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OXFORDSHIRE COUNTY COUNCIL

To: Members of the Cabinet

Notice of a Meeting of the Cabinet

Tuesday, 21 February 2023 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.

Stephen Chandler
Interim Chief Executive

February 2023

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

Membership

Councillors

Liz Leffman	Leader of the Council
Liz Brighouse 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 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: 21 March 2023

AGENDA

1. Apologies for Absence

2. Declarations of Interest

- guidance note below

3. Minutes (Pages 1 - 20)

To approve the minutes of the meeting held on 24 January 2023 (**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 or present a petition are submitted by no later than 9am four working days before the meeting i.e., 9am Wednesday 15 February 2023. 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 your views are 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. Formal Approval of Early Years Funding Formula 2023/24 (Pages 21 - 26)

Cabinet Member: Deputy Leader, including Children, Education & Young People's Services
Forward Plan Ref: 2022/141
Contact: Sarah Fogden, Finance Business Partner, sarah.fogden@oxfordshire.gov.uk

Report by Corporate Director for Children's Services (**CA6**).

To seek approval for the funding formula for 2-year old and for 3 and 4-year old provision.

The Cabinet is RECOMMENDED to

a) Pass the funding increase received by Oxfordshire onto providers in full and approve the 2023-24 Early Years funding formula for 3 and 4- year old provision with an underlying hourly rate of £4.58 (excluding the supplements, SEN Inclusion Fund and Contingency).

b) Pass the funding increase received by Oxfordshire onto providers in full and approve the 2023-24 Early Years funding formula for 2- year old provision at an hourly rate of £6.21.

7. Pan Regional Partnership for the Oxford-Cambridge Area (Pages 27 - 36)

Cabinet Member: Leader
Forward Plan Ref: 2023/027
Contact: Robin Rogers, Programme Director (Partnerships and Delivery), robin.rogers@oxfordshire.gov.uk

Report by Chief Executive (**CA7**).

To formally commit the County Council to participate in the pan regional partnership.

The Cabinet is RECOMMENDED to

a) Agree that the County Council will be a participant in the proposed pan-regional partnership for the Oxford to Cambridge area;

b) Delegate to the Chief Executive, in consultation with the Leader of the Council, agreement to future arrangements with respect to establishing the constitution of the new partnership.

8. Network Management Plan 2023-2028 (Pages 37 - 94)

Cabinet Member: Highway Management
Forward Plan Ref: 2021/238

Contact: Keith Stenning, Head of Service – Network Management
keith.stenning@oxfordshire.gov.uk

Report by Corporate Director Environment & Place (**CA8**).

The Cabinet is RECOMMENDED to

a) Approve the adoption the 'Oxfordshire Network Management Plan 2023-2028' at Annex 1

b) Approve the Oxfordshire Network Management Plan Summary document at Annex 2

c) Approve the delegation of authority to amend the Network Management Plan to the Corporate Director of Environment and Place in conjunction with the Portfolio Holder for Highway Management for the life of the Plan to ensure it is kept up to date with related Council policies and any government guidance or legislative changes.

9. Response to the recommendations of the Citizens' Jury (Pages 95 - 210)

Cabinet Member: Travel & Development Strategy
Forward Plan Ref: 2022/219
Contact: John Disley, Head of Transport Policy, Environment and Place, john.disley@oxfordshire.gov.uk / Susannah Wintersgill, Director of Communications, Strategy & Insight, Susannah.wintersgill@oxfordshire.gov.uk

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

The Cabinet is RECOMMENDED to

(a) approve the council's response to the recommendations resulting from the Citizens' Jury;
(b) support the development of a policy on the future use of juries and their place within the council's decision-making process, as resolved by the Performance and Corporate Services Overview and Scrutiny Committee.

10. Verge and Vegetation Policy (Pages 211 - 232)

Cabinet Member: Climate Change Delivery & Environment
Forward Plan Ref: 2022/222
Contact: Paul Wilson, Group Manager - Highway Operations, paul.wilson@oxfordshire.gov.uk

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

***** Annex 4 to follow *****

To approve updated and revised policy and guidance, support proposed action and approach, endorse a call for more trial sites.

The Cabinet is RECOMMENDED to

(c) **Approve the updated interim Highway Verge and Vegetation Management Policy and Service Aims at Annex 1.**

(d) **Support use of guidance produced by www.plantlife.org.uk and HERO (Healthy Ecosystem Restoration Oxfordshire), including approach at Annex 4, to help further develop an incremental approach to the County Council's management of highway grass and vegetation assets.**

11. Forward Plan and Future Business (Pages 233 - 238)

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 **CA11.** 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.

Councillors declaring interests

General duty

You must declare any disclosable pecuniary interests when the meeting reaches the item on the agenda headed 'Declarations of Interest' or as soon as it becomes apparent to you.

What is a disclosable pecuniary interest?

Disclosable pecuniary interests relate to your employment; sponsorship (i.e. payment for expenses incurred by you in carrying out your duties as a councillor or towards your election expenses); contracts; land in the Council's area; licenses for land in the Council's area; corporate tenancies; and securities. These declarations must be recorded in each councillor's Register of Interests which is publicly available on the Council's website.

Disclosable pecuniary interests that must be declared are not only those of the member her or himself but also those member's spouse, civil partner or person they are living with as husband or wife or as if they were civil partners.

Declaring an interest

Where any matter disclosed in your Register of Interests is being considered at a meeting, you must declare that you have an interest. You should also disclose the nature as well as the existence of the interest. If you have a disclosable pecuniary interest, after having declared it at the meeting you must not participate in discussion or voting on the item and must withdraw from the meeting whilst the matter is discussed.

Members' Code of Conduct and public perception

Even if you do not have a disclosable pecuniary interest in a matter, the Members' Code of Conduct says that a member 'must serve only the public interest and must never improperly confer an advantage or disadvantage on any person including yourself' and that 'you must not place yourself in situations where your honesty and integrity may be questioned'.

Members Code – Other registrable interests

Where a matter arises at a meeting which directly relates to the financial interest or wellbeing of one of your other registerable interests then you must declare an interest. You must not participate in discussion or voting on the item and you must withdraw from the meeting whilst the matter is discussed.

Wellbeing can be described as a condition of contentedness, healthiness and happiness; anything that could be said to affect a person's quality of life, either positively or negatively, is likely to affect their wellbeing.

Other registrable interests include:

a) Any unpaid directorships

b) Any body of which you are a member or are in a position of general control or management and to which you are nominated or appointed by your authority.
c) Any body (i) exercising functions of a public nature (ii) directed to charitable purposes or (iii) one of whose principal purposes includes the influence of public opinion or policy (including any political party or trade union) of which you are a member or in a position of general control or management.

Members Code – Non-registrable interests

Where a matter arises at a meeting which directly relates to your financial interest or wellbeing (and does not fall under disclosable pecuniary interests), or the financial interest or wellbeing of a relative or close associate, you must declare the interest.

Where a matter arises at a meeting which affects your own financial interest or wellbeing, a financial interest or wellbeing of a relative or close associate or a financial interest or wellbeing of a body included under other registrable interests, then you must declare the interest.

In order to determine whether you can remain in the meeting after disclosing your interest the following test should be applied:
Where a matter affects the financial interest or well-being:

a) to a greater extent than it affects the financial interests of the majority of inhabitants of the ward affected by the decision and;
b) a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider public interest.

You may speak on the matter only if members of the public are also allowed to speak at the meeting. Otherwise you must not take part in any discussion or vote on the matter and must not remain in the room unless you have been granted a dispensation.

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CABINET

MINUTES of the meeting held on Tuesday, 24 January 2023 commencing at 2.00 pm and finishing at 4.35pm

Present:

Voting Members:	Councillor Liz Leffman – in the Chair Councillor Liz Brighouse OBE (Deputy Chair) Councillor Glynis Phillips 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, John Howson, Eddie Reeves and Liam Walker
Officers:	
Whole of meeting	Stephen Chandler, Interim Chief Executive; Lorna Baxter, Director of Finance; Anita Bradley, Director of Law & Governance; Chris Reynolds, 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.

1/23 APOLOGIES FOR ABSENCE

(Agenda Item. 1)

Apologies for absence were received from Cllr Pete Sudbury.

2/23 DECLARATIONS OF INTEREST

(Agenda Item. 2)

Cllr Calum Miller declared a non-pecuniary interest related to Item 6 as a volunteer coach with Gosford All Blacks Rugby Club.

3/23 MINUTES

(Agenda Item. 3)

The minutes of the meeting on 20 December 2022 were approved and signed as a correct record.

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4/23 QUESTIONS FROM COUNTY COUNCILLORS
(Agenda Item. 4)

See Annex

5/23 PETITIONS AND PUBLIC ADDRESS
(Agenda Item. 5)

The following requests to speak were agreed by the Chair:

6 Proposal from Oxford United FC to OCC as Landowner

Paul Peros
Cllr David Robey, Chair Kidlington PC
Niall McWilliams
Janine Bailey
Garry Allen
Richard Hague
Susanne McIvor
Ken Wroe
Christopher Lowes
Darren Male
Katrina Jenkins
Victoria Campbell
Riva Casley
Collette Thompson
Martin Halstead
Harry Hall
Ollie Dare
James Dunn
Danielle Walker
Cllr Nigel Simpson
Cllr Ian Middleton
Cllr Liam Walker

6/23 PROPOSAL FROM OXFORD UNITED FOOTBALL CLUB TO OXFORDSHIRE COUNTY COUNCIL AS LANDOWNER
(Agenda Item. 6)

Cabinet had before it a report regarding a proposal from Oxford United Football Club for a lease to develop a new football stadium on land to the east of Frieze way / south of Kidlington roundabout.

Councillor Calum Miller, Cabinet Member for Finance, introduced the report. He thanked all of the speakers who had addressed the meeting and other members of the public who had made representations on these proposals. He referred to the background to the proposals, including the expiry of the

Football Club's lease at the Kassam Stadium, the previous consideration of an alternative site at Stratfield Break, and the wide ranging consultations that had taken place with residents and elected members on the future options for a suitable site. Councillor Miller emphasised that, at this stage, the report was recommending that formal negotiations should begin with Oxford United, that it was important that the Council's various interests were protected in consideration of any formal arrangements with the football club, and that there was a need for more detailed discussion between all parties and consultation with the community before firm proposals were progressed. He urged the Football Club to begin working on their proposals without delay and gave assurance that officers would be prioritising the scheme immediately to ensure that the future of the Football Club was given due priority.

Cabinet members made the following comments:-

- The Council recognised the community value provided by the Football Club and its importance in the lives of many people in Oxfordshire, and beyond, which had been demonstrated by the 1400 representations received on these proposals

- It was important to protect the financial and other interests of the Council in the forthcoming negotiations

- It was important to note that these proposals were being developed with the County Council as landowner, and that Cherwell District Council, as planning authority, would determine any application for the site of the new stadium

- The Council noted that it had become apparent that the Kassam Stadium was not a suitable long term venue for the club in view of the representations made and the need to meet the requirements of all the activities that needed to use the facilities including women's football and youth groups.

Councillor Miller then summarised the points made during the discussion. He recognised the importance of publishing the aspirations for the project and timetable as soon as possible, that members should be updated on progress on a regular basis and that further negotiations with stakeholders were required to achieve the objectives of ensuring the ongoing success of Oxford United and its role in the community.

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

RESOLVED to:-

a) authorise Officers to enter into negotiations regarding Heads of Terms with Oxford United Football Club (OUFC) to agree the

commercial terms on which Oxfordshire County Council (OCC) would lease land to the east of Frieze Way / south of Kidlington roundabout (known as the 'triangle') to OUFC for the development of a new football stadium, subject to further Cabinet approval of detailed plans and undertakings and to planning permission.

b) emphasise that Heads of Terms are non-binding and that any final agreement to lease or dispose of land to OUFC for the purposes of a stadium will be a Cabinet decision, published on the Forward Plan of Business.

c) instruct officers to ensure that, prior to any recommendation to Cabinet regarding entering into a contractual or legal agreement with OUFC, sufficient information and undertakings have been received from OUFC to ensure that the objectives set out in (2a) below will be met.

d) instruct officers to identify and mitigate medium and long-term financial risks and liabilities associated with any final agreement with OUFC to lease or dispose of the land.

e) instruct officers to provide regular updates on progress to the Cabinet Member for Property and, as appropriate, Cabinet as a whole, and to add these Cabinet updates to the Cabinet's Forward Plan of Business to enable transparency and public scrutiny / engagement.

f) instruct officers to identify further opportunities for engagement with a broad range of stakeholders as proposals for a scheme are developed. This should include an engagement strategy from OUFC to demonstrate how they will take into account stakeholder and community views as the scheme promoter.

g) instruct Officers to ensure that any agreements with OUFC are consistent with the County Council's strategic priorities, by achieving the following objectives for the use of the OCC's land:

- maintain a green barrier between Oxford and Kidlington
- improve access to nature and green spaces
- enhance facilities for local sports groups and on-going financial support
- significantly improve the infrastructure connectivity in this location, improving public transport to reduce the need for car travel in so far as possible, and to improve sustainable transport through increased walking, cycling and rail use
- develop local employment opportunities in Oxfordshire

- increase education and innovation through the provision of a sports centre of excellence and facilities linked to elite sport, community sport, health and wellbeing
- support the County Council's net zero carbon emissions pledge through highly sustainable development

h) instruct Officers to pursue discussions with a view to agreeing terms that achieve community benefit, meet Oxfordshire County Council's strategic priorities, retain OCC's reasonable long-term control over the size and scale of OUFC's proposed scheme, comply with S.123 of the Local Government Act 1972 (and any other applicable legal requirements) and mitigate long term financial risk to the Council.

7/23 REPORT FROM SCRUTINY COMMITTEE ON THE BUDGET & BUSINESS PLANNING REPORT

(Agenda Item. 7)

Report of the Performance and Corporate Services Overview & Scrutiny Committee: Scrutiny Of Post-Consultation Budget Proposals 2023/24 – 2025/26

Councillor Eddie Reeves, Chair of the Committee, introduced the reports. He summarised the recommendations regarding the need for regular scrutiny of the Council's revenue and capital budgets and made the following points:-

- The Committee was keen to work with the Cabinet members for Finance and Corporate Services together with members of the Audit & Governance Committee on monitoring in-year changes to the budget, particularly in view of inflationary pressures

- Reporting needed to be specific on the changes to individual budget lines

- In view of the current economic climate, the Committee was keen to be provided with regular monitoring information on Directorate inflation outturn compared to budget targets

Councillor Calum Miller, Cabinet Member for Finance, welcomed the recommendations of the Committee. He explained that improved monitoring information would be made available to Scrutiny committee members in the next financial year and he would attend meetings of the Committee to answer questions as and when required. With regard to the Capital Programme, he explained two changes to the revenue pipeline and the proposals to strengthen the monitoring of the Capital Programme going forward.

Report of the Performance and Corporate Services Overview & Scrutiny Committee: Scrutiny Of The Council's Proposed Strategic Plan 2023-25

Councillor Glynis Phillips, Cabinet Member for Corporate Services, responded to the Scrutiny Committee's recommendations. She explained the objectives and priorities set out in the Council's strategic plan and referred, in particular, to changes to the objectives that had been introduced for the forthcoming municipal year.

Councillor Phillips moved, Councillor Brighouse seconded and Cabinet agreed to accept the recommendations in the reports.

8/23 BUDGET & BUSINESS PLANNING REPORT 2023-24 - JANUARY 2023

(Agenda Item. 8)

Cabinet had before it proposals for the Strategic Plan and related revenue budget for 2023/24, medium term financial strategy to 2025/26 capital programme to 2032/33 plus supporting policies, strategies and information.

The amendments to documents identified in the Addenda were agreed.

In paragraph 8 of the main report, it was agreed to replace "will be considered by the Committee on 24 January 2022" with "will be considered by Cabinet on 24 January 2023".

Councillor Calum Miller, Cabinet Member for Finance, introduced the report. He explained the background to the preparation of the budget including the difficult economic climate and the volatile political environment which had created significant challenges for the Council. He summarised the budget proposals including the budget reductions to some services, additional funding for essential services, the funding available from central government and the reasoning for increases to Council Tax in line with government recommendations. He thanked all those who had contributed to the budget consultation exercise.

Councillor Miller moved, and Councillor Enright seconded the recommendations and they were agreed.

RESOLVED to RECOMMEND Council to:-

a) adopt the updated strategic plan.

In relation to the Revenue Budget and Medium Term Financial Strategy (Section 4);

RESOLVED to:

b) approve the Review of Charges for 2023/24 and in relation to the Registration Service, charges also for 2024/25 (Annex A);
c) approve the changes to the High Needs budget (Annex B Table 1);
d) agree that in the event that the Council's disapplication request referred to in Paragraph 5 Annex B is approved by the Secretary of State then to proceed with Option 1 to use £2.3m transferred from the DSG Schools Block to the DSG High Needs Block to fund investment in Early Intervention, and, in the event that the disapplication request is not approved by the Secretary of State then to proceed with Option 2 and use additional grant funding provided by central government;
e) Receive the observations from Performance and Corporate Services Overview and Scrutiny Committee;
f) approve the Financial Strategy for 2023/24 (Section 4.5);
g) approve the Earmarked Reserves and General Balances Policy Statement 2023/24 (Section 4.6);
h) delegate to the Leader of the Council, the Cabinet Member for Finance and the Director of Finance, acting jointly, to make any appropriate changes to the proposed budget following the recommendations of the Performance and Corporate Services Overview and Scrutiny Committee.

RESOLVED to RECOMMEND Council to:-

i) approve a Medium Term Financial Strategy for 2023/24 to 2025/26 as set out in Section 4.1 (which incorporates changes to the existing Medium Term Financial Strategy as set out in Section 4.2);
j) agree the council tax and precept calculations for 2023/24 set out in Section 4.3 and in particular:

(i) a precept of £466,654,610.58;
(ii) a council tax for band D equivalent properties of £1,734.03.

In relation to the Capital and Investment Strategy and Capital Programme (Section 5);

RESOLVED to recommend Council to:

k) approve the Capital and Investment Strategy for 2023/24 - 2033/34 (Section 5.1) including;
(i) the Minimum Revenue Provision Methodology Statement (Section 5.1 Annex 1);
(ii) the Prudential Indicators (Section 5.1 Annex 2) and
l) approve the Treasury Management Strategy Statement and Annual Investment Strategy for 2023/24 (Section 5.2); and

(i) continue to delegate the authority to withdraw or advance additional funds to/from external fund managers to the Director of Finance;
(ii) approve that any further changes required to the 2023/24 Treasury Management Strategy be delegated to the Director of Finance in consultation with the Leader of the Council and the Cabinet Member for Finance;
(iii) approve the Treasury Management Prudential Indicators; and
(iv) approve the Specified Investment and Non Specified Investment instruments as set out in Section 5.2.

m) approve the new capital proposals for inclusion in the Capital Programme and proposed pipeline schemes (Section 5.3)
n) approve the capital programme (Section 5.4).

9/23 BUSINESS MANAGEMENT & MONITORING REPORT - OCTOBER/NOVEMBER 2022

(Agenda Item. 9)

Cabinet considered a report presenting the November 2022 performance, risk and finance position for the Council.

Councillor Calum Miller, Cabinet Member for Finance, summarised the report. He referred, in particular, to the considerable challenges in delivery of services for children and the likelihood of the budget for this service being overspent at the end of the financial year.

Councillor Liz Brighouse, Cabinet Member for Children, Education & Young People's Services said that the forthcoming year's budget sought to address the challenges facing services for children and commented on the proposals to develop children's residential care within the County. She reminded the Cabinet that, in addition to the Council, a number of agency partners had responsibility for providing services for children in the County.

Councillor Miller moved and Councillor Enright seconded the recommendations and they were agreed.

RESOLVED to:-

a) note the report and annexes which include action plans
b) note the virements in Annex B-2b
c) approve a £0.7m increase in the contribution from the County Council to the Children's Integrated Therapy Service.
d) note the use of the COVID-19 reserve as set out in Annex B-3a

e) agree to transfer £1.8m from the Budget Equalisation Reserve to the Transformation Reserve.

10/23 OTHER REPORTS FROM SCRUTINY COMMITTEES

(Agenda Item. 10)

Report of Oxfordshire Joint Health Overview and Scrutiny Committee on Primary Care

Councillor Jane Hanna, Chair of the Committee, summarised the report. She referred to the importance of primary care in the community and the current levels of public dissatisfaction with the services provided. The Committee had held two workshop sessions with stakeholders which had considered the high workload for GPs, the need to address gaps in funding from housing developers for infrastructure , and the recommendation that the Council engage with the ICB, to explore ways in which the Council can provide support on communications to better inform the public narrative around primary care.

Councillor Mark Lygo, Cabinet Member for Public Health and Equalities, said that he was in discussions with the Director of Health and would respond to the recommendations as required.

Report of the People Overview & Scrutiny Committee: Scrutiny of Send Finances

Councillor Nigel Simpson, Chair of the Committee, summarised the report. He referred, in particular, to the increase in Education and Health Care Plans in Oxfordshire and the shortfall in SEND funding of £17.5 million in the current year which could increase to £20 million in the future. There were national funding issues being faced by all authorities. He also commented on the increase in special school places in the County and referred to the recommendation that the Council work with neighbouring authorities on the provision of SEND placements and services.

Councillor Liz Brighouse, Cabinet Member for Children, Education and Young Peoples' Services welcomed the report and said that discussions were being held with neighbouring authorities on these issues.

Cabinet agreed to receive the reports and would give formal responses in due course.

11/23 CAPITAL PROGRAMME APPROVALS - JANUARY 2023

(Agenda Item. 11)

Cabinet had before it a report seeking Cabinet support to a variation to the budget requirement and timetabling for the St Edburg's Primary school expansion project.

Councillor Calum Miller, Cabinet Member for Finance, introduced the report.

Councillor Miller moved and Councillor Hannaby seconded the recommendations which were agreed.

RESOLVED to approve the budget increase of £2.911m towards the capital project for St Edburg's CE Primary School, Bicester as set out in the report.

12/23 HOME UPGRADE GRANT - DELEGATED AUTHORITY TO AGREE

(Agenda Item. 12)

Cabinet had before it a report regarding a funding application to the Home Upgrade Grant fund to retrofit homes in fuel poverty. This supported the council's climate action and healthy place shaping agendas.

In the absence of Councillor Pete Sudbury, Councillor Mark Lygo, Cabinet member for Public Health and Equalities, introduced the report.

Cabinet members made the following comments:-

- There should be an equitable distribution of the funds, as far as possible, across the County

- 310 homes was a small number to benefit from the scheme and the Council should continue to bid for further funding to help meet climate and emissions targets across the County

Councillor Lygo moved and Councillor Enright seconded the recommendations and they were agreed.

RESOLVED to:-

a) note the submission of a £6.4m funding bid to support retrofit of homes in fuel poverty.

b) delegate authority to the Corporate Director Environment and Place in consultation with the Director of Law and Governance to review terms and conditions and conclude legal agreements on the Home Upgrade Grant (HUG) 2 funding should the bid be successful.

13/23 CONSULTATION PLANS FOR WATER SUPPLY - OXFORDSHIRE COUNTY COUNCIL RESPONSE

(Agenda Item. 13)

Cabinet had before it a report proposing responses to regional water resources plans. The government set out the requirement for such regional plans in a recent government guideline, following the National Framework 2020 for water resources called 'Meeting our Future Needs'.

In the absence of Councillor Pete Sudbury, Councillor Duncan Enright, Cabinet Member for Travel and Development Strategy, introduced the report.

The Chair thanked officers for their work on these consultations and, in particular, on the organisation of the recent "Water Day" event which had been well attended. She expressed concern about the impact of the proposed additional reservoir described in the plans and said that alternatives should be considered.

Councillor Enright moved and Councillor Hannaby seconded the recommendations and they were agreed.

RESOLVED to:-

a) approve responding to the consultation on the draft Water Resources South East (WRSE) regional plan, comments for which close on 20th February 2023 (a draft response is included in Annex 1).

b) approve responding to the Water Resources West (WRW), Water Resources East (WRE) and Affinity Water draft plans which have a 20th February 2023 closing date (drafts of the responses are included in Annex 2 to Annex 4).

c) approve responding to the Thames Water draft plan, which was only released on 13th December 2022 and therefore a draft response has not been prepared for this agenda. Comments on that draft plan close on 21st March 2023.

d) delegate the final written responses to the Corporate Director for Environment and Place in consultation with the Cabinet Member for Climate Change Delivery and Environment.

14/23 LOCAL AGGREGATE ASSESSMENT

(Agenda Item. 14)

Cabinet had before it a report on the annual Local Aggregate Assessment (LAA). which was required by Mineral Planning Authorities under the National Planning Policy Framework, July 2021 (NPPF).

Councillor Duncan Enright, Cabinet member for Travel and Development Strategy, introduced the report.

Councillor Enright moved and Councillor Lygo seconded the recommendations and they were agreed.

RESOLVED to:-

a) approve the Local Aggregate Assessment presented in Annex 2.

b) authorise the Corporate Director of Environment and Place in consultation with the Cabinet Member for Climate Change Delivery and Environment to make any revisions and publish the Oxfordshire Local Aggregate Assessment for the calendar year 2021 on the Council website.

15/23 PARKING STANDARDS FOR NEW DEVELOPMENTS: REVIEW OF ISSUES RAISED BY THE SCRUTINY COMMITTEE AND ADDENDUM OF EVIDENCE REVIEW

(Agenda Item. 15)

Cabinet had before it a report on the review of issues raised by the Place Overview and Scrutiny Committee on 'Parking Standards for New Developments' document agreed by the Cabinet meeting held on 18th October 2022.

Councillor Duncan Enright, Cabinet member for Travel and Development Strategy, introduced the report and explained the proposed revisions to the standards.

A Cabinet member said that the revisions to the Council's forward-thinking parking standards would encourage District Councils to consider more "car-free" planning developments and help to achieve the Council's environmental objectives

Councillor Enright moved and Councillor Bearder seconded the recommendations which were agreed.

RESOLVED to accept the minor amendments to the adopted 'Parking Standards for New Developments' highlighted in Annex 1 and note the findings of the update to the research overview report, contained in Annex 2, which concludes that the available literature provides support to the general approach to parking provision as set out in the adopted (at Cabinet, held 18th October 2022) standards.

16/23 DELEGATED POWERS - JANUARY 2023

(Agenda Item. 16)

Cabinet noted the executive decisions taken under delegated powers, set out in paragraph 4 of the report

17/23 FOR INFORMATION ONLY: CABINET RESPONSES TO SCRUTINY REPORTS

(Agenda Item. 17)

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

18/23 FORWARD PLAN AND FUTURE BUSINESS

(Agenda Item. 18)

The Cabinet considered a list of items for the immediately forthcoming meetings of the Cabinet together with changes and additions set out in the schedule of addenda.

RESOLVED to

a) note the items currently identified for forthcoming meetings.
b) include a report providing an update on progress with the Oxford United stadium site proposals on the agenda for the meeting on 21 February 2023.

…….in the Chair

Date of signing ……..

ANNEX

ITEM 4 – QUESTIONS FROM COUNTY COUNCILLORS

Questions	Cabinet Member
1. COUNCILLOR JOHN HOWSON I welcome the resurfacing/patching of the Woodstock Road in North Oxford scheduled for March 2023. Does this mean a date has been set for plans to be consulted upon for the improvements for cyclists and pedestrians that were last consulted upon in 2021?	**COUNCILLOR ANDREW GANT, CABINET MEMBER FOR HIGHWAY MANAGEMENT** A revised date for progressing the Woodstock Road proposals, which were consulted upon in 2021, has not yet been finalised. Following the Future Oxfordshire Partnership decision in Sep '22 regarding the Infrastructure programme being delivered via the Housing & Growth Deal, a revised allocation of around £3m funding remains available for delivering a scheme on the Woodstock Road. As officers continue to develop a scheme that fits within this revised budget, this will be informed by the responses received through the 2021 consultation. The revised scheme will also take into consideration the planned traffic filter trial which is anticipated to impact on traffic levels on the cities radial routes.
Supplementary I am concerned that the funding for the Woodstock Road scheme has been reduced and the timetable has been delayed. I would ask the Cabinet Members whether the	**Response** I can assure Cllr Howson that there is no cross-dependency between the 20 mph schemes and the Woodstock Road resurfacing scheme. I share your disappointment that the budget for the Woodstock Road scheme was reduced from £12 million to £3 million. This was because of pressures on the HIF stream of the Growth Deal due to inflation and other factors. The process of finalising the

Questions	Cabinet Member
reduction in budget has been because of the need to fund 20mph speed limit schemes in other areas of the County?	timetable for these schemes is still being progressed. I agree with Cllr Howson that the Woodstock Road scheme is a priority and hope to give information on the timetable for implementation in the near future.
2. COUNCILLOR LIAM WALKER Some parents in Hailey, West Oxfordshire have been informed the spare seats scheme will be ending despite the service being cost neutral and there being no consultation with parents. Can the cabinet member respond as to why this decision has been made and how this helps reduce car journeys as part of the administrations priorities to do so.	**COUNCILLOR LIZ BRIGHOUSE, DEPUTY LEADER AND CABINET MEMBER FOR CHILDREN, EDUCATION & YOUNG PEOPLE'S SERVICES** The bulk of home to school transport in Oxfordshire is provided because there is a statutory entitlement to free travel, for example because a child attends the nearest school and lives over the statutory walking distance (over 3 miles for those aged 8 to 16). There are also a few discretionary elements agreed in the Home to School Transport Policy. The costs of providing this statutory service have been increasing significantly with growing fuel and staffing costs. The Spare Seat Scheme applies across all home to school transport operated on behalf of the council. In common with most local authorities responsible for home to school transport, Oxfordshire allows parents of children who are not entitled to local authority funded travel to purchase spare seats. There is a distance related charge and when seats are sold it is made clear to parents that the service cannot be guaranteed in future years. We would not normally commission additional capacity to accommodate fare paying passengers. Where there is spare capacity, based on the number of eligible children and the vehicle that operates on the route, we make it available to parents to purchase.

Questions	Cabinet Member
	This arrangement helps defray the cost to the council of providing home to school transport and also helps a number of families in getting their children to school. The letter to parents referenced the scheme being 'cost neutral'. This is a reference to the contract that applies in the area being longstanding but for September 2023 the service in the area must be retendered. To ensure cost efficiency routes will be optimised (based on eligible children) and as a result there will be fewer spare seats than were achieved on the previous contract. Regarding Hailey, there is no requirement for the local authority to provide home to school transport to Wood Green School because there is a safe walking route between Hailey and Witney. This assessment was carried out by a professional road safety expert. The terms and conditions of the Spare Seat Scheme are clear that there is no requirement to consult with the parents of fare paying passengers prior to making a decision on whether a route should be discontinued or capacity reduced. This is because this is not a statutory requirement.
3. COUNCILLOR LIAM WALKER Residents have reported seeing adverts for the councils 20MPH policy on Sky, YouTube, the Daily Mail website and on a digital noticeboard in Buckinghamshire. Can the cabinet member outline how much money has been spent advertising the	**COUNCILLOR GLYNIS PHILLIPS, CABINET MEMBER FOR CORPORATE SERVICES** The communications campaign around the 20mph speed limit has been running since February 2022 in three phases. Its aim is to raise awareness about the 20mph speed limit among Oxfordshire residents and commuters into the county and to encourage and sustain long-term behaviour change. The campaign includes a mixture of PR and communications using the council's

Questions	Cabinet Member
administrations 20MPH programme?	channels and partners' channels, which are at no cost, and paid advertising, which is detailed below. **Phase 1** This was an initial awareness-raising campaign, primarily focused on building up understanding within communities that they could apply to become a 20mph zone. The campaign ran for a two-month period (February-March 2022) and a total of £13,032 was spent on external advertising and the production of materials. This included: digital and social media advertising, bus backs, radio advertising, and the production of an animation. **Phase 2** This phase focused on raising awareness of the changes and encouraging behaviour change among Oxfordshire residents. The focus was targeted on areas where 20mph speed limits have or are being implemented or routes into those areas. A key aim of this phase was for the message to be seen in different places and in different situations (eg online, on the radio, outdoors) so that people began to recognise and remember it. The campaign ran for a three-month period (October – December 2022) and a total of £40,433 was spent on external advertising and the production of materials. This included digital signage in supermarkets and shopping centres across Oxfordshire, radio advertising, digital and social media advertising, and advertising on petrol pumps in service station forecourts. **Phase 3**

Questions	Cabinet Member
	This phase built on phase 2 but targeted a much wider geographic area and broader demographics, including communities across Oxfordshire, communities across the border from Oxfordshire who regularly commute or travel into the county, and heavy road users such as delivery drivers. A greater volume of paid advertising was used in order to span a much wider geographic area and to reach people who were less likely to follow Oxfordshire County Council's communications channels. The campaign is running during January and February 2023 and a total of £98,211 has been planned on external advertising and the production of materials. This includes digital signage in supermarkets and shopping centres across Oxfordshire and along commuter routes into the county; advertising on Sky TV; radio advertising; online audio advertising; digital and social media advertising, petrol pump advertising; and advertising on bus backs.

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Divisions Affected - ALL

CABINET

21 February 2023

Formal Approval of Early Years Funding Formula 2023/24

Report by Corporate Director for Children's Services

RECOMMENDATION

1. **The Cabinet is RECOMMENDED to**

   a) Pass the funding increase received by Oxfordshire onto providers in full and approve the 2023-24 Early Years funding formula for 3 and 4- year old provision with an underlying hourly rate of £4.58 (excluding the supplements, SEN Inclusion Fund and Contingency).

   b) Pass the funding increase received by Oxfordshire onto providers in full and approve the 2023-24 Early Years funding formula for 2- year old provision at an hourly rate of £6.21.

Executive Summary

2. The local authority is required to set a funding formula for 2- year old and for 3 and 4 year old provision. The 2023-24 formula proposed is in line with the Department for Education (DfE) national formula introduced in 2017-18.

3. The local authority is responsible for making the final decisions on the formula.

4. Early Years Providers and Schools Forum were consulted on the Early Years Funding Formula and the overwhelming response was to pass on the increase in hourly rate in full to providers.

Introduction

5. In 2017-18, the Department for Education (DfE) introduced the Early Years National Funding Formula (EYNFF). This sets out the hourly funding rates that each Local Authority (LA) is paid to deliver the universal and additional entitlements for 3 and 4-year olds. There is a separate formula which sets out

the hourly funding rates for 2-year-olds. The DfE published the Early Years Entitlements: local authority funding for providers (the Operational Guide) on 16 December 2022 and this sets out the overall framework and expectations on Local Authorities regarding the EYNFF for 2023-24.

6. The rate of hourly funding that Oxfordshire receives from the DfE to deliver all elements of the formula for 3- and 4-year-olds has increased by 30p from £4.70 to £5.00. The 30p increase includes 7p relating to the Teachers Pay & Pension Grant, that was previously a separate grant but has now been rolled into Early years, so a 23p increase excluding Teachers Pay & Pension grant.

The Early Years Funding Formula

7. The DfE published the updated EYNFF Operational Guide (December 2022), which sets the overall framework and expectations on local authorities regarding the EYNFF.

8. The proposed 2023-24 formula follows principles that were established when the EYNFF was first introduced in 2017-18.

9. The key elements of the formula, meeting DfE requirements, are:

    a. The formula relates to both the universal 15-hour entitlement for all 3 and 4-year-olds and the additional 15 hours for 3 and 4-year-olds of eligible working parents (the 30-hour childcare policy).

    b. A minimum amount of funding to be passed through to providers – The pass-through requirement is intended to ensure the maximum amount of funding allocated to local authorities by the DfE reaches providers. The pass-through funding level is 95%.

    c. A local universal base rate for all types of providers – Local Authorities are required to set a universal base rate in their local single funding formulae, meaning there must be a base rate the same for all types of providers. This underlying base rate excludes Supplements, the SEN Inclusion Fund allocations, and the Contingency.

    d. A mandatory supplement for Deprivation. LAs have the freedom to choose the appropriate metric for allocating deprivation funding. Following earlier consultation, the method for allocating deprivation funding was agreed as an enhancement on top of the Early Years Pupil Premium (EYPP). The deprivation supplement was set at 47p per hour. (The 47p supplement also applies to additional hours, although EYPP can only be paid on universal 15 hours).

e. A quality supplement to distribute the additional funding LAs receive because of the mainstreaming of the teachers' pay and pensions grants. From 2023-2024, the separate teachers' pay grant and teachers' pensions employer contribution grant are no longer being paid directly to school-based nurseries. (The maintained nursery school portion of the teachers' pay and pensions grant funding has been rolled in to MNS supplementary funding). This is new for 2023-24.

f. A special educational needs (SEN) inclusion fund. LAs are required to have SEN Inclusion Funds for all 3- and 4-year-olds with SEN who are taking up free entitlements. This is to target funding at children with lower level or emerging SEN.

g. A contingency fund.

For 2022-23, the number of children eligible for the SEN Inclusion Fund and the deprivation supplement has increased leading to overspends against budget. This is likely to continue into 2023-24. In order to pass the full increase in hourly rate to providers, the Early Years Funding Formula will be set without a contingency budget.

10. Additional funding streams for eligible 3 and 4- year olds are as follows:

a. The disability access fund (DAF) – The DAF was introduced in April 2017 to support disabled children's access to the entitlements for 3- and 4-year-olds. 3- and 4-year-olds are eligible for the DAF if they are in receipt of child disability living allowance (DLA) and receive free early education. LAs must fund all types of setting providing a place for DAF-eligible children at an annual rate of £828 in 2023-24

b. Early Years Pupil Premium (EYPP) – The EYPP gives providers additional funding to support disadvantaged 3 and 4-year-old pupils, where their family meets specified criteria/ they are being looked after by a LA or have left care through specified orders. The national rate is 62p per hour per eligible pupil up to a maximum of 570 hours (£353 per year) in 2023-24. The Operational Guide indicates that "Where a child is also eligible for the additional 15 hours entitlement for working parents, EYPP is paid on the universal 15 hours only, up to a total of 570 hours in the year".

c. The calculations for supplementary funding for Maintained Nursery Schools (MNS) have also been updated reflecting increased funding in the Spending Review and additional funding to reflect National Living Wage increases. This has resulted in an increase for Oxfordshire from £1.99 in 2022-23 to £3.80 in 2023-24, including 45p relating to Teachers pay & pension grant, so a £1.36 increase excluding Teachers pay & pension funding.

Proposed Universal Funding Rate for 2023-24

11. The Local Authority is proposing to pass on the full increase in the funding received and will therefore increase the 3 and 4- year old universal funding rate by 23p to £4.58 per hour and the 2- year old rate by 32p to £6.21.

Financial Implications

12. The report deals with the funding formula for Early Years for 2023-24 and recommends a formula in line with statutory guidance.

