updated Local Plans. Officers are engaging with the district councils to ensure that there is alignment with the LTCP and measures to reduce the demand for travel are included. This is in line with and will be further strengthened by emerging Local Transport Plan (LTP) guidance from the Department for Transport which will require LTPs and Local Plans to have stronger alignment.

c. Previous local transport plans had previously been only partially implemented. The LTCP contains insufficient analysis of the delivery and impact of previous local transport plans, which are in many ways similar to the LTCP, and lacks a clear methodology by which the LTCP's implementation and impact is to be evaluated.

A separate report analysing the implementation of LTP4 will be provided to the Place Overview and Scrutiny Committee at their November meeting. As noted in response to observation a, the LTCP will be monitored on an annual basis and monitoring reports published. Work is ongoing to establish the monitoring framework and develop a monitoring tool.

d. There has been a lack of consistency between the content of previous local transport plans and the highways asset management strategy and network management strategy. It was questioned whether those strategies will reflect the LTCP when remade in September 2022, as they should.

Officers are currently working to update the strategies and reflect the LTCP adopted priorities. The committee's feedback on these strategies is welcomed upon their publication later in 2022.

e. There is an apparent disconnect between the LTCP and reality. For example, a member of the Committee who is the director of a stakeholder organisation referenced as working with the council in relation to transport, was unaware of that work.

The LTCP has been developed with stakeholder input through the LTCP steering group. This included representatives from public transport operators, walking and cycling groups and large local employers such as the University of Oxford, Oxford Brookes University and UK Atomic Energy Authority.

There were a number of webinars conducted as part of the LTCP consultation to capture feedback. This included a transport stakeholder webinar and business webinar. Responses were also received from 92 organisations during the LTCP consultation to further refine the content and ensure the LTCP is realistic.

The LTCP living lab policy (policy 42), referenced during the June meeting of the Place Overview & Scrutiny Committee, does not refer to working with any specific stakeholder organisation. It highlights that the county council will continue to support a living lab approach to transport innovation by working in partnership with other organisations and the public.

f. There is a disconnect between national policy, Oxfordshire County Council policy and between the latter and the policy of lower-tier authorities in Oxfordshire. It is unclear how the LTCP is to integrate in wider decision-making in respect of where people live and work.

As outlined in response to observation b, the LTCP recognises the importance of integrating transport and land use planning and includes a number of policies that seek to embed LTCP policies into planning and land-use documents. There is ongoing work with the district councils regarding Local Plan work to deliver this.

g. The LTCP does not reference or take into account the differences between how men and women tend to travel. For example, women are more likely to ‘trip chain’.

Developing an inclusive and safe transport system is central to the LTCP vision. Considering how women travel and providing for women’s travel patterns will be a key part of this. Evidence around how women travel and how this influences application of the policies will be further considered through the area travel plans.

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Overview & Scrutiny Recommendation Response Pro forma

Under section 9FE of the Local Government Act 2000, Overview and Scrutiny Committees must require the Cabinet or local authority to respond to a report or recommendations made thereto by an Overview and Scrutiny Committee. Such a response must be provided within two months from the date on which it is requested¹ and, if the report or recommendations in questions were published, the response also must be so.

This template provides a structure which respondents are encouraged to use. However, respondents are welcome to depart from the suggested structure provided the same information is included in a response. The usual way to publish a response is to include it in the agenda of a meeting of the body to which the report or recommendations were addressed.

Issue: Digital Inclusion Strategy

Lead Cabinet Member(s): Cllr Glynis Phillips, Cabinet Member for Corporate Services

Date response requested:² 19 July 2022 (Scrutiny is happy for a response to be made on 20 September 2022)

Response to report

Response to recommendations:

Recommendation	Accepted, rejected or partially accepted	Proposed action (if different to that recommended) and indicative timescale (unless rejected)
That the Council approaches Oxfordshire Association for Local Councils to investigate the appetite amongst parish, town, district and city councils on digital inclusion, particularly in	Accepted	The strategy has been reviewed to include further reference to collaboration with parish, town, district, and city councils. This partnership work will be included as part of the action plan which is being developed throughout the autumn.

¹ Date of the meeting at which report/recommendations were received

² Date of the meeting at which report/recommendations were received

Overview & Scrutiny Recommendation Response Pro forma

relation to access to broadband, online safety and applications development.		
That the Council consults directly with businesses, particularly smaller ones, on the barriers they face to ensuring the benefits of the internet are available to them and develops actions to support any new issues identified within the Digital Inclusion Action Plan.	Accepted	The strategy has been updated to include explicit reference to smaller businesses and the challenges they face. Engaging with businesses will be picked up as part of the action planning in the autumn.