



To: Members of the Cabinet

Notice of a Meeting of the Cabinet

Tuesday, 18 October 2022 at 2.00 pm

Council Chamber - County Hall, New Road, Oxford OX1 1ND

If you wish to view proceedings online, please click on this [Live Stream Link](#).

A handwritten signature in black ink, reading 'Stephen T Chandler'.

Stephen Chandler
Interim Chief Executive

October 2022

Committee Officer: **Colm Ó Caomhánaigh**
Tel: 07393 001096; E-Mail:
colm.oocaomhanaigh@oxfordshire.gov.uk

Membership

Councillors

Liz Leffman	Leader of the Council
Liz Brighthouse OBE	Deputy Leader of the Council
Glynis Phillips	Cabinet Member for Corporate Services
Dr Pete Sudbury	Cabinet Member for Climate Change Delivery & Environment
Tim Bearder	Cabinet Member for Adult Social Care
Duncan Enright	Cabinet Member for Travel & Development Strategy
Calum Miller	Cabinet Member for Finance
Jenny Hannaby	Cabinet Member for Community Services and Safety
Mark Lygo	Cabinet Member for Public Health & Equality
Andrew Gant	Cabinet Member for Highway Management

The Agenda is attached. Decisions taken at the meeting will become effective at the end of the working day on Wednesday 26 October 2022 unless called in by that date for review by the appropriate Scrutiny Committee. Copies of this Notice, Agenda and supporting papers are circulated to all Members of the County Council.

Date of next meeting: 15 November 2022

Declarations of Interest

The duty to declare.....

Under the Localism Act 2011 it is a criminal offence to

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

Whose Interests must be included?

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

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

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

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

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

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

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

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

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

List of Disclosable Pecuniary Interests:

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

For a full list of Disclosable Pecuniary Interests and further Guidance on this matter please see the Guide to the New Code of Conduct and Register of Interests at Members' conduct guidelines. <http://intranet.oxfordshire.gov.uk/wps/wcm/connect/occ/Insite/Elected+members/> or email democracy@oxfordshire.gov.uk for a hard copy of the document.

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

AGENDA

1. Apologies for Absence

2. Declarations of Interest

- guidance note opposite

3. Minutes (Pages 1 - 14)

To approve the minutes of the meeting held on 20 September 2022 (**CA3**) and to receive information arising from them.

4. Questions from County Councillors

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

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

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

5. Petitions and Public Address

Members of the public who wish to speak at this meeting can attend the meeting in person or 'virtually' through an online connection.

To facilitate 'hybrid' meetings we are asking that requests to speak are submitted by no later than 9am four working days before the meeting i.e., 9am on Wednesday 12 October 2022. Requests to speak should be sent to colm.ocaomhanaigh@oxfordshire.gov.uk

If you are speaking 'virtually', you may submit a written statement of your presentation to ensure that if the technology fails, then your views can still be taken into account. A written copy of your statement can be provided no later than 9am 2 working days before the meeting. Written submissions should be no longer than 1 A4 sheet.

6. Reports from Scrutiny Committees (Pages 15 - 20)

The following reports are presented from scrutiny committees:

- Report of the Place Overview & Scrutiny Committee – Parking Standards for New Developments
- Reports of the Performance & Corporate Services Overview & Scrutiny Committee (**TO FOLLOW**)
 - Citizens' Jury: Street Voice
 - Property Strategy
 - LGA Peer Review on Communications

7. Capital Programme Monitoring Report - August 2022 (Pages 21 - 52)

Cabinet Member: Finance

Forward Plan Ref: 2022/066

Contact: Kathy Wilcox, Head of Financial Strategy

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

Financial Report on capital spending against budget allocations, including any necessary capital programme approvals.

The Cabinet is RECOMMENDED to:

OCC Capital revised programme and prioritisation

- a) Endorse the capital prioritisation framework (Annex 1)
- b) Approve the review of the OCC Capital Programme (paragraph 13)
- c) Approve the latest capital monitoring position for 2022/23 (Annex 2) and the associated updated capital programme at Annex 3, incorporating the changes set out in this report
- d) Note the approval made under delegated authority of the Leader of the Council for:
 - i. Marlborough School (paragraph 24)
- e) Approve the updated budget requirements:
 - i. Orion School (paragraph 22)
 - ii. Banbury Library (paragraph 48)

Re-profiling

- f) Agree the re-profiling (Annex 2 and 3)

Funding

- g) Agree the inclusion in the Capital Programme of the following grant funding updates and allocation:
 - i. Active Travel Phase 3 of £10.4m (Paragraph 57),
 - ii. Bus Service Implementation Plan of £8.7m (Paragraph 58)
- h) To note the inclusion of £10m towards Oxford Station (OCC acting as the accountable body on behalf of the OxLEP) (paragraph 59)

Future Oxfordshire Partnership's (FOP) Housing and Growth Deal

- i) Note the [Housing and Growth Deal revised programme](#) as approved by the Future Oxfordshire Partnership and note the implications for the Council's Capital Programme (paragraph 39)
- j) Note the approval made under delegated authority of the Leader of the Council for schemes that are part funded by the Council and other funding sources including the housing and growth deal:
 - A40 Oxford North (Northern Gateway) Scheme (Paragraph 28),
 - Science Transit Phase 2 (Eynsham Park and Ride) (Paragraph 29)
 - Benson Relief Road (paragraph 34)

8. Budget & Business Planning Report - 2023/24 (Pages 53 - 110)

Cabinet Member: Finance

Forward Plan Ref: 2022/048

Contact: Kathy Wilcox, Head of Financial Strategy, 07788302163

Report by Director of Finance (**CA8**).

To provide background and context to the budget and business planning process for 2023/24.

The Cabinet is RECOMMENDED to:

- a) **Endorse the report and note the assumptions that will form the starting point for the 2023/24 budget as well as updates since the Medium Term Financial Strategy was agreed in February 2022 that need to be considered;**
- b) **Approve the budget and business planning process for 2023/24; and**
- c) **Approve a three-year period for the medium-term financial strategy to 2025/26 and ten-year period for the capital programme to 2032/33.**

9. Zero Emission Bus Regional Areas (ZEBRA) Funding Agreements (Pages 111 - 158)

Cabinet Members: Highway Management and Travel & Development Strategy

Forward Plan Ref: 2022/156

Contact: Sasha Redhead, Project Manager, sasha.redhead@oxfordshire.gov.uk

Report by Corporate Director Environment & Place (**CA9**).

Approval to enter into funding agreements with Stagecoach and Go Ahead Group for ZEBRA.

Cabinet is RECOMMENDED to delegate authority to the Corporate Director for Environment and Place, in consultation with the Director for Law and Governance and the Cabinet Member for Highway Management to negotiate, finalise and enter into funding agreements with Oxford Bus Company (Go-Ahead) and Stagecoach to provide electric buses and charging infrastructure based on the funding milestones set out in this paper.

10. Parking Standards for New Developments (Pages 159 - 210)

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 **(CA10)**.

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).

11. Street Lighting & Illuminated Assets Policy (Pages 211 - 246)

Cabinet Member: Highway Management

Forward Plan Ref: 2022/100

Contact: Sean Rooney, Head of Highway Operations, sean.rooney@oxfordshire.gov.uk

Report by Corporate Director Environment & Place **(CA11)**.

This paper requests Cabinet approval of an updated Street Lighting and Illuminated Assets policy. The existing policy is considered to be out of date and no longer reflects the aspirations of the administration in terms of carbon saving and a more sustainable approach to all we do. To accommodate a number of key changes there is a requirement for a revised Street Lighting and Illuminated Assets policy and there will be development of a new procedure to support its implementation.

The Cabinet is RECOMMENDED to

- (a) Support the new direction and approach for managing Street Lighting and Illuminated Assets to better reflect local requirements and aspirations of the governing administration in relation to a more sustainable and carbon considered approach.**
- (b) Approve adoption of the update of the County Council's Street Lighting and Illuminated Assets Policy statement as attached at ANNEX A.**

12. Future highway maintenance delivery model - proposed approach (Pages 247 - 276)

Cabinet Member: Highway Management

Forward Plan Ref: 2022/107

Contact: Phil Whitfield, Service Improvement Lead, 07986 819403

Report by Corporate Director Environment & Place **(CA12)**.

The existing highways maintenance contract with M-Group Infrastructure (Milestone) is set to expire on 31st March 2025 with no options to extend remaining. Oxfordshire County Council therefore needs to decide on a model for highway maintenance delivery from that date and have undertaken any procurement or recruitment prior to the expiry of the existing contract.

The Cabinet is RECOMMENDED to

- a) **Approve the commencement of work for a new highway maintenance contract.**
- b) **Endorse the proposed approach and key stages as set out in this paper.**

13. Adult Social Care Reforms: Fair Cost of Care Exercise and Draft Market Sustainability Planning (Pages 277 - 288)

Cabinet Member: Adult Social Care

Forward Plan Ref: 2022/128

*Contact: Pippa Corner, Deputy Director Commissioning,
pippa.corner@oxfordshire.gov.uk*

Report by Corporate Director for Adult Services (**CA13**).

To note the Fair Cost of Care Exercise and the development of Oxfordshire's Market Sustainability Plan.

Cabinet is RECOMMENDED to note the process undertaken so far, so that the project group can continue to work towards presenting the final analysis, findings, and report with the provisional market sustainability plan, using the cost of care exercise as a key input in identifying risks in the local market and spend report, ready for submission to DHSC on 12 October 2022. The final market sustainability plan will be submitted in February 2023.

14. Oxfordshire Safeguarding Adults Board Annual Report 2021-22 (Pages 289 - 316)

Cabinet Member: Adult Social Care

Forward Plan Ref: 2022/109

Contact: Steven Turner, Strategic Partnerships Manager, 01865 328993

Report by Corporate Director for Adult Services (**CA14**).

The report summarises the work of the Oxfordshire Safeguarding Adults Board (OSAB) and its partners over the course of the year 2021-22. It is a requirement set out in the Care Act 2014 statutory guidance that the Local Authority receive a copy of the report and that they "will fully consider the contents of the report and how they can improve their contributions to both safeguarding throughout their own organisation and to the joint work of the Board" (Chapter 14, para 161).

The Cabinet is RECOMMENDED to note the contents of the report and its conclusions.

15. Oxfordshire Safeguarding Children Board Annual Report 2021-22 (Pages 317 - 354)

Cabinet Member: Deputy Leader, including Children, Education & Young People's Services

Forward Plan Ref: 2022/110

Contact: Tan Lea, Strategic Partnerships Safeguarding Manager,
tan.lea@oxfordshire.gov.uk

Report by Corporate Director for Children's Services (**CA15**).

This paper highlights findings from the Board's annual report on the effectiveness of local arrangements to safeguard and promote the welfare of children in Oxfordshire.

Cabinet is RECOMMENDED to note the annual report of the Oxfordshire Safeguarding Children Board senior safeguarding partners and to consider the key messages.

16. Delegated Powers - October 2022 (Pages 355 - 356)

Cabinet Member: Leader

Forward Plan Ref: 2022/138

Contact: Colm Ó Caomhánaigh, Committee Officer, 07393 001096

Report by Director of Law & Governance (**CA16**).

To report on a quarterly basis any executive decisions taken under the specific powers and functions delegated under the terms of Part 7.1 (Scheme of Delegation to Officers) of the Council's Constitution – Paragraph 6.3(c)(i). It is not for Scrutiny call-in.

Cabinet is RECOMMENDED to note the executive decisions taken under delegated powers, set out in paragraph 4.

17. Forward Plan and Future Business (Pages 357 - 362)

Cabinet Member: All

Contact Officer: Colm Ó Caomhánaigh, Committee Officer Tel: 07393 001096

The Cabinet Procedure Rules provide that the business of each meeting at the Cabinet is to include "updating of the Forward Plan and proposals for business to be conducted at the following meeting". Items from the Forward Plan for the immediately forthcoming meetings of the Cabinet appear in the Schedule at **CA17**. This includes any updated information relating to the business for those meetings that has already been identified for inclusion in the next Forward Plan update.

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

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

CABINET

MINUTES of the meeting held on Tuesday, 20 September 2022 commencing at 2.00 pm and finishing at 3.35 pm

Present:

Voting Members: Councillor Liz Leffman – in the Chair
Councillor Liz Brighthouse OBE (Deputy Chair)
Councillor Glynis Phillips
Councillor Dr Pete Sudbury
Councillor Tim Bearder
Councillor Duncan Enright
Councillor Calum Miller
Councillor Jenny Hannaby
Councillor Mark Lygo
Councillor Andrew Gant

Other Members in Attendance:

Councillors David Bartholomew, Robin Bennett, Donna Ford, Charlie Hicks, Dan Levy

Officers:

Whole of meeting Stephen Chandler, Interim Chief Executive; Lorna Baxter, Director of Finance; Anita Bradley, Director of Law & Governance; Colm Ó Caomhánaigh, Committee Officer

The Committee considered the matters, reports and recommendations contained or referred to in the agenda for the meeting, together with a schedule of addenda tabled at the meeting, and decided as set out below. Except insofar as otherwise specified, the reasons for the decisions are contained in the agenda, reports and schedule, copies of which are attached to the signed Minutes.

108/22 APOLOGIES FOR ABSENCE

(Agenda Item. 1)

There were no apologies.

The Chair thanked all of the Council staff who had worked on the Proclamation ceremony and the Book of Condolences in the previous 10 days as well as staff of the Lord-Lieutenant. She believed that the County had done the late Queen and new King proud.

109/22 DECLARATIONS OF INTEREST

(Agenda Item. 2)

There were no declarations of interest.

110/22 MINUTES

(Agenda Item. 3)

The minutes of the meeting held on 19 July 2022 were approved and signed as an accurate record.

111/22 QUESTIONS FROM COUNTY COUNCILLORS

(Agenda Item. 4)

See Annex

112/22 PETITIONS AND PUBLIC ADDRESS

(Agenda Item. 5)

Item 6 – Business Management and Monitoring Report
Cllr Charlie Hicks

Item 10 – Highways Asset Management Strategy & Policy
Cllr Robin Bennett

Item 11 – Parking Standards for New Developments
Cllr Charlie Hicks
Cllr Dan Levy

Item 12 – Implementing ‘Decide & Provide’
Cllr Charlie Hicks
Cllr Dan Levy

113/22 BUSINESS MANAGEMENT & MONITORING REPORT - JUNE/JULY 2022

(Agenda Item. 6)

Cabinet had before it a report presenting the July 2022 performance, risk and finance position for the Council. Before considering the report, the Chair agreed to the following request to speak.

Councillor Charlie Hicks asked what was status of the cost predictions for the major capital projects were, including the Housing Infrastructure Fund and Growth Fund projects, and if they had been re-costed using the latest inflation figures.

Councillor Calum Miller, Cabinet Member for Finance, introduced the report. He noted that 15% of the targets were rated Red which mostly come under Children’s Services and Finance. Although measure OCC 11.06 “Total outturn variation for the dedicated schools grant funded services” indicates a change from Green to Red, this now incorporated the £17.5 million forecast overspend on high needs Dedicated Schools Grant and the underlying position had not changed.

There was a net deterioration in the forecast overspend on services of £5.9m. This was still within the risk assessed balance level but with a margin of £1.9m. This was being kept under very close review.

Responding to Councillor Hicks, Councillor Miller stated that the capital programme was being kept under close review, project by project but the full picture was not available yet.

Councillor Miller moved the recommendations and Councillor Enright seconded. The Chair noted that in recommendation c) it should read Annex B-2c and not 2b.

The recommendations were agreed as amended.

RESOLVED 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-2c**

114/22 TREASURY MANAGEMENT QUARTERLY REPORT

(Agenda Item. 7)

Cabinet considered a report covering the treasury management activity for the first quarter of 2022/23, providing 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.

Councillor Calum Miller, Cabinet Member for Finance, introduced the report. It needed to be viewed in the context of 10% inflation and the threat of recession. As a result of higher interest rates, interest receivable had increased by £2.24m. The Council also needed to borrow less this year, saving £600,000.

Councillor Miller was confident that the Council's lending to local authorities was well secured. The £100m invested in external funds was viewed as a long-term investment. So the current volatility in the market was not of great concern and the investments were producing a reasonable dividend.

The recommendations were moved by Councillor Miller, seconded by Councillor Sudbury and agreed.

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

115/22 WORKFORCE REPORT AND STAFFING DATA - QUARTER 1 - APRIL TO JUNE 2022

(Agenda Item. 8)

Cabinet considered a report providing an update for Quarter 1 on key HR activities along with a refreshed workforce profile.

Councillor Glynis Phillips, Cabinet Member for Corporate Services, summarised the report. She drew particular attention to paragraph 9 outlining support for staff in obtaining qualifications in Maths and English. It had been identified as a barrier to promotion in the gender pay gap report, revealing a higher proportion of women in lower paid jobs.

Councillor Phillips also noted a reduction in absence. Managers had been encouraged to have early discussion with staff about the reasons for absence.

Councillor Duncan Enright asked if there was any more recent information on absence related to Covid infection. Councillor Phillips responded that she did not have anything more recent but those figures would be included in the next report.

The recommendations were moved by Councillor Phillips, seconded by Councillor Sudbury and agreed.

RESOLVED to note the report.

116/22 RESPONDING TO THE COST OF LIVING CRISIS

(Agenda Item. 9)

Cabinet received a report setting out work already underway by the Council and recommending additional actions that can be taken to mitigate the impact of cost of living rises for those in greatest need.

Councillor Calum Miller introduced the report. He noted that there was particular concern entering the winter period about the costs of fuel and food. He was pleased that the Council was able to provide funding during school holidays for those entitled to free school meals. They were ensuring that there was continuing access to advice for individuals facing problems. £322,000 was being provided to support the care workers charity and £100,000 towards the programme to provide warm places during the winter. These were not huge sums but were manageable given the Council's limited resources. They will continue to highlight the challenges to national government.

Cabinet Members made the following points:

- The continued partnership working with other councils, partners and voluntary organisations, which worked so well during the pandemic, was welcomed.
- It was hoped the advice on financial wellbeing could be kept in place as it was likely this crisis would continue for some time.

- The number of children in poverty was rising – even in this relatively rich county. The poor always suffer most and it was important to ensure equitable distribution of funding to reduce inequalities.
- The Council was working with gypsy and traveller families to tackle their particular issues, for example they pay energy costs in their rent.
- The health impacts of hardship were not short-term but have lifelong impacts.

Councillor Mark Lygo left the meeting.

Councillor Miller proposed an amendment with a new text for recommendation d):

“Agree to contribute up to a maximum of £380,000 in matched funds to support Council Tax Hardship schemes in 2022/23, as described in paragraph 45, equitably dispersed between the City and District Councils.”

along with an amendment to the report:

In Table 2 on Page 11 of Addenda 2, delete “up to £50,000 per district / city authority” and replace with “up to a maximum of £380,000”.

The amendment was seconded by Councillor Phillips and agreed.

Councillor Miller moved the recommendations as amended. It was seconded by Councillor Sudbury and agreed.

RESOLVED to

- Note the arrangements already in place to support residents in the cost of living crises, noted from paragraph 31;**
- Agree to the proposals for additional support for residents set out in Table 2 as amended;**
- Agree to the funding arrangements included in Table 2 as amended to bring forward the use of £200,000 from the COVID reserve originally agreed to be used for emergency welfare spending in 2025/26 to 2022/23;**
- Agree to contribute up to a maximum of £380,000 in matched funds to support Council Tax Hardship schemes in 2022/23, as described in paragraph 45, equitably dispersed between the City and District Councils.**
- Note the additional support being put in place for staff in Annex 1.**

117/22 HIGHWAYS ASSET MANAGEMENT STRATEGY & POLICY

(Agenda Item. 10)

Cabinet had before it a report setting out the start of a new approach and focus for how the County Council undertakes Highway Maintenance and Asset Management.

Before considering the report, the Chair had agreed to the following request to speak:

Councillor Robin Bennett, Berinsfield & Garsington, stated that parts of South Oxfordshire had a high rate of road fatalities due to legacy road designs. He noted that the Council's Vision Zero policy was not mentioned and asked that it be included to support the drive to improve safety.

Councillor Andrew Gant, Cabinet Member for Highway Maintenance, summarised the report and accompanying documents that included the Policy, Strategy and Plan. On funding, the government provided around £16m per year and the Council borrowed to double that. However, it was estimated that £45m needed to be spent each year just to maintain roads in their current state. The Plan outlined how the finances will be managed to maximum benefit.

Cabinet Members commented:

- Footpaths and cycleways needed to be prioritised for maintenance. Just about everyone uses footpaths and those with mobility issues in particular need them to be well maintained.
- The shortfall that most stands out is the figure of £16m to spend on bridges in the next five years where the need is estimated at £96m.
- It would be helpful if the government would give the Council the powers to stop people parking on footpaths.

Councillor Gant proposed an amendment:

Page 101 of Addenda 1, Policy: AMP3 which currently states -

"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)"

To append:

"and support the Council's commitment to Vision Zero."

The amendment was seconded by Councillor Sudbury and agreed.

Councillor Gant proposed the recommendations as amended, Councillor Sudbury seconded and they were agreed.

RESOLVED to

- a) Approve adoption of the Highway Asset Management Policy Statement (Annex 1, as amended), 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.**

118/22 PARKING STANDARDS FOR NEW DEVELOPMENTS

(Agenda Item. 11)

The Chair proposed to defer this item to the Cabinet meeting on 18 October 2022 to allow further work on the targets for this very important policy as part of the aim of reaching Net Zero by 2050. She believed the issue should be discussed by the Place Overview & Scrutiny Committee and she was in contact with the Chair to try to organise a meeting of the scrutiny committee before October Cabinet.

This was agreed.

119/22 IMPLEMENTING 'DECIDE & PROVIDE': REQUIREMENTS FOR TRANSPORT ASSESSMENTS

(Agenda Item. 12)

Cabinet considered a report which set out how a 'decide and provide' approach to transport planning will be adopted. The formal adoption of this document by Cabinet was recommended, as a supplementary document to the Local Transport and Connectivity Plan, in order to allow the relevant OCC officers to require the implementation of the approach in practice.

Before discussing the report, the Chair had agreed to the following requests to speak:

Councillor Charlie Hicks welcomed the fact that the Council will be one of the first to adopt such an approach. However, the tool could not be used until the car journey targets were known. He suggested that this policy be applied to new developments that were not yet master-planned as they might discover that some of the currently planned infrastructure was not needed.

Councillor Dan Levy also welcomed the policy. He was concerned that it might be difficult to implement in practice if a lot of pressure was brought to bear by developers and, perhaps, districts. He believed that there was a need to work with the city and districts to ensure that their plans were in line with this policy.

Councillor Duncan Enright, Cabinet Member for Travel & Development Strategy, summarised the proposals. Previously, future needs were calculated based on continuing previous trends. However, the new policy will take into account shifts to active travel and public transport. He agreed on the need for baseline data in order to set the targets. He was determined not to accept pushback on this policy. It would inform negotiations with landowners and developers.

Cabinet Members made the following comments:

- Some of the evidence on which previous predictions were made was very shaky.
- Life would become unbearable in many areas if traffic increased.
- There was a need to collocate residence and employment.
- It was regrettable that the Oxfordshire Plan 2050 was no longer available. However, the duty to cooperate still existed and the Future Oxfordshire Partnership would play a role.
- The timing on this was good as districts were now looking at their local plans.

The recommendations were proposed by Councillor Enright, seconded by Councillor Hannaby and agreed.

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

120/22 TERMS OF REFERENCE FOR NEW INTEGRATED CARE PARTNERSHIP FOR BUCKINGHAMSHIRE, OXFORDSHIRE AND BERKSHIRE WEST

(Agenda Item. 13)

Cabinet considered draft Terms of Reference for the new Integrated Care Partnership (ICP) which will bring together Integrated Care Boards and Local Authorities (LAs) with responsibility for Social Care and Public Health in order to integrate the services they plan, purchase, and provide for local residents.

The Chair introduced the report. The Leaders of the six member organisations: OCC and the unitary councils Buckinghamshire, West Berkshire, Reading and Wokingham plus the ICB were working on Terms of Reference which will be adopted at the first meeting of the ICP in October.

As the only upper tier council in the ICP, it was agreed that Oxfordshire needed representation from the city and district councils to bring in issues such as health place shaping.

Cabinet Members commented as follows:

- This was an opportunity to move to an evidence-based health care approach.
- Compared to other health systems the NHS underspends on preventive and early intervention approaches.
- The draft indicated that the Chair of the ICP would agree the agenda whereas it should be agreed by the Members of the ICP. The Chair agreed to take that point up with the other organisations.

Responding to concerns expressed over control of pooled budgets, Stephen Chandler, Interim Chief Executive and local authority representative on the

ICB, added that the Section 75 pooled budget was agreed by this Council in March 2022 and can only be altered by this Council.

The recommendations were moved by the Chair, seconded by Councillor Sudbury and agreed.

RESOLVED to

- a) **APPROVE the establishment of a new joint committee- the Integrated Care Partnership covering the Buckinghamshire Oxfordshire and Berkshire West area- and in principle, the working draft terms of reference for this partnership (See Annex 1)**
- b) **APPROVE the appointment of 2 cabinets members of Oxfordshire County Council to this partnership**
- c) **NOTE- the Leader of Oxfordshire County Council will agree the final version of the Terms of References once finalised in collaboration with all other founding partners**

121/22 FOR INFORMATION: CABINET RESPONSES TO REPORTS FROM SCRUTINY COMMITTEES

(Agenda Item. 14)

The Cabinet responses to reports from Scrutiny Committees were provided for information purposes and were noted.

122/22 FORWARD PLAN AND FUTURE BUSINESS

(Agenda Item. 15)

Cabinet was updated that the deferred Property Strategy item will go to Cabinet on 15 November 2022.

The Forward Plan as amended was noted.

.....in the Chair

Date of signing

ITEM 4 – QUESTIONS FROM COUNTY COUNCILLORS

Questions	Cabinet Member
<p>1. COUNCILLOR BRAD BAINES</p> <p>To ask the Cabinet Member whether she will commit to meeting with myself, City Councillors, the Headteacher and Governing Board to New Hinksey CofE Primary School to discuss the potential for rebuilding the school on its current site or finding a new site for the school? The historic buildings of the school are becoming more and more expensive to maintain and are increasingly struggling to provide an accessible environment for all pupils. Dialogue about the school's future is not only important, but essential.</p>	<p>COUNCILLOR LIZ BRIGHOUSE, DEPUTY LEADER AND CABINET MEMBER FOR CHILDREN, EDUCATION AND YOUNG PEOPLE'S SERVICES</p> <p>Thank you for your email about the buildings issues faced by New Hinksey CofE Primary School. We have recently corresponded directly with the Governing Body on this issue. Many of OCC's schools are located in buildings that are not modern and present challenges for senior leadership teams and governing bodies as they deliver the modern curriculum that our children need and deserve.</p> <p>In planning school places the Council absolutely sees a need for the school places provided by New Hinksey CofE Primary School but regrettably no real funding opportunities for the rebuild you seek.</p> <p>Capital investment in school buildings will usually come from one of three sources.</p> <ol style="list-style-type: none"> 1. Basic need funding to provide more school places. 2. Funding from new housing developments if appropriate. 3. Condition funds to improve buildings at imminent risk

Questions	Cabinet Member
	<p>of closure if essential works are not carried out.</p> <p>Basic need This is funding received from government based on a calculation of how many additional school places are needed in an area. Whilst there is a need for the current places there is no need to increase the supply of places in this area, and therefore the council receives no basic need funding for this area.</p> <p>Developer Funding Unfortunately we are not in a position to seek developer funding for primary school places in Oxford at the moment, due to the falling primary school pupil numbers. Even where there is housing growth, this is only balancing out falling births, leaving us with no growth forecast in most parts of Oxford. We are legally only able to secure developer funding for school places where we can show there would be a shortage caused by the new houses, and that is not the case. There are exceptions in the very large scale housing developments planned just outside the city boundaries. The condition of the current school does not provide a basis for requiring developers to pay for new school places.</p> <p>Condition Funding Whilst there has been an increase in condition funding allocated to the council in the last two years it is only sufficient</p>

Questions	Cabinet Member
	<p>to meet the most extreme need of items which are required because not to complete them would leave a serious H&S issue capable of closing the school.</p> <p>Condition surveys of the maintained school estate will be undertaken later this year to allow objective prioritisation of schemes. Were that to show that New Hinksey CofE Primary School was one of the schools in worst condition in the county it might be eligible for improvement works but a rebuild is most unlikely.</p> <p>I am sorry not to be able to offer more help at this stage.</p>
<p>2. COUNCILLOR CHARLIE HICKS</p> <p>I commend the headline target in LTCP5 of “By 2030 our targets are to: Replace or remove 1 out of every 4 current car trips in Oxfordshire” and congratulate Cabinet Members and officers for this. As the next step, in order to assess whether this target will be met by the subsequent policies and projects being put in place (such as Decide & Provide Parking Standards, COTP etc.), it would appear to be important to know what the target number of car trips is in absolute terms (rather than as a proportion). Please could you provide what the 2030 targets are for number of car trips in Oxfordshire by 2030 in absolute terms (broken</p>	<p>COUNCILLOR DUNCAN ENRIGHT. CABINET MEMBER FOR TRAVEL & DEVELOPMENT STRATEGY</p> <p>The policy team is currently working on establishing the baseline for car trips. We expect to have that information next month.</p>

Questions	Cabinet Member
down by city/districts if possible)?	
<p>3. COUNCILLOR CHARLIE HICKS</p> <p>I commend the Cabinet's much-stated ambition to put climate at the heart of everything the Council does. Given the role of Capital transport infrastructure projects on carbon output, what role (if any) are officers in the Climate team playing in the Capital programme review to ensure advice in the Pathways to a Zero Carbon Oxfordshire (PaZCO) report is being followed? i.e. Is there anyone from Sarah Gilbert's team seconded to Belinda Dimmock-Smith's team to support in the Capital programme review to ensure climate and PaZCO is being put front-and-centre in prioritisation of the capital programmes and projects?</p>	<p>COUNCILLOR PETE SUDBURY, CABINET MEMBER FOR CLIMATE CHANGE DELIVERY & ENVIRONMENT</p> <p>The capital programme review is being overseen by the strategic capital programme board, chaired by Lorna Baxter, Director of Finance. Bill Cotton, Corporate Director for Environment and Place. The Chair of the Climate Action Programme Board sits on this board to provide links between both workstreams and ensure that the council's priority to put climate at the heart of everything is met. Work is currently being scoped to further understand the role of embodied carbon within the capital programme and how we can use this information within the strategic capital programme review, with this project being driven by members from both teams. Of equal importance is ensuring that any new highways promote the LTCP prioritisation, both directly, and through indirect actions such as closures of current transit routes to through traffic other than public or active transport, thus holding down total highways capacity available to private cars.</p> <p>In addition, we should note that the current highways program is driven by the Growth Deal, under which the previous administration committed to unprecedented levels of house-building, especially in Cherwell and South Oxfordshire. In the</p>

Questions	Cabinet Member
	<p>case of South Oxfordshire, the previous administration worked with DCLG to force through a Local Plan opposed by local voters and Councils. The emissions from building these homes are at least a factor of ten greater than those from any major highways and a rational climate approach would suggest (a) opposing currently agreed developments in car-dependent locations (possibly rendering all or part of schemes (especially HIF-1) unnecessary), and (b) pressuring house-builders to adopt radically lower carbon building methods. Following the recent egregious decision of the planning inspectors to reject the zero-carbon specification for the Salt Cross development, we are negotiating with the developer to maintain as much of the original vision as possible.</p>

REPORT OF THE PLACE OVERVIEW & SCRUTINY COMMITTEE – PARKING STANDARDS FOR NEW DEVELOPMENTS

Councillor Kieron Mallon, Chair
10 October 2022

RECOMMENDATIONS

The Cabinet is RECOMMENDED to implement the recommendations of the Committee that —

1. Officers review the evidence available on the relationship between both residential and non-residential parking availability and private car use and report to the Cabinet and Place Overview & Scrutiny Committee.
2. Table 4(b) of the Parking Standards for New Developments be revised to clarify the maximum levels of parking permitted for dwellings with four bedrooms.
3. The Committee endorses the differentiation of the city, towns and rural areas in the Parking Standards for New Developments. However, those areas should be more clearly defined.
4. Officers use what data is available to produce a best estimate of current private car trip rates in Oxfordshire and use that estimate to produce numerical values for the LTCP headline targets regarding private car journeys – this should accompany the Parking Standards for New Developments report to Cabinet; and use those estimates to review, and if necessary revise, the maximum levels of parking proposed in the Parking Standards for New Developments, applying the Decide & Provide approach.
5. Parking must be planned with regard to public safety implications.
6. The Parking Standards for New Developments be reviewed at an appropriate time sooner than 12 months post adoption if practicable.
7. The levels of cycle parking required under the Parking Standards for New Developments must align with the LTCP ambitions for the future mode share for cycling.

REQUIREMENT TO RESPOND

1. In accordance with section 9FE of the Local Government Act 2000, the Place Overview & Scrutiny Committee hereby requires that the Cabinet consider this report and its recommendations and, within two months of the Cabinet meeting at which they are received, publish a response to the report and its recommendations indicating what, if any, action the Cabinet proposes to take.

EXECUTIVE SUMMARY

3. On 7 October 2022, the Place Overview & Scrutiny Committee considered a Parking Standards for New Developments, which the Cabinet was to agree on 20 September but deferred to *allow further work on targets for this very important policy [in relation to the council's transport targets]*.
4. Following discussion of the Standards, the Committee agreed seven recommendations, which have already been shared with the Cabinet Member for Travel and Development Strategy and Corporate Director.

INTRODUCTION

5. When the Committee considered the Parking Standards for New Developments, it heard oral evidence from the Cabinet Member for Travel and Development Strategy, Cabinet Member for Highways, and Environment and Place Directorate Officers.
6. The Committee supports the principle of reducing the levels of parking permitted for new developments. However, it is concerned regarding the lack of evidence supporting the assumption that reducing residential parking will reduce private car use, the basis for the maximum levels of parking proposed and the potential for parking displacement.

REASONS FOR RECOMMENDATIONS

Recommendation 1

Officers review the evidence available on the relationship between both residential and non-residential parking availability and private car use and report to the Cabinet and Place Overview & Scrutiny Committee.

7. Paragraph 1.2 of the Standards explains that, *[i]n 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.*
8. The Committee heard that while there is reliable empirical evidence that the availability of parking at journey destination influences the mode of transport used, there is not reliable evidence that parking at journey source reduces car journeys, that parking availability influences car ownership or that car ownership influences trip rates. As the justification for reducing both residential and non-residential parking availability is that it will reduce private car journeys, the existence and significance of the relationship between parking availability and car journeys should be proven in both cases.

Recommendation 2

Table 4(b) of the Parking Standards for New Developments be revised to clarify the maximum levels of parking permitted for dwellings with four bedrooms.

9. In Table 4(b) (reproduced below) of the Standards, which sets out the maximum levels of parking for rural Oxfordshire, the last two categories of dwelling overlap; the maximum number of parking spaces which are permissible for four-bedroom dwellings is unclear.

Development type	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.

Recommendation 3

The Committee endorses the differentiation of the city, towns and rural areas in the Parking Standards for New Developments. However, those areas should be more clearly defined.

10. Where people live significantly influences their transport mode choice, with residents of more-rural areas tending to rely more on private vehicles due to the longer journeys they undertake in challenging geographies and the more-limited public transport alternatives available to them. The Committee welcomes the differentiation of the city, towns and rural areas in the Standards. However, the definition of those areas is unclear to the Committee; for example, whether 'edge of city' includes areas designated in local plans to meet the city's unmet housing needs.

Recommendation 4

Officers use what data is available to produce a best estimate of current private car trip rates in Oxfordshire and use that estimate to produce numerical values for the LTCP headline targets regarding private car journeys – this should accompany the Parking Standards for New Developments report to Cabinet; and use those estimates to review, and if necessary revise, the maximum levels of parking proposed in the Parking Standards for New Developments, applying the Decide & Provide approach.

11. The maximum levels of parking in the council's existing parking standards are already lower than others in South East England. The rationale for the further reducing parking availability is that doing so will contribute to the achievement of the Local Transport and Connectivity Plan headline targets. However, that contribution could not be quantified as the relationship between parking availability and car journeys is unclear and the council does not yet have a baseline or numerical targets for the number and type of journeys undertaken

in Oxfordshire. Not having that information made it difficult for the Committee to evaluate the appropriateness of the maximum levels of parking proposed.

12. To enable the Cabinet to consider whether the maximum levels of parking proposed are consistent with the future mode share for private cars in Oxfordshire, it is recommended that a best estimate of current private car journeys is produced so that LTCP targets can be quantified and the maximum levels of parking permitted in the Standards reviewed using 'Decide & Provide' (adopted by the Cabinet on 20 September). It is accepted that any estimates of current car journeys and targets for them may be imprecise, but that is considered preferable to not having them.

Recommendation 5

Parking must be planned with regard to public safety implications.

13. A key risk associated with the Standards is that reduced parking leads to parking displacement onto the highway, which carries road safety implications and would be counterproductive to the council's ambition to increase active travel and public transport use and alleviate road congestion. On the other hand, poorly located parking courts can become antisocial behaviour hotspots.

Recommendation 6

The Parking Standards for New Developments be reviewed at an appropriate time sooner than 12 months post adoption if practicable.

14. Owing to the lack of clarity regarding the likely impact of the Standards, the Committee considers that they should be reviewed as soon as practicable after they are adopted.

Recommendation 7

The levels of cycle parking required under the Parking Standards for New Developments must align with the LTCP ambitions for the future mode share for cycling.

15. It is unclear to the Committee how the cycle parking requirements would apply to residential properties and whether the proposed minima for both residential and non-residential developments are aligned with the mode share for cycling intended in the LTCP. They should be reviewed to ensure adequacy.

Background papers: [Item 4 – Extraordinary, Place Overview & Scrutiny Committee on Friday, 7 October 2022](#)

[Item 12, Implementing 'Decide & Provide': Requirement for Transport Assessments – Cabinet on Tuesday, 20 September 2022](#)

[55/22, Local Transport and Connectivity Plan – Council on Tuesday, 12 July 2022](#)

Contact Officer: Ben Awkal, Interim Scrutiny Officer
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October 2022

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CABINET – 18 OCTOBER 2022

CAPITAL PROGRAMME UPDATE AND MONITORING REPORT

Report by the Director of Finance

Recommendations

1. The Cabinet is RECOMMENDED to:

OCC Capital revised programme and prioritisation

- a) Endorse the capital prioritisation framework (Annex 1)
- b) Approve the review of the OCC Capital Programme (paragraph 13)
- c) Approve the latest capital monitoring position for 2022/23 (Annex 2) and the associated updated capital programme at Annex 3, incorporating the changes set out in this report
- d) Note the approval made under delegated authority of the Leader of the Council for:
 - i. Marlborough School (paragraph 24)
- e) Approve the updated budget requirements:
 - i. Orion School (paragraph 22)
 - ii. Banbury Library (paragraph 48)

Re-profiling

- f) Agree the re-profiling (Annex 2 and 3)

Funding

- g) Agree the inclusion in the Capital Programme of the following grant funding updates and allocation:
 - i. Active Travel Phase 3 of £10.4m (Paragraph 57),
 - ii. Bus Service Implementation Plan of £8.7m (Paragraph 58)
- h) To note the inclusion of £10m towards Oxford Station (OCC acting as the accountable body on behalf of the OxLEP) (paragraph 59)

Future Oxfordshire Partnership's (FOP) Housing and Growth Deal

- i) Note the [Housing and Growth Deal revised programme](#) as approved by the Future Oxfordshire Partnership and note the implications for the Council's Capital Programme (paragraph 39)
- j) Note the approval made under delegated authority of the Leader of the Council for schemes that are part funded by the Council and other funding sources including the housing and growth deal:
 - A40 Oxford North (Northern Gateway) Scheme (Paragraph 28),
 - Science Transit Phase 2 (Eynsham Park and Ride) (Paragraph 29)
 - Benson Relief Road (paragraph 34)

Executive Summary

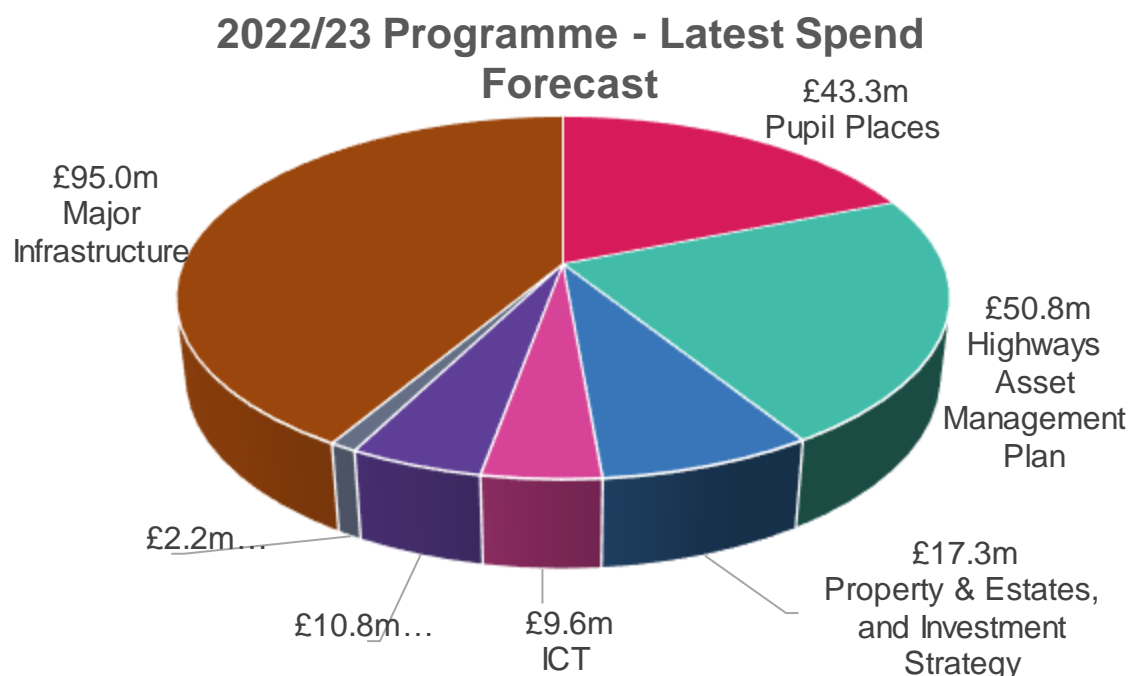
2. This report is the second capital programme update and monitoring report for 2022/23. This report sets out the monitoring position for 2022/23 based on activity to the end of August 2022 and provides an update to the Capital Programme approved by Cabinet in July 2022 taking into account additional funding and new and/or changes to schemes.
3. The forecast programme expenditure for 2022/23 is £229.0m (excluding earmarked reserves). This has decreased by £16.8m compared to the latest approved capital programme (Annex 2). This reflects the spend profile from the latest delivery timeframes and the inclusion of new grants received by the Council.
4. Due to a number of new inclusions and changes, the total ten-year capital programme (2022/23 to 2031/32) is now £1,338.1m, an increase of £29.7m compared to the capital programme approved by Cabinet in July 2022. The updated capital programme summary is set out in Annex 3. The main variations are set out in this report.
5. As highlighted in the first capital report for 2022/23 inflationary increases in contract prices are increasing the risk to the deliverability and cost of capital schemes. This is reflected in several recent business cases and included within this report.

Introduction

6. Capital expenditure is defined as spending that creates an asset for the Council (e.g. buildings, vehicles and equipment), and spending which meets the definition in regulations specified under the Local Government Act 2003 which includes spend on non-current assets that are not owned by the Council such as academies and the award of capital grants and funding agreements.
7. The Capital Programme sets out how the Council will use Capital expenditure to deliver the Council's priorities as set out in the Strategic Plan 2022-25. The Capital Programme is updated quarterly and fully refreshed annually as part of the Budget and Business Planning Process to ensure that it remains aligned to the latest priorities, reflects the latest cost projections and profile for delivery, and incorporates the current funding position.
8. The capital programme is structured as follows:
 - **Pupil Place Plan:** including basic need (new schools and expansion), maintenance, health and safety and improvements
 - **Major Infrastructure:** including Growth Deal Infrastructure programme
 - **Highways and structural maintenance:** including street lighting, and bridges
 - **Property and Estates:** including health & safety, maintenance, improvements and the Investment Strategy
 - **ICT Strategy:** including broadband and End User equipment

- **Passported Funds:** including Disabled Facilities Grant and Devolved Schools Capital
- **Vehicles and Equipment:** including fire and rescue vehicles and equipment

9. The detailed investment profile for the 2022/23 Capital Programme is set out below:



10. This is the second capital programme update and monitoring report for the year and focuses on the delivery of the 2022/23 capital programme based on projections at the end of August 2022 and new inclusions and changes within the overall ten-year capital programme. In future, it will be made more explicit which components of the capital programme are included due to the Council's accountable body role (particularly for Housing and Growth Deal and OxLEP). These will be reported for accounting purposes, although the performance and delivery monitoring of these schemes is undertaken by the relevant bodies.

Prioritisation Framework

11. The report to Cabinet in July 2022 highlighted significant pressure on the Council's Capital Programme due to the wider macro-economic climate. It also noted this pressure was expected to continue to place further demands on our resources and our ability to meet the Council's ambitions, expected outcomes and benefits. It was therefore agreed that a fundamental review of the current capital programme be undertaken to prioritise the schemes and initiatives.
12. Cabinet is asked to endorse a new prioritisation framework (Annex 1). This will be used to review the current schemes against to avoid future overspends while still delivering major projects for the benefit of Oxfordshire communities within the footprint of the finances available. It should be noted that future work may be required to happen later than

would otherwise be envisaged and some work may be scaled back from its original plan. Individual projects have been analysed and assessed on their own merits and based on individual situations.

Reviewing the Council's current capital programme against the framework

13. Applying the prioritisation framework, the following changes are proposed to the Capital Programme:

Programme / Project	Budget*	Status
	£'000	
Building & Site Enhancements Programme	11,000	Programme paused -awaiting outcomes from pending strategy and condition survey
Carterton Community Safety Centre	3,600	Pause scheme – awaiting outcomes from pending strategy
Property Capital Programme - Total	14,600	
Blackbird Leys Regeneration (Relocate Library)	1,000	Project is awaiting further funding sources and strategy development. Pause scheme
Didcot Library & Community Hub (CS19)	0	Project is awaiting further funding sources (all external funded), pause scheme
Westgate office/library	485	Closedown project
Property (Libraries) - Total	1,485	reallocate any available funding within Property (libraries) capital programme
Drayton Depot	250	Closedown project - reallocate funding within highways
Network Electrification Bridge	1,700	Closedown programme - reallocate funding within highways
Structural Maintenance Annual Programmes	0	Maintain spend within funding in the current year
Highways Capital Programme – Total	1,950	reallocate available funding within the Highways Capital Programme
Basic Need & Growth Portfolio	0	Meet within existing provision, review non-statutory (classroom) projects eg. Hall & Temporary classrooms
Pupil Places Capital Programme – Total	0	
HIF1, HIF2 & A40 Corridor Housing & Growth Deal Programme	0	Meet within existing provision
	0	Meet within existing provision
A423 Improvements	6,000	Return £5m to capital contingency (due to scope change) and allocate £1m towards A40 Oxford North
Major Infrastructure Capital Programme - Total	6,000	

2022/23 Capital Monitoring

14. The capital monitoring position set out in Annex 2, shows the forecast expenditure for 2022/23 of £229.0m (excluding earmarked reserves). This has reduced by £16.8m compared to the latest approved capital programme.

The table below summarises the changes by strategy area:

Strategy Area	Last Approved Programme 2022/23 * £m	Latest Forecast Expenditure 2022/23 £m	Variation £m
Pupil Places	48.3	43.3	-5.0
Major Infrastructure	100.2	95.0	-5.2
Highways Asset Management Plan	50.8	50.8	0.0
Property, Estates & Investments	23.9	17.3	-6.6
ICT	9.6	9.6	0.0
Passport Funding	10.8	10.8	0.0
Vehicles & Equipment	2.2	2.2	0.0
Total Strategy Programmes	245.8	229.0	-16.8
Earmarked Reserves	0.00	0.0	0.0
Total Capital Programme	245.8	229.0	-16.8

* Approved by Cabinet 19 July 2022

15. Actual capital expenditure at the end of August 2022 was £46.3m. The combined spend to date and current forecasted in-year commitments for the Capital Programme is £120.6m or 53% of the revised estimate for the year but the rate of expenditure is expected to increase in the remaining part of the year due to several major infrastructure schemes reaching the construction stage.

Pupil Places

16. The forecast expenditure for the Pupil Places Programme in 2022/23 has decreased by £5.0m to £43.3m. This reflects the latest profile of expenditure against the delivery timeframe of projects within the programme. There are no changes relating to either cost pressures or savings in 2022/23
17. The Basic Need Programme has a forecast expenditure of £15.2m, a decrease of £0.8m. This is a result of the re-profiling of budgets between 2022/23 and 2023/24. Annex 5 provides a full breakdown of the re-profiling and references further detail for the projects mentioned below.
18. In the Summer Term 2022, four projects have been successfully completed in time for the start of the 2022/23 academic year and a further five projects are in construction. There are also a further 10 projects in the pre-construction phase. Depending on the delivery timeframe, some of these will reach the construction phase later this financial year. These are a

mixture of expansions to existing schools, new schools and includes the relocation of the Oxfordshire Hospital School.

19. The Growth Portfolio Programme has forecast expenditure of £22.8m, a decrease of £3.2m compared to previously reported. This is as a result of reprofiling of budgets between 2022/23 and 2023/24. Four projects are in construction and a further three projects in the pre-construction phase. Again, depending on the delivery timeframe, some of these will reach the construction phase this financial year.
20. The Education & Skills Agency (ESFA) are on-site for the new Special Educational Needs (SEN) school in Bloxham, Grove, and in pre-construction stages on the potential delivery of a further two new Schools. Schools Structural Maintenance (SSM) is part of the schools' annual programme. The 2022/23 programme included 35 projects with a forecasted budget requirement of £5.7m towards the repair and upgrades to school buildings primarily consisting of the replacement of boilers with hybrid low carbon heat pump solutions and flat roof replacement projects.
21. Some projects, including the installation of heat pumps, which were required to be delivered during the school summer holiday period have been moved into the following year. The latest forecast is £4.7m with £1m re-profiled into 2023/24.
22. The construction of the new Orion School was completed in September 2021 while the demolition of the previous school was completed in June 2022. During the construction period a number of changes occurred. These included provisional sums being amended to reflect actual costs, design changes and delays in the completion of wayleaves to connect main services. The approved budget at the construction stage for the relocation and expansion of Orion School was £12.8m. The project submitted a construction stage variance of £0.3m to increase the budget provision to £13.1m. During the construction period there have been several contract additions; provisional sums under the contract later attracting additional cost, design changes requested. The revised budget requirement is £13.8m. The additional £0.7m will be funded from the SEN sufficiency budget provision within the Capital Programme.
23. As with all projects, this scheme will be reviewed for lessons learned with the council's technical consultants and contract administrators to identify any approaches that can be undertaken for future complex projects of this nature.
24. The Marlborough CE School in Woodstock is managed by the River Learning Trust (RLT). The project extends the school from six forms of entry to seven, providing 150 additional pupil places. The original budget of £2.2m was funded entirely from S106 developer contributions secured by the Council. The latest cost plan has resulted in a request to increase the funding provision by £1.8m to £4.0m to enable provision of a six-classroom block and ancillary facilities to support the schools' expansion. The information has been reviewed by the council's Property Team to ensure the scope of work is proportionate to the requirements for expanding the school and confirmed as acceptable. It is expected that further S106 contributions will be secured, and that the additional funding requirement will be met from more S106 contributions. Depending

upon the progress and delivery of the housing developments, the Council may need to forward fund the cost of the project until all S106 contributions are received.

Major Infrastructure

25. The Major Infrastructure Programme in-year expenditure is forecasted to be £95.0m compared to the latest capital programme budget of £100.2m, a reduction of £5.2m. The capital monitoring report to Cabinet in July 2022 reported a reprofile of £50.7m into future years compared to the original capital programme budget agreed in February 2022 – this latest variation extends this to £55.9m. The programme is divided into 5 sub-programme areas as shown in the table below:

Major Infrastructure	Original Budget	Last Approved Budget	Latest Forecast	Variation
	£'000	£'000	£'000	£'000
Housing Infrastructure Fund 1 (HIF1)	21,200	14,800	6,500	-8,300
A40 Corridor (inc Housing Infrastructure Fund 2 (HIF2))	48,112	30,675	28,986	-1,689
Banbury & Bicester	19,287	6,199	6,888	689
Oxford	28,671	23,704	27,079	3,375
South & Vale	27,098	19,806	18,306	-1,500
Major Infrastructure Sub-total	144,368	95,184	87,759	-7,425
Other Programmes	6,500	5,000	7,200	2,200
Major Infrastructure – Total	150,868	100,184	94,959	-5,225

HIF1

26. Forecast expenditure on HIF1 in 2022/23 has reduced by £8.3m. This is due to a review of the programme's procurement strategy. This has reduced the total number of contracts required, providing the programme with better contract control and value for money but means that the start of the detailed design will now begin in 2023/24, resulting in related movement of spend. Detailed design, utilities diversion and land costs have all moved from the current financial year to 2023/24. Because most of the spend in 2022/23 is expected to be incurred in the last quarter of the financial year, there is a risk that if the procurement process is further delayed, there will be greater slippage into 2023/24. Risk mitigations, including soft market testing/engagement to ensure potential bidders are aware and keen to engage when procurement opens and establishing there is sufficient procurement resource to support the exercise in January are being actively managed by the Major Infrastructure team.

A40 Corridor (inc HIF2)

27. The HIF2 programme is reporting variations of -£2.2m re-profiled into 2023/24 resulting from delays associated with the Compulsory Purchase Order process. This is offset by a £0.5m increase in the estimated cost of

the A40 programme. This includes the increase in the in-year forecast for the Eynsham Park & Ride project now that the construction contract has been awarded, with work planned to start on site around mid-October 2022.

28. The approved budget at the construction stage for the A40 Oxford North scheme was £8.4m. This was expected to fund the implementation of public highway improvements in accordance with the A40 strategy and to mitigate the effects of the Oxford North mixed-use development. The instructed contract works were completed in July 2022. During the construction work various additions to the scope have been instructed and implemented. These were required to ensure progress, minimize contractor downtime, reconcile utility design, and to implement evolving client requirements for safety, design, and non-motorized use. The revised budget requirement is £10.7m. The increase of £2.2m will be funded from £0.9m external funding and £1.3m from the Capital Programme contingency provision.
29. The full business case for the A40 Science Transit Phase 2 (STP2), aimed at capacity improvements with the focus on improved and more reliable journey times for express bus services along the A40, was approved by the Department for Transport in 2021. The £51.5m scheme will create new park and ride facility to the north-west of Eynsham. The works will form the first part of the wider A40 transport programme which includes the HIF 2 A40 Smart corridor proposals.
30. The budget requirement for the park and ride works is £31.9m. This represents an increase in forecast costs from the original business case. Factors contributing to the increase in costs include inflation, initial under estimation at feasibility stage and remeasure of works. For delivery scope and cost efficiency, the second element of STP2, the eastbound bus lane, has been merged into the Integrated Bus Lanes (IBL) project as part of HIF2. The remaining £19.5m budget from STP2 will be transferred to the IBL project.

Banbury & Bicester

31. An increase of £0.7m in 2022/23 is due mainly to the recommencement of the A4095-B4100 Banbury Road Roundabout scheme following agreement to meet additional costs from the Housing & Growth Deal.

Oxford

32. This programme is forecasting an increase of +£3.4m predominately due to the works on the A44 Corridor Improvement scheme. Construction has begun following the approval of the Full Business Case.

South & Vale

33. Re-profiling of -£1.5m to future years is primarily due to the Wantage Eastern Link Road (WELR) scheme, where there are delays caused by land acquisition and procurement issues. These are being managed and the project is currently on track.

34. The Benson Relief Road will provide development areas with direct access to the B4009 and A4074 and will remove the need to drive through Benson. The previous approved budget of £4.0m was submitted in quarter 1 2021. The revised budget at construction stage is £5.5m, with an additional £1.5m funded from the Growth Deal allocation. This cost increase includes an additional allowance for inflation to reflect current price rises in the construction industry and a revised risk allocation. There is also an additional £0.5m in design fees and land acquisition costs.

Other Programmes

35. This programme is reporting an increased expenditure forecast of £2.2m predominately due to the inclusion of the contribution towards Oxford Station development, which is explained further in paragraph 59.