    The proposed formula for 3 and 4- year olds has been modelled in line with the initial allocation published by the DfE. The key risk remains the level of take-up of hours. Final DSG funding allocations will be based on data from two census dates – 5/12ths on January 2023 and 7/12ths on January 2024 censuses. The funding will not be confirmed until July 2024. There is risk that actual participation varies from these snapshot funding dates.

13. Each year, there is uncertainty around the take-up of the number of hours. In previous years, a continency has been set aside. For 2023-24, there is no contingency but as in previous years, any overspend on the Early Years DSG will be carried forward and funded from 2024-25 Early Years DSG.

    Comments checked by:
    Sarah Fogden, Finance Business Partner
    Sarah.fogden@oxfordshire.gov.uk

Legal Implications

14. The School and Early Years Finance (England) Regulations 2022 (updated annually) provide the legal basis for DfE to formulate the EYNFF, which must be followed by the Council.

    This report sets out how the EYNFF is implemented by the Council.

    Paul Grant, Head of Legal and Deputy Monitoring Officer
    paul.grant@oxfordshire.gov.uk

Staff Implications

15. There are no new staffing implications.

Equality & Inclusion Implications

16. The County Council is passing on the Early Years Funding in line with DfE guidance. The Council therefore relies on the DfE review of Equality & Inclusion implications.

Sustainability Implications

17. There are no sustainability implications.

Risk Management

18. There are significant risks in setting the EYNFF for 2023-24 due to the final funding being set on census data as of January 2023 and January 2024 data. There is therefore a risk that DSG funding and payments will not match. Final funding allocations will not be known until July 2024. This risk is managed via the ability to carryforward any overspend to offset against 2024-25 allocations.

Kevin Gordon
Corporate Director for Children's Services

Background papers: None

Contact Officer: Sarah Fogden, Finance Business Partner
Sarah.Fogden@Oxfordshire.gov.uk

February 2023

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Divisions Affected – All

CABINET

21 February 2023

Pan Regional Partnership for the Oxford to Cambridge Area

Report by the Interim Chief Executive

RECOMMENDATION

1. **The Cabinet is RECOMMENDED to**

   a) Agree that the County Council will be a participant in the proposed pan-regional partnership for the Oxford to Cambridge area;

   b) Delegate to the Chief Executive, in consultation with the Leader of the Council, agreement to future arrangements with respect to establishing the constitution of the new partnership.

Executive Summary

2. A new pan-regional partnership for the Oxford to Cambridge area is being proposed by local authorities and other regional partners and has been supported by the Secretary of State for Levelling Up, Housing and Communities.

3. This report recommends that the County Council participates in the partnership, in furtherance of its greener, fairer and healthier priorities.

Background and Key Information

4. Government policy supports the development of regional partnerships where there is strong interest in collaboration in pursuit of shared economic, infrastructure and environmental aims. While generally non-statutory, sub-regional partnerships can support more efficient and coherent communication with national Government, coordinate local infrastructure programmes into a more effective overall strategy, increase regional 'voice' and influence, improve the use of economic data and evidence in decision making, foster innovation, and promote international trade and investment.

5. From 2016, an Oxford-Cambridge Arc partnership has championed regional collaboration across a similar geography. This has included agreeing shared regional principles for protecting, restoring, and enhancing the environment. (See Background paper, agreed by the County Council's Cabinet in March 2021.) In 2020, government announced its intention to develop a spatial

framework for Oxford-Cambridge and a consultation process was undertaken by government. The conclusions of the consultation have not been published but it is anticipated that a regional spatial framework as originally envisaged will not be taken forward. Funding was withdrawn from the previous Arc partnership and the supporting arrangements and governance structures were dissolved.

6. Following this change in national direction, taking the initiative, local participants have proposed that a more locally led alternative approach should be taken to regional co-operation in the pursuit of delivering sustainable economic growth with a higher quality natural environment.

7. To pursue this shared agenda a new form of streamlined partnership is being proposed by local authorities and other regional partners. A shadow board has been formed to develop the approach (see Annex 1). The proposed new arrangements are intended to be efficient and locally led, bringing together local government, universities and local enterprise partnerships. The partnership would link with the Future Oxfordshire Partnership and with the other member Growth Boards across the region. It would involve partners in Bedfordshire, Cambridgeshire, Milton Keynes, Northamptonshire and Oxfordshire.

8. A new pan-regional partnership has the potential to provide a range of benefits locally. It can provide an additional vehicle to help deliver local priorities in the short and longer term. It would attract revenue funding support which can increase capability and the capacity to deliver value in areas of common interest. This would include capacity and capability to build future business cases and proposals for investment. It would also provide an open channel into government and help improve cross-departmental engagement within government.

9. A proposal describing the purpose and form of the revised partnership was summitted to the Secretary of State for Levelling Up, Housing and Communities in October 2022. The Secretary of State replied to the chair of the shadow partnership board on 18 January 2023, confirming his support for the partnership and agreed funding of £2.5 million over the remainder of this Spending Review period, subject to annual business cases.

10. The Partnership's initial programme will be to:

- develop a set of propositions to attract international investment and profile the region on a global stage;

- continue the work underway to embed shared Environment Principles.

Governance

11. Different pan-regional partnerships adopt partnership governance most suitable for their specific circumstances. However, national expectations are that partnerships receiving government funding will follow common governance principles which are consistent across England including governance that is:

- Representative of local government and geographically complete;
- Includes key figures from regional businesses, LEPs and universities;
- Has an independent chair, agreed with all partners.

12. The shadow board (see Annex 1) has therefore proposed that the new partnership will be overseen by a new board, led by an independent chair, which will oversee its policy development and operations. This Board will consist of:

- An independent Chair
- One Chair from each of the member Growth Boards or equivalent, plus one additional co-chair representing the Central Area Growth Board.
- One Chair representing the Partnership's programme sub-groups: currently Environment and Economy.
- One Chair from each of the main constituent stakeholder groups, one representing Local Enterprise Partnerships, one representing the Arc Universities Group and, one representing England's Economic Heartland.
- Two non-executive directors, following recruitment
- A senior representative from government

13. The Board's prime function will be to oversee the delivery of the partnership's work programme, as agreed by the membership. While the partnership has support from government, it does not have statutory status and will not be a joint committee in local government terms. Formal decisions will be made by the decision-making arrangements of each individual local authority – cabinet, executive and non-executive as relevant. A constitution for the partnership and terms of reference will be developed for the Board recognising the independent, statutory, and legal status of each partner. Subsidiarity will be a key working principle for the new Board in how it carries out its functions.

14. It is anticipated the Board will meet quarterly, with an annual conference where the activity of the region will be promoted, and all partners will meet as a plenary to consider future work priorities and progress.

15. To support programme delivery, two further Sub-Groups will be established (Economy and Environment). These will be comprised of relevant stakeholders and local partner representatives. The Sub-Groups will select their Chair who will also represent the Sub-Group on the Board. The Board will oversee the Communications programme directly as this underpins all activity.

16. A local authority will act as the accountable body to underpin finance and resource management. The accountable body is currently Cherwell District Council.

17. Recruitment for the non-executive director and independent Chair roles is underway with the intention of fully implementing the partnership arrangements from June 2023.

18. The partnership has established a new website: OxCamPartnership (oxford-cambridge-partnership.info) where information on governance, programmes and meetings is held.

Operations

19. A Chief Executive/Lead Officer group comprising parallel organisational representation to the main Board will support programme delivery and effective management of the partnership through transition, supported by a lead CEO and a new director role.

20. The partnership and its programme will be supported and delivered by a small operational team agreed by the Chief Exectuives working group to include the director, programme leads, communications support and appropriate administration. Support functions (HR, finance and legal) will be supplied by the host authority acting as the Accountable Body.

21. It is proposed to have senior responsible officers (SROs) drawn from across the partnership, for each of the major work programmes (Economy, Environment, Communications). This will ensure there is local ownership and commitment to the programme and will assist with the match-funding element which Government requires. The SROs will work closely with their relevant Chair of the Programme Sub-Group as well as be the lead officer representative for the programme supported by a senior programme lead officer from the operational team.

Work Programme

22. An outline work programme has been developed reflecting the level of budget available for 2022/23. A programme for 2023/24 would be developed and agreed by the Board in consultation with the whole partnership for presentation to Government for agreement in Spring 2023. The outline work programme sets out three major programme areas; Economy, Environment and Communications. The programme includes an investment prospectus and atlas, environmental initiatives, and identity and brand development.

23. In March 2021, the County Council Cabinet endorsed the Oxford to Cambridge Arc Environment Principles. These have also been endorsed by a significant number of other stakeholders across the partnership. The establishment of the pan-regional partnership will provide a mechanism to take forward these principles and collaborate on actions.

Corporate Policies and Priorities

24. Working in partnership at regional level enhances the Council's ability to deliver all of its priorities, as set out in the strategic plan 2022-2025.

25. Specifically, it supports the priorities of:

- Putting action to address the climate emergency at the heart of our work; and
- Working with local business and partners for environmental, economic and social benefit.

Financial Implications

26. National Government has agreed a first tranche of interim capacity funding support of £250,000 for the current financial year. The planned 2022/23 budget for the partnership does include a small local contribution this year from local partners of £4,000 and this will help unlock a second tranche of Government funding (£250,000). A further contribution of approximately £10,000 is anticipated to be made in 2023/24. The Council's local contribution will be funded from within current budgets.

27. There will also be local contributions of in-kind officer time on project oversight and delivery.

Comments checked by:

Lorna Baxter, Director of Finance, lorna.baxter@oxfordshire.gov.uk

Legal Implications

28. There are no significant legal implications from involvement in the pan-regional partnership. The new partnership will not have the ability to impose its decisions on the Council and its Cabinet, and local decision making will be respected. Policy and major programmes arising from within the partnership would require independent decision by the Council.

Comments checked by:

Anita Bradley, Director of Law and Governance,
anita.bradley@oxfordshire.gov.uk

Equality & Inclusion Implications

29. In itself, agreeing to participate in the pan-regional partnership has no direct implications for equality and inclusion. The County Council, the accountable body and all public sector partners will be bound by the public sector equality

duty and future decisions and programmes of work will need to be supported by appropriate equality impact assessment.

Sustainability Implications

30. The stated aims of the new partnership include enhancing the natural environment. As such, working in partnership at a regional level, with more effective engagement with partners and national government, will improve the Council's ability to deliver necessary development and infrastructure while maintaining and enhancing the natural environment, minimising carbon emissions and adapting to climate change. The County Council has already agreed to a set of shared regional principles for environmental protection (see additional documents).

Stephen Chandler, Interim Chief Executive

Annex 1: Shadow Board membership
Annex 2: Secretary of State letter to Cllr Barry Wood, 18 January 2023

Background papers: Shared regional principles for protecting, restoring and enhancing the environment in the Oxford-Cambridge Arc

Contact Officer: Robin Rogers, Programme Director (Partnerships and Delivery)

February, 2023

Annex 1 - Pan Regional Partnership Shadow Board Members

A Shadow Board is in place for the Oxford-Cambridge Pan Regional Partnership. Its role is to oversee an initial partnership programme and agree governance and funding arrangements. The Shadow Board will be in place until the initial conditions and milestones have been met (i.e. constitution in place, Independent Chair selected). It is anticipated the Board will meet outside of shadow form by June 2023.

Members of the Shadow Board are:

- Cllr Barry Wood, Leader Cherwell District Council sitting as Interim Chair of the Shadow Board.
- Cllr Susan Brown, Leader of Oxford City Council, representing the Future Oxfordshire Partnership as current Chair
- Cllr Pete Marland, Leader of Milton Keynes City Council, representing the Central Area Growth Board as current Co-Chair
- Cllr Richard Wenham, Leader of Central Bedfordshire Council, representing the Central Area Growth Board as current Co-Chair
- Cllr Anna Smith, Leader of Cambridge City Council and currently Acting Mayor, representing the Cambridgeshire and Peterborough Combined Authority
- Professor Alistair Fitt, Pro-Vice Chancellor Oxford Brookes University representing the Arc Universities Group as current Chair
- Peter Horrocks CBE, Chair of SEMLEP, representing Chairs of LEPs and Business Boards and, sitting as interim Chair of the Economy Sub-Group.
- Cllr Bridget Smith, Leader South Cambridgeshire District Council sitting as interim Chair of the Environment Sub-Group
- To be confirmed, Representative from England's Economic Heartland

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Department for Levelling Up, Housing & Communities

Rt Hon Michael Gove MP
Secretary of State for Levelling up Housing & Communities
Minister for Intergovernmental Relations
2 Marsham Street
London
SW1P 4DF

Cllr Barry Wood
Leader
Cherwell District Council
Bodicote House, White Post Road
Bodicote, Banbury
Oxfordshire
OX15 4AA

18 January 2023

Dear Cllr Wood,

Thank you for your letter dated 31 October setting out the Oxford-Cambridge Arc Leadership Group's proposal for formally establishing a pan-regional partnership as your preferred model for regional collaboration from the Levelling Up White Paper.

I understand that the Group has worked to agree these arrangements over many months, and I would like to thank you and your members for the dedication you have shown in pursuing the right tools to deliver for the communities you serve.

I welcome these proposals and the initial priorities for the partnership, recognising that realising the region's economic potential will be supported by a strong regional brand that can compete for investment on the global stage. By bringing together public and private sector partners under independent leadership in the pursuit of sustainable growth, I believe the partnership will be well placed to shape and deliver on the economic vision for the region.

I also recognise your continued focus on the environment and sustainability. The 25-year Environment Plan remains central to this Government's ambitions to leave our environment in a better state than we found it and I welcome your continued collaboration with Defra and the Environment Agency to test and embed its principles across the region.

I am therefore pleased to confirm my support for the establishment of an Oxford to Cambridge Pan-Regional Partnership by 31 March 2023. Subject to annual business cases, I am prepared to support your partnership with up to £2.5 million in total over the remainder of this Spending Review period.

Thank you again for your continued collaboration across the region and I look forward to hearing about your work and how it is delivering for your communities.

Michael Gove

Rt Hon Michael Gove MP
Secretary of State for Levelling Up, Housing & Communities
Minister for Intergovernmental Relations

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Divisions Affected - All

CABINET

21 February 2023

Oxfordshire Network Management Plan

Report by Corporate Director of Environment and Place

RECOMMENDATION

1. **The Cabinet is RECOMMENDED to**

   a) Approve the adoption the 'Oxfordshire Network Management Plan 2023-2028' at Annex 1

   b) Approve the Oxfordshire Network Management Plan Summary document at Annex 2

   c) Approve the delegation of authority to amend the Network Management Plan to the Corporate Director of Environment and Place in conjunction with the Portfolio Holder for Highway Management for the life of the Plan to ensure it is kept up to date with related Council policies and any government guidance or legislative changes.

EXECUTIVE SUMMARY

2. Whilst not a statutory document the Department for Transport encourages the production of a Network Management Plan to assist those working on the network, developers, utilities and the highway service, to plan, coordinate and implement works. In addition, the plan provides information for users of the network on the strategies deployed to manage the network.

3. The Plan for the period 2023-28 is a challenging one with the scale of works taking place on Oxfordshire's network as a result of new infrastructure projects and developments taking place across the county.

4. It is an operational document that supports delivery of the Local Transport and Connectivity Plan, as well as helping to deliver and provide a framework to ensure alignment of decisions and actions in line with the corporate plan and Council priorities. The Plan provides for a hierarchy of transport methods, a hierarchy of works (taking into account statutory duties), how the Network will be managed.

Key elements of the Plan

5. The next five years sees considerable activity on the network across the county, from the provision of new highway & transport infrastructure as well as the considerable investment in housing development, projects of national importance (such as HS2 and East/West Rail), investment in digital infrastructure as well as the activity from routine maintenance of utility and highway infrastructure.

6. The plan explains how these will be managed against the vision, objectives and priorities of the County Council.

7. Key elements of the Plan include:

- Legislative and Policy framework
- Hierarchy of road users: Pedestrians, cyclists, buses, freight, others
- Hierarchy of works: Emergencies, Works of National Importance, Active Travel, major new highway infrastructure, Broadband infrastructure, major utility works, major maintenance works, small scale utility works and general highway maintenance activity.
- Decision making framework
- Implementation planning for works
- Communications
- Team synergies
- Ambitions

Corporate Policies and Priorities

8. The Network Management Plan will help to support the delivery of the County Council priorities to create and manage an inclusive, integrated and sustainable transport network. It also supports and takes forward principles and policies set out in the emerging Local Transport and Connectivity Plan.

Financial Implications

9. There are no direct financial implications arising from the adoption of Network Management Plan.

Comments checked by: Rob Finlayson, Finance Business Partner
rob.finlayson@oxfordshire.gov.uk

Legal Implications

10. The Traffic Management Act 2004 (Part 16) places a duty on the Local Traffic Authority (Oxfordshire County Council) as follows:

(1) It is the duty of a local traffic authority or a strategic highways company ("the network management authority") to manage their road network with a view to achieving, so far as is reasonably practicable having regard to their other obligations, policies and objectives, the following objectives:

(a) Securing the expeditious movement of traffic on the authority's network; and
(b) Facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority

(2) The action that an authority may take in performing that duty includes, in particular, any action that they consider will contribute to securing –

a) The more efficient use of their network; or
b) The avoidance, elimination or reduction of road congestion and or other disruption to the movement of traffic on their road network or a road network for which another authority is the traffic authority.

11. The Network Management Plan details how the statutory duty will be achieved.

Comments checked by: Jennifer Crouch, Principal Solicitor (Legal Services) Jennifer.crouch@oxfordshire.gov.uk

Staff Implications

12. There are no direct staffing implications arising from the adoption Network Management Plan.

Equality & Inclusion Implications

13. The Network Management Plan, and the activities associated with it, looks to safeguard all users of the highway network whilst incorporating local policies and objectives, whilst maintaining the ability for utilities, developers and highway maintenance activities to take place. The Traffic Management Act allows for the provision of local policies as identified by the Fair Deal Alliance for a hierarchy of users of the network.

Sustainability Implications

14. Oxfordshire County Council is committed to action to tackle climate change and the Network Management Plan will support these objectives by supporting work promoters with new methods of working to reduce emissions, assisting communities introduce EV charging points, managing the parking asset to support greater use of public transport and active travel, mitigating works to support public transport and active travel and supporting initiatives to

maximise traffic reduction. We are working with a wide range of partners to deliver projects at the cutting edge of their field. The use of innovative technology within the county will significantly reduce local emissions and improve air quality, boosting the quality of life for residents and benefiting businesses. The Network Management Plan provides for clear hierarchies in terms of users and works to support the climate change agenda.

Risk Management

15. With increasing growth and associated development in the County, there is a clear risk that the existing infrastructure will be unable to cope with the increasing demand for road space to travel and the requirement for new utility work, development and maintenance (currently we have 600+ live sites on the network each day).

16. The Network Management Plan identifies clear priorities for the use of the network and a hierarchy for development and maintenance over the next 5-year period. Whilst the booking of road space for works is based on a first come first served principal, the Plan allows for the prioritisation and coordination of works to reduce clashes. Promoting a common-sense approach to works, on the basis of the 'deepest dig' goes first, ensures that reinstatement works meet the specifications and reduces the need for additional maintenance activity. The Plan allows for emphasis on community-based parking requirements, supports activity travel as an alternative and supports innovation in traffic control to prioritise active travel projects and public transport.

Consultations

17. The Oxfordshire Network Management Plan was subject to a public consultation during November and December 2022, aimed at key stakeholders, including utilities and bus companies. Prior to this, informal consultation was undertaken, and their responses used to help develop the draft Network Management Plan.

18. Two responses were received to the consultation: one from Oxfordshire Cycling Network and one from a statutory undertaker. Both responses supported the content of the plan. The statutory undertaker email provided additional technical information and references to relevant codes of practice which needed to be adjusted in the Network Management Plan. These technical point references have been included into the draft plan.

19. Whilst the plan covers a fixed period, it will be subject to annual review (in April) to consider the evolution of the network, changing travel behaviours, government policy developments, local policy initiatives and new opportunities for innovation. As adjustments and amendments are made to the relevant Codes of Practice, these will immediately replace those in the plan by default.

BILL COTTON

Corporate Director of Environment and Place

Annex 1	Oxfordshire Network Management Plan 2022-27
Annex 2	Network Management Plan – Executive Summary
Background papers:	Nil
[Other Documents:]	Web link to: Traffic Management Act 2004 Network Management Duty Guidance (DfT)
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Annex 1

Oxfordshire County Council

Network Management Plan

2023 – 2028

Contents

1. Foreword 3
2. Legislation 4
3. The Highway Network 7
4. Primary Considerations 13
5. Objectives 17
6. Network Management Service 19
7. Decision Making Framework 24
8. Managing the Network – Planned approaches 29
9. Managing the Network – Reactive Approaches 39
10. Data 41
11. Infrastructure and Maintenance 43
12. Future Ambitions 44
13. Annexes 44

1. FOREWORD by Cllr Andrew Gant

I have great pleasure in presenting Oxfordshire County Council's Network Management Plan.

Oxfordshire is a prosperous and vibrant county, combining a successful, thriving economy with a high-quality environment. It is a world leader in innovation and enterprise in areas including life sciences, space technologies, electronic & sensor developments, creative & digital, and automotive industries.

Working with District Council partners, the Future Oxfordshire Partnership, and the Oxfordshire Local Enterprise Partnership (OxLEP) and others, we play a central role in managing and planning sustainable development across Oxfordshire, within the framework of the Council's response to the climate emergency detailed in our strategic plan 2022 – 2025 (www.oxfordshire.gov.uk/council/our-vision-0) and the Oxfordshire Strategic Vision (www.futureoxfordshirepartnership.org).

We face a huge challenge in facilitating residents' travel needs as the population grows, whilst avoiding the economic damage caused by severe congestion and meeting our net zero carbon objectives. Following the COVID-19 pandemic, responding to the climate emergency and de-carbonising the transport network are our overarching policy priorities. There is a once in a generation opportunity to make a significant shift away from private car use, towards more flexible working patterns and greener travel choices such as walking, cycling, and/or using public transport – reducing pressure on the road network and creating the 'space' for local traffic improvements.

Essential to achieving the County Council priorities and policies set out in the Local Transport and Connectivity Plan (LTCP) is a transport system that enables the efficient movement of people, materials, and goods, while promoting greater use of sustainable travel modes and attainment of our climate commitments.

This Network Management Plan explores the challenges that we face and explains how we will manage our highway network so that it delivers an effective, but sustainable, transport system for the people and businesses using Oxfordshire's highway network.

Councillor Andrew Gant

Cabinet Member for Highways Management, Oxfordshire County Council

2. LEGISLATION

The County Council as Oxfordshire's Highway Authority has powers and duties through which it maintains and improves the highway network, in addition to managing activities taking place on this network. These powers and duties are derived from the national legislation outlined below, which underpins the work of Network Management affording us the powers to manage the highway network.

- The Highways Act 1980 covers the management and operation of the highway in England and Wales.
- The Road Traffic Regulation Act 1984 consolidates the Road Traffic Regulation Act 1967 and subsequent related Acts and statutory instruments. It provides powers to the relevant authority to regulate or restrict traffic on the highway.
- The New Roads and Street Works Act (NRSWA) 1991 which came into force on the 1st January 1993 provides a wide range of information on all aspects of works to roads carried out by statutory undertakers.
- The Traffic Management Act (TMA) 2004 offers new powers and duties to the Local Traffic Authority (LTA) and was introduced to reduce congestion and disruption on the road network (these duties and powers are in addition to the powers that are enforceable under the Highways Act of 1980, the New Roads and Street Works Act of 1991, and the Road Traffic Regulation Act of 1984).

The TMA is split into six parts:

i) Traffic Management on Trunk Roads
ii) Network Management
iii) Permits
iv) Street Works
v) Highways and Roads
vi) Civil Enforcement of Traffic Contraventions Compliance with the Traffic Management Act 2004

We recognise and support the opportunities and benefits that the Traffic Management Act 2004 and network management duty (NMD) provides. Whilst production of a Network Management Plan is not mandatory, the government does encourage highway authorities to prepare one. Given the opportunities and benefits that it provides, which include benefits to the economy, road users and service delivery, Oxfordshire County Council is fully committed to the implementation and delivery of our NMP.

This includes the appointment of a Traffic Manager to perform the tasks that are necessary for meeting the network management duty. In Oxfordshire the Head of Network Management is the Traffic Manager, retaining oversight of all congestion and traffic management activities in the county. Road and Streetworks management will be undertaken by the Group Manager - Network Co-ordination.

The 2004 Act suggests that local authorities could achieve these objectives by taking a range of actions, including by securing a more efficient use of their road network and/or tackling road congestion (or other disruptions to the movement of traffic). It is an *Enabling* Act which allows the Council to change laws, by using appropriate legislation such as delegated or secondary legislation – for instance Traffic Regulation Orders.

Updated NMD statutory guidance (April 2022) detailed how councils are expected to manage their road networks to provide measures to support active travel.

Our NMP explains how we will deliver these objectives.

Network Management Duty

The network management duty (the duty) is part of the Traffic Management Act 2004. It applies to all local traffic authorities.

The duty came into force on 5 January 2005 and recognises:

- The importance of managing and operating the road network.
- The importance of optimising benefits for all road users.
- The needs of those who maintain the infrastructure (both of the network itself and of the services within it).

Section 16(1) of the Traffic Management Act 2004 states that:

It is the duty of a local traffic authority to manage their road network with a view to achieving, so far as is reasonably practicable and having regard to their other obligations, policies and objectives, the following objectives:

(a) Securing the expeditious movement of traffic on the authority's road network; and
(b) Facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.

(2) The action which the authority may take in performing that duty includes, in particular, any action which they consider will contribute to securing:

(a) The more efficient use of their road network; or
(b) The avoidance, elimination or reduction of road congestion or other disruption to the movement of traffic on their road network or a road network for which another authority is the traffic authority;
and may involve the exercise of any power to regulate or co-ordinate the uses made of any road (or part of a road) in the road network (whether or not the power was conferred on them in their capacity as a traffic authority)

The arrangements for performing the network management duty include:

- Taking any action that we consider will contribute to securing more efficient use of the road network.
- Take any action that we consider will avoid, eliminate, or reduce road congestion or other disruption to the movement of traffic.
- Establishing processes for identifying things which are (or could) cause road congestion or disruption.

- Considering possible actions that could be taken to address congestion or disruption.
- Ensuring that specific policies or objectives are determined for different roads or classes of roads.
- Monitoring the effectiveness of the organisation and processes for tackling congestion and the implementation of decisions.
- Regularly assessing the performance of the duty and keeping the effectiveness of arrangements that have been put in place under review.

DfT guidance also notes that the network management duty is one element of an authority's transport activities and should complement the council's other policies and actions.

We will therefore embed desired outcomes and appropriate policies and plans under the network management duty within the council's Local Transport and Connectivity Plan and other relevant polices to achieve a coherent approach.

Other legislation

As well as the Traffic Management Act 2004 and network management duty the council has other legal responsibilities on the highway, which are of equal importance.

We have a range of duties and powers under which we maintain, improve, and manage the highway network and information services. These include:

- The Oxfordshire County Council Permit Scheme for Roadworks (Traffic Management Act 2004, Part 3).
- The Equality Act 2010 including the Public Sector Equality Duty.
- Bus Services Act 2017
- Transport Acts 1985, 2000 and 2008
- Road Traffic Reduction Act 1997

3. THE HIGHWAY NETWORK

Strategic Corridors

Oxfordshire sits on the busy road and rail transport corridor between the south coast ports, the Midlands and the north and enjoys easy access to London and the West Midlands via the M40. Major congestion along the Strategic Roads Network (SRN) across Oxfordshire has an adverse effect on journey time reliability of those using it. Heavy congestion is apparent along the A34 between the junction with the A423 and the point at which the A34 meets the M40 and along the M40 between junctions 9 and 10.

Oxfordshire suffers from a lack of connectivity with the east of England, particularly high-value growth areas around Milton Keynes and Cambridge. The existing SRN links between Oxfordshire and London, Birmingham, Heathrow Airport and Southampton are currently used by a high volume of through traffic which can result in long delays to journeys by road.

The M40 carries the most traffic, particularly on the stretch between junctions 9 and 10, which links the A34 via the A43 to the M1, with over 100,000 vehicle movements per day.

The A34 carries up to 70,000 vehicles per day, including a large proportion of lorries. As the A34 accommodates a significant volume of local trips, and because it forms part of the Oxford ring road, the severe congestion it suffers is damaging to both the local and national economy. It is particularly vulnerable to disruption due to incidents, because of the lack of alternative north-south routes for journeys both within and through the county.

The M40 and A34 are managed by National Highways.

Rail Network

The rail network will continue to expand with the next phase of East West Rail (scheduled for opening by 2025) reinstating the link between Oxford, Bicester, and Bletchley/Milton Keynes. This will be supported by improvements in capacity of the rail network at Oxford Station, including a new platform and western entrance.

Government is committed to supporting East West Rail to enable the continued development of the Oxford to Cambridge Arc area, with EWR Company now developing proposals for the final EWR stage onwards to Bedford and Cambridge (East West Rail: Connecting Communities from Oxford to Cambridge).

Additional rail capacity is also expected through grade separation at Didcot East and four tracking between Oxford and Radley to mitigate conflict at Oxford North Junction.

Bus Network

A strong strategic urban and inter-urban bus network exists within Oxfordshire with the provision of high-quality bus facilities and bus priority measures. However, the rural and tertiary bus network is significantly less established. Congestion along key roads results in services being delayed and unreliable.

An established Oxford Park and Ride (P&R) network exists with five current sites. However, their proximity to the Oxford ring road means P&R has the potential to add additional pressure and congestion on the road network.

A key objective in Oxfordshire is the development of services to key employment hubs and hospital sites in east Oxford. Significant proposals exist to review the P&R network, including provision of new P&R sites further out of Oxford (with the first new site being delivered in Eynsham off the A40) and exploration of expanding facilities at existing P&R sites to facilitate greater integration with other sustainable modes.

There are various schemes to improve bus connectivity throughout Oxfordshire. These include bus priority lanes on the A40 as part of this major transport project and short-term investment in bus services and facilities through the Bus Service Improvement Plan (BSIP) to include county-wide traffic signal priority measures. Other schemes include the refurbishment of the Gloucester Green bus terminal, and expansion of both rural connector/demand-response services and higher service frequencies on the main transport corridors to increase capacity.

Active Travel

Expanding and improving the cycle and walking networks is extremely important for Oxfordshire and is one of the council's highest priorities. Not only does this help to reduce congestion and pollution, particularly in urban areas, but also provides excellent health benefits. The council is investing in improved maintenance regimes as well as building new infrastructure to a high standard of design. Initiatives such as School Streets and Low Traffic Neighbourhoods can encourage people to change mode from car to walking and cycling and help reduce congestion caused by the school run.

A series of Local Cycling and Walking Infrastructure Plans (LCWIPs) are being developed for all Oxfordshire larger towns and implemented to ensure a cohesive and joined up network which makes journeys quick, easy, and safe. The council is developing the Strategic Active Travel Network (SATN) outside the urban areas to provide safe and convenient links from villages and between towns, which will contribute to more choice for residents other than the car.

Redevelopment in Oxford city centre is anticipated to generate increased footfall through the main pedestrian routes in Oxford, therefore pedestrian infrastructure in Oxford needs to be developed. This is also the case in each of the urban centres across Oxfordshire.

The council has adopted challenging targets to increase cycling – doubling cycling outside Oxford and increasing cycling in Oxford by 50%. Many of the main roads leading to Oxford city centre suffer from both speeding traffic and congestion at busy junctions, deterring less confident cyclists. Oxford LCWIP sets out a set of comprehensive network improvement for both links and junctions to reduce traffic speed and make cycling feel safer and more attractive. The Central Oxford Transport Plan, combined with many other traffic management measures, will also make cycling much more attractive. Further investment in cycling infrastructure is also proposed between Witney and Carterton, across the Science Vale and in Bicester. It is anticipated that additional infrastructure will be required to support the proposed Didcot Garden Town and in other significant settlements such as Abingdon, Woodstock, and Banbury.

Road Freight

The UK freight system moved 154 billion tonnes of goods in 2019 supporting almost £400 billion in manufacturing sales. The amount of freight moved, and the vehicle miles driven have been increasing over the last 15 years. In total the amount of goods moved has increased by 23% since 2009 and the amount of road freight traffic is forecast to further increase.

Supporting efficient road freight movement is important to the national and local economy. However, owing to the complex nature of the UK freight system there are local challenges that affect residents across Oxfordshire. These include:

- Resilience and congestion issues on the A34 which is an important road for movement between the Midlands and southern ports.
- Inappropriate vehicles and levels of freight movement through towns, leading to environmental and structural weight restrictions.
- Contribution to local air quality issues.
- Construction and logistics movements associated with the large number of housing development sites.
- The strong rural economy in Oxfordshire which is often away from the 'A' road network.

In order to address the issues associated with the movement of goods in Oxfordshire, the county council adopted a new Freight and Logistics Strategy in July 2022. The strategy was published in support of the Local Transport and Connectivity Plan (LTCP).

The strategy addresses some of the challenges associated with the movement of goods in Oxfordshire and sets out the actions required to deliver appropriate, efficient, clean, and safe movement. These include setting out more appropriate routes for HGVs on a route map, exploring freight Consolidation Centres on the outskirts of Oxford, better managing traffic movements on the major and strategic road networks such as the A34 through more effective network management practices, and the provision of secure HGV parking facilities to prevent informal parking on the highways.

City of Oxford

Due to the high number of jobs and the shortage and cost of housing in the city, more people commute to Oxford from outside the city than are working residents.

There is a mature and well-used network of commercial bus services, including regular services to the city centre from five Park and Ride sites on the edge of the city. Many radial routes have stretches of bus lane, but these are not continuous due to lack of available space, and neither are bus priority measures widespread.

Prior to Covid 19, on average around 50% of people arrived in the city centre by bus, 12% by cycle and 26% by car.

Over 25% of Oxford residents who work in Oxford, cycle to work, with a further 25% walking and 20% using the bus.

In 2011 census, around 31% of all Oxford employment was in the city centre. Travel to the city centre is already relatively sustainable but could be more so, with 70% of Oxford City Centre workers living within cycling distance, either in Oxford (52%) or near Oxford (18%).

Outside the centre, travel to work is much less sustainable. In Headington, for those living within cycling distance, nearly 3000 (38%) arrive by car and only 1300 (17%) arrive by bicycle and in Cowley, 62% (3900) of this group arrive by car, with just 1000 (16%) arriving by bicycle and just 13% on foot.

Inter-urban

The A34, A40, A44 and A420 in particular are heavily used for local car trips, leading to significant congestion on the network to/from Oxford, particularly key junctions such as the Hinksey Hill and Botley Interchanges, M40 Junction 9 and, in the case of the A40, the Wolvercote, Cutteslowe and Green Road roundabouts.

There is a good network of frequent, commercially operated bus or rail services linking the county's main towns with Oxford, yet the proportion of car journeys between these towns and Oxford remains stubbornly high. This network is partly based on the success of Park & Ride on the edge of Oxford, which has been developed since the 1970s in conjunction with restrictions on access to the city centre and bus priority measures. However, continued high car usage combined with plentiful public and private parking across Oxford, mean that the road corridors leading into Oxford used by buses and general traffic all suffer from congestion. This is despite Park & Ride providing a viable option in many cases. The Council's Connecting Oxford proposals are therefore designed to tackle these issues and to afford more reliable and faster journey times for cycling, walking and public transport (including Park & Ride).

Outside Oxford

Car ownership and car usage is high outside Oxford, with 87% of households owning a car – compared with only 67% in Oxford. This is reflected in the high proportion of journeys made by car outside Oxford, including a large number of short trips within the county's towns. Many of the new development sites in Oxfordshire are inevitably harder to serve by the existing inter-urban bus network due to the need to divert services from fast and direct routes.

Commercial bus networks to/from Carterton, Witney, Abingdon, Wallingford, Banbury, and Bicester are all well developed, and operators have introduced new services in growth areas such as Didcot, Harwell, Wantage and Thame and along the A420 corridor using S106 funding. Rural connectivity remains an issue for operators and the County Council.

The quality of cycling and walking networks remains variable, despite significant investment in the Science Vale Cycle Network (SVCN) and creation of Local Cycling & Walking Infrastructure Plans, to link employment and residential sites. The council is committed to improving cycling and walking infrastructure.

Although most District Councils charge for long-stay town centre parking, many local trips within Oxfordshire's towns are to/from workplaces with ample staff parking, edge of town retail developments, or schools. This means that a very high proportion of trips within these towns are still made by car.

Major Towns

Banbury:

Banbury is Cherwell's largest town and Oxfordshire's second largest settlement, with a population of nearly 47,000. Banbury acts as a primary regional centre that serves a wide sub-region, with a diverse economy focused on manufacturing, logistics, distribution, and services and increasingly, high tech manufacturing. In addition to provision of significant employment opportunities, the town also provides a focus for major retail, housing, cultural, leisure and community activities.

Bicester:

Bicester is one of the fastest growing economic centres in the country, with a population of approximately 33,000 people. Its economy is focused on storage, defence and distribution activities, food processing and engineering. Bicester Village shopping outlet is a significant UK tourist attraction, drawing in nearly six million visitors a year, including many from overseas. It benefits from good rail connections with London, which has been improved by a direct connection to London from Bicester Village Station as part of East/West Rail Phase One. Further improvements will come forward as part of East-West Rail, which will connect Bicester with Milton Keynes and Bletchley by 2025, and potentially Bedford/Cambridge as well as Didcot and Reading to the south, in the longer-term.

Witney:

Witney is the largest town in West Oxfordshire, containing the main commercial, leisure, health, and other services for the district. It has a diverse economy and is home to some of Oxfordshire's most successful high technology manufacturing and engineering firms. The historic Market Square, High Street, Woolgate Centre and Marriott's Walk make Witney an outstanding retail and leisure attraction.

Carterton:

Carterton, the second largest settlement in West Oxfordshire, is a relatively modern town which has grown, in the main, to serve RAF Brize Norton. It has a small but varied economy, largely focused on the provision of local services, and has been identified as a growth area by West Oxfordshire District Council, and Carterton Town Council with opportunities for both residential and employment growth.

Abingdon:

In terms of traffic congestion, Abingdon faces major daily traffic challenges due to constrained capacity in its historic town centre, and a high volume of east-west movements to/from local schools and employment centres. Housing growth in neighbouring areas (e.g. in the Science Vale) has exacerbated these pressures in recent years. Abingdon is itself now subject to significant housing growth to the north and west of the existing urban area.