Housing & Growth Deal – Housing from Infrastructure (Hfi) Programme

36. The Infrastructure Programme grant was expected to total £150m. The investment in infrastructure was planned to accelerate at least 6,549 planned homes that might not otherwise have come forward at this pace. The current programme comprises schemes covering road, rail, cycle routes and footpaths, as well as a school. Schemes may be either fully or part funded via the programme.
37. The grant funding was expected to be paid to Oxfordshire County Council, as the accountable body. This was expected to be paid in five equal annual instalments of £30.0m with the final instalment in 2022/23. Following the decision by the Future Oxfordshire Partnership (FOP) to end the Oxfordshire Plan 2050, the Department for Levelling Up, Housing and Communities are reviewing the implications along with the final £30.0m instalment of the grant funding. With several projects being delivered at the end of the programme period and construction phases to begin this financial year, there is still the ability to cap expenditure at £120.0m if the further £30.0m is not forthcoming. Spend and commitments will be monitored closely to ensure that action is taken as necessary.
38. Notwithstanding this, the FOP has approved a revised programme on the assumption the final £30.0m grant will be received. This review was undertaken in light of current cost pressures and market conditions. If the £30.0m is not available, the FOP agreed to revisit the programme to further assess against the £120m cap (as noted above). As the accountable body, the County Council will need to ensure the monitoring of commitments and spend, including amounts for contingency for schemes already proceeding, is capped at the £120.0m and will continue to update and monitor to the FOP accordingly. Risks to the county council are being actively monitored by the Director of Finance and Director of Director of Transport and Infrastructure.
39. Some schemes within the Growth Deal programme have supplementary funding from other sources, including council funding and s106 contributions. Annex 4 provides a breakdown of the split of funding

sources and highlights schemes with potential risk to the Council's Capital Programme. In particular:

1. Lodge Hill
2. Tramway
3. Benson Relief Road
4. Watlington Relief Road
5. A40 Access to Witney

Highways Asset Management Plan

40. The total in-year capital forecast for 2022/23 is estimated to be £50.8m, and is unchanged from the previous forecast. Of this £31.7m is forecasted to be spent on the structural maintenance annual programme with a further £12.0m on the Street Lighting LED replacement programme.
41. The annual planned target total surfacing programme (excluding patching) for 2022/23, is calculated at 3% of the network. The expectation is that this would enable the council to maintain the 4,656km of network that it is responsible for in as close as possible to a 'steady state' within the funding available.
42. Annex 6 shows the planned key structural maintenance deliverables for 2022/23. The annual Improvement Programme in forecast to spend £3m in line with the latest budgets. This includes 62 Road safety and traffic improvements including road markings, cycle provision improvements, pedestrian crossings, footway improvements and speed limit alterations. The programme also includes enhancement to support journey time reliability which also aid bus movements, and traffic signal improvement schemes.
43. The Structural Maintenance Major Schemes forecast to spend £15.3m. Annex 6 shows the planned key structural maintenance deliverables for 2022/23.
44. Just over 49% of the currently planned LED lantern conversions have been delivered. The greater spend is related to column replacements which are programmed to be delivered in the latter part of the year. This does bring a risk that not all planned columns will be replaced as planned due to weather and material availability, and as such some of this programme may slip into 2023/24.
45. The 20mph programme consists of 75 schemes for delivery by end of March 2023. The programme is progressing well with several major towns out for public consultation in the coming months.

Property, Estates and Investments

46. The Property, Estates and Investment Programme for 2022/23 is forecasting to spend £17.3m and has decreased by £6.6m compared to the previous update.
47. Carterton Community Safety Centre scheme was expected to reach the construction phase during 2022/23. Because of cost pressures the

scheme has been reviewed as part of the council's prioritisation of the capital programme. This temporary pause has resulted in the reprofiling of £3.4m out of 2022/23.

48. This re-location project will provide a modern, well equipped, easily accessible place to work and study for the residents in and close to Banbury. The current library provides a poor customer experience due to inadequate heating and insulation. As a result of inflation increases and rises in construction costs, the scheme costs have increased by £1.8m to £3.2m (this includes additional financial contingency due to current market conditions). This has resulted in £1.0m being reprofiled into future years as part of the prioritisation process.
49. A review of other programmes within the property area, mainly in the Condition Programmes (Estate Decarbonisation and Defect Liability Programme) have also resulted in an in-year reprofile of £1.8m out of 2022/23. The emerging Property Strategy and anticipated condition survey reports are expected to provide a revised programme of schemes, for both 2022/23 and future years.
50. A further £2.0m investment (taking the total investment to date to £4.0m of the £5.0m provision) is planned to be made to the Resonance Supported Homes Fund in 2022/23. Four schemes are currently progressing to purchase (working with partners Resonance and registered provider) an additional 18 supported living options for people with a learning disability and / or autism. The schemes are sited in Banbury, Bicester, Kidlington and Witney. Detailed property specification development is in progress to plan refurbishment costs and finalise rent model testing, alongside nomination rights agreements and support provider specifications to go to the market to procure appropriate support. An additional property is planned to bring the total of new shared living options up to 25.

Green Homes Grant / Sustainable Warmth Fund

51. Funding of £1.5m was secured to implement energy efficiency retrofit measures for up to 150 homes with energy ratings below D and experiencing fuel poverty. The scheme received 312 eligible enquiries. Of these, 141 homes received retrofit measures at an average installation cost of £8,426 per property. The works included external wall insulation, loft insulation, cavity wall insulation, solar panels, electric storage heating, and, in one case, an air source heat pump. Feedback was extremely positive with customers noting that their homes had felt warmer through the winter months while using less energy to heat them. The remaining costs were towards fees to manage the installation process and the overall programme. The scheme finished in March 2022. After maximising costs that can be charged against the funding it is estimated that £0.090m will need to be returned to the grant provider.
52. The council is now delivering a further £3.3m of retrofit schemes under separate funding arrangements.

ICT

53. Forecast expenditure for 2022/23 is estimated to be £9.6m and is unchanged from the previous forecast. While the overall programme

forecast remains the same, a number in-year changes have been made within the Broadband and ICT infrastructure programmes which net to zero.

Passported Funding

54. The total in-year capital forecast for 2022/23 is estimated to be £10.8m, with no change from the previous forecast. £6.7m of the total is Disabled Facilities Grant that is required to be passported to the district councils. A further £2.8m relates to the final elements of the Local Growth Fund and Getting Building Fund where the county council is acting as the accountable body.

Vehicles and Equipment

55. The total in-year capital forecast for 2022/23 is estimated to be £2.2m, no change from the previous forecast.

Ten Year Capital Programme Update

56. The total ten-year capital programme (2022/23 to 2031/32) is now £1,338.1m (excluding earmarked reserves), an increase of £29.7m compared to the latest approved capital programme in July 2022.

Strategy Area	Last Approved Total Programme (2022/23 to 2031/32) *	Latest Updated Total Programme (2022/23 to 2031/32)	Variation
	£m	£m	£m
Pupil Places	231.3	233.6	+2.3
Major Infrastructure	686.4	714.1	+27.7
Highways AMP	267.0	266.8	-0.2
Property, Estates & Investments	74.3	74.2	-0.1
ICT	23.5	23.5	0.0
Passport Funding	16.5	16.5	0.0
Vehicles & Equipment	9.4	9.4	0.0
Total Strategy Programmes	1,308.4	1,338.1	+29.7
Earmarked Reserves	79.0	63.8	-15.2
Total Capital Programme	1,387.4	1,401.9	+14.5

* Approved by Cabinet 19 July 2022

Capital Funding Update

New fully funded Programmes coming into the Capital Programme

57. The Active Travel Phase 3 programme has been included within Major Infrastructure Capital Programme (£10.4m grant plus other funding of £1.1m). On 18 March 2022, confirmation was given by the Department for Transport that Oxfordshire had secured funding for 12 schemes, including active travel, quietways, and infrastructure improvements. All spend needs to be committed before 31 March 2023, though an extension is currently being negotiated, due to the lateness of the grant being received.
58. Bus Service Improvement Plan has been included within Major Infrastructure Capital Programme (£8.7m capital grant). On 8 August 2022 confirmation was given from the DFT that Oxfordshire had secured funding to support the upgrade of Bus Priority infrastructure, including countywide traffic signal upgrades, improvements to the Cherwell Street Bus Lane in Banbury and Connecting Oxfordshire, through upgraded bus priority traffic filters.
59. The financial contribution of £10m to Network Rail towards the proposed works at Oxford Station has been added to programme in this update. The funding of £10m has been secured through OxLEP (Oxfordshire Local Enterprise Partnership) within the City Deal Programme. The funding is received by the Council on behalf of OxLEP in the Council's role as Accountable Body. The Council, as highway Authority, will enter into the £10m Funding Agreement with Network Rail.

Prudential Borrowing

60. The ten-year Capital Programme includes a requirement to fund £272.4m through prudential borrowing. This is unchanged from the last update. The latest borrowing requirement is expected to be taken as internal borrowing because of the level of cash balances in 2022/23 is £44.6m. The majority of this relates to schemes that have already been delivered but have, until now, been funded temporally by borrowing from other funding sources within the Capital Programme to delay the need to apply the prudential borrowing. The borrowing in 2022/23 is expected to include a further £23m from the £120m agreed in 2018 (£16m relates to additional investment in the Highways Asset Management Plan and £7.0m to the Property defect liability programme). A further £7m (from the £41.7m) borrowing which supports the OxLEP City Deals programme with the remaining £15m from other agreed spending plans.
61. The use of prudential borrowing will increase the Council's Capital Financing Requirement. The Council is required under statute to set aside a Minimum Revenue Provision to pay down the Capital Financing Requirement. Prudential borrowing is generally paid over 25 years. The Medium Term Financial Strategy takes account of this cost. As the Capital programme includes the OxLEP City Deal Programme, the borrowing costs relating to this scheme (for which the Council is the Accountable body) will be fully funded through Enterprise Zone 1 retained business rates.

Earmarked Reserves

62. The level of earmarked reserves have decreased by £15.2m from the previous reported position. The reduction reflects the inclusion of the

£10m towards Oxford Station and £10.4m for the Active Travel Phase 3 programme funded by grant being added into the Capital Programme. As noted in paragraph 13, £5m has been returned to the Capital Programme contingency from the A423 Improvements Programme.

Capital Reserves

63. The current level of capital reserves (including capital receipts and capital grants reserves) is approximately £184.4m. This is expected to reduce to £68m by the end of 2024/25. The reduction is mainly due to the delivery of the Growth Deal Programme. Reserves can be used to temporarily fund schemes to delay the need for prudential borrowing or to help manage timing difference between the delivery of schemes and the receipt of Section 106 funding. The level of reserves impacts on the cashflow of the capital programme and the overall Council Balances and is already factored into the funding of the overall capital programme.

Risk Management

64. As noted in the report to Cabinet on 21 June 2022, there are a number of factors impacting on the future deliverability and cost of capital schemes. Factors contributing to this include:

Global Price of Energy	Increases in the price of gas and electricity affect all materials, especially those with high energy intensity involved in their manufacture i.e. cement, concrete, copper, plastic etc.
COVID-19	The legacy of COVID-19 as global demand increases; supply remains problematic leading to supply chain bottlenecks, slower delivery times, container shortages, port delays etc.
Brexit Trade Deals	Steep rises in shipping costs, surcharges, increased administration at UK ports and slower delivery times have affected imports.
Labour Market	A shortage in the labour markets including construction and building trade supervisors, general labourers, civil engineers, bricklayers, carpenters, plant and machine operatives.
Red Diesel Rebate	The removal of the tax discount on diesel used in construction plant from 1 April 2022 (Red Diesel) will have a significant effect on the cost of construction.

65. The combined impact of these factors has affected delivery across three key areas in 2021/22 and is expected to have a more significant impact on scheme delivery in 2022/23 and future years:

- Workforce – both skilled and unskilled
- Availability of materials

- Contract price (value and ability to maintain an agreed price)
66. Following the appointment of the new Prime Minister on 6 September 2022 the Chancellor of the Exchequer set out the Government's 'Growth Plan' on 23 September 2022. This followed the Bank of England's interest rate rise to 2.25% and mainly focussed on the wider UK economy and on tax reductions. Since this announcement there has been significant market volatility, the value of the pound has been affected and continues to fluctuate, and interest rates are expected to rise further. The situation is continuing to change but the reductions in the value of the Pound could impact on inflation, particularly in relation to fuel costs and the cost of other imports.
67. These risks are continuing to be managed at both project and programme level and up to the Strategic Capital Board. Cabinet will be involved through the quarterly Capital Programme Update and Monitoring Report and the annual capital budget setting process. Capital governance within the council has been reviewed with a view to creating a more systematic and robust process.
68. There are two strategic risks being managed to mitigate impacts on the major infrastructure (Core Schemes and Major Infrastructure Programme more broadly). These are reported in the Business Management Monitoring Report, as part of the Strategic Risk Register.
69. As noted above at paragraphs 37-39, the Department for Levelling Up, Housing and Communities are reviewing the final £30.0m instalment of the housing and growth deal grant funding. With several projects being delivered at the end of the programme period and construction phases to begin this financial year, there will be a need to cap expenditure at £120.0m if the further £30.0m is withheld and pending notification that the funding will be received. However, the choice of schemes to terminate will reduce as the year progresses and commitments made. Spend and commitments will be monitored closely to ensure that action is taken as necessary.

Financial Implications

70. The paragraphs above set out the planned investment and available funding for the ten-year Capital programme including the risks associated with the delivery of the programme.
71. The following risks are inherent within the funding of the capital programme:
- Certainty over the timing and value of future capital receipts and Section 106 Contributions
 - Certainty of the value of future grant funding
72. If capital receipts or section 106 contributions are not received within the planned timeframe it may be necessary for the Council to temporarily fund capital expenditure through Prudential Borrowing. The Council has a

Prudential Borrowing reserve to help manage the revenue impact of additional prudential borrowing.

73. Spend on schemes funded from the Housing & Growth Deal, for which the council is the accountable body, will need to be capped at £120.0m until confirmation about the final £30.0m is received. Because of the risk that this may not be forthcoming the Future Oxfordshire Partnership need to agree a revised programme that can be managed within the available funding.
74. Where additional funding is required to fund schemes on a permanent basis this will need to be addressed by reducing investment elsewhere within the programme (reprioritisation) or by permanently funding through prudential borrowing. This would require the identification of long term revenue funding as the Prudential Borrowing is usually repaid over 25 years through the Minimum Revenue Provision.

Comments checked by:
Lorna Baxter, Director of Finance

Staff Implications

75. There are no staffing implications arising directly from the report.

Equality & Inclusion Implications

76. There are no equality and inclusion implications arising directly from this report.

Legal Implications

77. In year changes to the capital programme must be approved by Cabinet in accordance with the councils Financial Regulations and in particular paragraph 5.1.1(IV) where the total estimated resource allocation is above £1,000,000, then Cabinet can agree its inclusion into the Capital Programme, via the periodic Capital Report to Cabinet, based on the recommendations by Capital Programme Board and the Section 151 Officer.

Comments checked by: Kate Charlton Interim Head of Legal and DMO

LORNA BAXTER
Director of Finance

Annexes:

Annex 1	Prioritisation Framework
Annex 2	Capital Programme Monitoring 2022/23
Annex 3	Updated Capital Programme 2022/23 to 2031/32

Annex 4	Housing and Growth Deal Revised Programme (by the Future Oxfordshire Partnership) - implications for OCC
Annex 5	Pupil Places
Annex 6	Highways maintenance schedule

Background papers:

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October 2022

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Annex 1. Prioritisation Framework

OCC Priority Framework 22/23 (and med term 2-5yrs):

Principles:

- o For **all** projects, the funding cannot exceed the budget allocation. Where cost increases occur, value engineering and/or de-scoping will be required (or additional external funding secured)
- o any new inclusion of projects and/or approval of exceptions/change requests will require an equivalent reduction in schemes or funding (one in, one out principle)
- o all projects demonstrate benefits realisation, clearly setting out direct and indirect benefits linked to the nine corporate priorities
- o where schemes fall outside these categories but are well progressed (ie have approved full business case) and have RAG status of green for deliverability* can be considered for inclusion, where funding is available
- o schemes with major proportion (80% or more) of the capital from external sources which will be lost if the project fails to go ahead but subject to consideration of future revenue requirements can be considered
- o Major Infrastructure schemes align to OXIS prioritisation
- o All projects undertake equality and climate impact assessments (and carbon accounting when methodology is available), considering impact on deprivation, health and wellbeing in any given area
- o Projects that do not demonstrate alignment to these priorities will be stopped/paused
- o All mainstream school expansions/new schools be managed within basic need grant and available S106 contributions supported by the basic need programme and growth contingency provision
- o Major Infrastructure schemes be considered under five sub categories:
 - o HIF1
 - o A40 Corridor (inc HIF2)
 - o Kennington Bridge
 - o Active Travel Tranche 3
 - o Housing & Growth Deal

Categories

Category 1 Projects:

That enable compliance with our minimum statutory duties relating to health and safety and schools. For projects in this category, there is still a need to justify the cost level.

Category 2 Projects:

That generate revenue savings (and/or cost avoidance) through the delivery of the new business strategy or service transformation proposals (inc children's homes and supported living). For projects in this category, there is still a need to explore whether or not they could be self-financing, for example through prudential borrowing.

Category 3 Projects:

That facilitate **(ie majority of the scheme)** the climate action or active travel commitments of the Council, as articulated in the strategic plan.

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Annex 2

Capital Programme Monitoring 2022/23

Strategy / Programme	Capital Programme (Cabinet July 2022)			Latest Forecast			Variation			Current Year Expenditure Monitoring				Performance Compared to Original Programme (Council February 2022)		
	Current Year	Future Years	Total	Current Year	Future Years	Total	Current Year	Future Years	Total	Actual expenditure to date	Commit- ments	Expenditure Realisation Rate	Actuals & Commitments	Current Year	Variation	Use of Resources Variation
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	%	%	£'000s	£'000s	%
Pupil Places	48,280	183,027	231,307	43,280	190,311	233,591	-5,000	7,284	2,284	10,352	12,763	24%	53%	47,915	-4,635	-10%
Major Infrastructure	100,184	586,170	686,354	94,959	619,155	714,114	-5,225	32,985	27,760	13,582	20,257	14%	36%	150,868	-55,909	-37%
Highways Asset Management Plan	50,798	216,218	267,016	50,804	215,988	266,792	6	-230	-224	10,877	35,240	21%	91%	55,675	-4,871	-9%
Property & Estates, and Investment Strategy	23,935	50,327	74,262	17,335	56,822	74,157	-6,600	6,495	-105	3,215	4,073	19%	42%	20,450	-3,115	-15%
ICT	9,592	13,892	23,484	9,592	13,892	23,484	0	0	0	2,027	1,514	21%	37%	10,216	-624	-6%
Passport Funding	10,853	5,650	16,503	10,853	5,650	16,503	0	0	0	5,541	95	51%	52%	8,744	2,109	24%
Assets Vehicles & Equipment	2,167	7,250	9,417	2,167	7,250	9,417	0	0	0	740	305	34%	48%	2,260	-93	-4%
Total Capital Programme Expenditure	245,809	1,062,534	1,308,343	228,990	1,109,068	1,338,058	-16,819	46,534	29,715	46,334	74,247	20%	53%	296,128	-67,138	-23%
Earmarked Reserves	0	79,012	79,012	0	63,757	63,757	0	-15,255	-15,255					1,000	-1,000	0%
OVERALL TOTAL	245,809	1,141,546	1,387,355	228,990	1,172,825	1,401,815	-16,819	31,279	14,460	46,334	74,247	20%	53%	297,128	-68,138	-23%

Annex 3

Updated Capital Programme 2022/23 to 2031/32

Strategy/Programme	Capital Investment Programme (latest forecast)						CAPITAL INVESTMENT TOTAL £'000s
	Current Year	Firm Programme	Provisional Programme				
	2022 / 23	2023 / 24	2024 / 25	2025 / 26	2025 / 26	up to 2031 / 32	
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	
Pupil Places	43,280	47,257	38,919	17,621	10,800	75,714	233,591
Major Infrastructure	94,959	206,804	246,024	114,280	21,482	30,565	714,114
Highways Asset Management Plan	50,804	66,518	44,300	16,381	16,101	72,688	266,792
Property & Estates, and Investment Strategy	17,335	21,123	17,987	9,272	2,455	5,985	74,157
EST	9,592	6,530	2,963	250	250	3,899	23,484
Passport Funding	10,853	1,000	950	750	750	2,200	16,503
Vehicles & Equipment	2,167	850	800	800	800	4,000	9,417
TOTAL ESTIMATED CAPITAL PROGRAMME EXPENDITURE	228,990	350,082	351,943	159,354	52,638	195,051	1,338,058
Earmarked Reserves	0	0	5,400	5,700	16,983	35,674	63,757
TOTAL ESTIMATED CAPITAL PROGRAMME	228,990	350,082	357,343	165,054	69,621	230,725	1,401,815
TOTAL ESTIMATED PROGRAMME IN-YEAR RESOURCES	203,484	288,033	327,919	137,436	51,805	208,701	1,217,378
In-Year Shortfall (-) / Surplus (+)	-25,506	-62,049	-29,424	-27,618	-17,816	-22,024	-184,437
Cumulative Shortfall (-) / Surplus (+)	184,437	158,931	96,882	67,458	39,840	22,024	0

SOURCES OF FUNDING		2022 / 23	2023 / 24	2024 / 25	2025 / 26	2025 / 26	up to 2031 / 32	CAPITAL RESOURCES TOTAL
		£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
SCE(C) Formulaic Capital Allocations - Un-ringfenced Grant		98,596	99,918	57,407	22,738	21,500	107,700	407,859
Devolved Formula Capital- Grant		700	650	600	400	400	400	3,150
Prudential Borrowing		44,622	85,241	59,416	44,016	18,263	20,869	272,427
Grants		41,662	93,809	166,632	56,790	5,791	909	365,593
Developer Contributions		37,551	47,114	68,976	11,140	1,601	43,730	210,112
Other External Funding Contributions		293	0	350	720	0	0	1,363
Revenue Contributions		5,538	23,350	3,962	950	2,330	6,500	42,630
Schools Contributions		28	0	0	0	0	0	28
Use of Capital Receipts		0	0	0	28,300	12,653	28,593	69,546
Use of Capital Reserves		0	0	0	0	7,083	22,024	29,107
TOTAL ESTIMATED PROGRAMME RESOURCES UTILISED		228,990	350,082	357,343	165,054	69,621	230,725	1,401,815
TOTAL ESTIMATED IN YEAR RESOURCES AVAILABLE		203,484	288,033	327,919	137,436	51,805	208,701	1,217,378
Capital Grants Reserve C/Fwd	125,321	97,511	32,582	1,238	0	0	0	0
Usable Capital Receipts C/Fwd	30,009	32,313	35,193	37,113	10,733	0	0	0
Capital Reserve C/Fwd	29,107	29,107	29,107	29,107	29,107	22,024	0	0

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Annex 4.

Housing and Growth Deal Revised Programme (by the Future Oxfordshire Partnership) - implications for OCC

Schemes not yet in construction stage	Previous H&GD grant allocation (FOP) £'000	Revised H&GD grant allocation (FOP) £'000	Other funding £'000	Total funding/ cost forecast £'000
Benson Relief Road	£1,800	£3,750	£2,200	£5,950
Former RAF Upper Heyford phase 2 (M40-J10 Improvements)	£18,880	£8,700	0	£8,700
A34 Lodge Hill	£12,000	£12,000	£8,225	£20,225
Oxpens to Osney Mead Bridge	£6,000	£8,800	0	£8,800
North Oxford Corridor – Kidlington Roundabout	£6,000	£4,000	0	£4,000
Tramway Road	£3,787	£6,120	£780	£6,900
Watlington Relief Road	£7,100	£7,100	£2,884	£9,984
Milton Heights Pedestrian and Cycle Bridge	£5,438	£238	£2,205	£2,443
Woodstock Road Corridor	£12,500	£4,000	0	£4,000
Banbury Road Corridor (feasibility)	£2,370	£2,370	0	£2,370
A40 Access to Witney	£5,900	£17,000	£8,025	£25,025
NW Bicester A4095 Rd Roundabout Improvements	£0	£5,200	£5,500	£10,700
Contributions to Schemes				
Relief to Rowstock	£4,800	£4,800	£6,100	£10,900
Wantage Eastern Link Road (WELR)	£1,000	£1,000	£8,074	£9,074
A40 Science Transit Phase 2 (Eynsham Park and Ride + IBL contribution)	£12,000	£12,000	£39,500	£51,500

Schemes in final contract stages	Previous H&GD grant allocation (FOP) £'000	Revised H&GD grant allocation (FOP) £'000	Other funding £'000	Total funding/ cost forecast £'000
Shrivenham New School	£2,500	£2,500	£7,997	£10,497
Connecting Oxford (Oxford Core Schemes)	£1,602	£1,602	0	£1,602

North Oxford Corridor – A44 Loop Farm to Cassington Road	£14,530	£19,530	0	£19,530
A4074 Golden Balls (feasibility)	£1,000	£1,000	0	£1,000
Didcot Central Corridor (feasibility)	£1,000	£1,000	0	£1,000
Frilford Junction Improvements and Relief to Marcham (feasibility)	£1,500	£1,500	0	£1,500
Completed / Closing (pre final close down sign off)				
A361 Road Safety Improvements	£300	£300	£4,813	£5,113
A4095 Underbridge and Underpass NW Bicester	£7,800	£7,800	£6,700	£14,500
Access to Banbury (North) (Hennef Way)	£200	£200	£900	£1,100
Access to Headington	£3,500	£3,500	£14,440	£17,940
Botley Road Corridor	£3,250	£3,250	£6,404	£9,654
Oxford City wide cycle and pedestrian schemes	£3,798	£3,810	0	£3,810
Cowley Branch Line	£250	£250	0	£250
A40/Minster Lovell West Facing Slips/Access to Carterton	£710	£710	0	£710
A4095 Realignment – NW Bicester	£1,562	£1,312	0	£1,312

Annex 5: Pupil Places

Pupil Places

1. The forecast expenditure for the Pupil Places Programme in 2022/23 has decreased by £5.1m to £43.2m. This reflects the latest expenditure profiles on the delivery timeframe on the various projects within the programme and not any cost pressure or saving changes.
2. The Basic Need Programme has a forecast expenditure of £15.2m, a decrease of £0.8m. This is down to the re-profiling of funds between 2022/23 and 2023/24 including:
 - Blessed George Napier, Banbury – expansion to provide an additional 300 secondary pupil places delivered by Pope Francis Catholic Multi Academy via a funding agreement. The Trust reported that the contractor went into administration around 12 -15 weeks from completion of the building. They are currently procuring a new contractor, but this means that some of the monies will now not be spent until 2023/24. This will not impact on pupil places if the building can be completed for September 2023 and the current indications from the Trust are that it will be.
3. In the Summer Term, four projects have been successfully completed in time for the start of the new Academic Year 2022/23:
 - John Watson Special School, Wheatley (Secondary base) – expansion to provide an additional 16 SEN places plus permanent sixth form accommodation. The extension has been designed to specifically accommodate the needs of the pupils at the school and features non-ambulant access throughout.
 - St Nicholas CE Primary School (East Challow) – expansion to provide new 26 place nursery delivered by Vale Academy Trust via a funding agreement.
 - Wallingford School – expansion to provide an additional 300 secondary pupil places delivered by The Merchant Taylors Oxfordshire Academy Trust via a funding agreement.
 - William Morris Primary School, Banbury – expansion to provide an additional 35 primary pupil places and replacement of temporary classrooms delivered by GLF Schools Academy Trust via a funding agreement
4. A further five projects are in construction:
 - Radley CE Primary School – expansion to provide an additional 105 primary pupil places and improved schools hall (part funded by Radley Parish Council).
 - Blessed George Napier, Banbury – expansion to provide an additional 300 secondary pupil places delivered by Pope Francis Catholic Multi Academy via a funding agreement.

- Kingfisher Special School, Abingdon – expansion to provide an additional 16 SEN places by Propeller Academy Trust via a funding agreement.
 - Lord Williams's School, Thame – expansion to provide an additional 150 secondary pupil places delivered by Thame Partnership Academy Trust via a funding agreement.
 - Glory Farm Primary School, Bicester – contribution (S106 funding) towards the replacement of 4 temporary classrooms delivered by Bernwode School Trust via a funding agreement.
5. There are also a further 10 projects in the pre-construction phase. Depending on the delivery timeframe, some of these will reach the construction phase later this financial year. These are a mixture of expansions to existing schools, new schools and includes the relocation of the Oxfordshire Hospital School.
6. The Growth Portfolio Programme has forecast expenditure of £22.7m a decrease of £3.2m compared to previously reported. This is down to reprofiling of funds between 2022/23 and 2023/24 including:
- St Edburg's CE PS – expansion to provide an additional 210 primary pupil places delivered by Oxford Diocese School Trust via a funding agreement. The project was due to be completed for September 2023, however Oxford Diocesan Board of Education have advised that the programme has slipped and is now not likely to be delivered before January 2024. This means that some of the monies allocated to 2022/23 will not now be spent until 2023/24. We are awaiting confirmation from ODST whether this will have any impact on pupil places.
 - Sires Hill PS (NE Didcot) – the contractors expected cash flow forecast for this financial year has now been formalised in the design and build contract. This has resulted in a reduction in spend forecast for this year moving the spend forecast into next year. The overall project cost remains within the approved budget.

Four projects are in construction:

7.

- Folly View Primary Primary School, Faringdon – a new school facility to support the expansion and age range of Faringdon Infant School, providing 420 primary pupil places, 90 nursery places and Special Educational Needs & Disabilities (SEND) support spaces.
- Graven Hill Primary School, Bicester – a new school to create 420 primary pupil places and 90 nursery places and is being delivered by the housing developer (Graven Hill Village Development Co Ltd).
- St Johns Academy, Wantage – a new school to create 420 primary pupil places, 60 nursery places and SEND support spaces and is being delivered by the housing developer (Persimmon Homes).
- Sires Hill PS (NE Didcot) – a new school to create 420 primary pupil places and 90 nursery places.

8. There are a further three projects in the pre-construction phase. Again, depending on the delivery timeframe, some of these will reach the construction phase this financial year.

9. The Education & Skills Agency (ESFA) are also on-site for the new SEN school in Bloxham, Grove, and in pre-construction stages on the potential delivery of a further two new Schools.
10. Where the schemes are being delivered via a funding agreement they will still be monitored by the Council's governance framework

Annex 6

Highways maintenance schedule

Project	Schemes Original / Current	Schemes Completed / Remaining	Comments
Surface Treatments (schemes)	71 / 124	61 / 63	Schemes to restore the condition or prolonging the life of existing carriageways. Additional schemes being delivered by accelerating 3yr programme
Carriageways (schemes)	17 / 17	7 / 10	Surfacing/reconstruction/strengthening of roads and embankments.
Structural Highways Improvements (schemes)	19 / 19	9 / 10	Additionally, there are “planned reactive” minor patching schemes delivered throughout the year (94 schemes scheduled to date)
Footways (schemes)	40 / 60	60	Repair/construction of footways and cycleways. Additional schemes planned due to additional £500k budget.
Drainage (schemes)	17 / 17	8 / 17	Repair/renewal of existing drainage infrastructure and provision of new infrastructure to resolve known drainage issues.
Bridges (schemes)	35 / 28	4 / 24	Strengthening/replacement/imposition of management measures on weak structures (scheme numbers include design work). Some slippages of programme.
Public Rights of Way	1 / 1	1 / 0	New/Refurbished Kit Bridges (delivered as planned-reactive). Improved Pedestrian Access Points (delivered as planned reactive dependent upon need).
Section 42 contributions (schemes)	N/A	8 / 4	Year 1 of in-sourcing the S.101 works

Structural Maintenance Major Schemes – Deliverables

Project	Units Current	Units Completed / Remaining	Comments
Electrical	20,950	10,313/ 10,637	LED lantern conversions delivered
	8,600	0/8,600	
	9	0/9	Column replacements planned for later in the year
			Traffic Signal sites – refurbishment schemes for delivery in-year with additional

			LED conversions and smarter junction technology.
20mph Speed Limit (schemes)	75	86 parishes in total, of which: 4 awaiting parish decision 4 completed 36 programmed for decision 1 parish does not require limit 38 in process (and a further 3 in later phase)	Revised speed limit orders in towns and parishes

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Division(s): N/A

CABINET – 18 October 2022

Budget and Business Planning Report 2023/24 – 2025/26

**Report by the Director of Finance and Corporate Director –
Customers, Culture & Corporate Services**

RECOMMENDATION

1. **The Cabinet is RECOMMENDED to:**
 - a) **Endorse the report and note the assumptions that will form the starting point for the 2023/24 budget as well as updates since the Medium Term Financial Strategy was agreed in February 2022 that need to be considered;**
 - b) **Approve the budget and business planning process for 2023/24; and**
 - c) **Approve a three-year period for the medium-term financial strategy to 2025/26 and ten-year period for the capital programme to 2032/33.**

Executive summary

2. Oxfordshire County Council provides 80 per cent of local government services in Oxfordshire based on expenditure, including adult and children's social care, some education services, fire and rescue, libraries and museums, roads, trading standards, waste disposal and recycling.
3. The [strategic plan 2022 - 2025 \(pdf format, 3.6Mb\)](#) sets out the council's vision to lead positive change by working in partnership to make Oxfordshire a greener, fairer and healthier county. To do that the council will:
 1. Put action to address the climate emergency at the heart of our work.
 2. Tackle inequalities in Oxfordshire.
 3. Prioritise the health and wellbeing of residents.
 4. Support carers and the social care system.
 5. Invest in an inclusive, integrated and sustainable transport network.
 6. Preserve and improve access to nature and green spaces.
 7. Create opportunities for children and young people to reach their full potential.
 8. Play our part in a vibrant and participatory local democracy.
 9. Work with local businesses and partners for environmental, economic and social benefit.

4. The budget and medium term financial strategy (MTFS) support the strategic plan and are reviewed and updated each year through the budget & business planning process. Details of the services that directorates provide, the priorities they help deliver and the planned budgets with which they deliver these, are set out in Annex 1a.
5. Progress on achieving priorities is tracked through the council's outcomes framework with updates shared the Business Management and Monitoring reports to Cabinet. The framework will be reviewed and updated for 2023/24 as part of the annual budget and business planning process.
6. This year the budget consultation has four distinct phases, putting residents' views at the heart of the council's budget and business planning from the start to the finish.
 - Phase 1: Maximising the use of existing feedback.
 - Phase 2: Representative residents' survey.
 - Phase 3: Oxfordshire conversation events
 - Phase 4: Public consultation on the substance of the 2023/24 budget.
7. Engagement on the council's priorities, service provision and budget (including council tax) began in the summer, with a residents' survey. Following this, Oxfordshire Conversations events will be used to check that the priorities that the council set last year as part of the strategic plan still align with those of residents. Three online events and a face to face sounding board with young people will take place in October 2022.
8. Feedback on the detailed budget proposals will be sought as part of a public consultation beginning in late November 2022 as well as from the Performance and Corporate Services Overview and Scrutiny Committee in December 2022 and January 2023.
9. The budget & business planning process will continue through the autumn and winter. Based on the recommendation in this report Council will set a budget for 2023/24, a medium-term financial strategy to 2025/26 and capital programme to 2032/33 in February 2023. Performance progress against the budget for 2023/24 will then be monitored through the Business Management & Monitoring reports to Cabinet.
10. This report provides context and background information as well as updates about the wider economic environment since the 2022/23 budget and Medium Term Financial Strategy was agreed in February 2022. The financial position for the council and the overall economic landscape looks much more challenging and uncertain than when the budget was set. The following factors are contributing to this:
 - Issues and volatility in the wider economy, including the on-going impact of inflation, workforce shortages and supply side issues. In the 12 months to August 2022, the Consumer Price Index increased by 9.9%. That is significantly higher than predicted at the time of the Local

Government Settlement for 2022/23 when it was expected to rise to around 4% then fall back to the 2% target in the medium term. Further details will be shared later in the Budget & Business Planning Process but the estimated impact of inflation along with the anticipated increase in the National Living Wage from April 2022 is currently estimated to increase the council's costs by around £30m in 2023/24. In addition to this there are also other estimated demand – led pressures totalling around £20m expected in 2023/24, including the on-going impact of pressures on Children's Social Care reported through the Business Management & Monitoring Reports in 2022/23.

- The value of the pound is low and continues to fluctuate; this could impact on future inflation, particularly in relation to fuel costs. Government departments have been asked to look for efficiency savings to help meet the cost of additional borrowing.
- On-going uncertainties about the implementation of, and the sufficiency of funding for, government policy changes including Adult Social Care reform and the arrangements for the management of past and future overspends against funding for High Needs Dedicated Schools Grant where the deficit built up to date is expected to total £47m by the end of 2022/23.
- Reductions in general funding for local government over the last ten years means there is now less ability to deliver further savings.
- Oxfordshire residents face significant financial pressures that may lead to increased demand for services.

11. It is not anticipated that any detailed information about funding for 2023/24 will be received until the Provisional Local Government Settlement which is expected in mid to late December 2022. Information about funding for Adult Social Care reform is not expected until late January 2023. The timing of this information could impact on the ability to confirm the robustness of the proposed budget through the Section 25 report by the Director of Finance.

12. Detailed information about spending pressures and priorities and proposals to meet these will be published for consultation on 18 November 2022.

Introduction

13. The council's vision and priorities are supported by the budget and Medium Term Financial Strategy. This report is the starting point for the budget and business planning process for 2023/24. It explains the process for developing and agreeing the budget for 2023/24 and the assumptions on which the current medium term financial strategy (MTFS) agreed in February 2022 is based. It then updates information arising from government and other announcements plus the on-going impact of challenges apparent in 2022/23 and new or emerging financial issues for 2023/24 and beyond which will be incorporated into the new MTFS.

14. Annexes are attached as follows and explain:

- Annex 1a: The council's directorates, priorities and planned budgets

- Annex 1b: General balances and earmarked reserves
- Annex 1c: Planned changes to budgets in 2023/24 – 2025/26 agreed in February 2022.
- Annex 2: Budget and Business Planning timetable for 2023/24

15. Given future funding is so uncertain it is proposed that the MTFS will not be extended this planning round and will include the budget for 2023/24 plus the following two years. This will be reviewed again as part of the 2024/25 Budget & Business Planning process. The capital programme will be extended by one year to cover the 10 - year period to 2032/33.

Current medium-term financial strategy

Starting Point – 2022/23 budgets

16. The budget supports a range of service provision which contributes to the council's vision and nine priorities. Most of these services, which are grouped and managed within the council's five directorates, continue from one year to the next.
17. Due to the continuity of service provision the first step in building the budget for 2023/24 is to roll forward 2022/23 budgets. This starting point will then be adjusted for changes built into the MTFS agreed in February 2022. Proposed new changes to expenditure needed to align with funding for 2023/24 will be agreed as part of the 2023/24 budget approved by Council in February 2023.
18. Annex 1a provides more information about each directorate and the services contributing to the council's priorities along with the planned budget for 2023/24 and indicative budgets for 2024/25 and 2025/26 based on current plans.
19. The net council funded budget for each directorate and changes that are already planned to create the budget for 2023/24 based in on the current MTFS agreed in February 2022 are summarised in the table below. New changes agreed as part of the 2023/24 Budget & Business Planning Process will be added to this starting point.

	Revised 2022/23 Budget In July 2022 (*)	Add Planned Changes in current MTFS	Indicative Budget 2023/24	Change in Budget
	£m	£m	£m	%
Adult Services	211.8	9.7	221.5	5%
Children's Services	150.1	5.0	155.1	3%
Environment & Place	63.3	1.3	64.6	2%
Public Health & Community Safety	27.8	0.4	28.1	1%
Customers, Culture and Corporate Services	62.1	0.9	63.0	1%

Directorate Total	515.1	17.2	532.3	3%
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**2.5% budgeted pay inflation for 2022/23 has been allocated to directorates in these totals. This will be confirmed once the award is agreed and will be increased using funding held in contingency if the award agreed is higher than 2.5% as expected.*

20. After taking account of planned budget increases and changes to savings, the current MTFS includes net new funding totalling £17.2m in 2023/24. This includes £13.8m for demography for adult and children's social care and increases in waste tonnages, reflecting anticipated population and housing growth, plus £3.4m for inflation and changes to other directorate expenditure pressures and new investments. As shown in Annex 1c further budget increases totalling £38.3m are planned to be added to directorate budgets in 2024/25 and 2025/26.
21. One – off funding held in the COVID-19 reserve is continuing to be used to support additional costs arising from the pandemic. Planned funding from the reserve in 2023/24 is £6.3m. Where there is an on-going service cost after the COVID-19 funding ends the MTFS includes replacement council funding. See Annex 1b and 1c for the detailed changes that are included in the plan.

General balances and earmarked reserves

22. A local authority is not permitted to allow its spending to exceed its available resources so that overall it would be in deficit. Section 25 of the Local Government Finance Act 2003 requires that when a local authority is agreeing its annual budget and council tax precept, the Chief Finance Officer must report to it on the following matters:
 - The robustness of the estimates made for the purposes of the (council tax requirement) calculations
 - The adequacy of the proposed financial reserves
23. The council maintains general balances to provide a contingency against unplanned or unexpected events. As set out in the Earmarked Reserves and General Balances Policy Statement agreed in February 2022, and explained further in Annex 1b, the risk assessed level for 2022/23 is £28.9m. This is equivalent to 5.6% of the net operating budget of £520.4m agreed by council in February 2022 and equates to around three weeks net expenditure. A review will be undertaken as part of the budget and business planning process to determine the appropriate level of balances for 2023/24.
24. Earmarked reserves (which are held for a specific purpose) were forecast to be £128.8m at the end of 2022/23 in the current MTFS. The latest forecast in the Business Management and Monitoring report to Cabinet in September 2022 is for earmarked reserves to total £190.6m at the end of 2022/23. Further detail is provided in Annex 1b.

Financial planning assumptions for 2023/24

Council Tax and Adult Social Care Precept

25. The Government's Spending Review 2021 confirmed that the council tax referendum limit will remain at 2.0% throughout the three-year Spending Review period to 2024/25. It also set out that local authorities could meet pressures in adult social care by raising council tax by up to an additional 1.0% per annum through an additional precept in 2022/23, 2023/24 and 2024/25.
26. The current plan assumes core council tax increases of 1.99% each year plus a further 1.00% adult social care precept in each of 2023/24 and 2024/25.

	2023/24	2024/25	2025/26
	£m	£m	£m
Core Council Tax Increase	1.99%	1.99%	1.99%
Adult Social Care Precept - Spending Review 2021	1.00%	1.00%	
Total Council Tax Increase %	2.99%	2.99%	1.99%

27. Each 1% increase in council tax generates around £4.4m on-going funding for council services so the pressure of £30m for inflation anticipated in 2023/24 would require a further additional council tax increase of around 7% to fund that. Assuming the referendum limit for increases in council tax continues to be limited to 1.99% that means the council's funding will reduce significantly in real terms when compared to the increased cost of services.
28. The council tax base is the number of Band D equivalent dwellings in a local authority area. Growth in the tax base of 1.75% per year is assumed in the MTFS reflecting anticipated increases in the number of households in Oxfordshire paying council tax. The following table shows how the income generated by the growth in the tax base compares to funding for demographic growth built into the current plan.

	2023/24	2024/25	2025/26
	£m	£m	£m
Budgeted Demographic Growth	13.8	14.7	14.4
Additional Council Tax funding from 1.75% growth in tax base	7.6	8.0	8.4

29. As well as updating the council tax base each district will also make assumptions about the anticipated level of council tax to be collected in any given year. Where actual income varies from those assumptions it will create a one – off surplus or deficit that is then shared with the county council as a precepting authority. Based on previous years the county council's share of

surpluses on council tax collection is estimated to be £4.0m in each year of the MTFS.

30. The impact of these changes on Council Tax income assumed in the MTFS is summarised below:

	2023/24	2024/25	2025/26
Council Tax Requirement	£456.7m	£478.6m	£496.7m
Council Tax Base	268,492	273,190	277,971
Council Tax (Band D Equivalent)	£1,700.99	£1,751.85	£1,786.71
Council Tax Collection Surpluses	£4.0m	£4.0m	£4.0m

31. In recent years, the expectation was that core council tax increases would broadly cover increases in costs arising from inflation. Because inflation is significantly higher than anticipated at the time of the Spending Review 2021 the additional cost of maintaining service provision cannot be met by the planned increase to council tax and means reductions in planned expenditure or savings will be required to balance the budget to the available funding.

General funding & local government funding reforms

32. The Council receives a Settlement Funding Assessment (SFA) from Government which is the share of the local government spending based on the 'need' of a local authority. It comprises Business Rate Top Up Grant, together with the Government's assessment of the level of Business Rates income to be retained by the Council. The SFA for 2022/23 is £72.0m and was unchanged from 2021/22 and 2020/21. The 2023/24 SFA is expected to be announced as part of the Provisional Local Government Settlement for 2023/24.
33. In addition, local authorities have been able to retain the growth in business rates from the baseline established in 2013/14 up to the Business Rate Growth Reset originally planned for April 2021. Authorities can also choose to pool business rates through the rates retention scheme which provides the opportunity to pool business rates and build growth across a wider area. Pooling can help local authorities manage volatility in business rates income, sharing fluctuations across the pool. The effects will be different in each case depending on the members of the pool and their individual circumstances. The council is a member of the North Oxfordshire Business Rates Pool with Cherwell District Council and West Oxfordshire District Council and has received around £0.5m share of the pooling gain in the last two financial years. The council will continue to be a member of the pool in 2023/24.
34. The impact of the Fair Funding Review would depend on how the changes were implemented but as an area which generates a high proportion of its funding from its council tax base, it is likely that the council's funding would

reduce as a result of this reset. This was delayed again in the 2022/23 planning round and the current MTFS assumed that this would take place on a phased basis over 2023/24 and 2024/25. It is also assumed that the planned Fairer Funding Review would be effective on a phased basis from 2023/24. The effect of these funding changes is to create a budget shortfall of £5.3m in 2023/24 which increases to £7.5m in 2024/25.

35. The current MTFS assumes that business rates funding increases by 2.0% inflation each year (based on the forecast Consumer Price Index). However, because of the on-going uncertainty about changes to business rates no assumptions about future growth have been built in.
36. The following table shows the estimates for funding from Business Rates included in the current MTFS.

	2023/24 £m	2024/25 £m	2025/26 £m
Business Rates Top – Up Grant	38.6	36.7	37.5
Business Rates Local Share	33.6	32.7	33.3
S31 Business Rates Relief Grant	4.3	3.3	3.3
Total General Funding	76.5	72.7	74.1

37. In October 2022, the government confirmed that there will no Fair Funding Review during the current Spending Review period which covers 2023/24 and 2024/25. This means the existing £5.3m budget shortfall in 2023/24 will be removed and the overall position is balanced before taking account of new inflationary and other pressures or any other funding changes.

Inflation & Contingency

38. In August 2021 the Bank of England was forecasting inflation to increase up to 4% in 2022 returning to the 2% target in the second half of 2023. The Consumer Price Index (CPI) increased to 4.8% in the 12 months to December 2021 and 4.9% in the 12 months to January 2022.
39. On the assumption that inflation would peak in 2022 then fall back in line with the Bank of England forecasts, the current MTFS includes funding for pay and contract inflation based on the following assumptions:

	2023/24 MTFS	August 2022 Actual Inflation	2024/25 MTFS	2025/26 MTFS
Contract Inflation	RPIX - 4.2% RPI - 4.1% CPI - 2.5%	RPIX – 12.2% RPI – 12.3% CPI – 9.9%	RPIX - 3.7% RPI - 3.6% CPI - 2.0%	RPIX - 3.7% RPI - 3.6% CPI - 2.0%
Pay Inflation	2.5%	6.0%	2.5%	2.5%
Income Inflation	2.0%	2.0%	2.0%	2.0%

40. The Bank of England's most recent Monetary Policy Report, published in August 2022, forecast that the direct and indirect impact of increases in energy costs would increase inflation to around 13% at the end of 2022. That was prior to the government announcing the Energy Price Guarantee, but the current volatility and fall in the value of the pound is also now likely to impact on future prices. The next update from the Bank of England will be published on 3 November 2022.
41. The latest estimate from the Office for National Statistics indicates that CPI inflation was 9.9% for the 12 months up to August 2022. This fell slightly from 10.1% in July 2022 mainly as the result of a reduction in fuel costs. Retail Price Index (RPI) was 12.3% in the 12 months up to August 2022, unchanged from the increase in the year to July 2022.
42. In summer 2022 the Low Pay Commission consulted on proposals to increase the National Living Wage from £9.50 to £10.32 (8.6%) for workers aged 23 and over (plus the equivalent changes for other age groups) from 1 April 2023. The impact of the final agreed increase on the rates the council pays for services will need to be considered as part of the budget process along with other inflationary pressures for both pay and non – pay expenditure.
43. To help manage the impact of financial risk, a corporate 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.
44. In July 2022 National Employers offered an increase of £1,925 on all Green Book pay points, which cover the majority of council employees, with effect from 1 April 2022. This would cost an additional £6.3m from 2022/23. UNISON have accepted the offer but feedback from Unite or GMB members is awaited later in October.
45. It is currently unclear what 2023/24 pay inflation may be, but the existing £7.9m contingency budget will need to be used to meet the cost of the on-going impact of the 2022/23 pay award. The level of contingency for 2023/24 will need to be considered as part of the Budget & Business Planning process but it is expected that additional on-going budgeted funding will need to be added to contingency in 2023/24 to reflect on-going risks and volatility in costs and demand pressures.
46. The estimated impact of inflation, including the impact of the anticipated increase in the National Living Wage from April 2023 on the council's contracted costs and pay inflation for 2023/24, is estimated to increase costs by around £30m from 2023/24. The affordability of these increases, and the

ability to meet the additional cost within the available funding, will need to be considered as part of the Budget & Business Planning process for 2023/24.

Grant Funding expected to fall out from 2023/24: Services Grant and New Homes Bonus

47. £1.6Bn new grant funding for councils in 2022/23, 2023/24 and 2024/25 was announced as part of the Government's Spending Review 2021. This funding was intended to increase investment in supporting vulnerable children and enable local authorities to continue to provide the other local services that people rely on. A significant element of this was used to increase the funding for the Social Care Grant and to create the Services Grant.
48. In 2022/23 the council's share of the £0.636Bn national increase to the existing Social Care Grant was £5.3m (in addition to £12m existing grant funding). This is assumed to be on-going funding which will continue to be received in 2023/24 and future years.
49. The current MTFs assumes the council's £5.0m share of the Services Grant totalling £0.822Bn nationally is one – off in 2022/23 only as this was expected to be linked to the implementation of the Fair Funding Review. It is currently unclear what the arrangements for 2023/24 will be or whether the council will receive further funding in 2023/24.
50. £2.9m un-ringfenced funding from the New Homes Bonus which was extended by a further year into 2022/23 was not expected to continue from 2023/24. Again, it is unclear what the arrangements for 2023/24 will be.

Dedicated Schools Grant (DSG)

51. In July 2022, the Department for Education (DfE) announced a provisional 2023/24 DSG allocation of £569m for Oxfordshire. This includes the schools, high needs and central block but excludes early years and funding for growth. Schools' DSG will increase by 1.91% to £465m in 2023/24, excluding growth funding. High needs DSG will increase by 6.8% or £6.9m to a total of £98.7m in 2023/24.
52. Demand continues to outstrip the growth in the grant funding and as set out in the Business Management & Monitoring Report to Cabinet in September 2022 the forecast deficit compared to Dedicated Schools Grant (DSG) funding for High Needs is £17.5m in 2022/23. Action to reduce the expenditure is being taken and Oxfordshire has been included in the Department for Education's Delivering Better Value scheme. This is a national programme investing £85m over 3 years for 55 local authorities to help manage High Needs deficits. Despite this, continued increases in demand mean that annual deficits against the grant funding are expected to grow in future years.
53. In line with a change to the CIPFA code of practice on DSG High Needs deficits an unusable reserve to hold negative High Needs DSG balances was

created in 2020/21. The forecast deficit of £17.5m in 2022/23 will increase the total accumulated negative balance for High Needs held in this reserve to £47.3m at 31 March 2023.

54. The statutory over-ride that enables that approach will come to an end on 31 March 2023 so further guidance on the arrangements for 2023/24, following a consultation in August 2022, is awaited. DSG deficits cannot currently be met from general council funding without permission from the Secretary of State. However, this deficit, both accumulated to date, and on-going, is a significant financial risk irrespective of the future arrangements for the statutory override. This will need to be taken into account in the Section 25 Statement and the overall financial position for the council and the assessment of the adequacy of reserves and balances for 2023/24.

Adult Social Care Reform

55. In September 2021 the Government published 'Build Back Better – Our Plan for the NHS and Social Care'. The proposals for adult social care, which are expected to take effect from October 2023, include a lifetime cap of £86,000 on the amount anyone in England will need to spend on their personal care, alongside a more generous means-test for local authority financial support.
56. Care accounts for individuals will be maintained by the local authority and will keep track of their progress towards the cap. Local authorities will need to provide regular care account statements and engage early with the person once they are close to approaching the cap to discuss how their needs will be met.
57. Local authorities are also required to work with the local market to complete a Fair Cost of Care exercise for submission by 14 October 2022. This assessment will be used as the basis for councils to move towards paying providers a fair cost of care if the assessment indicates this is not already the case.
58. In addition to these changes people who arrange and fund their own care will be able to ask a local authority to organise care on their behalf.
59. Oxfordshire is part of a small group of trailblazer authorities, volunteer councils that are implementing the reforms in advance of the national roll-out.
60. Based on current funding information for Trailblazers published by the Department of Health & Social Care, compared to the assessment of potential costs published by the County Councils Network and Newton Europe in May 2022, it is anticipated that the cost of the reforms could exceed the funding by £4m - £6m in 2023/24 but there is still significant uncertainty about both the funding and costs.
61. Information about future funding for the cost of the reforms is currently expected to be announced in late January 2023. Because of the on-going uncertainties about the impact of the Fair Cost of Care exercise and

implementation of the reforms more generally the timing of this information could impact on the ability to confirm the robustness of the proposed budget through the Section 25 report by the Director of Finance.

Government Announcements

62. Following the appointment of the new Prime Minister on 6 September 2022 the Chancellor of the Exchequer set out the Government's 'Growth Plan' on 23 September 2022. This followed the Bank of England's interest rate rise to 2.25% and mainly focussed on the wider UK economy and on tax reductions. Since this announcement there has been significant market volatility, the value of the pound has been affected, and interest rates are expected to rise further. The situation is continuing to change but the reductions in the value of the Pound could impact on inflation, particularly in relation to fuel costs and the cost of other imports. Government departments have been asked to identify spending efficiencies to help mitigate the impact.
63. National Insurance will return to 2021 levels from 6 November 2022 with the reversal of the 1.25% increase in contribution rates implemented in April 2022 and the cancellation of the Health and Social Care Levy, which was to have come into force from April 2023. The £17bn expected to be raised to meet the additional spend on the NHS and Social Care will instead be funded through general taxation and borrowing.
64. £1.6m for the direct employer cost of the 1.25% increase in National Insurance from 2022/23 onwards is built into the council's budget along with the impact on contracted costs. This can now be released as a saving in 2023/24.
65. On 21 September 2022, the Department for Business, Energy and Industrial Strategy announced more detail of the operation of the energy price cap for businesses, charities and public sector energy users. The support will apply to fixed contracts agreed on or after 1 April 2022, as well as variable and flexible tariffs and contracts and will apply to energy usage from the 1 October 2022 until 31 March 2023. Support will automatically be applied to bills. A review into the operation of the scheme will be published and will inform decisions on future support after March 2023 so it is currently unclear what the arrangements from 2023/24 will be.
66. The Government will also open applications for up to £2.1bn funding over the next two years to support local authorities, housing associations, schools and hospitals invest in energy efficiency and renewable heating.
67. The last spending review, which took place in 2021, set out the envelope for and assumptions behind public spending over a three-year period to 2024/25. The Government have indicated that there will be no new spending review in 2022.
68. The government will set out a fiscal statement setting out plans to balance the government's finances on 31 October 2022. The Office for Budget

Responsibility will publish their forecast of how the economy will perform in coming years the same day.

Capital & Investment Strategy

69. Capital expenditure obtains or improves buildings, vehicles, equipment or other assets owned by the council. The capital programme shows how the Council will use capital expenditure to support the delivery of its priorities. It is split into a firm programme of schemes which have been agreed to progress and a pipeline of future schemes. The firm programme needs to align to the funding available and the agreed level of prudential borrowing.
70. The programme is updated quarterly and fully refreshed annually as part of the Budget and Business Planning Process to ensure that it remains aligned to the latest priorities, reflects the latest cost projections and timescale for delivery, and incorporates the current funding position.
71. Full Council is required to approve the capital and investment strategy annually to demonstrate that capital expenditure and investment decisions are in line with service objectives and properly take account of stewardship, value for money, prudence, sustainability and affordability. The capital and investment strategy incorporates the treasury management strategy and the investment strategy and is supplemented by the property strategy and highways asset management plan.
72. The availability of workforce and materials and inflationary increases in contract prices are increasing the risk to the deliverability and cost of capital schemes. This is expected to continue to place further demands on our resources and therefore place additional challenges on our ability to meet the Council's ambitions, expected outcomes and benefits. To help address this, a fundamental review of the current capital programme has been undertaken, prioritising the schemes and initiatives. Changes impacting on 2022/23 are included in the Capital Monitoring Report to Cabinet elsewhere on the agenda. Proposed changes impacting on 2023/24 and future years will be published as part of the agenda for Performance & Corporate Services Overview & Scrutiny Committee in December 2022.