Science Vale:

The Science Vale area strategy is focused on the UK's leading centres for science, technology and innovation at Harwell Campus, Milton Park and Culham Science Centre and includes the fast-growing settlements of Didcot, Wantage and Grove. Significant numbers of homes are being planned and delivered in these places alongside economic development and new jobs, as well as major new transport infrastructure.

Oxfordshire's rural areas

Oxfordshire's rural areas are generally prosperous, so although local travel is largely commuter based, they have managed to retain economic vitality with links to attractive and thriving local centres which provide a good range of services.

Most local trips are made by car although the Council is actively promoting cycling and walking and, where available, community or local bus services.

Road Classifications

In addition to the Strategic Road Network (SRN) managed by National Highways (M40, A34 and A43), the County Council's Major Road Network (MRN) Major Road Network (dft.gov.uk) encompasses strategic roads such as the A40 and A420, suitable for longer-distance and inter-regional traffic – particularly HGV's. Creating the conditions for expeditious movement on the SRN and MRN is a key network management priority for both the Council and National Highways. The status and investment requirements of the MRN are kept under continuous review and prioritised DfT schemes should demonstrate consistency with LTCP Policy 1 (Network User Hierarchy), with issues of severance across the MRN fully addressed.

The Council is also responsible for other Principal (A) and Non-Principal (B & C) classified routes, mainly used for intra-county traffic movements. Weight and height restrictions may be applied to these routes, such as the ones at Newbridge and Botley Road rail bridge.

One of many challenges is that much of this road network needs to be used by cyclists and creating conditions for cyclists to use them or viable alternatives will be examined in the Strategic Active Travel Network (SATN) plans.

The Council defines its 'Resilient Highway Network' as a sub-area or major Strategic Routes of the Local Highway Authorities Network that are vital to maintaining economic activity and access to essential services during extreme weather emergencies and other major incidents. This is particularly relevant to Network Management – for example in terms of incident response and implementing strategic or local diversion routes.

The Council has a legal duty under the Traffic Management Act 2004 to co-ordinate road works across the county; to better regulate traffic flows, and to minimise disruption. We have therefore used a range of criteria to define a list of Traffic Sensitive Streets, in order to better manage the timing and extent of any highway works. This list is kept under regular review.

4. PRIMARY CONSIDERATIONS

Climate Change

Climate change is the large-scale, long-term shift in the planet's weather patterns and average temperatures. Evidence of observed changes in extremes such as heatwaves, heavy precipitation, droughts, and tropical cyclones, and their attribution to human influence, has strengthened over the last decade. There is a need for rapid reductions in greenhouse gases in this decade to prevent global warming beyond 1.5°C.

In recognition of climate change, all Oxfordshire authorities have declared a climate emergency. Following our declaration, Oxfordshire County Council adopted a Climate Action Framework. The framework commits us to operating at net-zero carbon by 2030 and enabling a zero-carbon Oxfordshire by 2050. Transport and smarter management of road space will be essential to this.

Heavy traffic and congestion contribute to high levels of emissions from transport in Oxfordshire. Transport accounts for 75% of nitrogen dioxide (NO2) pollution in Oxford, and 50 tonnes of CO2 are emitted by road traffic in Oxford each rush hour morning. Research has indicated around 36,000 premature UK deaths per year could be linked to long-term exposure to air pollution and that there is no safe limit for NO2.

Under the Climate Change Act 2008 the government is required to reduce emissions in the UK by at least 34% by 2020 and 80% by 2050, from 1990 levels, although in early 2020 it made a legal commitment in the Environment Bill to 'net zero emissions' by 2050.

The Central Oxford Travel Plan (COTP) initiates a phased implementation of a Zero Emission Zone (ZEZ) in Oxford and a Workplace Parking Levy (WPL) to fund:

- A better, faster, and more comprehensive public transport network.
- A complete, high-quality, spacious walking and cycling network.
- Reclamation of some of the road space currently used by general traffic to provide more space for buses, pedestrians, and cyclists.

Network Management will play a key role in monitoring, operating, and enforcing the impacts of Central Oxford Travel Plan (COTP) – for example in terms of public transport journey times and patronage, air pollution and cycling/pedestrian flows.

The impact that congestion has on the environment and quality of life is of concern to many residents and road users, with air quality and noise pollution often being raised as problems where congestion occurs.

Network Management has a key role in meeting the County Council's environmental objectives and response to the Climate Change Emergency. We will use evidence to investigate the relationships between congestion, air quality and noise to identify what measures and innovative transport solutions could be introduced to minimise the impact of congestion on the environment and quality of life.

Growth in Oxfordshire

By 2030, the population is forecast to grow by 30%. Furthermore, there will be a significant increase in the over 85's and declining overall health due to increasingly sedentary lifestyles. This will place Council services such as schools and social care under significant additional funding pressures.

The potential impact of housing and jobs growth on the county's transport networks, taking into account committed transport infrastructure, has been modelled, showing many junctions over capacity in 2031, and severe delays on many routes, especially the A34, A40, A338 and A4074.

Network Management contributes to supporting good growth through the proactive and coordinated management of all Highway activities promoting greater levels of active travel, for example, cycling and walking - either as a sole mode of transport for shorter journeys or for longer journeys in combination with public transport. This will be achieved through provision of a comprehensive live travel information service to improve public awareness of the options available to them other than private vehicle, including measures to spread demand into off-peak periods and managing capacity (e.g. availability of public transport seating and Park & Ride car park spaces). These activities will play a significant role in terms of reducing congestion in Oxfordshire.

Without doing this, vehicle emissions are likely to increase, albeit at a slower rate than traffic growth. Much depends on technological improvements and the incentives and regulations legislated by central government, for example the banning of new petrol and diesel cars by 2030 (with some hybrid options available for sale until 2035 when all cares will be zero emission) as part of the government's '10 point plan' strategy The ten point plan for a green industrial revolution - GOV.UK (www.gov.uk)'.

Works and the scale of activity

The County Council is responsible for the maintenance of over 4,500 km of roads in Oxfordshire. Like in other parts of the UK, the condition of the road network has deteriorated over recent years. The growth challenges listed above will create a core pressure of maintaining an expanding and high-demand road network with reduced public funds, noting that with more growth planned, additional infrastructure will be required to support businesses, communities, and residents.

The coordination and booking of road space to support these demands is managed through the county's road and street works permit scheme with over 35,000 permit applications being received from utility and highway authority promoters each year, with approximately 600+ live sites on the network at any one time.

The strategic objective for the Permit Scheme is to provide a capability to manage and maintain the local highway network for the safe and efficient use of road space, whilst allowing Promoter's access to maintain their services and assets, including installing new connections. The principle of the Permit Scheme is to improve the planning, scheduling, and management of activities so that they do not cause unnecessary traffic disruption to any road user.

87% of permit applications are from Utility companies and the average Utility works duration is 5 days although major works of much longer duration also occur, and these are often driven by new housing developments where existing infrastructure cannot supply the increased demand in public services.

The permit team can refuse a permit application when they consider that elements of the application (e.g., timing, location, or conditions) are not acceptable. But the works driving the permit application are often still essential, so the permit team endeavour to grant permits quickly and efficiently, encouraging works promoters to use the highway and then clear efficiently and meeting all applicable legislation. The permit team also promote and drive collaboration between works promoters offering reduced permit fees and more flexible road space booking to those who can collaborate in the works planning process. In addition, and to promote active and public transport travel, the Council requires clear mitigation factors to be in place to ensure that, as far as is possible, any impacts on active travel and public transport are minimised or eliminated entirely.

Further efforts to reduce and mitigate the activities of those who need to work on the highways of Oxfordshire are being considered with central government's opening of Lane Rental Legislation beyond the 2 trial schemes. OCC will undertake a review of their Network Management function and the Lane Rental scheme powers to ascertain if these powers will be beneficial to the greater control and reduction of highway network disruption in the county.

Road Safety

There are approximately 30,000 accidents on Oxfordshire's roads, 1,700 reported injuries (300 of a serious nature) and 30 deaths, with a higher proportion of serious incidents than many local authority areas due to a higher amount of rural road links on the network. The value of preventing these accidents and incidents is estimated at around £150 million per annum.

Oxfordshire County Council has adopted a 'Vision Zero' strategy to eliminating all deaths and serious injuries from road traffic collisions by 2050. It has also set interim targets of a 25% cut in casualties by 2026 and a 50% reduction by 2030.

In the event of accidents and or incidents on the highway the Network Management Team (NMT) will gather information and plan how the best manage the network during the event. These plans will set out the requirements and responsibilities for the effective management and expeditious movement of traffic in light of accidents, diversions, and major incidents.

In the event of accidents/incidents on the strategic road network requiring road closures, plans exist enabling the OCC to react to and effectively manage accidents and emergencies on the network, including the activation of diversion plans. These plans have either been developed by the Council with input from key partners, or they have been developed by partners (such as the National Highways) with input from the highway authority.

In emergency situations, the NMT needs to work closely with other local and national organisations with a strategic command structure set up between Thames Valley Police (TVP) and OCC's emergency planning team.

With an increasing population, the challenge will be to reduce the number of deaths and serious injuries on our roads through a range of interventions, including use of new systems and technologies to monitor and direct traffic flows.

As well as the impact that road accidents have on individual's lives, there is also an economic cost associated with these accidents, which can be quantified. This includes costs associated with the NHS, vehicle and property damage, police, insurance companies and loss of earnings. There are also wider economic costs associated with disruption on the road network.

Our continued emphasis on reducing road accidents in Oxfordshire helps to minimise these costs, as well as proactively managing the disruption that these accidents cause. Network Management must consider how it can improve collaborative working with Thames Valley Police (TVP), National Highways (NH) and other emergency services to minimise the impact and costs of planned and unplanned disruption on the network, and to use social media and other marketing campaigns to promote road safety and sustainable travel choices.

Performance Management

The successful management of the network will be monitored by measuring a few key indicators that will be reported at a service and corporate level as required. In particular data will be collected, and key performance indicators developed to:

- Ensure minimal and efficient duration of works
- Protect air quality
- Improve journey times for active travel and bus services
- Maximise the use of technology
- Respond to and address customer needs

5. OBJECTIVES

The overall aim of the NMP is to provide a holistic approach to network management in Oxfordshire. This will help to deliver positive outcomes for our local economy and quality of life for the people who live, work or travel through our County.

The Network Management Plan builds on the objectives and commitments contained in the Local Transport and Connectivity Plan (LTCP). The LTCP outlines a clear vision to deliver a net-zero Oxfordshire transport and transport system. We plan to achieve this by reducing the need to travel, discouraging individual private vehicle journeys, and making walking, cycling, public and shared transport the natural first choice. Specifically, for Network Management the LTCP contains the following commitments:

Policy 31 – we will:

a. Undertake Network management as part of an integrated approach, utilising emerging technologies to maximise its ability to tackle congestion issues in the county.
b. Continue to work closely with all stakeholders, partners, and communities to minimise the adverse impact of disruptions on the entire road network within Oxfordshire and beyond.
c. Balance the needs of all network users, whilst promoting and prioritising walking, cycling and public transport at every opportunity.

The NMP covers the whole of Oxfordshire. We will continue to work with our partners and neighbouring authorities to co-ordinate the smooth movement of traffic, further improving our collaborative working with National Highways.

Network Management plays a key role in promoting healthy & thriving communities and supporting a thriving local economy, contributing to the delivery of a range of transport objectives, including:

- To minimise disruption to the those travelling on Oxfordshire's network prioritising any impact on those travelling by active travel and public transport.
- To proactively manage the network through provision of good quality, and timely information, taking direct and proactive intervention to reduce disruption in line with this plan's priorities.
- To ensure boundaries are pushed and technologies are used to minimise disruption of planned and approved roadworks.
- To support the delivery of active travel and bus priority schemes.
- To support delivery of planned growth and infrastructure with the interests of local communities as a priority.
- To have set out and agreed a range of potential strategies that can be implemented in the event different scenarios such as unplanned/emergency works, RTCs, pinch point gridlocks, known issues.
- To maximise the performance of our highway network and manage it to aid the movement of people, prioritising active travel and public transport.
- To increase journey time reliability and minimising end-to-end public transport journey times on main routes.
- To reduce the proportion of journeys made by private car by making the use of active travel and public transport more attractive.

- To effectively coordinate all activities on the highway to maximise the effective use of road space.
- To ensure all works promoters' activities are undertaken in the shortest possible time thereby reducing disruption and freeing up road space.

The Network Management Team works together to deliver an integrated and holistic service to local residents and communities, to fully utilise smart infrastructure and technology to manage pressures on the network, and to ensure safe, expeditious and efficient movement of people and traffic around Oxfordshire and the wider region.

Network Management will make an increasingly important contribution to the Council's climate change objectives through monitoring of air pollution levels (and street lighting energy consumption) within urban centres, thereby enabling strategies to be implemented to reduce the impact of polluting vehicles on public health and to create the conditions for greater use of active travel modes - such as Low Traffic Neighbourhoods (LTN's) and Local Cycling & Walking Infrastructure Plans (LCWIP's). This will also incorporate more efficient permitting of street works and enforcement of parking restrictions on a county-wide basis.

Oxfordshire County Council has an important role to play in promoting sustainable growth and delivering infrastructure improvements, while recognising the needs of existing residents and businesses in Oxfordshire. As the Highway Authority we have a range of duties and powers under which we maintain and improve the highway network and as the Traffic Authority, manage the activities that takes place on it.

6. NETWORK MANAGEMENT SERVICE

The Network Management Team (NMT) is made up of three distinct but joined elements. These are Network Co-ordination, Parking Enforcement, and Traffic Control Centre.

Network Co-ordination ensure effective monitoring and management of all activities that need road space such as road maintenance, utility street works, new developments, and public events.

Parking Enforcement manages the process of Civil Parking Enforcement and Bus Gate enforcement in Oxfordshire.

The Traffic Control Centre (TCC) operates Urban Traffic Management & Control (UTMC) which seeks to monitor, implement incident strategies, and advise on congestion and incidents on the highway.

Network Coordination - Road Works and Event Management

The primary function of the Network Coordination Team is to:

- Manage works and events on the network to ensure that there is minimum disruption to network users.
- Ensure mitigations are in place to promote active travel and public transport.
- Ensure works are undertaken to national standards and that the Highway Authority does not inherit a maintenance liability.

We also liaise with adjacent Highway Authorities (including National Highways) to coordinate works that cross county boundaries including National Highways.

To achieve this, we have the follow tools:

Permit Scheme

The purpose of the Oxfordshire Permit Scheme is to provide the ability for those wanting to work on the highway with the opportunity to apply for a Permit to do so, and for the Network Co-ordination team to consider applications and to grant, modify or refuse such works. Network Co-ordination can, when approving permits, apply enforceable conditions on the works (for example the manual operation of temporary traffic lights). The permitting system operates via the Department for Transport (DfT) Street Manager with live mapping of approved works made available on the one.network (Elgin) portal.

We will work with developers, Network Rail, Train Operating Companies, and other rail industry partners on major projects such as High Speed 2 (HS2), East West Rail (EWR) (recognising relevant Transport and Works Act powers) with the objective of minimising impacts of their activities upon the highway network and local communities. Having formed strategic partnerships with stakeholders including Bicester Village, NHS Trusts, BMW, and Harwell Campus to share intelligence and approaches to managing local congestion hotspots more effectively.

Event Management

A considerable number of events, including filming activity, takes place on the Oxfordshire Network. The Network Coordination Team provides advice and guidance on these activities,

approves applications to work on the network, to ensure that the network continues to run smoothly.

Highway Licences

Network Co-ordination manage all applications for highway licences made for various activities affecting the highway, such as skips, scaffolds, cranes, hoardings, events, Section 50 road opening licences (private works on the network), Section 171 Road Opening Permits, and temporary traffic signals.

Highway licences are available from the Oxfordshire County Council website.

These procedures ensure that Oxfordshire County Council is fully aware of all notified road works and events taking place on the highway network and that all such activities are undertaken safely and with minimum disruption and that as much information as possible is made available to the general public. The co-ordination activity ensures that statutory regulations such as signs, lights and necessary traffic management are applied where necessary.

Parking Management

Our Parking Policy details the approach to the ongoing development and delivery of parking management in Oxfordshire. Parking management is an important transport planning tool, enabling us to influence how people may choose to travel, with the aim of encouraging them to use more sustainable forms of transport, including Park and Ride facilities. We also recognise the importance of providing blue badge parking to enable those who are less mobile to access key facilities and services where they are less accessible by public transport, walking and cycling. We also support communities to create the right parking restrictions in the right places by designing community supported residential parking schemes on the highway and introducing new restrictions to create safer environments.

This is provided by the follow services:

Enforcement

One of the key objectives of managing the highway network is to manage traffic congestion. The enforcement of parking restrictions plays an important part in effective traffic management and improving traffic flow.

Our parking policy will support and link in with the ambitious transport goals by;

- Supporting safe active travel through targeted enforcement of pavement parking - particularly in support of school streets schemes and on core routes identified in LCWIP's.
- Ensuring traffic flow is maintained on main roads and delays to public transport vehicles are reduced.
- Actively enforcing restrictions in narrow streets to ensure access is maintained for emergency vehicles and refuse vehicles.
- Managing kerb side space fairly to ensure a balance is maintained between supporting the vitality of local businesses and catering for resident and visitor parking.

- Promoting the introduction of resident parking zones to improve the lives of residents and to encourage use of public transport by cutting down on opportunities for commuter parking.

- Managing the demand for specific parking areas including disabled parking, loading bays, bus stops, and taxi ranks and actively enforcing these areas to ensure they are kept available for those drivers who need them.

- Minimising the adverse effects of motorised transport on the environment and health.

- Improving accessibility, particularly for non-car owners and people with mobility or sensory impairment.

- Maximising parking in off-street car parks.

- Enabling the safe servicing of industrial and commercial premises.

- Reducing personal injury accidents.

- By providing a level of enforcement commensurate with the scale of contravention and the finances available.

- Using innovation to continuously improve the way we enforce and manage the road network.

Parking contracts

The contract to enforce Parking restrictions in Oxford City was awarded to Conduent Services Limited in May 2020 which will be in place for the life of this Network Management Plan. The contract to manage parking enforcement in Cherwell, South and Vale districts was awarded to Conduent in 2021 and covers the life of the NMP. The contracts are managed by the Parking Services Team and Key Performance Indicators are used to monitor the success of the services. The agency agreement with West Oxfordshire District Council to manage on-street enforcement is due to end in March 2023 when management of this service will revert to Oxfordshire Council with services supplied by Conduent.

The contracts promise to bring new levels of efficiency and responsiveness to parking problems on the local road network with the service provider utilising greater technology to improve the service in line with our LTCP policy objectives and priorities.

Bus Lane camera enforcement

The provision of bus priority measures across the road network is crucial in ensuring journeys are more reliable and bus users in Oxfordshire are able to get to the destinations they need to, including places of education, employment, healthcare, and leisure. The use of bus lane enforcement has proven to be an important tool in realising the benefits of bus priority measures through changing behaviours and increasing compliance with the restrictions.

Innovation in enforcement

In partnership with our enforcement provider Conduent, over the next 5 years we will work to provide year-on-year efficiencies with the introduction of new innovations including working alongside the Parking Technology Service Provider (PTSP) and other Solution providers to

investigate, trial and implement new methods of service delivery to increase the efficiency of the operation. This will include the use of new technologies and revised/new enforcement powers to ensure effective prioritisation of resources in line with our LTCP objectives and priorities.

Park & Ride strategies

There are five Park and Ride (P&R) sites located around Oxford's ring road, with a further Park and Ride at Bicester, with regular bus services to the city centre and - from some P&R locations to the Oxford hospital sites too.

These sites are vitally important in reducing the number of vehicles coming into Oxford and provide hubs with other modes of transport around Oxfordshire and the UK.

In 2019 the County Council passed responsibility for the management of the Water Eaton and Thornhill Park & Ride sites to the City Council under an Agency Agreement. This means that all of the Oxford sites are now operated by the City Council. A joint working group is in place with the Oxford City Council to ensure that pricing strategies and incentives are aligned across all sites in Oxford.

The Park and Ride sites form an important part of the Central Oxford Travel Strategy, and the proposed workplace parking levy and other traffic restrictions will help in kick-starting funding of new potential bus and park and ride services, offering discounts and incentives to encourage people to use them.

This includes a new A40 park & ride site, a new eastbound bus lane from the site towards Oxford and improved facilities for cycling and walking. This will intercept car traffic west of Oxford Meadows and prevent congestion and pollution increasing on this stretch of the A40. It forms part of a more comprehensive, longer-term strategy for improving transport between West Oxfordshire and Oxford, which also includes upgrade of the Cotswold Rail Line.

Supporting Communities

With the introduction of Civil Parking Enforcement across the County in 2021, we are embarking on a series of parking reviews across the County to ensure that the right restrictions are implemented in the right places, supporting a balance between residential, visitor and business parking to ensure support from local communities. These restrictions will then be actively enforced.

Traffic Control Centre

The Oxfordshire Traffic Control Centre (TCC) is central to the efficient management of the highway network.

Its' overall aim is to facilitate the safe, sustainable, and efficient movement of pedestrians, cyclists, buses, freight vehicles and general traffic on Oxfordshire's transport network, and also to and from the networks of neighbouring highway authorities.

The core strategic approach, which underpins this aim, is to:

Optimise

Ensure the network always operates at optimum efficiency.

Monitor & Actively Manage

Monitoring the Oxfordshire transport network. Proactively managing planned and unplanned disruptions as they occur.

Inform

Providing accurate, timely traffic and travel information in appropriate formats including social media, in-car satellite navigation systems, Mobility as a Service (MaaS) applications, and via roadside signage: Variable Message Signs (VMS) and Real Time (Bus) Information (RTI) displays located across the county.

Collaborate

Improving working relationships and communication between the Traffic Control Centre and relevant stakeholders.

Gather Data & Intelligence

Analysing historic journey time, traffic flow, speed and environmental data collated by the OCC data teams, innovation partners and local bus companies.

Innovate

Investigating and implementing new technologies which will assist with the above.

To deliver the above aims and objectives, a range of activities are carried out, which can be divided into maintenance and development activities. The maintenance activities are vital to preserve the level of service currently offered, and the development activities allow the TCC to develop and improve the service they offer.

Success will be measured primarily against Network Management's strategic performance management criteria and secondly against monthly KPI performance targets:

7. DECISION MAKING FRAMEWORK

The Council has reviewed what it is trying to achieve with our NMP, consistent with the corporate plan Our strategic plan 2022 - 2025 | Oxfordshire County Council, Local Transport and Connectivity Plan (LTCP) and Highway Asset Management Plan (HAMP) and the primary considerations outlined in Chapter 4, setting out a framework and key considerations for decision-making.

Although road space booking and permit applications are considered on a first come first served basis, there is a need to consider, and horizon scan important works coming up on the network and how they fit into the "big picture" of work on the network.

In general terms the OCC network user hierarchy for priority of works on the Highway is as follows:

1. **Emergency repairs to facilitate safe conditions, ensure utility supplies or to prevent an "emergency situation"**
2. **Works of national importance (HS2 and EWR)**
3. **County Council new and improved infrastructure projects**
4. **Digital connectivity infrastructure projects**
5. **Large scale public events**
6. **Major utility infrastructure and works**
7. **Small scale utility works (minor and standard)**
8. **Highway maintenance activities**

These priorities will be used by Network Co-ordination to support active travel, bus priority, major projects, and growth initiatives in the county through proactive decision making in their booking of road space.

The overall aim of the NMP is to provide:

A holistic approach to network management in Oxfordshire which will help to deliver thriving communities and economy for all people who live, work or travel through our County.

To deliver a holistic approach to network management we will adopt a series of principles for the services that we deliver. These will include:

- Seeking to minimise delays caused by congestion through provision of good information and efficient operation of junctions
- Protecting and supporting access and journey times, particular for walking, cycling and bus, during roadworks
- Ensuring new infrastructure implemented aligns with our requirements and policies (such as requiring CCTV at junctions)
- Working close with and exchanging information and intelligence with partners
- Ensuring enforcement of traffic and parking restrictions can be carried out effectively and robustly.

Proactive actions will be required to drive innovative road space management using all available data from within the NMT team. Ongoing and historical assessments of road and street works activities highlighting where traffic disruption and rat running occurs will be used to better plan future works. Local knowledge and data sources must be considered alongside National Highways data to ensure planning undertaken effectively supports road users across the county and strategic road network.

Forward planning the booking and management of road space will be required to drive change in road user behaviour and support OCC's active travel and growth plans. The NMT will work with those planning and implementing active travel, bus priority and major infrastructure projects focussing on maximising available road space mitigation efforts to reduce disruption whilst road and street works are undertaken.

Using the powers and duties afforded through the TMA 2004, NRSWA 1991 and associated codes of practice the NMT will ensure the road space offered to projects are considered appropriately and in line with our network transport user hierarchy to support Oxfordshire County Council's Growth Board plans and priorities.

The OCC Road and Street Works Permit scheme affords the Council powers to control and direct those who book road space to allow their activities to occur, and these powers are supported by conditions that can be attached to granted road and street works permits.

Conditions applied to granted permits reduce the impact of the works to the travelling public and where a works promoter breaches permit conditions fines can be levied by the permit authority.

Permit conditions that can be applied are noted below:

- Time Constraints
- Material and Plant Storage
- Road Occupation Dimensions
- Traffic Space Dimensions
- Road Closure
- Light Signals and Shuttle Working
- Traffic Management Changes
- Work Methodology
- Consultation and Publicity
- Environmental
- Local/Special

OCC uses these conditions and powers of the permit scheme to improve journey times and reliability for all our road users by:

- reducing the congestion caused by road works
- ensuring that mitigations are in place to promote the network hierarchy of users
- improving the information available on works, including advanced warning and duration
- increasing the planning and control of works to improve safety and reduce damage to the road

- Promote the use of innovation in the industry, for example intelligent temporary traffic signals

Where larger scheme works are planned such as major infrastructure projects, active travel, and growth initiatives the permit scheme requires forward planning notices to be applied for booking road space. These forward planning notices are published on public facing data sources using mapping to show all road and street works in progress and planned, allowing those who may need to book their own road space to work and/or navigate around large-scale projects, and therefore to better plan their activities.

Following notification of forward planning activities Network Co-ordination team will guide and support those planning such works in their development of Construction Traffic Management Plans (CTMP) that explore and use innovative approaches to Highway works to reduce traffic disruption.

The CTMP will set out the mitigation measures employed to reduce the impacts of the proposed works on the Oxfordshire Highway network and National Highways strategic road network in the county.

The CTMP will need to consider the following elements:

- Preferred routes for delivery vehicles and staff
- HGV traffic movement restrictions
- Local and strategic route traffic diversions
- Route signage
- Working hours
- Timing of deliveries
- The requirement for stewarding at accesses
- Vehicle wheel washing
- Highway condition survey
- Promotional material and communications
- Co-ordination/emergency contact
- Sustainable staff travel
- The completion of a construction method statement

<u>Network Transport User Hierarchy</u>

Oxfordshire County Council has considered the movement of traffic by user type and has set a transport user hierarchy that it considers will support the long-term goals and aspirations of the council. Generally, and subject to what is possible on an individual site, priority for the movement of traffic will be as follows in accordance with LTCP Policy 1:

- Walking and wheeling (including running, mobility aids, wheelchairs, mobility scooters and pushchairs)

- Cycling and riding (bicycles, non-standard cycles, e-bikes, cargo bikes, e-scooters, and horse riding)
- Public transport (bus, scheduled coach, rail, and taxis)
- Motorcycles
- Shared vehicles (car clubs and car-pooling)
- Other motorised modes (cars, vans, and lorries)

The transport user hierarchy will be used to support the most effective and efficient approach to the management of OCC's highway network and will be used alongside the road network hierarchy to empower decision and policy making. The road network hierarchy in OCC can be described as below:

- The Strategic Road Network (SRN)

Motorways and trunk roads collectively form the Strategic Road Network (SRN). These are managed by National Highways on behalf of the Secretary of State. The NMT works closely with National Highways to ensure a good understanding of conditions on the other authority's network with any disruption on the strategic and or local road network being managed, and mitigation efforts jointly implemented.

- The Local Road Network (LRN)

The Local Road Network is all the roads in the county under OCC's maintenance and control such as A, B, C classified roads and unclassified roads in towns, cities, and rural areas.

- The Major Road Network (MRN) - Major Road Network (dft.gov.uk)

In recognition of the role that the local road network plays in supporting the economy, the government brought in a middle tier of the country's busiest and most economically important local authority 'A' roads, sitting between the national strategic road network and the local road network. The primary aim of the MRN is to ensure that transition to and from the SRN is smooth, fit-for-purpose, and provides a seamless experience for road users making strategic journeys.

Typically, whole routes and individual roads tended to be labelled by the road network hierarchy and hence, afforded the same attributes, irrespective of the actual segmentation of a route in terms of its characteristics.

The network user hierarchy aims to provide greater clarity of use of a route and take account of the changing nature of the route along its path through the county to empower road space booking and mitigation efforts during necessary road and street works. Routes may pass through rural, urban, and industrial areas with associated properties, businesses and uses leading to changing characteristics on the course of a journey a traveller may make on this route.

The considerations which the NMT will use to identify and guide road space decision making will typically include but not be limited to:

- Traffic volume – be that pedestrian, cyclist, or motorised.
- Future use – active travel, changing priorities and travel choices must be considered.
- Schools, hospitals, shopping centres etc. – the priority afforded to works on a route or section of a route must be flexibly planned and managed.
- Public transport priority – route may be over capacity so priority must be given to the most effective methods of travel on the route.

- Tidal flows – commuter traffic entering or leaving an area, consideration of alternative diversion routes for traffic in the morning and evening rush hours.
- Out of hours working – planning and carrying out works at the times of least disruption to road users.
- Blockades – closing a route for a shorter period to enable works to happen more quickly.
- Extended works durations – reducing site activities that lead to delays in scheme completion, but which support LTCP objectives and policies and access to health, education, employment, social and retail facilities.

The NMT fully supports the traffic management aims and objectives of the transport user hierarchy and will develop processes and policies to ensure these are met wherever possible. Work promoters and those who book road space for their activities on the highway will be expected to show how they are responding to and addressing this user hierarchy in their road space permit applications and construction management plans they offer to the NMT.

The network transport user hierarchy will act to secure priority for the identified modes of travel in line with policy and which, in the main, also use road space more efficiently and effectively. It is, however recognised that there is only a finite amount of road space and therefore prioritisation to certain modes may at times have adverse effects on some users, such those using private motorised vehicles. This will require careful planning and monitoring to ensure that queueing traffic does not have an adverse effect on air quality.

8. MANAGING THE NETWORK – Planned Approaches

Network Co-ordination

Roadworks

Part 4 of the Traffic Management Act seeks to improve the existing regulatory framework within which utility companies are permitted to dig up local roads and extends the framework to cover the Highway Authority's own works, giving Councils additional powers to manage and co-ordinate works more effectively with the aim of minimising disruption.

There are four classes of permits:

- Major
- Standard
- Minor
- Immediate

Works promoters have to apply for permits based on the durations and disruption their activities are likely to cause with Network Co-ordination having set timelines for responses to be made – for either granting, refusing, or changing the application details. The timelines are set out in the below table.

Activity Type	Minimum application periods ahead of proposed start date		Minimum period before Permit expires for application for variation (including extension)	Response times for issuing a Permit or seeking further information or discussion		Response times for responding to applications for Permit variations
	Provisional Advance Authorisation	Application		Provisional Advance Authorisation	Application	
Major	3 months	10 days	2 days or 20% of the original duration whichever is the longer	1 calendar month	5 days	2 days
Standard	N/A	10 days		N/A	5 days	
Minor	N/A	3 days		N/A	2 days	
Immediate	N/A	2 hours after		N/A	2 days	

Local authorities can place an embargo (S58) on any further works taking place (with certain exceptions, such as emergencies) on a road on which major road works have just been carried out. The Act allows authorities to apply similar embargoes after major utility works and will allow the maximum length of the embargo to be changed through regulations. Oxfordshire County Council will operate an embargo system after all major works.

Street (Including Footway, Cycleway etc)		
	Traffic Sensitive or Reinstatement Category 0, 1 & 2	Reinstatement Category 3 & 4
1: Reconstructed	5 years	5 years
2: Resurfaced including level change	3 years	3 years
3: Other substantial road or street works	1 year	6 months
Combination of 1 or 2 plus 3	Higher of figures	Higher of figures
Customer connections	20 days	

Parity is an important principle in exercising the duty. Authorities must lead by example, applying the same standards and approaches to their own activities as to those of others. The council will therefore operate its Permit Scheme consistently, irrespective of the works promoter.

The Act allows for a more effective regime to be developed for inspecting the works carried out by utilities and the highway authority. The aim would be to target poor performance so as to improve the quality of works and reduce the amount of remedial works and repairs and the unnecessary disruption that they cause.

Events and Filming on the Highway

Oxfordshire County Council has established management processes for the co-ordination and control of planned events and filming creating a guidance document for those planning events in the county. These procedures are designed to minimise their impact of events and filming on other highway users and ensure effective liaison with promoters of other known road works.

Every event that takes place on the highway within Oxfordshire is required to be registered with the highway's authority in order that the traffic management arrangements can be co-ordinated. This will ensure that the event can be held successfully and is not compromised by other planned work on the highway network.

Regular event meetings (Safety Advisory Group meetings) are organised at a district council level and involve local divisional highway officers, the emergency services, district council officers and the event organiser.

Safety Advisory Group meetings assist the event planning process to ensure that events take place safely and at a time and in a manner that has the minimum effect on network operations. In addition, the meetings enable the dissemination of accurate information regarding the events as early as possible to other organisations.

We are committed to supporting planned events but will balance the potential positive economic and social benefits against potential negative impacts on the road network – for example increased congestion and pollution levels. When helping to plan events, we will ensure that:

- arrangements are put in place to minimise their impact on the road network
- appropriate contingencies are prepared
- there is early communication with external organisations, to help co-ordination
- temporary amendments to our network management priorities are identified

- changes to public transport provision can be prepared
- publicity about the event is prepared
- appropriate levels of management are agreed and implemented.

After the event has finished, we will review lessons learnt from planning, managing, and implementing the event. This helps to ensure that we continue to improve the way that events are managed and minimise their impact on the road network.

Cross Boundary Working

Traffic moves freely across administrative boundaries, therefore, to meet our network management duty we work in co-ordination with neighbouring authorities. The organisations having administrative boundaries with Oxfordshire are Warwickshire, Northamptonshire, Buckinghamshire, Berkshire, Wiltshire, Swindon, and Gloucestershire.

This involves:

- Liaising & co-operating with National Highways.
- Co-ordinating planned works and events.
- Provision of abnormal and diversionary routes.
- Preparing emergency and contingency plans.
- Reactions to unplanned events.

Co-ordination, Collaboration & Communication

To ensure a consistent approach to street works across the region and indeed across the Country, OCC Network Management are members of Southeast Highways and Utility Companies (HAUC) group, members of Southeast Joint Authorities Group (SEJAG) and Permit Authorities Group (PAG).

These groups work together to ensure good working practices across the region and work together to promote enhanced processes and co-operation across the street works community.

Oxfordshire County Council hosts local HAUC quarterly co-ordination meetings with representatives of the utility companies. These meetings between highway authority staff and the utilities cover the works programmed to be carried out on the highway network and ensure that potential conflicts can be discussed in detail and dealt with before they arise. Agreed actions are recorded for all parties to follow up on.

OCC works closely with National Highways (NH) to manage joint networks in emergency situations and assists NH with works on their network. Agreed strategic diversion plans are agreed between both authorities and held on Resilience Direct.

There are specific plans for some emergency events developed with key stakeholders

Freight Routing

Oxfordshire relies on an efficient and reliable road freight network for our daily lives, between businesses, their supply chains, and their customers, to make Oxfordshire an attractive location for business and employment.

Heavy Goods Vehicles (HGVs) movements are concentrated on several main corridors, particularly the A34, A420, A40 and A41. There is also a higher proportion of HGV traffic on other routes including main roads around Banbury, Bicester, and Didcot. Locations for major logistics operations in the County are focused on easy access to the main road network, with large sites found in Didcot close to the A34, and Bicester and Banbury close to the M40. Transport trends and forecasts also indicate an increase in use of smaller, lighter goods vehicles on the road network.

Whilst movement of goods brings economic benefits, freight vehicles have negative effects on congestion, road safety, air quality and the environment with freight vehicles sometimes blocking roads through on-street loading activities. We must also appreciate that residents have concerns about the impact and potential danger caused by HGVs travelling through villages and small towns.

Network Co-ordination will therefore:

- Use data to understand patterns of freight movement, including the use of smaller vehicles, last-mile services (e.g. cargo-bike) and rail, assessing the difficulties faced by operators, and the impact on local communities and other road users.

- Inform freight operators of the best routes to use and routes/locations to be avoided where possible.

- Encourage use of the Strategic Road Network (SRN) through traffic management measures, working with National Highways on the A34 and M40 interfaces with the local network, and taking advantage of new technologies and best practice to manage freight movements – including traffic signal strategies, Variable Message Signs (VMS), sat nav communications, and greater use of the National Freight Gateway/Journey Planner.

- Deter use of inappropriate minor roads and movements through towns and villages and other environmentally sensitive areas (including Air Quality Management Areas), except where this is essential for local access. Working with colleagues in Trading Standards, Locality and Highways teams, we will seek to minimise damage to road surfaces and bridges by monitoring traffic flows and pollution levels, managing roadworks effectively, and assisting in the enforcement of weight, height, and width restrictions. This includes planning for provision of area-based restrictions in line with LTCP policies.

- Manage freight and logistics movements in partnership with public sector organisations and businesses – e.g. the transportation of abnormal loads over long distances.

<u>Local Engagement – Stakeholders</u>

The principal purpose of Network Co-ordination is to ensure that all activity that may offer disruption to road users is co-ordinated effectively and that their impact is considered and mitigated against, and that those whose daily lives will be affected are notified appropriately.

Our stakeholders are important to us, and we have therefore established links with some of our major organisations, allowing us to work with them and their workforces to ensure that highway works do not impact on the day to day running of their businesses.

Monthly meetings are held with Bicester Village (BV) to update them on roadworks, identify their high footfall timings, and to co-ordinate roadworks to ensure minimal impact on their opening times. However, we must also ensure that the road network is not congested due to Bicester Village generated trips. We work closely with other large organisations such as BMW, NHS Trust, Harwell Campus, and other science/innovation bodies.

Dialogue with bus and rail operators is continuous with regular and established bus liaison meetings to review current procedures for notifying bus operators of planned and urgent works/activities, upcoming roadworks/projects, and mitigation measures. These arrangements will be formalised through the new Enhanced Partnership arrangements which will be established to support the implementation of Bus Service Improvement Plan (BSIP) facilities and measures. Engagement is often required with bus operators as part of the planning process when negotiating with developers on specific schemes - for example when new bus services are required to serve a new housing or retail development.

Specific meetings with rail industry partners are organised on a project specific basis in order to review their impact on the wider road network, for example necessary highways work to enable wider schemes such as HS2 and East West Rail. The Group Manager, Network Co-ordination or a designated deputy will represent the Council in such discussions, feeding into and influencing the rail industry's detailed plans.

It is the responsibility of the Works Promoter to ensure that they have engaged with all relevant stakeholders in order minimise the impact of their works. Network Co-ordination encourages and supports all activity promoters to undertake the earliest possible engagement with their customers and stakeholders - including local public transport providers and road haulage associations as being essential to these communications. Forming a professional communication relationship based on sharing and trust is essential to the reduction of disruption and inconvenience for all.

The NMT uses a Customer and Stakeholder Engagement Plan (CSEP) to decide when and how to communicate with anyone affected by highway activities.

The planned activities are graded based on the type or works proposed and the likely disruption they will cause.

For planned works and events, the table below sets out the different levels of engagement expected of the Works Promoter and their timescales.

Action	**Major Projects**	**Level 2**	**Level 1**	**Level 0**
	Public transport Packages Major Infrastructure Improvements	Residential/busy urban areas/large rural areas Road closures or disruptive Traffic Management- Traffic sensitive A-roads town centre	Rural roads- Small rural residential areas Minor works on cul-de-sacs etc.	Areas with little or no affect to stakeholders
Contact Councillor	Yes	Yes	Yes	Optional
Signs	Yes	Yes	Yes	Optional
Letter drop	Yes	Yes	Optional	Optional

Business visit	Yes	Yes	Optional	No
Facebook / Twitter	Yes	Optional	Optional	No
Newsletter	Yes	Optional	No	No
Press release & radio	Yes	Optional	Optional	No
Webpage	Yes	Optional	No	No
Public meetings	Optional	Optional	No	No
Customer notice	Timescales outlined in communication plan	14 days	7 days	3 days

When unplanned activities cause disruption to the highway network the TCC will as far as it is reasonably practicable to do so implement the OCC Customer and Stakeholder Engagement Plan to ensure messaging is share widely and effectively.

The TCC will make use of roadside Variable Messaging Signs (VMS), real time (bus) information (RTI) signs and the Oxontime web site to deliver information to bus and rail passengers as well as making use of Twitter, Facebook, and WhatsApp to ensure digital sources of data sharing are maximised. Increasingly the team will utilise 'virtual VMS' systems such as in-vehicle satellite navigation and Mobility as a Service (MaaS) applications.

The TCC will also look to share information to local media outlets with verbal updates provided so these can be disseminated on local radio.

Monitoring Adherence to Permits & Licences

The Network Co-ordination team and Highway Officers ensure compliance with permits and licenses and will actively seek any transgressions. Fines can be imposed for non-compliance with permit conditions and overrunning sites (for both external and internal works) and retrospective charges imposed for activities that have not complied with license conditions.

Sample inspections are performed on live sites to ensure conditions on permits are met, and that the site is compliant with Traffic Signs Manual Chapter 8 Signing & Guarding guidance and safe both for the workforce and other highway users.

Officers undertake proactive inspection/intervention at random sites in addition to sample inspections. This can also include visits which have been activated by way of complaints received via FixMyStreet.

Parking

Enforcement

The management of parking is one of the most effective means of tackling congestion and its more serious consequences, e.g. increased air pollution, delay and unreliability of public

transport services, while recognising that the availability of parking can afford economic benefits through facilitating convenient access to retail, educational and social facilities.

As competing parking demands intensify and conflict, the need for skilled and effective on-street parking management based on clearly defined priorities increases. Our Parking Policy supports effective parking management by:

- Coordinating on/off-street parking enforcement management to ensure a comprehensive and complementary approach.

- Allocating parking permits/waivers with clear conditions of use based on transparent and consistent principles, which give priority in accordance with the defined hierarchy of parking enforcement; and

- Maximising the potential of the Councils' information technology system to support an effective and efficient parking management operation.

Conduent, our parking enforcement provider, has a proven track record in technology and innovation within this sector. On-street enforcement will be a mixture of on-foot patrols and mobile enforcement. Trials are currently underway for the use of scan bikes which read vehicle registration numbers to allow identification of vehicles that hold a valid permit. This allows a more focused response for patrols to identify vehicles parked in contravention. We will continue to enforce traffic and parking restrictions in Oxford, to improve the effectiveness of our infrastructure and prioritise sustainable modes of travel.

Bus Lane enforcement operations

Congestion is a major constraint across our road network and has a significant role to play in the delays experienced by all road users, but especially local bus services. Therefore, the purpose of bus priority measures is to improve journey reliability times from stop to stop, which makes local bus services more efficient and cost-effective. Enforcement of these measures is crucial to ensure robustness and continued success in improving journey times.

The policies for bus lane camera enforcement sit within our overarching Policy for Parking Management and will be regularly updated and reviewed to ensure they are fair and balanced in delivering our objectives.

We will ensure that sufficient investment and resources is provided to maintain existing enforcement operations, whist keeping up to date with new technologies and opportunities to improve the service.

Traffic Control Centre

Optimise

The network can run significantly below its maximum capacity due to a range of factors including poor driver behaviour, inefficient junction operation, traffic signal faults, illegal parking, or disruptive roadworks/incidents.

A key objective of the TCC is to ensure that the network operates as close to its' maximum capacity as possible. The following activities support this objective:

- **Fault management** - Ensuring all communications and hardware faults are promptly identified and repaired – VMS, Real Time Bus Information (RTI), CCTV, signals,

parking sensors etc. Working with the Traffic Signals, Data & Systems, and ICT teams to resolve faults through various maintenance arrangements.

- **Design** – influencing the design of new traffic signal junctions and road schemes, to ensure the Traffic Control Centre is capable of implementing strategies which minimise congestion and improve traffic flow.

- **Keeping the Network Clear** – using CCTV and other data sources to identify issues with illegal parking or roadworks that have exceeded their permitted working. These instances will then be reported to the Council's Parking Enforcement and/or Network Co-ordination teams, so that they can be resolved, and road space freed up.

- **Optimising traffic signal operation** – through a coordinated central form of control. A key element to the TCC's work in this area is linking the Urban Traffic Management & Control (UTMC) and Urban Traffic Control (signals) systems, so that plans can be activated in real time to influence traffic signal timings and to help clear congestion from links in the road network and maximise capacity.

Monitor & Actively Manage

When a disruption occurs on the network, queues build quickly, which then block back through upstream junctions, affecting other traffic movements and causing severe, widespread disruption.

Once a queue has built up, it can be extremely difficult to clear it at busy times. It is therefore important to quickly identify disruptions and then carry out interventions that will assist in managing the incident.

- **Active management** - the TCC therefore provides an active traffic control service on weekdays from 06:30 to 19:00 hours and on Saturdays from 9:30am to 5:30pm, with plans to extend this coverage to Sundays & Bank Holidays. Staff are available during these hours to identify and deal with any disruptions that arise. TCC staff disseminate accurate traffic information to the travelling public and a range of stakeholders. They also actively implement traffic signal and VMS strategies during any disruptions in order to minimise the traffic impact of the incident.

- **Real Time Network Monitoring** - the prompt identification of disruptions on the network is key to their effective management. To this end, the TCC is working with the iiHub team to develop modern, fit-for-purpose network monitoring systems and predictive intelligence, with real time visualisation capabilities.

- **Utilise CCTV** for the monitoring and management of the road network. The use of CCTV facilitates active traffic management, as staff can see disruptions as they occur and take the appropriate action, monitoring the effect of their interventions on the live network in real time and supplying accurate traffic information to the public. CCTV provides visibility of centrally controlled junctions and therefore enables TCC staff to efficiently manage these junctions through a range of strategy interventions and traffic signal optimisation.

  The TCC requires that each centrally controlled junction and key parts of the city's main roads have CCTV coverage. New junctions must be routinely equipped with CCTV, and pre-existing 'blind spots' should be equipped with CCTV as budgets becomes available.

- **Traffic monitoring -** it is important for the TCC to understand the current traffic conditions in real time across the Oxfordshire network, in terms of vehicle speeds and journey times between junctions. To this end, the TCC must be able to access and use average speed and journey time data for the city via mobile sources (phone or floating vehicle data) rather than fixed location ANPR cameras. TCC must then be able to visualise congestion on the network. This, along with traffic flow data should also feed into the Oxfordshire Mobility Model (future transport modelling system) for pinch point analysis and investment planning purposes.

Provide Accurate, Timely Traffic and Travel Information

When a planned or unplanned disruption occurs on the network, individuals and other stakeholders want information around what has happened. This is because we need them to make informed travel choices, such as re-routing or re-timing their journeys, or changing their transport mode.

Stakeholders need to plan how to run their services around the disruptions identified. There are a range of methods that can be used to disseminate information to the public or stakeholders, both before and during their journeys:

- **Car Park Guidance -** a leading cause of congestion in Oxford city centre on weekends and at Christmas is circulating traffic looking for parking, or queuing outside of the Westgate Centre car park, awaiting entry. The Westgate car parking guidance system incorporates dynamically updated roadside signage advertising the availability of parking spaces or alternative car parks around the city network. The Council utilises Red/Green/Blue (RGB) VMS signs to indicate to drivers the availability of spaces at our Park & Ride sites, in order to minimise congestion in Oxford itself. TCC will use car park occupancy data to inform VMS strategies, directing traffic to the most appropriate P&R location.

- **Real Time Messaging -** when an unplanned disruption occurs, it is important to be able to provide information about the issue directly to drivers (VMS) and bus users (RTI) on the move. Individuals are then able to make informed travel decisions, re-routing to avoid problems, which reduces queue lengths and delays and assists in keeping the network moving. Making individuals aware of the reason for the delays they are experiencing can also reduce frustration.

  Real time messaging signs are also very useful for providing individuals with advanced warning of planned disruptions, such as roadworks and events, and for promotion of sustainable travel choices and road safety messages. VMS are carefully positioned within the network to provide drivers with traffic and travel information at key decision points within the network, allowing them to divert to nearby Park & Ride sites. This is achieved through regular use of UTMC strategies. RTI signage can provide more network coverage, alerting bus users to service and stop disruptions, vehicle capacities and alternative routes/diversions.

  VMS and RTI signs are key tools for informing the public of disruptions on the network, and as such, the TCC will continue to support their installation and maintenance for the foreseeable future through use of available capital funding including BSIP allocations. However, on-street signage is expensive to install and maintain, so as connected vehicles become more commonplace, future in-vehicle messaging options will be explored.

The RTI website ('Oxontime') will also be used to supply disruptive messaging alerts to bus users, and bus companies will develop the capability to cancel and divert services on this website, their own mobile phone apps and physical RTI displays using the Oxontime data platform.

- **Media & Social Media -** as with on-street signage, providing information to individuals on the move is key to their being able to make more informed travel decisions, such as re-timing their journey, re-routing to avoid problems, or switching to another mode of transport. The effective publication of timely, accurate, traffic and travel information using a range of different media is therefore a key priority.

  The TCC therefore also supports the following digital methods of communication in order to provide traffic and travel information to the public:

  - Providing verbal traffic reports to Inrix media and BBC Oxford during each traffic peak, so the information can be disseminated on local radio.
  - Providing 'traffic tweets' in real time for planned and unplanned disruptions via the council's OxonTravel Twitter feed.
  - Using social media, VMS and RTI to manage traffic flows and congestion in the most efficient ways, drive modal shift and to promote road safety – e.g. through time-limited campaigns and traffic control strategies.
  - Providing a range of transport data to the general public in the form of an Open Data API, so that it can be used by other travel websites and travel apps.

<u>Collaborate: Improve Working Relationships with Stakeholders.</u>

There are a wide range of stakeholders who have an interest or involvement in Oxfordshire's road network, such as neighbouring highway authorities, Thames Valley Police, bus operators, local media, elected members, research institutions and other council departments. The TCC aims to support and develop these working relationships in the following ways:

- By providing a daily traffic bulletin for interested managers, elected members and officers in addition to regular incident and network status updates.
- By calling stakeholders as appropriate when a disruption occurs that is relevant to them
- By providing up to date traffic and travel information via Twitter (OxonTravel)
- By working to provide access to Oxfordshire traffic data in the form of Open Data API's, OCC web page journey time updates and Twitter feeds.
- By engaging with Go-Ahead, Stagecoach, and other bus operator personnel in their own control offices, to assist them in their day-to-day bus service operations.
- By offering traffic training interventions to interested parties.

The TCC will also seek to engage with neighbouring highway authorities in order to more effectively manage traffic issues that impact the network around Oxfordshire's highway network borders. Our approach is to manage congestion and direct traffic to the most appropriate roads across Oxfordshire and the wider region in accordance with operational processes and plans jointly agreed with the Thames Valley Local Resilience Forum (TVLRP) and with National Highways using the well-established Collaborative Traffic Management (CTM) toolkit.

Unplanned incidents such as major accidents which result in significant public welfare implications, or road closures due to severe weather conditions, are managed by

Oxfordshire County Council's Emergency Planning team, so the TCC will continue to work closely with them to mitigate the impact of major disruption events on the network.

9. MANAGING THE NETWORK – Reactive Approaches

Incidents on the highway network, such as accidents, unplanned road and street works, breakdowns, demonstrations, works that do not go as planned cannot be predicted but strategies can be in place.

The Traffic Control Centre will work with appropriate partners, such as the emergency services, statutory undertakers, bus operators, local newspaper and radio and National Highways to:

- minimise the impact of unplanned events.
- minimise response times.
- provide effective traffic management.
- keep routes clear for emergency services.
- make the incident area safe for road users.
- inform the travelling public of incidents and appropriate diversion routes.
- support the repair or removal of hazards.

The random nature and location of most of these incidents means that they can be difficult to deal with. However, we aim to manage these incidents as quickly and efficiently as possible, helping to contain and mitigate their negative impact on the road network. When managing incidents, we will continue to ensure that the actions we take are planned and effectively coordinated and managed.

We will do this by:

- working with our partners to develop and maintain contingency plans.
- ensuring local processes and procedures are followed when dealing with routine emergencies that happen on a day-to-day basis on the road network, such as road traffic collision's (RTCs), as well as emergency situations/events like flooding, excessive snow, etc.
- maintaining good communication with people who may be affected by an incident is a key part of our work to keep the network flowing efficiently.
- periodically review how we communicate, to ensure continued effectiveness, make best use of new technology etc. We also share information on major incidents with key partners and stakeholders, as appropriate.

As part of the Permit process, we have contact points with the Works Promoters to support dealing with unplanned emergencies on the network. As part of the response on key and traffic sensitive routes we will:

- Obtain relevant information from Works Promoter or Thames Valley Police.
- Communicate the issue with key stakeholders, OCC comms team and Works Promoters comms team and local radio.
- Raise the matter with senior officers and Cabinet member, county, and local members, contact public transport representatives.
- Advise major businesses we know that will be affected.
- Examine work on the network and remove non-emergency works to allow for greater flow of traffic on any escape routes (where possible).

- Deploy Civil Enforcement Officers to key points to ensure parking controls are working to avoid unnecessary delays.
- Activate any pre-planned contingency plans via the Urban Traffic Management Control systems to increase traffic signal green time on affected routes.
- Update local Vehicle Messaging Signs (VMS) and RTI signs with key information and advice.

On other routes we will:

- Obtain relevant information from Works Promoter or Thames Valley Police.
- Inform stakeholders via an email update.
- Advise major businesses we know that will be affected.
- Monitor existing works on the network and remove if necessary.
- Deploy Civil Enforcement Officers to key points to ensure parking controls are working to avoid unnecessary delays.
- Activate any pre-planned contingency plans via the Urban Traffic Management Control systems to increase traffic signal green time on affected routes.

10. DATA

Data is needed to help us make informed decisions. This evidence will help us to understand how the road network operates now, and how it may operate in the future. As with the LTCP our Network Management Plan will be based on robust evidence.

This evidence will be used for many purposes:

Network Co-ordination

- Reviewing our existing hierarchy plans for traffic sensitive streets. As part of our Network Management Duty the Council can designate certain streets as 'traffic-sensitive', which means on these roads we can better regulate the flow of traffic by managing when and how works happen. This includes consideration of a range of factors including the LTCP Policy 1 transport users' hierarchy.

- Permit/licence compliance reporting.

- Mapping of roadworks/events via one.network (Elgin) real-time traffic management tools – enhanced capabilities and links to Traffic Control Centre (UTMC common database).

- HIAMS & Fix My Street.

- Mapping of bus routes to understand the impact of roadworks/events upon local services - ESRI's ArcGIS system provides Oxfordshire's geospatial mapping for (mostly static) assets and data sets and both one.network and Yunex (UTMC provider) supply bus route mapping tools.

- Mapping of strategic/major road network diversion routes – linked to enhanced Traffic Control Centre visibility through the UTMC common database.

Parking

- A New API open-source data is available for parking restrictions – OCC is in process of digitising Traffic Regulation Orders (TRO's) in advance of it being made a requirement by government.

- Sensor data feeds (Smart Parking, Vivacity Labs, Clearview, WPS etc) –integration with Car Parking Guidance systems, predictive modelling of traffic flows and for Vehicle to Infrastructure communications – e.g. pushing the availability of car park spaces via sat nav systems.

Traffic Control

The Council produces large volumes of data as a by-product of the systems it manages – e.g. traffic signals, traffic flow/speed/journey times and specialised junction data.

The data provides a rich source of intelligence, both in real time and for off-line analysis, and a key objective for the TCC is to maximise the usage of this data for scenario planning, to inform the development of strategies, and for incident response.

- Data & Intelligence: Data Storage & Analysis – working with Data & Systems teams to facilitate the maximisation of data usage within the TCC, including asset mapping, real time analysis and improved reporting capabilities.
- Data & Intelligence: Real Time Data Visualisation - to assist the TCC in using the data available in real time, for network monitoring activities, the iiHub team is working with innovators to develop visualisation tools which can be used to inform the creation and amendment of strategic and major road network diversion plans.
- Data & Intelligence: Open Data – TCC operates within an open data framework, supporting the integration of physical, digital, and artificial intelligence systems in the built environment to increase efficiencies, reduce costs, and enhance quality of life for Oxfordshire residents and communities.

11. INFRASTRUCTURE MAINTENANCE AND INVESTMENT

As part of our ongoing commitment to manage the network we are currently investing in services and systems to bring our services up to date. These include:

- Further investment in the modules which allow the Council to visualise works on the network and which help us to identify clashes and allow for early mitigation in the works planning stage, accessible to both the County Council and external parties such as bus operators.

- Developing the UTMC and RTI software systems to better integrate the flow of information and allow for automated decision making at key sites to deal with traffic flow and unplanned events.

- Upgrading traffic signals to allow for live interventions via UTMC for pre-planned strategies and ensuring that all new traffic signals are compliant with this approach.

- Upgrading physical on-street assets such as CCTV, VMS and RTI signage which allows the TCC to maintain better visibility of the network and to keep the public updated on traffic conditions.

- Digitising the Traffic Regulation Order data to a map-based system to allow for clearer visibility, easier implementation of Order changes.

- Supporting the development of Street Manager (DfT) to enable greater use of data for reporting and performance management of Works Promoters.

- Upgrading handheld devices to provide greater efficiency in parking enforcement.

- Exploring further opportunities to improve cash collection from pay and display machines and to deliver streamline enforcement/payment mechanisms through use of mobile vehicles and virtual permits.

- To encourage the uptake of electric cars, we will focus on support for charging infrastructure and other incentives which do not run the risk of increasing congestion.

- Ensuring that on-highway development provides for live data to support and supplement existing services via CCTV feeds, traffic, and clean air data.

12. AMBITIONS

Over the life of the NMP we will:

- Manage the network in accordance with the Traffic Management Act 2004 and in accordance with our wider transport policy framework as set out in our new LTCP.
- Ensure that our services match the needs of the network transport users hierarchy.
- Upgrade systems to take advantage of the best technology available to provide enhancements to the management and flow of traffic.
- Plan and implement traffic management strategies to deal with planned and unplanned traffic events.
- Improve and enhance communications with stakeholders to ensure that accurate and useful traffic and travel information is relayed to highway users.
- Work with local communities to improve parking management, ensuring that the right restrictions are in the right places, suitable parking is available to support local communities and that active and public transport are promoted and enhanced.
- Enforce restrictions, bus gates and resident parking in a consistent manner across the County.
- Manage and coordinate highway works to maximise the opportunities for Works Promoters whilst minimising and mitigating against congestion in accordance with the hierarchy for priority works.
- Challenge poor practice and improve the performance of those working on the highway.
- Apply for and implement additional civil enforcement powers as they become available to the authority.
- Undertake a feasibility study for Lane Rental in Oxfordshire and implement, subject to the requirements of Department for Transport and needs on the County.
- Create greater efficiencies in the service via automation and realigning services to priorities.
- Explore the feasibility for 7 day working to align services with user expectations.
- Implement Traffic Management Act 2004 – Part 6 powers inclusive of statutory traffic management guidance which promotes enhanced bus reliability and encouragement of safer cycling as an integral part of our Network Management Duty.

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OXFORDSHIRE COUNTY COUNCIL

Annex 2

Oxfordshire County Council

Network Management Plan

2023 – 2028

Summary Document

1. Introduction

The Network Management Plan 2023 to 2028 explores how the Network Management Team will implement national legislation and local priorities when managing and coordinating the network as the Traffic Authority.

The Plan is divided into distinct parts:

- Foreword from Cllr Andrew Gant – Cabinet Member for Highway Management
- Legislation relating to the Service
- The Network in Oxfordshire
- Primary Considerations
- Objectives of the Service
- Network Management Service
- Decision making framework
- Managing the Network – Planned approaches
- Managing the Network – Reactive approaches
- Data
- Infrastructure maintenance and Investment
- Future Ambitions
- Annexes

This summary document gives a brief overview of the detail within the Network Management Plan

2. Foreword

Cllr Andrew Gant introduces the Plan and rehearses the upcoming challenges for the network and the need for a plan.

3. Legislation

The key legislation controlling management of the network are:

- The Highways Act 1980
- The Road Traffic Regulation Act 1984
- The New Roads and Street Works Act 1991
- The Traffic Management Act 2004

The key enabling act for the management of the network is the Traffic Management Act 2004. The Plan rehearses how we will implement the powers available to the County Council.

4. The Highway Network

The Plan explores the types and status of the network in Oxfordshire and the modes of travel employed, together with the urban/rural nature of the County. The plan provides detail on the classifications of the roads on the network.

5. Primary Considerations

The Plan considerations the key considerations and challenges effecting the County including:

- Climate Change
- Growth
- The level of activity on the network
- Road Safety
- Performance management

6. Objectives

The overall aim of the Network Management Plan is to provide a holistic approach to network management to deliver positive outcomes for our local economy and quality of life.

Key objectives include:

- Minimising disruption to those travelling on the network
- Provision of quality information to the travelling public, taking direct and proactive action to reduce disruption
- To support active travel schemes
- Increase journey time reliability and minimise end-to end public transport journey times
- To effectively coordinate all network activity to maximise the effective use of road space

7. Network Management Service

Having set the objectives, the Network Management Plan examines the component parts of the Network Management Team and the role that they play in providing services to achieve the objectives. The component parts are:

- Network Coordination – Road/Street Works and Event Management
- Parking Management – Civil Parking Enforcement, Bus Gate Enforcement, Controlled Parking Zones
- Traffic Control Centre – managing data and information sharing

8. Decision Making Framework

The Plan considers how we will make decisions, based on legislative requirements and local policies, and provides for a hierarchy for priority of works as follows:

1. **Emergency repairs to facilitate safe conditions, ensure utility supplies or to prevent an "emergency situation"**
2. **Works of national importance (HS2 and EWR)**

3. **County Council new and improved infrastructure projects**
4. **Digital connectivity infrastructure projects**
5. **Large scale public events**
6. **Major utility infrastructure and works**
7. **Small scale utility works (minor and standard)**
8. **Highway maintenance activities**

In addition to establishing a works hierarchy, the Network Management Plan provides for a user hierarchy to support the long-terms goals and aspirations of the Council and guides, subject to what is possible on site, priority for traffic movements. The hierarchy is:

- Walking and wheeling (including running, mobility aids, wheelchairs, mobility scooters and pushchairs)
- Cycling and riding (bicycles, non-standard cycles, e-bikes, cargo bikes, e-scooters, and horse riding)
- Public transport (bus, scheduled coach, rail, and taxis)
- Motorcycles
- Shared vehicles (car clubs and car-pooling)
- Other motorised modes (cars, vans, and lorries)

9. Managing the Network – Planned Approaches

Having established the works and user hierarchies, the Plans explores how we will implement these to planned activities on the network, the actions we will take in relation to Permits to work on the network, how we will communicate with stakeholders, how freight will be routed, and how this will be monitored, how we will manage the parking asset in a planned way and how the Traffic Control Centre will monitor the network and solve problems. The Plan details our expectations regarding communications from Works Promoters to residents and stakeholders for each level of activity.

10. Managing the Network – Reactive Approaches

Not all activity on the network comes from planned events. The Network Management Plan details our response to unplanned and emergency activity in order to:

- Minimise disruption
- Minimise response times
- Provide effective traffic management information
- Provide and implement pre-planned contingency arrangement to assist the travelling public.

11. Data

The Network Management explores how we obtain and use data to assist in the management of the network.

12. Infrastructure maintenance and investment

The section of the Network Management Plan considers our ongoing commitment to the network, our plans to maintain the enhance existing systems to maximise benefits with a look to future development during the life of the Plan

13. Ambitions for the Service

The final section of the Network Management Plan looks to the future and our ambitions for the Service and the network.

- Manage the network in accordance with the Traffic Management Act 2004
- Ensure that our services match the needs of the network user's hierarchy
- Upgrade systems to take advantage of the best technology available to provide enhancements to the management and flow of traffic
- Plan and implement traffic management strategies to deal with planned and unplanned traffic events
- Improve and enhance communications with stakeholders to ensure that accurate and useful traffic and travel information is relayed to highway users
- Work with local communities to improve parking management, ensuring that the right restrictions are in the right places, suitable parking is available to support local communities and that active and public transport are promoted and enhanced
- Enforce restrictions, bus gates and resident parking in a consistent manner across the County
- Manage and coordinate highway works to maximise the opportunities for Works Promoters whilst minimising and mitigating against congestion in accordance with the hierarchy for priority works
- Challenge poor practice and improve the performance of those working on the highway
- Apply for and implement additional civil enforcement powers as they become available to the authority including Part 6 of the Traffic Management Act 2004
- Undertake a feasibility study for Lane Rental in Oxfordshire
- Create greater efficiencies in the service via automation and realigning services to priorities
- Explore the feasibility for 7 day working to align services with user expectations
- Implement Traffic Management Act 2004 – Part 6 powers

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Divisions Affected - All

CABINET

21 February 2023

Response to Oxford University's Citizens' Jury recommendations relating to transport, health and climate change in Oxford

Report by Corporate Director Environment & Place

RECOMMENDATION

1. **The Cabinet is RECOMMENDED to**

   (a) approve the council's response to the recommendations resulting from the Citizens' Jury;

   (b) support the development of a policy on the future use of juries and their place within the council's decision-making process, as resolved by the Performance and Corporate Services Overview and Scrutiny Committee.

Executive Summary

2. Over several weekends in June and July 2022, Oxford University convened a Citizens' Jury called Street Voice to explore issues related to transport, health and climate change in Oxford. Oxfordshire County Council agreed to formally receive a report of the jury recommendations and consider these through its democratic process.

3. Following deliberations, the 16 jurors agreed 41 priority recommendations, by consensus, in response to the core question 'How can we travel where we need to in Oxford in a way that's good for health and the climate?' and three sub questions:
   - What do people who live in, work in or visit Oxford need so that they can move around safely and easily?
   - How are people's travel needs best balanced with the need to promote health and fairness and tackle climate change?
   - What can Oxfordshire County Council do to help achieve these aims?'

4. The council's transport policy team has carefully considered each priority recommendation in the context of the local transport and connectivity plan and

its underlying policies, the Central Oxfordshire Travel Plan and existing and planned schemes of work arising from the previous Local Transport Plan 4, 'Connecting Oxfordshire'.

5. Overall, the council has been able to respond positively to 25 of the 41 priority recommendations, 18 of which are already being actioned and seven are actively under consideration. A further five priority recommendations have been identified as possible for the council to consider in due course.

6. Unfortunately, eleven of the priority recommendations from the jury are not feasible for the council to progress. This is primarily because the budget is not available or it is outside the sphere of influence of the local authority.

7. Oxford University's report with the Citizens' Jury recommendations is set out in Annex 1. The council's response to the recommendations is in Annex 2.

Background

8. In November 2021 a group of researchers from Oxford University approached the county council to discuss their aspiration to undertake a deliberative engagement activity (Citizens' Jury) to explore urban transport and health matters within Oxford City.

9. The project was called Street Voice - A Citizens' Jury on Transport, Climate Change and Health in Oxford. The University identified Headington as their preferred locality as an area clearly with the city but not part of a pre-existing low traffic neighbourhood (LTN) pilot scheme.

10. The scope of the research was not the consideration of specific transport policies, schemes or LTNs but rather a wide exploration of transport planning, climate and health issues and the interdependencies between them. The jurors were tasked with one core question and three sub questions:

Core question:
How can we travel where we need to in Oxford in a way that's good for health and the climate.

Sub questions:

- What do people who live in, work in or visit Oxford need so that they can move around safely and easily?
- How are people's travel needs best balanced with the need to promote health and fairness and tackle climate change?
- What can Oxfordshire County Council do to help achieve these aims?'

11. Oxfordshire County Council officers worked with the research team to enable the jury to take place. This included providing technical specialists to act as a witness for the jury on matters relating to the role of local government in terms of budgets and decision making and the process of transport planning.

12. The selection of the 16 jury members from the Headington area was wholly undertaken by the University research team and officers did not participate in the design of the research or the deliberations of the jury.

13. Political Group Leaders were briefed (prior to the commencement of the research) and there was cross-party representation on the advisory group that oversaw the design and development of the jury (including the divisional member). To ensure the objectivity of the research and any subsequent decision making, no elected members participated in the deliberations of the jury or attended the sessions.

14. The Citizens' Jury was convened over several weekends in June and July 2022. A full report has been prepared by Oxford University, as set out in Annex 1 to this report: Street Voice, Citizens' Jury report on transport, health and climate change in Oxford.

15. On 19 July 2022 Cabinet received an early update on the Citizens' Jury, recommended that the report was received by Performance and Corporate Services Overview and Scrutiny Committee, and recorded its thanks to participants who took part in the jury.

16. On 30 September 2022, Performance and Corporate Services Overview and Scrutiny Committee received the Citizens' Jury report and a presentation from report authors Dr Alison Chisholm, Qualitative Researcher at the Nuffield Department of Primary Care Health Sciences, and Dr Juliet Carpenter, Research Fellow at Kellogg College, accompanied by members of the citizens' jury. The committee resolved (1) that the information be noted, and the members of the Citizen's Jury be thanked for the work carried out; and (2) that Cabinet be asked to adopt a clear policy on the future use of juries and their place within the council's decision-making process.

Recommendations from the jury

17. Overall, the jury developed 157 recommendations following four days of deliberations, with 41 of these receiving consensus across the group as 'priority recommendations' for the council.

18. In putting forward the recommendations, the jurors recognised that:

- Some of the recommendations concern actions that Oxfordshire County Council itself could take, while others would require the council to collaborate with, or influence, other agencies or levels of government.
- The council's financial resources are limited and acknowledged that not everything on the long list of proposals could necessarily be implemented.
- The jury were not given information to inform an economic analysis of trade-offs, which could have helped them to prioritise different proposals within a defined budget.

19. The full set of priority recommendations, grouped under three main headers: 1) public transport, 2) active travel and 3) private vehicles, motorised transport and congestion are set out in Annex 1 to this report: Street Voice, Citizens' Jury report on transport, health and climate change in Oxford prepared by the University of Oxford.

Council response and next steps

20. All priority recommendations from the jury have been considered carefully by the council's transport policy team. This is in the context of the recently adopted Local Transport and Connectivity Plan and its underlying policies and supporting strategies, the Central Oxfordshire Travel Plan and existing and planned schemes of work arising from the previous Local Transport Plan 4, 'Connecting Oxfordshire'.

21. Annex 2 to this report sets out the council's response to each priority recommendation, classifying each into one of four categories, the role of the council in taking it forward, the area of the council responsible and details of progress already made.

22. Overall, the council has been able to respond positively to 25 of the 41 priority recommendations, 18 of which are already being actioned and seven are actively under consideration. A further five priority recommendations have been identified as possible for the council to consider in due course.

23. Unfortunately, eleven of the priority recommendations from the jury are not feasible for the council to progress. Primarily because the level of funding / budget required is not available and/or would be very significant, or it is outside of the sphere of influence of the local authority.

Future use of deliberative methodologies

24. The use of a citizens' jury for engaging residents on a key policy area was a first for the council. It reflects the ambitions of the council, as set out in its consultation and engagement strategy 2022 – 2025, to explore new methodologies and tools.

25. Reflecting on the feedback from the Performance and Corporate Services Overview and Scrutiny Committee, whilst the Citizens' Jury has proved useful to the council, it is a very resource-intensive and expensive engagement methodology to employ.

26. The recommendation is therefore that it should be used prudently by the council – a maximum of one exercise per year – and only when a policy agenda and democratic cycle lends itself to such approach.

27. Should the council choose to use this methodology again, it is recommended that the resolution of the Performance and Corporate Services Overview and

Scrutiny Committee is upheld and that officers within the Communications, Strategy and Insight service develop a clear policy on the future use of juries and their place within the council's decision-making process.

Corporate Policies and Priorities

28. The proposal to develop a clear policy on the future use of juries supports the council's strategic objective of supporting a vibrant and participatory local democracy and enhancing opportunities for residents to have their say in service development.

Financial Implications

29. There are no specific budgetary implications arising from this report. Where specific Citizens' Jury recommendations are upheld, budget implications will be considered or will already have been considered related to specific planned pieces of work.

Comments checked by:
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Legal Implications

30. There are no legal implications arising from this report.

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Staff Implications

31. There are no new or additional staff implications arising from this report.

Equality & Inclusion Implications

32. There are no specific equality implications arising from this report. Equality and inclusion impacts were core to the research questions considered within the deliberations of the Citizens' Jury. Where specific Citizens' Jury recommendations are upheld, equalities impact assessments will be completed or will already have been completed related to specific planned pieces of work.

Sustainability Implications

33. There are no specific sustainability implications arising from this report. Sustainability, health and environmental impacts were core to the research and, where specific Citizens' Jury recommendations are upheld, sustainability implications will be considered or will already have been considered related to specific planned pieces of work.

Risk Management

34. As Oxfordshire County Council is not the commissioner or conductor of the Citizens' Jury, research risks associated with the project are held by Oxford University.

35. Reputation risks associated with the consideration of this paper at Cabinet have been carefully considered and will be mitigated against by communications, marketing and engagement service working closely with directorate colleagues and Oxford University, as appropriate.

Bill Cotton
Corporate Director for Environment and Place

Annex 1:	Street Voice, Citizens' Jury report on transport, health and climate change in Oxford prepared by the University of Oxford.
Annex 2:	Council's response to the Citizens' Jury recommendations.

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February 2023

STREET VOICE

A Citizens' Jury on transport, health and climate change in Oxford

Report for Overview and Scrutiny Committee
September 2022

street.voice@kellogg.ox.ac.uk

Kellogg College
University of Oxford

Global Centre on
Healthcare & Urbanisation

NUFFIELD DEPARTMENT OF
PRIMARY CARE
HEALTH SCIENCES
Medical Sciences Division

TABLE OF CONTENTS

1. Jurors' Statement p.2

2. Introduction p.4

3. Selecting and recruiting Jury members p.8

4. Advisory Group p.12

5. Jury Sessions p.13

6. Priority recommendations p.18

7. Evaluation p.24

8. Acknowledgements p.32

9. Appendices p.33

1. JURORS' STATEMENT

This statement was written by a sub-set of the Jurors and endorsed by all.

We are a group of passionate Headington locals from a diverse range of backgrounds. We came together as a “Citizens’ Jury” to answer the question: How can we travel in Oxford in a way that is good for our health and the environment?

We joined this jury because we felt strongly that, in navigating complex - and often divisive - topics such as local travel, a process which allows people time to deliberate and discuss is the best way forward. We were keen to learn more about Oxford’s travel and transport issues, and excited to think that the recommendations we put forward might help to shape future travel policy. We hoped that our suggestions would provide the Council with fresh ideas and a strong sense of what the people of Oxford value and prioritise as they travel around their local city.

We knew that reaching agreement on how to balance people’s travel needs with environmental and health considerations would be challenging and would involve much negotiation, including arriving at a greater understanding of the difference between “needs” and “wants”. However, our experience proved that, with expert facilitation, a group of people, diverse in life experience, knowledge and understanding, can meet such challenges; and that the negotiations along the way can be “bonding” rather than “polarising”. In fact, everyone involved found this Citizens’ Jury process highly informative and rewarding.

We would strongly encourage other people to get involved if the opportunity arises - and we would encourage councils to use more of these juries alongside surveys and consultations. Our experience has been that individuals are far happier with change if they think they, or ‘people like them’, have been truly listened to.

Oxford’s travel and transportation system needs to be approached with an open mind. Our vision is for more flexibility to be built into the system: money could come from several different “pots” rather than being ring-fenced; big changes should be responsive to trials/feedback; new schemes could be assessed according to their benefit as policy tools rather than their immediate economic benefits. We hope for a transport system that works for the whole community, that is inclusive and not detrimental to any part of society. Our recommendations include options for public transport, local businesses, active travel, and private vehicles.

There are many challenges ahead, some of which can be solved more easily than others. For some, time will be needed to change cultural norms. A holistic approach to policy, infrastructure and the environment will be key to unlocking a cultural shift and enhancing our great city whilst responding to the climate emergency.

Oxford is beautiful, with a rich character and history. We urge Oxfordshire County Council and the organisations you work with to take time to understand our recommendations with a positive mindset. Maintaining communication going forward will be vital, and we, this local Headington Citizens’ Jury, one amongst many community groups, will be there to listen and be involved.

Engage with us, inspire us, work with us.

This is the Report of Oxford's Citizens' Jury, *Street Voice*, which took place over four weekends in June and July 2022. It addressed the related issues of transport, health and climate change.

What is a Citizens' Jury?

A Citizens' Jury is one example of a representative deliberative process. Citizens' Juries have three defining characteristics:

- Representativeness – a randomly selected group of people make up the Jury, chosen through a process of sortition (see below) who are broadly representative of a community
- Deliberation – participants spend a significant amount of time learning about relevant issues from a range of perspectives, and collaborate through facilitated deliberation to seek common ground on recommendations
- Impact – the process has a link to public decision making.