Budget Engagement & Consultation

73. The Strategic Plan makes a commitment to taking decisions in an open and inclusive way.
74. The council's approach to consultation and engagement is explained further in the Consultation and Engagement Strategy 2022/25. This puts residents at the heart of decision-making and aims to engage with and listen to residents and other partners in a more active and inclusive way.
75. The council's approach to budget consultation for 2023/24 aims to:

- Meet and exceed statutory requirements for consultation on the council's budget and maximise the opportunities for residents' and stakeholder voices in Oxfordshire to be heard.
- Involve, inform and consult residents, businesses, staff and partners about the financial pressures facing the council and underline our ongoing commitment to delivering against our strategic priorities.
- Enable the council to develop a clear understanding of what is important to local people, their priorities and the challenges facing their communities and to feed that insight into the budget and business planning process.
- Increase understanding of how the council works, the range of services it delivers and what council tax is spent on.

76. This year the budget consultation has four distinct phases, putting residents' views at the heart of the council's budget and business planning from the start to the finish.

- Phase 1: Maximising the use of existing feedback.
- Phase 2: Representative residents' survey.
- Phase 3: Oxfordshire conversation events
- Phase 4: Public consultation on the substance of the 2023/24 budget.

Phase 1: Maximising the use of existing feedback

77. The first phase of the budget consultation for 2023/24 focuses on maximising the use of existing feedback from residents and stakeholders to support our planning for service development priorities.

Phase 2: Representative residents' survey

78. A self-completion survey has been sent to a randomly selected section of households across Oxfordshire over the summer. The council aims to receive approximately 1,100 returns and deliver statistically representative results to +/- 3 per cent at the 95 per cent level of confidence at a county level.

79. The survey includes a series of questions to obtain representative feedback to support budget and business planning, and views about council tax increases, alongside continuing to track key Local Government Association (LGA) indicators for satisfaction with councils. This includes understanding the important local issues facing residents and their communities, attitudes towards broad approaches to budget and business planning, including council tax increases and explore the relative importance of each of the council's nine strategic priorities.

Phase 3: Oxfordshire conversation events

80. Oxfordshire Conversations events have been planned as part of the process of setting a new budget for next year. These conversations will be used to check that the priorities that the council set last year as part of the strategic

plan still align with those of residents. Three online events and a face to face sounding board with young people will take place in October 2022.

Phase 4: Public consultation on the substance of the 2023/24 budget

81. The final phase will be a formal public consultation focusing on the substance of the 2023/24 budget. This will begin with the publication of the agenda and budget papers for the Performance and Corporate Services Overview and Scrutiny Committee on 18 November 2022 and will run for four weeks. The consultation will be hosted on the council's digital engagement platform Let's Talk Oxfordshire, with additional opportunities for people to share their views offline.

Budget and Business Planning Timetable

82. Revenue and capital budget proposals, and proposed charges for 2023/24, will be published on 18 November 2022, ahead of being considered by the Performance & Corporate Services Overview & Scrutiny Committee on 9 December 2022. This committee will have a further opportunity to comment on the updated proposals in light of any updates to funding received in late December or early January on 19 January 2023, alongside the outcome of the public consultation.
83. The district councils are required to provide council tax bases, council tax collection surpluses/deficits and business rate forecasts by 31 January 2023. Provisional figures are expected in mid-December 2022. These will be used to inform the budget considered by Cabinet in January 2023.
84. The provisional local government finance settlement, which provides information about the general funding available to the council and any changes to the level of council tax that can be agreed is usually announced in mid to late December. The final settlement is likely to be announced in late January/early February 2023. This will confirm the general funding available to the Council for 2023/24. Confirmation of funding for Adult Social Care reform is not expected to be received until early January 2023.
85. Cabinet will take into consideration the comments from the Performance and Corporate Services Overview and Scrutiny Committee in December 2022 and January 2023, as well as feedback from the public consultation events, alongside the funding available announced as part of the provisional local government settlement, in setting out its proposed budget on 24 January 2023. The capital and investment strategy, including the treasury management strategy, and review of charges will be included as part of the proposed budget.
86. The Council meeting to agree the 2023/24 revenue budget, medium term financial plan and capital programme will take place on 14 February 2023.

87. A timetable for the budget and business planning process is attached at Annex 2.

Staff implications

88. There are no staffing implications arising directly from the report. Further information will be shared through the budget and business planning process.

Climate implications

89. There are no climate implications arising directly from this report. The allocation of funds through the budgeting process does have implications for the Council's climate policies. A project to establish carbon accounting into the council's practices is underway and once agreed this will feed into future updates to the capital programme. The climate implications of the revenue budget proposals will be assessed as part of the budget & business planning process.

Equality and inclusion implications

90. There are no equality and inclusion implications arising directly from this report. A high-level assessment of the broad impact of the revenue budget proposals will be included as part of the published information in November 2022. More detailed impact assessments, which will take account of feedback from the public consultation and from scrutiny, will accompany Cabinet's proposed budget in January 2023.

Risk management

91. Risks and opportunities to the council and levels of reserves and balances will be considered as part of the budget and business planning process.

Financial implications

92. The Council is required by law to set a balanced budget for 2023/24 before 1 March 2023. Alongside this, there is a requirement under Section 25 of the Local Government Finance Act 2003 for the Chief Finance Officer to prepare a statement on the robustness of the budget estimates and the adequacy of reserves. This report is the first stage in the process to achieve these objectives.

Comments checked by:

Lorna Baxter,
Director of Finance

Legal implications

93. The Council is required under the Localism Act 2011 to set a council tax requirement for the authority. This report provides information which, when taken together with the future reports up to January 2023, will lead to the council tax requirement being agreed in February 2023, together with a budget for 2023/24, two-year medium term financial strategy and ten - year capital programme.
94. The Council has a fiduciary duty to Council Tax payers, which means it must consider the prudent use of resources, including control of expenditure, financial prudence in the short and long term, the need to strike a fair balance between the interests of the Council Tax payers and ratepayers and the community's interest in adequate and efficient services 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

LORNA BAXTER
Director of Finance

ANNEXES:

Annex 1a	Directorates, priorities & planned budgets
Annex 1b	General Balances and Earmarked Reserves
Annex 1c	Previously Agreed Budget Changes
Annex 2	Budget & Business Planning Timetable

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October 2022

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The council's directorates, priorities & planned budgets

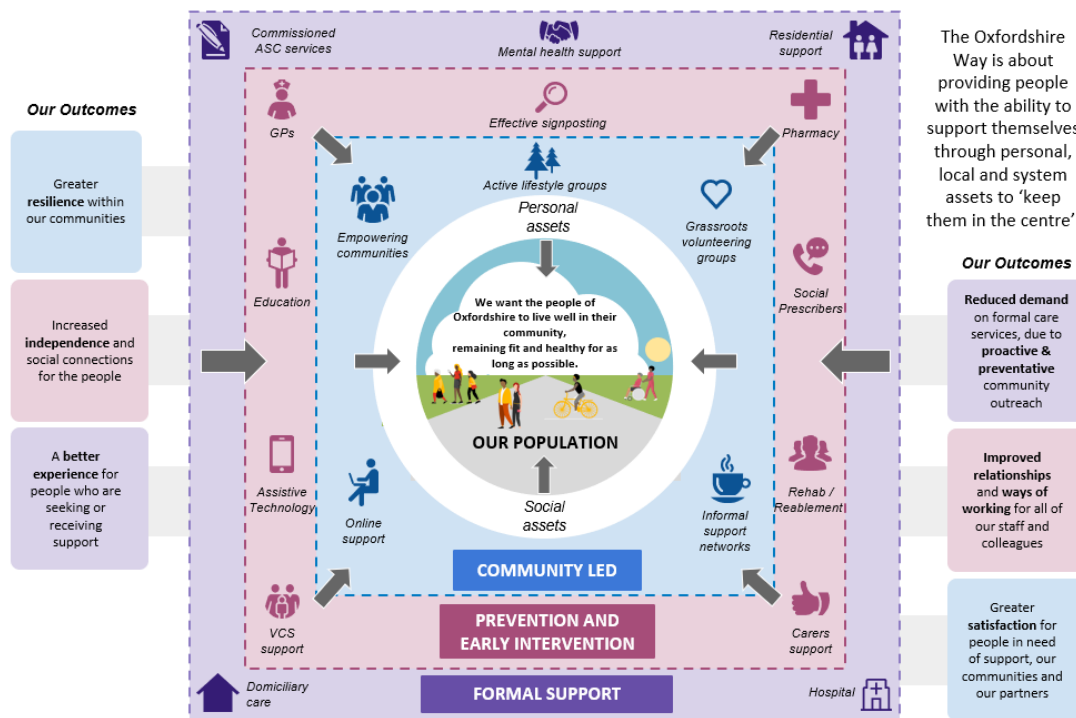
1. The council's services are organised into five directorates who work collectively to achieve the strategic plan through focussing on the nine priorities.
2. Across these directorates various corporate and transformational activities and programmes are undertaken to drive change, improvement and modernisation. These projects are supported by corporate services such as human resources and organisational development, property services, procurement, finance and information technology. Wherever possible a consistent approach is taken to driving out savings and efficiencies, for example considering the impacts of fleet management or agency spend across the whole council rather than on a departmental or directorate basis.
3. Likewise, departmental transformation and improvement activities are frequently supported by corporate services and closely relate to the planned activities of these departments. Examples include improvement and transformation that is supported through the delivery of new technology or working with customer contact centre to provide new customer access to a service. Examples of this type of transformation include the adult social care transformation programme whereby IT is supporting new technology and the customer service centre is taking on new work to improve how customer access the service.
4. The council's vision and nine priorities (also set out in paragraph 3 of the report) are as follows:





Adult Services

5. Adult Services supports people aged over 18 with physical, cognitive or age related conditions to lead independent lives with particular focus on priorities:
 2. Tackle inequalities in Oxfordshire.
 3. Prioritise the health and wellbeing of residents.
 4. Support carers and the social care system.
6. To do this the council works to provide:
 - information & advice,
 - assessments for care and support,
 - short and long-term support,
 - safeguarding for vulnerable adults.
7. The council has developed “The Oxfordshire Way”, a narrative and roadmap for the transformation of Adult Social Care and the role it will play within our communities. The graphic on the next page shows how community led activities, prevention and early intervention and formal care combine within this roadmap with people in the centre. The Oxfordshire Way is about providing people with the ability to support themselves through personal, local and system assets to ‘keep them in the centre’.



8. Over the past year, changes across our organisation and wider system are transforming how we work with people and communities, bringing our vision to life. We want the people of Oxfordshire to live well in their community, remaining fit and healthy for as long as possible. To do that we working to are build greater resilience in our communities, increased independence and personal connection for the people we serve, a better experience for people who are seeking or receiving support, greater satisfaction for people in need of support, our communities and partners, improved relationships and ways of working for all of our staff and colleagues and reduced demand on formal care services, due to proactive and preventative community outreach.



Key changes to date include:



As we rebuild following Covid-19, it is now time to scale up our transformation as we reimagine the future role of Adult Social Care in our communities.

9. The council works with the NHS, private and voluntary sector to deliver effective services and use the expertise of our customers and other key stakeholders to design, procure and evaluate services.
10. The majority of the adult social care budget is pooled with health budgets now held by the Integrated Care Board (ICB) for Buckinghamshire, Oxfordshire and Berkshire West. The joint budgets support the delivery of the local priorities identified in the Joint Health and Wellbeing Strategy, as well as the delivery of national targets. The intention is that working together enables better integration of health social care and housing, leading to a better experience and outcomes for Oxfordshire residents.

Adult Services	2023/24 £m	2024/25 £m	2025/26 £m
Budget rolled forward from previous year (*)	211.8	221.5	230.7
Changes agreed in previous budgets	0.8	0.7	0.0
Reduce one-off funding from COVID-19 Reserve	-0.9	-0.9	0.0
Subtotal planned changes in 2022/23 MTFS	-0.1	-0.2	0.0
Add:			
Funding for Demographic Growth	8.8	8.5	8.5
Changes for pay inflation at 2.5%, contract inflation and income inflation at 2.0%.	1.0	0.9	1.0
Planned Budget	221.5	230.7	240.2
Increase to budget compared to previous year	5%	4%	4%

Children's Services

11. The Children's Services vision is for Oxfordshire to be a great place to grow up and have the opportunity to become everything you want to be with particular focus on priorities:
 7. Create opportunities for children and young people to reach their full potential.
 2. Tackle inequalities in Oxfordshire.
 3. Prioritise the health and wellbeing of residents.
 4. Support carers and the social care system.
12. We have an overarching responsibility to work with partners to improve the well-being of children and young people, and to reduce inequalities between them. The council's statutory duties fall into four main areas:

Safeguarding

13. The council works with partners to make arrangements to ensure that all our functions are discharged with a view to safeguarding and promoting the welfare of children. In particular, we ensure that there are clear and effective arrangements to protect children and young people from harm.

14. The independent Oxfordshire Safeguarding Children Board coordinates the effectiveness of arrangements to safeguard and promote the welfare of children and young people in the County.

Vulnerable children and young people

15. The council works with partners to understand local need and secure provision of services that promote prevention and early intervention and offer early help to children, young people and families so that emerging problems are dealt with before they become more serious.
16. We also act as effective and caring 'corporate parents' for children we care for, with key roles in improving their educational attainment, and aim to provide stable and high quality placements and proper planning for when they leave care. We also ensure that disabled children and those with special educational needs (SEN) can access high quality provision that meets their needs and fund provision for children with statements of SEN.
17. The council ensures arrangements are in place for alternative provision for children outside mainstream education or missing education (for example due to permanent exclusion or illness) to receive suitable full-time education. We also ensure that there is coherent planning between all agencies providing services for children involved in the youth justice system (including those leaving custody), secure the provision of education for young people in custody and ensure that safeguarding responsibilities are effectively carried out.

Educational Provision

18. The council promotes the interests of children, young people, parents and families and work with local communities to stimulate and support a diversity of school, early years and 16 to 19 provision that meets local needs. We promote participation in education or training of young people, including by securing provision for young people aged 16 - 19 (or 25 for those with learning difficulties or disabilities). This includes ensuring fair access to all schools for every child in accordance with the statutory School Admissions and School Admissions Appeal Codes and ensuring appropriate information is provided to parents, and suitable provision for suitable home to school transport arrangements.
19. We actively promote a diverse supply of strong schools, including by encouraging good schools to expand and, where there is a need for a new school, seeking proposals for an academy or free school. We also need to promote high quality early years provision, including helping to develop the market, securing free early education for all three and four year olds and for all disadvantaged two year olds. This includes providing information, advice and assistance to parents and prospective parents, and ensuring there are sufficient children's centre services to meet local need and sufficient childcare for working parents. We also promote children and young people's participation in public decision-making so they can influence local decisions about services.

Educational Excellence

20. The council works with head teachers, school governors and academy sponsors and principals to promote educational excellence for all children and young people and make sure they are ambitious in tackling underperformance. We support maintained schools in delivering an appropriate National Curriculum and early years providers in meeting the requirements of the Early Years Foundation Stage (as outlined in the EYFS Statutory Framework).

21. Where necessary we take rapid and decisive action in relation to poorly performing schools, including using powers of intervention with regard to maintained schools and considering alternative structural and operational solutions. We develop robust school improvement strategies and promote high standards in education by supporting effective school-to-school collaboration. We also provide local leadership for tackling issues needing attention which cut across more than one school, for example poor performance in a particular subject area across a cluster of schools.

Children's Services	2023/24 £m	2024/25 £m	2025/26 £m
Budget rolled forward from previous year (*)	150.1	155.1	160.3
Changes agreed in previous budgets	-0.9	-0.6	0.4
Reduce one-off funding from COVID-19 Reserve	-0.4	-1.6	-1.0
Subtotal planned changes in 2022/23 MTFS	-1.3	-2.2	-0.6
Add:			
Funding for Demographic Growth	4.6	5.7	5.5
Funding for pay inflation at 2.5% and contract inflation	1.7	1.7	1.7
Planned Budget	155.1	160.3	166.8
Increase to budget compared to previous year	3%	3%	4%

Public Health & Community Safety

Public Health

22. Public health practice made huge strides during the last century, transforming the living standards of millions and saving countless lives in the process. Yet real threats still linger and new ones emerge. Dealing with the avoidable mortality caused by smoking or obesity as conclusively as cholera and typhoid were dealt with and reacting to new threats of communicable disease requires different ways of thinking and acting.
23. Public Health will have succeeded when we can see that the people of Oxfordshire are living longer, healthier lives and we have narrowed the persistent inequalities in health.
24. The majority of public health services are funded by ringfenced grant funding (£32.6m in 2022/23). The conditions attached to this funding set out that this must be used to meet certain prescribed functions:
- improve significantly the health and wellbeing of local populations
 - carry out health protection functions delegated from the Secretary of State
 - reduce health inequalities across the life course, including within hard to reach groups
 - ensure the provision of population healthcare advice.

as well as non – prescribed functions like monitoring population dental health or nutrition initiatives.

25. The Public health grant conditions allow for underspends to be carried over into the next financial year as part of a public health reserve. The use of this reserve must comply with grant conditions and the Department of Health and Social Care reserve the right to consider reducing future grant allocations in the case of significant and repeated underspends.
26. Public health services in Oxfordshire were considerably disrupted through the pandemic. Service providers often had to rapidly shift to remote provision rather than face-to-face (such as for local stop smoking services) and in some cases services were temporarily stopped (such as NHS Health Checks). Because of this, the public health grant underspend for 2020/21 and 2022/23 was greater than in previous years.
27. Accumulated underspends against the ringfenced grant funding for Public Health Funding held in the public health reserve totalled £5.3m as at 31 March 2022. Further information will be shared through the Budget & Business Planning process but some of that funding is expected to be used to support a public health recovery programme based on following principles:
 - tackling public health priority areas (tobacco control, obesity, domestic abuse, and mental wellbeing);
 - addressing inequalities;
 - contributing to an inclusive COVID recovery including “standing up” of services impacted by COVID;
 - wider system influencing to improve health and create healthy spaces;
 - supporting collaboration and partnership working across Oxfordshire.

Community Safety

28. Community Safety is comprised of Oxfordshire Fire and Rescue Service, Emergency Planning, Gypsy & Traveller Services and Trading Standards. These services help to contribute to the following priorities:
 2. Tackle inequalities in Oxfordshire
 3. Prioritise the health and wellbeing of residents.
 9. Work with local businesses and partners for environmental, economic and social benefit.
29. Oxfordshire Fire & Rescue Service provides a Fire and Rescue service as set out in the Fire and Rescue Services Act and National framework document, to meet the requirements of the Oxfordshire County Council Fire Authority's Community Risk Management Plan (CRMP). Services are delivered through a combined approach of Protection, Prevention and Response.
30. Emergency Planning ensures that the requirements of the Civil Contingency Act and other supplementary legislation are met. The team leads on ensuring plans for organisational resilience and business continuity are in place across the council and provides business continuity advice to local businesses.
31. Gypsy & Traveller Services deals with unauthorised encampments and manages six county council owned permanent sites.

32. The Trading Standards team discharges the council's statutory obligations to ensure compliance with certain consumer and environmental legislation, including in relation to weights and measures, product safety, trade representations and trademarks, unfair contract terms and unfair trading practices, animal health and welfare, price marking and price comparisons, supply of age restricted products, illegal tobacco, licensing and inspection of explosives and petroleum storage facilities and safety certification of sports grounds. Non-statutory work includes consumer advice and support, scam reduction, and road weight restriction enforcement.

Public Health & Community Safety	2023/24 £m	2024/25 £m	2025/26 £m
Budget rolled forward from previous year (*)	27.8	28.2	28.6
Changes agreed in previous budgets	-0.1	0.0	0.0
Reduce one-off funding from COVID-19 Reserve	0.0	0.0	0.0
Subtotal planned changes in 2022/23 MTFS	-0.1	0.0	0.0
Add:			
Funding for Demographic Growth	0.0	0.0	0.0
Funding for pay inflation at 2.5% and contract inflation (Community Safety)	0.4	0.5	0.5
Planned Budget	28.2	28.6	29.1
Increase to budget compared to previous year	1%	2%	2%

Environment & Place

33. Environment and Place delivers and commissions a wide range of highly visible services and functions leading and driving the delivery of three of the Council's nine priorities. These are:
1. Put action to address the climate emergency at the heart of our work.
 5. Invest in an inclusive, integrated and sustainable transport network.
 6. Preserve and improve access to nature and green spaces.
34. Highways Maintenance, Public rights of Way network and Household Waste Recycling Centres are probably the most visible functions. These include the delivery of the Council's duty to maintain a safe highway. Additional regulatory functions include being Lead Local Flood Authority, the Minerals and Waste Planning authority and the delivery of environmental and support services including the provision of archaeological expertise.
35. Working with district partners and key stakeholders and through effective administration of policy the directorate champions development planning that seeks to create sustainable communities, where sustainable transport is encouraged, new jobs are created and health inequalities are reduced.
36. The service is responsible for delivering all major capital infrastructure schemes including the Housing Infrastructure Fund 1 & 2, Housing and Growth Deal, and Local Growth fund projects from concept to delivery and monitoring across

Oxfordshire. The service is also responsible for road safety, traffic and asset management, effective network management and supporting the ongoing development of active travel in addition to working with partners to deliver effective public transport services.

Environment & Place	2023/24 £m	2024/25 £m	2025/26 £m
Budget rolled forward from previous year (*)	63.3	64.6	65.9
Changes agreed in previous budgets	-1.3	-1.4	-0.3
Reduce one-off funding from COVID-19 Reserve	-0.8	-0.4	0.0
Subtotal planned changes in 2022/23 MTFS	-2.1	-1.8	-0.3
Add:			
Funding for Demographic Growth (for waste management tonnages)	0.4	0.4	0.4
Changes for pay inflation at 2.5%, contract inflation & income inflation at 2.0%.	3.0	2.7	2.8
Planned Budget	64.6	65.9	68.9
Increase to budget compared to previous year	2%	2%	4%

Customers, Culture & Corporate Services

37. The focus of the services that combine within Customers, Culture and Corporate Services is to:
 - work with the council's Cabinet to set and communicate the direction of the Council and support the organisation through periods of significant change.
 - Deliver services for both internal customers, through the provision of enabling services such as Communications, Strategy & Insight and Finance and residents through the provision of key frontline and universal services such as the Customer Service Centre, libraries and the Registration Service.
38. The services contribute directly to priority 8 "play our part in a vibrant and participatory local democracy" and also support the achievement of all nine priorities through activities needed to "run the business" and support access to services.
39. The Customer Service Centre provides the first point of contact for all initial customer enquiries across a wide range of council services and channels including phone, email, social media and face to face.
40. Cultural Services provides public library services across 44 sites in the county, as well as the Oxfordshire Museum, History and Archive and Victoria County History services which have responsibility for the collection, conservation and public access to portable history, local studies, corporate and social history of the county. The Music Service engages young people in learning and participating in music through schools and music groups. The Registration Service provides services for registering births, deaths, marriages, civil partnerships and other celebratory ceremonies. The coroner's service provides

essential administrative and officer support to the Coroner and the fulfilment of statutory coronial duties.

41. The Property Team provides all property related services for the Council, covering both service and residents' needs. Services include facilities management (including minor improvement works, school meals and cleaning); Service delivery (major property capital projects for schools, fire stations etc); the council's Property and Investment Strategies.
42. The Communications, Strategy and Insight team develop and deliver communications, campaigns and public consultations, enabling residents to understand and fully engage with the council's priorities and work; provide a central hub for council-wide intelligence and effective performance and project management; and lead and co-ordinate the council's forward planning, strategy and policy development, and relationship with local and national stakeholders.
43. The IT Innovation & Digital Team maintain the Council's technology and digital infrastructure, access to business systems, improvement approaches and facilities required by internal customers to deliver the council's services.
44. The Finance team provides strategic financial planning, accounting and advice and leads on processes supporting financial management and the agreement of the budget, medium term financial strategy and capital programme. Monitoring reports are shared internally and with Cabinet throughout the year as well as reports setting out the outturn position and statutory accounts and reporting. This service area also includes Internal Audit and Insurance. The Procurement Hub support strategic procurement processes and contract management as well as market intelligence and spend data.
45. Human Resources and Organisational Development provide advice and support to the organisation in terms of employee relations and engagement, learning and development, workforce planning, recruitment, retention and all associated activities.
46. Law and Governance provide a comprehensive legal service incorporating advice and representation service to all directorates of the council and to the Council as a whole. Democratic Services lead and supports the governance of the Council and administers the democratic decision making process for the council.

Customers, Culture & Corporate Services	2023/24 £m	2024/25 £m	2025/26 £m
Budget rolled forwards from previous year (*)	62.1	63.0	64.2
Changes agreed in previous budgets	-0.4	0.3	0.0
Reduce one-off funding from COVID-19 Reserve	-0.1	-0.3	0.0
Subtotal planned changes in 2022/23 MTFS	-0.5	0.0	0.0
Add:			
Funding for Demographic Growth	0.0	0.0	0.0
Changes for pay inflation at 2.5%, contract inflation and income inflation at 2.0%.	1.3	1.3	1.3
Planned Budget	63.0	64.2	65.6
Increase to budget compared to previous year	1%	2%	2%

(*) 2.5% budgeted pay inflation for 2022/23 has been allocated to directorates in these totals. This will be confirmed once the award is agreed and will be increased using funding held in contingency if, as expected, the award agreed is higher than 2.5%.

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General Balances and Earmarked Reserves

1. The risk assessment for the level of balances for 2022/23 was included as part of the Earmarked Reserves and General Balances Policy Statement 2022/23 and includes an assessment of the risk of emergencies, directorate overspends, the non – achievement of planned savings, possible liabilities for which no provision has been made and risks related to major contracts and third party spend.

Area of risk	2022/23 £m	Explanation of risk/justification of balances	2021/22 £m
Emergencies	5.2	An allowance of 1.0% of annual net operating budget for the cost of responding to emergencies that falls outside of eligibility for the Bellwin Scheme	4.8
Directorate overspends	8.4	Risk that directorates will overspend due to unforeseen pressures, demography or demand (based on a 3.0% adverse variance less available Contingency budget).	9.3
Non-achievement of planned savings	4.3	Risk that savings are not achieved. Assumes 25% are not achieved	3.9
Contingent liabilities & insurance risk	4.5	Possible liabilities for which no provision has been made or funding set aside in an earmarked reserve (0.5% of gross expenditure or minimum to meet quantified contingent liabilities)	4.3
Major contracts & 3rd party spend	6.5	Risk of contractors failing, mis-specification, or non-delivery plus contract costs increase by more than allowed for in the budget - calculated as 2.0% of estimated spend on major contracts and third party spend	6.5
Total	28.9		28.8

2. The current MTFS assumed general balances would be £33.0m at the start of 2022/23 including a budgeted annual contribution of £1.0m. The actual position at the end of 2021/22 was £39.2m. After taking account of the agreed use of balances to support the capital programme, and the forecast overspend of £5.9m, the Business Management & Monitoring report to Cabinet in September 2022 forecasts that general balances will be £30.8m at the end of 2022/23. This is £1.9m higher than the risk assessed level of £28.9m. Any increase to the forecast overspend beyond £5.9m would require further use of balances.
3. When the budget and MTFS was agreed in February 2022, earmarked reserves were expected to be £146.6m at 31 March 2022. The actual position at 31 March 2022 was £183.6m. The latest forecast included in the Business Management & Monitoring Report to Cabinet in September 2022 indicates that earmarked reserves are currently expected to be £190.6m by the end of the 2022/23 financial year before taking account of the DSG unusable reserve.

	Forecast Balance at 31 March 2022	Actual Balance at 31 March 2022	Forecast Balance at 31 March 2023
	£m	£m	£m
Schools' Reserves	11.8	14.6	14.6
Vehicle and Equipment Reserve	2.4	2.7	2.7
Grants and Contributions Reserve	9.1	24.7	24.5
Government Initiatives	1.4	3.4	0.7
Trading Accounts	0.4	0.4	0.4
Council Elections	0.4	0.1	0.3
Partnership Reserves	1.0	2.4	2.4
On Street Car Parking	1.9	4.0	4.0
Transformation Reserve	2.8	2.2	0.7
Demographic Risk Reserve	9.0	9.0	13.0
Youth Provision Reserve	0.0	0.2	0.2
Budget Priorities Reserve	11.6	18.5	11.8
Budget Equalisation Reserve	0.0	0.0	1.6
Insurance Reserve	12.5	11.8	11.8
Business Rates Reserve	3.1	4.1	9.5
Capital Reserves	45.0	47.9	67.2
Investment Pump Priming Reserve	2.0	2.0	2.0
Council Tax Collection Fund	6.0	6.0	3.0
Redundancy Reserve	2.8	3.3	3.3
COVID-19 Reserve	23.4	26.3	16.9
Total Reserves	146.6	183.6	190.6
Less DSG Unusable Reserve (*)	-28.4	-23.6	-42.3
Total Reserves	118.2	160.0	148.3

(*) Total net deficit including High Needs and other positive balances (eg. the new schools set up fund). The High Needs DSG deficit totalled £29.8m at 31 March 2022 and is forecast to increase by £17.5m to £47.3m by 31 March 2023.

COVID-19 Reserve

4. As part of the budget and MTFS agreed in February 2022, £20.2m of the funding held in the COVID-19 reserve was agreed to be used to meet short to medium term COVID-19 pressures from 2022/23 to 2025/26. The detailed budget changes are shown in Annex 1c and the planned use of the reserve in each year is shown below. Some of the pressures are expected to be permanent and require on-going base budget funding. Where that is the case the replacement council funding is included in the on-going future year pressures in Annex 1c.

Directorate	2022/23 £m	2023/24 £m	2024/25 £m	2025/26 £m	2026/27 £m	Total £m
Adult Services	1.8	0.9				2.7
Children's Services	4.6	4.2	2.7	1.7		13.2
Environment & Place	1.2	0.4	0.0			1.6
Customers, Culture & Corporate Services	0.9	0.8	0.5	0.5		2.7
Total use of reserve	8.4	6.3	3.2	2.2	0.0	20.2
Change compared to previous year	8.4	-2.1	-3.2	-1.0	-2.1	0.0

Grants & Contributions Reserve

5. This reserve holds underspends on ringfenced grant funding which needs to be used in accordance with the grant conditions.

Budget Priorities Reserve

6. 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.
7. As set out in the Earmarked Reserves and General Balances Policy Statement for 2022/23 £7.0m from the Budget Priorities Reserve (including future budgeted contributions) has been 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.
8. £10.6m of the total held in the reserve at the end of 2021/22 related to Adult Social Care. £5.5m of the total was released from the council's contribution to the Better Care Fund Pool as a result of additional contributions from Oxfordshire Clinical Commissioning Group over the last three financial years. The majority of this funding is expected to be used during 2022/23.

High Needs DSG Unusable Reserve

9. The School and Early Years Finance (England) Regulations 2020 stipulate that a deficit on the Dedicated Schools Grant (DSG) must be carried forward to be funded from future DSG income unless permission is sought from the Secretary of State for Education to fund the deficit from general resources.
10. Further clarification of the accounting treatment for deficit DSG balances was provided by the Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2020 which came into force on 29 November 2020. These stipulated that where a local authority has a deficit in respect of its school budget for a financial year beginning on 1st April 2020, 2021 or 2022, the authority—
 - (a) must not charge to a revenue account an amount in respect of that deficit; and
 - (b) must charge the amount of the deficit to an account established, charged and used solely for the purpose of recognising deficits in respect of its school budget

11. As a result of this, an unusable reserve was created on the balance sheet to hold the negative balance.
12. The existing statutory over-ride that enables this approach will come to an end on 31 March 2023 so further guidance on the arrangements for 2023/24, following a consultation in August 2022, is awaited. However, despite the expenditure currently being held in the unusable reserve, this is real expenditure which needs to be considered as part of the overall financial position for the council.

Previously Agreed Budget Changes Summary 2023/24 - 2026/27

Directorate	2023/24 £000	2024/25 £000	2025/26 £000	2026/27 £000	Total £000
Previously Agreed Pressures & Investments					
Adult Services	10,807	10,488	9,450	0	30,745
Children's Services	5,084	6,806	7,593	0	19,483
Community Safety and Public Health	244	456	466	0	1,166
Environment & Place	804	2,722	3,109	0	6,635
Customers, Culture & Corporate Services	1,196	1,335	1,364	0	3,895
Total Previously Agreed Pressures & Investments	18,135	21,807	21,982	0	61,924
Previously Agreed Savings					
Adult Services	-250	-350	0	0	-600
Children's Services	233	0	0	0	233
Community Safety and Public Health	107	0	0	0	107
Environment & Place	1,271	-1,028	-160	0	83
Customers, Culture & Corporate Services	-249	249	0	0	0
Total Previously Agreed Savings	1,112	-1,129	-160	0	-177
Previously Agreed COVID-19 Funding					
Adult Services	-890	-890	0	0	-1,780
Children's Services	-362	-1,588	-1,017	-1,644	-4,610
Community Safety and Public Health	0	0	0	0	0
Environment & Place	-750	-400	0	0	-1,150
Customers, Culture & Corporate Services	-91	-304	0	-500	-895
Total Previously Agreed COVID-19 Funding	-2,093	-3,182	-1,017	-2,144	-8,435
Total Previously Agreed Directorate Changes	17,155	17,497	20,805	-2,144	53,312

Adult Services - Previously Agreed Pressures, Investments and Savings

Ref	Description	2023/24	2024/25	2025/26	2026/27	Total
		£000	£000	£000	£000	£000
	Previously Agreed Pressures & Investments					
	Demographic Growth	8,782	8,500	8,500		25,782
	Pay Inflation (2.5%)	789	808	826		2,423
	Contract Inflation	967	887	920		2,774
	Income Inflation (2.0%)	-771	-747	-796		-2,314
23AS2	Long term COVID-19 Infection Control Requirements after grant funding assumed to finish in 2021/22 - based on increased staffing recruitment and retention, cost of PPE as free issue is withdrawn and new testing requirements. Estimate of ongoing costs is based on taking 15% of the current Infection Control Grant provided in 2021/22. Pressure initially met from COVID-19 reserve in 2022/23 and 2023/24. Council funding will be added as the COVID-19 funding falls out (see COVID12 below).	890	890			1,780
23AS5	Employment & Wellbeing - Community Carers / Connectors - support clients with a learning disability, to enable them to take part in their communities more independently. Provide support to find volunteering roles, and/or leisure activities, according to their interests until they feel confident to continue on their own.	150	150			300
	Total Previously Agreed Pressures & Investments	10,807	10,488	9,450	0	30,745

Adult Services - Previously Agreed Pressures, Investments and Savings

Ref	Description	2023/24	2024/25	2025/26	2026/27	Total
		£000	£000	£000	£000	£000
	Previously Agreed Savings					
23AS13	Out of Area Placements - Bring people back to Oxfordshire to improve outcomes and increase the utilisation of supported accommodation.	-250	-350			-600
	Total Previously Agreed Savings	-250	-350	0	0	-600
	Total Previously Agreed Changes	10,557	10,138	9,450	0	30,145
	Adjust funding for pressures met from COVID-19 Reserve in 2022/23					
COVID12	Long term COVID-19 Infection Control Requirements - based on increased staffing recruitment and retention, cost of PPE as free issue is withdrawn and on-going testing requirements. Funding of £1.780m in 2022/23 will reduce to £0.890m in 2023/24 and then be removed from 2024/25. Replaced by base budget funding in 23AS2.	-890	-890			-1,780
	Total Funding for COVID-19 Pressures	-890	-890	0	0	-1,780
	Total Adult Services	9,667	9,248	9,450	0	28,365

Children's Services - Previously Agreed Pressures, Investments and Savings

Ref	Description	2023/24	2024/25	2025/26	2026/27	Total
		£000	£000	£000	£000	£000
	Previously Agreed Pressures & Investments					
	Demographic Growth	4,550	5,726	5,494		15,770
	Pay Inflation (2.5%)	1,398	1,430	1,463		4,291
	Contract Inflation	289	252	255		796
21CS16	Final element of the phased fall out of a temporary £0.4m increase in funding in 2020/21 for social care staffing team pressures to meet additional demand.	-246				-246
21CS21	Family safeguarding model - this was an invest to save project which introduced a new model in children social care. This will provide support to the whole family and is a preventative model which has proven in other areas to both enhance outcomes for children and their families and manage demand. An initial investment of £2.2m was made in 2020/21 and the remaining budget falls out in 2023/24 and 2024/25.	-944	-945			-1,889
21CS26	Fostering project - this was an invest to save project to support a new offer to in-house foster carers in Oxfordshire with the aim to increase the percentage of children in care living with in-house foster carers, as opposed to independent fostering or private residential care. £0.6m was initially invested in 2020/21 and was expected to produce £1.0m of savings in total.	-230				-230

Children's Services - Previously Agreed Pressures, Investments and Savings

Ref	Description	2023/24	2024/25	2025/26	2026/27	Total
		£000	£000	£000	£000	£000
23CS1	Special Educational Needs (SEN) Casework Team - An annual 10-12% increase in demand for Education Health & Care Plans (EHCPs) and the number of approved EHCPs which require an annual review has created a pressure across the SEN service including case workers, educational psychologists, quality and advocacy support. Additional capacity is needed to ensure quality and timeliness are in line with expected standards. Efficiencies of £0.100m per annum are planned for 2023/24 and 2024/25 and included within these pressures. Some of the pressure is being funded by the COVID-19 reserve in 2022/23 and 2023/24.	388	343	281		1,012
23CS2	Special Educational Needs & Disabilities (SEND) Commissioning and Brokerage Team - additional dedicated commissioning capacity for SEND placement spend of circa £25m per annum. Additional resources required, saving to be reversed, see new pressures	-41	-100			-141

Children's Services - Previously Agreed Pressures, Investments and Savings

Ref	Description	2023/24	2024/25	2025/26	2026/27	Total
		£000	£000	£000	£000	£000
23CS5	Children's Placement Demography and Price Inflation - increase to existing planned demography of £4.0m. COVID-19 has had an impact in this area due to more children being in placements than expected, for longer periods of time, along with an unusually large increase in the unit price for a placement. The demographic increases link to delays in courts and changes in individual circumstances resulting in children spending longer in care than they may have done. It is assumed the price inflation returns to usual rates from 2022/23. Demography is reviewed on an annual basis and adjustments will be made in future years to reflect any changes.	100	100	100		300
23CS8	Pause works with women who have experienced multiple removals of children from their care. Through intensive relationship-based programmes women take a pause in pregnancy and break destructive cycles that cause both them and their children deep trauma. As a result they experience improved mental and physical health, improved employment and housing outcomes and a reduction in domestic abuse and substance misuse, as well as improved relationships with children who have been removed from their care or the ability to experience a positive ending. To date this project has been grant funded (DfE and Troubled Families), however to continue beyond November 2022 council funding is required so this provides on-going council funding.	320				320

Children's Services - Previously Agreed Pressures, Investments and Savings

Ref	Description	2023/24	2024/25	2025/26	2026/27	Total
		£000	£000	£000	£000	£000
23CS17	Develop active travel plans & green travel	-500				-500
	Total Previously Agreed Pressures & Investments	5,084	6,806	7,593	0	19,483
	Previously Agreed Savings					
23CS10	Troubled Families grant will continue for a further year in 2022/23 but is assumed to fall out from 2023/24.	83				83
23CS11	Temporary use of COVID-19 and Afghan Resettlement grant funding for employee costs in 2022/23 falls out from 2023/24.	50				50
23CS12	The academy and new school budget is expected to underspend on a one - off basis in 2022/23 due to the current lower number of academy conversions. The underspend will continue into 2023-24, but falls out in 2024/25.	100				100
	Total Previously Agreed Savings	233	0	0	0	233
	Total Previously Agreed Changes	5,317	6,806	7,593	0	19,716

Children's Services - Previously Agreed Pressures, Investments and Savings

Ref	Description	2023/24	2024/25	2025/26	2026/27	Total
		£000	£000	£000	£000	£000
	Adjust funding for pressures met from COVID-19 Reserve in 2022/23					
	<u>Education</u>					
COVID1	Special Educational Needs (SEN) Casework Team - An annual 10-12% increase in demand for Education Health & Care Plans (EHCPs) and the number of approved EHCPs which require an annual review has created a pressure across the SEN service including case workers, educational psychologists, quality and advocacy support. Additional capacity is needed to ensure quality and timeliness are in line with expected standards. Efficiencies of £0.100m per annum are planned for 2023/24 and 2024/25 and included within these pressures. Some of the pressure will be funded by the COVID-19 reserve in 2022/23 and 2023/24. Half of this funding will be removed in 2023/24 and the remainder in 2024/25.	-134	-134			-267
COVID2	Reduction in management by combining Early Years Teams across Education. Existing saving (22CS19) not achievable until 2024/25 as a result of COVID-19 pressures.		-140			-140
	<u>COVID-19 Demand Pressures</u>					
COVID3	Elective Home Education - An increase in numbers of families choosing to home educate has required an short-term investment in this service to support this. The funding from the COVID-19 reserve will be removed in 2023/24.	-84				-84

Children's Services - Previously Agreed Pressures, Investments and Savings

Ref	Description	2023/24	2024/25	2025/26	2026/27	Total
		£000	£000	£000	£000	£000
COVID4	Additional capacity to track children missing education reflecting increased demand for services. The funding from the COVID-19 reserve will be removed in 2023/24.	-21				-21
	<u>Social Care</u>					
COVID5	Agency Staff - the proportion of permanent posts held by an agency social workers increased during 2021/22 because of COVID-19 demand and other factors impacting on the availability of experienced social workers.	-375	-375			-750
COVID6	Family Safeguarding Partnership Team Savings - higher demand due to the COVID-19 pandemic means that it isn't possible to reduce teams in line with the original plan without a significant impact on caseloads. At present it is estimated there will be a two year delay, but this will be reviewed as demand changes. (links to 21CS21)	444		-446	-444	-446
COVID7	Family Safeguarding Associated Savings The reduction in activity as a result of Family Safeguarding was expected to reduce activity in other services, such as Children we Care For Teams and the QA services. These will now be delayed.	246	-140	-246		-140

Children's Services - Previously Agreed Pressures, Investments and Savings

Ref	Description	2023/24	2024/25	2025/26	2026/27	Total
		£000	£000	£000	£000	£000
	<u>COVID-19 - Additional Demand Pressures</u>					
COVID8	Multi Agency Safeguarding Hub - funding of £0.624m in 2022/23 for additional activity linked to COVID-19 demand falls out in 2023/24 and 2024/25.	-312	-312			-624
COVID9	Family Safeguarding Partnership Teams - funding of £0.350m for additional activity linked to COVID-19 demand falls out in 2023/24 and 2024/25.	-175	-175			-350
COVID10	Fostering Project Savings - reprofile of existing saving 21CS26. Recruitment of foster carers has been challenging nationally since the start of the pandemic for both local authorities and fostering agencies. £0.588m fundin in 2022/23 will increase to £0.637m in 2023/24 then fall out in 2024/25 and 2025/26.	49	-312	-325		-588
	<u>High Needs DSG</u>					
COVID11	The modelling approach to COVID-19 within Oxfordshire across all services has been to compare expected, annual growth patterns to growth seen through the pandemic. The excess growth is deemed to be as a result of the pandemic. Using this method there were an extra 74 plans issued, and applying costs based on the normal pattern of provisions, this results in an additional cost to High Needs. The planned contribution of £1.2m is planned to continue until 2025/26.				-1,200	-1,200
	Total Funding for COVID-19 Pressures	-362	-1,588	-1,017	-1,644	-4,610
	Total Children's Services	4,956	5,219	6,576	-1,644	15,106

Public Health & Community Safety - Previously Agreed Pressures, Investments and Savings

Ref	Description	2023/24	2024/25	2025/26	2026/27	Total
		£000	£000	£000	£000	£000
	Public Health					
	Previously Agreed Pressures & Investments					
21PH3	Estimated Public Health funded staff salary inflation (to be met from Public Health grant funding)	48				48
23PH1	Sexual Health - one off funding in 2022/23 to clear the backlog of Long Acting Reversible Contraception and to meet additional demand outside of Primary Care settings specifically targeted to targeted areas of deprivation falls out in 2023/24.	-140				-140
23PH2	NHS Health Checks - one off funding in 2022/23 to clear the backlog of health checks and provide health checks through alternative service providers outside of Primary Care settings specifcally targeted to areas of deprivation and specific patient groups who are more at risk of CVD or who have been traditionally less likely to access services falls out in 2023/24.	-110				-110
	Total Previously Agreed Pressures & Investments	-202	0	0	0	-202

Public Health & Community Safety - Previously Agreed Pressures, Investments and Savings

Ref	Description	2023/24	2024/25	2025/26	2026/27	Total
		£000	£000	£000	£000	£000
	Public Health					
	Previously Agreed Savings					
21PH16 & 22PH11	Use the Public Health reserve to manage the overall impact of pressures and savings for Public Health within the ringfenced grant funding.	-33				-33
21PH8	Jubilee House - review and halve hot desk provision for council staff when current arrangements end in November 2022. Retain 8 desks.	-15				-15
23PH5	Sexual Health. A one-off underspend in 2021/22 will be used to support additional activity 2022/23 on a one-off basis. This funding falls out in 2023/24.	140				140
23PH6	NHS Health Checks - A one-off underspend in 2021/22 will be used to support additional activity 2022/23 on a one - off basis. This funding falls out in 2023/24.	110				110
	Total Previouslsy Agreed Savings	202	0	0	0	202
	Total Previously Agreed Changes	0	0	0	0	0
	Total Public Health	0	0	0	0	0

Public Health & Community Safety - Previously Agreed Pressures, Investments and Savings

Ref	Description	2023/24	2024/25	2025/26	2026/27	Total
		£000	£000	£000	£000	£000

	Community Safety					
	Previously Agreed Pressures & Investments					
	Pay Inflation (2.5%)	446	456	466		1,368
	Total Previously Agreed Pressures & Investments	446	456	466	0	1,368
	Previously Agreed Savings					
22CDAI5	Review of Mid-Level and Supervisory Leadership Level within the Fire & Rescue Service	-50				-50
22CDAI6	Review of Wholetime Firefighter activity (prevention and protection)	-45				-45
	Total Previously Agreed Savings	-95	0	0	0	-95
	Total Previously Agreed Changes	351	456	466	0	1,273
	Total Community Safety	351	456	466	0	1,273

Environment & Place - Previously Agreed Pressures, Investments and Savings

Ref	Description	2023/24	2024/25	2025/26	2026/27	Total
		£000	£000	£000	£000	£000
	Previously Agreed Pressures & Investments					
	Demographic Growth (growth in waste tonnages)	430	430	430		1,290
	Pay Inflation (2.5%)	522	534	546		1,602
	Contract Inflation	2,556	2,280	2,353		7,189
	Income Inflation (2.0%)	-135	-131	-140		-406
	Business Rates Inflation	19	16	16		51
21COM8	One off funding for the Digitalisation of the Development Management and Enforcement Service to enable more efficient, flexible working falls out in 2023/24.	-300				-300
21COM24	Changes to manage the staged fall out of a two year reduction to the drawdown from the Parking Account.	-450				-450
23EP1	Environment and Place redesign saving will be a staggered restructure (pressure in 2022/23 and matching saving in 2023/24) starting with the management team and working its way down the directorate structure to optimise the efficiency and effectiveness of the teams. Links to saving 22EP03.	-750				-750
23EP3	Reprofiling of the LED replacement streetlighting programme (from 2022/23) due to unavoidable supply chain disruption. Overall, the programme should now over-achieve energy and cost savings commitments. (Links to 18EE10/ 19COM4/ 19COM14/20COM12/ 21COM26)	-1,000	-600			-1,600
23EP4	Recycling and Gully treatment project savings at the Drayton Highways Depot are being removed as they are not now achievable (22EP26)	50	250			300

Environment & Place - Previously Agreed Pressures, Investments and Savings

Ref	Description	2023/24	2024/25	2025/26	2026/27	Total
		£000	£000	£000	£000	£000
23EP5	Increased contribution to the Regional Flood Co-ordination Committee Levy	22	22	22		66
23EP6	Planning process digitisation project (21COM8) has been completed and savings of £0.150m have been achieved a year earlier than planned (2022/23). Increased volume of planning applications means on-going costs have increased. This project has been completed as far as it can be. However, due to the increasing volume of applications being recieved, although efficiently processed, service cannot progress the project to realise cashable savings only that they can do more withing the budget the service originally had. This means that the investment budget can be realised but the cashable saving cannot be achieved.	300				300
23EP10	Environmental and Community bids - additional funding supporting the expansion in capacity to prepare for the Environment Bill, develop the Nature Recovery Strategy and greater support for Community Action Groups falls out in 2024/25.		-50			-50
23EP11	£0.066m funding to increase capacity to develop pipeline and contract delivery of projects to support the Zero Carbon Infrastructure was added to the budget in 2022/23. This reduces to £0.064m from 2023/24 and falls out in 2025/26.	-2		-64		-66
23EP12	Delivery of Pathways to a Zero Carbon Oxfordshire - one - off capacity to develop roadmap and support partnership working. Removal of one - off funding in 2022/23 £0.090m	-70	-20			-90

Environment & Place - Previously Agreed Pressures, Investments and Savings

Ref	Description	2023/24	2024/25	2025/26	2026/27	Total
		£000	£000	£000	£000	£000
23EP14	Provide capacity to ensure Oxfordshire is "Grid ready", developing Energy System planning and flexibility trials.	7	-9	-64		-66
23EP26	Full year effect of funding for investments (which ones) to reflect that some of these investments started part way through 2022/23.	200				200
23EP27	One off funding for resource needed to support the development of Oxfordshire Rail Feasibility Strategy falls out in 2023/24.	-250				-250
23EP28	One off funding for Safe Crossings and Active Travel and additional capacity for workplace charging (assumes agency rates for 3 FTE for 1 year) falls out in 2023/24.	-350				-350
23EP29	COMET fares - amendment to previous planned changes needed to reflect the maintenance of fares at the same level as 2021/22 consistent with the Review of Charges agreed by Cabinet on 18 January 2022. Reverses 22EP13.	5		10		15
	Total Previously Agreed Pressures & Investments	804	2,722	3,109	0	6,635

Environment & Place - Previously Agreed Pressures, Investments and Savings

Ref	Description	2023/24	2024/25	2025/26	2026/27	Total
		£000	£000	£000	£000	£000
	Previously Agreed Savings					
22EP06	Improved recycling facilities at Drayton Highways Depot for tar bound materials and gully waste reducing disposal costs	-50	-250			-300
22EP10	Fleet management – Reduced costs and effort by consolidating contracts and managing collectively across directorate		-100			-100
22EP11	Home to School contract management - Use of technology and improvements and automation of processes to reduce costs and effort required.	-250	-50	-150		-450
22EP13	COMET fares - Increase the cost of fares to better recover the cost of operating the service but still ensuring charges are affordable.	-5		-10		-15
22EP18	Additional anticipated income from charges to developers. Appropriate charges for services undertaken for developers that attract a relevant external fee (road agreements).	-274	-278			-552
23EP18	Moving Traffic New income introducing Part 6 powers relating to Civil Traffic Enforcement.	-200	-250			-450
23EP19	Increased Fees and Charges - Oxford Pay and Display and additional Bus Lane Enforcement	-150				-150
23EP20	Increase in Parking Bay Suspension income (22EP09)	-50				-50

Environment & Place - Previously Agreed Pressures, Investments and Savings

Ref	Description	2023/24	2024/25	2025/26	2026/27	Total
		£000	£000	£000	£000	£000
23EP22	Extend and increase use of one-off use of Bus Service Operators Grant (one off funding in 2022/23 falls out in 2023/24)	250				250
23EP24	Removal of one - off contribution of £2.0m from commuted sums in 2022/23 in 2023/24.	2,000				2,000
23EP25	Supported Transport budget - rebasing of service operation and staffing costs		-100			-100
	Total Previously Agreed Savings	1,271	-1,028	-160	0	83
	Total Previously Agreed Changes	2,075	1,694	2,949	0	6,718
	Adjust funding for pressures met from COVID-19 Reserve in 2022/23					
COVID13	Supported Transport digital contract management project (22EP11) has been delayed due to resources being diverted to support Home to School contract changes through the Pandemic. One - off funding in 2022/23 falls out in 2023/24.	-350				-350
COVID14	£0.800m funding in 2022/23 supporting an estimated reduction in the use of the Pay and Display (COVID-19) and reduction in level of drawdown from Parking Account as a result of reduction in income reduces to £0.400m in 2023/24 and falls out in 2024/25.	-400	-400			-800
	Total Funding for COVID-19 Pressures	-750	-400	0	0	-1,150
	Total Environment & Place	1,325	1,294	2,949	0	5,568

Customers, Culture & Corporate Services - Previously Agreed Pressures, Investments and Savings

Ref	Description	2023/24	2024/25	2025/26	2026/27	Total
		£000	£000	£000	£000	£000
	Previously Agreed Pressures & Investments					
	Pay Inflation (2.5%)	1,146	1,173	1,200		3,519
	Contract Inflation (RPIX - 4.2%; RPI - 4.1%; CPI - 2.5%)	157	135	139		431
	Income Inflation (2.0%)	-45	-44	-47		-136
	Business Rates Inflation	63	52	53		168
20COM6/ 20CDAI11	Ongoing impact of changes to Property utility costs.	-150				-150
21CDAI5	Fall out of funding for a review of Hard Facilities Management Services.	-100				-100
21CDAI12	Remaining phased fall out of £0.7m of investment in 2021/22 to bring the Council's Assets to a satisfactory operating level.	-200				-200
21CDAI13	Remaining phased fall out of the investment made in 2020/21 relating to work on Climate Action - a key part of the reduction in carbon relates to the Council's property portfolio.	-60				-60
23CDAI1	On-going pressure related to joint use sports agreements with leisure. Pressure in 2022/23 has been funded from reserves on a one - off basis.	500				500
23CDAI2	New Green Deal - Support the procurement team and services to work major suppliers to set and report on science based nature and climate targets (2 FTE reflecting scale of supply chain and potential impact)	35				35
23CDAI18	Community Buildings - implementation of rent holiday in 2022/23 and funding for repairs and maintenance. The one - off funding falls out but the policy will be reviewed during 2022/23 so that permanent arrangements can be put in place from 2023/24.	-300				-300

Customers, Culture & Corporate Services - Previously Agreed Pressures, Investments and Savings

Ref	Description	2023/24	2024/25	2025/26	2026/27	Total
		£000	£000	£000	£000	£000
23CODR5	Banbury Library - running costs for new library	150				150
23CODR9	Performance Management Business Systems		19	19		38
	Total Previously Agreed Pressures & Investments	1,196	1,335	1,364	0	3,895
	Previously Agreed Savings					
21CDAI9	Review of Catering Services - enhancing the service to enable it to develop a more commercially enhanced operating model with the introduction of a commercial manager and teams to provide a service to external organisations e.g. school academies / other authorities.	-150				-150
23CODR11	Pause Recruitment (removal of one - off saving in 2022/23).	36				36
23CODR15	Temporary reduction in operational budget of the Performance & Insight team (removal of saving in 2022/23 and 2023/24).		10			10
23CODR22	Proposed one - off increase in Income generating services - Registration Services - falls out in 2023/24	15				15
23CODR24	Removal of temporary savings in supplies & contracts from 2022/23		239			239
23CODR25	Reprofile part of previously agreed saving of £0.250m in 2022/23 to 2023/24.	-150				-150
	Total Previously Agreed Savings	-249	249	0	0	0
	Total Previously Agreed Changes	947	1,584	1,364	0	3,895

Customers, Culture & Corporate Services - Previously Agreed Pressures, Investments and Savings

Ref	Description	2023/24	2024/25	2025/26	2026/27	Total
		£000	£000	£000	£000	£000
	Adjust funding for pressures met from COVID-19 Reserve in 2022/23					
	<u>Finance</u>					
COVID15	Funding for capacity pressures as a result of the on-going response to COVID-19 falls out in 2023/24.	-91				-91
	<u>Legal Services</u>					
COVID16	Funding for COVID-19 Compliance Pressures falls out in 2024/25		-25			-25
COVID17	Funding for additional Childcare Solicitor Provision falls out in 2024/25		-279			-279
COVID18	<u>Local Council Tax Support Scheme</u>					
	Anticipation of future emergency welfare demand – proposals to follow.				-500	-500
	Total Funding for COVID-19 Pressures	-91	-304	0	-500	-895
	Total Customers, Culture & Corporate Services	856	1,280	1,364	-500	3,000

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Budget & Business Planning Timetable 2023/24

Annex 2

	Date	For	Action/Event
October	11 October 2022	All Councillors	Briefing: overview of existing Medium Term Financial Strategy (MTFS) and Capital Programme and Budget & Business Planning Process for 2023/24 plus risks & issues
	Between 6 and 25 October 2022	Performance & Corporate Services Overview & Scrutiny Committee	Informal briefings on directorate baseline budgets, outturn forecasts, in-year pressures, capital programmes, and MTFS.
	18 October 2022	Cabinet	Consider Budget & Business Planning Report 1 providing an update on the latest information and proposing a process for 2023/24
	31 October 2022	Government & OBR	Fiscal Statement & Economic Forecast
November	18 November 2022	Performance & Corporate Services Overview & Scrutiny Committee	Publication of agenda for Performance & Corporate Services Overview & Scrutiny Committee including capital and revenue proposals and draft Review of Charges for 2023/24.
	18 November 2022 for 4 weeks		Public on-line consultation on budget proposals
	25 November 2022	All Councillors	Councillor briefing: feedback from Resident's Survey, Oxfordshire Conversations, capital and revenue proposals and draft Review of Charges for 2023/24
December	09 December 2022	Performance & Corporate Services Overview & Scrutiny Committee	Consider and comment on the budget proposals and draft Review of Charges for 2023/24
	Mid December	District Councils	Notification of draft council taxbases and draft business rates forecasts
	Mid - late December 2022	DLUHC	Provisional Local Government Finance Settlement
January	To be confirmed	All Councillors	Councillor briefing on impact of Local Government Finance Settlement and other funding updates.
	11 January 2023	Committee Services	Publication of Performance and Corporate Services Overview & Scrutiny report summarising Cabinet's proposed updates to proposals and funding in light of updates to funding (as known at this stage) and feedback.
	16 January 2023	Committee Services	Publication of Cabinet papers including Cabinet's proposed revenue budget for 2023/24, MTFS and capital programme for recommendation to Council in light of comments from PSCOSC and consultation feedback. Includes the final Review of Charges for 2023/24
	18 January 2023	Audit & Governance Committee	Consideration of the draft Treasury Management Strategy Statement and Annual Investment Strategy for 2023/24.
	19 January 2023	Performance & Corporate Services Overview & Scrutiny Committee	Consider and comment on changes made to final proposed budget
	21 January 2023	District Councils	Notification of Council Tax surpluses or deficits
	24 January 2023	Cabinet	Cabinet proposes 2023/24 revenue budget, MTFS and capital programme for recommendation to Council in light of comments from the Performance & Corporate Services Overview & Scrutiny Committee and consultation feedback. Includes the Review of Charges for 2023/24.
	Late January 2023	Department for Health & Social Care	Information expected about the Fair Cost of Care and funding for Adult Social Care Reform.
	31 January 2023	District Councils	Deadline for notification of Council Taxbases, Business Rate Forecasts and Business Rate surpluses or deficits

	Date	For	Action/Event
February	Early February 2023	DLUHC	Final Local Government Finance Settlement
	02 February 2023	Cabinet & Opposition	Deadline for Cabinet and Opposition budget papers to be submitted to Committee Services
	06 February 2023	Committee Services	Publication of Council agenda and Cabinet and Opposition Group proposals including the Chief Finance Officer's Statutory Report.
	09 February 2023	Opposition Group Leader	Deadline for amendments to Cabinet budget by Opposition to Committee Services (by 9am)
	09 February 2023	Opposition Group Leader	Publication of amendments to Cabinet budget by Opposition
	14 February 2023	Council	Agree Revenue Budget 2023/24, Capital & Investment Strategy and MTFS to 2025/26.