While the number of participants is smaller than that in a typical public consultation, the legitimacy of the Citizens' Jury derives from the rigorous approach to selecting Jurors, the information brought to them from a balanced selection of sources and the facilitated deliberation that allows them to consider and scrutinise evidence before developing proposals.

The Street Voice Citizens' Jury

The Street Voice Citizens' Jury brought together 16 people broadly representative of the population of Oxford, to provide robust public input into the question "How can we travel where we need to in Oxford in ways that are good for health and the climate?" They met over four weekends in June and July 2022. During the process, the Jurors were provided with evidence related to this question that had breadth and diversity, and were given the time and space to learn, discuss and agree on ways forward that would lead to recommendations. Oxfordshire County Council endorsed the process and agreed at the outset to receive and respond to the Jury's recommendations.

Street Voice Citizens' Jury - Timeline

Fri 30 Sept — Overview and Scrutiny meeting

- Presentation of Final Report and recommendations to Overview and Scrutiny Committee meeting

Tues 19 July — Cabinet meeting

- Council Cabinet receives initial report from Street Voice

Sun 3 July — Street Voice day 4

- Developing proposals and recommendations
- Checking for agreement, finalising proposals and recommendations.

Sun 26 June — Street Voice day 3

- Exploring different perspectives
- Local experiences: Transport policy, schools and taxis (speaker panel and written statements)
- Discussions and deliberations, identifying categories and forming proposals

Sat 18 June — Street Voice day 2

- Exploring different perspectives
- Context: Climate change, health and transport (speaker panel)
- Local experiences: Employers, businesses and buses (speaker panel)

Sun 12 June — Street Voice day 1

- Jurors meet each other and Street Voice team and agree ‘ground rules’
- Understanding the objectives of the Citizens’ Jury
- Setting the scene (speaker panel)
- Discussion of principles and criteria

Why a Citizens' Jury on transport, health and climate change?

The Street Voice Citizens' Jury was organised by an independent team of researchers, funded by the University of Oxford's Climate and Health Pump-Priming fund, which supports interdisciplinary research activities at the intersection of climate and health. The Citizens' Jury focused on transport in Oxford, as a key public policy that has the potential to address both climate and health issues in a holistic way.

Oxfordshire County Council acknowledged a climate emergency in 2019, and has therefore laid down its commitment to supporting policies that cut greenhouse gas emissions. It is well established that there is a strong link between poor air quality, poor health and polluting modes of transport. Furthermore, physical activity, to which active travel can contribute, is associated with improved public health. Therefore, the connections between transport, health and climate, together with the County Council's interests in these issues, provided the rationale for the Street Voice Citizens' Jury.

The Citizens' Jury was an opportunity for a diverse group of local citizens with different characteristics, situations and viewpoints to learn about issues relevant to transport, health and climate change. Information was presented from a variety of perspectives brought to the Jury by researchers, practitioners, advocates, employers and residents of areas where transport interventions have already been implemented. The Jurors were assisted by a facilitator in a process of questioning, discussing and deliberating, to develop recommendations that aimed to work, as far as possible, for everyone in Oxford.

The Citizens' Jury was overseen by an Advisory Group composed of practitioners and researchers in the fields of deliberative democracy, transport, climate change and health, as well as local politicians and campaigners. The recommendations are intended to inform local government decision-making in Oxford.

This report

This report has been prepared for the Overview and Scrutiny Committee meeting on 30th September 2022. It

- describes the Citizens' Jury make-up and process
- documents the recommendations and proposals generated by the Jury
- presents the process evaluation.

3. SELECTING AND RECRUITING THE JURY MEMBERS

The Jury members were selected following liaison with the Advisory Group. This included discussion on the geographic area from which Jurors were invited, and the criteria by which they were matched to the population of Oxford. The Sortition Foundation advised and assisted throughout the process of recruiting Jurors.

Recruitment of Jurors followed a two-stage process, which is considered good practice for deliberative events. It focused on five electoral wards covering Headington and the surrounding area (see below for more detail of the boundary). Headington was considered an appropriate location because a number of transport schemes such as bus priority measures and improvements to the park and ride interchange have already been implemented. There are also potential plans to consult on the introduction of new traffic schemes in Headington in the future. The area includes a variety of neighbourhood types, road layouts and spatial characteristics that are also found elsewhere in Oxford.

Recruitment stage 1

Invitation letters were mailed on 22nd April 2022 to 2,000 randomly selected households in the five target wards (see invitation letter in Appendix 1). A higher proportion were mailed to more deprived areas: 20% of the invitations were sent to addresses in Index of Multiple Deprivation deciles 1- 3, and the other 80% were distributed randomly across all deciles 1-10. The invitation letters included a link to an online form, as well as a phone number where people could register their interest in taking part and record demographic and attitudinal data on the selection criteria agreed by the Advisory Group:

- age band
- gender
- ethnic group
- disability
- concern about climate change.

Registration was open for three weeks, until 15th May 2022.

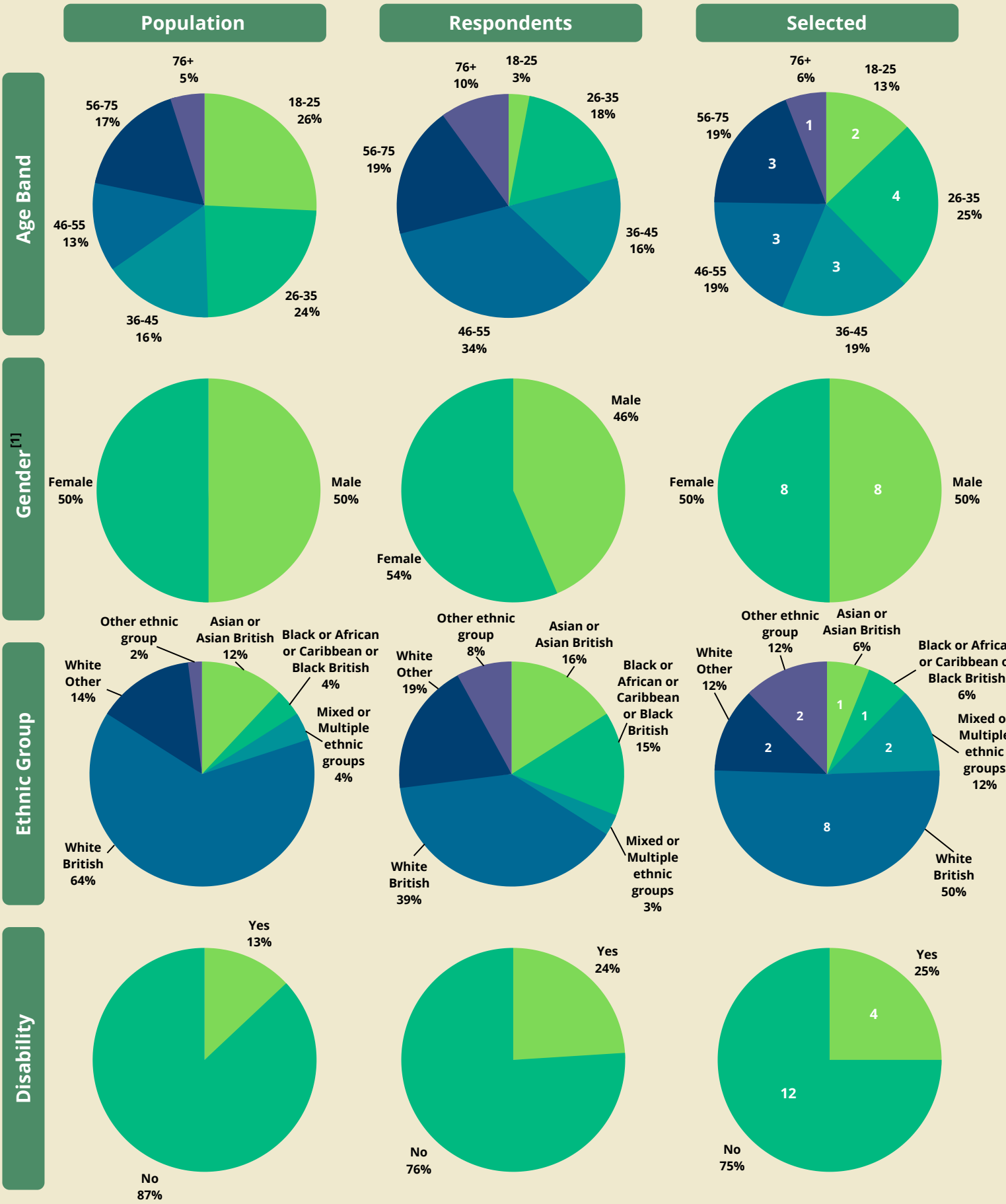
Recruitment stage 2

Sixty-one residents registered their interest and indicated they were available to take part in the Citizens' Jury over the four specified weekends. From this pool, sixteen Jurors were selected to match targets for each of the criteria above, plus the Index of Multiple Deprivation (IMD), to reflect the population of Oxford. Targets for IMD, ethnic group and disability were adjusted relative to available population data to compensate for potentially out-of-date data and to ensure inclusion of people from groups that are often under-represented in public engagement exercises. More detail is available in Appendix 4.

The Sortition Foundation oversaw the selection of the 16 Jurors using an algorithm freely available at Github (https://github.com/sortitionfoundation). Three of the Jurors originally selected were no longer able to commit to all four Jury meetings and were therefore replaced by three others from the registered pool who matched their demographic profiles.

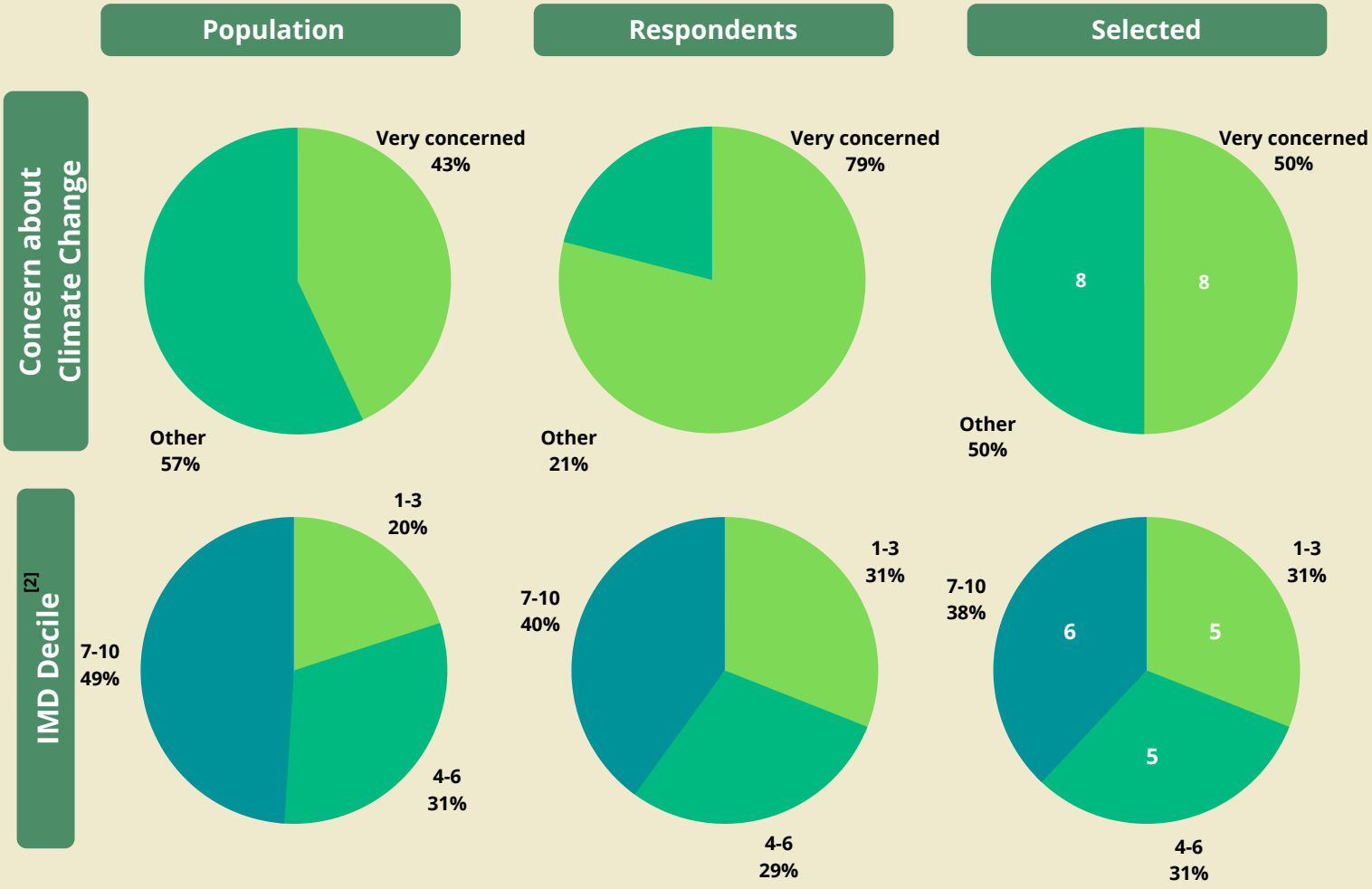
Pages 10 and 11 show the population demographic characteristics, the demographics of those who responded to register their interest, and the profile of the 16 who were selected as Jurors. The selected Jurors were very closely matched to the population targets.

Demographic and attitudinal characteristics of Jurors



[1] The population gender data included only "Male" and "Female" categories. Respondents were given the option to identify as "Non-binary" or "Other" but none did.

Demographic and attitudinal characteristics of Jurors



[2] Lower IMD decile indicates higher degree of deprivation.

Sources for demographic data and further detail about them can be found in Appendix 4

Number of Jurors

It is advised that for a Citizens' Jury to work effectively, there should be between 12-24 Jurors. Sixteen was thought an appropriate number to be broadly reflective of the city and provide a wide range of views, and was a pragmatic number, given the time and resource constraints.

This is a smaller number than would be involved in a typical public consultation. The Citizens' Jury's legitimacy derives from the depth of this approach to citizen engagement, notably the rigorous method of selecting the 16 Jurors to reflect the make-up of the population of Oxford and the lengthy and exacting approach to presenting a wide range of information and facilitating deliberation, overseen by a project Advisory Group. It should be noted that children and young people were not included in this particular process due to time constraints and the need to secure separate ethical approval and process design features to involve participants under the age of 18.

Advisory Group

In keeping with standard good practice for Citizens' Juries, an Advisory Group was appointed to oversee the legitimacy of the process. Members were selected to represent a range of perspectives: academics, practitioners, campaigners/advocates and experts in deliberative democracy. Three elected members were also invited to join the Advisory Group, selected following advice from the Group Leaders in the Council, to represent a range of perspectives while at the same time excluding cabinet members who are directly responsible for decisions. The Advisory Group members are listed below.

Name	Affiliation
Lizzie Adams	Involve
Emeritus Professor David Banister	Transport Studies Unit, University of Oxford
Dr Audrey de Nazelle	Centre for Environmental Policy, Imperial College London
Cllr Mohamed Fadlalla	Labour County Councillor
Dr Jo Hamilton	School of Geography, University of Exeter
Cllr Kieron Mallon	Conservative County Councillor
Sadiea Mustafa-Awan	Reconnecting Oxford
Professor Alan Renwick	Constitution Unit, University College London
Cllr Roz Smith	Liberal Democrat County Councillor
Scott Urban	Oxfordshire Liveable Streets

The Advisory Group met online before the Jury sessions on two occasions: 30th March and 16th May 2022, with a third and final meeting scheduled for October 2022. They provided expert advice on:

- the wording of the core question and sub-questions
- categories of speakers to address the jury and suggestions of individual speakers
- criteria for the selection of Jurors (geographical area and socio-demographics).

5. JURY SESSIONS

Facilitation and process

The Street Voice Citizens' Jury brought together – for the first time, to our knowledge - the principles of representative deliberative democracy with the practice of convergent facilitation. Facilitation was led by Paul Kahawatte, a facilitator experienced in convergent facilitation.

Convergent facilitation is a process that makes it possible for communities, organisations, and groups taking opposing viewpoints to reach collaborative decisions that everyone can wholeheartedly embrace. It is designed to:

- build trust from the very beginning, even across power differences
- surface concerns and address them
- turn conflicts into dilemmas that the group feels energized to solve together.

It aims to reach genuine agreement about how to move forward with any shared problem with a focus on identifying what's important to all involved and building that into a practical decision that everyone can wholeheartedly support. By clarifying what is important to everyone involved and what people need from an outcome, it seeks creative ways of fulfilling all the needs people have for a solution.

The principles of convergent facilitation informed the Street Voice Citizens' Jury as far as was possible within the constraints of time and resources. They were used to surface the different perspectives of the Jurors and effectively developed many recommendations that achieved consensus among the group. If more time had been available, consensus could have been reached across a larger number of proposals.

Jury meetings

The Jury met four times over a total of 21 hours, divided into two full days and two half days in June and July 2022 at Old Headington Village Hall.

- Day 1: Sunday 12th June (afternoon): 1.30pm - 5.00pm
- Day 2: Saturday 18th June: 10.00am - 5.00pm
- Day 3: Sunday 26th June: 10.00am - 5.00pm
- Day 4: Sunday 3rd July (afternoon): 1.30pm - 5.00pm

Over the course of these meetings, the facilitator and research team guided the Jury through a sequence of activities from the initial meeting and building trust, to establishing criteria for solutions to the core question. These criteria aimed to capture needs or values that would underpin proposals that would work for everyone.

The Jurors heard and digested information and ideas from witnesses, asked them questions, deliberated together and developed proposals. Schedules for each day are included in Appendix 2.

Core questions

The Jurors were tasked with addressing one core question and three sub-questions:

Core question:

How can we travel where we need to in Oxford in a way that's good for health and the climate?

Sub-questions:

1. *What do people who live in, work in or visit Oxford need so that they can move around safely and easily?*
2. *How are people's travel needs best balanced with the need to promote health and fairness and tackle climate change?*
3. *What can Oxfordshire County Council do to help achieve these aims across the whole city?*

Witnesses

Witnesses, or speakers, were selected in consultation with the Advisory Group, who helped to define the categories of witnesses and individual speakers within these categories. Witnesses were chosen to represent, as far as possible within the time constraints, a wide and balanced range of views and perspectives on transport, health and climate change.

The speakers included researchers, council officers, campaign groups, businesses, and a local school teacher. Statements from local residents and others were also read aloud to the Jury. The full list of speakers and written statements is shown below (in order of their appearance). All the presentations and slides were made available on the project website www.gchu.org.uk/street-voice/.

Witness list

Name	Affiliation
Day 1	
Dr Karl Marlowe	Chief Medical Officer at Oxford Health NHS Foundation Trust
Claire Taylor	Corporate Director at Oxfordshire County Council
Day 2	
Alexis McGivern	Department of Geography, University of Oxford
Prof. Tim Schwanen	Transport Studies Unit, University of Oxford
Dr Suzanne Bartington	Institute of Applied Health Research, University of Birmingham
Dr Tim Jones	School of the Built Environment, Oxford Brookes University
Dr Brenda Boardman	Environmental Change Institute, University of Oxford
Emily Scaysbrook	Chair, Oxford Business Action Group
Harriet Waters	Head of Environmental Sustainability, University of Oxford
Luke Marion	Interim Managing Director, Oxford Bus Company
Day 3	
John Disley	Head of Transport Policy, Oxfordshire County Council
Sean Scatchard	Cheney School
Jon Burke	Decarbonisation advisor to cities and former London Borough of Hackney Cabinet member
Richard Parnham	Reconnecting Oxford
Robin Tucker	Coalition for Healthy Streets and Active Travel
Pre-recorded videos	**Shared on the Street Voice website**
Dr Ashley Hayden	Sustainable Transport and Strategy Lead, Oxford Brookes University
Dave Beesely	Chief Executive Officer, Oxford Office Furniture Ltd

Written statements:

- Sajad Khan, City of Oxford Licensed Taxicab Association (COLTA) [originally scheduled to speak on day 3 but, due to unforeseen family circumstances, was unable to attend in person]
- East Oxford District Nursing Team
- South Central Ambulance Service
- Local residents positively impacted by LTNs
- Local residents negatively impacted by LTNs
- Royal Automobile Club (RAC)

On days 2 and 3, after each speaker, the Jurors were given a minute to note any salient points or questions. After each speaker panel of 3-5 speakers, the Jurors would break into three groups of 5 for a facilitated 10-minute question and answer session with each speaker in turn, to ask any follow-up questions. Additional time was scheduled, sometimes in small groups and sometimes in the whole group, for discussion, digestion and reflection on the information and material presented by the speakers. Notes and comments were captured on flip charts, post-it notes and a Miro board. Five overarching proposal themes were identified: Public transport, active travel, private vehicles, education and public engagement, and infrastructure and logistics. Initially, a sixth theme was also identified, entitled “Affordability and fairness”, but it was agreed that as this impacted on all themes, it would be addressed as part of the five core themes.

Between days 3 and 4, the research team gathered material from the notes and comments generated by Jurors during the first three days. They clustered the Jurors’ inputs under the five themes and sub-themes, aiming to reflect all Jurors' views in a set of draft proposals. These draft proposals were shared with the Jurors by email midweek before they met on day 4 to allow them, if they had time, to read through them in advance of the final day.

On day 4, Jurors discussed and amended the draft proposals. Then, a system of 'traffic light' style dots was used to establish support for, concerns about, and opposition to, each proposal. In addition, each Juror was given a total of 7 gold stars, which they could use to identify the priority proposals that were most important to them.

Appendix 6 describes in detail the process of generating proposals and recommendations.

Throughout the Citizens’ Jury sessions, regular updates were posted on Twitter (@GCHUOxford), and regular blog posts were published between sessions (https://www.gchu.org.uk/category/street-voice/)

6. PRIORITY RECOMMENDATIONS

After the prioritisation process using coloured dots and stars, a total of 41 proposals had been assigned at least one gold star identifying it as important to at least one Juror. Where opposition to one of these “starred” proposals was indicated by a red dot, the principles of convergent facilitation were applied. This involved exploring the nature of the disagreement, and then seeking amendments that retained both what was important about the original proposal, but that also addressed the objections. We have identified these 41 proposals as “priority recommendations” and they are listed below, under the five themes.

It should be noted that many other proposals that weren’t singled out for priority stars also enjoyed full consensus, with a high level of support (just green stickers) and no opposition or concerns. We would like to draw the reader’s attention to the full set of proposals in Appendix 5, which reports all 157 proposals by theme, along with detailed charts to show the levels of support and concern for each. If resources had allowed more time to apply the practice of convergent facilitation more fully, consensus may have been reached on an even greater number of proposals.

A large number of recommendations were supported and not opposed in principle. Jurors recognised, however, that financial resources are limited and acknowledged that not everything on the long list of proposals could necessarily be implemented. They were not given information that could have informed an economic analysis of trade-offs, which could have helped them to prioritise different proposals within a defined budget.

Some of the recommendations concern actions that Oxfordshire County Council itself could take, while others would require the council to collaborate with, or influence, other agencies or levels of government.

1. Public Transport

Bus services

- Improve the reliability of bus services, which may include installing more bus priority features, bus lanes or bus gates where appropriate. This shouldn't be at the expense of pavements or cycle lanes.
- Make public transport disability-friendly (for visible and invisible disabilities).
- Ensure subsidies for public transport, with national government support on routes where demand is low.

Bus ticketing and fares

- Instate free bus travel for as many groups as possible, with a cost-benefit analysis of where the resources are coming from. Prioritise groups that are most cost-effective, paying attention to the negative impact (ie prices rises) for other service users. Target groups, in no particular order: under 16s; 16-18 year olds; those with disabilities (visible and invisible) without time restrictions; those aged 55+ (pensioners); key workers (with a subsidy from national government); extend to other age groups as far as possible.
- Remove time restrictions on concessionary bus passes, following a cost-benefit analysis of the cost implications.
- Allow one ticket to be accepted by all bus service providers.
- Introduce a universal travel card or travel loyalty scheme.
- Carry out a cost-benefit analysis of completely free transport.

Park and ride

- Provide secure bike parking at the Park and Ride (last mile bikes).

Pick Me Up

- Reactivate the Pick Me Up service.
- Ensure the Pick Me Up service is subsidised and well-resourced (not expecting to make a profit).

Bus infrastructure

- Promote a school bus system to pick up students.

2. Active travel

Children and schools

- Ensure bicycles are provided for disadvantaged students (i.e. those receiving Pupil Premium) when providing cycle training at school (including bike repair and quality locks).
- Make cycle training (“bikeability”) part of the school curriculum (in PE lessons), ensuring that road use and safety is the main focus point, not only learning to ride a bike.

Training for adults

- Use more incentives e.g. vouchers, repairs, food, other benefits to encourage take-up of cycle training and cycling.

E-bikes and E-scooters

- Create OCC project team to develop "solutions" for particular groups (e.g. teachers, parents, nurses, shoppers) to access e-bikes or e-scooters, either to hire, loan, long-term trial or buy with support, together with training for users where needed.
- Ensure clear guidelines and laws for e-scooters, including where they can be used.

Other active travel proposals

- Prioritise safe cycle routes near schools.
- Ask universities and hospitals to give over some of their land for safe walking and cycling routes (as a percentage of their land or employees) where it's not already needed for something else, and if at no cost to them.
- If an active travel project can't be approved now, please don't do things that make current provision worse as there might be funding for it in future.

3. Private vehicles, motorised transport and congestion

Low Traffic Neighbourhoods

- Introduce variable LTNs, e.g. using rising bollards that are up at certain times of the day and retreat at other times.
- Introduce Automatic Number Plate Recognition enforcement of LTNs at key locations to allow through emergency services, district nurses, carers, buses + Pick-Me-Up and in the case of major incident, allow lifting of restrictions.
- Engage on LTNs with key organisations, e.g. district nurses, so they can update their route mapping and change their mileage payments.
- Reduce motorised traffic in residential areas so routes to school feel, and are, safer for children (and everyone) to walk and cycle in, including LTNs to reduce through traffic.

Restricting or charging for access

- Introduce a congestion charge based on the size of vehicle and emissions, coupled with free Park and Ride (subsidised by the congestion charge).

Electric vehicles

- Phase in more charging points for electric vehicles, based on need, and make them highly visible to give people confidence they can charge EVs easily, as those who have EVs feel let down given lack of street access and existing charging points not working.

4. Education and public engagement

Engage with the public before and after changes are introduced

- Establish more channels for participation, co-creation and community decision-making, at all stages of the process: from gathering initial ideas, to providing feedback on plans, to decision-making about proposals. This could include further Citizens' Juries and other types of engagement.
- If after a trial period, the interventions have not had the intended effects, decision-makers should be willing to consult those affected and change the approach.

Demonstrate new forms of transport

- Provide demonstration sessions for the public to try out new e-vehicles and bike technology such as e-scooters, e-bikes and cargo bikes (both 'e' and other). These sessions should take place in easily accessible locations such as supermarket car parks or places of worship. Organise a roadshow to major employers and industrial areas. They should be connected to schemes to make these technologies easily affordable.

Children's education

- Provide cycling proficiency training in primary schools from very early years (reception upwards) as a mandatory part of the PE curriculum, including testing to check ability to ride and understanding of safety issues.

5. Infrastructure and logistics

Walking and cycling infrastructure and road space allocation

- Introduce more infrastructure for clear physical separation between different forms of transport where this makes it safer.
- Introduce systems that allow for separation in time between different forms of transport e.g. bike filter lights at traffic lights at all major junctions where bike lanes cross.
- Ensure greater police enforcement of traffic rules on pavement parking to protect pedestrians, including wheelchair and mobility vehicle users and people pushing buggies or caring for children, or even make on-pavement parking illegal. Think about wall-to-wall (not kerb-to-kerb) solutions to ensure safe ways through for pedestrians.
- Ensure police give high priority to stopping bike thieves (through deterrents and prosecution).

Quality and maintenance of paths

- Ensure cycle paths are continuous, uniformly and brightly colour-coded of a standard width and not shared with pedestrians, bus stops, lamp posts, driveways and drainage lids (that are slippery in wet conditions). Incorporate drains so they don't disrupt cyclists and give cycle paths right of way over cars.
- Ensure pavements, roads and cycle paths have sound, even surfaces, are repaired when needed and well lit, and that drain covers are non-slip surfaced.
- Ensure walkways and cycleways are not obstructed by hedges and verges.
- Explore the possibilities for using recycled materials to repair potholes.
- Ensure cycle lanes are regularly monitored to keep them clean of debris from fallen tree branches, to fix potholes promptly and move obstructions like lamp posts.

Routes and navigation

- Provide named off-road walking and cycling routes with signage (and distances) that are pleasant and that connect major areas.

Cycle storage and security

- Provide secure or patrolled designated bike storage zones or "hangars" on streets or in empty retail stores where cyclists can leave bikes safely and easily.

Evaluation methods

Feedback questionnaires were completed by Jurors at four time points: before day 1, after day 2, after day 3, and after day 4. The questions were derived from standardised instruments designed to measure experiences of deliberative processes, developed by the OECD (OECD, 2021)[1]. The feedback from days 2 and 3 was used to inform the design of subsequent sessions. Feedback from before day 1 and after day 4 was used to compare Jurors' positions before the Jury started with those at the end, and to evaluate the whole process.

After day 4, Jurors were invited to volunteer to take part in a telephone evaluation interview to explore their views in more depth. Five Jurors volunteered to be interviewed in the six weeks following the Citizens' Jury. Although this elicited feedback from fewer Jurors than the questionnaires, the approach was more flexible, allowing Jurors to share experiences in their own words and in greater depth. They were conducted by a researcher from the Nuffield Department of Primary Care Health Sciences who had not been involved in the organisation or delivery of the Citizens' Jury, and therefore had independence from the process. The interviews lasted up to 30 minutes, were audio-recorded and transcribed verbatim. The interviewees' identities were not shared with the Street Voice researcher team, and interviewees were encouraged to be candid in order to elicit constructive critical feedback. This was to help further contextualise and interpret the recommendations, and to improve the planning of future projects.

Ethical approval was obtained for the evaluation from the University's Department of Continuing Education (Reference: OUDCE C1A 22 020_Amendment_02, dated 21st July 2022).

Findings from the questionnaires and interviews are summarised below. Further evaluation data are reported in Appendix 3.

[1] OECD (2021) Evaluation Guidelines for Representative Deliberative Processes, Paris: OECD, https://tinyurl.com/OECDEvaluation

Questionnaire results

Evaluation questionnaire feedback from 11 of the Jury members provides strong evidence that the process was perceived as balanced, that the issues were discussed from a wide variety of perspectives and that the recommendations reflect the different views and judgements of the Jurors.

The extent to which Jurors felt informed on five relevant policy issues was measured before and after the Citizens' Jury, to examine potential changes between the first and the last sessions. Responses show that Jurors felt their understanding had increased markedly on all five issues (transport planning, public health, air pollution, climate change and net zero). They reported that the Citizens' Jury allowed them to understand the arguments, perspectives, concerns and opinions of others.

Jurors were asked before and after the Citizens' Jury about their trust in local government and the likelihood that they would be engaged in decisions that affect their community in the future. Both aspects increased considerably over the course of the process.

Five of the respondents said they felt the Citizens' Jury lasted an appropriate length of time, and five felt it should have been longer, all but one saying half a day or less would have been useful and the other one preferring a full day more. They said additional time would have been used for deliberating and weighing the different arguments, and/or developing and agreeing on the final wording of recommendations. All but one said it would have been possible for them to have given more time to this process. Had resources allowed, more time would have been scheduled for the final session.

Questionnaire results (continued)

Jurors were invited to describe in their own words,

a) their overall experience of the Citizens' Jury;

b) what they liked about it; and

c) what could have been done better.

These comments are reported in full in Appendix 3. They were broadly very positive, citing enjoyment of learning about the issues and the perspectives and opinions of their fellow Jurors, as well as the supportive environment in which the exchanges took place. One Juror indicated they would have liked to have heard from a wider range of witnesses. Several mentioned that the process felt rushed at times, particularly at the end. In a future Citizens' Jury, more time would be given to deliberation at the end of the process, to ensure Jurors have sufficient time to agree on the wording of the recommendations.

Interview findings

The in-depth interviews broadly reflected the questionnaire feedback, adding depth and context. The findings below illustrate this.

Design and Facilitation

The design and facilitation of the Citizens' Jury sessions enabled people with diverse ideas and opinions about climate change and transport to reach agreement, despite some initial concerns that the significantly different perspectives held among the Jurors would be challenging to resolve and could lead to conflict. Activities in the initial sessions allowed Jurors to get to know each other and build trust. Finding common ground on areas unrelated to transport and climate change established a sense of good will and shared purpose that surprised some Jurors.

> *"I thought the deliberation process worked really, really well, surprisingly well. I think that was a lot to do with quite simple things. On the first day, as we were chatting, it became clear that there were very diverse opinions among the jury on things like car ownership, cars, degree of concern about climate. And so initially, I thought, 'Oh, God, we're going to have some really, really big arguments here.' But I think we didn't really have them. That was my experience."*

Design and Facilitation (continued)

> *"The group that I was in, we spoke to him* [the witness strongly opposed to LTNs] *and said, '..what about that, and how do you feel about this?' And he was quite open, I think more so because I think it came down to that 'we've got more in common than divides us' principle, because his reasons for his concerns were the same as the people who were pro LTNs. And actually, if you can agree on the founding principles, then how you achieve it, you can you move a little bit closer together."*

The process encouraged all voices to be heard and the majority of the evaluation data suggested it was largely successful in this. Jurors were asked about accessibility needs when they were recruited, and activities were designed with participation and inclusivity in mind. One interviewee noted that some barriers to participation that related to invisible disabilities had not been fully overcome, but this Juror felt they had, on the whole, been able to contribute to a reasonable extent.

> *"There were people who were more forthcoming than others. The facilitator, I think, did a good job of empowering people to speak up."*

Learning and information

The Jurors felt they had learnt a great deal about the subject matter over the course of the Citizens' Jury, and it stimulated an interest in some to find out more and to become more engaged in change. Interviewees felt there was a good balance of small group discussion and whole group activities and a focus on the appropriate scale of activity. The process was said to be intensive, with a large quantity of information to take in from the speakers in the format of presentations and statements, and some found it challenging to absorb everything. Some would have preferred a more interactive format to the delivery of this information, and one suggested that a precis of each presentation in advance would have helped.

"I felt that there was a bit too much listening to the speakers in a way that meant you couldn't always take in fully what they were saying... But despite that, I still feel that I know a lot more."

"There were aspects of it that I have never heard of, that now I know more about because I've come home and I thought, gosh, I will look that up. And I looked up even more."

"We all became pretty engaged through this. I would imagine we've spoken to those who we're in touch with about having been involved and having got something out of being consulted and being able to hear other people's points of view. So that was a positive."

"It definitely spurred me to look into more the local connectivity and the investment that's going on locally, and how residents can get involved in demonstrating support or concerns."

"It made me feel even more determined to get involved in these community grassroots projects that can actually, I hope they can, lead to change."

Time and Pace

Reflecting the questionnaire feedback, in the view of the Jurors, in general the length of the Citizens' Jury overall was good and the process up to the final afternoon felt well-paced. Some felt, however, that the final session, at which the recommendations were finalised and prioritised, was somewhat rushed. More time at the end would have allowed the potential to develop the recommendations more fully.

"Towards the end it felt quite rushed. We only had a half day to finalise the recommendations... so that felt a little bit frenetic on the last day. I think possibly a full day on the last day might have been good."

"I did feel a little bit like sometimes we focused a lot of time on talking about how we would do the discussion and general ideas and then we ran out of time at the end to actually talk through properly the concrete ideas. I would have liked a bit more of a balance towards the really talking through ideas at the end."

"At the end of the process, I became somewhat frustrated, because by that stage, there'd been a lot of suggestions put forward and there was insufficient time to prioritise, to filter, or to discuss the various suggestions to determine what the group's consensus was around those."

"I think with the time given we've done all right. I think the support from the facilitators was very good, because we would have not finished it if we were left to our own devices. I think maybe another day would have been useful, where you don't have any speakers, we don't have any new information, and you've had enough time to process. So you come in, and then you just finalise - doesn't have to be a full day, could be a couple of hours."

Breadth of speakers

The Jurors said they felt the breadth of speakers was good, as was reflected in the questionnaire data. It was suggested that some additional categories would have been valuable, had there been more time. For example, it was unfortunate that the taxi company representative had been unable to attend due to unforeseen family circumstances, and it would have been good to have heard from a car-share organisation.

Because some members of the Jury were unable to attend every session, not all the presenters were heard by all the Jurors. This led, in one case, to a perception that some voices were unrepresented (e.g. the business community), even though they had in fact been included. The presentations were all posted on the website, but for a variety of reasons, these were not necessarily accessed in between the weekend sessions.

> *"The biggest positive was, I came out thinking, as humans, if people are facilitated well, then great things can happen… I came out of the whole process saying, you know, people can really work together if they've got the right conditions and they're given a really interesting project, and they're encouraged to like each other, to find common ground and then, you know, really big decisions can be made quite easily."*

Juror attendance

On days 1, 2 and 4, fifteen of the sixteen Jurors attended, and on day 3, fourteen were present. No Juror missed more than one session. Those who were unable to attend reported that this was due either to illness, testing positive for Covid 19, or that a family issue had arisen that required their attention. The high level of attendance suggested that the Jurors enjoyed the process and felt it was worthwhile.

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The research team was supported by Yanelle Cruz Bonilla and Eliza Levete-Newell. Support during the Jury meetings was provided by Mary, Caroline and Marta.

We are very grateful to Sabrina Keating from the Nuffield Department of Primary Care Health Sciences for organising, conducting and transcribing the telephone evaluation interviews.

Thanks also go to the whole Advisory Group for providing their time and expertise to support the project.

Project team

The project was organised and delivered by an interdisciplinary team of researchers from the University of Oxford: Dr Alison Chisholm,[1] Dr Juliet Carpenter,[2] Robert Weavers,[2] Dr David Howard[2] and Professor Catherine Pope.[1] An independent facilitator, Paul Kahawatte, was appointed as lead facilitator.

[1] Nuffield Department of Primary Care Health Sciences
[2] Global Centre on Healthcare and Urbanisation at Kellogg College

9. APPENDICES

Appendix 1	Invitation letter
Appendix 2	Daily schedules
Appendix 3	Evaluation data
Appendix 4	Jury recruitment and demographic profile
Appendix 5	All proposals
Appendix 6	Methods for generating and agreeing recommendations and proposals

Kellogg College University of Oxford | GCHU Global Centre on Healthcare & Urbanisation

NUFFIELD DEPARTMENT OF PRIMARY CARE HEALTH SCIENCES

22 April 2022

Dear Resident(s),

We would like to know whether you would be interested in joining a Citizens' Jury organised by the University of Oxford to help answer the important question:

How can we travel where we need to in Oxford in a climate-friendly way that promotes health?