Divisions Affected – ALL

**CABINET
18 October 2022**

Zero Emission Bus Regional Areas (ZEBRA) – Funding Agreements

Report by Corporate Director for Environment and Place

RECOMMENDATION

Cabinet is RECOMMENDED to delegate authority to the Corporate Director for Environment and Place, in consultation with the Director for Law and Governance and the Cabinet Member for Highway Management to negotiate, finalise and enter into funding agreements with Oxford Bus Company (Go-Ahead) and Stagecoach to provide electric buses and charging infrastructure based on the funding milestones set out in this paper.

Executive Summary

1. The Department for Transport (DfT) has agreed to Oxfordshire County Council's funding 'ask' for the delivery of its Zero Emission Bus Regional Areas programme (ZEBRA). ZEBRA services will be procured and operated by the two main bus operators serving Oxfordshire – Oxford Bus Company and Stagecoach.
2. Funding from DfT is to be paid directly to Oxfordshire County Council who will need to oversee the delivery of ZEBRA and manage grant payments to the bus operators for the procurement of buses and related infrastructure. It is a requirement that the bus operators place orders for buses by December 2022 as orders made after this date will mean a significant increase in costs.
3. Oxfordshire County Council therefore needs to agree payment terms and key milestones with bus operators to ensure the project's timely delivery and the release of funds at appropriate points and ensure the funding conditions set out by the DfT are met. These provisions will be covered through legally binding funding agreements with the operators. The value of the grants being offered to operators means Cabinet approval is sought to enter into these funding agreements. Under the Local Authorities (Functions and Responsibilities) (England) Regulations 2000 and the council's Constitution, the Cabinet is the appropriate decision-making body.
4. Bus operators' participation in the ZEBRA project is conditional on the county council committing to measures to increase bus productivity in the city by at least 10%. The proposed trial traffic filters in Oxford will account for over half of this productivity improvement, so operators' participation in ZEBRA – at the current time and its current form – is in effect conditional on the trial traffic filters proceeding. If a decision is made not to proceed with the trial traffic filters, the ZEBRA project will not progress in its present form and the current funding

agreement will have to be terminated. It may be possible for other measures to achieve the 10% improvements to be agreed between Oxfordshire County Council and the operators, but there is no guarantee of this. Owing to the time required to develop any such alternative, the county council would need to ask the Department for Transport to defer Oxfordshire's ZEBRA award until a future year – again with no guarantee of success.

Background

5. In January 2022 Oxfordshire County Council applied to the DfT for grant funding to enable the procurement of electric buses for use within the Oxford SmartZone area. In March 2022 the funding bid was approved, and Oxfordshire County Council was awarded £32.8 million by the DfT. This has been supplemented by £6 million of capital funding by Oxfordshire County Council and £43.7 million from the Oxford Bus Company (Go-Ahead) and Stagecoach.
6. It is anticipated the project will deliver 159 electric buses for use on routes operating wholly within the Oxford SmartZone, along with associated infrastructure. The bus operators are responsible for the delivery of these elements.
7. A project delivery group between Oxfordshire County Council, the Oxford Bus Company and Stagecoach is being established and will be administered by Oxfordshire County Council.
8. The scale and ambition of the Oxfordshire ZEBRA scheme will materially contribute towards the Government's and Oxfordshire's shared policy objectives towards the decarbonisation of transport and the enhancement of bus quality and provision. The ZEBRA proposals support wider policy proposals for Oxford – including the zero-emission zone, Oxford traffic filters, Oxford workplace parking levy and other elements of the Central Oxfordshire Travel Plan. The project will also support patronage growth and the broader objectives of the council's Bus Service Improvement Plan.
9. As the administrator of the grant, Oxfordshire County Council is responsible for the release of funds at agreed milestones whilst ensuring the programme adheres to the conditions set out by the DfT. Please see Annex 1 for further details. Proposed project milestones have been developed alongside the bus operators.

Proposed milestones and payments schedule

10. Details of the proposed payment milestones developed by the bus operators can be found in Annex 2 and have been provisionally accepted by Oxfordshire County Council. Payments will be made in stages, with first payment in December 2022 and the last payment in August 2024, when the last bus is expected to be delivered. Payments made under the funding agreements will be based on actual expenditure (up to the maximums shown) to ensure that the bus operators are not overcompensated, and that the total percentage subsidy contributions are managed.

11. Detailed project plans to ensure the projects adherence to these milestones are currently being developed by bus operators in partnership with Oxfordshire County Council and will be monitored through the project delivery group.

Financial Implications

12. The total value of the ZEBRA project, including vehicles and infrastructure is £82,495,975. Funding will come from:
- Department for Transport ZEBRA grant (£32,815,452)
 - Oxfordshire County Council contribution (£6,000,000)
 - Investment from the bus operators' own funds (£43,680,523).
13. Funding agreements with bus operators will cover the payment, use and monitoring of the ZEBRA grant and additional council funding, totalling £38,815,452 (see table at paragraph 15).
14. This project is capital funding with some minor revenue costs relating to staffing support that will be managed through the existing staffing budget. Staffing costs cannot be charged to the capital grant funding.
15. The anticipated payment and funding profile for the DfT ZEBRA grant and additional council funding is as follows:

	2022/23	2023/24	2024/25	Total
Expected grant payments from OCC to bus operators	-£3,028,514	-£28,423,464	-£7,363,473	-£38,815,452
DfT ZEBRA funding payment to OCC	£32,815,452	£0	£0	£32,815,452
Additional council contribution (allocated in capital programme)	£0	£6,000,000	£0	£6,000,000

16. The funding agreements will ensure Oxfordshire County Council is not in a position where any payments made to operators are not covered by DfT's ZEBRA funds or the additional council contribution in the agreed capital programme. Clawback provisions for the DfT funding are limited and any such provisions will be mirrored in the funding agreements with operators, including in relation to a subsidy control challenge. The funding agreements will also confirm that all risk of cost over-runs rests with the bus operators.

Revenue

17. The project will be delivered and maintained by the bus operators, so there are no ongoing revenue implications for the county council. Monitoring and evaluation activities will be covered within existing budgets.
18. The 10% improvement in journey times will be monitored independently by a third party, using a mutually agreed definition and methodology. There is a risk that the operators could seek to recover from the county council some or all of the investment they are making themselves to deliver ZEBRA if the 10% is not achieved. If the proposed measures do not deliver a minimum 10% productivity improvement, the county council will commit to working with bus operators to identify and implement additional measures to achieve the 10% improvement.

Comments checked by:

Lorna Baxter, Director of Finance
Lorna.Baxter@Oxfordshire.gov.uk

Legal Implications

19. When public bodies provide financial assistance (including grants), they need to have regard to subsidy control laws.
20. In April 2022, the Subsidy Control Act 2022 (the “Act”) was enacted, but this is yet to be fully implemented. It is expected that the Act will come fully into force during late 2022 or early 2023 following the implementation of secondary legislation. In the interim, public funding is still subject to the rules contained in the UK-EU Trade and Cooperation Agreement (TCA), which require public authorities to consider on a case-by-case basis whether financial support could fall within the definition of “subsidy” and if so whether it would comply with six key principles. However, the government has issued draft statutory guidance in readiness for the Act being implemented and therefore it is sensible to also have regard to this. If the Act is implemented prior to the council entering into the funding agreements with the bus operators, this could result in delay because referral to the Competition and Markets Authority may be required
21. The council will not itself receive unlawful subsidy as it will pass the ZEBRA Grant in full to the Operators and as a result the subsidy control rules will not be engaged.
22. The payment of the ZEBRA grant and the additional council grant to bus operators will fall within the definition of “subsidy” which means the council must satisfy itself that the grant is consistent with the six key TCA principles. The principles focus on identifying the public policy objective to be achieved by the grant and ensuring proportionality, necessity and that the positive benefits outweigh the negative effects.
23. Government guidance recommends that public authorities carry out an assessment against the six principles. The council’s current draft subsidy control assessment included in Annex 3 to this report. Independent expert legal advice

has been obtained to support the preparation of the assessment and further advice will be obtained prior to it being finalised.

24. The DfT Zebra scheme was established on the basis that the DfT will contribute up to 75% of the cost difference between a zero-emission bus and a standard conventional diesel bus equivalent with the same total passenger capacity. For infrastructure, DfT will contribute up to 75% of the capital expenditure incurred as a result of its purchase and installation. The proportion of grant funding towards eligible costs is the same as under earlier government schemes such as the Ultra-Low Emission Bus Scheme which were approved under the former state aid regime. Since the council is offering an additional grant, the level of intensity for buses is expected to be 92% which exceeds the DfT intensity levels and therefore any “protection” that would be available from the grant being on the same terms as a lawful scheme under the EU state aid regime is lost. However, under the current rules, there are no set intensity levels and the focus is on proportionality and necessity. Officers have collected evidence from the bus operators which demonstrates that, without the level of funding being offered they could not proceed. Several other local authority ZEBRA recipients are also offering additional funding which gives support that higher intensity levels are necessary to make the schemes viable and for the public policy objectives to be met.
25. Taking the total proposed public subsidy, there are reasonable grounds to conclude that the combined grant would comply with TCA Principles.
26. Risks relating to any indirect subsidy can be mitigated by compelling operators to tender the contracts for the buses and related infrastructure using a transparent competitive procedure.
27. Risks relating to public procurement rules are considered low. If the Council directly subsidises, by more than 50%, certain types of above-threshold works contracts or above-threshold services contracts which are connected to subsidised above-threshold works contracts, it must ensure they are let under Part 2 of the Public Contract Regulations 2015 (PCR) or let the contracts itself under the PCR. These provisions are unlikely to be engaged for the reasons set out below:
 - First, the majority of the public subsidy (i.e. the ZEBRA grant and Additional Council Grant combined) will be spent on supplies, i.e. electric vehicles, which are neither works nor services and so cannot fall within the rules around subsidised contracts. The Council is directing all of the Additional Council Grant to vehicles, as this reduces financing costs and provides the best value for money overall.
 - Second, to the extent the use of the ZEBRA Grant could fall within the categories of subsidised works, the total amount to be spent by each bus operator on infrastructure will be below the current works threshold.
28. The requirement for the bus operators to obtain value for money and to comply with both procurement and subsidy control roles will be included in the funding agreements. The grant agreements will also contain clawback provisions in the event of non-compliance.

29. Under the interim subsidy control regime, challenge is by way of Judicial Review. There is a new right under the TCA which allows an “interested party” considering a court challenge to seek further information from an entity which has granted a subsidy. This is to enable the interested party to assess the application of the TCA Principles. The granting authority must provide the information within 28 days of such a request, subject to any proportionate restrictions around confidentiality, commercial sensitivity, or legal privilege.
30. If a challenge is brought which seeks an order for recovery (i.e. repayment of the subsidy), proceedings must be brought within one month of the publication of the information on the national database unless an interested party has requested the information referred to above within that month, in which case the limitation period is extended to one month from the authority certifying that it has supplied the further information. From a risk perspective, the council can take a risk assessed approach, for example, by publishing the fact it will be providing a grant on the national subsidy database but then waiting for the limitation period to expire before making any payment.

Comments checked by: Jayne Pringle, Interim Principal Solicitor (Contracts & Conveyancing) Jayne.pringle@oxfordshire.gov.uk

Staff Implications

31. This project will be delivered by the bus operators with Oxfordshire County Council acting to ensure funding is released in accordance with the agreed milestones, the DfT conditions are adhered to and providing wider project oversight and administration. The county council will also have a significant role to play in the monitoring and evaluation of the project. It is believed this work can be managed within existing staffing levels meaning there is no requirement for additional staffing resource to support the project.

Equality & Inclusion Implications

32. As part of the grant funding bid to the DfT a full Equalities and Climate Impact Assessment was completed. A full copy can be found in Annex 4.
33. It is anticipated the ZEBRA programme will have a positive impact on all groups with ‘protected characteristics’. In summary these positive impacts are related to the reduction in emissions, improved safety features on new buses (e.g. CCTV, accessibility improvements).
34. The report identifies either neutral or positive impacts for other communities due to enhanced air quality due to the introduction of the all-electric fleet and the subsequent redistribution of the existing ultra-low emission fleet to serve rural areas.

Sustainability Implications

35. The ZEBRA project will lead to electrification of 69% of total daily bus mileage within Oxford. In the locations with the highest bus flows, this is expected to reduce NOx emissions from road transport by approximately 50%, and particulate matter emissions by up to 4-5%. Electrification of the 159 buses included in the proposal could save around 6,000 tonnes of CO2 each year compared to diesel buses.
36. The electricity to power Oxford Bus Company's electric fleet is to be generated from renewable sources. It is expected the use of solar energy will result in a carbon reduction of 1,000 tonnes per annum. Stagecoach purchase 100% of their electricity from certified renewal sources.
37. Indirectly, it is anticipated there will be increased bus demand and mode share from car, through the increased attractiveness of bus that will result from the delivery of zero emission buses and the estimated 10% reduction in bus journey times (allied to restriction on car trips impacts for movements to and across the city centre) that will increase the relative attractiveness of bus versus car.

Risk Management

38. The project risks and mitigations in place are outlined in Annex 5.
39. Operators will have full responsibility for the procurement and ownership of all vehicles and infrastructure with all risk of unaccounted price increases or unforeseen costs sitting with the operators. There will be only limited operator expenditure incurred prior to the procurement of vehicles and infrastructure. This relates mainly to the development of tender documentation, and the sunk costs if the project is cancelled prior to final procurement of vehicles and infrastructure.
40. As procurement and project delivery is being undertaken by operators, they will own all risks related to project programme and ensuring it is delivered to the proposed timeline.
41. However, OCC (not the bus operators) is accountable to DfT for the delivery of the project and the spending and monitoring of the ZEBRA grant. Failure to deliver could result in DfT seeking to reclaim funding, and/or damaging OCC's chances of success when applying for DfT funds in future.
42. Planning permissions are required for some of the charging infrastructure and depot works. As operators are responsible for the delivery of all infrastructure and depot works, they own all planning risk related to the project including any planning costs that may be incurred.
43. The legal risks of this project relate to subsidy control and are summarised in the legal implications section above. These risks will be shared by OCC and the operators. Operators, through the proposed funding agreement, will be obliged to undertake appropriate tendering processes. Responsibility will sit with Oxfordshire County Council to ensure that operators adhere to the agreement.

44. As set out in Oxfordshire County Council's application to the DfT the bus operators' commitment to this project is dependent upon the approval of additional traffic filters (set to go to Cabinet on 29th November 2022) and approval of measures described in the Enhanced Partnership to ensure a minimum of 10% improvement in bus productivity.

BILL COTTON

Corporate Director of Environment and Place

Annex 1: Oxfordshire Memorandum of Understanding

Annex 2: Payment Milestones

Annex 3: Subsidy control assessment

Annex 4: ZEBRA ECIA

Annex 5: Risks

Background papers: None

Other Documents: None

Contact Officer: John Disley, Head of Transport Policy, 07767 006742
October 2022



Department for Transport

Lorna Baxter
Director of Finance
Oxfordshire County Council

lorna.baxter@oxfordshire.gov.uk

Web Site: www.dft.gov.uk

Our Ref:

Your Ref:

[DfT to add date]

Dear Lorna,

I am delighted to be writing to you to set out the details of the Zero Emission Bus Regional Area Scheme ("ZEBRA") funding to be awarded to Oxfordshire County Council ("OCC").

The Department will provide £32,815,746 in funding towards the ZEBRA project in Oxfordshire (the "Project"). The funding will be provided as a single payment in [DfT to add month & year]. Oxfordshire County Council will be solely responsible for meeting any expenditure over and above this maximum amount. This funding will be provided as a capital grant.

This offer of funding is made on the understanding that:

- i. This funding approval is granted entirely without prejudice to any view that the Secretary of State or other Ministers may take on any future application for statutory funding in accordance with other functions.
- ii. Should investments have impacts on the National Rail or Strategic Road Networks, you must ensure Departmental approval given the potential for impacts on these networks.

The funding is provided subject to the following conditions:

- iii. OCC will comply with the terms of the business case as approved in accordance with this letter dated [official date]. Any deviation from the milestones outlined by OCC in the business case, for either the buses or the infrastructure required to support them, must be reported to the Department.

- iv. We acknowledge that OCC approved their business case for ZEBRA on 31 January 2022. The business case contained an indicative timeline. We now require OCC to develop an updated delivery timetable by [DfT to add date after decision to award funding]. This delivery timetable will set out the delivery of electric buses and associated infrastructure. In line with the commitments, you have agreed with bus operators we expect the project to be delivered within two years of the funding being awarded (which we will treat as the day the Section 31 Grant form is returned signed to the Department).
- v. OCC will work closely with the Department in the pre implementation of its business case, including going through procurement of goods and services, and will keep the Department informed throughout this process. Once the delivery is underway OCC will meet monthly with the Department. OCC will provide monthly monitoring reports and annual delivery reports. These should begin in the pre delivery stage once the funding has been awarded.
- vi. OCC is expected to fund and undertake monitoring and evaluation (M & E) of the effects of the Project and to participate in the Department's M & E Programme for ZEBRA. Specific requirements will be issued to LTAs in due course. The Department will provide guidance on M & E and set out the time period over which M & E should be carried out. OCC is expected to assist as requested, including providing regular updates at intervals to be confirmed by the Department.
- vii. OCC will use the funding in accordance with the objectives of the Project as set out in the guidance for Phase 1 of the ZEBRA scheme. This includes ensuring that the ZEBRA funding aligns with OCC's wider plans for buses in their area. This includes but is not limited to plans for services, ticketing, bus priority measures and wider plans detailed in BSIPs.
- viii. As stated in the National Bus Strategy in March, all funding for bus improvements – including this funding - will depend on your willingness to implement ambitious bus priority measures. As a condition of this funding, we therefore expect, subject to the availability of sufficient funding and resources, for you to consider the introduction of a bus lane on any road where there is a frequent bus service, congestion and the physical space to install one, beginning with but not limited to the roads on which the zero-emission buses funded in this agreement will operate. Bus lanes should be full-time and as continuous as possible. They should be part of a whole corridor approach, including other physical measures such as: traffic signal priority, bus gates which allow buses to enter a road that prohibits access to other traffic and clear and consistent signage.
- ix. OCC will comply with all applicable procurement laws when procuring goods and services in connection with the Project and the Department shall not be liable for the OCC's failure to comply with its obligations under any applicable procurement laws.
- x. OCC will ensure that its use of the funding complies with State Aid laws, the UK's international obligations in relation to subsidy control and any UK subsidy control legislation.

- xi. OCC will maintain appropriate records of compliance with the relevant subsidy control regime and will take all reasonable steps to assist the Department to comply with the same and respond to any proceedings or investigation(s) into the use of the funding by any relevant court or tribunal of relevant jurisdiction or regulatory body.
- xii. OCC acknowledges and represents that the funding is being awarded on the basis that the use of the grant will not affect trade in goods and electricity between Northern Ireland and the European Union and shall ensure that the funding is not used in way that affects any such trade.
- xiii. The Secretary of State may require repayment of any of the grant already paid, together with interest from the date of payment, if the Secretary of State is required to do so as a result of a decision of the European Commission or the Court of Justice of the European Union by reason of a breach of State Aid Law through its application under Article 10 of the Northern Ireland Protocol and/or a decision of a court, tribunal or independent body or authority of competent jurisdiction by reason of breach of the UK's obligations under the Trade and Co-operation Agreement or the terms of any UK subsidy control legislation. If the grant is found to breach State Aid Law or UK Subsidy Control legislation, the Department and OCC will wherever possible and acting in good faith, seek to restructure the Project to the extent necessary to secure compliance with State Aid Law and/or UK subsidy control legislation.
- xiv. OCC will ensure they comply with the 2010 Equality Act and the Public Sector Equality Duty. This includes considering impacts of the project on protected characteristic groups in the monitoring and evaluation stage.
- xv. In making this grant the Secretary of State does not intend to effect a private law contractual relationship with the receiving authorities.
- xvi. HCC must comply with the Department's, the Secretary of State's and the UK's position and instruction on handling and/or severance of Russian supply contracts, including ensuring compliance with any prohibitions and sanctions which are in place or may arise. This will also include compliance with the position regarding sanctions placed on individuals currently, or in future. HCC must ensure also that all other parties in the project, including bus operators and bus manufacturers, also comply.

We look forward to working closely with your team to deliver this scheme.

Yours sincerely,

cc Bill Cotton, Corporate Director: Environment & Place – bill.cotton@oxfordshire.gov.uk
Joanne Fellows, Growth Manager (Central) – joanne.fellows@oxfordshire.gov.uk

Jayne Pringle, Principal Solicitor – jayne.pringle@oxfordshire.gov.uk

DRAFT ZEBRA Payment Milestones

Notes:

- “Eligible bus costs” means the difference between the cost of the electric buses delivered and the cost of equivalent diesel buses.
- ZEBRA funding from Department for Transport covers 75% of eligible bus costs and 75% of infrastructure costs.
- Oxfordshire County Council additional funding (totalling £6m) covers a further 17% of eligible **bus** costs only. This funding will not be used towards infrastructure.
- Each infrastructure payment will not exceed 75% of infrastructure costs
- Each bus payment will not exceed 92% of eligible bus costs incurred

Oxford Bus Company (Go-Ahead)

Milestone	Proposed payment	Expected date
Order placed for charging infrastructure	75% of 50% (37.5%) of total order value, up to a maximum of £1,646,299	31-Dec-2023
Final invoice paid for charging infrastructure	75% of 50% (37.5%) of total order value, up to a maximum of £1,646,299	30-Sep-2024
Order placed for buses	92% of the eligible bus costs incurred	Dec 2022
Delivery of 25 th bus	92% of the eligible bus costs incurred since previous payment	31-Aug-2023
Delivery of 50 th bus	92% of the eligible bus costs incurred since previous payment	31-Dec-2023
Delivery of 75 th bus	92% of the eligible bus costs incurred since previous payment	31-Mar-2024
Delivery of 104 th (final) bus	92% of the eligible bus costs incurred since previous payment. Total payment for buses not to exceed £22,868,698	31-Aug-2024

Stagecoach milestones

Milestone	Proposed payment	Expected date
Order placed for charging infrastructure	75% of 50% (37.5%) of total order value, up to a maximum £1,382,215	31-Mar-2023
Final invoice paid for charging infrastructure	75% of 50% (37.5%) of total order value, up to a maximum of £1,382,215	17-Nov-2023
Order placed for buses	92% of the eligible bus costs incurred	Dec 2022
Delivery of 25 th bus	92% of the eligible bus costs incurred	01-Dec-2023
Delivery of 55 th (final) bus	92% of the eligible bus costs incurred since previous payment. Total payment for buses not to exceed £9,889,726	31-Jan-2024

OXFORDSHIRE COUNTY COUNCIL

DRAFT SUBSIDY ASSESSMENT

Project Name: Zero Emission Bus Regional Areas (ZEBRA)

Intended Recipient(s): Go Ahead and Stagecoach

Background Notes:

- 1.1 The United Kingdom is obliged under the Climate Change Act 2008 to meet a net zero emissions target by 2050. As part of doing so, the government wishes to reduce carbon emissions across all types of transport, including buses, as well as increase bus use as a green mode of transport. It has previously provided financial support for this purpose through various programmes, for example, the Green Bus Fund,¹ the Low Emission Bus Scheme and the Ultra-Low Emission Bus Scheme. The government has stated that these have supported the introduction of over 1,900 cleaner and greener buses.
- 1.2 On 15 March 2021, the government published a bus strategy (**Bus Strategy**) (please see [here](#)), one of the key themes of which is more investment in cleaner and greener buses:

“UK bus operators have invested over £1.3bn in cleaner and greener buses over the last five years, supported by £89m funding through the Government’s Low and Ultra-Low Emission bus schemes [1]. However, there is much more to do. The majority of these vehicles are hybrid or gas-powered and only around 2% of England’s bus fleet is fully zero emission today. This represents 4% of London’s fleet and 1% of the fleet in England outside of London.

Bus operators share our ambitions to achieve a zero emission bus fleet. Many have committed to purchase only ultra-low or zero emission buses from 2025, and to start this process by 2023 in some urban areas, if there is continued Government support towards the extra purchase and fuel infrastructure costs.[]”

Five principles underpin our roadmap to a zero emission fleet. They are:

- We will consider all technologies fairly, assessing their cost, contribution to decarbonisation and utility.*
- We will provide the financial support and incentives needed for the market to scale up quickly.*
- We will take a place-based approach to investment wherever appropriate.*
- Both operators and LTAs [local transport authorities] must play their part.*
- We will ensure our plans for buses lead to overall carbon reductions.”*

- 1.3 The Bus Strategy includes a commitment to launch the Zero Emission Bus Regional Area (**ZEBRA**) scheme, “*bringing together LTAs, bus operators, energy companies and other stakeholders to develop financial and commercial models of delivering zero emission buses at scale, with government and non-government funding.*” The government’s intention is subsequently to “*scale up*” delivery to meet the Prime Minister’s related commitment to 4,000 new zero-emission buses. This should be seen in the context of his Ten Point Plan for a Green Industrial Revolution announced in 2020 (please see [here](#)). Point 5 of the Plan covers green public transport, cycling and walking, stating: “*We will fund thousands of zero-emission buses [] We will invest £120 million next year to begin the introduction of at least 4,000 more British built zero emission buses.*”
- 1.4 Against that background, the government is also analysing the results of a public consultation, which closed on 21 May 2022, on ending the sale of new diesel buses, and that followed an earlier consultation that closed in April 2021. According to the government’s webpage on the first consultation, this issue is linked to the Climate Change Committee’s Sixth Carbon Budget report (please see [here](#)), which includes advice about the need to reduce carbon emissions in “*surface transport*”, recommending that new diesel bus and coach sales should end by 2040 at the latest, with operators being encouraged to switch much sooner. It also states that local authorities should be empowered to continue driving zero-emission bus take-up.
- 1.5 In addition, the government published a transport decarbonisation plan (**TDP**) on 14 July 2021 (please see [here](#)). This sets out more clearly a coordinated approach to decarbonisation for all modes of transport and includes a detailed section on zero emission buses and coaches (pages 62-71). It repeats the government’s intention to support at least 4,000 new zero emission buses (which apparently represents the replacement of nearly 12% of England’s total local operator bus fleet), stating that it will invest up to £120 million in such buses in 2021 / 22 under the ZEBRA scheme, which could support the introduction of up to 500 zero emission buses and related infrastructure. The TDP also notes:

“In addition to the wider co-benefits zero emission buses can bring, we would expect zero emission buses to achieve long term operating cost savings, which can be reinvested in more frequent services, lower fares, and other improvements for passengers.”

- 1.6 The TDP highlights a commitment in the Bus Strategy to review the existing Bus Service Operators Grant (a discretionary grant that helps operators recover fuel costs), with one of the key objectives being to ensure that the funding stream is aligned with government priorities, in particular around benefitting the environment. It notes the need to address an imbalance between the support to diesel buses and support to zero emission buses. With this in mind, the TDP includes a commitment to consult on a proposed new funding regime:
- “[] to take a holistic approach targeted at the delivery of the policies in this plan, and other specific benefits; growing patronage, increasing efficiency, improving the environment and securing modal shift from the private car.”*
- 1.7 The Council as a county council has a wide range of statutory functions, including transport and highways, and in this context previously applied for funding from the government's All-Electric Bus Town fund. In June 2021, it submitted an Expression of Interest (**EoI**) to DfT for funding from the ZEBRA scheme on the basis that the funding criteria are more appropriate for its bus network. On 27 July 2021, the Council was one of 17 bidders selected under the standard process to progress to Phase 2 business case and on 26 March 2022 was selected as one of 12 authorities to benefit from ZEBRA funding. Five other authorities were selected in October 2021 to proceed under the fast-track process.
- 1.8 Under the ZEBRA scheme, a total of £270 million was available to fund zero-emission buses and supporting (i.e. charging) infrastructure. For vehicles, DfT will contribute up to 75% of the cost difference between a zero-emission bus and a standard conventional diesel bus equivalent with the same total passenger capacity. For infrastructure, DfT will contribute up to 75% of the capital expenditure incurred as a result of its purchase and installation. The proportion of grant funding towards eligible costs is the same as under the Ultra-Low Emission Bus Scheme referred to above, which covered up to 75% where the bus was able to operate in zero emission mode (and 50% for a bus that otherwise met the definition of an ultra-low emission bus). Eligible related infrastructure costs included the charging unit or re-fuelling station, electrical or other power components, civil engineering works, installation labour costs, hardware costs, capital costs of developing associated software systems and the capitalised cost of surveys at the point of procuring the infrastructure.
- 1.9 The ZEBRA scheme therefore supports the council's proposals such as the Oxford Zero Emission Zone, Central Oxfordshire Travel Plan, and Local Transport and Connectivity Plan 2022 – 2050 which outlines a clear vision to deliver a net-zero Oxfordshire transport and travel system that enables the county to thrive whilst protecting the environment and making Oxfordshire a better place to live for all residents.
- 1.10 The council's ZEBRA bid proposed passing ZEBRA grant funding to two Oxfordshire bus companies. The council has also agreed to provide additional grants to further support the two companies in order to make the ZEBRA scheme viable in Oxfordshire.

For subsidies in scope of the UK-EU Trade and Cooperation Agreement principles (within the subsidies chapter), the Council should complete the table below and retain for its records. The information should record how the Council has complied with the principles in designing their subsidy.

Principles	How does the subsidy comply with the principle?
<p>The subsidy should pursue a specific public policy objective in order to remedy an identified market failure, or to address an equity rationale (such as local or regional disadvantage, social difficulties or distributional concerns) (“the objective”).</p>	<p><i>The government’s specific public policy objective is to support the introduction of 4,000 new zero-emission buses under the ZEBRA scheme, in order to reduce carbon emissions and thereby meet its net zero emissions target by 2050. Relevant policy statements and documents include those around setting up the ZEBRA scheme, the Ten Point Plan for a Green Industrial Revolution and the transport decarbonisation plan (TDP).</i></p> <p><i>The overall rationale is that bus operators are not investing in zero emission vehicles and infrastructure in sufficient scale or fast enough and there is therefore an identified market failure requiring government intervention. The ZEBRA scheme has been set up to cover up to 75% of the cost difference between a new diesel bus and a new electric bus, and 75% of the cost of charging infrastructure.</i></p> <p><i>The Council’s objective in relation to both the ZEBRA Grant and the Additional Council Grant is the same, albeit on a smaller scale and taking into account local conditions, i.e. to stimulate the deployment of zero emission buses on the market to decarbonise transport and improve air quality as well as obtain other related benefits (listed below). The grant funding is necessary because electric buses are approximately twice as expensive as a diesel equivalent and charging infrastructure is also very expensive, which both discourage market investment. Broadly, electric buses are more expensive to purchase, operate and maintain, even taking into account fuel savings.</i></p> <p><i>Oxford has a modern diesel bus fleet, with significant investment in the latest vehicles in the last five years. As a result, few buses are due for replacement in the next few years. There is therefore an overall lack of commercial justification for investing in electric vehicles and related charging infrastructure, which has been compounded by the impact of the pandemic on bus use, which remains at around [75%] of pre-pandemic levels.</i></p> <p><i>The Council has identified that supporting a move from diesel to electric propulsion in the bus fleet should deliver the following benefits:</i></p> <ol style="list-style-type: none"> <i>1. cleaner air (buses contribute up to 70% of roadside nitrogen dioxide pollution in the busiest locations in Oxford);</i>

	<p>2. <i>reduced carbon emissions: estimated 6000 tonnes / year saving;</i></p> <p>3. <i>reduced noise;</i></p> <p>4. <i>increased bus patronage.</i></p> <p><i>The council acknowledged the climate emergency in 2019, and is taking urgent climate action.</i></p> <p><i>In summary, the subsidy is required to support a number of local and national policy aims, including accelerated transport decarbonisation, boosting bus use, reducing car travel, and improving air quality.</i></p> <p><i>As wider context, it is clear from the overarching TCA principles and objectives (see paragraph 10 of Schedule 1) that subsidies for environmental protection are viewed positively as public policy objectives. This is also evidenced by the special category covering them. The Subsidy Control Act 2022 (partially in force) also mirrors this.</i></p> <p><i>It is worth noting that State aid can, where those rules still apply, be provided compliantly under Article 36, GBER to support the acquisition of new transport vehicles for road by funding the extra investment costs necessary to go beyond the applicable Union standards. GBER has also recently been amended to include a new exemption for aid for publicly accessible recharging or refuelling infrastructure for the supply of electricity and hydrogen to zero and low emission road vehicles for transport purposes (Commission Delegated Regulation (EU) 2021/1235 of 12 May 2021).</i></p>
<p>The subsidy should be proportionate to its specific policy objective and limited to what is necessary to achieve it.</p>	<p><i>Provision of ZEBRA Grant only</i></p> <p><i>The ZEBRA scheme has a pre-defined intensity limit of up to 75%. The DfT limit has been calculated as the amount necessary to achieve the scheme's objective of encouraging bus operators to acquire zero-emission buses and the related charging infrastructure.</i></p> <p><i>In the government's previous scheme for Ultra-low emission buses (ULEB), the same intensity limit was used (which was reduced from 90% under the previous Low-emission bus</i></p>

scheme). The ULEB scheme was approved by the European Commission as State aid compliant and allowed grant funding for new ultra-low emission buses and related infrastructure. The State aid decision notes (para 53) that the UK authorities believed that such an intensity level was necessary “to achieve the step change of more widespread use of these buses.” The 75% limit used in the ZEBRA scheme is based on the previous “green bus” funding schemes such as the All Electric Town or City scheme and the ULEB.

It is also relevant that under the ZEBRA scheme the intensity limit for vehicles is calculated by reference to the cost difference between a zero-emission bus and a standard conventional diesel bus equivalent with the same total passenger capacity. This is important as it is only the difference which will be funded, i.e., the costs that will be incurred to contribute to environmental protection.

The Council, with support from the Operators, had to apply for the ZEBRA Grant by way of a competitive process and one of the criteria used to assess bids was value for money. This indicated that DfT would consider what amount of grant would be proportionate in the particular circumstances (in effect, reviewing the business case) and only award what is considered to be necessary. The application form stated: “Bids which request less funding are likely to be viewed favourably.”

In conclusion, the government has carefully considered the minimum level of grant that must be provided to bus operators to achieve its aims, taking into account what was previously approved for the ULEB scheme, and concluded that 75% is both proportionate and limited to what is necessary.

Provision of Additional Council Grant

Bus use in Oxfordshire has recovered more slowly than in other parts of the country from the Covid-19 pandemic, and passenger numbers remain significantly lower than in 2019.

Bus operators have confirmed that without further grant from the council in addition to DfT's funding, they would be unable to participate in the ZEBRA scheme. The amount of additional council grant being provided is proportionate and limited to what is necessary to achieve the objective.

	<p><i>The Council should also obtain and validate the basis on which the operators are saying they would not make the investment - and also what their projections are for the recovery of bus passengers. The risk here is that the intensity will exceed the scheme's limit of 75%. To the extent that any protection would be available from the grant being under a lawful scheme (i.e. ZEBRA), it would be lost as a result</i></p>
<p>The subsidy should be designed to bring about a change of economic behaviour of the beneficiary. That change, in relation to a subsidy, should be—</p> <p>(a) conducive to achieving its specific policy objective, and</p> <p>(b) something that would not happen without the subsidy.</p>	<p><i>The Council has obtained confirmation from the Operators that they would not proceed with the purchases (both vehicles and charging infrastructure) within the intended timescale without the ZEBRA Grant and the additional council grant.</i></p> <p><i>Zero emission buses cost approximately twice as much as a diesel equivalent, not including the costs of charging infrastructure. Whilst ongoing electricity costs are lower than diesel costs, other ongoing costs such as drivers, maintenance, insurance etc are no lower, so zero emission buses are still significantly more expensive over their typical 15-year lifetime than a diesel equivalent.</i></p> <p><i>Without subsidy, bus operators would not buy zero emission buses as there is no commercial business case to do so and therefore the policy objective would not be met without the subsidy.</i></p>
<p>The subsidy should not normally compensate for the costs the beneficiary would have funded in the absence of any subsidy.</p>	<p><i>The council is not aware of any legal obligation on the Bus Operators obliging them to acquire these vehicles and charging infrastructure. In addition, they have both confirmed that they would not fund such costs without the grant funding.</i></p>

<p>The subsidy should be an appropriate policy instrument for achieving its public policy objective and that objective cannot be achieved through other less distortive means.</p>	<p><i>The council is satisfied that Grant funding is the most appropriate and least distortive way of achieving the Council's (and the government's) objective. The confirmations from the Operators strongly indicate that only grant funding would make the project financially viable. This is as a result of various contributing factors, for example, the significant costs of the new vehicles and infrastructure, the fact that they significantly exceed the costs of equivalent diesel buses, the expected shorter lives of the vehicles, unknown full life cycle operational costs and the impact of the pandemic on the market.</i></p> <p><i>It is therefore difficult to see how non-subsidy approaches could be used as it appears that take up would remain low without subsidy.</i></p> <p><i>The government has operated various programmes over the years offering subsidies to bus operators for similar purposes. We would also note that GBER permits aid for similar purposes under Article 36, which suggests that grant funding is generally viewed as an appropriate policy instrument to increase environmental protection.</i></p> <p><i>The Council has ascertained from information published by other local authority ZEBRA funding recipients that 6 other local authorities are providing additional grant funding ranging from 14-27% of total project costs. The Council's contribution is expected to be 7% of total projects costs. This gives support to a grant being an appropriate policy instrument for achieving the public policy objective.</i></p>
<p>The subsidy should be designed to achieve its specific policy objective while minimising any negative effects, including in particular the negative effects on competition or investment within the UK or international trade or investment.</p>	<p><i>The Zebra Scheme is designed to address the failure of the market without the subsidy to meet climate goals etc/ increasing levels of environmental protection.</i></p> <p><i>The need to meet carbon reduction targets, and in turn address climate change, is widely recognised as of paramount importance by most governments and members of the public. The potential long term effects of not doing so are acknowledged by many as an existential challenge that the world must deal with quickly. In this context, the positive contributions of providing the ZEBRA Grant and the additional council grant would outweigh any negative effects on trade or investment, and without this type of financial support from the State the impact on trade and / or investment could be much more serious. The need to reduce pollution caused by diesel vehicles such as buses is very important to the environment and our health generally</i></p>

	<p><i>The ZEBRA Grant is expected to result in the wider use of buses in the SmartZone area of Oxford on the basis of their green credentials, superior ride comfort and the fact that the new buses are expected to be of a higher quality generally as well as meeting enhanced accessibility standards. Some of the additional users will be those who previously used private vehicles;</i></p> <p><i>All new buses should come into force no later than 12 months from their order date and in any event no later than two years after the award of funding from the DfT to the Council. In addition, bus operators must commit to investing in the new buses and operating them in the defined area for a minimum of five years. Taken as a whole, these requirements should ensure that the intended positive benefits are achieved.</i></p> <p><i>Another positive contribution is that both bus operators have committed to using green energy to power buses, something that further supports environmental protection and was taken into account by the DfT when considering the business cases submitted by local authorities.</i></p> <p><i>The DfT selection of grant recipients used a transparent and competitive process with bids assessed against objective and published criteria. This will reduce the extent to which the ZEBRA Grant could have any material effect on investment, a point acknowledged by the European Commission in the ULEB approval (see paragraphs 77 – 79 of the approval);</i></p> <p><i>Although the Council has not run a tender under the public procurement rules to select the grant recipients, the Operators are the only ones operating wholly within the Oxford Smart-Zone. As the intention is to provide grant funding to both, any risk of challenge from the other should be minimal.</i></p> <p><i>Operators will be obliged to run competitive tenders and establish value for money in respect of the purchase of the buses and charging equipment in order to minimise any impact on trade or investment at the level of vehicle and equipment suppliers.</i></p>
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Cherwell
DISTRICT COUNCIL
NORTH OXFORDSHIRE



Cherwell District Council and Oxfordshire County Council

Equality and Climate Impact Assessment

ZEBRA

January 2022

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Section 1: Summary details

Directorate and Service Area	Central Locality Team, Environment & Place, Oxfordshire County Council
What is being assessed (e.g. name of policy, procedure, project, service or proposed service change).	Oxford Zero Emission Bus Regional Areas Scheme (ZEBRA)
Is this a new or existing function or policy?	New
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 Oxford ZEBRA is anticipated to provide positive health and environmental benefits through reducing emission levels by replacing 159 diesel buses with new electric buses. Public health will be improved as there will be reduced exposure to nitrogen dioxide pollution and positive environmental impacts will be provided by the reduction of carbon emissions. This will address health inequalities in the region and contribute to air quality improvements in the three AQMAs in the defined area.</p> <p>The defined area covers the 'Oxford SmartZone'. This is a multi-operator bus ticketing zone which includes all of Oxford City, Wytham, Botley, Cumnor, Kennington (Vale of White Horse District), Sandford-on-Thames, Horspath, Wheatley, Yarnton, Begbroke and Kidlington (Cherwell District). This includes areas of deprivation within the most deprived 20% in England.</p> <p>The proposal does not bias, discriminate, or unfairly disadvantage any groups within the community but provides health and environmental benefits to all who reside, visit, work, commute and go to school in the area.</p>
Completed By	Laura Hawrych
Authorised By	Owen Jenkins, Director of Growth & Economy, Oxfordshire County Council

Date of Assessment	03/11/2021 (initial assessment), 13/01/2022 (updated assessment following review by DfT and its advisors).
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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>This project is part of Oxford's transport decarbonisation ambitions as the County Council intends to be a carbon neutral council by 2030 and aims to have a zero carbon Oxfordshire by 2050. Transport decarbonisation is necessary to support this aim, and, alongside Oxford Zero Emission Zone, this ZEBRA scheme will play a major role.</p> <p>In January 2020, the council set an ambition for buses operating within Oxford to be 100% zero emission by 2030. The ZEBRA project takes the first step in realising these ambitions.</p> <p>ZEBRA will also contribute to the execution of Oxford City Council's Air Quality Action Plan (AQAP) (2021-2025) which sets out the target of all monitored locations in Oxford having 30 ug/m3 nitrogen dioxide levels by 2025. In addition to supporting the delivery of the targets in the AQAP, ZEBRA aligns with and supports a number of other policies and initiatives across Oxford City Council in particular:</p> <p>The Council's 4th Carbon Management Plan for 2021/22 to 2029/30 Plan – including plans to continue to expand the electrification of the council's own fleet;</p> <p>The Zero Carbon Oxford Road Map commissioned by Oxford City Council on behalf of the Zero Carbon Oxford Partnership and developed with the Carbon Trust, models a pathway to net-zero 10 whole years ahead of the UK's Government's legal targets including a target that carbon based transport emissions must be reduced by 80% to achieve this 2040 goal;</p> <p>The Oxford Local Plan 2036 provides the policy framework for development across the city which includes policies around air quality (RE6) and ensuring efficient movement into and around the city with prioritisation of walking, cycling and use of public transport over the use of the private car (M1). In addition the Plan seeks downward pressure on public and private car parking to promote and develop opportunities for realistic alternatives to the private car (M3);</p>
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	<p>The Cherwell and Oxfordshire's Including Everyone- Equalities and Diversity Framework, published November 2020, outlines the framework for creating equitable access to services and equality of opportunity across both counties. The aim is to minimise social exclusion and build inclusive communities;</p> <p>Both Oxfordshire County Council and Oxford City Council have demonstrated a strong commitment to improving air quality across the city. This is demonstrated by the introduction of a Pilot Zero Emission Zone ZEZ (February 2022) and the wider ZEZ to be implemented over the following years.</p> <p>Oxfordshire County Council has also proposed a Bus Service Improvement Plan (BSIP) which was submitted in October. The ZEBRA Scheme will support this proposed plan in its aims to tackle inequalities and address the Climate Change Emergency.</p> <p>Finally, the ZEBRA Scheme aligns with The Inclusive Transport Strategy, updated in 2020 and set out by the Department for Transport, which aims to create a transport system that offers equal access for disabled people by 2030.</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>The scheme proposes 159 new zero emission electric buses to be put into service in the 'Oxford SmartZone', replacing existing diesel buses ensure ZEB operation on ZEBRA routes should buses be out of service. The diesel buses, many are ultra-low emission Euro VI diesel vehicles, which will be 'cascaded' to replace older, higher emitting buses in Oxfordshire or elsewhere, bringing significant additional air quality benefits in places like Didcot and Banbury.</p> <p>The 'Oxford SmartZone' is a multi-operator bus ticketing zone which includes all of Oxford City, Wytham, Botley, Cumnor, Kennington (Vale of White Horse District), Sandford-on-Thames, Horspath, Wheatley, Yarnton, Begbroke and Kidlington (Cherwell District). Within this defined area 48% of bus services, 67% of total hourly bus flows and 72% of total daily bus mileage will be operated by zero emission buses under the ZEBRA scheme.</p> <p>Oxfordshire has the highest per capita bus use when compared to other shire counties in England. Bus flows and bus use are high in the SmartZone and so the impact of electrifying a large proportion of the fleet operating here would provide significant local air quality benefits across Oxford and the wider region, reduce CO2 and fossil fuel emissions, and improve passenger experience for the tens of thousands of daily passengers in the city.</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>Bus Users</p> <p>Buses are the most accessible form of public transport for disabled individuals. In 2018/2019 99% of local buses were disability accessible, according to DfT's Transport Statistics, Great Britain 2019 report. In 2018/19 around 19% of people in the South East region have a disability (Equalities Data 2021) and as such the improvement of bus services will be of benefit to these users.</p> <p>The Equalities Data 2021 conveys that Oxfordshire's total resident population as of mid-2019 was 691,667; 50.3% were female and 49.7% male. 131,373 people were aged below 15 and 128,120 persons aged over 65. As of September 2020, there were 18,682 carers registered with GP practices in the Oxfordshire region, however there are likely more carers than those registered as according to the 2011 Census there were 61,100 unpaid carers. It is also estimated that there are around 12,887 who identify lesbian, gay or bisexual persons (2018 statistics). All the forementioned groups will benefit from bus improvement, this improvement is detailed below.</p> <p>DfT's Annual bus statistics: England 2019/20 report conveys that on average people in households without access to a car made over 4 times as many local bus trips in 2019 when compared to those with car access. In 2019, people in the lowest real income quantile made the most local bus trips on average. Those in the highest income quintile made the least. According to the 2019 Index of Multiple Deprivation, 10/83 of Oxford's neighbourhood areas are among the 20% most deprived areas in England, thus can largely benefit from the ZEBRA scheme.</p> <p>Studies have identified that people with ill-health, disabilities, women, older people, and ethnic minorities are all more likely to be concerned about their personal safety when travelling on public transport (Delbosc and Currie, 2013). Bus services are already considered a safe method of public transport with 94% of buses had CCTV in 2019/20 (Annual bus statistics 2019/20) and further improving bus services will enable individuals with protected characteristics to feel safer on bus services.</p> <p>Air pollution, climate change and health</p> <p>Oxford City Council's latest source apportionment study shows that buses remain a substantial source of transport emissions in Oxford. Further action to tackle bus emissions is therefore essential to achieve clean air and reduce greenhouse gas emissions.</p>
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	<p>Oxford's most recent pre-Covid air quality annual status report (2019) summarises the available monitoring data, showing elevated levels of nitrogen dioxide and particulate matter. The most polluted locations are busy bus routes.</p> <p>According to the Oxfordshire Joint Health and Wellbeing Strategy, due to air pollution in 2019, it is estimated that 2,300 years of healthy life was lost. This was due to a range of associated issues including cardiovascular disease, diabetes and chronic respiratory disease. In 35% of deaths involving COVID-19 respiratory or cardiovascular disease was listed as the main pre-existing health condition, therefore, in this current health crisis it is increasingly evident that air quality needs to be improved. In locations which experience the highest bus flows, introducing electric buses could reduce nitrogen dioxide emissions from road transport by up to around 50% and reduce particulate matter emissions by up to 4-5%.</p> <p>Additionally, evidence shows an emerging association between specific air pollutants and mental health outcomes including, but not limited to, anxiety, depression, dementia, and suicide. As discussed in a 2018 review by Jacob King for the Journal of Urban Design and Mental Health, this effect is not clear and there are still challenges with measuring the impacts of pollution on mental health. However, this association should still be taken into account when implementing urban design and as such it is logical to conclude in this assessment that zero-emission buses may have positive benefits for mental health.</p> <p>At a local level, disadvantaged communities are more likely to be disproportionately exposed to poor air quality and subsequently to the above outlined negative health impacts (Health profile for England: 2018). This is due to disadvantaged communities tending to be disproportionately concentrated in and around polluted locations, such as busy roads.</p> <p>The climate crisis is becoming increasingly pressing and is due to fossil fuel emissions contributing to an enhanced greenhouse effect. Emissions from diesel vehicles directly contribute to this crisis. The electrification of the 166 buses could save around 6,000 tonnes of CO₂ each year when compared to diesel buses, reducing the negative climate change impacts in addition to the health benefits in electrifying the fleet.</p>
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	<p>The proposed ZEBRA scheme tackles both these issues, offering all residents, groups, stakeholder access to reliable and clean public transport options across the city and thus supports the ambition of both councils to reduce inequalities, and does not create any negative impacts for different individuals, communities, or groups</p> <p>Stakeholder and community input</p> <p>The proposals have been discussed with the Oxford Inclusive Transport and Movement Focus Group, which has enabled people with disabilities and representatives of people with disabilities to give their comments on the scheme. The focus group members have access to a wider network of contacts and will use those to seek further feedback on specific points.</p> <p>The feedback received so far from the Focus Group has informed the first draft of the impact assessment presented in this document.</p> <p>A survey undertaken for the Oxfordshire Bus Service Improvement Plan (BSIP) revealed some of the priorities of the general public and other stakeholder groups for buses in Oxfordshire. The top priorities are increased service frequency, more routes and greater reliability. Reduced environmental impact and improved accessibility were also supported.</p> <p>The scheme has also received Letters of support from Bus operators involved in the ZEBRA proposal (Go Ahead and Stagecoach), Oxford City Council, Cherwell District Council, Pivot Power, an EDF Renewables UK company, Oxfordshire Local Enterprise Partnership and England's Economic Heartland. This positive feedback from key stakeholders further adds to evidence supporting the scheme.</p> <p>The delivery of BSIP will be developed through an Enhanced Partnership Agreement between OCC and operators. Oxfordshire is also progressing its Connecting Oxford proposals through the course of 2022, which has a direct impact on bus services and operations. As part of Connecting Oxford and ECIA will be developed, but which point, it should have been determined whether ZEBRA funding has been secured.</p> <p>Stakeholder engagement, including engagement with the Oxford Inclusive Transport and Movement Focus Group and other representative groups will be a critical elements of developing and implementing the proposals.</p>
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	<p>The ZEBRA business case includes a Monitoring and Evaluation Plan. The monitoring of the plan will include engagement with stakeholders which will demonstrate 1. how stakeholders have been engaged through the development of implementation of ZEBRA (as part of process evaluation) and 2. attitudinal research to assess the impact and benefits of the scheme (as part of outcome and impact evaluation).</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>Oxfordshire's ambition to create a zero emission bus system was set in the 2015 Local Transport Plan, as part of the Oxford Transport Strategy. Various alternative public transport options were considered as part of the OTS, including light rail and trams. Zero emission buses were deemed to be the most appropriate solution for Oxfordshire given its geography, population, movement patterns and environmental constraints. Air pollution in Oxford has already been greatly improved by policies and funding to reduce bus emissions. Around 90% of the Oxford fleet is Euro VI compliant. However, in recent years the reduction in air pollution has plateaued. Furthermore, although cleaner diesel buses tackle air quality they do not fulfil the councils' decarbonisation objectives. Continuing with ever-cleaner diesel buses has been considered but ruled out for the reasons above.</p> <p>Hydrogen-fuelled buses have also been considered, but have been ruled out in favour of battery electric buses for the SmartZone area for the following reasons:</p> <ul style="list-style-type: none"> • Proven technology and greater maturity of supplier market for electric buses • Longer range of hydrogen not required within Smart Zone area • Likely to be easier to cascade to other parts of the county or country when replaced • Maturity of supplier market - <p>It is not an option to do nothing in this case as the problems with local area pollution and climate change are causing negative impacts. These impacts will remain and most likely worsen if no action is taken.</p> <p>The proposed scheme aligns fully with OCC's ambitions to:</p> <ul style="list-style-type: none"> • Develop a zero-emission zone (ZEZ), to cover Oxford City centre by 2022/23.

- For buses operating in Oxford to be 100% zero emission by 2030.

The development of the proposals is in direct response to Government funding initiative for Zero Emission Bus Regional Areas (ZEBRA), which is specifically intended to accelerate the deployment of zero-emission buses.

The ZEBRA funding would support the replacement of existing buses with zero-emission buses, for the eligible routes identified. As part of the scheme development and through discussion with operators, electric buses were identified as a more deliverable and cost-effective solution compared with a hydrogen bus alternative (the only other zero-emission bus technology for which there is a current supplier market).

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"/>	<p>Children are particularly vulnerable and suffer disproportionately from the impact of air pollution. Children living in the area will experience lower levels of air pollution. A number of primary and secondary schools are near bus routes and will benefit from reduced air pollution. Many of the bus routes included will be used by school children for their journeys to and from school.</p> <p>Poor air quality is also especially problematic for the elderly as their lungs are less able to filter out polluted air and air pollution is likely to aggravate existing health conditions. Studies have also highlighted links between air pollution and decreased cognitive performance.</p> <p>New buses purchased through the ZEBRA scheme will have numerous accessibility features, which will be equal to or better than the features on the vehicles being replaced.</p>			

Disability	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p>Improving air quality will provide positive benefits to those whose health conditions are related to cardiovascular issues and difficulties with breathing.</p> <p>Some of the buses to be purchased will serve routes to the city's major hospitals.</p> <p>New buses purchased through the ZEBRA scheme will have numerous accessibility features, and exceed Passenger Service Vehicle Accessibility Requirements (PSVAR). This will ensure ZEB vehicles are equal to or better than the features on the vehicles being replaced. There will be room for two wheelchairs, the provision of live information and space for an assistance dog within the bus.</p> <p>A risk has been identified for many years that electric vehicles may be more difficult for visually impaired pedestrians to hear than internal combustion engine vehicles.</p> <p>A report prepared for the Department for Transport in 2011 looked at the data available and concluded that the measurable safety risks appear to be small, but nevertheless, mitigation is</p>	<p>Acoustic Vehicle Alert Systems (AVAS) must be in operation on all new electric vehicle registered after July 2021 to address potential safety concerns for partially sighted pedestrians.</p> <p>New buses purchased under the ZEBRA scheme will be equipped with AVAS. Stakeholders will be consulted with communications planned to raise awareness and engagement will be carried out with disability user groups.</p>		
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				proposed (see next column) to address this concern.			
Gender Reassignment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Improved air quality will lead to an improved quality of life and a lower risk of health problems. Safety features on ZEB buses will enhance feeling of safety.			
Marriage & Civil Partnership	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Improved air quality will lead to an improved quality of life and a lower risk of health problems.			
Pregnancy & Maternity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p>Poor air quality disproportionately impacts pregnant women and their babies. Studies have connected air pollution to low birth weight, premature birth and development of asthma during childhood.</p> <p>Pushchair space will also have a positive impact on new mothers and those on maternity leave who are using the bus services.</p>			
Race	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p>Improved air quality will lead to an improved quality of life and a lower risk of health problems.</p> <p>The provision of live travel information will support those whose first language is not English.</p>			

Sex	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p>Improved air quality will lead to an improved quality of life and a lower risk of health problems.</p> <p>Women are more likely to be carers, so pushchair and wheelchair space is beneficial.</p> <p>Women are more likely to be concerned about their personal safety when travelling on public transport and therefore the improved safety measures</p> <p>Furthermore, lone parents are predominantly female and more likely to face risk of poverty and as such use public transport more often, therefore this scheme will be especially beneficial to this sex.</p>			
Sexual Orientation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p>Improved air quality will lead to an improved quality of life and a lower risk of health problems.</p> <p>Safety features on ZEB buses will enhance feeling of safety.</p>			
Religion or Belief	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p>Improved air quality will lead to an improved quality of life and a lower risk of health problems.</p>			

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"/>	The scheme will allow low emission and ultra low emission Euro V and Euro VI buses to be cascaded to smaller towns and more rural parts of Oxfordshire.			
Armed Forces	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	There is no armed force component to the area as there are no military bases or ranges.			
Carers	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Improved air quality will lead to an improved quality of life and a lower risk of health problems. Women are more likely to be carers, so pushchair and wheelchair space is beneficial.			
Areas of deprivation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	According to the Index of Multiple Deprivation (2019), 10 out of 83 of Oxford's neighbourhood areas are among the 20% most deprived			

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
				areas in England. Areas of deprivation are disproportionately impacted by low air quality as they are most likely to suffer the highest levels of pollution and thus experience the worst impacts. Most of these areas are served by high frequency bus services which increase air pollution, these will become emission-free under the ZEBRA scheme.			