It will be held over four sessions at Old Headington Village Hall in Headington on these dates:

1) Sunday 12 June: afternoon, 1.30-5.00pm
2) Saturday 18 June: full day, 10.00am-5.00pm
3) Sunday 26 June: full day, 10.00am-5.00pm
4) Sunday 3 July: afternoon, 1.30-5.00pm

We are looking for **16 people in total**. If you are selected to take part, we will cover your meals and transport costs and give you **£210** if you attend all four meetings, to thank you for your time taking part.

During the Citizens' Jury, local residents from all walks of life will hear a range of evidence and views on issues to do with how we travel within the city, how it affects people's health and the climate, and the problems and benefits that can come with changing how we travel. It can be difficult to find solutions that work for everyone. The Citizens' Jury is an opportunity for local residents to understand each other's views and experiences, and to try to reach decisions that people can agree on about how to make Oxford an inclusive, fair and safe place to move around.

The jury members will develop recommendations for Oxfordshire County Council. **Oxfordshire County Council has endorsed this process and has agreed to listen to, and respond to, the recommendations.**

You don't need any prior knowledge of the issues to take part. All we ask from you is your willingness to listen to the information presented, to share your views and ideas, and to work with your fellow residents to explore ways forward. The process is entirely independent of the council.

Register your interest

The University team leading this work will randomly select 16 local residents to take part who represent the make-up of the community. Every person aged 18 years old and over, at this address, can register their interest by visiting www.gchu.org.uk/reply or by calling 01865 612035 (9am-4pm, weekdays). The deadline to register is midnight on Sunday 15 May 2022. More details about the event are available overleaf. Thank you for your interest. We look forward to hearing from you.

Yours faithfully,

David Howard.

Dr David Howard, Lead Researcher

Frequently Asked Questions:

"Street Voice": A Citizens' Jury on how we can travel where we need to in Oxford in a climate-friendly way that promotes health

What is a Citizens' Jury?

Citizens' Juries are used all over the world. They bring together a randomly selected representative group of people to learn about important issues, discuss them with one another, and then make recommendations about what should happen and how things should change.

What will taking part involve?

The focus of this Citizens' Jury is **how can we travel where we need to in Oxford in a climate-friendly way that promotes health?**

If you are selected to take part, you will have the opportunity to meet with individuals from all walks of life who live in Headington and surrounding areas. Together you will have discussions and hear from engaging expert speakers. You do not need to come with any knowledge of the topics – we will provide all the information you need.

As a member of the Citizens' Jury, you will hear evidence, work with other participants, and develop recommendations. These will be presented to Oxfordshire County Council in the summer of 2022. The council's Cabinet has agreed to listen to, and respond to, the jury recommendations and use these to inform future decisions on how to address the impacts of transport on climate and health in Oxford.

Who is funding and running "Street Voice"?

The "Street Voice" project is being funded by the University of Oxford, as part of the Climate and Health Pump Priming Fund. It is being run by the "Street Voice" Project Team at the University of Oxford.

When and where will the event be held?

The event will be held at Old Headington Village Hall in Headington, over four sessions at these dates and times:

- Sunday 12 June – afternoon, 1.30-5.00pm
- Saturday 18 June – full day, 10.00am-5.00pm
- Sunday 26 June – full day, 10.00am-5.00pm
- Sunday 3 July – afternoon, 1.30-5.00pm

You must be able to attend the entire programme.

How will you ensure that the event is accessible?

If you are selected to take part, we will reimburse reasonable transport costs, and lunch during the two full days of the Jury will be provided. You will also receive £210 to thank you for your time. Half will be paid in the week after the first two meetings, and the remainder in the week after completing the Citizens' Jury. The venue is fully wheelchair accessible. If you need any additional support to enable you to participate, we will do our best to provide this.

How do I get to the event?

The event will take place in Old Headington Village Hall in Headington. All reasonable travel expenses to the event will be refunded, such as bus fare or car mileage (at 25p per mile). There is some free parking available at the venue. You will need to make your own travel arrangements. We will give you information on how to claim your travel and other expenses if you are selected to take part. At that point, you will also be able to let us know if you have any specific transport needs.

Who can apply?

Any permanent resident or student over 18 years old, living in a household that has received this invitation, can apply. There are a few exceptions to this, as set out below. Please note that a maximum of one adult from any single household will be selected to participate.

The following people cannot apply: Elected representatives from any level of government and local authority staff working on transport, environment or planning. Paid employees of any political party, or staff or board members of organisations actively campaigning on transport, environment or planning issues.

How was I selected to receive this invitation?

Your household was one of 2000 addresses randomly selected from Headington Ward, Headington Hill & Northway Ward, Churchill Ward, Barton & Sandhills Ward and Quarry & Risinghurst Ward, using Royal Mail's address database. For more information about the selection process, please see the Street Voice website www.gchu.org.uk/street-voice/

How do I register my interest?

You can register your interest in participating in the "Street Voice" Citizens' Jury at www.gchu.org.uk/reply or by calling 01865 612035 (9am-4pm, weekdays). The deadline for registering your interest is midnight on Sunday 15 May 2022.

On the website or phone call, you will be asked to provide your name, contact details, and other information about your age, gender, ethnic group, and concern about climate change. This information will be stored and processed by the University of Oxford study team to select a group of jurors who are broadly representative of the community in these terms. This information will be stored securely by the University until the end of June 2022, when the jury meetings are underway, and then it will be deleted.

You may withdraw any personal information you have provided by contacting the Project Team by phone 01865 612035 (9am-4pm, weekdays) or by emailing street.voice@kellogg.ox.ac.uk

After I register my interest, what happens next?

Once registration has closed, we will select 16 people at random, from those who registered their interest, to participate in the event. This random selection will be weighted to ensure that there are people from all walks of life represented in the group. If you are selected, we will contact you by phone, email and/or letter on or around 18 May 2022 to let you know. Later, we will be back in touch to explain arrangements and discuss any dietary or accessibility requirements you may have.

What will happen after the event?

The Jury will make recommendations concerning changes in how people move around the Headington area and Oxford more widely, and how improvements to health and reductions in emissions could be made. This will be written up in a final report, showing where consensus was achieved and including a 'minority report' documenting issues on which not everyone reached agreement.

Oxfordshire County Council's Cabinet will meet in public to consider the Jury's recommendations. They have committed to responding in a timely fashion, explaining which recommendations they will act on and why they won't act on others. The council will report on progress of implementation.

Where can I get more information?

If you would like to contact someone about the event before registering, please email street.voice@kellogg.ox.ac.uk or call 01865 612035. Alternatively, information about the event is available on the website: www.gchu.org.uk/street-voice

To register your interest visit:

www.gchu.org.uk/reply or call 01865 612035 (9am-4pm, weekdays)

before midnight on Sunday 15 May 2022

Day 1: Sunday 12th June

Time	Activity
From 1:00pm	Refreshments
1:30pm	Welcome and introductions to the team
2:00pm	Icebreaker
2:30pm	Break
2:45pm	Basic group agreements
3:30pm	Speaker panel: Setting the scene
	Dr Karl Marlowe, Chief Medical Officer, Oxford Health NHS Foundation Trust Claire Taylor, Corporate Director, Oxfordshire County Council
4:00pm	Break
4:15pm	Principles and values for solutions to transport, climate and health
5:00pm	Finish for the day

APPENDIX 2: SCHEDULES

Day 2: Saturday 18th June

Time	Activity
9:30am	Refreshments
10:00am	Welcome and revisit last session
10:45am	Speaker panel: Climate change, health and transport
	• Alexis McGivern - Department of Geography, University of Oxford • Prof. Tim Schwanen - Transport Studies Unit, University of Oxford • Dr. Suzanne Bartington - Institute of Applied Health Research, University of Birmingham • Dr Tim Jones - School of the Built Environment, Oxford Brookes University • Dr. Brenda Boardman - Environmental Change Institute, University of Oxford
11:25am	Break
11:40am	Q&A and discussion and deliberation
12:45pm	Lunch
1:25pm	Speaker panel: Employers, businesses and buses
	• Emily Scaysbrook – Chair, Oxford Business Action Group • Harriet Waters - Head of Environmental Sustainability, University of Oxford • Luke Marion - Interim Managing Director, Oxford Bus Company
1:55pm	Q&A
2:45pm	Break
3:00pm	Discussion
3:35pm	Lived experience of LTNs
4:00pm	Discussion
5:00pm	Finish for the day

Day 3: Sunday 26th June

Time	Activity
9:30am	Refreshments
10:00am	Welcome and revisit last session
10:15am	Speaker panel 1:
	• John Disley, Head of Transport Policy, Oxfordshire County Council • Sajad Khan, City of Oxford Licensed Taxicab Association • Sean Scatchard, Cheney School
10:40am	Q&A and discussion
11:25am	Break
11:40pm	Speaker panel 2:
	• Jon Burke, Decarbonisation advisor to cities • Richard Parnham, Reconnecting Oxford • Statements from East Oxford District Nursing Team and South Central Ambulance Service • Robin Tucker, Coalition for Healthy Streets and Active Travel
12:15pm	Q&A
1:00pm	Lunch
1:40pm	Deliberation and drafting recommendations
3:15pm	Break
3:30pm	Deliberation and drafting recommendations
5:00pm	Finish for the day

Day 4: Sunday 3rd July

Time	Activity
From 1:00pm	Refreshments
1:30pm	Welcome and introduction to the day
1:40pm	Claire Taylor, Oxfordshire County Council
1:45pm	Deliberation and drafting recommendations
2:55pm	Break
3:10pm	Deliberation and finalising recommendations
4:40pm	Finalise recommendations
5:00pm	Street Voice Citizens' Jury closes

APPENDIX 3: EVALUATION QUESTIONNAIRE DATA

Data in Tables 1 and 2 below show responses to the evaluation questionnaires completed by Jurors before the Citizens' Jury first met, and again at the end of the process. All other data are solely from the post-process questionnaire.

Table 1

On a scale of 0 to 10, where 0 means "not at all informed" and 10 means "very well informed", to what extent, if at all do you feel that you are informed at the moment on the following issues:

Issue	Mean, pre-process (n=14)	Mean, post-process (n=11)
Transport planning	2.5	5.8
Public health	3.3	6.2
Air pollution	3.5	6.2
Climate change	5.1	7.5
Net Zero	2.6	6.4

Table 2

On a scale of 0 to 10, where 0 means "not at all" and 10 means "very much", to what extent, if at all, do you agree with the following statements:

Statement	Mean, pre-process (n=14)	Mean, post-process (n=11)
I have trust in local government	4.9	6.6
I am likely to be engaged in decisions that affect my community in the future	4.4	7.3

Table 3

Other questions answered on a scale of 1 to 10	**Mean, post-process (n=11)**
To what extent did you feel that the facilitators were neutral or biased (favouring certain opinions or offering theirs)? Please answer on a scale of 0 to 10, where 0 means "completely neutral" and 10 means "very biased".	1.4
To what extent do you feel that the information resources provided, as a whole, neutral, with fair and diverse viewpoints represented? Please answer on a scale of 0 to 10, where 0 means "the information base felt very biased" and 10 means "the information base felt neutral with a large diversity of sources".	7.4
To what extent, if at all, do you feel that the final recommendations reflected the different views and judgements of the members? Please answer on a scale of 0 to 10, where 0 means "the diversity was not at all reflected" and 10 means "ultimately, our recommendations broadly satisfied the concerns of all members".	8.3
To what extent, if at all, do you feel that the issue was discussed from a variety of perspectives (for example, considering underlying issues, existing structures, trade-offs values etc.)? Please answer on a scale of 0 to 10, where 0 means "from very limited number of perspectives" and 10 means "the issue was discussed from a wide variety of perspectives".	8.2
To what extent, if at all, do you think that the task you were given allowed you to consider a narrow or a wide range of options for your recommendations? Please answer on a scale of 0 to 10, where 0 is "extremely narrow", 5 is "just right" and 10 is "extremely wide".	6.9
Please answer the following questions on a scale of 0 to 10, where 0 means "not at all" and 10 means "to a great extent". To what extent, if at all, did you feel: *pressured to agree with ideas or arguments of others?*	1.9
Please answer the following questions on a scale of 0 to 10, where 0 means "not at all" and 10 means "to a great extent". To what extent, if at all, did you feel: *that your contributions made it into the recommendations?*	8.1

Table 4

Please answer all of the following questions on a scale of 0 to 10, where 0 means “not at all” and 10 means “to a great extent”. To what extent, if at all, do you feel that:

Other questions answered on a scale of 1 to 10	**Mean, post-process (n=11)**
Your understanding of the issue became clearer throughout the process?	7.7
You gained more arguments and perspectives to support your own opinion about the issue?	6.7
You understood the arguments, perspectives, and concerns of others?	8.6
Your understanding of others’ opinions of the issue became clearer through this process?	8.2

Free text comments

How would you describe your overall experience of the Citizens’ Jury?

- I found a lot of the speakers informative and was interested in the viewpoints of others
- Intensive but rewarding
- Very good, well managed, would recommend to others
- I enjoyed it and appreciated meeting a cross section of the local community, hearing their concerns and being given an opportunity to give my views
- It was good, interesting and engaging
- An extremely positive experience - I'm sad it's at an end! I think contentious issues such as these should, where possible, be put to a Citizens' Jury. V good facilitation from all "agents"

How would you describe your overall experience of the Citizens' Jury? (continued)

- Great
- Interesting and hopeful
- The Jury really opened my eyes to different perspectives. Although there were a couple of conflicting opinions at times, everyone was able to reach consensus in a respectful manner.
- It was a positive experience, which has sparked my interest in community involvement. It was very well-run by all involved.
- Interesting and I enjoyed all of the speakers, except 2 which I could not grasp what was said. Otherwise it was a very enjoyable experience.

What did you like about it?

- Learning about local policies
- Chance to hear from subject matter experts
- The opportunity to learn about local issues and try and find a local solution
- Well natured. It was a wide cross section of engaged citizens doing their best. The team were professional and pleasant to deal with.
- Discussing ideas and hearing from a lot of different people
- Really well facilitated; emphasis on the first day on finding common ground helped with the gradual coming together that occurred over the next few days. I felt that everyone felt truly listened-to
- Hearing from councillors about the situation and thought process
- Community feel
- I felt comfortable in sharing my opinion and felt like my opinions were just as valid and listened to as anyone else's.
- I liked hearing other points of view, and understanding why they mattered to the people holding them
- Friendly atmosphere. Time to have a drink and freedom to get up and have toilet break and fresh air

What could have been done better?

- I did prefer the smaller groups. I am not much of a public speaker. A bit longer needed if possible
- Bit more time on the last day. Allowing more discussion of conflicting views
- Clarifying the 'scope' of discussions and the setup of each day (i.e. by the end of the day we will...)
- More time, and being clearer on the process [unclear text] early on.
- Sometimes we could have moved on a bit faster or been more concise
- The day that had the most talks could have been broken up more with breaks. Some speakers might have conveyed their messages more clearly with "checking understanding" questions rather than just talking for the whole time.
- The topic could have been more focused (i.e. narrower)
- A bit rushed
- The 10am-5pm days could have been shortened slightly. We also could've listened to talks from a more diverse group of people, for example, students and disabled people.
- I could have not missed the last - most important! - day. Apart from that, I did feel more time would have been helpful.

Selection targets for ethnicity, IMD and disability did not exactly mirror the population of Oxford, but instead over-represented people from traditionally more marginalised backgrounds. The Sortition Foundation advised that it might not be possible to perfectly reach all the targets with a small sample. Therefore, we chose to err on the side of including more, rather than fewer, Jurors from groups that are more often under-represented in consultations when selecting for ethnic group, disability and socio-economic status.

Age Band

Age band based on ONS's admin-based population estimates (ABPE) for 2020

Age band	Population %	Respondents %	Selected %
18-25	26	3	12
26-35	24	18	25
36-45	16	16	19
46-55	13	34	19
56-75	17	19	19
75+	5	10	6

Gender

Gender based on ONS's admin-based population estimates (ABPE) for 2020

Gender	Population %	Respondents %	Selected %
Male	51	44	50
Female	49	56	50
Non-binary	-	0	-
Other	-	0	-

Ethnic Group

What is your ethnic group? (Choose one option that best describes your ethnic group or background). Based on 2011 Census data for Oxford.

Ethnic Group	Population %	Target %	Respondents %	Selected %
Asian or Asian British	12	35	16	6
Black or African or Caribbean or Black British	4		15	6
Mixed or Multiple ethnic groups	4		3	12
Other ethnic group	2		8	12
White British	64	65	39	50
White Other	14		19	12

Where the number of individuals being selected is small (in this case, 16), it is difficult to hit targets of a large number of categories, so categories need to be merged.

The most recent data available for identifying ethnic group targets at the time of selection were 2011 census data, which were thought likely to underestimate minority ethnic groups. There was a further risk that minority ethnic groups might be represented in very small numbers if the population proportions were used as targets, and that this might result in a perception of tokenism. For these reasons, higher targets were set for non-white groups than the population data based on the 2011 Census.

Disability

Do you have any long-standing illness, disability or infirmity? (Long-standing means anything that has troubled you over a period of time or that is likely to affect you over a period of time)? Based on 2011 Census data for Oxford.

Disability	Population %	Target %	Respondents %	Selected %
Yes	13	20	24	25
No	87	80	76	75

Concern about climate change

How concerned, if at all, are you about current climate change, sometimes referred to as 'global warming'? Based on BEIS Public Attitudes Tracker survey winter 2021.

Concern about climate change	Population %	Target %	Respondents %	Selected %
Very concerned	43	45	79	50
Fairly concerned	42	55	21	50
Not very concerned	10	-	-	-
Not at all concerned (3%) / Don't know (1%)	4	-	-	-

IMD Decile

Based on Ministry of Housing, Communities & Local Government data 2019

IMD Decile	Population %	Target %	Respondents %	Selected %
1-3	20	30	31	31
4-6	31	30	29	31
7-10	49	40	40	38

Index of Multiple Deprivation data is assigned at Local Super Output Area (LSOA) level (a group of nearby postcodes) and deciles are then assigned to households within those LSOAs. IMD data are not available directly at household level. To compensate for the likelihood that people from less disadvantaged groups within each band would apply, we set higher targets for more disadvantaged IMD deciles.

APPENDIX 5: ALL PROPOSALS

This appendix presents the full set of proposals that the Jurors developed, categorised under five main themes as set out below, and further divided into sub-themes.

1. Public transport
2. Active travel
3. Private vehicles
4. Education and public engagement
5. Infrastructure and logistics.

Each individual proposal is identified by a number and letter code. The detailed charts show the level of support recorded for each, established using a system of coloured dots and stars. Each Juror was asked to indicate their support, reservation or opposition to individual proposals with a coloured dot (either red, orange, green or blue) according to the scheme below. In addition, each Juror was given a total of 7 gold stars, which they could use to identify the top 7 proposals that were most important to them.

	• **I like this** • **I want this to be included**
	• **I could potentially support this if changes were made**
	• **I am opposed to this** • **I cannot live with this**
	• **I'm neutral** • **I'm okay with this being included**
	• **(Optional) These are my seven priority recommendations (select up to 7) (in addition to the green dots)**

Due to limited time and the large number of proposals, not all the proposals were allocated dots by every Juror. This explains why not all proposals are assigned a total of 16 coloured dots.

The horizontal axis shows how many stickers of each colour, or gold stars, were assigned to each proposal. The scale is variable between the charts. Blue (neutral) dots straddle the vertical axis.

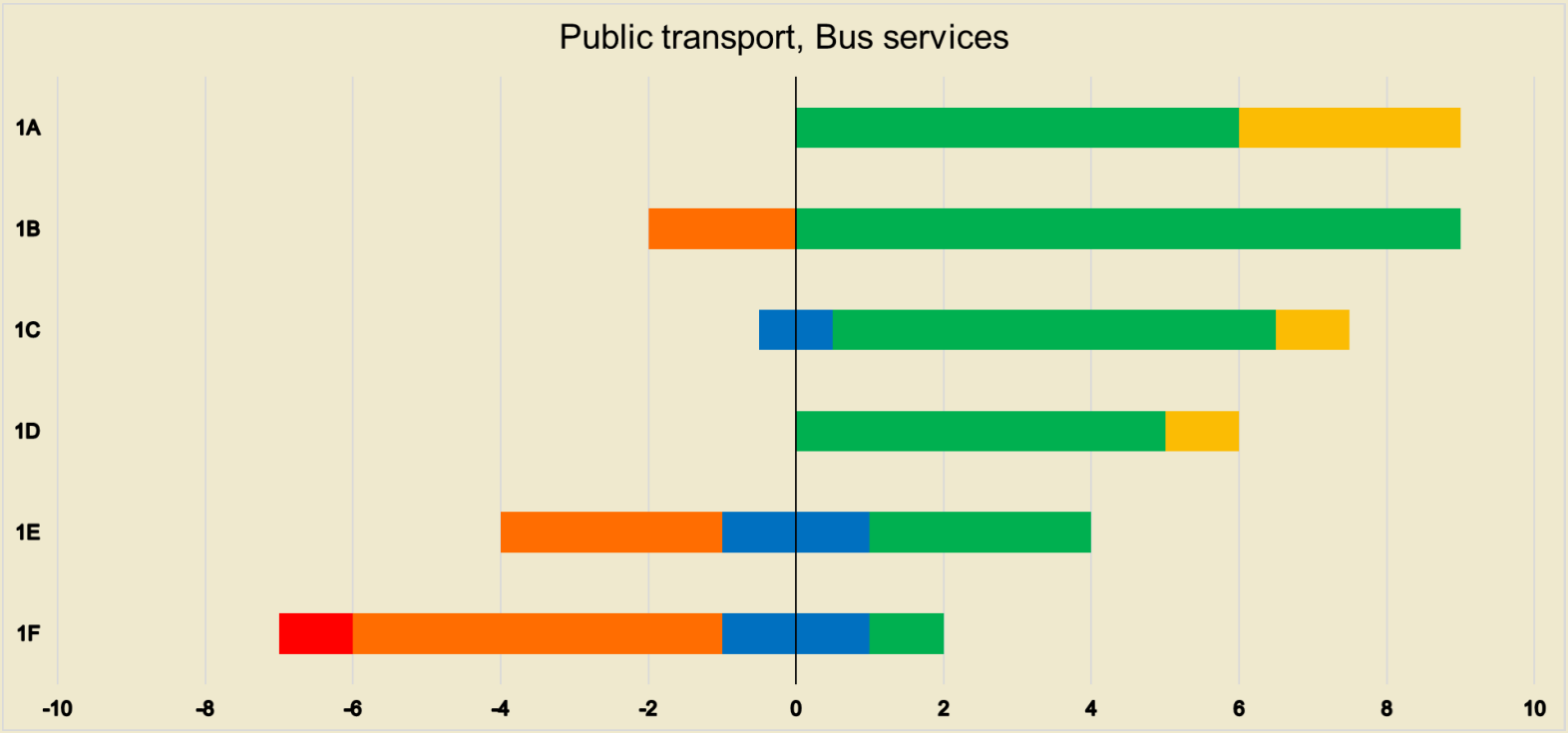
Further details of the methods for developing proposals can be found in Appendix 6.

PUBLIC TRANSPORT

Bus Services

Code	Proposal
1A	Improve the reliability of bus services, which may include installing more bus priority features, bus lanes or bus gates where appropriate. This shouldn't be at the expense of pavements or cycle lanes.
1B	Improve the availability and accuracy of information about bus times and fares (both online and in real time at bus stops)
1C	Make public transport disability-friendly (for visible and invisible disabilites).
1D	Ensure subsidies for public transport, with national government support on routes where demand is low.
1E	Provide bus drop-off points outside the pedestrianised centre (e.g. at St Aldates, St Clements, Botley Road and north Oxford) and then electric shuttle buses from there for 'last mile' into the town cente for the less mobile.
1F	Provide a service that follows numbered bus routes but can be boarded and disembarked at any point along the route (not just at bus stops)

PUBLIC TRANSPORT

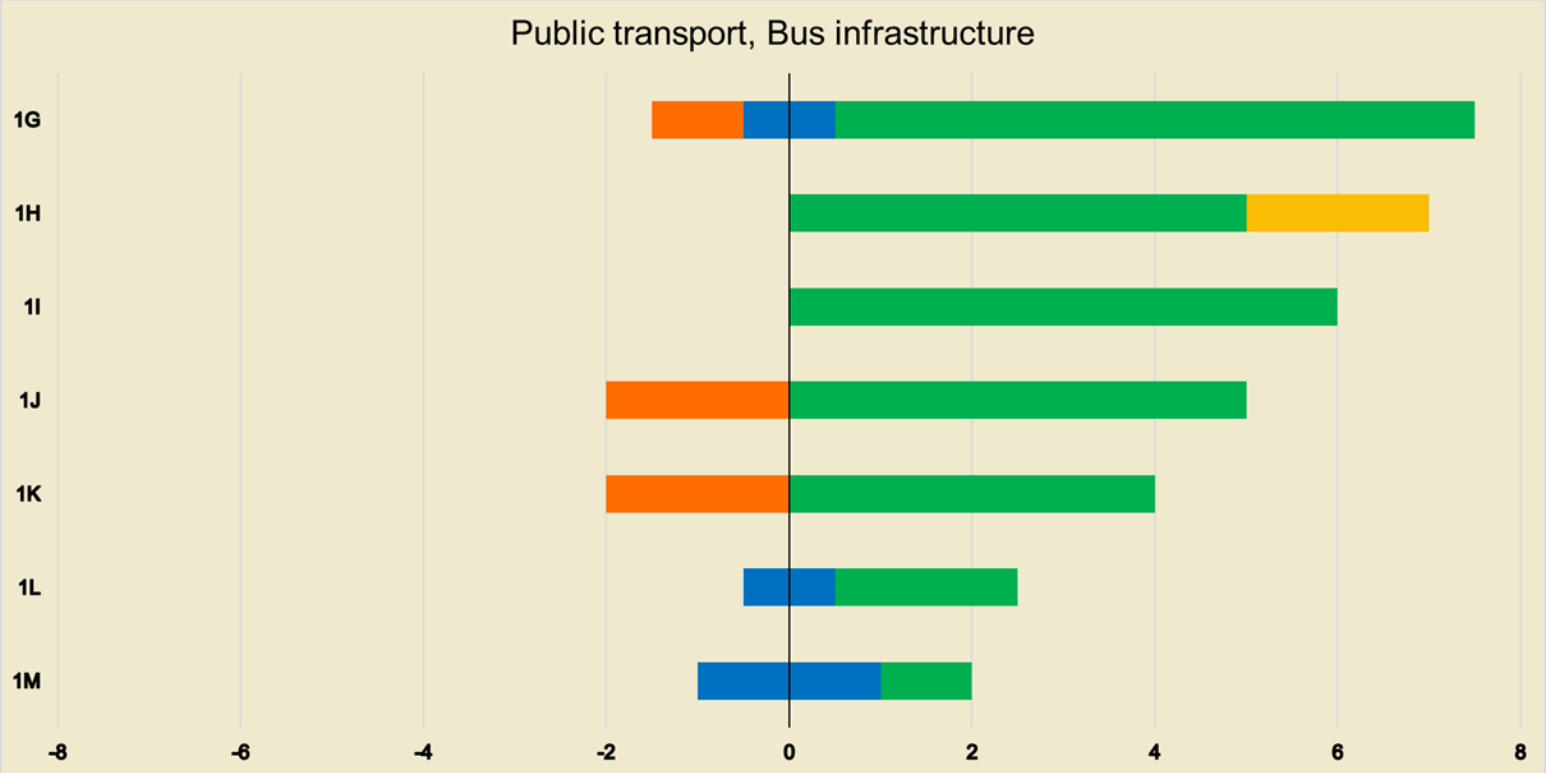


PUBLIC TRANSPORT

Bus Infrastructure

Code	Proposal
1G	Ensure that ‘on demand’ bus stops are located so that drivers have sight of those waiting as they approach and, in locations where sight of waiting passengers is difficult in the dark, ensure buses stop regardless of whether they see a waiting passenger.
1H	Promote school bus system to pick up students
1I	Improve the location of bus stops, to make public transport really accessible
1J	Bike parking at bus stops.
1K	Ensure there is enough space on buses with foldable chairs, to allow space for people with buggies, mobility scooters, people in wheelchairs, and the elderly.
1L	Improved bus stops, that include "real" seats and a shelter
1M	Guarantee that buses will stop when people need them (recognising this will slow the service). Where visibility is poor or where buses share stops (usually in towns) ensure that buses stop at all stops without being hailed.

PUBLIC TRANSPORT

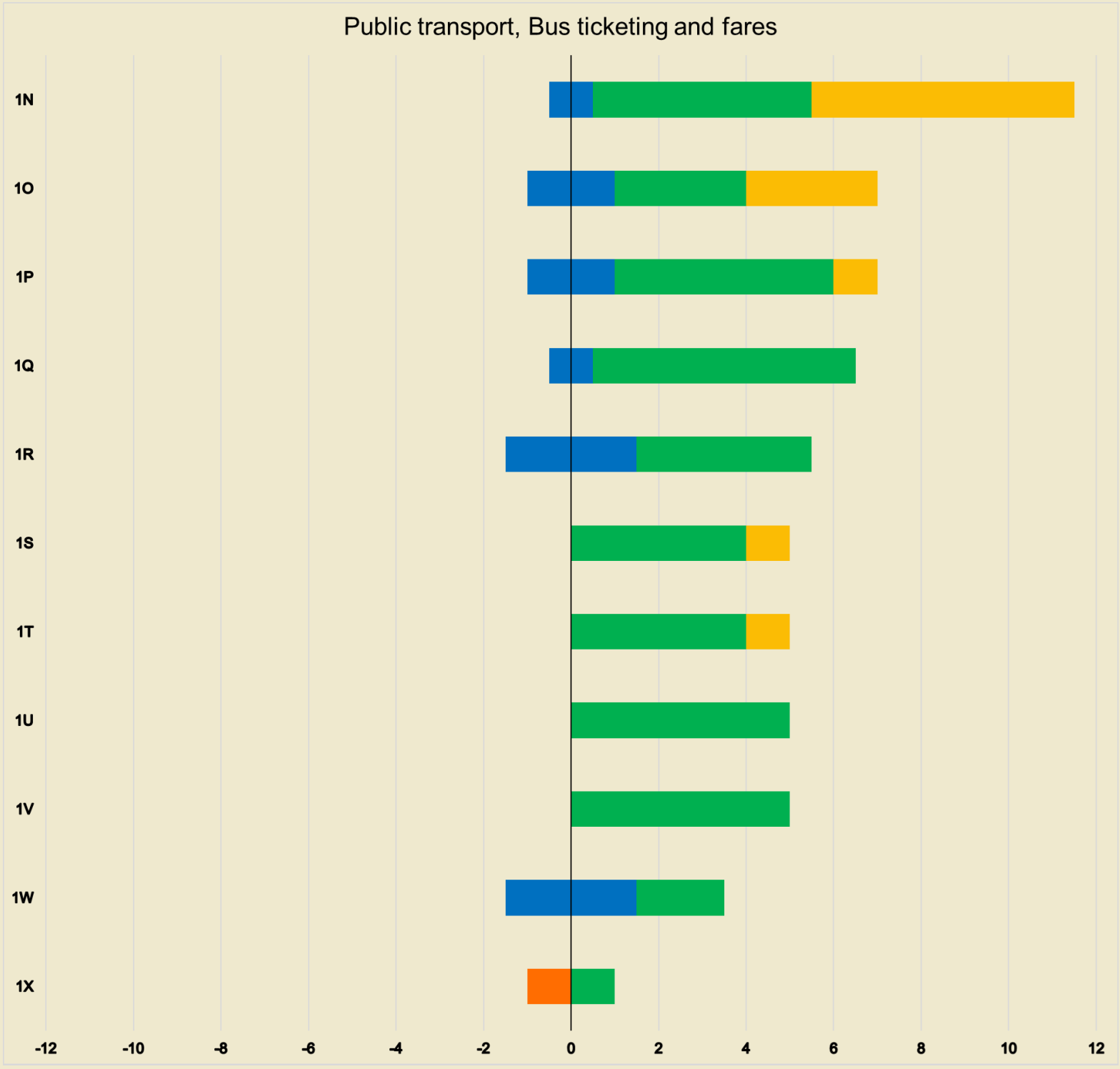


PUBLIC TRANSPORT

Bus Ticketing and Fares

Code	Proposal
1N	Instate free bus travel for as many groups as possible, with a cost-benefit analysis of where the resources are coming from. Prioritise groups that are most cost-effective, paying attention to the negative impact (i.e. prices rises) for other service users. Target groups, in no particular order: under 16s, 16-18 year olds, those with disabilities (visible and invisible) without time restrictions, key workers (with a subsidy from national government);
1O	Remove time restrictions on concessionary bus passes, following a cost-benefit analysis of the cost implications.
1P	Allow one ticket to be accepted by all bus service providers
1Q	Bring back (or review) return bus tickets (more affordable)
1R	Allow tickets to be transferable for one hour ('Quick change' tickets, £1 for 1 hour)
1S	Introduce a universal travel card or travel loyalty scheme
1T	Cost-benefit analysis of completely free transport
1U	Simplify buying children's bus tickets when the accompanying person has a bus pass.
1V	Facilitate joined-up public transport, and flexibility of bus fares and tickets including County ticketing.
1W	Provide assistance, where needed, to people applying for bus passes, so the application process is not a barrier to uptake
1X	Reinvest money from people who opt out of concessionary fares. (ie When people who are entitled to free travel opt out of taking it up, the money saved should be reinvested in some other aspect of the bus service).

PUBLIC TRANSPORT

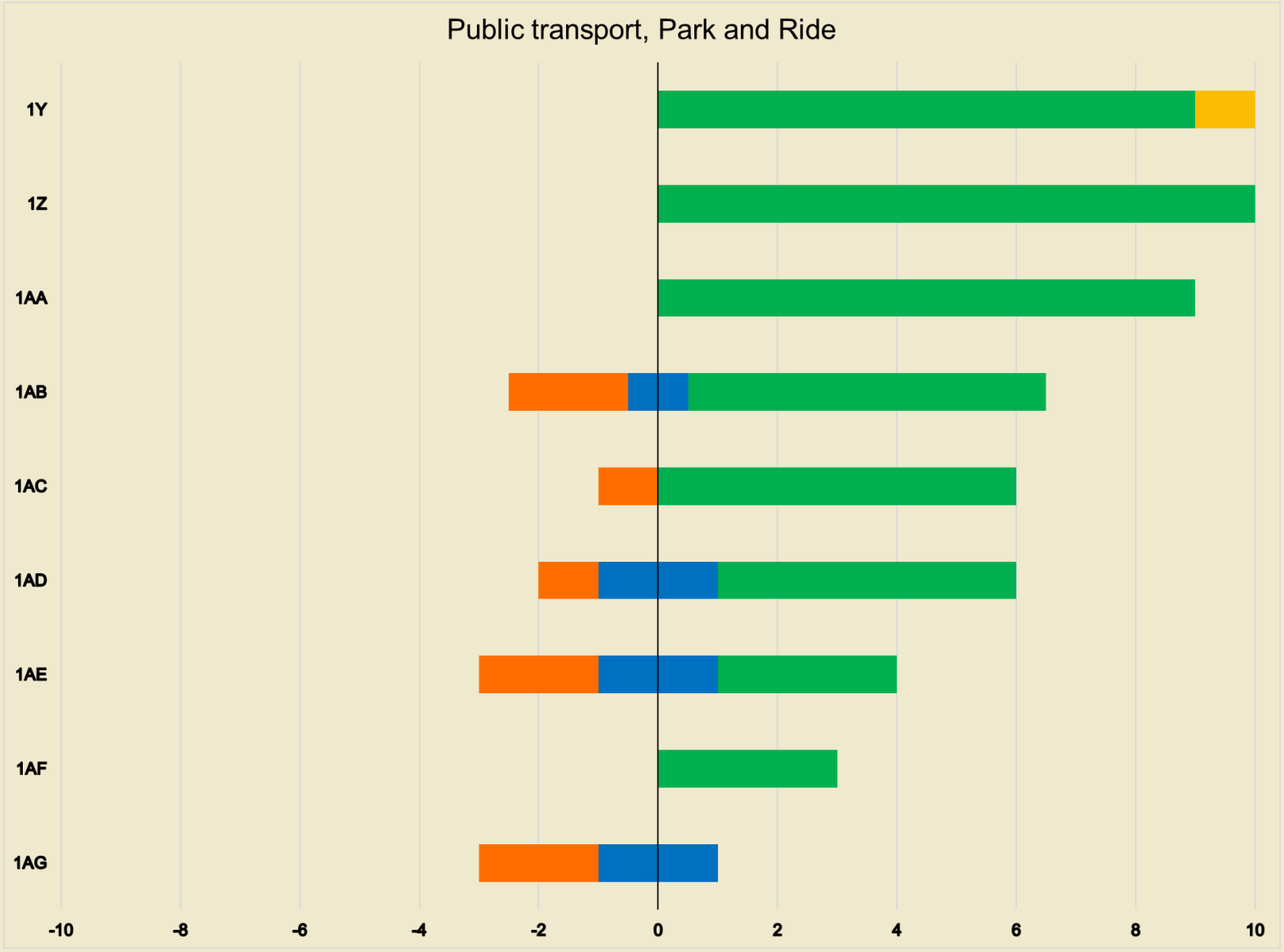


PUBLIC TRANSPORT

Park and Ride

Code	Proposal
1Y	Provide secure bike parking at the Park and Ride (last mile bikes)
1Z	Allow children to travel free on the P&R bus
1AA	Make the Park and Ride more affordable. Do not charge for both parking and the bus - make parking free for 11 hours
1AB	Provide hospital staff with regular direct shuttles from the Park and Ride to the hospitals, 24/7
1AC	Provide free solar charging for EVs at the Park and Ride sites
1AD	Provide more publicity about these changes and benefits of using the Park and Ride
1AE	Expand parking capacity of Park and Ride
1AF	Make the Park and Ride more affordable. Do not charge for both parking and the bus - make the bus free
1AG	Use Park and Ride as hubs for school shuttle buses, including for private schools.