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
Other Council Services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The implementation of the scheme will have no impact on other council services as it only applies to bus services.			
Providers	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact on providers as the scheme only applies to bus services.			
Social Value ¹	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The proposal will improve public health in the defined area by reducing nitrogen dioxide pollution exposure, address health inequalities by reducing emissions in deprived areas. The local economy will also be supported in its Covid-19 recovery by boosting bus image and improving passenger and shopper experience. The scheme will			

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
				also ensure existing bus industry jobs are retained and increased.			

Section 3: Impact Assessment - Climate Change Impacts

OCC and CDC aim to be carbon neutral by 2030. How will your proposal affect our ability to reduce carbon emissions related to

Climate change 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
Energy use in our buildings or highways	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The electric buses will be more energy efficient than diesel buses and will reduce the energy usage and carbon emissions from transport and highways.			
Our fleet	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The buses to be funded are not part of the council's fleet, so there is no direct impact on our own fleet.			
Staff travel	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Staff who travel on these buses will reduce their personal carbon footprint. The scheme may also increase the number of staff using buses as a transport option as new electric buses are likely to be perceived as a 'better' transport product than the diesel buses they replace.			

Purchased services and products (including construction)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The scheme will not have an impact on purchased services and products as it only applies to bus services.			
Maintained schools	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The scheme will not impact on maintained schools as it only applies to bus services.			

We are also committed to enable Cherwell to become carbon neutral by 2030 and Oxfordshire by 2050. How will your proposal affect our ability to:

Climate change 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
Enable carbon emissions reduction at district/county level?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The 'Oxford SmartZone' covers an area of Cherwell and other districts. The new electric buses will therefore enable significant carbon emission reduction at district and county level.			

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	January 2022
Person Responsible for Review	Martin Kraftl – Oxfordshire County Council Eliot Wilde – Steer Group
Authorised By	Owen Jenkins, Director of Growth & Economy, Oxfordshire County Council

Divisions Affected – All divisions

CABINET REPORT - 18 October 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 free 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.

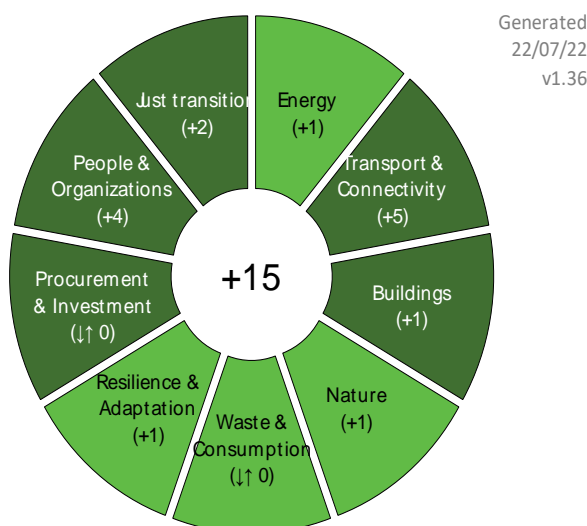
Equality & Inclusion Implications

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

Contact Officer: Jason Sherwood, Growth Manager South & Vale, 07795
684708, jason.sherwood@oxfordshire.gov.uk

September 2022

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WORKING DRAFT (October 2022): Parking Standards for New Developments

Service Improvement Programme

Contents

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2. Background
 - National Context
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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 and secure by design provisions. 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 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:
- Parking provisions are to be designed in accordance with local and national standards ensuring 'secure by design provisions' are observed.
 - 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

Type	Dwelling Size	Cycle Parking Provision (per unit)
House	1 bedroom	2 spaces per bedroom
House	2 bedrooms	2 spaces per bedroom
House	3 bedrooms	2 spaces per bedroom
House	4+ bedrooms	2 spaces per bedroom
House	Multiple Occupation	1 space per bedroom
Flats		2 spaces 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/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, such as villages and hamlets, 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 (Villages & Hamlets)

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
5+ 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 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.



Use Class	Vehicular Standards (see supporting text)	Minimum Cycle Standards
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.
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/strategic-plan-2022-2025).
- Local Transport and Connectivity Plan (adopted July 2022) [Connecting Oxfordshire | Oxfordshire County Council](https://www.oxfordshire.gov.uk/connecting-oxfordshire).
- National Planning Policy Framework (NPPF) dated July 2021 [National Planning Policy Framework \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/91212/nppf-2021.pdf).
- Oxfordshire County Council Street Design Guide [Street Design Guide \(oxfordshire.gov.uk\)](https://www.oxfordshire.gov.uk/street-design-guide).
- Oxfordshire's Electrical Vehicle Infrastructure Strategy (Adopted March 2021) [Oxfordshire Electric Vehicle Infrastructure Strategy](https://www.oxfordshire.gov.uk/oxfordshire-electric-vehicle-infrastructure-strategy).
- Oxfordshire Cycling Design Standards 2017 [cyclingstandards \(oxfordshire.gov.uk\)](https://www.oxfordshire.gov.uk/cyclingstandards).
- 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/government/publications/local-transport-note-1-20-cycle-infrastructure-design).
- 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/technical-advice-notes).
- 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/guidance-on-parking-at-new-developments).
- Surrey County Council Vehicular and Cycle Parking Guidance (January 2018) [Parking Guidance for Development January 2018 \(woking.gov.uk\)](https://www.woking.gov.uk/parking-guidance-for-development-january-2018).
- Buckinghamshire County Council, Buckinghamshire Countywide Parking Guidance (September 2015) [parking-guidance-september-2015-2.pdf \(buckscc.gov.uk\)](https://www.buckscc.gov.uk/parking-guidance-september-2015-2.pdf).
- 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/breem-non-domestic-manual-cover).
- 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/government/uploads/system/uploads/attachment_data/file/91212/ad-s-2010.pdf).



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

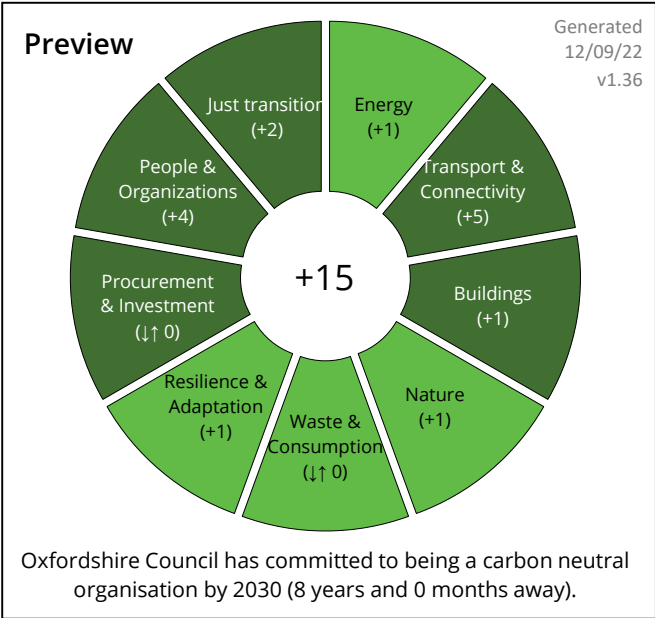
Where bias, negative impact or disadvantage is identified, the proposal and/or implementation can be adapted or changed; meaning there is a need for regular review. This review may also be needed to reflect additional data and evidence for a fuller assessment (proportionate to the decision in question). 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	



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 influcence 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 influcence 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 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 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	n/a

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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

Page 208

- 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

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)

Parking Standards Review - update

- 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

CABINET
18 October 2022

Street Lighting and Illuminated Assets Policy update

Report by Corporate Director of Environment & Place

RECOMMENDATION

1. **The Cabinet is RECOMMENDED to**
 - (a) Support the new direction and approach for managing Street Lighting and Illuminated Assets to better reflect local requirements and aspirations of the governing administration in relation to a more sustainable and carbon considered approach.
 - (b) Approve adoption of the update of the County Council's Street Lighting and Illuminated Assets Policy statement as attached at ANNEX A.

Executive Summary

2. This paper requests Cabinet approval of an updated Street Lighting and Illuminated Assets policy. The existing policy is considered to be out of date and no longer reflects the aspirations of the administration in terms of carbon saving and a more sustainable approach to all we do. To accommodate a number of key changes there is a requirement for a revised Street Lighting and Illuminated Assets policy and there will be development of a new procedure to support its implementation.

Background

3. Oxfordshire County Council, as the Highway Authority, is responsible for the provision and maintenance of electrical assets on the road network throughout Oxfordshire excluding motorways and trunk roads.
4. Under the Highway Act 1980, the Council has the power but not the duty to provide Street Lighting. However, where we do provide it, we have a duty to maintain.

5. The term “Street Lighting and Illuminated Assets” encompasses all mains powered illuminated assets on the adopted highway including streetlights, illuminated signs, bollards, and other street furniture that requires an electrical supply.
6. The new policy contains statements within the document that aim to support an approach whereby Street Lighting and Illuminated Assets infrastructure is only provided when justified, and only switched on when needed in relation to personal safety considerations. In particular, the most appropriate type of lighting is provided at the right times and not simply adopt lighting to be provided at all locations during all hours of darkness. This will ensure carbon reductions are at the forefront of any decisions relating to the design/installation of new Street Lighting and Illuminated Assets infrastructure.
7. The new policy will reduce the council’s impact on climate change and the environment, in line with Oxfordshire’s Climate Action Framework. This will be achieved through the use of optimised lighting systems whilst retaining appropriate safe passage for all users of the public highway.
8. The new policy takes into account the negative impact of light pollution on nature and dark skies in assessing where lighting should be added across the transport network. When new lighting is deemed to be necessary on grounds of public safety, then dimming and reduction in operating hours should be used to preserve the night sky and environmental impacts on the wider natural population.

For **new developments** it is ONLY when a clear safety need has been identified that lighting will be a part of the mitigation measures. Any installations going in not meeting the expectations of the council will not be adopted for public maintenance.

Corporate Policies and Priorities

9. The policy is also informed by the Local Transport Connectivity Plan, the Highway Asset Management Plan, the Energy Strategy, and the Carbon Management Plan and is aligned to the council’s priority of putting action to address the climate emergency at the heart of our work.

Financial Implications

10. By adopting this policy and proposed new approach for Street Lighting and Illuminated Assets there will be some financial implications as we adopt new assets linked to housing growth (and innovation), increased energy costs whilst we attain decreasing maintenance costs for the existing assets due to the LED replacement programme.
11. The revised policy will enable the team to effectively manage the new lighting assets being added to the network on a case-by-case basis to ensure that only the areas that require lighting for safety reasons are lit. this will help to minimise

the financial implications of having multiple new assets to supply energy too. This will ensure as far as reasonably practicable that the number of new assets is kept to a minimum thus maintaining a constant number of assets within the county (as per the existing policy).

12. A revised street lighting requirement approach should not require a revision to the existing capital and revenue programme. If additional funding is required, it will be necessary to reprioritise the funding distribution across the various maintenance streams within Highways. Long term funding for energy costs will be raised, discussed, and agreed as part of the council's annual budget setting process.

Comments checked by:

Rob Finlayson, (Environmental) (Finance)

Legal Implications

13. The legal risks arising from this report surround the reduction or dimming of streetlights and the broader safer streets movement. There may also be challenges from the public on new developments on their expectations.

Comments checked by:

Jennifer Crouch Principal Solicitor (Environmental) (Legal)

Staff Implications

14. There are no staffing implications for this amended policy

Equality & Inclusion Implications

15. The proposed policy and innovative approach have been assessed (**ANNEX 1**) (Section 3 of the Impact Assessment and are not considered to bias or discriminate individuals or groups. As specific schemes are progressed as part of the programme these will be assessed in detail as they are brought forward. The Street lighting and illuminated assets steering group considered (and were aided by) various groups within the community to understand the impact the proposals could have. The policy takes account of people with disabilities ranging from light sensitivity, visual impairments, mental health disorders or physical restrictions and has sought to be an inclusive document that is fair for all

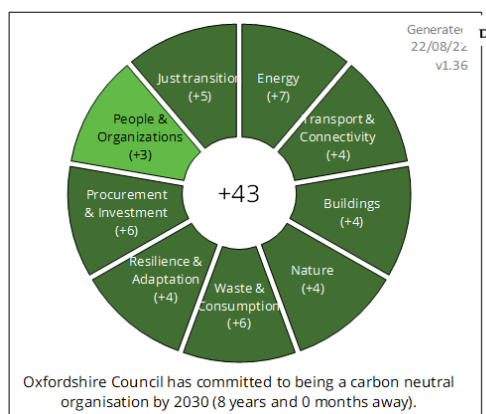
Sustainability Implications

16. It is considered that the new approach will provide sustainability benefits such as:
- Greater benefits to the overall biodiversity within Oxfordshire by having corridors whereby insects and bats can live in a less invaded manner.

- Darker skies/less light pollution
- Reductions in carbon usage.

Climate Impact

16. A Climate Impact Assessment has been completed (**ANNEX 2**) for this revised approach, see output below, and it has been determined that it will have a net positive impact on sustainability of the street lighting assets and mitigate the impact of delivery of the replacement LED lantern replacement works and help reduce the energy usage on the network. This will also help reduce the authorities carbon emissions, improve, biodiversity, air quality and improve the health of the population. resulting in a reduced reliance on that service.



Risk Management

17. To support the amended policy countywide as it is delivered, a steering group made up of a variety of officers, relevant cabinet members and Thames Valley Police (which has helped develop these proposals), discussed the options available and worked through any challenges or concerns identified culminating in the policy tabled in this report.

Consultations

18. A specific steering group were selected as part of the consultation to take in consideration of the various stakeholder groups as representation across the community.

Bill Cotton, Corporate Director for Environment & Place

Annex:	ANNEX A	Street Lighting and Illuminated Assets Policy
	ANNEX 1	Equalities Impact Assessment
	ANNEX 2	Climate Impact Assessment

Background papers: Nil

CA11

Contact Officers: Sean Rooney (Head of Highway Maintenance)
Paul Fermer (Director of Highways & Operations)

October 2022

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Oxfordshire County Council

Equalities Impact Assessment

Street Lighting & Illuminated Assets Policy

17 August 2022

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Section 1: Summary details

Directorate and Service Area	Environment & Place
What is being assessed (e.g. name of policy, procedure, project, service or proposed service change).	Street Lighting & Illuminated Assets Policy
Is this a new or existing function or policy?	Revised 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 existing policy was considered, to be out of date and no longer reflects the aspirations of the current administration in terms of carbon savings and a more sustainable approach to all we do.</p> <p>To accommodate several key changes there is a requirement for a revised Street Lighting and Illuminated Assets policy and development of a new procedure to support its implementation.</p> <p>The proposal will be a major change and departure from standards to the surrounding environment by some groups due to the change in light temperature (colour). There has been a significant amount of research from both sides of the argument on a national basis. The authority has assessed this information and has followed the stance taken by Public Health England.</p>
Completed By	Tim Shickle (Group Manager (Traffic & Road Safety))
Authorised By	Sean Rooney (Head of Highway Maintenance)
Date of Assessment	17.08.22

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>Oxfordshire County Council aim to reduce their overall energy consumption and carbon emissions. The new cabinet members for Climate & Change are promoting as part of the climate contribution. The Street Lighting has an impact on the environment through the consumption of the electricity. Therefore, it is important to assess the consumption of energy to show the potential benefits of the proposed new policy by a risk assessment on a site-by-site basis to demonstrate if lighting is required. Plus working towards the goal/committed to becoming carbon neutral by 2030.</p> <p>To ensure that the authority can reduce its carbon footprint, a LED & column replacement project affecting all of Oxfordshire County Council existing standard streetlights by replacing/installing new LED lanterns incorporating the modern Light Emitting Diodes (LEDs), has already been initiated. The replacement will be over 2-3 years and will see a 55% reduction in electricity consumption after the installation phase, for those luminaires that have been replaced.</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>The highway network provides a wide variety of habitats for plants and animals, and it is our legal duty under the Natural Environment and Rural Communities Act 2006 to protect this environment when carrying out works on the infrastructure. The lighting is to be designed to provide a balance between maintaining a safe network for highway users, improving the visual amenity of the street scene, and protecting the local habitants.</p> <p>There are a few nature designations, landmarks and conservation areas and lighting have a potential impact on these areas. There is also a range of protected species that occur in the area, of particular concern for lighting are bats. To ensure that the correct considerations and mitigations are made we must ensure closer working partnerships with the planning and ecology officers. Particular attention to the planning and ecology officers must ensure that have survey's before and after new developments have been constructed to show the biodiversity and the environment impact has not changed. The plan is not to install any lighting and demonstrate if street lighting is required it will be on a case-by-case basis dependent on the impact on the environment and risk assessment.</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 amended policy has been developed with the Steering Group to reflect a change in approach by the council. The council's long-term objective is to reduce its reliance on energy usage and becoming more sustainable, hence it's a reduction in carbon and looking at alternative solutions to lighting. The new policy of not providing new street lighting as a default will mean that the council will utilise less energy in the future, resulting in significantly reduced cost to the taxpayer. The new policy will also reduce the levels of carbon generated because of the council's reduction in service level and enable lighting requirement on a case-by-case basis, with a suitable risk assessment and to be more reactive to local, environmental and biodiversity needs once the case-by case assessment has been completed.</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 working party objective was to look at the existing Street Lighting and Illuminated Asset Policy and how this would alter the existing environment within the parameters of the action plan for the County's Energy Strategy and Carbon Management. The following options which were considered.</p> <p>The existing street lighting is already programmed to be replaced over the next two years to have low energy LED solution as a major part of the County's energy strategy plan.</p> <p>Total switch off – Not applicable, as the cost would be astronomical as the power supplies and assets would require removing from site after a period. These are also linked to other essential electrical assets.</p> <p>Part night lighting is already an option, provided that the local consultation has been carry and verified as a unanimous agreement by the local, this is carried out at a local level the Parish and Town councils to get all parties on board. However, we have had situations where local wanted the lighting back on after switching off after midnight.</p> <p>Switch on the lighting times – Various switching on and off times were suggested at different locations, these would need to be factory pre-set via programming the electronic drivers at the time of ordered the luminaires. This would also be very difficult to manage without a Central Management System to remotely change and re-programme if necessary.</p>

	<p>Dimming/trimming – This is already an existing policy that is already in place, which all new lantern installations are pre-programmed to be dimmed at 10:00pm in residential areas and at mid-night on a traffic route for approximately six hours.</p> <p>Low level lighting – Bollard lighting was investigated as an option. These are ideal for illuminating a path in a garden, a park or amenity area, as these are usually used as supplementary lighting in an area that is already illuminated by an alternative light source. The bollard lights have both illumination and aesthetic function. These illuminate the floor and nearby areas, which offer a softer light and guiding the way for people. They can decorate landscape and buildings, creating appealing and comfortable atmosphere. Therefore, not a direct replacement for street lighting as these are mainly used for providing clearer visibility for humans and highway vehicular traffic, while bollard lights are mostly act as orientation and guidance with lower illuminance.</p> <p>The new policy is to support an approach whereby street lighting infrastructure is only provided when justified and firstly considering reduction of our energy bill, reduce light pollution and the impact on the environment and biodiversity.</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 type="checkbox"/>	<input checked="" type="checkbox"/>	Change of light colour/perceived change of colour for elderly persons	Improved – The street lighting will be an improvement in the lighting quality in areas of existing lighting with the use of the replacement LED technology. Utilising LED 'white' light will reduce the risk of the elderly not being able to negotiate any hazards on the highway during the hours of darkness. The young will have less perceived fear of crime. Robust communications to support changes	Anthony Palman-Brown (Principal Officer Electrical - Lighting)	2022-2027

Disability	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Change of lighting may result in some persons getting headaches or being more sensitive to light within their eyes	The authority has reviewed Public Health England's research and does not consider this to be a significant impact. Therefore, utilising LED 'white' light will reduce the risk of the disabled not being able to negotiate any hazards on the highway during the hours of darkness.	Anthony Palman-Brown (Principal Officer Electrical - Lighting)	2022-2027
Gender Reassignment	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Maybe a perceived safety issue at night following the switching off, of lights at certain times in rural areas.	Robust communications with Town and Parish Council's to support changes.	Anthony Palman-Brown (Principal Officer Electrical - Lighting)	2022-2027
Marriage & Civil Partnership	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	None			2022-2027
Pregnancy & Maternity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	None			2022-2027
Race	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	None			2022-2027

Sex	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Women and young girls tend to be more reticent about going out after dark. The Safer Street initiative has been set up to tackle violence against women and help make the streets safer. This is where a public place is deemed/felt to be or feelings that it is unsafe, because of an environmental issue of abandoned building, poor lighting, or vandalism etc.	Consideration will be given to the improvement of the existing street lighting and new CCTV working in partnership with Thames Valley Police.	Anthony Palman-Brown (Principal Officer Electrical - Lighting	2022-2027
Sexual Orientation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	None			2022-2027
Religion or Belief	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	None			2022-2027

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"/>				2022-2027
Armed Forces	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				2022-2027
Carers	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	During the winter months with the earlier timescales which it is dark in the afternoons, the care providers may have problems visiting/locating the properties when the care providers visit the elderly or ill health patients.	Engage this stakeholder group to ensure that their needs are met.	Tim Shickle (Group Manager Traffic & Road Safety)	2022-2027

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
Areas of deprivation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	Less light in certain areas could result in increase in crime rates.	Close work with colleagues in town & parish councils will ensure that this is not an issue. Matters that require escalation will be taken to the police. However, with the use of LED street lighting on the existing Street scene environment improves the landscape of an area which will look safer and friendlier compared to a traditional light source yellow or similar.	Anthony Palman-Brown (Principal Officer Electrical - Lighting)	2022-2027

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 checked="" type="checkbox"/>	<input type="checkbox"/>	None	<ul style="list-style-type: none"> Ensure that whole service is informed of and encouraged to adopt the updated approach. 	Sean Rooney (Head of Highway Maintenance)	2022-2027
Other Council Services	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The revised street lighting and illuminated asset management approach will benefit the council services by improving access to all parts of the network for all highway users, particularly those uses of the promoted active travel. Those wanting to access the county council's services to help reduce of energy and carbon footprint.	<ul style="list-style-type: none"> Ensure that relevant funding continues to be available facilitate effective management of the street lighting maintenance and energy reduction on the network. 	Sean Rooney (Head of Highway Maintenance)	2022-2027
Providers	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The revised street lighting asset policy approach benefits the council's providers by improving access to all parts	<ul style="list-style-type: none"> Ensure that funding continues to facilitate effective management of the lighting/electrical 	Sean Rooney (Head of Highway Maintenance)	2022-2027

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
				of the service for all highway users.	assets on the network.		
Social Value ¹	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p>The revised Street Lighting & Illuminated Assets approach will deliver a service that is only compliant, but will contribute towards, enables, and facilitates the achievement of the County Council's corporate priorities on being climate neutral, reducing its energy consumption, economic and environmental matters.</p> <p>Public Services (Social Value) Act 2012 does not apply to these documents</p>	<ul style="list-style-type: none"> Review performance of programme delivery alongside the county council's corporate priorities on economic and environmental performance measures. 	Sean Rooney (Head of Highway Maintenance)	2022-2027

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

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.

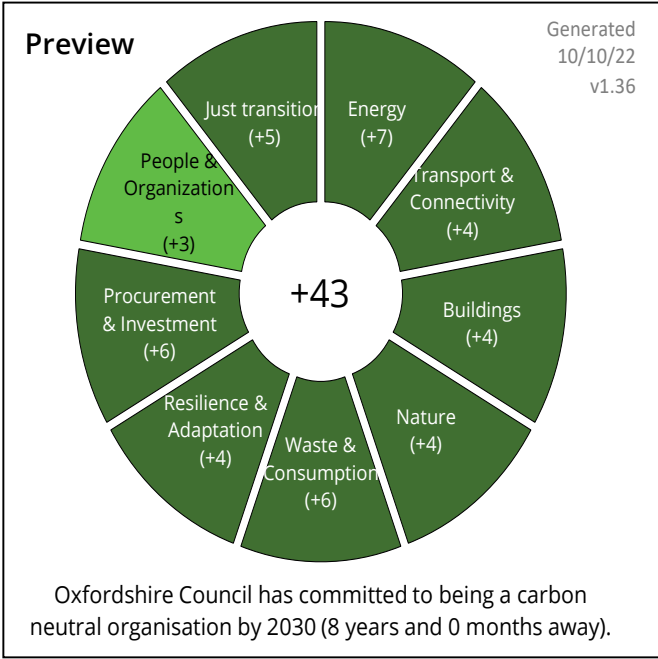
Review Date	17.08.25
Person Responsible for Review	Tim Shickle (Group Manager Traffic & Road Safety)
Authorised By	

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Climate Impact Assessment

Summary

Directorate and Service Area	Environment & Place
What is being assessed	Street Lighting and Illuminated Asset Policy Statement, and overall maintenance approach.
Is this a new or existing function or policy?	Existing Policy document This is a revision of the existing Street Lighting & Illuminated Assets policy
Summary of assessment	The revised Street Lighting & Illuminated Asset Policy approach defines the strategy and plan for how Oxfordshire will be looking at providing new street lighting in the future on a site by site basis to minimize the number of electrical assets and to reduce overall energy and carbon emissions. The County Council will continue to maintain the existing highway electrical assets but ensure that the they deliver operational efficiencies saving and value for money in a risk-based
Completed by	Anthony Palman-Brown
Climate action sign off by	Tim Shickle
Director sign off by	Paul Fermer
Assessment date	44841



Detail of proposal

Context / Background	<p>Oxfordshire County Council aim to reduce their overall energy consumption and carbon emissions. The new cabinet members for Climate & Change are promoting as part of the climate contribution and our zero mission target by 2030. The Street Lighting has an impact on the current environment through the consumption of the electricity and the carbon that it produces via energy. Therefore, it is important to assess the existing highway electricity consumption of energy to show the potential ways of reducing this. The proposal is a new policy by a risk assessment on a site-by-site basis to demonstrate if street lighting is required at each site. The revised</p>
Proposal	<p>The new policy seeking approval at cabinet is to support an approach whereby street lighting infrastructure is only provided when justified and firstly considering reduction of our energy bill, reduce light pollution and the impact on the environment and biodiversity.</p> <p>The highway network provides a wide variety of habitats for plants and animals, and it is our legal duty under the Natural Environment and Rural Communities Act 2006 to protect this environment when carrying out works on the infrastructure. The lighting is to be designed to provide a balance between maintaining a safe network for highway users, improving the visual amenity of the street scene, and protecting the local habitants. There are a few nature designations, landmarks and conservation areas and lighting have a potential impact on these areas. There is also a range of protected species that occur in the area, of particular concern for lighting are bats. To ensure that the correct considerations and mitigations are made we must ensure closer working partnerships with the planning and ecology officers. The plan is not to install any lighting and demonstrate if</p>
Evidence / Intelligence	<p>The revised policy has been developed by a member led joint Steering Group to reflect a change in approach by the council. The council's long-term objective is to reduce its reliance on energy usage and becoming more sustainable, hence the reduction in carbon and looking at alternative solutions to lighting. The steering group was made up of a representative from Thames Valley Police , Community Safety Officer, Road Safety Officer, Head of Highway Maintenance, CRPE Dark Sky's rep, Director, Group Manager - Traffic & Road Safety and Principal Officer - Lighting. It is proposed that we will provides and/or maintains electrical assets only where necessary and where a need has been clearly identified which demonstrates that lighting is required. Examples of such locations and needs include but are not limited too.</p> <ul style="list-style-type: none"> •on major road junction and at roundabouts as part of a suite of safety measures to reduce the risk of night-time accidents.
Alternatives considered / rejected	<p>Oxfordshire County Council looked at providing and certify that a provision of adequate and appropriate levels of lighting to ensure safe passage to all users of the highway network. Option's including further dimming of equipment during low traffic periods and enables the reduction in running hours due to the instant switch on of LED equipment. Dynamic (real-time demand/usage) were investigated. The external control of the lighting can be introduced and retrofitted where required. Where appropriate, de-illuminate or provide off-grid solutions for signage where possible and practical. Low level lighting was considered as an option. However, this was contemplated not to provide a suitable outcome, due to the increased numbers of low-level bollards that would be required to replicate a streetlight plus the increased energy consumption as you would need more of them to deliver a system which would not comply to the relevant standard.</p> <p>The considered solar lighting and battery power solution as an innovative alternative approach for both efficiency and environmental reasons.</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	3	Focussing capital spending on the use of new energy efficient technologies such as LED street lighting & Traffic Signals, plus the dimming & trimming of energy useage on projects to reduce future energy costs	Further energy efficiency gains could be made in traffic light systems and highways depots	Sean Rooney	2022 to 2027
Energy	Promotes a switch to low-carbon or renewable energy	2	#REF!	Source and procurement of energy supply for electrical highway assets maintenance is not currently considered within the updated approach and sits outside the remit of street lighting, however we do have an input into discussions with the relevant colleagues who look into the current market place through an energy framework agreement. However Oxfordshire highways we are considering solar lighting and battery power solution as an alternative. We had also considered low level lighting as a option. However, this was considered not to be appropriate, due to the increased number of bollards required to replicate a street light plus the increased energy consumption as you need more of them.		
Energy	Promotes resilient, local, smart energy systems	2	Energy supply is considered as part of this approach, to look at reductions and areas where these can be achieved.			
Transport & Connectivity	Reduces need to travel and/or the need for private car	N/A				
Transport & Connectivity	Supports active travel	2	The promoted approach may see an improvement with additional street lighting and safety of the active travel network, by prioritising investment to support walking and cycling.	Increase overall investment in footways, cycleways and parts of the network which have high active travel use, not just prioritise from existing maintenance budgets.	Sean Rooney	2022 to 2027

Transport & Connectivity	Increases use of public transport	2	The promoted approach should see an improvement in condition and safety of the active travel network, by prioritising investment in parts of the network which support public transport.	On footways, cycleways and parts of the network which have high active travel use. This will be investigated on a case by case basis to the type of lighting ensure that no negative effects to the biodiversity, Health and wellbeing is	Sean Rooney	2022 to 2027
Transport & Connectivity	Accelerates electrification of transport	2	The street lighting will support electricity charging infrastructure as it develops but does not directly influence the speed of growth of electrification within transport. We are working in partnership with our District Council's to develop a technical strategy for new new developments etc.	Provide technical advise and support delivery of ev charging points across the network.	Sean Rooney	2022 to 2027
Buildings	Promotes net zero new builds and developments	2	With reference to our street lighting maintenance approach it does not include new builds. However, with new housing developments we will keep the proposed street lighting to a minimum and where it is needed on a case by case basis. However, this will have large areas of the adopted highway in darkness which may not be appreciated by the local residents on these private developments.	The complaints from local residents will need be address when the new developments (sites) are adopted. These maybe a number of years prior to this happening that may not be a satisfactory outcome to local residents.	Sean Rooney	2022 to 2027
Buildings	Accelerates retrofitting of existing buildings		N/A			
Nature	Protects, restores or enhances biodiversity, landscape and ecosystems	2	The street lighting, if it is poorly designed can cause a impact by over illuminating an area plus the resultant may have an impact on biodiversity and have an effect on dark skys with sky glow over an site in rural areas by its very nature we will maintain an existing asset and extreme care should be taken not to encroach on green space We have taken steps to improve biodiversity on areas where these have had prior survey's carried out every effort will be made to reduce the impact by only lighting areas that are required to be illuminated on a case by case	Where lighting improvements are necessary every effort will be made to ensure that damage to the natural environment is kept to a minimum. Only illuminate areas where are necessary. We will use this as an opportunity to enhance biodiversity, landscape and ecosystems by keeping these areas as dark as possible.	Sean Rooney	2022 to 2027

Nature	Develops blue and green infrastructure	1 Green infrastructure are incorporated into the street scene with tree planting to give a visual aid of a avenue of a green landscape within an urban area.	An increase in overall investment in project/schemes to develop a forward programmes of work to identify opportunities for more green infrastructure and drainage improvements to reduce flooding and encourage biodiversity.	Sean Rooney	2022 to 2027
Nature	Improves access to nature and green spaces	1 The promoted approach should see an improvement in the safety of active travel and public rights of way network , by prioritising investment to support walking, cycling routes public rights of way. This will in turn improve access to green spaces	Increase overall investment in from third parties, to improve footways, cycle routes and parts of the network which have high active travel use, not just prioritise from existing maintenance budgets.	Sean Rooney	2022 to 2027
Waste & Consumption	Reduces overall consumption	2 We have made a commitment to transform service delivery to having the lowest possible environmental impact, with a particular emphasis on developing the circular economy of re-using existing second-hand equipment on maintenance wherever possible. We will do this by delivering environmental, carbon and sustainability improvement plans focussing on four key business areas of the service; a. New Scheme Design b. Contractor Plant & Fleet c. Materials	The street lighting have a LED project to replace all our luminaires to a LED solution, thus reducing energy consumption by 60% and carbon reduction targets, which are linked to key performance indicators, to reduce consumption of fuel, energy and material usage etc.	Sean Rooney	2022 to 2027
Waste & Consumption	Supports waste prevention and drive reuse and recycling	2 Oxfordshire highways has already reduced the amount of hazardous lamp waste, containing sodium, plus recycling plastic's, electronic etc.	Further waste savings could be made through collaborative planning sessions involving working with other contractors, supply chains to create programme specifically for re-cycling steel and precious metals and electronic components etc.	Sean Rooney	2022 to 2027

Resilience & Adaptation	Increases resilience to flooding	1	<p>We have identified the strategically critical links and critical assets, and have recorded these as our 'Resilient Network'. We will prioritise the management and maintenance of infrastructure on this network to minimise the impact on economic activity of any 'loss of service' that might arise from occurrences such as severe weather and other disruptive events, includes electrical supply & cable faults, wind damage, flooding and heat damage.</p> <p>We have identified the strategically critical links and critical assets, and have recorded these as our 'Resilient Network'. We will prioritise the management and maintenance of infrastructure on this network to minimise the impact on economic activity of any 'loss of service' that might arise from occurrences such as severe weather and other disruptive events, including flooding and heat damage.</p> <p>We will prioritise the management and maintenance of infrastructure on our defined "Resilient Network" which will minimise the impact of climate change, protect supply corridors and strategic routes, which are vital for transport and commerce.</p>	<p>We will review the capability of this network on a regular basis (particularly after any severe weather events) and in the light of emerging patterns of climate change. We will consider how we can reduce the number of supply faults with the location electricity distribution network operator's flooding incidents through engineered and nature-based solutions etc.</p> <p>We will review the capability of this network on a regular basis (particularly after any severe weather events) and in the light of emerging patterns of climate change and the age and condition of the highway electrical assets.</p> <p>We will consider engineered and nature-based solutions to mitigate the impact of rising temperatures.</p> <p>Regularly review and stress test the defined resilient network to ensure it is current, effective and relevant</p>	Sean Rooney	2022 to 2027
Resilience & Adaptation	Increases resilience to other extreme weather events (e.g., storms, cold snaps, heatwaves, droughts)	1			Sean Rooney	2022 to 2027
Resilience & Adaptation	Increases resilience of council services, communities, energy systems, transport infrastructure and/or supply chains	2			Sean Rooney	2022 to 2027
Procurement & Investment	Procurement practices prioritise low-carbon options, circular economy and sustainability	2	<p>We have developed and agreed to a Carbon Reduction Action Plan with our maintenance contractor who will focus on; the top works activities i.e. our LED lantern and column replacement schemes, supply chain partners and materials to deliver the most significant carbon and cost savings.</p>	<p>Constant review of the progress of the implementation of the LED project/carbon reduction project and to re-profile the delivery as necessary whilst updating the Medium Term Financial Plan 22/23.</p>	Sean Rooney	2022 to 2027

Procurement & Investment	Investment being considered supports climate action/ is consistent with path to net zero	<p>The Electrical - Lighting Team has developed an business case, which funding has been approved to replace it aging assets that have come to the end of it serviceable life and to upgrade the lanterns to a LED option to help mitigate increasing energy costs to those key assets and infrastructure to contribute to an improved environmental condition and a more sustainable network offering. Our street lighting maintenance contractor and supply-chain have also made commitments to net-zero.</p>	Capital funding has been allocated for the asset improvements, that are required to meet the net zero and accompany the emerging carbon reduction strategy and current carbon reduction plan. This is to ensure that carbon reduction targets are met and if not that mitigation measures can be put in place.	Sean Rooney	2022 to 2027
People & Organizations	Drives behavioural change to address the climate and ecological emergency	<p>The revised Street Lighting and Illuminated Asset Policy approach which will drive behavioural change by delivering a reduced/departure from the standards service level which will not be compliant in accordance with Bristish Standard 5489, but for one which contributes towards, enables, and facilitates the achievement of the county council's corporate priorities of net zero and help reduced energy useage on a economic and environmental basis. The approach sets the principals and guidance for officers to follow, in a consistent manor, in how they provide lighting design the future approach for new projects.</p>	Ensure that whole service is informed of and encouraged to adopt the updated approach, as our objective is not to illuminate all areas.	Sean Rooney	2022 to 2027
People & Organizations	Drives organizational and systemic change to address the climate and ecological emergency	<p>Environment, Climate and Sustainability is a core strategic area within the Highways Asset Management Strategy and Plan and officers' will have to develop their own life-cycle plans, asset specific maintenance strategies, processes and procedures for managing</p>	Carry out regular review of this policy, procedures and maintenance strategies alongside the core strategic of the Climate & Energy Insight team to ensure that the Environment, Climate, Energy and Sustainability, are detailed within the approach.	Sean Rooney	2022 to 2027

Just transition	Promotes green innovation and job creation	<p>The new approach incentivises innovation and carbon reduction 2 through contract performance targets and the award of work to companies that perform well on these measures.</p> <p>The revised Street Lighting & Illuminated Asset policy is to help promote the environment, biodiversity, walking and cycling, the health and wellbeing of Oxfordshire's residents by giving an increasingly greater priority to those assets and parts of the network where more</p>	<p>Regularly review carbon savings and adopt successful innovations into our procedures and working practices</p> <p>Monitor the number of active travel sections of the network, where night time usage has increased, to gauge if the approach has been successful or not and the prioritisation has been the correct measures to fund maintenance prioritisation.</p>	Sean Rooney	2022 to 2027
Just transition	Promotes health and wellbeing	<p>2 active and 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 that is available.</p>		Sean Rooney	2022 to 2027
Just transition	Reduces poverty and inequality	<p>The revised policy does not have any bias or discriminate against any gender or ethnic groups or minority, as street lighting benefits all that are using the public highway for safety reasons in a equal measure and the method at which we prioritise the work will be determined by the use of the asset. By providing a safe and serviceable network which will improve residents access to employment, services and green space will ultimately lead to economic benefits for local businesses and residents</p>	<p>Changing the lighting design safety priority away from all highway routes that is predominantly used by car/cycle use and towards active travel and sustainable transport could adversely affect a number groups which are reliant on private car use, for example; people with disabilities and mobility/health issues, womens groups, pensioners, rural communities with poor public transport links, healthcare professionals and blue light services. We have engaged with these stakeholders and will continue to do so, to ensure that they are not unfairly disadvantaged.</p>	Sean Rooney	2022 to 2027

Street Lighting and Illuminated Assets Policy

1. Oxfordshire County Council, as the Highway Authority, is responsible for the provision and maintenance of electrical assets on the road network throughout Oxfordshire excluding motorways and trunk roads.
2. Under the Highway Act 1980, the Council has the power but not the duty to provide street lighting.
3. The new policy statements within this document aim to support an approach whereby street lighting infrastructure is only provided when justified, and only switched on when needed. In particular, the right type of lighting is provided in the right way at the right times.
4. An evidenced risk-based approach will be adopted to consider the importance of personal safety alongside Environmental and active travel considerations in respect of energy consumption and importantly dark skies.
5. The term “street lighting” encompasses all mains powered illuminated assets on the adopted highway including streetlights, illuminated signs, bollards, and other street furniture that requires an electrical supply. Where it is difficult to access an electricity mains service or alternative sustainable power sources, should be considered as an alternative based on whole life costings.

Policy: SLP1

Oxfordshire County Council will reduce the council’s impact on climate change and the environment, as per our Procedure for Electrical Highway Assets and Oxfordshire County Council’s Energy Strategy and Carbon Management Plan, through the use of optimised lighting systems.

<https://www.oxfordshire.gov.uk/residents/environment-and-planning/energy-and-climate-change/what-we-are-doing>

Policy: SLP2

Oxfordshire County Council will provide or ensure provision of adequate and appropriate levels of lighting to ensure safe passage to all users of the highway network. This will include dimming of equipment during low traffic periods and enables the reduction in running hours due to the instant switch on of LED equipment. Dynamic (real-time demand/usage) control of the lighting can also be implemented and retrofitted where required. We will review and, where appropriate, de-illuminate or provide off-grid solutions for signage where possible and practical.

Policy: SLP3

The policy considers the impact of light pollution on nature and dark skies in assessing where lighting should be added or reduced across the transport network. When new lighting is deemed to be necessary on grounds of public safety, dimming and reduction in burning hours should be used to preserve the night sky and mitigate environmental impacts.

[Biodiversity and planning | Oxfordshire County Council](#)

<https://theilp.org.uk/new-resource-towards-a-dark-sky-standard/>

Policy: SLP4

Oxfordshire County Council will consult with local environmental groups, local members and other organisations when considering any changes to the deployment of street lighting to ensure that any impact on those groups is understood and mitigated and incorporated/considered within the design and specification of the equipment. This also includes the social impact assessment which needs to be considered for all highway users.

Policy: SLP5

Oxfordshire County Council will ensure the safety of **all** highway users is maintained by taking an evidence-based approach to the provision of street lighting and electrical assets, as per our Procedure for Illuminated Assets and the Highway Safety Inspection Policy. The County Council will regularly review and enhance these documents. Which includes the nine priorities, the environmental, energy and carbon reduction targets.

[Climate action in Oxfordshire | Oxfordshire County Council](#)

6. Oxfordshire County Council have embraced the need to reduce the energy consumption of the street lighting assets located within the County and are currently undertaking a programme to update all streetlights to LED (Light Emitting Diode) light sources. This programme will reduce the energy consumption and carbon emissions from street lighting by 70%. The County Council will constantly review new and emerging technologies to ensure that the most technically and economically advantageous systems of lighting are used.
7. For **new developments** it is **ONLY** when a clear safety need has been identified that lighting will be a part of the mitigation measures. Any installations going in not meeting the expectations of the council will not be adopted for public maintenance.
- 8.

9. Where a need has been clearly identified which demonstrates that lighting is required Oxfordshire County Council maintains electrical assets only in specific locations, determined on a risk based approach. and. Examples of such locations and needs may include, but are not limited to:

- on major road junction and at roundabouts as part of a suite of potential safety measures to reduce the risk of night-time accidents.
- in partnership schemes with town, parish, district councils and the Police in areas where there is a fear of crime such that it is deemed necessary and where funding for the installation and ongoing maintenance is available.
- In residential areas where roads and footpaths are adopted by the county council ONLY where a key safety need has been identified that the provision of lighting will address that cannot be otherwise achieved.
- New lighting will only be provided in unlit highway areas only if it is deemed necessary for safety and has been the subject of an appropriate consultation or a road safety audit evaluation.

10. Oxfordshire County Council does **not** provide and/or maintain electrical assets:

- In private areas such as residents' garages, public car parks, or roads that have not yet been, or are not going to be, adopted as highway maintainable at the public expense.
- If a parish council has decided to continue maintaining their own lights or has a policy of no street lighting (unless required on safety grounds).
- Associated with new lighting on definitive footpaths, footpaths with permitted rights, bridleways, and towpaths.

Policy: SLP7

The County Council will seek to develop and integrated dynamic lighting solution to encourage and enable active travel across the County.

<https://www.oxfordshire.gov.uk/residents/roads-and-transport/active-travel>

11. The County Council will continually review the LED equipment including dynamic lighting systems to ensure that it is the most suitable for each of the different environment types found within the County.

12. Where requested by Parish Councils, and following local consultation, lighting can be converted to operate for part of the night as an alternative to dimming for residential areas.

13. Where street lighting is no longer providing a benefit to users and following a risk assessment of the location, based upon road safety and crime, consultation for the

removal of redundant assets will be undertaken with stakeholders. In relation with the Neighbourhood planning Guide. These stakeholders will include but are not limited to, Local Members, City, Town and Parish Councils, community groups and the Police.

14. Landscape and trees are designed at the pre-application stage of a planning application. Every effort will be made to avoid the street lighting columns in locations where tree canopy might block the light output and would require future tree pruning and landscaping costs. Avoidance of this blocking effect of tree canopy will ensure that maintenance budgets are sustainable.

Policy: SLP8

Oxfordshire County Council will respect the wishes of a parish council not to provide street lighting in its village locations unless lighting is warranted on safety grounds, and there are no cost-effective alternatives. However, it should be noted there are a few District/Town & Parish Councils which are their own lighting authorities who have control in their local areas/neighbourhood.

15. Illuminated signs will be removed or de-illuminated, where permitted by the Department for Transport's Traffic Sign Regulations.
16. Where appropriate, signage that cannot be removed or de-illuminated will be considered, following risk assessment for alternative solutions, such as solar power or other off-grid options.

Policy: SLP9

Footway and low-level lighting will only be considered for ***promoted routes***, in line with the local Town/Parish/Thames Valley Police safer street requirements.

Any installations going in not meeting the expectations of the council will not be adopted for public maintenance.

[StreetSafe | Police.uk \(www.police.uk\)](https://www.police.uk)

Policy: SLP10

Oxfordshire County Council will reduce street clutter wherever possible by the removal of unnecessary and redundant electrical assets and support structures. In accordance with the de-cluttering policy.

Policy: SLP11

Park and Ride and transport hubs should be constructed in accordance with relevant guidance for transport related buildings. Existing guidance which already exists is in the form of LG15. Transport Buildings" The Lighting is proposed to be reduced after a period and when large areas of the park & ride are not in use.

Service Aims:

1. Reduce Oxfordshire County Council's energy bill.
2. Reduce light pollution and the impact on the environment.
3. Reduce the number of electrical assets to reduce street clutter.
4. Reuse and recycle redundant equipment where feasible.
5. Increase the service life of the assets.
6. Adhere to the service standards detailed within the Highway Safety Inspection Policy and the Procedure for Highway Electrical Asset with regards to Inspection and maintenance.
7. Constant evolution to consider emerging technologies with a remit to "push the boundaries and think outside the box" based upon evidence and sustainability.
8. Development of maintenance regimes to support alternative to illumination.
9. Engagement groups as part of the wider conversations in policy development.
10. Embrace the County Council's 9 Priority Themes.

Reference & Supporting Documents

- Procedure for Illuminated Street Furniture.
 - [Highway Safety Inspection Policy](#)
 - **BS 5489-1:2020** Code of practice for the design of road lighting. Lighting of roads and public amenity areas.
 - **BS EN 13201:2015** Road lighting. Calculation of performance.
 - **BS 7671:2018** Requirements for Electrical Installations. IET Wiring Regulations.
 - **CEN/TR 13201-1:2014** Road lighting. Guidelines on selection of lighting classes.
 - **LG15 Transport Buildings** Design of public areas of railway stations, bus and coach stations, airports, and ferry terminals
 - **County Current Trees Policy** – [TreePolicy.docx \(live.com\)](#)
15. The policy will ensure that the other overarching policies, such as but not limited to, the developing EV charging strategy and the recently adopted Tree policy are considered in the adoption of statements in this policy.

<https://www.oxfordshire.gov.uk/residents/roads-and-transport/connecting-oxfordshire/electric-vehicles>

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Divisions Affected – ALL

CABINET 18th October 2022

Future Highways Maintenance Contract Model

Report by Corporate Director for Environment and Place

RECOMMENDATION

1. The Cabinet is RECOMMENDED to

- a) Approve the commencement of work for a new highway's maintenance contract.
- b) Endorse the proposed approach and key stages as set out in this paper

Executive Summary

- 2. The existing highways maintenance contract with M-Group Infrastructure (Milestone) is set to expire on 31st March 2025 with no options to extend remaining. Oxfordshire County Council therefore needs to decide on a model for highway maintenance delivery from that date and have undertaken any procurement or recruitment prior to the expiry of the existing contract.
- 3. Due to the changing nature of the highways maintenance sector and the new ambitious council policy, the model for how the council manages its highway maintenance needs to be fully explored before determining the best option for Oxfordshire.
- 4. It is proposed there are three main decision points for Cabinet; today's paper seeking support for the proposed approach; again, when initial options have been explored, and the project team have a preferred option/s for development and progression; and finally to seek approval to commence procurement of the preferred option.

Background

- 5. Oxfordshire County Council are currently in contract with Milestone to provide highway maintenance services. The contract was for 10 years from 1st April 2010, with up to a further 10 years' worth of potential extension linked to performance. Due to extensions either awarded or revoked the contract is currently due to end on 31st March 2025 with no further opportunity for extension. The contract was originally held by Atkins, transferred to Skanska and finally

transferred to Milestone in 2021 as part of a divestment by Skanska.

6. The current contract is based on a 'Single Managing Agent' provider model, meaning that whilst core decision making lies with the County Council, a large element of delivery services are contracted to a single contractor (or 'managing agent') who will design, manage and co-ordinate works on behalf of Oxfordshire County Council. They have direct management, design, and some delivery resource, but specialist professional services and some works (such as surfacing) are contracted out.
7. The current Milestone contract allows for the below services across Oxfordshire:
 - Routine maintenance i.e. defects repairs, drainage, highway grass cutting, signs and lines
 - Winter maintenance including gritting
 - Delivery of the capital maintenance/renewal schemes
 - Structures – maintenance and improvement works
 - Small new infrastructure and improvement works < £500k
 - Arboricultural service and support
 - Countryside and Public Right of Way maintenance
 - Minor traffic schemes/works
8. Whilst this model was traditionally a preferred choice for many authorities, given the changing nature of the industry and new county council priorities, it is recognised that alternative approaches to highway maintenance delivery should be explored to assess if it continues to be the right approach for Oxfordshire is selected.
9. Initial exploration into the approach taken by other similar authorities is also being conducted to understand the different model types they are procuring / seeking to procure to both understand the reasoning for their approach and their experiences so far to help inform the best approach for Oxfordshire. Locally Buckinghamshire Council have opted for a 'framework' based model with greater in-house resource whilst West and North Northamptonshire have retained a single managing contractor model.
10. Early 'scene setting' investigations through Proving Services (Future Highways Research Group) have taken place to understand the current state of market and the 'attractiveness' of Oxfordshire as a partner for a future contract (see annex 1). Similarly, an initial evaluation of the types of models Oxfordshire may wish to consider have been provided and are currently being investigated.

Proposed approach

11. The proposed approach has three main stages: Investigation and optioneering; development of the preferred option; and then procurement/delivery of that option. It is important that we undertake the first stage with an open mind and fully engage with members, communities, the market, and other local authorities to help shape. It is also important we utilise data to understand the cost, risks and

deliverability of options to shape and determine the preferred option for Oxfordshire.

12. It is considered important to understand which elements of the existing contract works well and which don't. Using this data a qualitative baseline can then be set to inform procurements. To achieve this it is proposed a survey is undertaken to enable councillors and key stakeholders to feed back on their experiences of the highways maintenance contract. This data will then be analysed by officers with outcomes feeding into identifying a preferred model.
13. Engagement and learning from other local authorities to understand their models and approaches and to learn from their previous experiences to help inform which model may be most appropriate for Oxfordshire. Where possible qualitative data will also be reviewed to see how different models perform against the existing Oxfordshire model.
14. Early soft market testing should also take place with highway maintenance contract providers to understand their views on market direction of travel, what the market can and cannot offer and future innovations to understand what other elements may need to be considered when developing a preferred model.
15. The Cabinet Member for Highway Management will lead and steer officers, with Cabinet shaping and approving the future model. It is proposed Cabinet will take formal decisions at three key stages during the optioneering and procurement process.
 - Presentation and approval of proposed approach (October '22)
 - Confirmation and approval of the preferred model to develop (March '23)
 - Approval to procure preferred model (Sept '23)

Proposed programme

16. High level timescales for delivery have been developed showing expected key milestones, once an approach has been approved a more detailed plan will be developed.

Milestone	Milestone date
Approval of approach by Cabinet	Oct 2022
Investigation and development of preferred model	Oct 2022 – Feb 2023
Approval of preferred model by Cabinet	March 2023
Development of specification/s to support model	April 2023
Approval to procure preferred model by Cabinet	Sept 2023
Launch of procurement	Sept 2023
Closure and bid evaluation	Jan 2024 – March 2024
Appointment of contractor/s	March 2024
Mobilisation of new contract	April 2024 – March 2025
Launch of new contract	April 2025

Financial Implications

17. Due to the scale and complexity of the project it is expected external specialist consultancy services will be required for the project. This is for both the optioneering and procurement stages, from both highways service and Legal & Procurement perspectives. It is estimated this will cost in the region of at least £300k split as follows:

- 2022/23 - £50,000
- 2023/24 - £150,000
- 2024/25 - £100,000

18. This cost will need to be recorded as a directorate cost pressure on the MTFP. To fund this pressure there will be a need to request additional funding to support the work, alternatively the cost of work will need to be absorbed by the services baseline budgets meaning less maintenance work on the ground taking place.

Comments checked by:

Filipp Skiffins, Assistant Finance Business Partner

Legal Implications

19. Any procurement exercise to appoint professional services to support the project and new highway maintenance contractor/s will be completed in line with all relevant legislation and guidelines. Due to the scale and value of the contract/s being procured a member of the legal team will be appointed to the project team and will take ownership of the legal elements of the project.

20. As the 'Highway Authority' for Oxfordshire, the procurement of a new highway maintenance contract/s is essential to ensure Oxfordshire County Council meets its obligations under section 41 of the Highways Act 1980 to maintain highways which are deemed 'maintainable at public expense'.

Comments checked by:

Jayne Pringle, Interim Principal Solicitor – Contracts & Conveyancing

Procurement Implications

21. Any procurement exercise to appoint professional services to support the project and new highway maintenance contractor/s will be completed in line with all relevant procurement policy and guidelines. Due to the scale and value of the contract/s being procured a member of the procurement team will be appointed to the project team and will take ownership for the procurement elements of the project. Once a preferred approach has been identified a detailed procurement strategy will be developed to support the delivery of the contract/s. It should be noted that legislative changes to the Procurement Regulations will come into effect Sept 2023, and the specific timings of the tender will need to be taken into consideration with regard to the project programme and risks.

22. Social value is at the heart of all Oxfordshire County Council procurement exercises. For any procurement associated with this project significant weighting will be placed on ensuring the Councils social values are delivered through any contract/s.

Comments checked by:

Melissa Sage, Head of Procurement & Contract Management

Staff Implications

23. Due to the scale and complexity of the project there will be the need to appoint an additional and dedicated subject matter expertise on a fixed term / consultancy basis to advise on the type, scale and scope of the model/ contract/s we may wish to procure.
24. The wider project team will be internally resourced from both within the directorate and corporate centre.

Equality & Inclusion Implications

25. It is not anticipated the procurement of a new highways maintenance contract/s will impact negatively on any 'protected characteristics' groups, nor on the armed forces, carers, staff, other Council services or providers. There is an opportunity through any procurement to positively impact rural communities and areas of deprivation. A full equalities impact assessment can be found in annex 2.

Sustainability Implications

26. A climate impact assessment has been completed prior to this papers submission with the following results produced. Any future contract will look to adopt the latest technologies and innovations and reduce carbon through efficient maintenance planning and techniques where possible. A Climate Impact Assessment has been completed for the proposal which shows a net benefit of +13. The full Climate Impact Assessment can be found in annex 3.

Risk Management

27. The procurement of a new highway maintenance contract/s offers many opportunities for Oxfordshire County Council by ensuring any selected model is appropriate for the current and perceived future challenges for the council.
28. Failure to award a new contract/s holds significant risk for this project, failure to do so by 31st March 2025 will potentially leave Oxfordshire County Council without a highway maintenance contractor to fulfil our maintenance obligations. To minimise this risk the project has been established well in advance of this date to enable a robust assessment and procurement process to take place.

29. A full assessment of risk and opportunity can take place once the approach proposed is approved and work commences to scope out future contract/s models.

BILL COTTON
CORPORATE DIRECTOR FOR ENVIRONMENT AND PLACE

Annex:

- Annex 1 – Summary of preliminary investigation work so far
- Annex 2 – Equalities Impact Assessment
- Annex 3 – Climate Impact Assessment

Background papers: None

Other Documents: None

Contact Officer:

Paul Fermer (Director of Highways and Operations)

Phil Whitfield (Principal Officer – Service Improvement)

September 2022

Oxfordshire CC Highways – Future Service Delivery Options

Outcomes and Next Steps

Future Highways
Research Group



Decision Equipped.

proving

ADEPT

Association of Directors of
Environment, Economy, Planning & Transport

Market Place Review - Overview

Full and Summary versions of the Market Place Review have been made available separately. The summary conclusions are:

- **The local authority highways sector is still an attractive market for the private sector, but:**
 - Specific providers may be seeking to divest their highways services business.
 - Providers will be increasingly selective as to which contracts they bid for.
- **Providers are seeking to work with authorities that are willing and able to build truly collaborative and strategic partnerships**
 - This was described as the 'golden thread' of success that runs through the process from early market engagement, through procurement and contracting, and on to delivery.
- **Relationships should be outcomes-based rather than transactional agreements, with a fair and proportionate allocation of risk and reward.**
 - This will help ensure the agility and commitment of all partners, such that the current and emerging sector challenges can be jointly and promptly addressed, and the opportunities presented by new technologies and innovation fully realised.
- **Providers preferences as to specific service delivery models largely reflected the model that each provider is structured to deliver.**
 - General consensus that an integrated or small number of single providers, working as a collaborative partnership, provides the best opportunity to realise efficiencies, exploit innovation and new technologies, and access specialist skills and additional capacity.

Oxfordshire Highways - Strategic Goals

Updated September 2020

- **Community engagement and empowerment enabling local decision making and influence on our programmes of work and local design.**
- **Strive to deliver Right First Time delivering best value and high quality (technical and perception) workmanship.**
- **Drive Innovation (methods, equipment and materials) to support efficiency, improved life, and carbon/climate agenda.**
- **Greater emphasis and consideration of walking, cycling and bus within everyday prioritisation / decision making to improve healthy living and sustainable travel.**
- **A safe, serviceable and sustainable network that is fit for purpose for all users under all conditions and supports the development of the local economy.**
- **Sustain a financially resilient service that delivers best value with the resources available.**
- **Develop and sustain collaborative partnerships that deliver the objectives of all partners.**
- **Attract, develop, empower and retain the best people capable of driving a dynamic and agile service.**

Following consideration of Oxfordshire Highways' current strategic objectives, future ambitions and the convergent objectives of the FHRG, the future strategic objectives above were established during Workshop One. These remain provisional, subject to consultation tested with other stakeholders.

Options Analysis Tool – Scores and Ranking



Option Family	#	Option Name
Do Nothing	1	Current Service Model
Single Provider	2	Contractor & Designer (Separate)
	3	Integrated (Contractor + Designer)
Multiple Provider	4	Multiple Providers Per Service Area
	5	Function-Orientated Service Providers
	6	Primary + Secondary (Risk Sharing)
Framework	7	Framework Agreement
	8	JV
Teckal	9	Pseudo JV (Partner + Profits Sharing)
	10	Arms-Length Company
Private Finance	11	PF2
Mixed Economy	12	Cyclical & Reactive In-House
	13	Best Option By Function / Service
	14	Highways Alliance
	15	All In-House
Shared Services	16	Primary Design + Add On
	17	Shared Service (Neighbouring Authority)
	18	Regional Combined Service

Strategic Performance											
Community engagement and empowerment enabling local decision making and influence on our programmes of work and local design.	Strive to deliver Right First Time delivering best value and high quality (technical and perception) workmanship.	Drive Innovation (methods, equipment and materials) to support efficiency, improved life, and carbon/climate agenda.	Greater emphasis and consideration of walking, cycling and bus within everyday prioritisation / decision making to improve healthy living and sustainable travel.	A safe, serviceable and sustainable network that is fit for purpose for all users under all conditions and supports the development of the local economy.	Sustain a financially resilient service that delivers best value with the resources available.	Develop and sustain collaborative partnerships that deliver the objectives of all partners.	Attract, develop, empower and retain the best people capable of driving a dynamic and agile service.	Total	Weight-Adjusted Score		
66	66	66	66	66	66	66	66	66	66	66	66
66	66	66	66	66	66	66	66	66	66	66	66
66	66	66	66	66	66	66	66	66	66	66	66
100	100	100	100	100	100	100	66	96	96	96	96
66	100	100	100	100	100	66	66	87	87	87	87
0	0	0	0	0	0	0	0	0	0	0	0
100	100	66	100	100	100	100	66	92	92	92	92
66	66	66	66	66	100	66	66	70	70	70	70
0	0	0	0	0	0	0	0	0	0	0	0
100	100	66	100	100	66	100	100	92	92	92	92
0	0	0	0	0	0	0	0	0	0	0	0
100	100	33	100	66	33	100	100	79	79	79	79
66	100	100	100	100	100	66	100	92	92	92	92
66	100	100	100	100	100	100	100	96	96	96	96
66	66	33	66	66	33	100	100	66	66	66	66
100	66	33	66	100	66	100	66	75	75	75	75
33	66	100	66	33	100	66	100	71	71	71	71
0	0	0	0	0	0	0	0	0	0	0	0
100	100	100	100	100	100	100	100	100	100	100	100
59	65	55	65	63	61	65	63				

Attractiveness Analysis (VFM)						
Economy	Efficiency	Effectiveness	Stakeholder Value	Total	Weight-Adjusted Score	
66	66	66	66	66	66	
66	66	66	66	66	66	
66	66	66	66	66	66	
66	100	100	66	83	83	
66	100	100	66	83	83	
0	0	0	0	0	0	
66	100	100	66	83	83	
66	66	66	33	58	58	
0	0	0	0	0	0	
33	66	66	33	50	50	
0	0	0	0	0	0	
33	66	100	100	75	75	
66	100	100	100	92	92	
100	66	100	66	83	83	
0	33	33	66	33	33	
33	66	66	66	58	58	
66	66	66	33	58	58	
0	0	0	0	0	0	
100	100	100	100			
44	57	61	50	52	52	

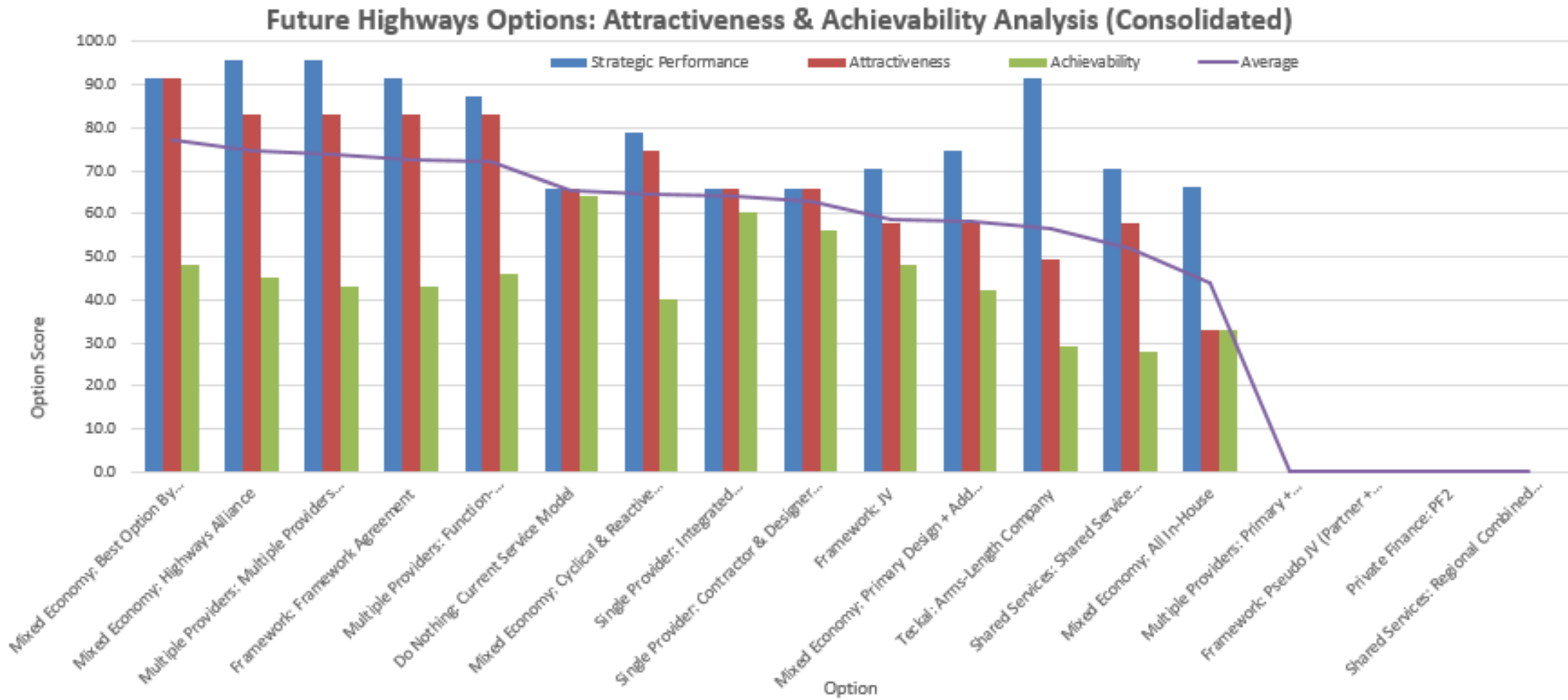
Achievability Analysis											Total	Weight-Adjusted Score
Complexity (Inherent Risk)	Capacity & Capacity		Affordability	Authority Readiness	Provider Readiness	Sector Success Stories	Governance & Reporting	Partner Management	Cultural Alignment			
100	66	100	66	66	66	66	66	66	66	74	64	
66	66	66	66	66	66	66	66	66	66	66	56	
66	66	66	66	100	66	66	66	66	66	70	60	
33	33	33	33	66	66	66	33	66	100	51	43	
33	33	33	33	66	66	66	33	66	100	55	46	
0	0	0	0	0	0	0	0	0	0	0	0	
33	33	33	33	33	66	66	33	66	100	51	43	
33	33	66	66	100	33	66	100	33	59	48	48	
0	0	0	0	0	0	0	0	0	0	0	0	
33	33	0	33	33	33	66	100	33	40	29	29	
0	0	0	0	0	0	0	0	0	0	0	0	
33	0	0	100	33	66	66	100	100	55	40	40	
33	33	33	66	66	66	33	100	100	59	48	48	
33	33	33	66	66	66	33	100	66	55	45	45	
33	0	0	66	0	66	66	100	100	48	33	33	
33	33	33	66	33	66	66	100	66	55	42	42	
33	33	33	33	33	33	33	33	33	33	28	28	
0	0	0	0	0	0	0	0	0	0	0	0	
100	100	100	75	100	75	25	50	75				
33	28	29	46	44	46	40	63	57	32	26	26	

Position Analysis			
Attractiveness, Achievability & Strategic Performance		Score	Rank
		65.4	6
		62.7	9
		64.0	8
		73.9	3
		72.1	5
		0.0	15
		72.5	4
		58.7	10
		0.0	15
		56.7	12
		0.0	15
		64.7	7
		77.1	1
		74.6	2
		44.1	14
		58.1	11
		52.1	13
		0.0	15

Key: Anticipated Performance						
	Not Applicable (In This Context)					
0	Critical Issue / Barrier to Implementation					
33	Poorer Than Current Performance					
66	Unknown or Parity (At Best) Performance					
100	Parity Or Better Than Current Performance					

Ranking Service Delivery Options

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Future Service Delivery – Top 6 Options

Option	Rank	Summary Observations
Best Option by Function/Service	1	Specialist providers would give us a greater focus on quality and innovation and enhance resilience. We could also exercise greater control than under the managing agent model. The complexity and cost of transition could be significant.
Highways Alliance	2	Similar advantages and challenges as the top ranked option. Cultural alignment may be a little more challenging under this option but partner management and scalability would be optimised.
Multiple Providers	3	More challenging to manage but would enable a greater local focus and engagement with SMEs. Competition should drive more innovation, efficiency and outcomes. Politicians may not favour this option and the cost of transition could be significant.
Function Orientated Service Providers	4	Very similar profile to the top ranking option with the latter being perhaps a little more favoured by stakeholders due to the in-house element.
Frameworks	5	Similar profile to Multiple Providers but the latter promotes more ownership across providers and therefore perhaps more drive to innovate.
Current Service Delivery Model	6	This option scored very similar to the Integrated Model. There would need to be a considerable investment to roll over the current arrangement match fit for the future, but this investment would still be less than to transition to any other model.

Future Service Delivery – Lower ranked Options

Option	Rank	Summary Observations
Cyclical & Reactive In-house	7	Good fit against strategic objectives, but may reduce agility and innovation. The critical barrier however would be the cost and complexity of transition.
Contractor + Designer (Integrated)	8	Similar profile to current operating model. A less good fit with strategic objectives than multiple or functional provider models but less costly and complex transition.
Contractor + Designer (Separate)	9	
Joint Venture	10	Reasonable fit with strategic objectives but costly and complex transition with poor cultural fit. No notable success stories elsewhere in the sector.
Primary Design + Add on	11	Good fit against strategic objectives, but may reduce agility and innovation. The critical barrier however would be the cost and complexity of transition.
ALMO	12	Very good fit with strategic objectives but costly and complex transition with poor cultural fit. No notable success stories elsewhere in the sector.
Shared Service	13	Complex and costly transition with little appetite across local authorities or providers. No notable success stories elsewhere in the sector.
All In-house	14	Good fit against strategic objectives, but may reduce productivity and innovation. The critical barrier however would be the cost and complexity of transition.

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Oxfordshire County Council

Equalities Impact Assessment

Highways Maintenance Contract

05/07/22

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Section 1: Summary details

Directorate and Service Area	Environment & Place, Highways Maintenance
What is being assessed (e.g. name of policy, procedure, project, service or proposed service change).	Procurement of a new highways maintenance contract to replace the existing M-Group Infrastructure (Milestone) contract which expires on 31 st March 2025.
Is this a new or existing function or policy?	No
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>Oxfordshire County Council's existing highways maintenance contract with Milestone is set to expire on 31st March 2025 with no opportunity for extension. In order to meet its obligations as the 'Highway Authority' under the Highways Act 1980 Oxfordshire County Council is bound to maintain all publicly maintainable roads. Proposals on how to take this requirement forwards require Cabinet approval however it is anticipated that...</p> <ul style="list-style-type: none"> - No 'protected characteristics' groups will be impacted by any proposals - Armed Forces and Carers will not be impacted by any proposals however there is an opportunity to positively impact rural communities and areas of deprivation - Staff, other Council services and providers will not be impacted by any proposals however there is the opportunity to enhance social value through any procurements.
Completed By	Phil Whitfield
Authorised By	Paul Fermer
Date of Assessment	10/08/22

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>The existing M-Group Infrastructure (Milestone) highways maintenance contract is set to expire on 31st March 2025 with no option to extend the contract further. For Oxfordshire County Council to meet their obligations under the Highways Act 1980 a new contract needs to be tendered or service brought in house.</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>It is proposed a new contract/s is tendered for with an exploratory stage starting in 2022 to enable a full options appraisal on best procurement approach to take to be completed to ensure the most appropriate and best value contract type for Oxfordshire is obtained.</p>
<p>Evidence / Intelligence</p> <p>List and explain any data, consultation outcomes, research findings, feedback from service users and stakeholders etc, that</p>	<p>As part of the proposed optioneering phase data and research findings will be used to inform the best procurement approach for any future contract/s.</p>

<p>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>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>All options are currently being considered and a preferred approach will be taken to Cabinet in 2023. Oxfordshire County Council does not have a 'do nothing' option as the highway authority (in this case Oxfordshire County Council) is obliged to maintain the highway network under the Highways Act 1980.</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 checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	This contract is not anticipated to impact on this protected characteristic.			
Disability	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	This contract is not anticipated to impact on this protected characteristic.			
Gender Reassignment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	This contract is not anticipated to impact on this protected characteristic.			
Marriage & Civil Partnership	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	This contract is not anticipated to impact on this protected characteristic.			
Pregnancy & Maternity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	This contract is not anticipated to impact on this protected characteristic.			
Race	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	This contract is not anticipated to impact on this protected characteristic.			
Sex	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	This contract is not anticipated to impact on this protected characteristic.			
Sexual Orientation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	This contract is not anticipated to impact on this protected characteristic.			
Religion or Belief	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	This contract is not anticipated to impact on this protected characteristic.			

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"/>	This contract/s will look to ensure best value for money is achieved. This will mean where possible rural communities will benefit from improved highway maintenance schedules.			
Armed Forces	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	This contract is not anticipated to impact on the armed forces.			
Carers	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	This contract is not anticipated to impact on carers.			
Areas of deprivation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	This contract/s will look to ensure best value for money is achieved. This will mean where possible areas of deprivation will benefit from improved highway maintenance schedules.			

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"/>	Any impacts on staff will be dependent upon the preferred option approved by Cabinet in 2023.			
Other Council Services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	This contract is not anticipated to impact on other council services.			
Providers	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	This contract is not anticipated to impact on other providers.			
Social Value ¹	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Social value is integral to any large procurement, any procurement will look to ensure the Councils social values are demonstrated by providers.			

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

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.

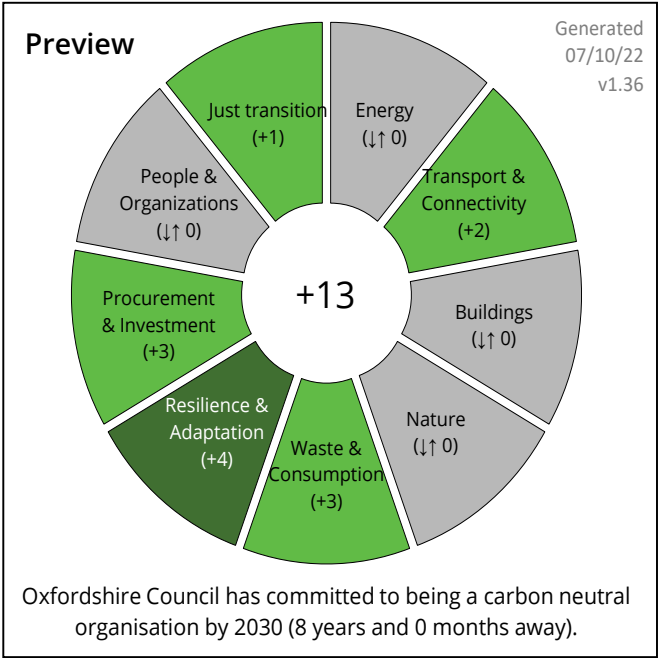
Review Date	
Person Responsible for Review	
Authorised By	

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Climate Impact Assessment

Summary

Directorate and Service Area	Environment & Place - Highways Maintenance
What is being assessed	Project to specify and procure new highways maintenance contract/s.
Is this a new or existing function or policy?	Existing function
Summary of assessment	
Completed by	Phil Whitfield
Climate action sign off by	Tammy Marrett 12/09/22
Director sign off by	Paul Fermer
Assessment date	44783



Detail of proposal

Context / Background	The existing highways maintenance contract is set to expire on 31st March 2025, a review will be completed to determine the best model for Oxfordshire and to procure this model.
Proposal	Proposal is to determine the most appropriate highways maintenance model for Oxfordshire and once approval from cabinet has been received, look to procure this model.
Evidence / Intelligence	Contract expires 31st March 2025. Any future contract/s will look to embrace latest technologies which may reduce the climate impact of any future contract/s.
Alternatives considered / rejected	There are no alternatives other than to determine the best model for Oxfordshire and seek to procure a new model. Failure to do so will result in the councils statutory duties to maintain their highway assets.

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	N/A	New highways maintenance contract will not impact energy efficiency			
Energy	Promotes a switch to low-carbon or renewable energy	N/A	This contract does not impact on the switch to low carbon or renewable energy			
Energy	Promotes resilient, local, smart energy systems	N/A	This contract does not impact on local, smart energy systems.			
Transport & Connectivity	Reduces need to travel and/or the need for private car ownership	N/A	This contract does not reduce the need to travel or need for private car ownership.			
Transport & Connectivity	Supports active travel	1	This contract will be responsible for the maintenance of existing and in some cases construction of new active travel infrastructure.	Dependent on political preference throughout contract, will need to ensure maintenance of active travel infrastructure included	P Fermer	45748
Transport & Connectivity	Increases use of public transport	1	This contract will maintain assets used by public transport providers	Maintain regular dialogue with public transport teams to ensure correct areas are being focused on.	P Fermer	45748
Transport & Connectivity	Accelerates electrification of transport	1	This contract will maintain assets used by electric and autonomous vehicles	Maintain regular dialogue with electric vehicle, autonomous transport and bus operators to ensure correct areas are being focused on.	P Fermer	45748
Buildings	Promotes net zero new builds and developments	N/A	This contract does not impact on new builds and developments.			
Buildings	Accelerates retrofitting of existing buildings	N/A	This contract does not impact on buildings.			
Nature	Protects, restores or enhances biodiversity, landscape and ecosystems	N/A	This contract does not protect, restore or enhance biodiversity			
Nature	Develops blue and green infrastructure	N/A	This contract does not impact on blue or green infrastructure.			
Nature	Improves access to nature and green spaces	N/A	This contract will not improve access to nature or green spaces.			

Waste & Consumption	Reduces overall consumption	1	This contract will look to embrace latest technologies within the sector including the optimisation of materials and reduction of waste.	There is an organisational drive to use of recycled materials - contract must include need to adopt latest technologies and green approaches. New approaches will be identified through use of innovation forums and dialogue with other authorities.	P Fermer	45748
Waste & Consumption	Supports waste prevention and drive reuse and recycling	1	This contract will look to reduce waste in terms of materials used and promote the recycling of materials where possible.	There is an organisational drive to use of recycled materials - contract must include need to adopt latest technologies and green approaches. New approaches will be identified through use of innovation forums and dialogue with other authorities.	P Fermer	45748
Resilience & Adaptation	Increases resilience to flooding	1	Where applicable this contract may be used to build flood alleviation assets.	There is an organisational drive to use of recycled materials - contract must include need to adopt latest technologies and green approaches	P Fermer	45748
Resilience & Adaptation	Increases resilience to other extreme weather events (e.g., storms, cold snaps, heatwaves, droughts)	1	Where applicable this contract may be used to respond to other events	This contract will include the provision of winter gritting, immediate rectification of storm damage etc - no action required. Engagement will take place throughout council teams and through innovation forums to adopt innovations with a contract flexible enough to trial these innovations.	P Fermer	45748
Resilience & Adaptation	Increases resilience of council services, communities, energy systems, transport infrastructure and/or supply chains	2	This contract will look to maintain and improve transport infrastructure.	The contract will look to increase resilience of transport infrastructure through the use of latest technologies throughout contract life	P Fermer	45748

Procurement & Investment	Procurement practices prioritise low-carbon options, circular economy and sustainability		1	This contract will look to adopt and promote latest industry innovations including low carbon alternatives to traditional maintenance techniques	There is an organisational drive to use of recycled materials - contract must include need to adopt latest technologies and green approaches. New approaches will be identified through use of innovation forums and dialogue with other authorities. Specifications to be developed in partnership where possible.	P Fermer	45748
Procurement & Investment	Investment being considered supports climate action/ is consistent with path to net zero		1	This contract will look to adopt and promote latest industry innovations including low carbon alternatives to traditional maintenance techniques	There is an organisational drive to use of recycled materials - contract must include need to adopt latest technologies and green approaches. New approaches will be identified through use of innovation forums and dialogue with other authorities. Specifications to be developed in partnership where possible.	P Fermer	45748
People & Organizations	Drives behavioural change to address the climate and ecological emergency	N/A		This contract will not seek to drive behavioural change addressing the climate and ecological emergency.			
People & Organizations	Drives organizational and systemic change to address the climate and ecological emergency	N/A		This contract will not seek to drive organisational change addressing the climate and ecological emergency.			
Just transition	Promotes green innovation and job creation		1	This contract will look to adopt and promote latest industry innovations including low carbon alternatives to traditional maintenance techniques	There is an organisational drive to use of recycled materials - contract must include need to adopt latest technologies and green approaches	P Fermer	45748
Just transition	Promotes health and wellbeing	N/A		This cotntract will not look to promote health and wellbeing			
Just transition	Reduces poverty and inequality	N/A		This contract will not look to reduce poverty and inequality			

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Divisions Affected – N/A

CABINET

18 October 2022

ASC Reforms: Fair Cost of Care Exercise and Draft Market Sustainability Planning

Report by Interim Corporate Director of Adult Social Care

RECOMMENDATION

1. Cabinet is RECOMMENDED to note the process undertaken so far, so that the project group can continue to work towards presenting the final analysis, findings, and report with the provisional market sustainability plan, using the cost of care exercise as a key input in identifying risks in the local market and spend report, ready for submission to DHSC on 12 October 2022. The final market sustainability plan will be submitted in February 2023.

Executive Summary

2. The Government issued guidance to Local Authorities regarding the requirement to complete a fair cost of care exercise and a market sustainability plan, this is to ensure the market is supported and funded appropriately to support the new reforms and future provision of care and support.
3. The council carried out a request for quotation (RFQ) exercise inviting expressions of interest from 5 suitably qualified suppliers of relevant work in compliance with council Contract Procedure Rules. The RFQ was issued on 27th May and 3 responses were received by the closing date of 14 June from LaingBuisson, CIPFA and 31Ten Consulting.
4. Following bid evaluations, supported by Oxfordshire Association of Care Providers, LaingBuisson have been commissioned to support Oxfordshire County Council with the government-mandated fair cost of care exercise that needs to be completed by September 2022. This exercise relates to the implementation of Clause 18(3) of the Care Act 2014 which requires local authorities to establish a fair cost of care to ensure that local providers receive an appropriate rate. The reforms mean self-funders can ask local authorities to arrange their care so they can access local authority fee rates in the same way as it does for those who are supported by the means test. Section 18(3) will be implemented in October 2023, and from January 2023 for trailblazer local authorities.

5. In June 2022, Oxfordshire County Council was approached to be a sixth trailblazer local authority to implement the reforms earlier than others to ensure insight, evidence and lessons learned from reform can be shared across all local authorities. This 'trailblazer' status has accelerated the original national timescales the council was working towards, in order to meet the revised timescales for submission, which the teams have positively embraced.

Background

Fair Cost of Care Exercise

6. The fair cost of care process required engagement between the council, commissioners, and care providers, through data collection and analysis to enable development of a shared understanding of what it costs to run quality and sustainable care provision in Oxfordshire that is reflective of the local market. The fair cost of care exercise will support the council identify the lower quartile, median and upper quartile costs for Oxfordshire.
7. As a condition of receiving future government funding to support market sustainability, Oxfordshire is required to demonstrate by 7 October 2022, that they are undertaking preliminary work:
 - Preparing a fair cost of care exercise, the results of which will be submitted to the Department of Health and Social Care (DHSC), reviewed, and subsequently published.
 - Preparation of a draft market sustainability plan to be submitted to and reviewed by the DHSC. Final plan then to be resubmitted and published.
 - Preparing a spend report, setting out how the funding allocation will be used.
8. For the first part of the work, Oxfordshire County Council commissioned LaingBuisson to ensure it had an independent analysis of the cost of care survey results. LaingBuisson undertook the fair cost of care exercises, for both registered care homes for older people (65+) and registered domiciliary care services for adults (18+) within the council's boundaries. To ensure consistency of approach Oxfordshire required LaingBuisson to use nationally developed tools to enable care providers to populate their returns. These were:

iESE Fair Cost of Care for care home providers through the web based CareCubed platform. The sections for providers to complete were:

- Expenditure
- Return on Operations (ROO) and Return on Capital (ROC)
- Occupancy
- Staffing hours
- Direct staff costs
- Costs per service user per week

Excel based tool for home care providers. The sections for complete were:

- Costs of the care and visit types (different visit types, numbers, and allocated times)
- Average travel times and mileage expense paid
- Service volumes (including contact hours)
- PPE costs
- Staffing costs for the provision of care
- Non-contact costs (including training, holiday pay etc)
- On-costs
- Back-office costs (including other staffing costs and management)
- Other overhead cost (including franchise costs)
- Operating surplus (recognising the need for sustainable businesses)

9. LaingBuisson were asked to undertake the engagement and conduct the analysis and finalise their findings in a report, working alongside the Council to deliver a robust auditable cost of care exercise for our market This has included:

- Ensuring a collaborative approach to the delivery of the programme within the council and with care providers working with Oxfordshire Association of Care Providers (OACP), Care England and ADASS/LGA Regional Representatives to ensure the programme is successful.
- Working with OCC communications team to ensure a robust engagement and communication campaign, raising awareness with our care providers and key stakeholders
- Working with our partners to encourage all relevant care providers to complete the cost of care tool kits.
- Ensuring we have an auditable process for recording care providers we have engaged with and the relevant outcome, as well those that complete the cost of care tool kit.
- Providing support where required to providers to complete the cost of care tool kit and check the returns to ensure that are completed appropriately.
- Carrying out the full analysis of the data from the cost of care tools to deliver the range of median costs to be reported.
- Developing the draft results of the analysis in partnership with our project team and finance department.
- Sharing any additional intelligence received as a result of our engagement with our care providers throughout this exercise.
- Preparing analysis and narrative content which will form part of the market sustainability plan, in line with the guidance on what the Market Position Statement (MPS) should include.
- Developing presentation materials to sit alongside the fair cost of care report, the market sustainability plan and the spend report, so that these can be explained to a variety of audiences with differing levels of awareness and understanding.

10. The engagement with care providers took place between July and August 2022, with a closing date of 7 August. DHSC Guidance does not explicitly

require individual care providers to participate in the Fair Cost of Care exercise or submit information to the council and has not stipulated what is deemed an acceptable provider submission return rate. The Adult Social Care Reform Programme had been proactively engaging with as many providers as possible and has been working closely with the Chief Executive of Oxfordshire Association of Care Providers and the Oxfordshire Care Homes Association to support care providers in making their submissions. Officers working together with LaingBuisson have continued to support providers on a one-to-one basis beyond the closing date of 7 August, making contact directly with individual providers who had not responded. There has been a particular focus to ensure strategic partners, such as the Live Well at Home framework providers are engaged in the process.

11. The DHSC Guidance places responsibility on the council to review and verify the returns they receive from providers; this can be time consuming and requires individual investigation by LaingBuisson and includes carrying out mystery shopper calls to confirm rates. In the validation process, toolkit submissions are checked by LaingBuisson for sense and consistency and anomalies are amended with the agreement of providers. The written report will be based on these validated submissions from registered care providers using the toolkits recommended by the Local Government Association (LGA) and the DHSC.

Timescales for Submission

12. In June 2022, Oxfordshire County Council was approached to be a sixth trailblazer local authority to implement the reforms ahead of the rest of the country. The other trailblazer local authorities are Wolverhampton, Blackpool, Cheshire East, Newham, and North Yorkshire and had begun trailblazer activity in March 2022. Trailblazer status has required the original timescales the council was working towards to be accelerated which has meant a revised timeline for submission.

Area of Reform	Activity	Initial Submission Date	Revised Submission date
Fair Cost of Care	Establish and validate the rates for regulated care providers through an engagement exercise to submit returns from care home and home care providers.	14 October 2022	12 October 2022
Market Sustainability	Populate annex C - the Market Sustainability template to assess and demonstrate how the council will ensure local care markets are sustainable, before moving	Draft submission 14 October 2022 Final Market Sustainability Plan February 2023	Draft submission 12 October 2022 Final Market Sustainability Plan February 2023

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	towards implementing the reforms.		
Spend Report	Populate annex A - establish if the spend data returns meets the requirements and expectations set out in the grant determination letter.	14 October 2022	12 October 2022

13. Oxfordshire participates in fortnightly Trailblazer Fair Cost of Care Working Group Meetings hosted and facilitated by the DHSC. These allow the six-trailblazer local authorities to share their experiences and clarify policy intentions, as well as learn from what is working or not working. They also provide an opportunity to ask the DHSC to share beneficial messaging to the care sector.
14. Cabinet is asked to note that the Fair Cost of Care exercise has an interdependency with a project to retender Oxfordshire's Care Homes framework. Oxfordshire currently has a dynamic purchasing system (DPS) in place for care homes, a framework of pre-approved suppliers of care home services. This has been extended until July 2023 in order to ensure that any new procurement work with care homes is aligned to Oxfordshire's market sustainability planning. It should also be noted that the fair cost of care exercise is not intended to replace the council's fee setting processes or be the only source of information used when setting fees.

Market Sustainability Planning

15. The next phase of the project required the council to populate annex c - the market sustainability plan template (**see Appendix A**). This plan describes the council's approach and its decisions in the following three areas:
 - current fees and market sustainability
 - expected market changes and future risk in next three years, including due to charging reforms and Section 18(3) of the Care Act 2014
 - plans to address any sustainability issues identified and move towards fair cost of care
16. This template required the council to provide a detailed position on the following areas:

Section 1: Assessment of the current sustainability of local care markets

- (a) Assessment of current sustainability of the 65+ care home market
- (b) Assessment of current sustainability of the 18+ domiciliary care market

Section 2: Assessment of the impact of future market changes (including funding reform) over the next 1-3 years, for each of the service markets

Section 3: Plans for each market to address sustainability issues identified, including how fair cost of care funding will be used to address these issues over the next 1 to 3 years.

- (a) 65+ care homes market
- (b) 18+ domiciliary care market

17. The Market Sustainability Plan is informed by the cost of care exercise as a key input to guide the council in its assessment on the impact the current fee rates are having on the care market in Oxfordshire, alongside the potential future risks particularly in the context of wider charging reform implementation. The Draft Market Sustainability Plan is a 'statement of intent' and whilst it needs to be a methodical and robust exercise, it is not costed and it is designed to provide the foundations of the final Market Sustainability Plan, which will be submitted in February 2023. This will outline how funds will be spent in line with key actions set out after local government budgets have been finalised.
18. The Fair Cost of Care Project Working Group have populated the Market Sustainability Plan template with the support of Cordis Bright, who are working alongside LaingBuisson to create the demographic data projections to support the market sustainability report and co-ordinate the data on the fair cost of care impact on market sustainability. Cordis Bright have an expertise in providing consultancy, advice, and research for public sector projects.

Spend Report

19. A spend report has produced, the objective of which was to report the results of the cost of care exercise and break down the Market Sustainability and Fair Cost of Care Fund spending on:
 - how funding has been allocated to support 65+ care homes and 18+ domiciliary care sectors
 - how much funding has been used for implementation activities (<25%)
 - how much funding has been allocated towards fee increases (>75%)

Corporate Policies and Priorities

20. The Fair Cost of Care exercise supports the following key priorities in the County Council's Corporate Plan:
 - Tackle inequalities in Oxfordshire.
 - Prioritise the health and wellbeing of residents.
 - Support carers and the social care system.

Financial Implications

21. The Government has provided financial support to councils to undertake this work through the Fair Cost of Care and Market Sustainability Fund 2022-2023. The allocation for Oxfordshire County Council is £1.547m and it is forecast that the funding will be sufficient to meet the requirements in the current year.
22. In 2023/24 £600m is available nationally to fund the cost of moving towards paying a fair cost of care, however at this stage the amount which will be allocated to Oxfordshire is unknown.

Comments checked by:

(Finance)

Thomas James, Finance Business Partner

thomas.james@oxfordshire.gov.uk

Legal Implications

23. As set out in section 5 of the Care Act 2014, local authorities have a duty to promote the efficient and effective operation of a market in services for meeting care and support needs, with a view to ensuring services are diverse, sustainable, and high quality for the local population, including those who pay for their own care. Section 4.31 of the Care and Support Statutory Guidance states the following:
 - When commissioning services, local authorities should assure themselves and have evidence that contract terms, conditions and fee levels for care and support services are appropriate to provide the delivery of the agreed care packages with agreed quality of care. This should support and promote the wellbeing of people who receive care and support and allow for the service provider's ability to meet statutory obligations to pay at least the minimum wage and provide effective training and development of staff.
 - It should also allow retention of staff commensurate with delivering services to the agreed quality and encourage innovation and improvement. Local authorities should have regard to guidance on minimum fee levels necessary to provide this assurance, taking account of the local economic environment. This assurance should understand that reasonable fee levels allow for a reasonable rate of return by independent providers that is sufficient to allow the overall pool of efficient providers to remain sustainable in the long term.

Comments checked by:

(Legal)

Jane Hall

Locum Deputy Principal Adult Social Care

Jane.hall@oxfordshire.gov.uk

Staff Implications

24. At this stage, there are no significant staffing implications because of this programme.

Equality & Inclusion Implications

25. Care homes for older people age 65+ and homecare providers that delivery care and support to those aged 18+ were in scope for the fair cost of care exercise and have all been engaged in the process. Residents receiving care and support services from these providers will be engaged once the exercise is complete.

Sustainability Implications

26. At this stage, there are no significant sustainability implications because of this programme.

Risk Management

27. There are a number of key risks associated with the Fair Cost of Care:
- that the council will not be able to substantiate the fair cost of care data from this exercise and that it may not be meaningful, useful, or accurate.
 - that in the medium term the rates from the exercise may be unaffordable if the output indicates a significant rise on current rates and / or if the government funding for the programme nationally is insufficient to meet the indicative fair cost of care.
 - if the previous risk is realised there would be a reputational risk if the council were unable to “move towards” the Fair Cost of Care (“FCoC”) rate.

Cabinet is asked to note that these risks will not be isolated to OCC, as other local authorities will be affected as well.

28. The Market Sustainability Plan will help to establish the council's plans to address sustainability issues, including how the fair cost of care funding will be used to address and respond to the market over the next three years, including setting out our future strategy to ensure we have a sustainable care and support market.
29. The Adult Social Care Reform Programme governance includes a risk management framework at programme and project levels, the risks are reviewed weekly by the working group and the project board and reported into the Programme Board.

Consultations

30. An Adult Social Care trailblazer's communications strategy is in place, this plan covers the communications, marketing and engagement support required to support the Adult Social Care team's (ASC) trailblazing project, which will adopt the government's adult social care charging reform at pace. Oxfordshire County Council is leading the communications response, collaborating with partners within the adult social care/HESC network.
31. An engagement and consultation exercise has been undertaken with the care market, to support providers to complete and submit their returns. In Autumn 2022, work will be undertaken to inform customers/residents and the public about the Adult Social Care Reforms.

Karen Fuller
Interim Corporate Director for Adult Social Care

Appendix: **Market Sustainability Plan Template**

Background papers: Nil

Contact Officer: [Contact officer details (name, job title, telephone, email) should be given for each service whose Director or Head is named as a signatory to the report]

October 2022

Annex C: market sustainability plan template

Plans should not exceed 5 pages – delete the guidance text in the template before completing.

Section 1: Assessment of the current sustainability of local care markets
a) Assessment of current sustainability of the 65+ care home market
<p>In this section you should set out your local authority's assessment of the current sustainability of the 65+ care home market and 18+ domiciliary care market. This assessment should draw on a range of information (for example, cost information, trend information, provider feedback), and consider the market indicators below, to give a comprehensive view and representative picture of the current situation.</p> <ul style="list-style-type: none"> <i>Whether there is sufficiency of supply to ensure continuity of care (for example, are there some geographical areas where there are concerns regarding capacity, or over reliance on a small number of providers).</i> <i>The levels of diversity in the market (both in type of services as well as types/sizes of providers).</i> <i>The quality of current services and whether there are concerns about quality in particular areas.</i> <i>Current fee rates paid and if there is an underpayment and how services are currently commissioned.</i> <i>Whether the current market conditions support development of the workforce, whether there are recruitment challenges such as high level of staff vacancies or staff turnover rates.</i>
b) Assessment of current sustainability of the 18+ domiciliary care market
<i>[As above but for the 18+ domiciliary care market]</i>
Section 2: Assessment of the impact of future market changes (including funding reform) over the next 1-3 years, for each of the service markets
<p><i>In this section you should set out your local authority's understanding of the anticipated market changes (including potential take up further commencement of Section 18(3) of the Care Act 2014) that will or are likely to occur over the next 1-3 years, including quantification of the expected impact of these changes on the local market (for both 65+ care homes and 18+ domiciliary care).</i></p>

For example, if the main market change relates to the further commencement of section 18(3) of the Care Act 2014 (which is currently in force only for domiciliary care) then information on the size of the self-funder market and anticipated impact should be outlined here.

Note: You should also indicate in the data return (attached at **Annex A, Section 5**) what you consider to be the key strategic risk for each market (that is, 65+ care homes market; nursing care market; and 18+ domiciliary care market). This should be based on the assessment of risks to market sustainability that you have set out in this section of the Market Sustainability Plan.

Section 3: Plans for each market to address sustainability issues identified, including how fair cost of care funding will be used to address these issues over the next 1 to 3 years

Note: As part of these plans local authorities should also demonstrate how they complement other strategic documents, such as, but not limited to their Market Position Statements and demonstrate how they have worked with local providers to develop the plans in this section.

(a) 65+ care homes market

In this section your local authority should set out your plan over the next 3 years to address the market sustainability issues set out above for the 65+ care homes market. Your plans should include:

- *How your local authority proposes to prioritise funding based on the cost of care exercises conducted in your local areas and taking into account the impact of fee rates on the market sustainability issues identified. The provisional plan is required to include a firm commitment for the funding for 2022/23 and plans for the funding for subsequent years (2023/24 & 2024/25). The final plan submitted in February 2023 will also include a firm commitment for how your local authority will move towards the cost of care calculated in your exercise as part of their 2023/24 budget setting process.*
- *Outline any further actions your local authority plans to take to support market sustainability, such providing targeted support to providers to help to raise quality levels or investment in alternative models of care, such as extra care services.*

(b) 18+ domiciliary care market

[As above but for the 18+ domiciliary care market]

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Divisions Affected – N/A

**CABINET
18 OCTOBER 2022**

**OXFORDSHIRE SAFEGUARDING ADULTS BOARD ANNUAL
REPORT 2021-22**

Report by Interim Corporate Director for Adult Social Care

RECOMMENDATION

1. **The Cabinet is RECOMMENDED to** note the contents of the report and its conclusions.

Executive Summary

2. The report summarises the work of the Oxfordshire Safeguarding Adults Board (OSAB) and its partners over the course of the year 2021-22. It is a requirement set out in the Care Act 2014 statutory guidance that the Local Authority receive a copy of the report and that they “will fully consider the contents of the report and how they can improve their contributions to both safeguarding throughout their own organisation and to the joint work of the Board” (Chapter 14, para 161).

Background

3. Safeguarding Boards are required to share their annual reports with all statutory partners and those partners are expected to consider the report and its contents to decide how they can improve their contribution to both safeguarding throughout their own organisation and to the joint work of the Board (*S14.161, Care and Support Statutory Guidance*).
4. This report and the work of the Board will take on additional significance in light of the new Care Quality Commission inspection regime, which will see the Local Authority inspected for the first time since Safeguarding Boards became a statutory requirement. Based on feedback received from the inspection pilot areas, the Board will be asked for its view on the Local Authority and how they discharge their safeguarding function under The Care Act 2014.

Key Findings

Board work during 2021-22

5. The local safeguarding partnership has continued to maintain a high standard of safeguarding work during a second year of COVID that has affected all partner organisations.
6. There has been an increase in safeguarding concerns across all types of abuse and neglect. This increase in concerns is replicated in other Local Authority areas across the country. There is no obvious reason behind this increase in concerns, but it is possible that this is linked to the drop in the number of safeguarding (Section 42) enquiries that have taken place as workers triage cases and complete more of the safeguarding work while it is still in the concern stage.
7. Despite challenging financial and workforce pressures and the against a backdrop of COVID, there is a narrowing gap between the life expectancy for people with a learning disability and the general population. The leading cause of death (cancer) is now the same as for the general population, COVID deaths were no greater for adults with LD than the rest of the population, and the clear line of sight between Commissioners and people in out of county placements.
8. The Making Safeguarding Personal approach has been championed throughout the year and there has been an improvement in the number of people who have defined what they wanted to happen as a result of the safeguarding work and who were satisfied with the work that was undertaken. This is excellent progress during a difficult year and demonstrates professionals are continuing to keep the person at the centre of their work with them, empowering them to make the decisions that are important to them and honouring that as much as they are able to whilst seeking to protect them.
9. The Board's annual frontline practitioner survey has indicated that there is still work to do to improve practitioner confidence with escalating concerns when there is a difference of opinion.
10. The Board's annual safeguarding self-assessment indicates that organisations continue to experience issues around recruitment, retention and resilience, which have been included in the impact assessment consistently since it was introduced.
11. As in previous years, Organisations also reported an increase in demand on their services as well as an increasingly complex individuals seeking our help and support.

Board priorities for 2022-23 from the annual report (and mid-year current position)

12. Refreshing the links between strategic partnerships – during COVID-19 the focus of organisations has rightly been diverted to ensuring those most vulnerable in our society are protected as much possible. This had the effect of reducing the focus on strategic partnership work during this period and has led to some duplication of effort or blurring of responsibilities as groups tackled emerging issues separately rather than taking a coordinated approach.
13. Current Position - There is a piece of work underway on the Partnerships Protocol Framework, which is reviewing how the partnership Boards and group work together. It will address the challenges raised to the Board about efficient use of partnership meeting times on cross-cutting topics or emerging issues.
14. Improving Engagement – there is an extensive plan of work being undertaken by the Engagement Subgroup to better understand the views of the people of Oxfordshire about safeguarding as well as agreeing routes for their views being fed into the work of the Board to influence our work and hopefully improving our impact on adults with care and support needs.
15. Current Position - The Board have agreed funding for the Engagement group work. The group are currently reviewing possible organisations to approach to undertake the work.
16. Improving how we manage risk on a multi-agency basis – out of the work around homelessness, the Board developed the Multi-Agency Risk Management (MARM) process to address multi-agency risk and how it is managed. The work is new and throughout 2022-23 the Board will work to improve this process and will be formally reviewed at the end of the year.
17. Current Position - The Board have recently hosted a series of meetings to discuss and map out the multi-agency risk processes across the county. Some are primarily used in statutory services, such as Multi-Disciplinary Team (MDT) meetings, others have very specific remits, such as the Anti-Slavery Multi-Agency Risk Assessment Conference (ASMARAC) meetings. There are also ongoing discussions about the use of MARM for those young adults who have recently left children's services (18-21 years old), still have high levels of risk but do not meet statutory criteria for adult safeguarding. Meetings have been held with Hazel Cringle (Children's Services) to discuss the move from the Multi-Agency Risk Assessment and Management Process (MARAMP) in children's to the MARM in adults for these transitions cases.

Other Board priorities for 2022-23:

18. Preparing for CQC Inspection – The Board is working closely with the Local Authority who are leading on this to ensure that preparedness for the CQC inspection is as thorough as possible.

19. Developing a Prevention Strategy and a Transitional Safeguarding Strategy – preventative strategies are strongly encouraged within guidance for Safeguarding Boards as well as in the CQC inspection framework. Transitional safeguarding is a complex area of work so the two Safeguarding Boards are working together to ensure that the strategy provides a clear framework for working together across our services for those who might otherwise fly under the radar until a crisis point is reached.
20. Safeguarding self-assessment – the annual self-assessment was circulated on 15th September for a deadline of 9th December. This self-reflective work will feed into the CQC preparedness and may be offered as evidence as part of the inspection. For the first year the practitioner questionnaire is going to be circulated to non-Board member organisations to gather a wider view on how frontline workers view safeguarding within Oxfordshire.
21. Cascading learning from reviews – the Board oversees three review processes; deaths of those with a learning disability, deaths of those who are homeless and the deaths or serious injuries of those harmed by abuse or neglect. The Board Officers are producing new 7-minute briefings on the lessons from reviews to give easily-digestible briefings for frontline workers.
22. Responding to training needs – The Board is running a series of workshops on mental capacity and homelessness, a modular programme of financial abuse training and is looking to rerun the incredibly successful trauma training.

Financial Implications

23. N/A – The Local Authority is not being asked to commit any further financial resources towards the Board beyond what is currently committed.

Comments checked by: Thomas James, Finance Business Partner,
thomas.james@oxfordshire.gov.uk

Legal Implications

24. N/A – There are no specific legal implications for the Local Authority if the current range of commitments is not being asked to commit any further financial resources towards the Board beyond what is currently committed.

Comments checked by: Kate Charlton, Interim Head of Legal,
kate.charlton@oxfordshire.gov.uk

Staff Implications

25. N/A – There are no additional staff resources being requested by way of this report for the work outlined in the Annual Report.

Equality & Inclusion Implications

26. The Board has taken on a Equality, Diversity and Inclusion Officer to review the work of the Board and its partners, with a specific focus on the accessibility of safeguarding services across Oxfordshire for those belonging to any of the equality strands or otherwise have issues regarding inclusivity.

Sustainability Implications

27. The Board have moved the majority of its work to a virtual environment, reducing travel congestion, and no longer prints any materials for Board meetings or training sessions, instead making these available electronically.

Risk Management

28. The Board is made up of the partners who attend the meetings, supported by a small team in the Board Business Unit. If organisations do not continue to provide the level of engagement with the work of the Board it is likely it would fail to meet its duties laid out in statute and its accompanying guidance. As the Local Authority is the organisation charged under The Care Act 2014 to ensure the Board is established and running well, this would represent a reputational risk. It is also likely any such failings would be highlighted under the new CQC inspection framework and in their resulting published report.

NAME Karen Fuller, Corporate Director of Adult and Housing

Annex: The OSAB Annual Report 2021-22

Contact Officer: Steven Turner, Strategic Partnerships Manager, 01865 328993

October 2022

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An illustration of five hands, each a different color (yellow, blue, green, red, and purple), holding five interlocking gears in a circular arrangement. The gears are also colored to match their respective hands. The background is a light, neutral tone.

Oxfordshire Safeguarding Adults Board

Annual Report 2021-22

Foreword

“This report covers a year which has raised the profile of adult social care and the importance of Adult Safeguarding to a new level. Whilst COVID has affected all communities, it has had a significant impact on our more vulnerable, including individuals with a learning disability and our older generations, many of whom receive care and support, often in residential and nursing homes, or within their own homes.

I would like to pay tribute to all those who have been working tirelessly to keep adults with care and support needs safe. The safeguarding of some of our most vulnerable members of the community remains a key priority for the Board and all its partners.

I have witnessed some great examples of partnership working in Oxfordshire, in which the voluntary and community sectors have played a key role. This puts us in a good place to respond to the ongoing impact of the pandemic that will have a strong influence on the work of the partners well into 2022 and beyond.

As the new Independent Chair, I would like to extend my thanks and appreciation to my Board Strategic Partnerships Manager, the Board and members of our various subgroups, for their continued support and commitment to developing and promoting the work of protecting adults with care and support needs, especially during these unprecedented times.

I would also like to acknowledge the work and commitment of our front-line practitioners, as safeguarding adults at risk would not happen without the dedication and professionalism of our front-line staff.”

Dr Jayne Chidgey-Clark
Independent Chair, Oxfordshire Safeguarding Adults Board



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Introduction

The Care Act (2014) requires each local authority to set up a Safeguarding Adults Board (SAB). The main objective of a SAB is to assure itself that local safeguarding arrangements and partners act to help and protect adults in its area who:

- have needs for care and support (whether or not the local authority is meeting any of those needs)
- are experiencing, or at risk of, abuse or neglect
- as a result of those care and support needs are unable to protect themselves from either the risk of, or the experience of abuse or neglect

The SAB has 3 core duties:

- it must publish a strategic plan for each financial year;
- it must publish an annual report of Safeguarding Adults Board activities; this should include information on the findings of Safeguarding Adults Reviews (SAR) completed during the year and the progress of any SARs still ongoing;
- it must conduct Safeguarding Adults Reviews in accordance with Section 44 of the Act.

Each SAB should:

- identify the role, responsibility, authority and accountability with regard to the action each agency and professional group should take to ensure the protection of adults
- establish ways of analysing and interrogating data on safeguarding notifications that increase the Safeguarding Adults Board's understanding of prevalence of abuse and neglect locally that builds up a picture over time
- establish how it will hold partners to account and gain assurance of the effectiveness of its arrangements
- determine its arrangements for peer review and self-audit
- establish mechanisms for developing policies and strategies for protecting adults which should be formulated, not only in collaboration and consultation with all relevant agencies but also take account of the views of adults who have needs for care and support, their families, advocates and carer representatives
- develop preventative strategies that aim to reduce instances of abuse and neglect in its area
- identify types of circumstances giving grounds for concern and when they should be considered as a referral to the local authority as an enquiry
- formulate guidance about the arrangements for managing adult safeguarding, and dealing with complaints, grievances and professional and administrative malpractice in relation to safeguarding adults
- develop strategies to deal with the impact of issues of race, ethnicity, religion, gender and gender orientation, sexual orientation, age, disadvantage and disability on abuse and neglect
- balance the requirements of confidentiality with the consideration that, to protect adults, it may be necessary to share information on a 'need-to-know basis'
- identify mechanisms for monitoring and reviewing the implementation and impact of policy and training
- carry out safeguarding adult reviews and determine any publication arrangements;
- evidence how SAB members have challenged one another and held other boards to account
- promote multi-agency training and consider any specialist training that may be required. Consider any scope to jointly commission some training with other partnerships, such as the Community Safety Partnership

Who are we Safeguarding? *Demographic Information*

This information is taken from the Joint Strategic Needs Assessment for Oxfordshire, which can be accessed here: <https://insight.oxfordshire.gov.uk/cms/joint-strategic-needs-assessment>

The Census 2021 reports the population of Oxfordshire as 725,300. This is an increase of just over 71,000 since the 2011 Census. Currently there is a limited release of the 2021 Census figures, more commentary on the demographic data will be released when more Census data is released in October 2022.

As of April 2020, there were 6,197 adults in Oxfordshire receiving care from adult social care services. 60% of these were older people aged 65 or over. 15% were aged 90 or over. 27% of those receiving care were people with a learning disability. There are 127 residential and nursing home settings in Oxfordshire.

In the population, nearly 91% are white, 2% of mixed ethnicity, 5% Asian, 1.5% Black and 0.5% other groups (from the 2011 census). Within safeguarding this year, it appears all other ethnicities are represented within safeguarding proportionate to their representation in the general public, other than within those identified as Asian where this is a 2% difference (3% in safeguarding). However, reviewing the percentages of concerns that go on to become enquiries, all ethnicities have a conversion rate around 58%, which suggests there is no bias in formal safeguarding processes once safeguarding are notified.

This data will continue to be scrutinised in 2022-23, along with ethnicity data of service users. The census data for 2021 should be available in late 2022 and will mean we have more accurate figures for comparison. The Board has also recruited a Board Officer for Equalities and Inclusion to focus on the data and what it is telling us, as well as doing primary research with communities to establish what barriers exist to accessing safeguarding services, if any.



Providing Leadership for Effective Safeguarding Practice: *How the Board Works*

Much like the Oxfordshire Safeguarding Children's Board, the Safer Oxfordshire Partnership, and the Health & Wellbeing Board, the Safeguarding Adults Board is a strategic partnership group made up of senior staff from member agencies.

The Board is facilitated by an Independent Chair and supported by a small team. In November 2021 a new Independent Chair joined the Board. Thanks to a funding increase by Oxfordshire County Council, the Board has been able to create four new posts to support the work of the Board. These are Board Officers with specific responsibilities around safeguarding and homelessness, learning disability, multi-agency risk management and the equalities and inclusion project.

The partnership is made up of:



Completing the membership of the Board is a Lay Member, who provides another level of scrutiny and challenge to the work of the Board partners. As someone outside of the organisations represented at the Board, they offer another independent view on how services work together and help to ensure that our work is as accessible as possible to the broadest audience. This dovetails with the role of Healthwatch at the Board, who provide additional scrutiny and ensure the voices of service users are heard at the Board.

Structure of the Safeguarding Board

The structure of the Safeguarding Adults Board is outlined in the table below. The subgroups report to the Full Board when it meets quarterly. The subgroups have each defined their meeting frequency, ranging from monthly (Safeguarding Adults Review Group) to meeting four-monthly (Homeless Mortality Review Group).