PUBLIC TRANSPORT



PUBLIC TRANSPORT

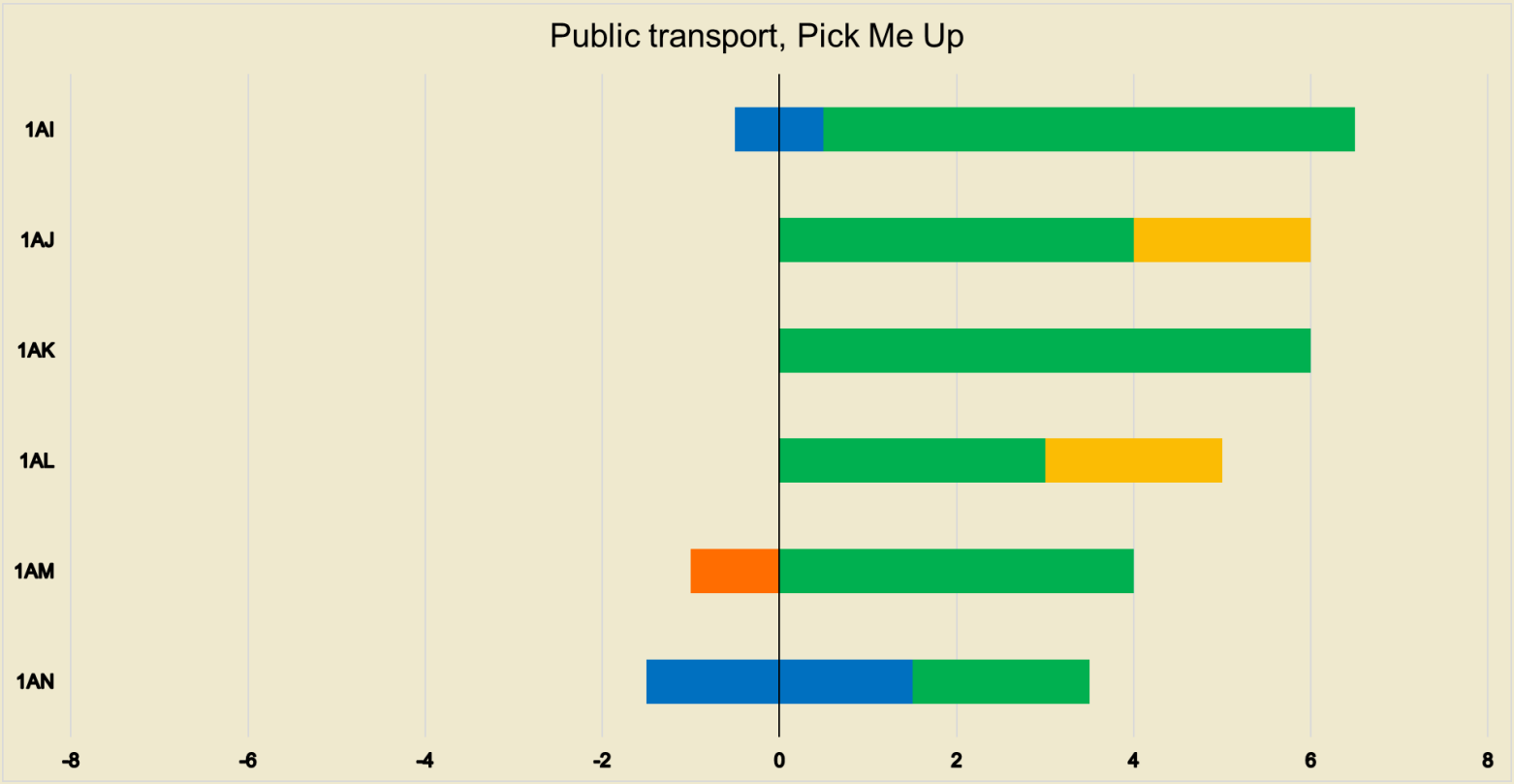
Pick Me Up

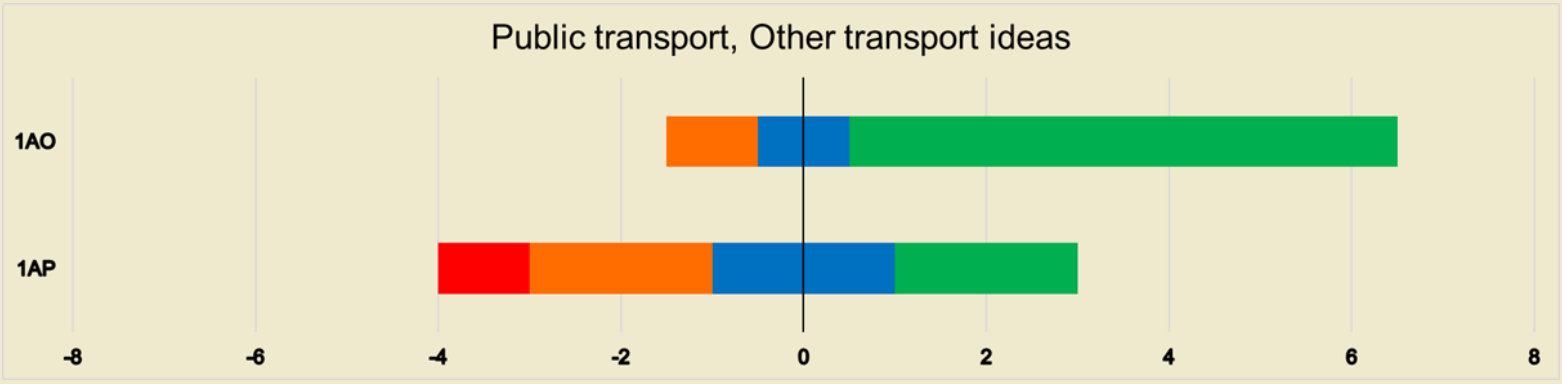
Code	Proposal
1AI	Extend the Pick Me Up service to include phone booking and pre-booking
1AJ	Reactivate the Pick Me Up service
1AK	Ensure the service is accessible for all, including those without smart phones (using targeted promotions)
1AL	Ensure the service is subsidised and well-resourced (not expecting to make a profit)
1AM	Allow the service to pass through ANPR and bus gates in LTNs
1AN	Consider making the service Oxfordshire-wide

Other transport ideas

Code	Proposal
1AO	Introduce an electric metro train service connecting the Mini plant, Littlemore, Blackbird Leys, Iffley, central Oxford, Oxford Parkway and Kidlington with the possibility of extension into East Oxford
1AP	Waterbus, electric/solar narrowboat between locks (Wolvercote to station)

PUBLIC TRANSPORT



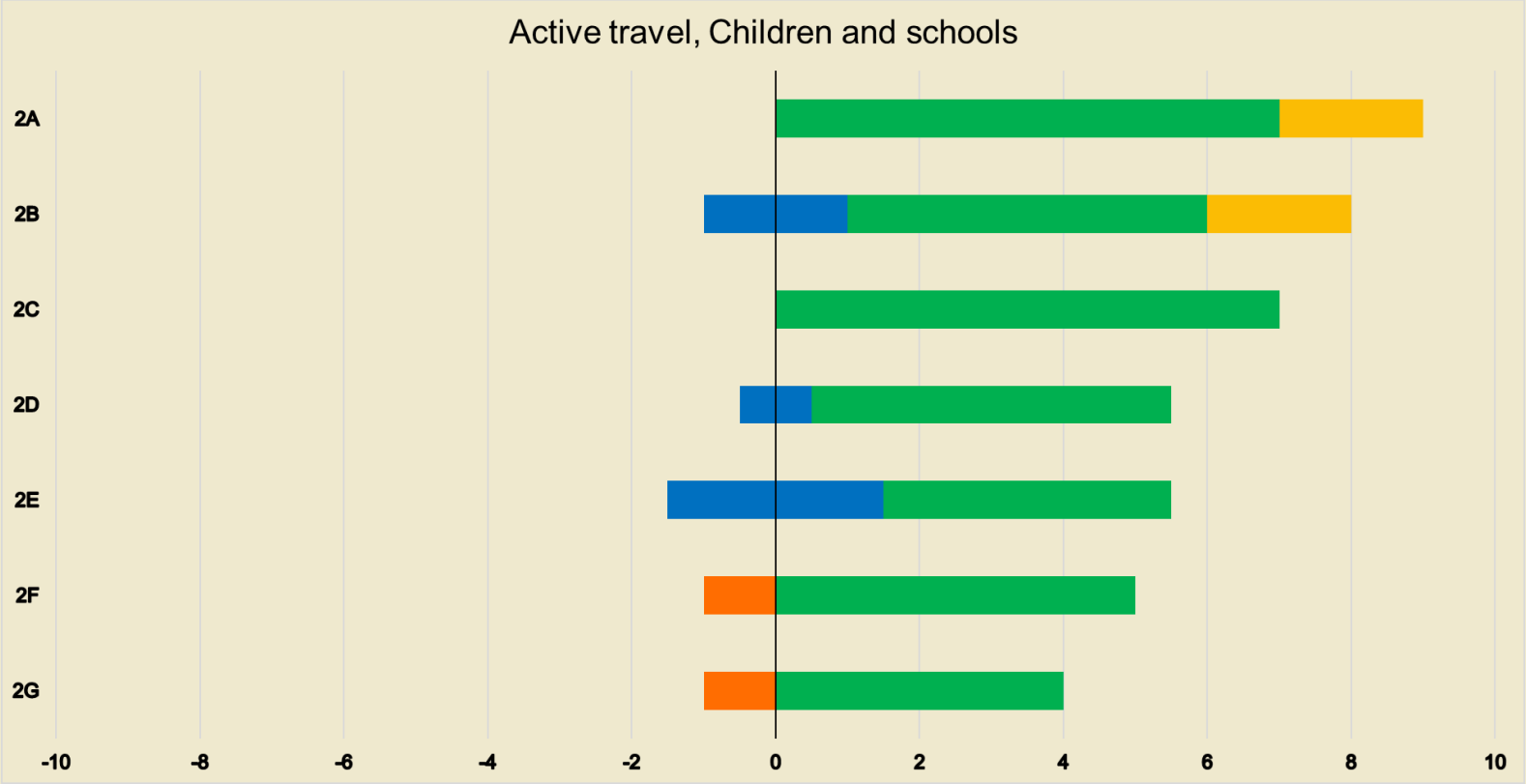


ACTIVE TRAVEL

Children and Schools

Code	Proposal
2A	Ensure bicycles are provided for disadvantaged students (i.e. those receiving Pupil Premium) when providing cycle training at school (including bike repair and quality locks)
2B	Make cycle training (“bikeability”) part of the school curriculum (in PE lessons), ensuring that road use and safety is the main focus point, not learning to ride a bike
2C	Educate children about culture of active travel and participating in a society where space is shared
2D	Provide school buses for secondary schools if pupils are from a larger area
2E	Raise awareness among parents about the relative risks of obesity vs road accidents for walking and cycling
2F	Implementing widespread "School Streets" programmes, including private schools
2G	Providing supervised cycling/walking buses (not just using volunteer parents)

ACTIVE TRAVEL

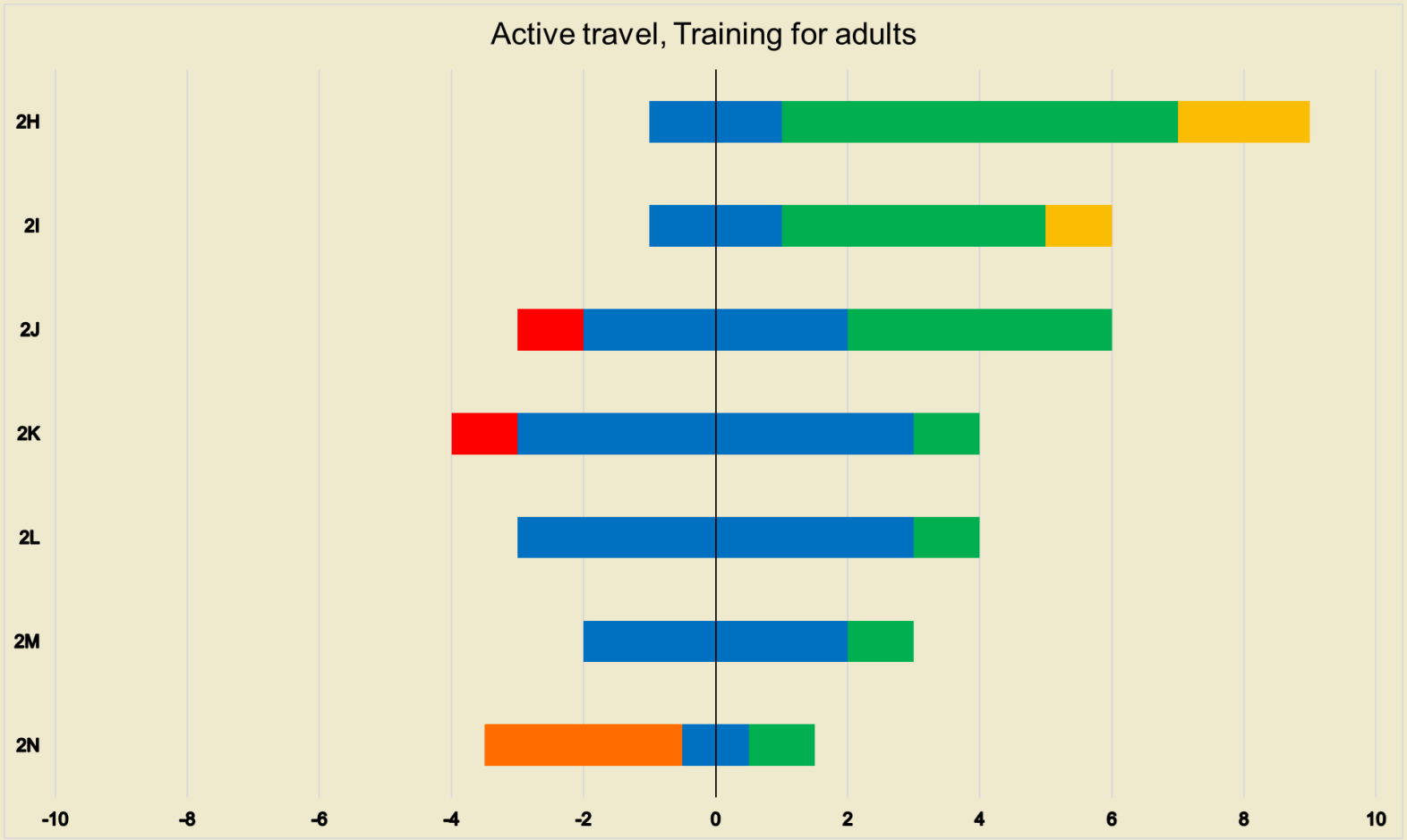


ACTIVE TRAVEL

Training for adults

Code	Proposal
2H	Encourage shift to cycling through the provision of free cycle training
2I	Use more incentives e.g. vouchers, repairs, food, other benefits to encourage take-up of cycle training and cycling
2J	Offer free cycle training through workplaces, to address issues related to cycle safety and confidence.
2K	Encourage employers to provide employees with free one-to-one cycle training to staff, as Oxford University does with the cycle trainers “Broken Spoke”
2L	Expand, publicise and incentivise the existence of the national ‘Bikeability’ programme, funded by the Department of Transport, that provides cycle training to the public. In Oxford, the ‘Broken Spoke’ bike co-op runs Bikeability-accredited training, through some workplaces.
2M	Ensure that cycle training provides a solid understanding of road sharing.
2N	Promote public understanding of the role of active travel in addressing health issues

ACTIVE TRAVEL

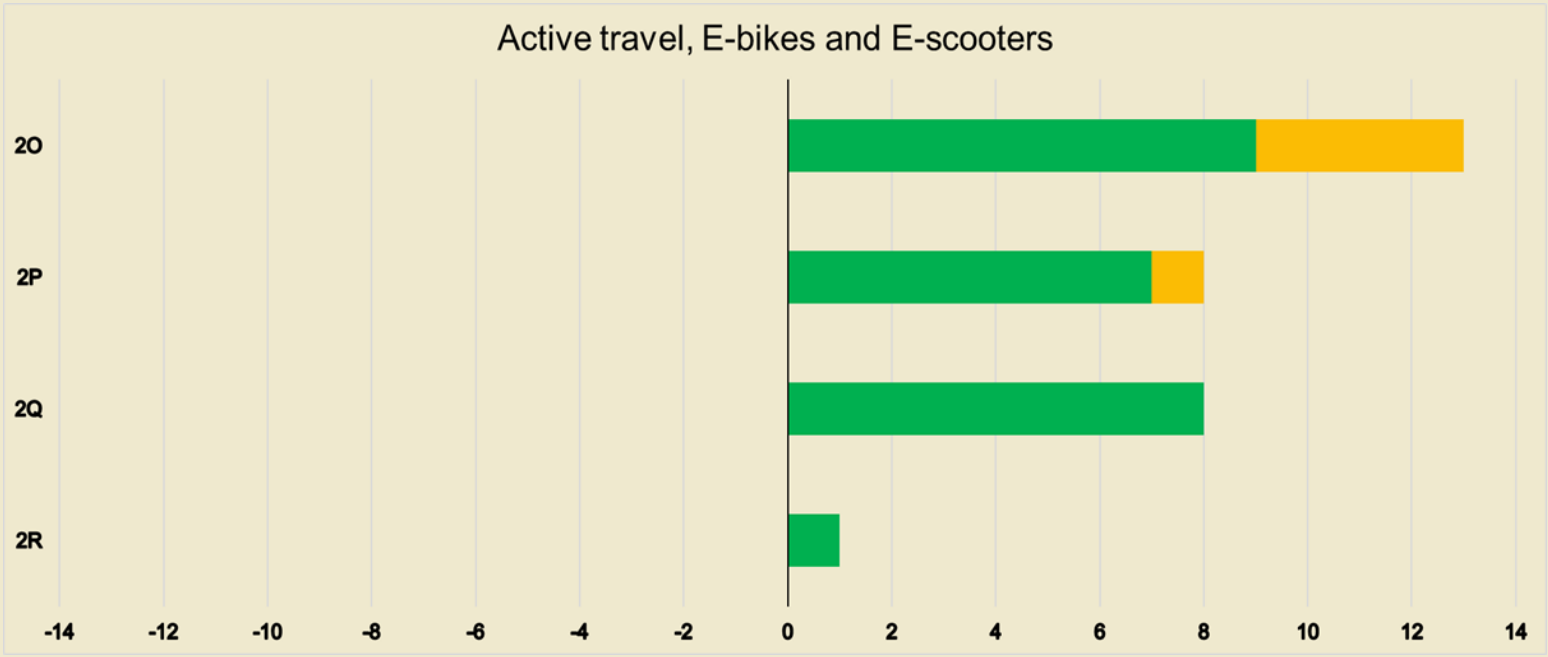


ACTIVE TRAVEL

E-bikes and E-scooters

Code	Proposal
2O	Create OCC project team to develop "solutions" for particular groups (e.g. teachers, parents, nurses, shoppers) to access e-bikes or e-scooters, either to hire, loan, long-term trial or buy with support, together with training for users where needed
2P	Ensure clear guidelines and laws for e-scooters, including where they can be used
2Q	Demonstrate innovative technologies, through active outreach, so that people understand the new possibilities
2R	Conduct safety reviews

ACTIVE TRAVEL

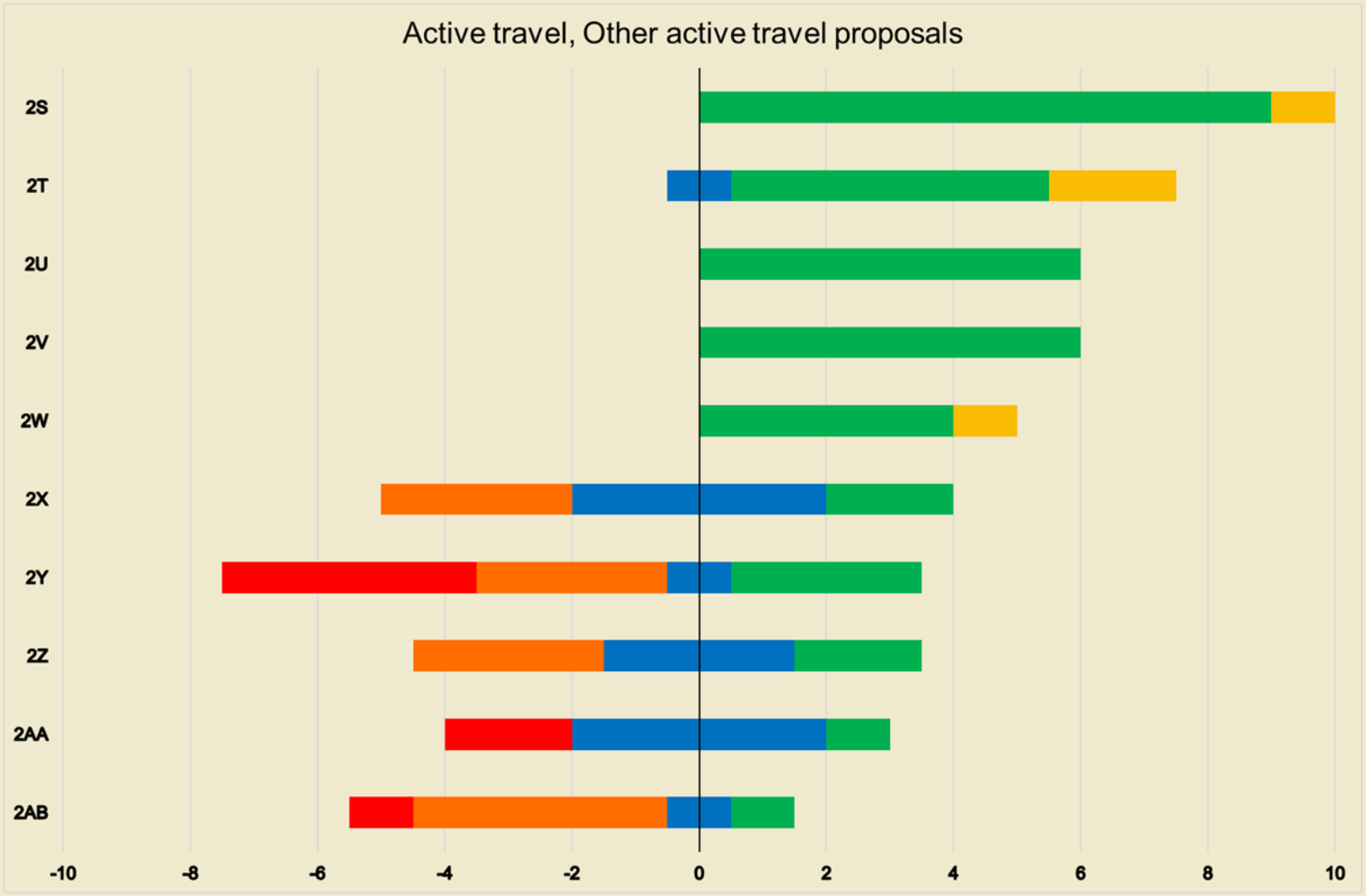


ACTIVE TRAVEL

Other active travel proposals

Code	Proposal
2S	Prioritise safe cycle routes near schools
2T	Ask universities and hospitals to give over some of their land for safe walking and cycling routes (as a percentage of their land or employees) where it's not already needed for something else, and if at no cost to them
2U	Re-introduce lollopop ladies/men for cyclists at the end of the school day
2V	Re-introduce lollopop ladies/men
2W	If an active travel project can't be approved now, please don't do things that make current provision worse as might get funding for it in future
2X	Provide videos showing routes by which cyclists can travel between key destinations
2Y	Use cut-out figures by roadside to calm traffic near schools
2Z	Provide racks for storing/holding e-scooters tidily on pavements or roadsides
2AA	Borrow money expected to be raised by workplace parking levy to fund walking and cycling projects or infrastructure
2AB	Safe driving courses for young adults to ensure they don't drive dangerously to cyclists

ACTIVE TRAVEL

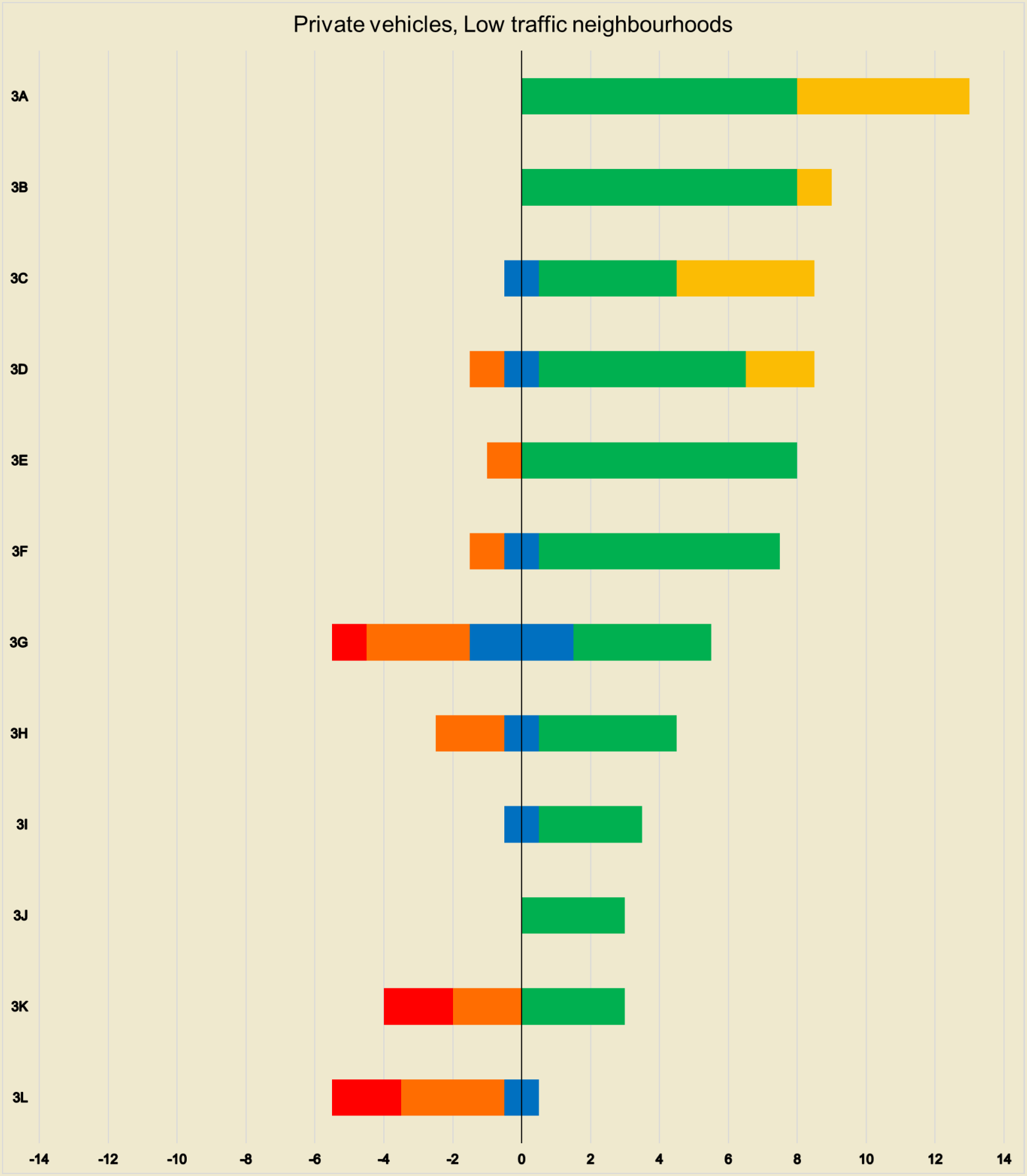


PRIVATE VEHICLES

Low Traffic Neighbourhoods

Code	Proposal
3A	Introduce variable LTNs, e.g. using rising bollards that are up at certain times of the day and retreat at other times.
3B	Engage on LTNs with key organisations, e.g. district nurses, so they can update their route mapping and change their mileage payments
3C	Reduce motorised traffic in residential areas so routes to school feel, and are, safer for children (and everyone) to walk and cycle in, including LTNs to reduce through traffic
3D	Introduce Automatic Number Plate Recognition enforcement of LTNs at key locations to allow through emergency services, district nurses, carers, buses + Pick-Me-Up and in the case of major incident, allow lifting of restrictions.
3E	Introduce LTNs after, or at least alongside, other measures (such as improved cycle lanes, improved and more affordable bus services, an offer of three free bus journeys to allow people to try out using the bus) to make alternatives to the car easier and more attractive
3F	Introduce further LTNs only as part of a bigger project, after robust consultation and with support for most affected groups.
3G	Keep LTNs, with some adjustments, and keep them in place long enough to see the impacts over time
3H	Prioritise communications and participatory co-design when implementing new LTNs, making available clear information about the rationale for introducing them, and the information on which their implementation and evaluation and monitoring are based.
3I	Offer one-off passes to allow people direct access to hospital or doctor appointments
3J	Raise awareness of LTNs via notices and letters
3K	Halt further introduction of LTNs and conduct RIA (regulatory impact analysis) before deciding on further LTNs
3L	Offer drivers 3 free LTN entry passes, followed by 5 passes @£5, then @£10, with allocation of passes reset every 12 months

PRIVATE VEHICLES

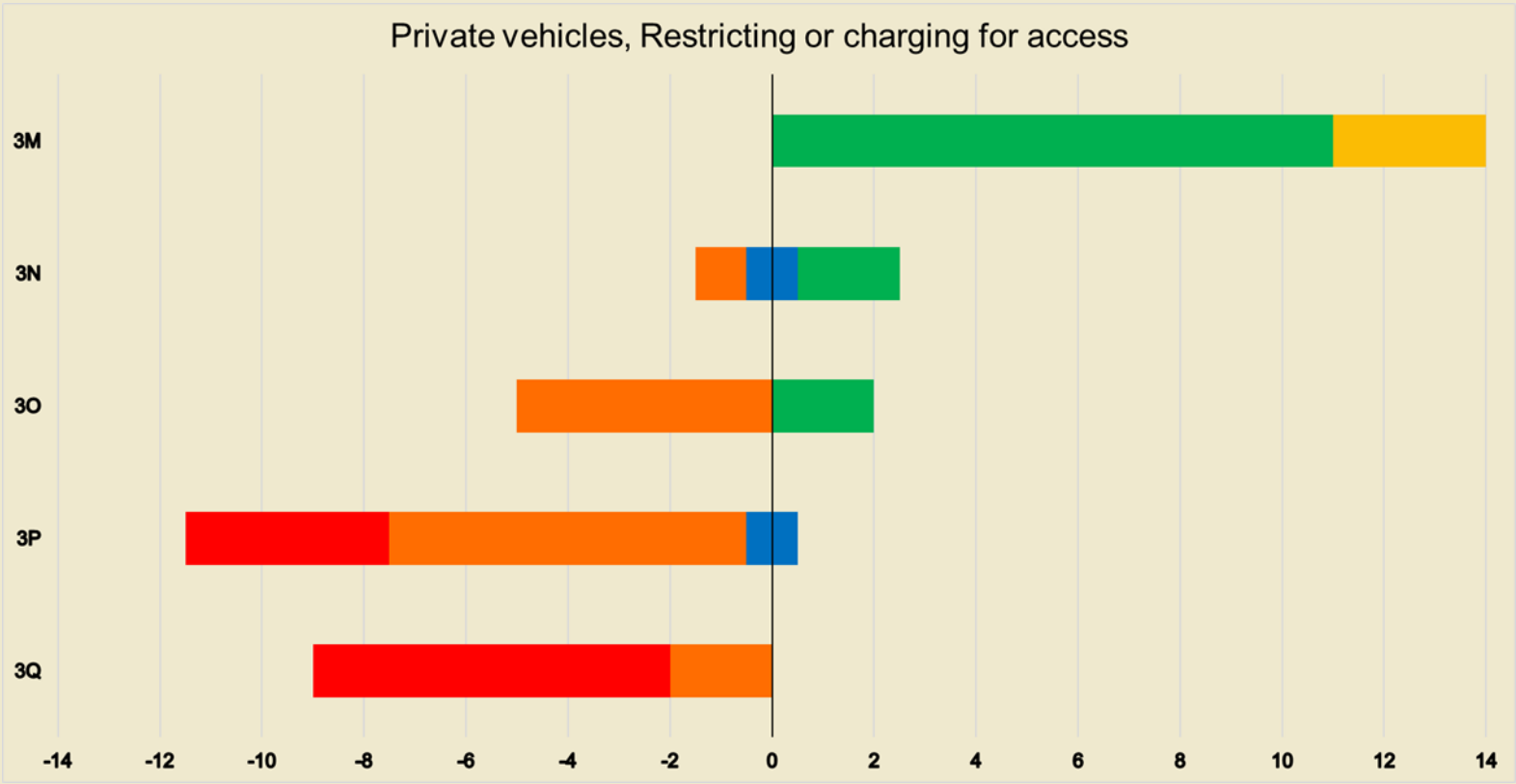


PRIVATE VEHICLES

Restricting or charging for access

Code	Proposal
3M	Introduce a congestion charge based on the size of vehicle and emissions, coupled with free Park and Ride (subsidised by the congestion charge)
3N	Allow time-restricted access to specific areas – e.g. schools
3O	Introduce restrictions on the size of vehicles and technologies that are allowed in city centre
3P	Allow shops and businesses to make and receive deliveries only between 6-8am or 7-9am before the city opens up.
3Q	Allow no vehicles into the city centre except buses, taxis and mobility cars

PRIVATE VEHICLES

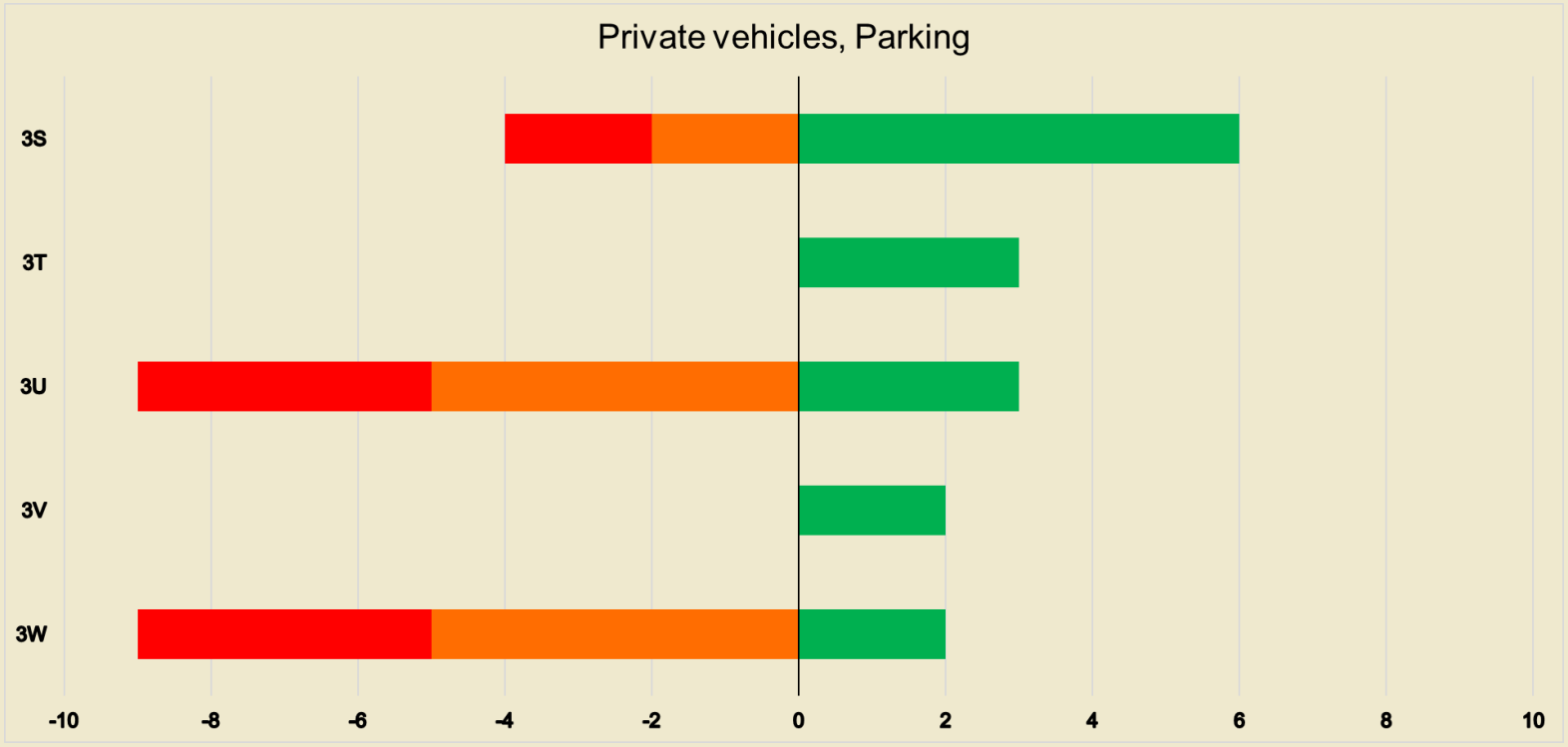


PRIVATE VEHICLES

Parking

Code	Proposal
3S	Introduce different parking charges for different vehicles by size and emissions (e.g. SUV/van have an increased charge; EV have a reduced charge)
3T	Ensure car parking does not affect pavement use (cars that park on the road and pavement simultaenously)
3U	Restrict second car permits per household to only where they are essential
3V	Develop and support car pooling (could be linked with congestion charge, incentivise business to incentivise employees)
3W	Reduce on-street parking (in residential or commercial areas)