Full Board <ul style="list-style-type: none">Multi-agency partnership group, bringing together senior leaders from member agencies to agree on strategic safeguarding work and hold each other accountable for safeguarding practiceProvides direction to all subgroups	
Executive Group <ul style="list-style-type: none">Drives the work of the Full Board between meetingsDiscusses urgent and emerging issues, problem solving as required to provide a clear direction and offer leadership support.	Safeguarding Adults Review Group <ul style="list-style-type: none">Considers incidents and situations that require a multi-agency review called a Safeguarding Adults ReviewManages the reviews once they are commissioned
Vulnerable Adults Mortality Group <ul style="list-style-type: none">Oversees the Learning Disabilities Mortality Review (LeDeR) processLeads on sharing the lessons from LeDeR	Training Group <ul style="list-style-type: none">Shared with the Children’s BoardOversees the safeguarding training for the BoardProvides multi-agency training and supports training for non-Board partners, such as community and volunteer groups
Procedures Group <ul style="list-style-type: none">Oversees the multi-agency proceduresOffers advice & guidance on single agency procedures	Engagement Group <ul style="list-style-type: none">Oversees how the Board interacts with the wider community of people working with adultsInputs on Board publications
Performance, Information & Quality Assurance Group <ul style="list-style-type: none">Scrutinises performance information from across the partnership, identifying emerging issues and concerns for the board within servicesManages the quality assurance processes, such as the annual Safeguarding Self-assessment and Supportive Learning VisitsLeads on sharing the lessons from reviews	Homeless Mortality Review Group <ul style="list-style-type: none">Reviews the deaths of all people identified as homeless or in homeless accommodation at the time of their death.Provides lessons from these deaths to partnership groups, particularly the safeguarding board and the Countywide Homelessness Steering Group

Priorities for the last year (2020-21)

Boards are expected to set priorities for the year and work towards these through its partner agencies. These priorities must also be reported on within the Board's annual report.

The three priorities set last year were:

- 1. Leadership in Homelessness** – During the year, the organisations represented at the Board have come together, with the support of the Board's Business Unit, to form the Homelessness Directors' Group. This group of executive-level representatives from the organisations in Oxfordshire meet with the sole purpose of ensuring that the Countywide Homelessness & Rough Sleeping Strategy 2021-2026 work is progressing and to act as a forum for any 'stuck' issues with this work to be escalated to and resolved.
- 2. Working with complexity** – Also during the year, the Board set up the Multi-Agency Risk Management (MARM) process, designed to bring together organisations for multi-agency discussion of individuals who were at risk but who were not already involved with either statutory social care or safeguarding processes. This came out of the work conducted in the previous year for the thematic SAR into homelessness that noted organisations outside of the key statutory partners had no process for or experience of leading on multi-agency work.
- 3. Refreshing the links between strategic partnerships** – The Chairs of the Safeguarding Children's Board and the Safeguarding Adults Board have set up monthly meetings to ensure that the two groups are working in alignment. This has also led to discussions around setting some joint priorities for the Boards, which we aim to agree in 2022-23. The Safer Oxfordshire Partnership coordination group brings together the Managers of the two safeguarding boards and relevant information from that group is fed back into the safeguarding board work. There is also a review of all strategic partnership groups underway being led by the Local Authority. The Board is actively involved and will act on any findings.



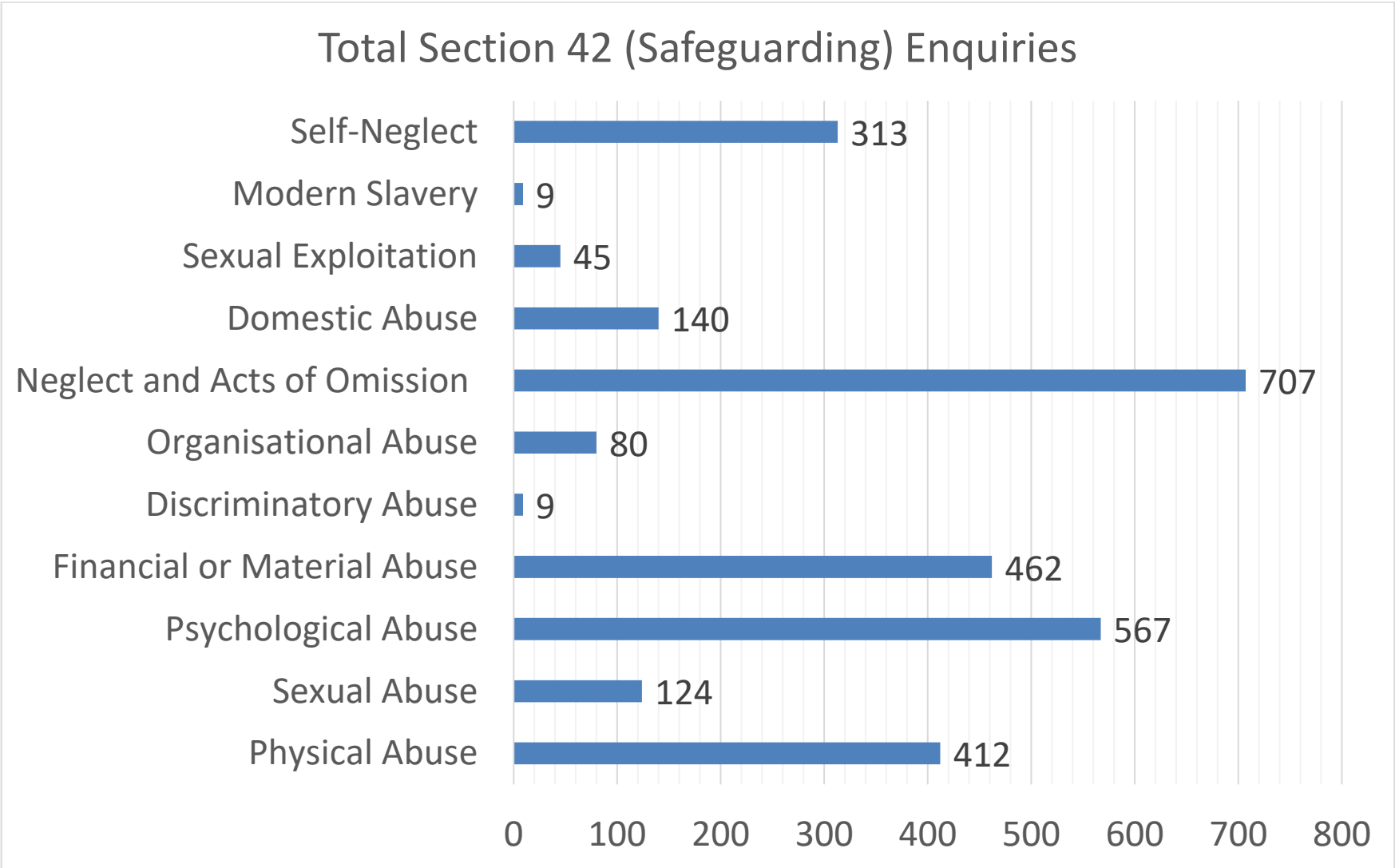
The Effectiveness of Safeguarding Arrangements

Safeguarding data

There are two stages to reporting a concern about abuse or neglect. These are referred to as a safeguarding concern and a safeguarding enquiry. Safeguarding concerns about abuse and neglect can be raised by anyone - the person themselves, their family, friends, a member of the public such as a neighbour, or a paid worker. These concerns are then assessed by the Safeguarding Team in the County Council who decide if it meets the legal criteria for a safeguarding enquiry. Where the adult is currently receiving mental health services from Oxford Health NHS Foundation Trust, the safeguarding concern will be followed up by them as they have a Social Work Team embedded within their organisation

In Oxfordshire, there were **5,934 safeguarding concerns** raised in 2021-22. This is a **21% increase** from the previous year (4,941). Of these concerns, 1,738 went on to be safeguarding enquiries, down from 2,254 in the previous year. (33% decrease). The conversion rate from concern to enquiry has seen significant change in the last year as compared to the previous year (29% in 2021-22 down from 46% in 2020-21, which was up from 26% in 2019-20). However, the conversion rate for concerns raised by the person themselves, family or friends has remained high (72%). As there was a significant increase in the level of safeguarding concerns, the Adult Safeguarding team were required to work flexibly to ensure that concerns were managed and completed earlier which resulted in less cases requiring formal enquires.

The majority of safeguarding issues still occur in the person’s own home or in the community (69% of all enquiries). This is an increase on the previous year from 55%. The reasons for this need further exploration but it is suggested some of this may be due to COVID and people remaining in their own homes rather than enter care homes. There was also a drop in the number of concerns coming from care homes as compared to the previous year, so these two factors combined may explain the change. The chart below breaks down the enquiries by the types of abuse. The total here (2,868) exceeds the number of Safeguarding Enquiries quoted above (1,738) as an enquiry may have multiple types of abuse e.g. a person may experience domestic abuse, emotional abuse and physical abuse.



Making Safeguarding Personal data

Where it is possible, an adult at the centre of the enquiry, or their representative, should always be empowered to make decisions about their own lives and define what they want to happen. This includes when there are safeguarding concerns and how the person would like these addressed. This is referred to as Making Safeguarding Personal.

- 96% of adults who were involved in a safeguarding enquiry defined the outcome they wanted
- 98% of those adults reported that they were satisfied with the outcome of the safeguarding enquiry
- 92.5% of safeguarding enquiries resulted in the risks being removed or reduced

In 0.75% of cases the adult was not satisfied with the enquiry **and** the risk remained (11 cases). In all these cases an audit was conducted by senior staff independent of the safeguarding enquiry to ensure that everything possible had been done to remove or reduce the risk and to satisfy the adult. In all cases, these adults had outcomes that could not be achieved by services (such as wanting to move to a different area, finding their exploitative adult child their own home, etc) and did not accept what help could be offered.

For those who struggle to be involved in the safeguarding process themselves, services are expected to ensure that an appropriate advocate is able to represent them through the process.

- 81% of those who were judged to lack capacity, as laid out in the Mental Capacity Act 2005, were supported by an advocate. It is a requirement of The Care Act 2014 that anyone lacking capacity is supported through the safeguarding process and where there is no-one appropriate within their family or friends it should be an independent advocate. The remaining 19% of people not supported by an independent advocate were supported by either family, friends or a trusted carer to act as advocate for the person.

Annual Safeguarding Self-assessment

The annual Safeguarding Self-assessment is a joint piece of work between the Adults Board and Children's Board. The purpose of the Safeguarding Self-Assessment is to formally request and gather information from member agencies on the safeguarding arrangements made in line with section 11 of the Children Act 2004, as well as the standards developed by the Local Government Association for Adult Safeguarding Services.

The assessment tool provides agencies with the opportunity to highlight areas of strengths in practice, identify areas for development, and provide evidence of the impact of policies and practice on children and adults with care and support needs in Oxfordshire. It is intended to be useful as a self-assessment tool to measure and provide assurance on the quality of the safeguarding arrangements that agencies have in place.

Summary of Red, Amber, Green (RAG) ratings

Overall, the self-assessment returns submitted provide assurance that board member agencies across Oxfordshire have procedures in place to safeguard children and adults with care and support needs, are compliant with the standards examined, and committed to ensuring safeguarding practice is embedded in their day to day practice. For those areas where more work is required, there was a clear action plan provided by organisations.

Overview of Red, Amber, Green (RAG) ratings

Section	Question Total				%	%	%
1 Leadership, Strategy & Working Together	11	0	15	165	0	8	92
2 Service Delivery, Development & Effective Practice	9	0	20	127	0	14	86
3 Commissioning Arrangements	5	0	18	52	0	26	74
4 Safe Recruitment, Staff Development & Effective Learning	9	0	12	135	0	8	92
5 People's Experience of Safeguarding	5	1	10	72	1	12	87

Peer Review

The Peer Review event is held each year for organisations to explain their return responses to a small group of their peers and to receive constructive challenge from them on how they could improve and to provide some moderation to the self-assessment ratings. For 2021, the peer review meeting took a different approach to that of previous years. Board Members were divided into small groups of three or four organisations. Each organisation was given the complete Peer Review response for the others in their small working group in advance of the peer review day. This meant that members were able to ask questions spanning the entirety of the returns of their fellow participants rather than the scrutiny being on standards decided by the Board Business Units.

The event was held virtually, due to the coronavirus pandemic, and there was good discussion in groups, both to provide scrutiny of evidence submitted in relation to ratings given, and in highlighting examples of good practice. There was also some discussion around the challenges and opportunities resulting from the pandemic, examples of how organisations and practitioners have worked creatively to provide support to vulnerable children and adults, and the high level of commitment shown to safeguarding in challenging circumstances.

Summary of findings from practitioner questionnaire

A questionnaire about safeguarding was sent to all Board Members for them to share with their frontline workers and we received 760 responses. These came from a broader range of organisations than previous years and provided a useful snapshot of the views of frontline workers about how safeguarding works within Oxfordshire. Agencies cited the demand on frontline staff during the COVID-19 crisis as a reason for not chasing responses to the same level as the previous year.

Some of the key learning for the Safeguarding Boards came from the practitioner questionnaire:



Practitioner responses are consistent with assurances given in agency returns regarding compliance with the standards on training and internal policies and procedures.

Overall responses to the questionnaire indicate that the work of the Boards is becoming more integrated into standard working practice and safeguarding is seen less as something done separately to our day jobs.

In 2022 the Board is challenging itself by opening up the practitioner questionnaire to non-Board member practitioners to see how embedded safeguarding is outside of those that sit at the Board.

Summary of findings from the Impact Assessment

The Impact Assessment was amalgamated into the self-assessment in 2018, following a recommendation from the previous year's Peer Review. While the rest of the self-assessment is a check on an organisations' internal processes and procedures, the Impact Assessment is used to understand the issues facing organisations as a system.

Partners were asked to identify three key safeguarding themes from performance data. The six most common responses are listed below:

- 1. Increasingly complex individuals
- 2. Increasing volume of demand on services
- 3. Keeping people safe in their own homes (neglect, self-neglect, hoarding, access to services, etc)
- 4. Staffing issues – recruitment, retention and resilience
- 5. Domestic abuse and violence against women and girls
- 6. All forms of Exploitation

These issues have been shared with Directors within partner organisations for consideration during service review and development.

Overall Conclusions of the Self-assessment

Overall, the peer review groups felt that returns showed a strong level of critical self-analysis. There were some excellent examples of good practice and a very high level of evidence submitted for review. The following were most commonly highlighted areas for actions to improve practice within agency returns;

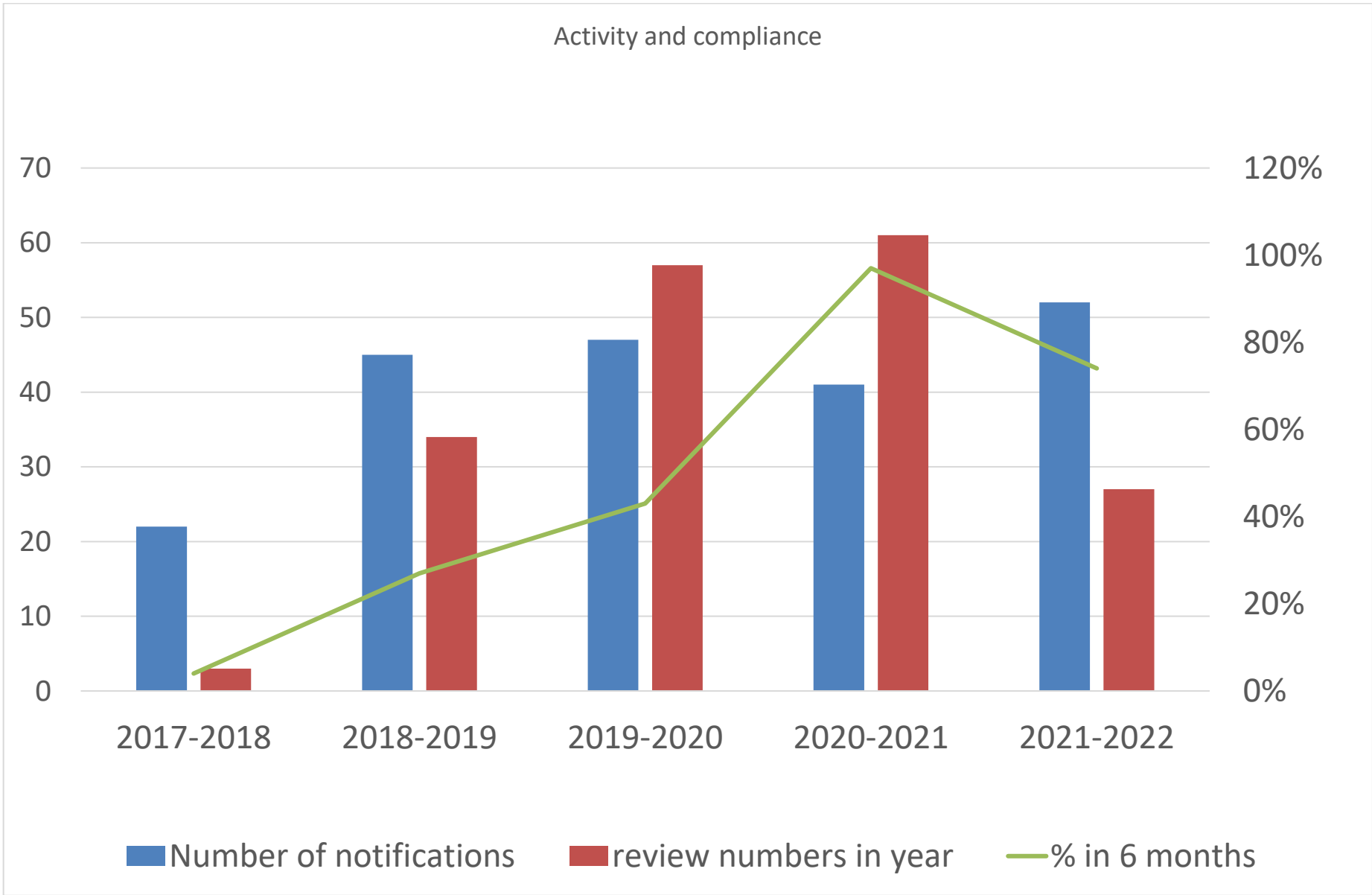
- **Training** - Nearly all agencies highlighted a training need for their staff, although there was no common theme to these needs.
- **Multi-agency Procedures and Tools** - As in previous years, a number of agencies recorded an action to improve knowledge of or use of the multi-agency tools.
- **Monitoring Arrangements** - A number of organisations noted actions to monitor current arrangements to ensure they are fit for purpose and high levels of safeguarding and other service delivery can be maintained.

Vulnerable Adults Mortality Group work

Performance:

The new NHS England Learning from Deaths Review (LeDeR) platform went live in June 2021 The new review process and policy has incorporated into working practice. This has causes some delay in completion.

- 52 notifications in the year 1 April 21 - 31 March 22.
- 27 reviews completed this year (including some cases from previous years). (University of Bristol platform closed to review access 1 March, NHS Digital platform opened in June 2021).
- 74% of the reviews were completed within six months of notification. This reduction is largely due to the gap in access to records as the platform was transferred, and changes in review processes that resulted.



Local reviewer arrangements

- The Oxfordshire Clinical Commissioning group (OCCG) Safeguarding team coordinates the review process.
- Provider teams and support organisations all contribute records and information, which is centrally collated and written up ready for the reviewer.
- The reviewer is responsible for contacting the family and carers, ensuring their contribution is integrated with the review documentation, undertaking the analysis and identification of learning points.
- In 2021-22, 100% of reviews were completed by OCCG reviewers, all from within the Quality Directorate Safeguarding team.
- The reviewer profile includes frontline staff and these in the past have been found to contribute effectively, offering real time learning. This year they have been focused on supporting care provision.

Learning from the reviews:

- There is evidence of some excellent multiagency working crossing acute and community services.
- Prompt relocation to appropriate care facility when care needs changed were seen. It is recommended that the health and care system needs to consider how this was achieved within the timeframe to model a protocol on this approach.
- There needs to be a proactive process for specialist practitioners to seek support and follow up actions from GPs to prevent time delays especially when there are changes in care or treatment needs.
- To ensure a safe and effective discharge, a solid discharge planning procedure to be put in place that involves next of kin and other allied health providers. The process needs to include ensuring that checks on caregivers' physical health abilities, competency in planned discharge care updates for family, and mutual agreement on discharge arrangements have been completed.
- Conversations about death and dying are never easy, but where they have been proactive there is evidence of much greater levels of understanding. There have also been more opportunities to represent views and wishes of an individual more effectively in times of crisis and sadness.
- Developing anticipatory end of life plans proactively has been recognised as good practice, valued by those who are mourning a loved family member or friend.



Homeless Mortality Review Group work

In November 2020 OSAB received the report on the Thematic Review into Deaths of Homeless People. OSAB commissioned this review which focussed on the deaths of 9 people between November 2018 and June 2019 in Oxford.

One of the recommendations in this report was that a Homelessness Mortality Review (HMR) Process be set up that would look at all deaths of homeless people including people who had been homeless in the last 6 months. This would ensure that agencies reflected on their actions in all cases and that the systems learning was extracted and acted on in order to reduce the risks that may contribute to a premature death.

The Mortality Review panel was set up in December 2020. The group initially met monthly, which moved to meeting every four months to reflect the decrease in deaths from the previous year. There were 11 deaths of homeless people identified between April 2021 and March 2022. This is slightly above the pre-COVID figure of 10 per year but significantly below the figure reported last year (2020-21) of 27 deaths.

Emerging Findings

There are some key findings outlined below:

- All those who died were male.
- 1 of the 11 were street homeless at the time of their death. The others were in homeless accommodation.
- 2 of the 11 were Eastern European. The other 9 were British.
- 50% were under 45 when they died. The youngest was 33, the eldest was 68.
- COVID-19 was not noted as contributing to any of the deaths.

The themes from the cases were as follows:

- Alcohol addiction was a feature for the majority of people and in some cases was a very long-term issue.
- Efforts to work with the person were often hampered by threats of and/or acts of violence while inebriated and some services that could offer help are not available to people while they are intoxicated.
- While a majority of these people attended the Emergency department with varying levels of frequency, the follow-up with the services outside of the hospital, such as addiction services, could be improved.

The mortality review process is only in its second year and requires significant commitment from all agencies involved, both in leading reviews but also in providing information to the lead reviewers.

In 2022-23 a new Officer will be joining the Board to oversee the Homeless Mortality Review (HMR) process, conduct the reviews and support the work of the HMR Group. This will provide a greater level of consistency to the reviews, which are currently carried out on a voluntary basis by someone who sits on the HMR group.

Learning from Safeguarding Adult Reviews

There were four Safeguarding Adult Reviews active during 2021-22, three of which were published and are summarised below, the fourth is still in development. This is the same number of reviews as the previous year.

SAR 1 - Adult V

The following SAR was reported on in last year's annual report but had not been completed. As it has now been completed it is being shared again. It has been established from the details contained within the multi-agency chronology that V was a gentleman who had periods of time in his life when he struggled to maintain his health and well-being and was offered support on several occasions to achieve this.

He had not had any active ongoing involvement with services over this period of time and it is evident from the detail contained within the documentation that he did not respond to professionals despite the numerous contacts they made via phone calls, letters and text messages, in respect of his health and well-being.

V stated to a professional on one occasion that he found it hard to keep "on top of things" and in October 2014 a referral to Adult Social Care highlighted areas of serious concern relating to self-neglect, which included his personal hygiene, his lack of food consumption and extremely poor living conditions. There were occasions when V had to be prompted to pay his rent and the chronology verified that he was evicted on one occasion due to the condition of the property.

The period from 2014 to April 2020 highlights the general ongoing theme of professional concern for V regarding his general wellbeing which included his ability to attend to his basic needs, his health, and his ability to sustain a tenancy. The aim of the Appreciative Inquiry was to look at where, how and why events took place and use professional hindsight and wisdom to design practice improvements.

The method of an Appreciative Inquiry uses a systemic methodology which refers to focussing on the interactions and relationships between professionals to help them address any interactions and to move on. It gives those involved with the process the chance to explore the circumstances and say what they think in a safe, non-judgmental environment. Professionals at the workshop came to a consensus regarding the learning points to be endorsed by the Oxfordshire Safeguarding Adult Board for all agencies involved with Adult V. Board members to ensure that frontline professionals are mindful of the following learning points from this review:

- **Professional curiosity** – remembering to explore with an individual what is happening in their life and challenging when necessary.
- **Professional overreliance** - from the individual without exploring the presenting information from professionals.
- **Professional judgment** - applying the knowledge, skills and experience of professionals to develop an opinion.
- **Multi-agency working** - revisiting the benefits of shared responsibility, improving outcomes, problem solving and working within a holistic framework.
- **Mental capacity** - the existence of capacity should not preclude further investigation into a person's circumstances and choices.
- **Self-neglect** - partnership knowledge of self-neglect needs improving through training to address the fundamental principles of this behaviour.
- **Understanding professional roles and responsibilities** - in respect of "duty of care". Who "owns" the case and is taking the lead?

1. The Board should assure itself that the training offered to frontline workers includes the **fundamental principles of Self-neglecting behaviour and is clear and understood.**
2. The Board should consider producing a **7 minute briefing of the lessons** highlighted above for publication with the report.
3. The Board should consider a partnership audit that addresses the fundamental question of Mental Capacity and its application.
4. The Board should consider an audit to establish the level of partnership training that is offered to professionals.
5. The Board should assure itself that multi agency working is embedded across all services and is clear and understood.

SAR 2 - Adult “Ian”

Ian died in April 2020 at just 36 years of age. The Coroner was satisfied that his death was due to natural causes. Prior to his death, Ian had been in receipt of multiple health, social and homelessness services in regard to his mental health, addiction and self-neglect issues. The day after Ian was evicted from his supported housing onto the street, he had a heart attack and collapsed; he never regained consciousness and died three weeks later. This was during the first national lockdown caused by the ‘covid-19’ pandemic. In May 2020, the Oxfordshire Safeguarding Adults Board (OSAB) decided to conduct a Safeguarding Adult Review (SAR) to explore how agencies had worked together to safeguard Ian and to learn lessons for the future.

The authors identified and analysed 8 key issues:

- i. **Multi-agency care coordination and risk management:** though in receipt of services from nine different organisations, and despite increasing concern for Ian’s safety and wellbeing, he had no comprehensive support plan, or risk assessment and management plan.
- ii. **A whole family approach:** Ian’s parents were heavily involved in supporting him but were never offered carers assessments for their own support. Ian maintained frequent contact with his daughters even when homeless and described how much those relationships meant to him.
- iii. **Mental Capacity:** It was clear that not all agencies understood that there is an expectation placed upon them to assess mental capacity. Outside of mental health and hospital services, the authors encountered many practitioners who did not see it as their role to assess capacity nor as something their organisation expected them to do, even when asking a person to give consent, provide a signature, make a decision, or agree with a suggested course of action important to the person’s care.
- iv. **Self-neglect, trauma and frequent attendance at the hospital Emergency Department:** Towards the end of his life, Ian showed extreme self-neglect, unable to manage the most basic self-care (nutrition, hygiene etc). It is not always possible to establish a root cause for self-neglecting behaviours and there are numerous possible influences, including addictions, brain injury and traumatic life events.
- v. **A psychological approach:** Ian was known to have an alcohol problem by his early 20s (possibly earlier) and also abused various illegal drugs for over ten years. In his final year and a half, Ian harmed himself through extreme self-neglect and attempted suicide several times. Ian accessed substance misuse treatment for just a few months, and only in the last year of his life. His GP and

others (including some family members) connected his alcohol use to anxiety. Ian was advised by mental health services to seek treatment for anxiety once he was abstinent from alcohol and drugs.

- vi. **The eviction:** The report closely examines events leading up to Ian's eviction from supported housing. Opportunities to prevent Ian's homelessness were not used to the full and the report explores why that might have been, concluding that housing providers need reassurance that in accommodating complex and challenging individuals, they will not be left alone to manage a crisis. Equally, Commissioners need reassurance that housing providers will use all available channels and multi-agency forums to seek support when crises occur, and indeed to prevent them.
- vii. **Coronavirus:** The report notes the context in which decisions were taken by agencies about Ian in the final few weeks of his life: the emerging 'covid-19' pandemic. By March 2020, pressure was building on public services at all levels, and decision-making happened in the context of high uncertainty and huge apprehension about what was coming. Oxford's "Everyone-In" initiative to provide self-contained accommodation for all homeless people was impressive, and would have increased Ian's (short-term) housing options, had he not collapsed and been hospitalised.
- viii. **Wellbeing and Safeguarding Principles:** Finally, the report comments on the persistence of the idea that safeguarding a person means referring them to a specific safeguarding team at the local authority, rather than working with a client, and collaboratively with other agencies, to understand: what does 'safe' look like for you? What does 'well' look like for you? The authors describe this as a 'process-led approach' rather than the 'principle-led' approach introduced by the Care Act 2014. Some ideas about how safeguarding principles could have been applied more widely are given in an appendix.

Conclusion

Overall, the review recommends better coordination of care and support, addressing the needs of the whole family, with clear identification of who leads cases and what is expected of each contributing agency. Where there are safeguarding concerns, oversight and guidance to the response by agencies must be provided by the local authority. There needs to be greater integration of mental health, substance misuse and homeless services, with at least one agency having the resources and responsibility to try to find out what has happened to a person that leads them to neglect themselves so seriously, and to formulate robust care and risk management plans. The Care Act (2014) and Mental Capacity Act (2005) provide the framework for effective care coordination but these Acts are not widely understood at the operational level and there is a system-wide issue of Care Act compliance.

Summary of Recommendations

New Learning

Based on the authors' understanding of the thematic review and resulting action plan, they suggest that the following issues have not previously been highlighted, and should be prioritised by the Board.

1. The Local Authority oversees a review of procedures to ensure that it retains oversight of safeguarding and vulnerable adult concerns passed to the mental health trust.

2. OSAB ensures action is taken by all its partners to create greater awareness of carers assessments and support for carers of people with addiction issues, complex mental health needs etc.
3. OSAB partners to consider where the ambulance service can take a person who does not need further medical attention but who is highly distressed and under the influence of alcohol or illicit drugs.
4. OSAB should find a way to hold partner agencies accountable for the support they offer to agencies in the Homeless Alliance to manage homeless people with complex care and support needs.
5. OSAB to reduce the barriers to accessing mental health treatment for people who misuse alcohol or illicit drugs, through greater integration of services and services to support clients to bridge the remaining gaps; this would likely include reviewing the provision of assertive outreach support and pre-contemplative work with chaotic drug and alcohol users who are not yet ready to attend appointments.
6. The use of 'excluded licence agreements' in supported housing should be reviewed, with a view to providing some security to residents, and clearer information about breaches.

There were also several learning points that reinforced the learning from the Thematic SAR of Homelessness. These have been made into an audit of the learning from the Thematic SAR

SAR 3 - Rhonda

Rhonda had been relatively well most of her life but had been declining in the short months leading up to her admission to Hospital and her eventual death a month later.

There were a number of concerns relating to her care whilst at Banbury Heights care home raised by her sister, which were subject to a Section 42 enquiry. As an adult with a learning disability, Rhonda's death was also subject to a review under the Learning Disability Deaths Review (LeDeR) process.

The Safeguarding Adults Review (SAR) subgroup of the Board agreed to conduct a discretionary review of what happened during Rhonda's care. This review brings together the findings of the Section 42 enquiry conducted by Oxfordshire County Council and the LeDeR review process carried out by the Clinical Commissioning Group.

Rhonda's Background

Rhonda was born partially sighted and with a mild learning disability after her mother contracted German measles during pregnancy. Although partially sighted, Rhonda had learnt to read and write. Rhonda's family felt that Rhonda could express her needs eloquently and was described as a bubbly, lovely lady who loved ballroom dancing.

Later in life, she moved into sheltered housing flat with support from her family. She then met a gentleman who although 20 years older than her was a lovely caring gentleman. She would visit him most days but return to her flat at night.

About 7 years ago she started becoming forgetful and she was eventually diagnosed with dementia in 2017. She also developed arthritis in her hips which caused her a lot of pain.

Rhonda moved into her partner's house in March 2020 temporarily after discussion between him, his daughter and her sister (and care provider) to ensure that during lockdown she received more companionship and meals. This worked well but tragically her boyfriend, who was in his 80s and had multiple health issues, succumbed to COVID in early April and died in the Horton Hospital. Rhonda really struggled with this, especially as there wasn't a funeral.

After discussions with his daughter, it was agreed that Rhonda and her partner's daughter would both benefit from the company they could offer each other at this sad time and Rhonda also still required help. Rhonda's family paid for Rhonda's living expenses while she was with the partner's daughter.

By prior arrangement and after setting up care visits at her flat, Rhonda returned home on the 6th June 2020. Her health was declining both mentally and physically, prompting the move back into her own flat with four visits a day arranged by social care and agreed by her Doctor

Within 48 hours Rhonda was found wandering in the communal hallway by other tenants, and she was then taken into hospital that night by the paramedics, where she was found to have a UTI. From there she was transferred two days later into a Hospital Hub Bed at Banbury Heights Care Home, under the joint care of Banbury Heights Care Home and the Hospital Hub Unit. At no point was Rhonda's sister advised another MRI had been carried out while Rhonda was in Hospital and the decline that it has shown; this was revealed at a meeting held much later. As Rhonda's legal guardian this should have been shared with Rhonda's sister at the time of the event, which would have helped her understand why the mental health decline was so obvious.

While at Banbury Heights there were a number of issues, which are explored further in this report. These included a lack of clarity about responsibilities for a patient in a hub bed, an overshadowing of perceived behaviours, failure to maintain regular recording and a lack of action in response to concerns raised by Rhonda's sister.

Findings

There are four key areas that need addressing.

There was a clear **failure to monitor and identify a deteriorating patient**. There were no pain charts, observations were irregular, there was no use of recognised warning tool and no evidence of use of the bowel charts.

The **perceived behaviour and known minor illnesses** potentially contributed to a failure to identify a deteriorating patient. This perception based on past behaviour and known medical conditions is referred to as clinical overshadowing.

Patients in hub beds should receive the same level of nursing care and monitoring as in a hospital bed (e.g. daily observations which were in Rhonda's care plan). Nursing staff caring for patients in hub beds have a duty of care to ensure their patients are safe and that appropriate tools and guidance is used at all times (eg Restore2, pain charts, bowels charts).

Nursing home need to change practice for patients in hub beds to ensure there is regular monitoring of patients to ensure timely management of issues and prompt identification of a deteriorating patient. The health system to organise a series of learning sessions on the use of Restore2 tool.

There was a **lack of clarity between teams about who was responsible** for what and how to escalate concerns. Staff need clearer documented information about who is following up on which issues and that explicit processes are in place for sharing concerns, whether or not they are deemed valid or not. Oxford University Hospitals (OUH) should develop guidance for care homes and the MDT re responsibilities for patients in hub beds. Clarity to be sought from commissioners regarding expectations of care and clinical oversight of patients in hub beds.

Rhonda's sister did not feel her **concerns were being heard and valued** and **did not know how to escalate** these when nursing home staff did not value them. Family members & carers have invaluable knowledge of an individual and not considering these is short-sighted of organisations and potentially could lead to important information or opportunities being missed. All organisations involved need to ensure that staff are listening to and valuing a family member's concerns. OUH need to develop a leaflet for individuals and their families about how to escalate concerns when the person is in a hub bed. The Vulnerable Adults Mortality Steering group should consider if this is needed for other settings.

Conclusion

Rhonda's final days were spent in unnecessary pain due to the issues outlined in this report. While professionals can never know the severity of that suffering, this must be taken as an opportunity for organisations to learn the lessons highlighted in this report to bring about positive change, ensuring all reasonable steps are taken to prevent this happening again to another person.

Learning & Action Plan

Nursing home's should:

- ensure there is regular monitoring of patients **as per care plan** to ensure timely management of issues and prompt identification of a deteriorating patient
- ensure that appropriate tools and guidance is used at all times (eg Restore2, pain charts, bowels charts)
- ensure that nursing and care staff have up to date training to be able to spot a deteriorating patient
- All individuals should have personalised care plans
- Staff should be trained in caring for individuals with Learning disabilities
- Staff should consider the interplay between existing known health and emotional conditions and new emerging risks

There must be clarity for staff, patients and family members about who is responsible for which areas of care and how and who to escalate concerns to. Learning for all settings:

- Settings must develop a personalised care plan for every individual in their care
- Settings must work in partnership with family members

As with all Safeguarding Adult Reviews, the action plans are monitored by the PIQA subgroup and then audited for impact once completed.

OSAB Training Programme

During COVID-19, all training was moved to e-learning. This allowed professionals to continue to maintain high levels of training adherence without the risks associated with bringing large groups of people together. It also improved the accessibility to training as it could be done at the pace and time of the delegate rather than attending a face-to-face training session. The training figures have risen from 2,144 delegates to 2,521 delegates. This is likely to rise again in 2022-23 as the Learning & Engagement Officer expands the OSAB's training offer. The Board is also offering a series of interactive sessions on trauma and the impact of trauma.

Satisfaction rates with the training have not decreased despite the move to only providing training in an e-learning format (96% approval rating for the reporting year as well as the previous reporting year). The training has remained free for everyone to remove as many barriers as possible for accessing the training. This is due to the funding from the partner agencies to support the multi-agency training offer.

Conclusion

The Board Member partnership knows:

- The local safeguarding partnership has continued to maintain a high standard of work during a second year of COVID that has affected all partner organisations. There has been an increase in safeguarding concerns across all types of abuse and neglect. There is no obvious reason behind this increase in concerns or the drop in the number of enquiries during the year, but year to date figures (April 2022 to June 2022) indicate this trend is already reversing.
- The Making Safeguarding Personal approach has been championed throughout the year and there has been an improvement in the number of people who have defined what they wanted to happen as a result of the safeguarding work and who were satisfied with the work that was undertaken. This is excellent progress during a difficult year and demonstrates professionals are continuing to keep the person at the centre of their work with them, empowering them to make the decisions that are important to them and honouring that as much as they are able to whilst seeking to protect them.
- The annual Practitioner survey of Frontline workers has indicated that the majority of workers have maintained a high level of safeguarding training despite challenging conditions. There is still work to do to improve practitioner confidence with escalating concerns when there is a difference of opinion.
- Organisations continue to experience issues around recruitment, retention and resilience, which have been included in the impact assessment consistently since it was introduced. As in previous years, Organisations are reporting an increase in demand on their services as well as an increasingly complex individuals seeking our help and support.
- Despite challenging financial and workforce pressures and the against a backdrop of COVID, there is a narrowing gap between the life expectancy for people with a learning disability and the general population. The leading cause of death (cancer) is now the same as for the general population, COVID deaths were no greater for adults with LD than the rest of the population, and the clear line of sight between Commissioners and people in out of county placements. This demonstrates that we can still improve support to the most vulnerable people in our society when we set our minds to it.

There is still work to be done and these are the key messages for local leaders reading this report:

- **Refreshing the links between strategic partnerships** – during COVID-19 the focus of organisations has rightly been diverted to ensuring those most vulnerable in our society are protected as much possible. This had the effect of reducing the focus on strategic partnership work during this period. The relationship between the strategic partnership groups within Oxfordshire (Children's Board, Health & Wellbeing Board and the Safer Oxfordshire Partnership) needs to be reviewed and refreshed.
- **Improving Engagement** – there is an extensive plan of work being undertaken by the Engagement Subgroup to better understand the views of the people of Oxfordshire about safeguarding as well as agreeing routes for their views being fed into the work of the Board to influence our work and hopefully improving our impact on adults with care and support needs.
- **Improving how we manage risk on a multi-agency basis** – out of the work around homelessness, the Board developed the MARM process to address multi-agency risk and how it is managed. The work is new and throughout 2022-23 the Board will work to improve this process and will be formally reviewed at the end of the year.

Divisions Affected - All

Cabinet – 18 October 2022

Oxfordshire Safeguarding Children Board (OSCB) Annual Report Report by Corporate Director of Children's Services

RECOMMENDATION

1. **Cabinet is RECOMMENDED to** note the annual report of the Oxfordshire Safeguarding Children Board senior safeguarding partners and to consider the key messages.

Executive Summary

2. This paper highlights findings from the Board's annual report on the effectiveness of local arrangements to safeguard and promote the welfare of children in Oxfordshire.

Background

3. Local multi-agency safeguarding arrangements are the collective responsibility of chief officers in the county council, the NHS clinical commissioning group and the police.
4. These three senior safeguarding partners agree ways to co-ordinate their safeguarding services for children; act as a strategic leadership group in supporting and engaging others; and implement local and national learning including from serious child safeguarding incidents. They work with relevant partners through the Oxfordshire Safeguarding Children Board', under the leadership of an Independent Chair. The arrangement is referred to as the "Oxfordshire Safeguarding Children Board (OSCB)".
5. The report can be accessed in full on the [OSCB website](#).

Key Issues

6. The OSCB Annual Report sets out the safeguarding challenges in Oxfordshire. The report shows the need to improve practice with respect to the themes of: (1) Neglect (2) Child exploitation and (3) Keeping children safe in education.
7. There are key messages for system leaders to bring a collective focus to:

“ensuring early help is led and resourced at a senior level in line with the Children and Young People’s plan”

“ensuring organisations are doing everything they can to support safeguarding priorities of neglect, child exploitation and keeping children safe in school. This needs whole system change and should be everyone’s business”

“making sure capacity and demand issues in organisations are known across the partnership so we can tackle them together as a whole system. This includes issues of recruitment and retention of our highly valued workforce”

8. The Child Safeguarding Practice Review Annual report sets out what the safeguarding partnership can learn from the most serious and complex reviews.
9. Over the last year the Serious Case Review for Child R was published, three reviews were undertaken and 6 Rapid Reviews completed. Practical learning from these reviews informed the OSCB training programme for approximately 15,000 local workers and volunteers. It also informed learning summaries, workshops and an online conference.
10. The strategic messages for system leaders from these reviews, are:
 - **Make sure that vulnerable children are seen.** Covid has taught us that any decision not to meet with a vulnerable family in person must be a shared one. The risk of not doing so must be central to that shared decision.
 - **Embed the culture of early help** work across everyone working with children
 - **Develop a clear understanding of trauma informed** practice across your services and adopt that approach to working with children
 - **Develop and invest in plans to keep children close to home** by expanding local residential and foster care provision to meet children’s needs.
 - **Ensure rigorous commissioning and quality assurance** of placements for the children we care for
 - **Maintain oversight of how we record and share information** about children. Set high standards.
 - **Ensure greater understanding of the range of mental health and mental wellbeing support** opportunities for adolescents
11. The Performance Audit and Quality Assurance Annual report sets out what is understood about the effectiveness of safeguarding practice. The report has evidence of high standards of partnership working and acknowledges the complex challenges and pressures faced by workers over the pandemic. It summarises the common themes for learning and improvement to support vulnerable children. It concludes that:
12. **Our current priorities for system change are right – we just need more traction on making change happen.** This means helping practitioners learn how to identify early and deal with neglect; bringing together educational leaders to work on issues regarding exclusions and alternative provision to keep children safe in education; ensuring earlier and timely access to mental health and well-being services.

13. **We need to work better as one system.** We all need to think about how we work together based on what we have learnt. For example, reminding practitioners to use multi-agency chronologies, share information.

Corporate Policies and Priorities

14. The report outlines the Safeguarding Children Board priorities, the learning from case review work, the outcomes of quality assurance work and the summarised findings with respect to the unexpected child deaths in Oxfordshire. The report supports the Vision, Values, Objectives and Strategic Priorities in the County Council's Corporate Plan (see [Corporate Plan](#)).

Financial Implications

15. The Oxfordshire Safeguarding Children Board is funded by the local safeguarding partnership including the county council, district councils, the NHS Clinical Commissioning Group, Thames Valley Police and the National Probation Service. The budget contributions and expenditure is outlined in full detail in appendix B of the report.

Comments checked by:

Thomas James, Finance Business Partner thomas.james@oxfordshire.gov.uk

Legal Implications

16. There are no legal implications for the Local Authority. Checked by: Sukdave Ghuman, Head of Legal Services & Deputy Monitoring Officer sukdave.ghuman@oxfordshire.gov.uk

Sukdave Ghuman
Head of Legal Services

Kevin Gordon
Corporate Director of Children's Services

Annexes:

Annex 1: OSCB Annual Report
Annex 2: Child safeguarding practice review subgroup annual report
Annex 3: Performance, audit and quality assurance subgroup annual report

Contact Officer: Tan Lea. Strategic Safeguarding Partnerships Officer

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OSC B

Oxfordshire
Safeguarding
Children Board

Annual Report 2021-22

Foreword by the Senior Safeguarding Partners

We have the responsibility to work collectively and to drive forward improvements in our safeguarding system to ensure that children are safe as possible in Oxfordshire.

In our third year of reporting as senior safeguarding partners it has been rewarding to see progress across the system and to commend practitioners for some excellent safeguarding work.

However, local data tells us that children are 2 and half times more likely to have a statutory assessment than an early help assessment in Oxfordshire. Organisations in Oxfordshire need to increase early help work for families. We support the view that this needs to be led and resourced at a senior level in line with the Children and Young people’s plan.

Local safeguarding practice reviews and quality assurance work point to where more could be done. Our message to local organisations is to ensure that they are doing everything they can to support our priorities of neglect, child exploitation and keeping children safe in school. For us to be effective against these serious safeguarding concerns, we need to work collectively.

We will maintain close oversight to make sure capacity issues and demand are known across the partnership so we can tackle them together as a whole system. We thank those people working locally, who make a positive difference to children and families’ lives and recognise the commitment that they have to keeping children as safe as possible.

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Independent commentary by the OSCB Independent Chair

The last year has presented partners with a range of safeguarding challenges, from adjusting to the latter stages of the pandemic to tackling persistent issues such as neglect, extra-familial harm and keeping our children safe in school. All this has had to be faced against a backdrop of increasing demand and worrying staffing pressures.

The Partnership in Oxfordshire has sought to work effectively together to meet the needs of its children and young people, carrying out important learning reviews and holding partners to account for their safeguarding responsibilities.

There is a robust safeguarding structure in the county, with a wide range of agencies and organisations involved. As well as the formal meeting programme I have sought to better understand the day-to-day realities of colleagues by having a series of 1:1 meetings both in-person and virtually. This has shown me at first hand their commitment and dedication to our young people.

We must remain vigilant to the safeguarding risks facing our communities and I am confident the OSCB and its partners are committed to that task.

Derek Benson

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1. Introduction

We want to keep children in Oxfordshire as safe as possible by making sure everyone understands their roles and responsibilities regarding safeguarding through training, learning and local resources.

This report sets out what we have done to achieve our shared vision and aims for children in Oxfordshire.

Our vision

We want to keep children in Oxfordshire as safe as possible by making sure everyone understands their roles and responsibilities regarding safeguarding through training, learning and local resources.

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Our aims

We want to provide Oxfordshire's safeguarding partnership with:

1. **Leadership and Governance**
2. **Direction on improving practice**
3. **Scrutiny and quality assurance**

2. Providing leadership for effective safeguarding practice



Stephen Chandler
Chief Executive of
Oxfordshire County Council



James Kent
Integrated Care System Lead,
Buckinghamshire, Oxfordshire,
and Berkshire West Clinical
Commissioning Group



John Campbell
Chief Constable,
Thames Valley Police

Oxfordshire's senior safeguarding partners.

The Executive Group is responsible for overseeing Oxfordshire's safeguarding arrangements



The Oxfordshire Safeguarding Children Board brings together local organisations, which deliver services that affect families' and children's lives



The board includes independent community members and voluntary sector members also.



Safeguarding work is driven by multi-agency subgroups. You can find information on them, our membership, funding, and links to other partnerships in links at the end of this report.

Our partnership is not responsible or accountable for delivering child protection services, but we keep children as safe as possible because we:



- > provide oversight
- > identify and escalate emerging issues
- > seek assurance
- > challenge and hold each other to account

UPDATE ON THE LAST 12 MONTHS

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raised with the government the bigger safeguarding issues, which cannot be sorted locally. This included the availability of homes close to Oxfordshire for children who have a complex set of safeguarding needs and cannot live at home

- strong assessment of risk and capacity in the safeguarding system post-covid
- overseeing the learning from local and national reviews to improve practice
- allocating additional resources on child exploitation and neglect
- new guidance on information sharing by the police regarding taxi drivers
- commended 5 individuals for good safeguarding leadership from schools, the police force and the community and voluntary sector
- commended 3 groups of individuals, who worked well together on safeguarding initiatives

EFFECTIVENESS OF LEADERSHIP IN SUMMARY:

- ✓ strategic ownership of safeguarding by police, health and the county council
- ✓ good, frequent engagement of the partners bringing added value in terms of direction, decision making and connection
- ✓ need to ensure that the new Integrated Care Services for health is represented at the right level in the coming year

3. Children in Oxfordshire



The child population of Oxfordshire has grown by 7.3% in the last ten years and is estimated to stand at 148,097 young people aged under-18¹. 26% of the school age population are from ethnic minority groups.

What we know about different levels of support for children and families

Early help In Oxfordshire



2,938 assessments were completed. However early help in Oxfordshire is at lower levels than in similar counties

Request for support through the Multi-Agency Safeguarding Hub (MASH)



23,920 contacts. An increase of 33 %. However, there was no notable rise in referrals to social care, with most families being directed to other support

Support through a child protection plan



475 last year to 567 children this year. This number is still lower than in 2019

Children we care for



776 last year to 846 children this year. This is due to us caring for more Oxfordshire children as well as unaccompanied children



This means that children are 2 and half times more likely to have a statutory assessment than an early help assessment in Oxfordshire. The safeguarding system needs to increase its early help work.

¹Source ONS Mid-Year Estimates for Oxfordshire for people aged 0-17 2010 & 2020

4. The effectiveness of safeguarding arrangements

Our partnership has 3 safeguarding issues where practice improvement is essential



we need to support those families, who are not yet meeting all the needs of their children

we need a system-wide approach to keeping children safe from harm outside their home & from child exploitation

local arrangements need to be properly understood and better used to keep children in full time education

TACKLING NEGLECT

What went well	Even better if
<ul style="list-style-type: none"> ✓ improved focus demonstrated through a 'challenge event' which showed progress so far ✓ operational and strategic level work to support change in practice across our safeguarding partnership ✓ individual organisations taking responsibility for how they can make a difference ✓ audit of practice to identify gaps in the system 	<ul style="list-style-type: none"> ● neglect was identified earlier before families reach a crisis point and need statutory help ● changes in practice are embedded across the whole system ● practitioners and managers routinely used the tools and resources available

CHILD EXPLOITATION WORK

What went well	Even better if
<ul style="list-style-type: none"> ✓ hospital navigator system set up ✓ targeted joint-working across the police, children's social care and the youth justice service to disrupt the criminal exploitation of children ✓ review of screening tool to improve identification of children at risk of exploitation ✓ review of multi-agency groups tackling child exploitation to streamline work and improve practice ✓ audit of practice to identify gaps in the system 	<ul style="list-style-type: none"> ● the shared vision and strategy are embedded ● the screening tool and pathway are embedded ● inter-agency data systems and information sharing are in place ● disruption of criminals is targeted and effective ● all staff feel confident and have the skills to tackle child exploitation ● need is identified at an early point and support is given

KEEPING CHILDREN SAFE IN SCHOOLS AND SETTINGS

What went well	Even better if
<ul style="list-style-type: none"> ✓ exclusions of children from school have reduced. Looking at a 4-term timeframe they fell from 66 in 2019/20 to 19 in 2021/22 ✓ suspensions fell from 1741 to 846 in the same period 	<ul style="list-style-type: none"> ● we improve attendance at school for the most vulnerable groups as this has increased over the last 12 months ● we could increase 'early help' work

EFFECTIVENESS OF DRIVING FORWARD PRACTICE IN SUMMARY:

- ✓ improvements made in all three priority areas
- ✓ limitations of progress also noted - a push is needed by all partners to keep these gains
- ✓ local leaders need to drive forward the cultural change and the system change for the safeguarding partnership to be more effective

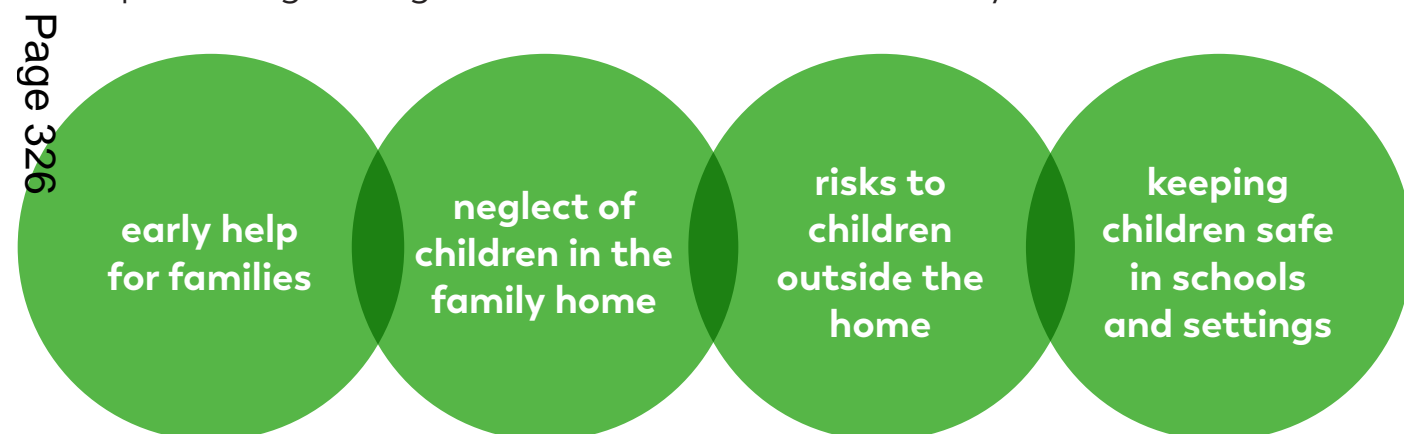
5. Findings from Child Safeguarding Practice Reviews

The OSCB has worked on 5 reviews for 6 children in 2021/22.

The Serious Case Review for Child R was published in December 2021. Child R was thirteen years and seven months old when she died in an out of county residential placement. She had previously been in foster care in Oxfordshire and had also been treated in an Oxfordshire in-patient psychiatric unit prior to moving to the residential home. She was part of a large sibling group, who had been supported by services for some time. Safeguarding concerns included neglect, physical harm and sexual harm. A Report and Learning summary are published on the OSCB website. The ten recommendations from the Child R serious case review published this year are a good reference point on what needs to improve in Oxfordshire's safeguarding system.

What we know

The repeat safeguarding themes identified in reviews last year are still current:



However, there are new repeat factors from the more recent reviews:

Child sexual abuse
& Child sexual
exploitation

Sharing of intimate
images on-line

Children's emotional
wellbeing & mental
health

Leadership and organisational culture impact on practice. The messages for system leaders are that we should:

- **Make sure that vulnerable children are seen.** Covid has taught us that any decision not to meet with a vulnerable family in person must be a shared one. The risk of not doing so must be central to that shared decision
- **Embed the culture of early help** work across everyone working with children
- **Develop a clear understanding of trauma informed** practice across services and adopt that approach to working with children
- **Develop and invest in plans to keep children close to home** by expanding local residential and foster care provision to meet children's needs
- **Ensure rigorous commissioning and quality assurance** of placements for the children we care for
- **Maintain oversight of how we record and share information** about children. Set high standards
- **Ensure greater understanding of the range of mental health and mental wellbeing support** opportunities for adolescents
- **Improve our use of language and our communication**

EFFECTIVENESS OF LEARNING FROM PRACTICE REVIEWS

- ✓ analysis is independent and constructive involving families and practitioners
- ✓ recommendations can be evidenced as changing systems and services
- ✓ new messages are coming through about how we support practitioners working with safeguarding issues such as child sexual abuse and online abuse

Findings from Child Death Overview Panel 2021-22

The OSCB has worked on 5 reviews for 6 children in 2021/22.

Who Are We?

The CDOP Panel are a multiagency subgroup of the OSCB, who meet 4 times a year

What We Do

In accordance to statutory guidance, review the deaths of all children resident in Oxon

Aim

To take forward recommendations to influence strategic changes and practice and ultimately reduce the incidence of child deaths

Deaths in children are always very distressing for parents, carers, and clinical staff. Reviewing the confirmed causes of childhood deaths can lead to effective action in preventing future deaths, which is at the core of the process. A more detailed report is available.

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Summary

In 2021-2022 there were 32 notifications of a child dying in our area – this is a slight increase from last year (23), 46% were under 27 days old. There were 7 joint agency response meetings for a family in which their child died suddenly. The Child Death Overview Panel met 4 times and reviewed 24 cases. 42% of those cases reviewed had ‘modifiable factors’, compared to the national figure of 37%.

Learning and actions from the reviews completed in 2021-2022:

- Co-sleeping, smoking by the primary carer and alcohol consumption pre-incident were factors identified, together and separately, as modifiable factors in 2021-22
- A new co-sleeping animation was developed and shared widely alongside the Berkshire West ‘Lift the Baby’ film
- Proactive end-of-life planning and timelier interprofessional communications, particularly between community care providers and acute teams has been recommended to teams as beneficial to improving more holistic care provision and coordinated, shared family support
- New symptoms or behaviours should be proactively followed up in children with complex needs to enable timely treatment changes and care reviews e.g. seizure activity
- Water safety advice to private landlords and to children in schools has been updated especially emphasising the risks of cold water and open water settings.

6. Embedding learning and improvement

‘I have just taken part in the (Jacob CSPR Learning) session which was so powerful and beneficial’, Probation Service

Really positive to be able to see how a SCR supported the development of services and communication links

The OSCB aims to improve practice through learning from reviews. We keep in touch with practitioners and run online events.

In 2021/22 a ‘Big Day of Learning’ included the Chair of the National Safeguarding Practice Review Panel as keynote speaker. Over 300 practitioners attended OSCB multi-agency learning events on:

- Improving our practice through learning from reviews
- The right support at the right time
- Introduction to the mental health pathway
- Reducing the Risk, The Domestic Abuse Act 2021
- Untouchable worlds, learning from the Child Safeguarding Practice Review for Jacob
- Updated learning from the CSPR for Jacob

Learning has led to improved ways for us to work together:

Thresholds of Needs Matrix. This provides advice on ‘what to do and when’ to ensure that children and families get the right support at the right time.

...an updated **Joint Operating Framework for Taxi Licensing** providing a single set of minimum standards for agencies with responsibilities for transporting children

...review of the **multi-agency chronology** to improve the way that we work and understand ‘what it means to be a child in the family’ that we are supporting

Partners ran campaigns on concerns such as safer sleeping:

- [LIFT THE BABY – for safer sleeping](#)
- [Lullaby Trust safer sleeping advice](#)
- [NHS Oxfordshire CCG unsafe sleeping for babies](#)

The [OSCB online procedures manual](#) was updated

- [FGM learning resource developed](#)
- [Joint activity pathway for children and adult services](#) when supporting parents with mental health problems
- [Protocol for management of bruising in pre-mobile babies/children](#)

Learning through training

Summary

289

training events
in total

5,072

practitioners attended virtual
and face to face training

8,809

practitioners completed
online learning

Practitioners have told us about OSCB training

"I described it as akin to quality supervision (a rare experience for many Designated Safeguarding Leads). A fantastic use of time and resource"

"This was by far the best Safeguarding course I have done. Great information sharing"

OSCB trainers are volunteers

- 1 volunteer safeguarding trainers
- 2 new trainers joined our 'virtual training team' this year
- 3 development sessions were held for trainers to build their knowledge of self-harm referrals and healthy strategies, domestic abuse and young people and case reviews

The trainers are an invaluable line of communication the safeguarding network. They meet Oxfordshire's workforce over 100 times each year and feedback their views directly to us.

OSCB trainers have told us...

'I enjoy it, it gives me lots of different perspectives, pushes me to keep up to date on research and knowledge, I generally enjoy passing that knowledge to others. People are nice, I find it more valuable in terms of my development then going to training sessions, trainer development days are a good space to get together with other professionals'

EFFECTIVENESS OF EMBEDDING LEARNING IN SUMMARY:

- ☒ learner gain is recorded & feedback shows how learning will be applied
- ☒ training is delivered by local volunteers, with pace so that learning is embedded through the local network
- ☒ multiple resources demonstrate how well partners share key messages

7. Evidence and Assurance

The OSCB looks at the children's safeguarding system in different ways to check how well it is working.



organisations check how well they comply with safeguarding standards and look at pressures on their services

we reviewed 11 large services which support children in some way through a self-assessment and a peer review



we review how well organisations work with others to support children

we reviewed children's experiences of support, where they were at risk of exploitation, where they had experienced substantial neglect



from practitioners, families and children: an important part of the jigsaw, these are included wherever possible

over 700 practitioners completed an online safeguarding questionnaire for the OSCB



we review facts and figures against local targets

we review data on all safeguarding pressure points at all levels of the partnership on a bi-monthly basis

Main areas of safeguarding concern in summary over the last 12 months

The review of information leads to the escalation of some matters to the senior safeguarding partners. The most persistent issues in the safeguarding system remain:

- Contacts into the Multi-Agency Safeguarding Hub (MASH). In 2020/21 the number of contacts into the MASH rose by 33% to 23,920; when just over 10% of children in Oxfordshire had a MASH contact.
- Multi-agency help at an early stage of need is lower than local targets. You remain twice as likely to receive a social care assessment than an early help assessment in Oxfordshire.
- Waiting times for children with mental health problems.
- Increase in the number of children electively home educated. This number has increased by over 30% to just over 900 children. Information has been put in to place to advise parents of the implications and work has been undertaken to identify the most vulnerable in this cohort.
- The number of A&E attendances for self-harm are 56% higher than last year and 58% more than 2019. (However, this has not led to an increase in actual hospital admissions which for self-harm (15-19) are 1% lower than 2 years ago).
- Recruitment and retention across the whole system alongside the impact of Covid. All safeguarding partners have noted this as a challenge in the current economic environment through the safeguarding self-assessment

EFFECTIVENESS OF QUALITY ASSURANCE:

- ✓ partners have a full picture of the safeguarding system for children across the local authorities, police and health including emerging issues e.g., concerns regarding mental health, self-harm, increases in home education
- ✓ progress is evidenced: use of new resources; escalation of issues to strategic safeguarding partners
- ✓ there are a number of repeat messages which need senior leaders to reflect upon to deliver change in particular in terms of neglect and child exploitation



Annual Report 2021/22 Conclusions

Strategic safeguarding partners need to take a lead on embedding the learning from 2021/22 in their organisations and across the system. This includes:

- ensuring early help is led and resourced at a senior level in line with the Children and Young People's plan
- ensuring organisations are doing everything they can to support our priorities for neglect, child exploitation and keeping children safe in school – these need whole system change and should be everyone's business
- making sure capacity issues and demand in organisations are known across the partnership so we can tackle them together as a whole system. This includes issues of recruitment and retention of our highly valued workforce

Appendix A: Key safeguarding messages for Oxfordshire stakeholders

Our local community: safeguarding is everyone's business. Please report a concern if you are worried.

If you have a concern about a child, please call MASH on **0345 050 7666** during office hours.

Children and young people:

- ✓ thank you for telling us what you think
- we are promoting the Children Care Council's Good Communication Guide that has been updated with the support of the Safeguarding Young Ambassador
- we know that:
 - family relationships matter to you and we should recognise that more when trying to support you
 - we need to listen better to what you are telling us about what you need and what you feel and that we then take action together that makes a difference
 - we should recognise when your behaviour is telling us something has happened to you
 - how we talk to you and how we write about you matters

Children's workforce:

- ✓ Thank you for doing a great job under pressure
- ✓ We have heard some great feedback about you, which has said that you "are committed to improving the experience of children and young people in Oxfordshire"
- Please consider these learning points from recent case reviews:
 1. **Child sexual abuse.** We need to know how to recognise it, how to talk about it and how to address it with care. Children need to feel heard and feel safe
 2. **Behaviours demonstrating a child's trauma** and their need for help when they are not telling us using words, in particular if they are non-verbal
 3. **Thinking about how we talk 'to' and 'about' children.** Thinking through what words we use when we respond to children seeking help. Moving from "what is wrong with you" to "what has happened to you". This includes how we write about children
 4. **The long-lasting impact of adverse childhood experiences** which play out as a child becomes an adolescent and then a young person. We need to recognise emotional abuse and emotional neglect and the role that child blame plays within this
 5. **Safe sleeping.** Getting the message out there to all parents and carers, not just mums
 6. **Working with fathers and male carers.** In the majority of reviews, where a child was harmed by an adult, the adult was a male and not enough was known or understood about that adult. Attention needs to be given to the whole family and all those who care for the children



Heads and Governors of schools:

- ✓ Good work has been done to keep children in education and to reduce exclusions
- ✓ More schools are providing 'early help' to pupils and their families. Two schools were recognised for their early help work this year – we would like to extend this to all schools in 2022/23. Tell us about your good work.
- ✓ Safeguarding partners do not underestimate the investment this takes in terms of time and commitment to all pupils and families
- ✓ 100% return of schools safeguarding assessments. Make sure that your safeguarding governors have seen this and signed it off.
- Check your pupil attendance and take action – know their 'whereabouts'. We know that children are safer in school
- Governors should ensure that they are focussed on attendance of children in their school and have identified a senior lead with responsibility for early help

The community, faith and voluntary sector:

- Your role in early help is important: we recognise that you are managing a lot of challenging work
- Make use of the bespoke OSCB safeguarding policy template and checklist
- Carry out a safeguarding self-assessment

Senior managers and leaders:

- ensure early help is led and resourced at a senior level in line with the Children and Young people's plan.
- ensure your organisation is doing everything it can to support our priorities for neglect, child exploitation and keeping children safe in school – these need whole system change and should be everyone's business
- make sure capacity issues and demand in your agency are known across the partnership so we can tackle them together as a whole system

Appendix B: Matrix of safeguarding concerns from quality assurance work

● Review work ● Quality assurance work ● Data ● Escalated issues

...that need regional and national attention	
Availability of homes close to Oxfordshire for children who have a complex set of safeguarding needs and cannot live at home	● ● ● ●
...that are about our systems and how we work together as a whole	
Cultural shift in helping families at an early stage collectively to tackle neglect in the family home	● ● ● ●
County-wide effort to deal with the exploitation of children outside of their home	● ● ● ●
Shorter waiting times for children who need help with mental health problems	● ● ● ●
Shared vision and connectivity with schools about keeping children safe	● ● ● ●
Recruitment and retention across the system is challenging and adding to service pressures post-covid	● ●
...that are about our practice	
Straight talking with families to identify and name neglect	● ● ● ●
Using the same resources to help families at an early stage e.g., early help assessment	● ●
Thinking about safeguarding all family members – parents, children, siblings – when you may have contact with just one family member	● ●
Better sharing of safeguarding information across different health information systems	● ●
...that are repeat themes	
Lower exam grades for the most disadvantaged children	● ● ● ●
Children being visible to others and kept safe in early years settings and education during the day	● ● ●
Complex range of safeguarding issues that children face	● ● ● ●
...that have come to the fore through the pandemic	
Importance of keeping sight of the most vulnerable children	● ●
Emerging issues of domestic abuse and mental health concerns following lockdowns	● ● ●
Increased demand on frontline services post lockdown	● ● ●

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Appendix C: Links

...to the multi-agency safeguarding arrangements

...to more ‘about us’



Appendix D: OSCB Budget

End of year figures 2021/22

Funding streams

Public Health -£30,000.00

Income

Foster carer training -£3,400

Non-attending delegates -£9,465

Platform fees -£63

Contributions

OCC Children, Education & Families -£206,400

OCC Dedicated schools grant -£64,000

NHS OCCG* -£60,000

Thames Valley Police -£21,000

National Probation Service* -£1,410

CRC* -£2,500

Oxford City Council -£10,000

Oxfordshire DC -£5,000

South Oxfordshire DC -£5,000

West Oxfordshire DC -£5,000

Vale of White Horse DC -£5,000

Cafcass £0

Public Health (see above) £0

TOTAL INCOME

-£428,238.00

Expenditure

Independent Chair £26,700

Business unit £274,107

L & I work £9,104

Training & learning £39,868

Subgroups £8,261

All case reviews £28,163

CSPR Action planning work £22,172

Neglect work £559

TOTAL £408,934

Available reserves* £73,975

Drawdown £0

Add to reserves £19,304

Reserves Balance £93,279

* NHS Oxfordshire CCG also funds the Child Death Overview Process at a cost of £76,774 per annum



OSCB

Oxfordshire
Safeguarding
Children Board

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Images used in this annual report are stock images

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Report Title	Child Safeguarding Practice Review subgroup annual report, 2021-22
Chair:	Lara Patel, Deputy Director for Safeguarding, Oxfordshire County Council

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1. Introduction

This is the annual report from the Chair of the Child Safeguarding Practice Review (CSPR) subgroup. It covers information on all reviews considered and commissioned as well as any action taken over the last 12 months.

2. The CSPR subgroup

The purpose of the subgroup is to support the OSCB in fulfilling its legal duty to undertake reviews where the criteria¹ is met. It has the local duty to undertake reviews where learning could lead to improvements in practice. The aim is to help the OSCB learn from the most serious and complex situations and incidents. The subgroup members come from:

- Thames Valley Police
- Oxfordshire County Council's children, Public Health education and legal services
- The NHS through the Clinical commissioning Group, Oxford University Hospitals FT and Oxford Health NHS FT

The local education community

3. National Context

The Department for Education's National Panel for Child Safeguarding Practice Reviews maintains national oversight of review work. Over the reporting period the National Panel for Child Safeguarding Practice Reviews has completed a review on safeguarding children under one from [non-accidental injury](#). This is pertinent to the OSCB Rapid Reviews. The panel has noted some national trends also reflected in our local reviews: supporting children during Covid-19; keeping children safe who are not seen by schools; domestic abuse; risk assessment processes and multi-agency decision making.

¹ Working Together to Safeguard Children 2018

4. Rapid Review meetings held by the CSPR subgroup

The purpose of a Rapid Review is to decide if the criteria is met for a Review² and if one is needed. (If work is already in place or there is no further learning to be gained, then it is not necessary to do a review). Serious incidents are referred for a Rapid Review in line with guidance in [Working Together 2018](#). Appendix A explains how the Department for Education defines a serious incident. The CSPR subgroup also reviews cases referred by board members if they present concerns in how well agencies have worked together to safeguard children. This includes cases which may have met the NHS Serious Incident Framework³.

4.1 Relevance of Rapid Reviews

Rapid Reviews concern current incidents. They guide us to current learning points.

They do however concern a very small number of children. The population of children in Oxfordshire is estimated to be 140,000. Over 500 children are subject to child protection plan and we care for over 800 children. We know however, that the Rapid Reviews reflect national safeguarding themes. The National Panel's reports cover the same themes.

4.2 Rapid Review facts and figures from 2021-22

- 6 Rapid Reviews, compared to 9 in the previous year (2020-21)
- 1 Rapid Review recommended a CSPR
- 3 referral sources: health, children's social care and a neighbouring partnership
- 2 Rapid Reviews were held jointly with neighbouring safeguarding partnerships
- 0 concerned child deaths
- the National CSPR⁴ Panel agreed with all but one of the decisions, where they requested further clarification on specific points regarding the children'

This year there was increased activity with neighbouring safeguarding partnerships. This included the contribution to a Rapid Review from another county. This reflects the ongoing theme of insufficient places close to home and the challenges of keeping children safe where their needs are complex and they move in and out of Oxfordshire.

4.3 Children reviewed

- 8 children were involved in the 6 Rapid Reviews
- they were from 6 families
- half of the children were below 5ys and half were 13ys and above
- of those below 5ys, 2 were babies
- the majority had previous involvement with children's social care e.g., a child in need, subject to child protection planning or a child we care for

The breakdown of children was split by age group, as in 2020-21.

² Review in this context means Child Safeguarding Practice Review

³ [NHS England » Serious Incident framework](#)

⁴ The National Panel receives, considers and comments on all Rapid Reviews and can commission national reviews requesting OSCB input as outlined in this guidance

Ages	Safeguarding factors
Children under 5 ys	<ul style="list-style-type: none"> physical abuse – in most cases a male abuser neglect – families were not able to meet the needs of their children emotional abuse
Children 13 ys & above	<ul style="list-style-type: none"> child sexual abuse within the home from male and female perpetrators harm from outside the home (this is also called contextual safeguarding and is about child exploitation) mental health and emotional wellbeing

This age breakdown could indicate that primary school is a key time to identify early concerns and offer more preventative support. Most of the adolescents had previously shown early signs of safeguarding concerns that were not always followed up.

4.4 Rapid Review – categories of abuse

For those children under 5 ys physical abuse was a key factor. It was associated with the learning that practitioners need full knowledge of the family background and parenting skills of all carers. In addition, medical staff were reminded of the procedures regarding skeletal surveys where there has been an injury and there are safeguarding concerns. Finally, it led to the repeat reminder regarding safe sleeping. This was also a learning point from the Child Death Overview Panel.

For those children aged 13ys and above sexual abuse within the family network was a key factor. It was associated with learning regarding communication with children. In particular communication with children who have a medical diagnosis, which means that they are non-verbal or struggle with communicating. A child's behaviours will be their way to show they need help. These Rapid Reviews highlighted the challenges of keeping children safe where their needs are complex, especially if they move in and out of Oxfordshire.

The Rapid Reviews showed that actions taken during the pandemic have had an impact. It meant that children have not always been 'seen'. Families' responses to the pandemic have sometimes been to opt for online meetings, decline children being weighed, keep children away from school or reduce contact.

5. Local Reviews

5.1 Purpose

A review is undertaken when we need to learn from the most serious and complex situations and incidents. It will be completed by an independent reviewer. The reviewer works with managers from local organisations to take an objective look as to how well they worked together. They talk to practitioners and to families. The review will lead to a report with findings and recommendations.

5.2 Relevance of Reviews undertaken by the CSPR subgroup

Reviews concern incidents which, usually, will have taken place over the last one-two years. They guide us to learning points that require changes to the way that we work together across the safeguarding partnership. These will be longer-term improvements.

As with Rapid Reviews they concern a very small number of children. However, the learning should lead to changed practice for many children.

5.3 Facts and Figures

The CSPR subgroup has worked on 5 reviews in 2021-22.

- 1 Serious Case Review⁵ for Child R (published Dec 2021)
- 3 Child Safeguarding Partnership Reviews⁶
- 1 Partnership Learning Review⁷

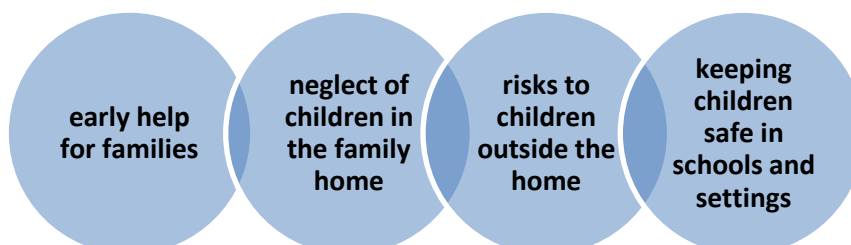
5.4 Children reviewed

The reviews concerned 6 children. Sadly, 1 of the children had died.

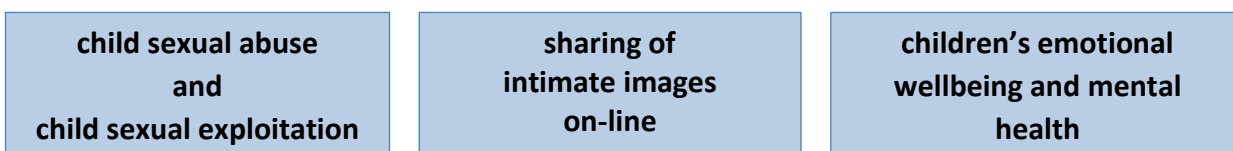
- 4 were female, 2 were male
- most were 13ys or older but 2 were below 5ys
- all were white British
- the majority had previous involvement with children's social care e.g., a child in need, subject to child protection planning or a child we care for

5.3 The safeguarding themes from Reviews in summary

Last year the safeguarding themes from case reviews fell under the below 4 headings.



However, there are new repeat factors from the more recent reviews:



These factors had a powerful presence in the reviews. The first two blocks often occurred together.

⁵ A Serious Case Review is the name previously given to an independent review into a case where a child has been seriously harmed or has died and abuse or neglect is known or suspected.

⁶ Since the updated Government Guidance in 2018 a Child Safeguarding Practice Review is the name given to an independent review into a case where a child has been seriously harmed or has died and abuse or neglect is known or suspected

⁷ A Partnership Learning Review is the name given to a review not meeting the national criteria but from which we can develop local learning

6. Learning points this year:

Practitioner skill set

Reviews tell us that our skill sets need to respond and develop to current need. Safeguarding concerns have been as follows.

1. **Child sexual abuse.** We need to know how to recognise it, how to talk about it and how to address it with care. Children need to feel heard and feel safe.
2. **Behaviours demonstrating a child's trauma** and their need for help when they are not telling us using words, in particular if they are non-verbal.
3. **Thinking about how we talk 'to' and 'about' children.** Thinking through what words we use when we respond to children seeking help. Moving from "what is wrong with you" to "what has happened to you". This includes how we write about children.
4. **The long-lasting impact of adverse childhood experiences** which play out as a child becomes an adolescent and then a young person. We need to recognise emotional abuse and emotional neglect and the role that child blame plays within this.
5. **Safe sleeping.** Getting the message out there to all parents and carers, not just mums
6. **Working with fathers and male carers.** In the majority of reviews, where a child was harmed by an adult, the adult was a male and not enough was known or understood about that adult. Attention needs to be given to the whole family and all those who care for the children.

System leader focus

Leadership and organisational culture impact on practice. These are the messages for them

- **Make sure that vulnerable children are seen.** Covid has taught us that any decision not to meet with a vulnerable family in person must be a shared one. The risk of not doing so must be central to that shared decision.
- **Embed the culture of early help** work across everyone working with children
- **Develop a clear understanding of trauma informed** practice across your services and adopt that approach to working with children
- **Develop and invest in plans to keep children close to home** by expanding local residential and foster care provision to meet children's needs.
- **Ensure rigorous commissioning and quality assurance** of placements for the children we care for
- **Maintain oversight of how we record and share information** about children. Set high standards.
- **Ensure greater understanding of the range of mental health and mental wellbeing support** opportunities for adolescents

Messages for the DfE

Some issues require regional or national consideration. This year the OSCB has identified the following:

Child R's Review demonstrated the possible increased risk of harm when children are placed far away from home. National attention should be paid to the national insufficiency of placements to meet children's needs in their local area.

This Review asks the National Panel and the DfE to acknowledge the key learning and findings from Child R's Review including the possible increased risk of harm when children are placed far away from home. The Review asks for particular attention to be paid to the national insufficiency of placements to meet children's needs in their local area and for the learning to inform changes to policy, sufficiency levels and contractual arrangements with independent providers.

A few reviews indicate that the national practice of categorising abuse is out of date and does not work well. This is particularly difficult when there are multiple risk factors or, for many older children, when the risk is from factors outside the family. National attention should be given to the categorisation of risk, to ensure it reflects current safeguarding practice and is achieving its purpose.

7. Publication of Child R in Dec 2021: [Report](#) and [Learning Summary](#)

Child R was thirteen years and seven months old when she died in an out of county residential placement in 2013. She had previously been in foster care in Oxfordshire and had also been treated in an Oxfordshire in-patient psychiatric unit prior to moving to the residential home. She was part of a large sibling group, who had been supported by services for some time. Safeguarding concerns included neglect, physical harm and sexual harm.

There were 3 main findings. See appendix B for full details.

1. Improvements to our 'early help' work need to be embedded into practice.
2. To make sure that placements are safe for the children we care for, with complex needs, we need:
 - high-quality placements close to Oxfordshire
 - understanding of who is doing what at a professional level
 - systems to check and challenge how well the child's needs can be and are being met.
3. Where there is a risk of suicide, the children we care for should have a clear suicide prevention plan which takes account of all risks

8. The Review Process

8.1 Reflections from Practitioners

Practitioner events give us the opportunity to come together to share experiences and learning. We want to hear practitioners' perspectives and welcome their involvement. It is encouraging to receive feedback to say that the sessions have been, *'powerful and beneficial'*.

8.2 Reflections from independent reviewers

Independent reviewers have given positive feedback on working in Oxfordshire. One reviewer fed back to us, *'Practitioners from all agencies are always open and willing to reflect on their practice. They are not defensive and are committed to improving the experience of children and young people in Oxfordshire'*.

'There is a high degree of empathy for children and young people, a focus on their lived experience and a desire to understand the impact of practice decisions on them'.

8.3 Family feedback

The OSCB always tries to involve family members and those who have cared for the children. It is so important to hear their perspective. A key message we heard this year was just how important it is for families, especially siblings, to be recognised as 'protective factors' for each other and to not underestimate the support they could provide one another even when they are experiencing really difficult situations. This theme is recognised in the [independent review of social care](#), which refers to the need to recognise relationships and the strengths of families.

8.4 Costs, timeframes and process

Costs vary according to the type of review, its complexity, duration and the level of practitioner and family involvement. They can range from approximately £8,000 to over £20,000.

8.5 Sharing learning

The CPSR subgroup shares learning from each Rapid Review with safeguarding partners such as the Housing Forum and Safeguarding Trainers at regular intervals. Online learning events were run and sessions. For those registered with the OSCB booking system they can still be accessed as follows:

[Improving our practice through learning from reviews](#)

[The right support at the right time](#)

[Introduction to the mental health pathway](#)

[Reducing the Risk, The Domestic Abuse Act 2021](#)

[Untouchable worlds, learning from the Child Safeguarding Practice Review for Jacob](#)

[Updated learning from the CPSR for Jacob](#)

9. Impact of reviews

OSCB Reviews keep recommendations to a minimum to ensure they are focused and have impact. The following are examples of change as a direct result of recent reviews:

- ✓ **Updated Thresholds of Needs** to help practitioners make the right decisions about children's level of safeguarding need and plan the right support at an **early** point
- ✓ **Improved Joint Operating Framework for taxi licensing** providing a single set of minimum standards for agencies with responsibilities for transporting children. All districts, the city and county councils and the police are now operating within this framework.
- ✓ **Raising awareness of placement insufficiency** locally leading to careful consideration of placement in relation to distance and proactive monitoring when children are far from home
- ✓ **Improved rigour** when commissioning placements for children with complex needs with improved quality assurance such as guidance on expectations and clarity on professional responsibilities
- ✓ **Keeping children safe in schools** – **Guidance** is now in place to review decisions which could **permanently exclude** a vulnerable pupil from school. The aim is to find solutions which reduce any risk of harm.
- ✓ **Improving the screening tool for criminal exploitation** to help practitioners understand whether a child is vulnerable to exploitation and if they need to seek further help
- ✓ **Reflecting on the need for whole-system 'cultural change'** at every level to ensure that we work together to address neglect

10. Conclusion

The CSPR subgroup is how the safeguarding partnership can learn from the most serious and complex reviews.

The OSCB has a leadership role in improving joint working to safeguard children.

Leadership includes knowing what needs to change, where and why to keep children safe.

The ten recommendations from the Child R serious case review published this year are a good reference point on what needs to change.

Appendix A

(i) Working Together 2018 Guidance

<https://www.gov.uk/government/publications/working-together-to-safeguard-children--2>

(ii) Serious harm and notifications

The Children Act 2004 (as amended by the Children and Social Work Act 2017) states:

“Where a local authority in England knows or suspects that a child has been abused or neglected, the local authority must notify the Child Safeguarding Practice Review Panel if

(a) the child dies or is seriously harmed in the local authority’s area, or

(b) while normally resident in the local authority’s area, the child dies or is seriously harmed outside England.”

The notification must be within 5 days of becoming aware of the incident. The local authority should also report this to OSCB.

The local authority must also notify the Secretary of State and Ofsted where a looked after child has died, whether or not abuse or neglect is suspected.

Serious harm includes (but is not limited to) serious and/or long-term impairment of a child’s mental health or intellectual, emotional, social or behavioural development. It should also cover impairment of physical health. This is not an exhaustive list. When making decisions, judgment should be exercised in cases where impairment is likely to be long-term, even if this is not immediately certain.

Any notification of an incident referred to the Panel will also be referred to the CSPR Subgroup for a local decision on whether the case:

- meets the criteria for a Child Safeguarding Practice Review
- whether the case may raise issues which are complex or of national importance

Appendix B

Child R: Findings

Finding One

Working to keep children safe within their families continues to be a challenge and there is the need to ensure that improvements made since child R was a child are embedded into practice.

Finding Two

Placement Planning and managing the complex needs of Children in Care needs sufficient placement availability, clarity of role across the professional network and systems that scrutinise and challenge how well the child’s needs can be met.

Finding Three

Where there is a risk of suicide, Children in Care should have a clearly articulated suicide prevention plan which takes account of emotional, behavioural and situational risks.

Child R: Recommendations Findings

Recommendation One

The safeguarding partnership should ensure that there is a cultural shift across universal services so that Early Help Assessments are seen as a helpful multiagency tool, that practitioners are confident to carry them out and that they ask the questions that will help them understand the child's needs within their family context. There should be evidence that when a professional and family have agreed that early help services at Tier 2 can meet the family's needs, this should be followed through to an early help assessment and plan that achieves clear outcomes. The assessment and plan should be implemented by a named lead professional and the practitioners who know the child(ren) and family

Recommendation Two

There should be evidence that the partnership's neglect strategy is being implemented and neglect tools are being used in practice to contribute to effective assessments and plans.

Recommendation Three

There should be a check in the system so that Children's Social Care maintains their current oversight of court orders by the court progression manager to ensure that the 'complex case panel' automatically reviews cases where the order applied for in care proceedings has not been granted by the court.

Recommendation Four

(i) National recommendation:

This Review asks the National Panel and the DfE to acknowledge the key learning and findings from Child R's Review including the possible increased risk of harm when children are placed far away from home. The Review asks for particular attention to be paid to the national insufficiency of placements to meet children's needs in their local area and for the learning to inform changes to policy, sufficiency levels and contractual arrangements with independent providers.

(ii) Local recommendation:

In light of the national and local insufficiency of placements the Council and its partners should continue to develop and invest in plans to keep children close to home by expanding local residential and foster care provision to meet children's needs and report to the Safeguarding Partnership on progress on an annual basis.

Recommendation Five

Work should be undertaken across health and social care to define the meaning of the terms being used to describe the therapeutic (mental health) needs of children in care and the different types of interventions that should be used to meet their needs and the role of risk assessments in identifying the implications of any delay in the provision of therapy. This should be disseminated to all relevant health and social care staff so that a child's needs are understood, and the appropriate support is commissioned and provided within the child's placement, and in the local area of the placement.

Recommendation Six

There should be a clear local system for the commissioning and quality assurance of placements for children we care for, including children placed out-of-county. This system should be known and understood by all practitioners in children's social care, contracts and commissioning. This system should provide clarity for social workers as to where to go if there are concerns that a residential provider is not meeting the needs of a child.

Recommendation Seven

There should be a clear local system of scrutiny and governance of the healthcare of children with most complex needs, including children placed out-of-county. This system should be known and understood by all practitioners working with the children in our care and it should provide:

- Clarity for social workers as to where to go if there are concerns that the therapeutic needs of a child are not being met in placement.
- Commissioning arrangements which formalise the role of the home

- CAMHS service in monitoring of the way in which the therapeutic needs of child in placement are met if they have been involved with Oxfordshire CAMHS.
- Clear expectations as to the specific information about incident within the home that should be shared with the treating CAMHS consultant.
- Oversight by the continuing health care worker which is used to full advantage and integrated into other review systems

Recommendation Eight

All placement plans should set out specific expectations regarding levels of staffing and how often checks should be made on the young person during the day and through the night. The meaning of “waking night cover” should always be clarified.

Recommendation Nine

Where a young person has been identified by mental health and/or social work assessments as being at risk of taking their own life, placement plans should include a specific suicide prevention plan which is distinct from risks of self-harm. This plan should be shared with the Local Authority where the home is situated.

Recommendation Ten

Where a child has self-harming behaviours or suicidal ideation, risk assessments by residential providers must include specific assessments of ligature points throughout the home and most specifically in the young person's bedroom. Placing authorities should expect these risk assessments to be shared with them so that they can be scrutinised by commissioners and integrated with the child's placement plan.

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OSCB Performance, audit, and quality assurance (PAQA) subgroup.

Annual report 2021/22



System-wide view on safeguarding work.

The subgroup¹ looks at the children's safeguarding system in different ways.

Assessments: organisations check how well they comply safeguarding standards and look at pressures on their services

Audits: we review how well organisations work with others to support children

Views from practitioners, families, and children: an important part of the jigsaw, these are included wherever possible

Data: we review facts and figures against local targets

This report summarises the subgroup's view on how well our safeguarding system is working as one.



Safeguarding audits and assessments done by OSCB agencies

We reviewed safeguarding audits from 11 large services which come into contact with children. They considered how well safeguarding is included in their daily work. The audits showed:

- rigour when **Thames Valley Police** are attending domestic violence incidents to ensure that they speak to children in the home and refer on to the Multi-agency Safeguarding Hub
- Children's perspectives are well evidenced in **Children's Social Care** work, with feedback written 'to the child' where it is appropriate
- when children frequently come into the **OUH NHS FT** Emergency Depts their

needs are followed up and information is shared appropriately with other services

- improvement in the way that health visitors at **OH NHS FT** analyse and record evidence of safeguarding risk for children and young people
- Elective Home Education mediation through the county council's **Learner Engagement service** has resulted in more than 100 children being returned to a school roll, having previously been electively home educated
- Successful delivery of a Parenting group by the **YJES** with carers of our Black and Mixed heritage children. It has provided peer-to-peer support for carers whose children are at risk of or being exploited
- how the **NHS OCCG** is working with GPs to provide safeguarding advice and evening safeguarding sessions on current concerns
- **Oxford City Council** has a system in place to identify themes and trends for additional training and communications for staff on safeguarding
- **Cherwell District Council** has excellent examples of where safeguarding has been central to summer-time initiatives for children making safeguarding everyone's business
- good practice and joint working by the **Probation Service** to safeguard children on the release of offenders. Following its reorganisation this year the Probation Service will be able to report more fully next year
- 100% of schools completed the schools' annual safeguarding audit with 361 responses received. The **Education Safeguarding Advisory Team** School also completed 39 safeguarding advisory reviews.



¹ The list of Subgroup members is provided on the final page of this report.


These are just a few of many examples from the services showing how safeguarding is part of their business-as-usual.

All services identified areas for further improvement or challenge to ensure that children's safeguarding was at the forefront of their work.

Auditing provided a reminder of building blocks for good practice: use of language that is non-blaming, clear and describes what is seen and understood; the need to better record, share information and remind staff of organisational safeguarding policies. Using multi-agency chronologies, sharing information, co-ordinating work and using OSCB toolkits for identifying issues are themes for improvement.


The subgroup has confidence that these services have good oversight of safeguarding and their auditing is to good effect.

Self-assessment by OSCB agencies



Information provided assurance that board member agencies across Oxfordshire take their safeguarding responsibilities seriously. They have policies and procedures in place to safeguard children and are compliant with the standards. Partners are committed to ensuring safeguarding practice is embedded into their daily work including training and ongoing reflection and support for staff around safeguarding practices. (A full separate report is provided to the OSCB).

Impact assessment by OSCB agencies



Organisations identified the key financial and organisational pressures in relation to safeguarding children and their families as (i) recruitment and retention (ii) demand and complexity (iii) mental ill health (iv) domestic abuse and violence against women and girls (v) exploitation

Quality assurance audits on working together



These are in-depth pieces of learning, drawing out detailed points of improvement and good practice. This report summarises some of the key points and safeguarding messages.

This year we reviewed children's experiences of support, where they were at risk of exploitation, where they had experienced substantial neglect and where they were subject to child protection planning.

Child exploitation is a strategic priority for safeguarding partners. This audit highlighted why as it showed just how challenging it is to deal with the criminal exploitation of children in a systematic way. Some quick learning points were that we should:

- help at an early point
- use the same multi-agency resources
- check that we have all the same information and not assume
- focus on the needs of individual children in a family as well as the family-as-a-whole, without over complicating the situation
- intra-familial harm can make a child more vulnerable to harm from outside the home
- chase mental health support for this vulnerable group



Neglect is strategic priority for safeguarding partners. The messages on neglect remain consistent:

Be clear about the impact of neglect in each child's life and not only as whole family

- Record the impact of neglect and share these findings – decision making should be evidenced
- A combined record of what it is like to walk in each child's shoes will focus our work – use the multi-agency chronology

Interestingly there were some repeat messages across **both** audits for how we are working:

- Children's behaviours are not sufficiently linked to their lived experience and associated parenting issues.
- Language used to describe children's behaviours attributable to emotional harm and neglect is not yet consistently trauma informed.
- Children's behaviour as communication in and of itself is not yet consistently understood, or accepted, across the partnership.
- Queries or concerns about parental mental health or cognitive functioning need to be better understood at an earlier stage of involvement, to ensure that help for parents is known and accessible.

The **practitioner survey** on the **multi-agency chronology** (MAC) covered how well we use this resource to support children who are subject to child protection planning. It shows who is doing what and when and what the impact is on the wellbeing of the child.

The audit gave confidence that the MAC is '*good for reflection*' and that workers can '*see the child at the centre*' of what they are jointly doing.

We also learnt that it has been good for seeing a timeline of events, preparing for meetings, writing reports, and highlighting any ongoing issues across agencies.

The survey also highlighted points for improvement e.g., the MAC needs to be more user-friendly, more time should be given to completing it and that it should be more actively used in decision making.

Practitioner Feedback

Over 700 practitioners completed an online safeguarding questionnaire for the OSCB. Of those surveyed 95% of staff have had training in the last three years. Like last year, feedback highlighted that a low proportion had accessed the multi-agency tools – these are resources like the 'exploitation screening tool' or 'neglect toolkit for working with families. This is a repeat message and one that the Board partners must act on.



We have heard how, "Covid-19 has impacted on how we safeguard vulnerable people. This has been challenging, especially during periods of the Covid-19 restrictions with vulnerable residents not able to access face to face support services..."

Anecdotal evidence reflects what we know from the data. We have been told that the, "*increase in complexity of cases and specific areas e.g., neglect, self-neglect, self-harm and adolescent mental health... Delays in discharge due to the lack of mental health placements or social care placements for adolescents*"

Feedback indicates a workforce operating at capacity with a high workload.

Children and young people's Views

Where possible auditors have aimed to check how well young people are listened to. OUH NHS FT could demonstrate changes on their children's hospital wards because of listening to feedback. Oxford City Council designed their Children and Young People's Strategy in partnership with children and young people. The NHS OCCG talked to young people about how to make it easier for them to access GPs and other health services. Most services noted this as an area for continual improvement.



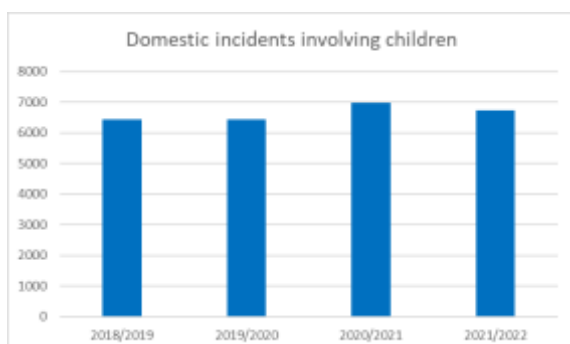
Local safeguarding data



The child population of Oxfordshire has grown by 7.3% in the last ten years and is estimated to stand at 148,097 young people aged under-18². Alongside this growth there has been increased demand for services particularly towards the high end of the continuum of need.

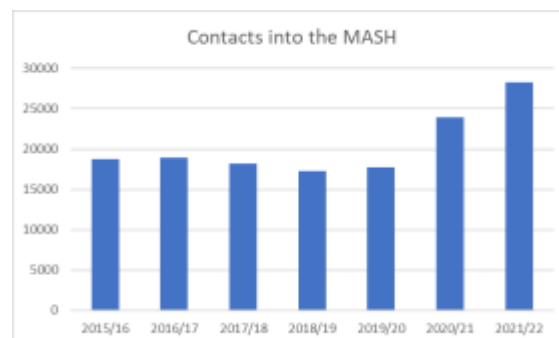
The number of domestic incidents involving children fell by 3.5% this year but remains 5% above the 2019/20 level. Despite this modest change some services, such as the MASH and A&E attendance saw a step change in activity as a result of Covid.

The number of children the subject of child protection plans and those who were cared for has risen in the year. Caseload pressures are reported across the partnership.

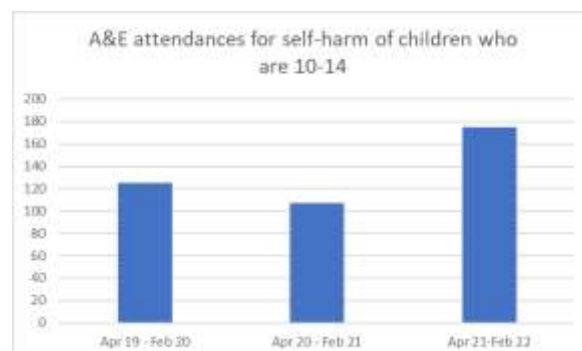


Across the system a clear message was put out that we were open for business and this appears to have stimulated demand. Contacts to the MASH are now 60% higher than pre Covid levels. Despite this rise there was no notable rise in referrals to social care, with most cases being signposted elsewhere. Only 20% of MASH contacts lead to a social care referral; and only 47% of social care assessments lead to a social care plan. In 2021/22 we completed 2938 early help assessments, but 6672 social care assessments meaning you are 2½ times

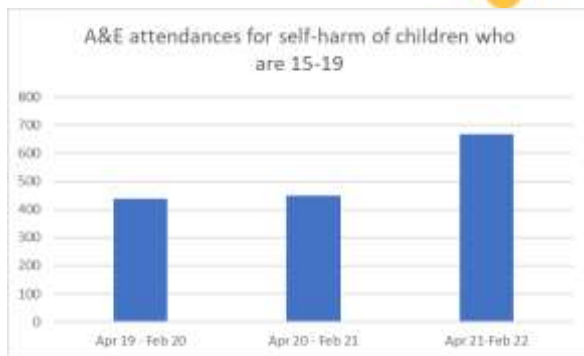
more likely to be met with a statutory response. The Police receive more MASH contacts in Oxfordshire than in all the other Thames Valley MASHs combined. There is clear evidence of avoidable demand in the system.



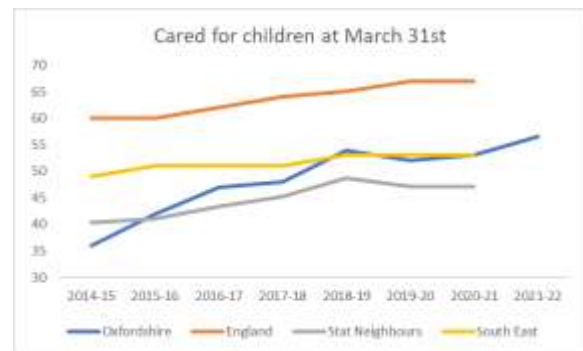
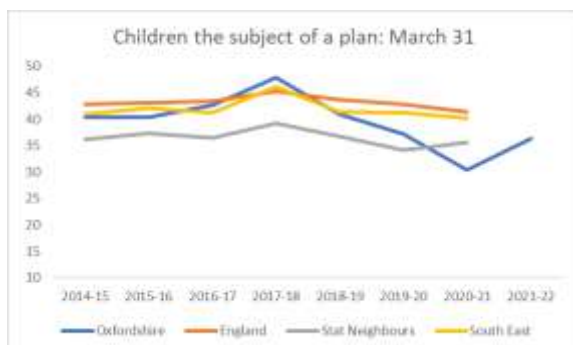
The latest data for A&E attendances for self-harm shows that attendances for 10–19-year-olds are 52% up on last year and 49% up on pre covid levels. Again, we need to ensure that appropriate help and support is provided as early as possible in the system. An audit is underway to see whether any earlier help would have reduced the likelihood of an A&E admission. It is pleasing to note that both the mean and the median waiting times for core CAMHS services dropped last year, though the service remains under significant pressure, with caseloads rising by 40% in the year.



² Source ONS Mid-Year Estimates for Oxfordshire for people aged 0-17 2010 & 2020



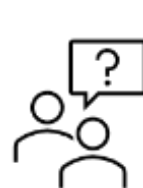
Child protection numbers have risen in the year from 475 to 567. This has been driven by more children becoming the subject of a plan. The number is still comparable to similar areas and remains below the highpoint of 769 in July 2019. The number of cared for children has also risen. This is because we are housing more unaccompanied children under the national transfer scheme, but also because the number of children non unaccompanied children has grown. This year we saw an increase for the first time in 3 years of the number of children becoming cared for, but the figure of remains in line with previous years. However, the proportion of children who leave the cared for system continues to fall and has done for the 7 seven years. This seems to reflect a growing proportion of the cared for population being the subject of a care order (as opposed to being voluntarily looked after) and delays that have been reported in the court system. All of this is putting pressure on social care caseloads which are over all teams 16% higher than last year and in family solutions are 30% higher.



A key element in keeping children safe is keeping children in school. Covid significantly impacted on school attendance, but it is pleasing to see that there has been significant success in reducing exclusions which fell from 66 in terms 1 – 4 2019/20 (i.e., start of the school year to Easter) to 19 in 2021/22. Suspensions fell from 1741 to 846 in the same period. However, to term 4 (Easter) this year nearly 1 in 4 pupils were persistently absent. Persistent absence is highest for vulnerable groups:

- Children with a child protection plan (57.0%),
- child in need plan (53.5%) and
- Children with an EHCP (41.9%)

We need to ensure school attendance remains a high priority for all agencies as a key measure of keeping children safe.



Repeated issues and ongoing concerns

PAQA's review of information leads to the escalation of some matters to the Board partners. The most persistent issues in the safeguarding system remain:

- (1) **Contacts into the Multi-agency Safeguarding Hub (MASH).** In 2021/22 the number of contacts into the MASH rose by 33% to 23,920; when just over 10% of children in Oxfordshire had a MASH contact.
- (2) **Multi-agency help at an early stage of need is lower than local targets.**

You remain twice as likely to receive a social care assessment than an early help assessment in Oxfordshire.

- (3) **Waiting times for children with mental health problems.** The average (mean) waiting time for core CAMHS services is 12% lower than 12 months ago, but the median is higher.
- (4) **Increase in the number of children electively home educated.** This number has increased by over 30% to just over 900 children. Information has been put in to place to advise parents of the implications and work has been undertaken to identify the most vulnerable in this cohort.
- (5) **The number of A&E attendances for self-harm are 56% higher than last year and 58% more than 2019.** (However, this has not led to an increase in actual hospital admissions which for self-harm (15-19) are 1% lower than 2 years ago).
- (6) **Recruitment and retention** across the whole system. All safeguarding partners have noted this as a challenge in the current economic environment through the safeguarding self-assessment.



Impact

Over the course of the year PAQA has been pleased to see impact from its work. Its challenge has led to actions. We have seen improvements to the decision making for the care of the most vulnerable children through health, police, and social care partners consistent contribution.

As a result of this year's work there will be an additional focus on criminal exploitation across the system through the services' safeguarding audits. The schools' safeguarding audit will have an additional focus on neglect. Learning events will cover 'trauma-informed' approaches to

working with children, violence against women and girls as well as criminal exploitation of children.

Conclusion

Oxfordshire's safeguarding partnership is committed to high standards.

The report indicates a motivated workforce that want to make a difference and get it right for children. It also indicates a workforce operating at capacity with a high workload.

The subgroup has also drawn out the points of improvement to help us work better as one system.

The subgroups view on the safeguarding system from this year's work is:

1. ***We need to work better as one system.***
This is sometimes called, 'whole system cultural change'. It means that we all need to think about how we work together, based on what we have learnt.
In our case it means nudging practitioners to use multi-agency chronologies, share information, co-ordinate work and use multi-agency toolkits for identifying issues.
2. ***Our current priorities for system change are right – we just need more traction on making change happen.***
The OSCB has a leadership role in embedding learning.
This means helping practitioners learn how to identify early and deal with neglect; bringing together educational leaders to work on issues regarding exclusions and alternative provision to keep children safe in education; ensuring earlier and timely access to mental health and well-being services.
We need to do more of this to make a difference.

List of agencies providing evidence on how well they work to address safeguarding themes:

1. Childrens Social Care, Oxfordshire County Council
2. Community Rehabilitation Service (CRC)
3. Education Safeguarding Advisory Team
4. Learner Engagement Services, OCC
5. Probation Service
6. NHS Oxon Clinical Commissioning Group (NHS OCCG)
7. Oxford City Council in partnership with South Oxon and Vale of White Horse, West Oxfordshire, and Cherwell District Councils.
8. Oxford Health NHS FT (OH NHSFT)
9. Oxford University Hospitals NHSFT (OUH NHSFT)
10. Youth Justice & Exploitation Service, OCC
11. Thames Valley Police

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Divisions: N/A

CABINET – 18 OCTOBER 2022

DELEGATED POWERS – QUARTERLY REPORT

Report by the Director of Law & Governance

RECOMMENDATION

1. Cabinet is **RECOMMENDED** to note the executive decisions taken under delegated powers, set out in paragraph 4.

Executive Summary

2. Under the Scheme of Delegation in the Council's Constitution (Part 7.1, paragraph 6.3 (c)(i)), the Chief Executive is authorised to undertake an executive function on behalf of the Cabinet. Cabinet receives a quarterly report on the use of this delegated power in relation to such executive decisions; that is, decisions that might otherwise have been taken by Cabinet.
3. This report refers to executive decisions taken during the period July to September 2021 inclusive.

Executive decisions – July to September 2022

4. The following executive decisions were taken during this period:

Date	Subject	Decision	Reason
1 July 2022	Healthy Housing Service	Approved an exemption from tendering under Contract Procedure Rule ("CPR") 20 in respect of the Healthy Housing Service providing community support to residents in Oxfordshire to reduce cost pressures from energy bills.	The rapid rise in inflation and energy prices has resulted in an urgent, unforeseen and unprecedented demand for home energy efficiency advice to ensure households are as prepared as possible for the increased fuel bills next winter. There is insufficient time to run a competitive procurement process to put the service in place in the required timescales. The National Energy Foundation has already been providing a similar service and a second provider would need to integrate and form a new working relationship with NEF. This would likely lead to duplication, inefficiencies and complexity, delaying the

Date	Subject	Decision	Reason
			introduction of the service and increasing cost. Any other provider is likely to require a significantly longer period to mobilise reducing operational effectiveness at this critical time. NEF is already providing a similar service, so requires minimal resource to increase capacity to its current offer.
8 August 2022	The 'Homes for Ukraine' scheme and the provision of Community Liaison Officers (CLOs).	Approved an exemption from the Contract Procedure Rules to provide wraparound support services to individuals and families arriving in the UK from Ukraine agreed between Oxfordshire County Council (OCC) and Asylum Welcome (AW) in response to the Government's 'Homes for Ukraine' scheme.	As the Council had little notice of what the scheme involved or the numbers that may be coming to Oxfordshire it was not possible to run a procurement to select a provider, even using an accelerated procedure. It was important that, as a system, Oxfordshire provided a coordinated partnership approach to support those coming into the county.

Legal Implications

5. There are no legal implications arising from this report. It is a requirement of the Council's Constitution (Part 7.1, paragraph 6.3(c)(i)) that Cabinet receive a quarterly report on the use by the Chief Executive of executive functions. Each of the decisions reported were undertaken in the context of a legal appraisal.

Financial Implications

6. There are no financial implications arising from the recommendations in this report. It is a procedural item reporting on decisions previously taken. Each of the decisions reported were undertaken in consultation with the Director of Finance.

ANITA BRADLEY

Director of Law & Governance

Background Papers:

Nil

Contact Officers:

Colm Ó Caomhánaigh, Committee Officer: 07393 001096

October 2022

Division(s): N/A

CABINET – 18 October 2022

FORWARD PLAN AND FUTURE BUSINESS

Items identified from the Forward Plan for Forthcoming Decision

CABINET MEETINGS

15 NOVEMBER 2022

KEY DECISIONS

Topic/Decision	Portfolio/Ref
<ul style="list-style-type: none"> ▪ A40 Access to Witney - Compulsory Purchase Order and Side Road Orders To seek approval of the Statement of Reasons and Orders Plans and approval to make the Compulsory Purchase and Side Road Orders. 	Cabinet, 2022/012 - Cabinet Member for Travel & Development Strategy
<ul style="list-style-type: none"> ▪ Climate and Natural Environment Policy Statement Agree a new Climate and Natural Environment Policy Statement. 	Cabinet, 2022/028 - Cabinet Member for Climate Change Delivery & Environment
<ul style="list-style-type: none"> ▪ Property Strategy Approval for Property Strategy. 	Cabinet, 2022/090 - Cabinet Member for Finance

NON-KEY DECISIONS

<ul style="list-style-type: none"> ▪ Business Management & Monitoring Report - August/September 2022 To note and seek agreement of the report. 	Cabinet, 2022/081 - Cabinet Member for Finance
<ul style="list-style-type: none"> ▪ Treasury Management Mid Term Review 2022/23 To provide a mid-term review of Treasury Management Activity in 2022/23 in accordance with the CIPFA code of practice. 	Cabinet, 2022/088 - Cabinet Member for Finance

29 NOVEMBER 2022**KEY DECISIONS**

<ul style="list-style-type: none"> ▪ Central Oxfordshire Travel Plan To seek approval of the content of the Central Oxfordshire Travel Plan. 	Cabinet, 2022/158 - Cabinet Member for Travel & Development Strategy
<ul style="list-style-type: none"> ▪ Core Schemes - Traffic Filters ETRO Approach Seek Approval for the implementation Traffic Filters ETRO. 	Cabinet, 2022/139 - Cabinet Member for Climate Change Delivery & Environment, Cabinet Member for Highway Management, Cabinet Member for Travel & Development Strategy

CABINET MEMBER MEETINGS**CABINET MEMBER: HIGHWAY MANAGEMENT - CLLR ANDREW GANT****17 NOVEMBER 2022****KEY DECISIONS****Cabinet Member for Highway Management, 17 November 2022**

<ul style="list-style-type: none"> ▪ Abingdon - proposed 20mph speed limit To seek approval of a proposed 20mph speed limit. 	Cabinet Member for Highway Management, 2022/145 - Cabinet Member for Highway Management
<ul style="list-style-type: none"> ▪ Oxford- A40 junction with Blandford Avenue and Davenant Road – proposed access restrictions and traffic calming measures A decision is sought on a proposed proposed access restrictions and traffic calming measures. 	Cabinet Member for Highway Management, 2022/037 - Cabinet Member

	for Highway Management
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NON-KEY DECISIONS

<ul style="list-style-type: none"> ▪ Ambrosden - proposed 20mph speed limit To seek approval of a proposed 20mph speed limit. 	Cabinet Member for Highway Management, 2022/150 - Cabinet Member for Highway Management
<ul style="list-style-type: none"> ▪ Banbury: land west of A423 Southam Road – proposed 20mph speed limit A decision is sought on a proposed 20mph speed limit. 	Cabinet Member for Highway Management, 2022/084 - Cabinet Member for Highway Management
<ul style="list-style-type: none"> ▪ Benson - A4074 and Oxford Road - proposed 40mph and 30mph speed limits To seek approval for proposed 40mph and 30mph speed limits. 	Cabinet Member for Highway Management, 2022/126 - Cabinet Member for Highway Management
<ul style="list-style-type: none"> ▪ Bladon - proposed 20mph speed limit To seek approval of a proposed 20mph speed limit. 	Cabinet Member for Highway Management, 2022/151 - Cabinet Member for Highway Management
<ul style="list-style-type: none"> ▪ Brize Norton - proposed 20mph speed limit To seek approval of a proposed 20mph speed limit. 	Cabinet Member for Highway Management, 2022/153 - Cabinet Member for Highway Management
<ul style="list-style-type: none"> ▪ Clanfield - proposed 20mph speed limit To seek approval of a proposed 20mph speed limit. 	Cabinet Member for Highway Management, 2022/152 - Cabinet Member for Highway Management
<ul style="list-style-type: none"> ▪ East Hagbourne - Main road proposed waiting restrictions and additional / amended traffic calming 	Cabinet Member for Highway

CA17

A decision is sought on proposed waiting restrictions and traffic calming measures.	Management, 2022/108 - Cabinet Member for Highway Management
<ul style="list-style-type: none"> ▪ Horton-cum-Studley - proposed 20mph speed limit To seek approval of a proposed 20mph speed limit. 	Cabinet Member for Highway Management, 2022/146 - Cabinet Member for Highway Management
<ul style="list-style-type: none"> ▪ Idbury - proposed 20mph speed limit To seek approval of a proposed 20mph speed limit. 	Cabinet Member for Highway Management, 2022/147 - Cabinet Member for Highway Management
<ul style="list-style-type: none"> ▪ Kingston Bagpuize - A415 Abingdon Road - proposed zebra crossing To seek approval for a proposed zebra crossing. 	Cabinet Member for Highway Management, 2022/123 - Cabinet Member for Highway Management
<ul style="list-style-type: none"> ▪ Merton - proposed 20mph speed limit To seek approval of a proposed 20mph speed limit. 	Cabinet Member for Highway Management, 2022/148 - Cabinet Member for Highway Management
<ul style="list-style-type: none"> ▪ Piddington - proposed 20mph speed limit To seek approval of a proposed 20mph speed limit. 	Cabinet Member for Highway Management, 2022/149 - Cabinet Member for Highway Management
<ul style="list-style-type: none"> ▪ Sonning Common - proposed 20mph speed limit To seek approval of a proposed 20mph speed limit. 	Cabinet Member for Highway Management, 2022/154 - Cabinet Member for Highway Management
<ul style="list-style-type: none"> ▪ Sunningwell and Bayworth - proposed 20mph speed limit 	Cabinet Member for Highway

CA17

To seek approval of a proposed 20mph speed limit.	Management, 2022/155 - Cabinet Member for Highway Management
<p>▪ Thame: Central area proposed parking measures</p> <p>To seek approval of proposed parking measures.</p>	Cabinet Member for Highway Management, 2022/143 - Cabinet Member for Highway Management
<p>▪ Wallingford - Reading Road - proposed bus stop clearway</p> <p>Seek approval for proposed bus stop clearways.</p>	Cabinet Member for Highway Management, 2022/125 - Cabinet Member for Highway Management
<p>▪ Witney: The Leys proposed traffic calming measures</p> <p>To seek approval of proposed traffic calming measures.</p>	Cabinet Member for Highway Management, 2022/144 - Cabinet Member for Highway Management

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