PRIVATE VEHICLES

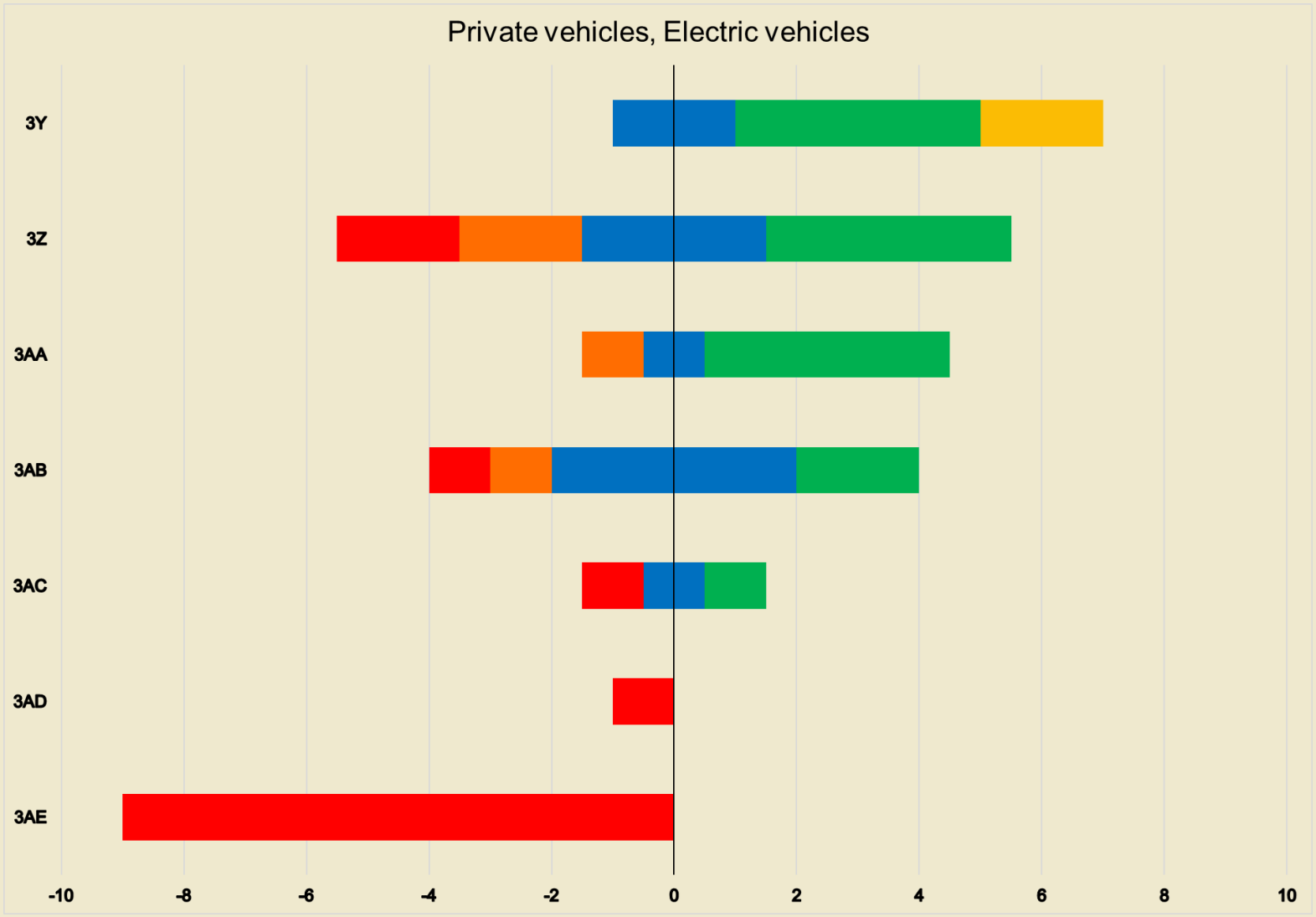


PRIVATE VEHICLES

Electric Vehicles

Code	Proposal
3Y	Phase in more charging points for electric vehicles, based on need, and make them highly visible to give people confidence they can charge EVs easily, as those who have EVs feel let down given lack of street access and existing charging points not working
3Z	Increase EV use in the city: They reduce air pollution, noise and greenhouse gas emissions, but contribute to fine particulate pollution
3AA	Provide solar panel charging points for taxis (in exchange for restricted fares).
3AB	Reduce all vehicles, including EVs, as they contribute to road danger, congestion and fine particulate pollution.
3AC	Reconsider target for reducing car journeys to allow for EV incentives
3AD	Incentivise taxis going electric through council support
3AE	Mandate only electric vehicles in the City Centre: Buses; Taxis; Cars; Emergency Service Vehicles; Delivery vehicles

PRIVATE VEHICLES

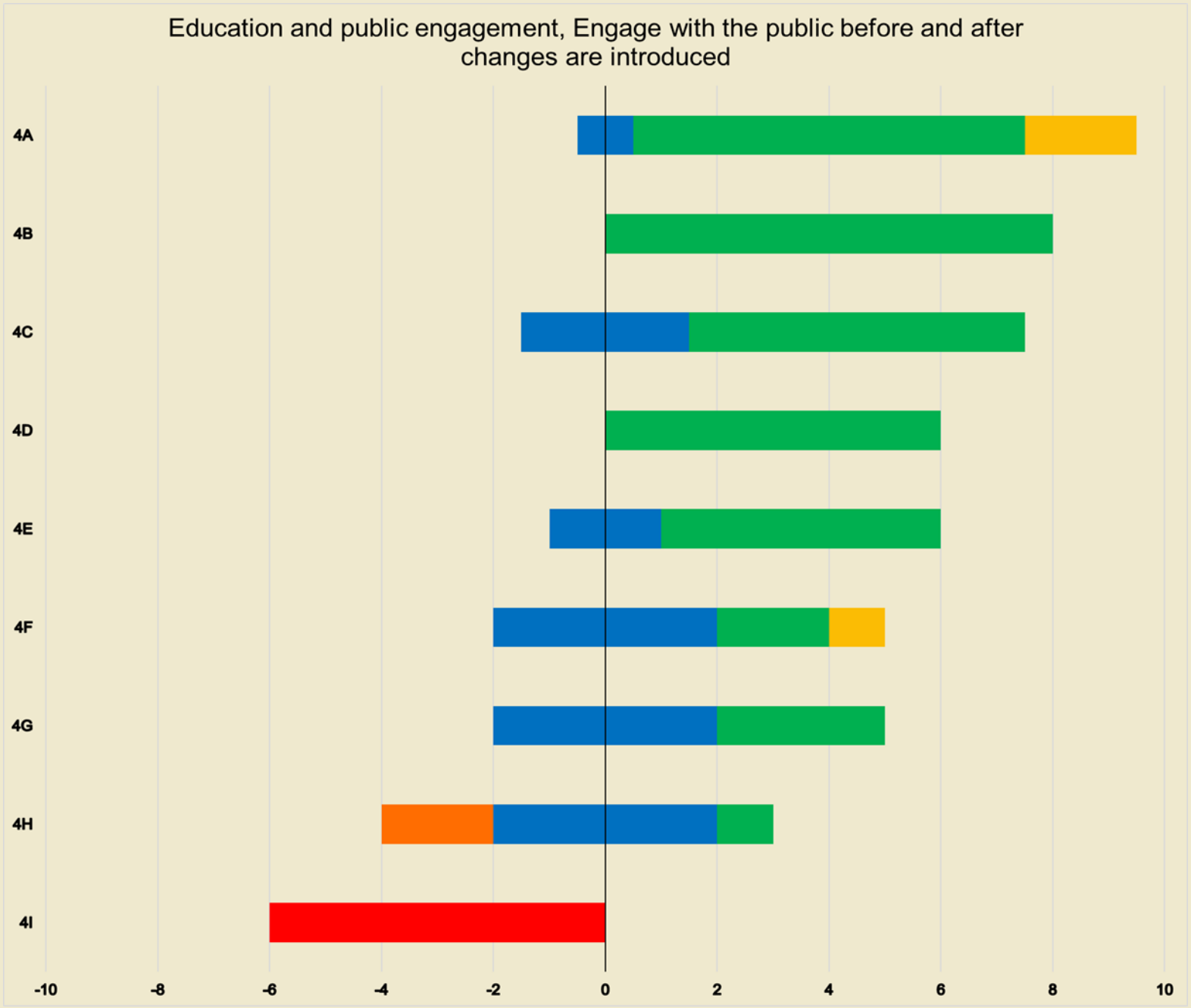


EDUCATION AND PUBLIC ENGAGEMENT

Engage with the public before and after changes are introduced

Code	Proposal
4A	Establish more channels for participation, co-creation and community decision-making, at all stages of the process: from gathering initial ideas, to providing feedback on plans, to decision-making about proposals. This could include further Citizens' Juries and other types of engagement.
4B	Ensure genuine and accessible consultation, communication and information about proposed changes, including evidence to support the reasons for changes.
4C	Provide information about the details of phasing, so that citizens are aware of planned changes in the future.
4D	Ensure comprehensive information is provided about proposed changes, including evidence-based data to support the rationale for change.
4E	Consider using a team of 'communicators' to get the messages across effectively, through events in public spaces and repeat them in many fora.
4F	If after a trial period, the interventions have not had the intended effects, decision-makers should be willing to consult those affected and change the approach.
4G	Recommendations from engagement processes such as Citizens' Juries should be publicised widely, including through 'Roadshows', the media and other channels.
4H	Be clear about the costs of change, its risks as well as its benefits.
4I	Consider holding referenda for proposals (acknowledging that it is costly).

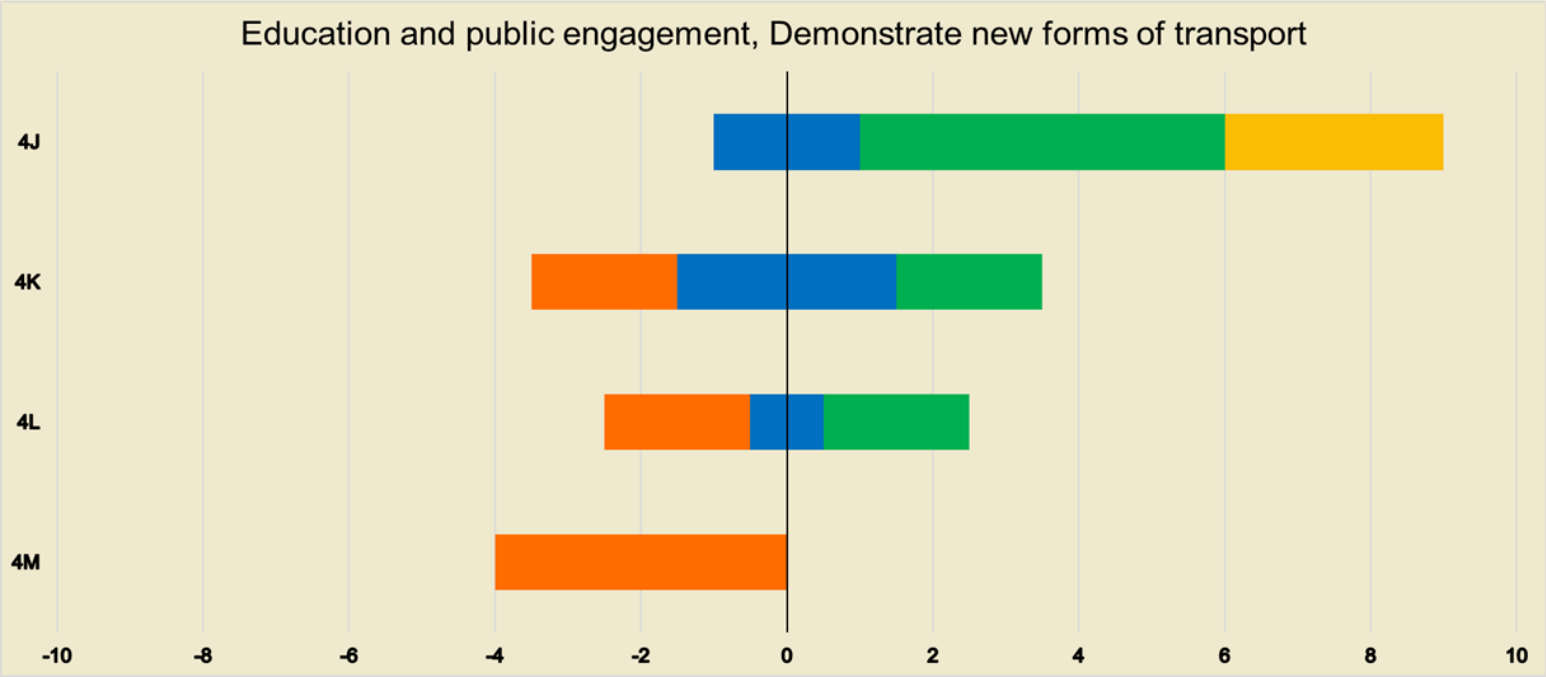
EDUCATION AND PUBLIC ENGAGEMENT



Demonstrate new forms of transport

Code	Proposal
4J	Provide demonstration sessions for the public to try out new e-vehicles and bike technology such as e-scooters, e-bikes and cargo bikes (both 'e' and other). These sessions should take place in easily accessible locations such as supermarket car parks or places of worship. Support a roadshow to major employers and industrial areas. They should be connected to schemes to make these technologies easily affordable.
4K	Offer guided ‘try out’ sessions, by closing residential streets for the day, for the public to try the new forms of transport. Incentivise demonstration sessions with vouchers or food.
4L	Set up a ‘buddy’ system, for members of the public who are less confident with new forms of transport and advertise on buses.
4M	Make new modes of transport easier to access for older / younger generations, e.g. onsite App installation assistance

EDUCATION AND PUBLIC ENGAGEMENT

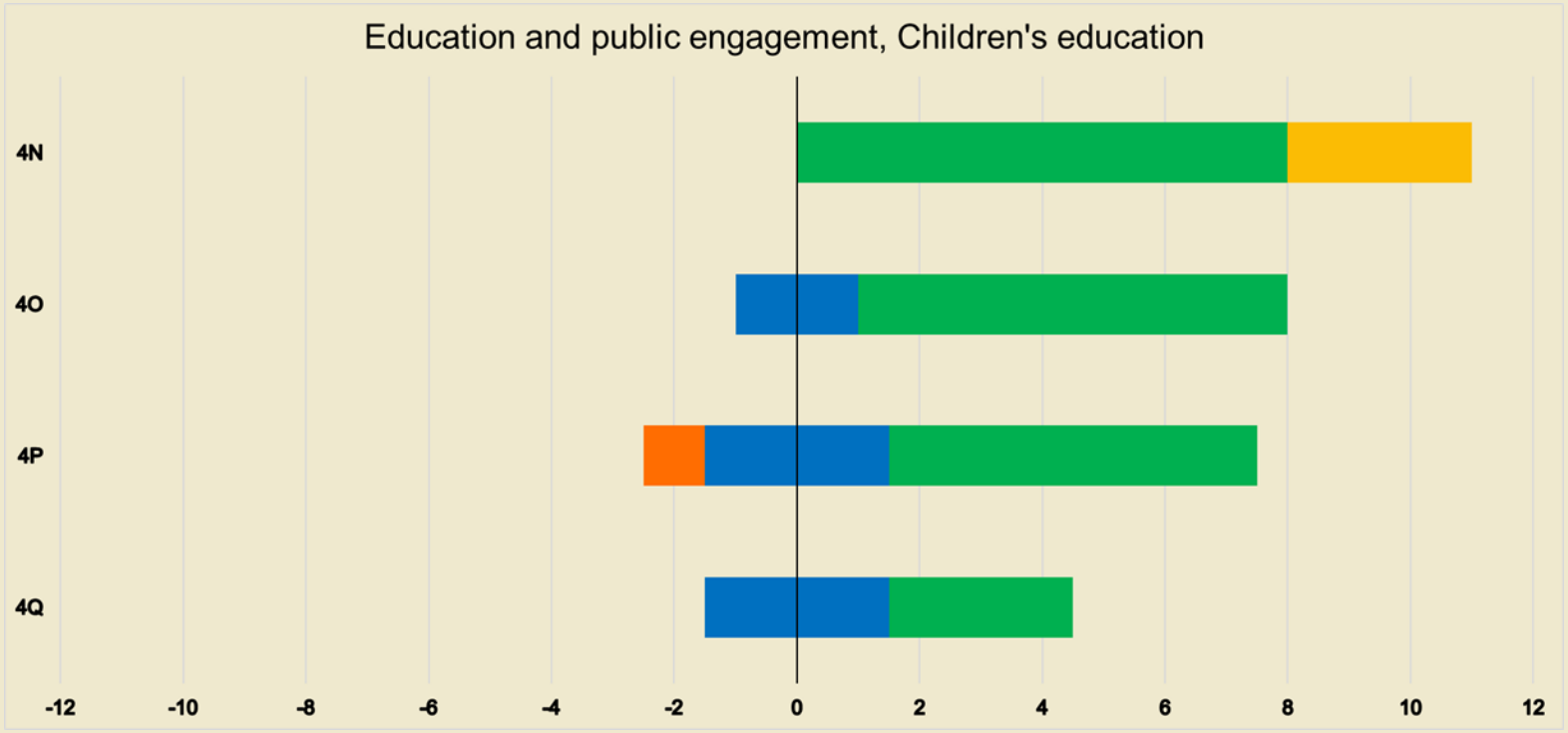


EDUCATION AND PUBLIC ENGAGEMENT

Children's education

Code	Proposal
4N	Provide cycling proficiency training in primary schools from very early years (reception upwards) as a mandatory part of the PE curriculum, including testing to check ability to ride and understanding of safety issues.
4O	At secondary school, if cycling training isn't compulsory, offer incentives for students to attend cycle training and to cycle to school (e.g. a voucher for school canteen if they cycle)
4P	Make access to bikes affordable for children, for example through funding a bike recycling scheme at primary schools.
4Q	Ensure that training provides a solid understanding of road sharing at an early age.

EDUCATION AND PUBLIC ENGAGEMENT

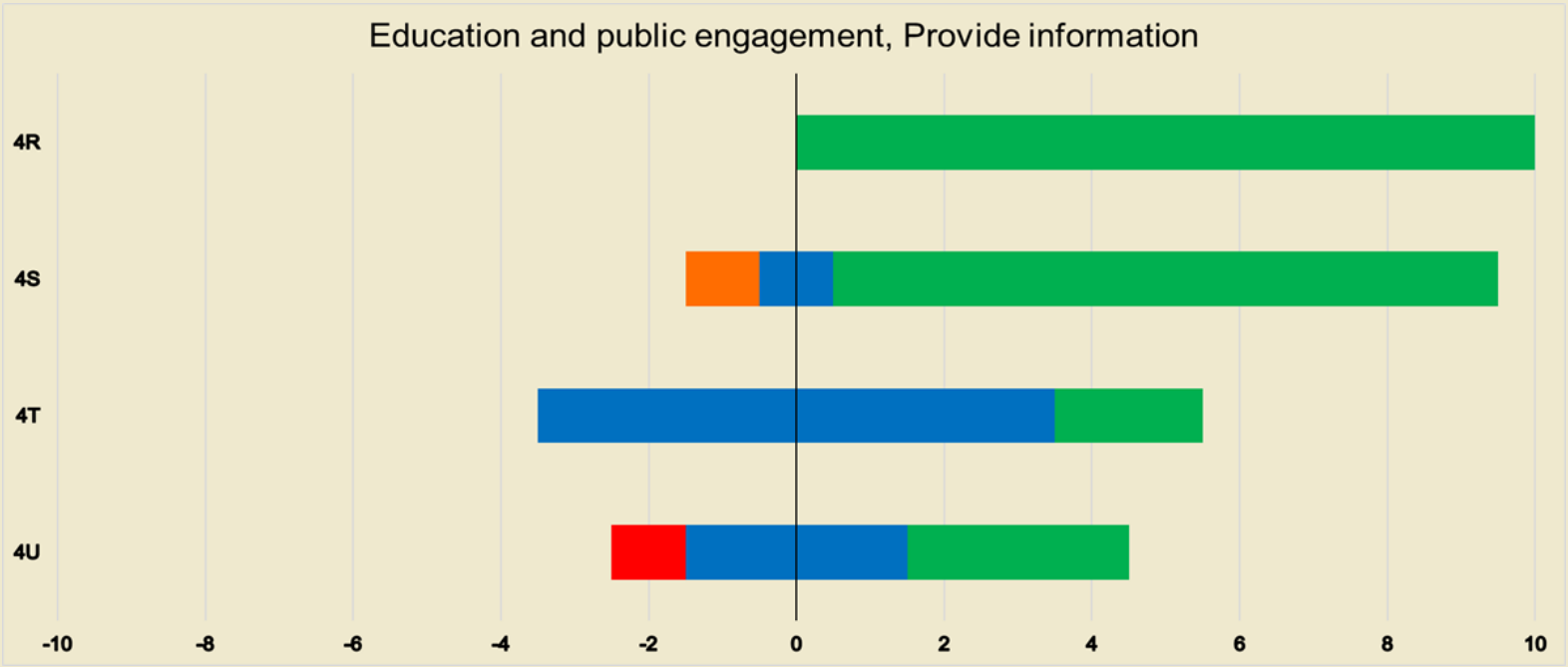


EDUCATION AND PUBLIC ENGAGEMENT

Provide information

Code	Proposal
4R	Ensure accessible and reliable information is available about public transport, also taking into account those without access to a smartphone
4S	Provide accessible information about existing cycle routes and walking routes in the city
4T	Provide more information about the positive impacts of shopping locally, rather than not locally.
4U	Provide more support for pedestrians to navigate the city, including those who are partially sighted

EDUCATION AND PUBLIC ENGAGEMENT

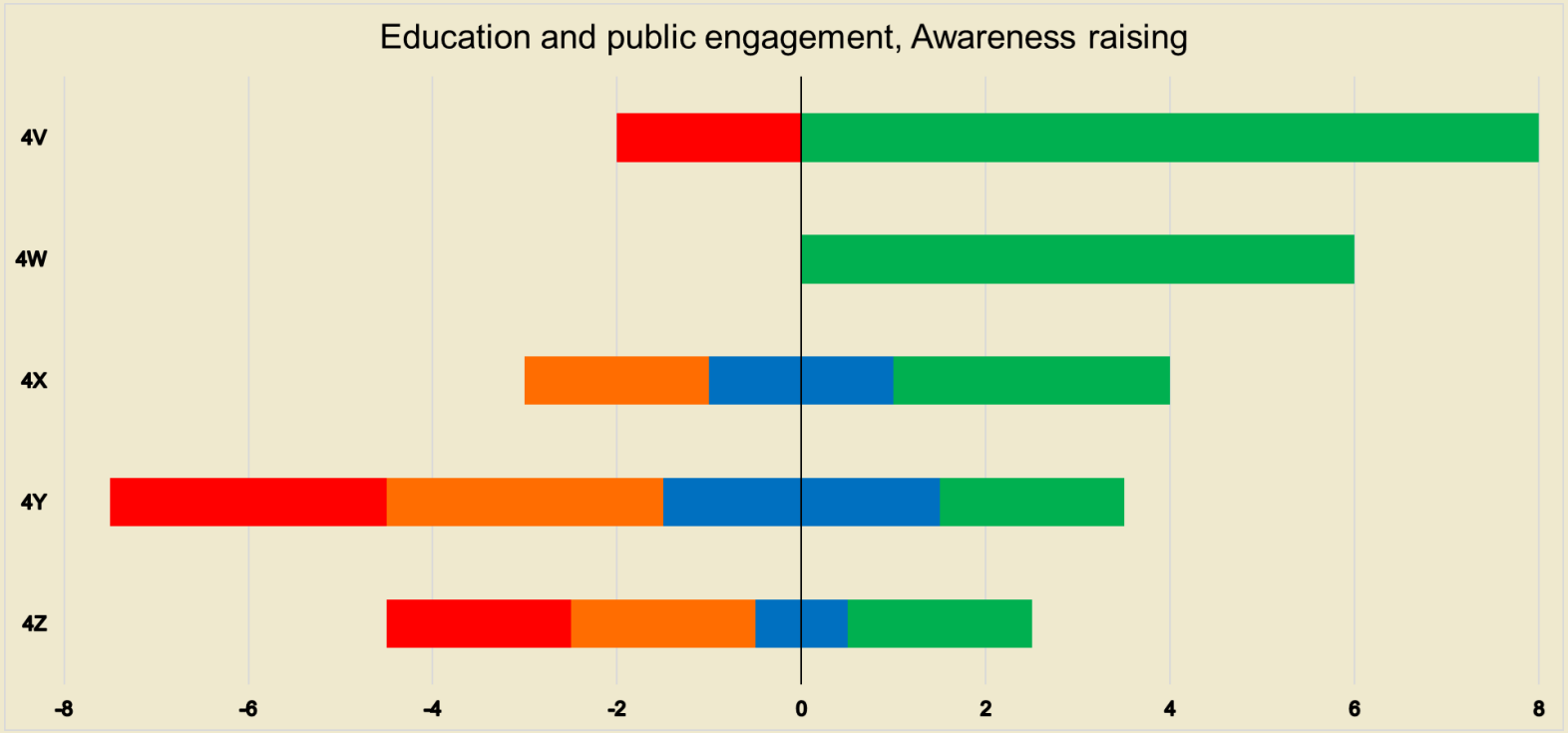


EDUCATION AND PUBLIC ENGAGEMENT

Awareness raising

Code	Proposal
4V	Provide educational programmes to help shift thinking from ‘wants’ to ‘needs’, and encourage a culture change. This could be in schools / colleges, at events such as fairs and festivals, and in public spaces such as Bonn Square.
4W	Fine vehicles blocking cycle lanes
4X	Enforce the use of cycle lanes
4Y	Provide safety training, space and information for motorcyclists.
4Z	Support the accountability of cycling, including the provision (and mandating) of low-cost insurance (that would be free for children)

EDUCATION AND PUBLIC ENGAGEMENT

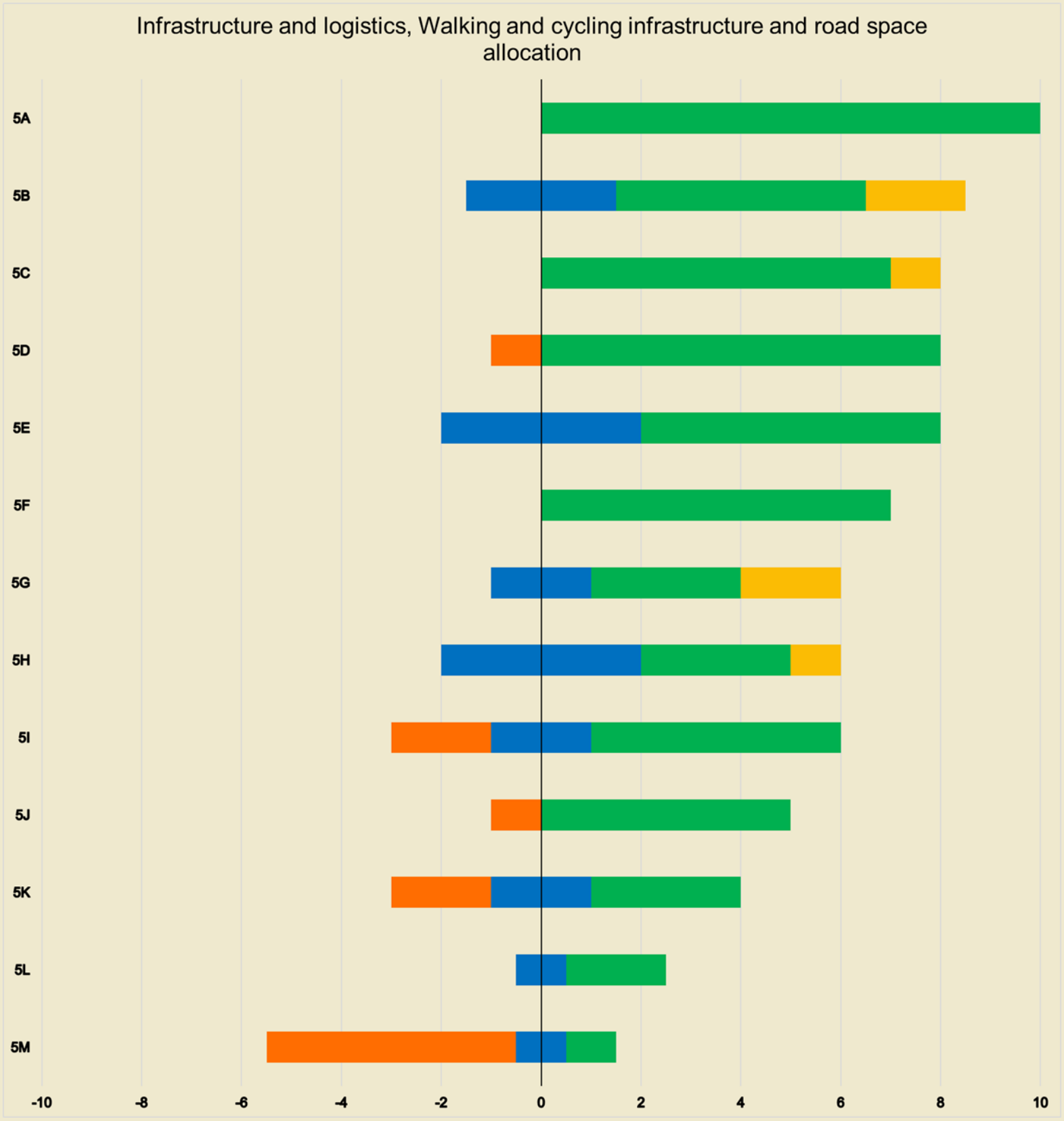


INFRASTRUCTURE AND LOGISTICS

Walking and cycling infrastructure and road space allocation

Code	Proposal
5A	Give pedestrians, cyclists and mobility scooters right of way/higher priority. Provide more crossings that support visually impaired people and give all more time to cross, as well as allow diagonal crossing.
5B	Introduce more infrastructure for clear physical separation between different forms of transport, where this makes it safer
5C	Introduce systems that allow for separation in time between different forms of transport e.g. bike filter lights at traffic lights at all major junctions where bike lanes cross
5D	All new policies and decisions are put through a 'healthy travel' filter. E.g. Is this going to increase car journeys? Answer should be no. Will it make cycling more difficult? Answer should be no. An example of where this hasn't been done - new Kidlington roundabout.
5E	Ensure greater police enforcement of traffic rules to protect cyclists and pedestrians. Ensure police enforce rules about cycling.
5F	Ensure safe cycle corridors to schools and the surrounding areas separated from cars
5G	Ensure greater police enforcement of traffic rules on pavement parking to protect pedestrians, including wheelchair and mobility vehicle users and people pushing buggies or caring for children, or even make on pavement parking illegal. Think about wall-to-wall (not kerb to kerb) solutions to ensure safe ways through for pedestrians.
5H	Ensure police give high priority to stopping bike thieves (through deterrence and prosecution).
5I	Open up spaces that are currently not available for walking/cycling (e.g. University Parks)
5J	Reduce levels of motorised traffic and have road infrastructure that encourages drivers to slow down at junctions, creating more safety for cyclists
5K	Use existing space creatively (wall-to-wall rather than kerb-to-kerb)
5L	Develop alternative routes for non-motorised travel away from traffic, which still allow access to where people need to go (eg. University Parks)
5M	More official and creative ways to signal where cyclists have been killed (e.g. white bikes)

INFRASTRUCTURE AND LOGISTICS

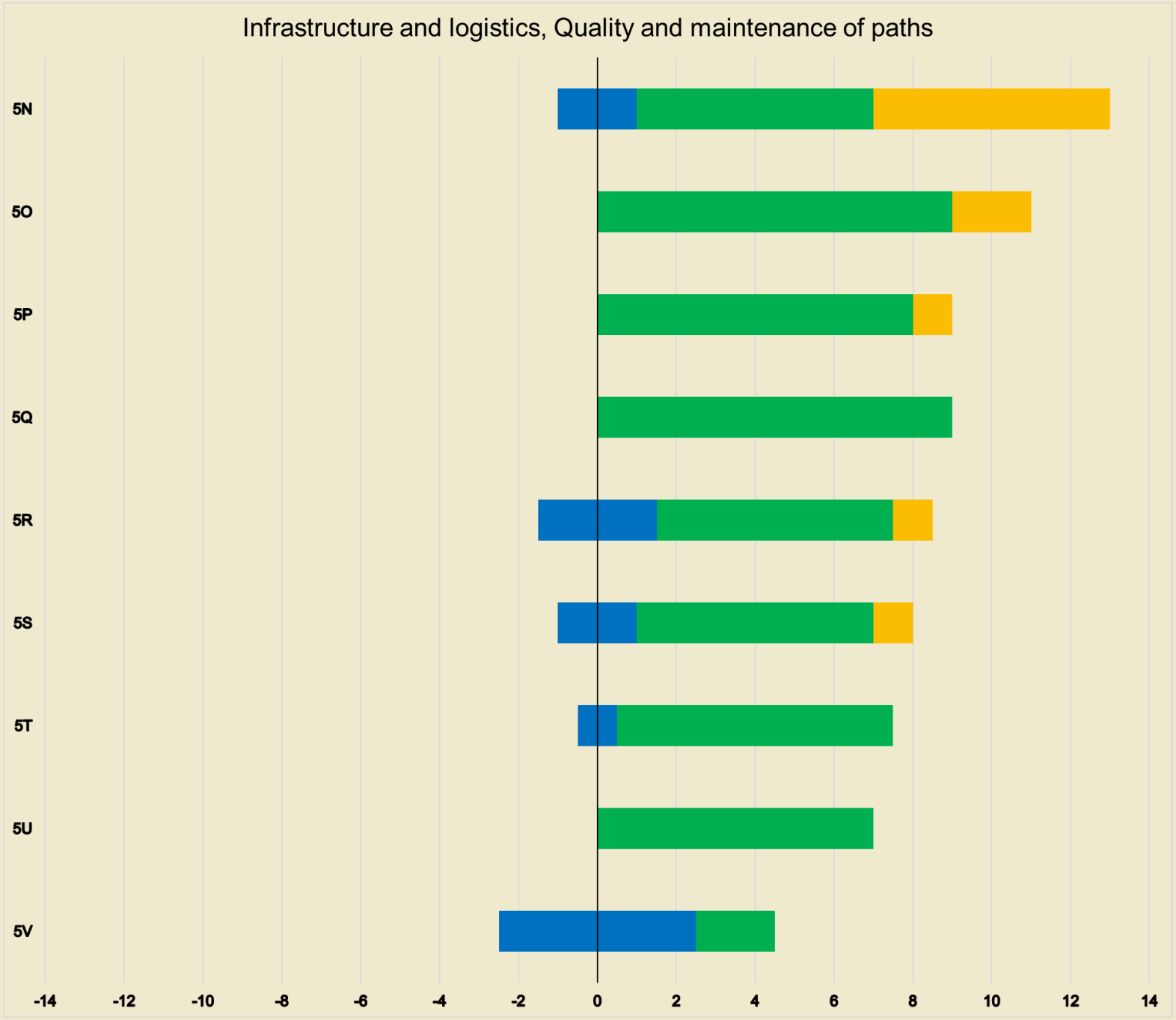


INFRASTRUCTURE AND LOGISTICS

Quality and maintenance of paths

Code	Proposal
5N	Ensure cycle paths are continuous uniformly and brightly colour coded of a standard width and not shared with pedestrians, bus stops, lamp posts, driveways and drainage lids (that are slippery in wet conditions). Incorporate drains so they don't disrupt cyclists and give cycle paths right of way over cars.
5O	Ensure pavements, roads and cycle paths have sound, even surfaces, are repaired when needed and well lit, and that drain covers are non-slip surfaced
5P	Ensure walkways and cycleways are not obstructed by hedges and verges
5Q	Improve ring road cycleways with barriers/greenery to separate motorised and non-motorised modes, and to reduce pollution exposure
5R	Explore the possibilities for using recycled materials to repair potholes
5S	Ensure cycle lanes are regularly monitored to keep them clean of debris from fallen tree branches, to fix potholes promptly and move obstructions like lamp posts
5T	Include a focus on pedestrians and wheelchair users at junctions and crossings (e.g. longer crossing times at crossings)
5U	Provide more vandal-proof benches, improved green spaces, sheltered ‘stopping’ areas for pedestrians and cyclists.
5V	Provide cycling infrastructure that facilitates cycling

INFRASTRUCTURE AND LOGISTICS



INFRASTRUCTURE AND LOGISTICS

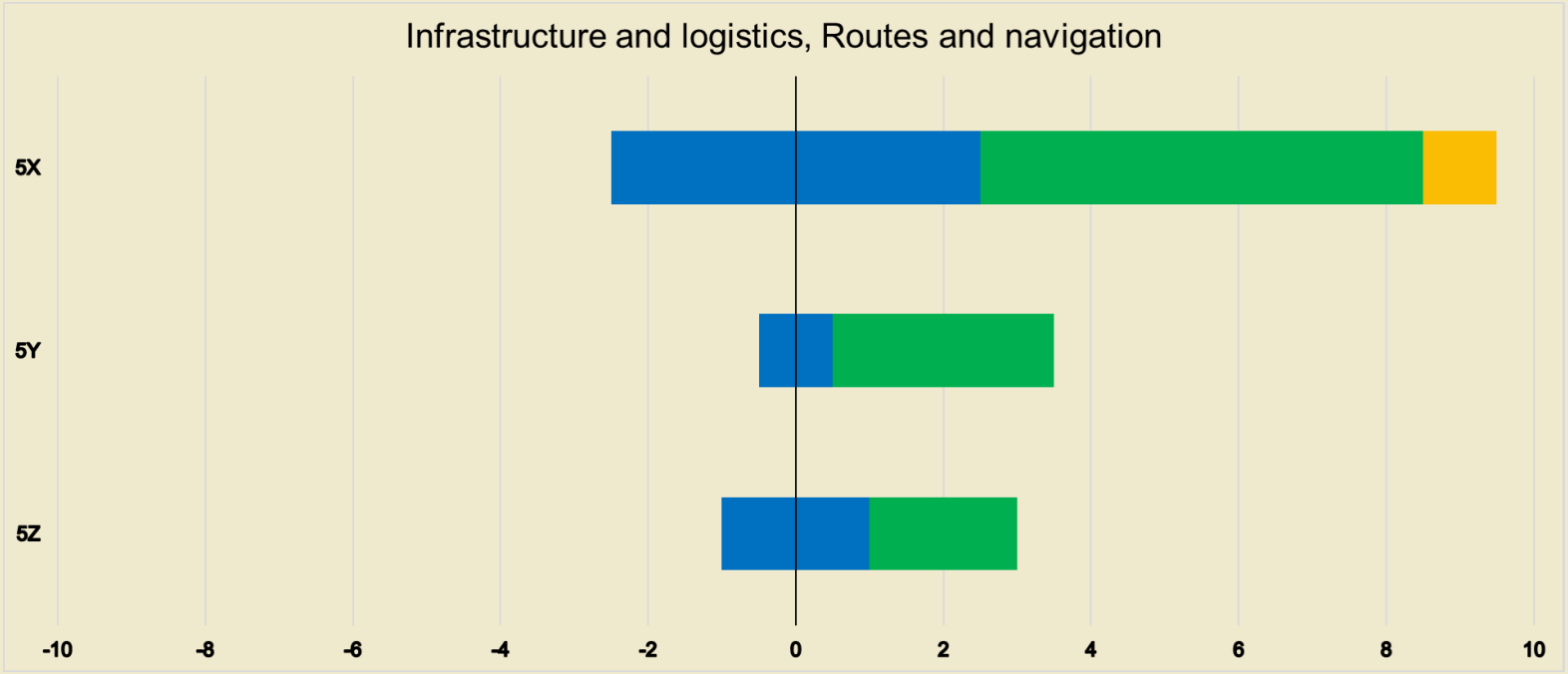
Routes and navigation

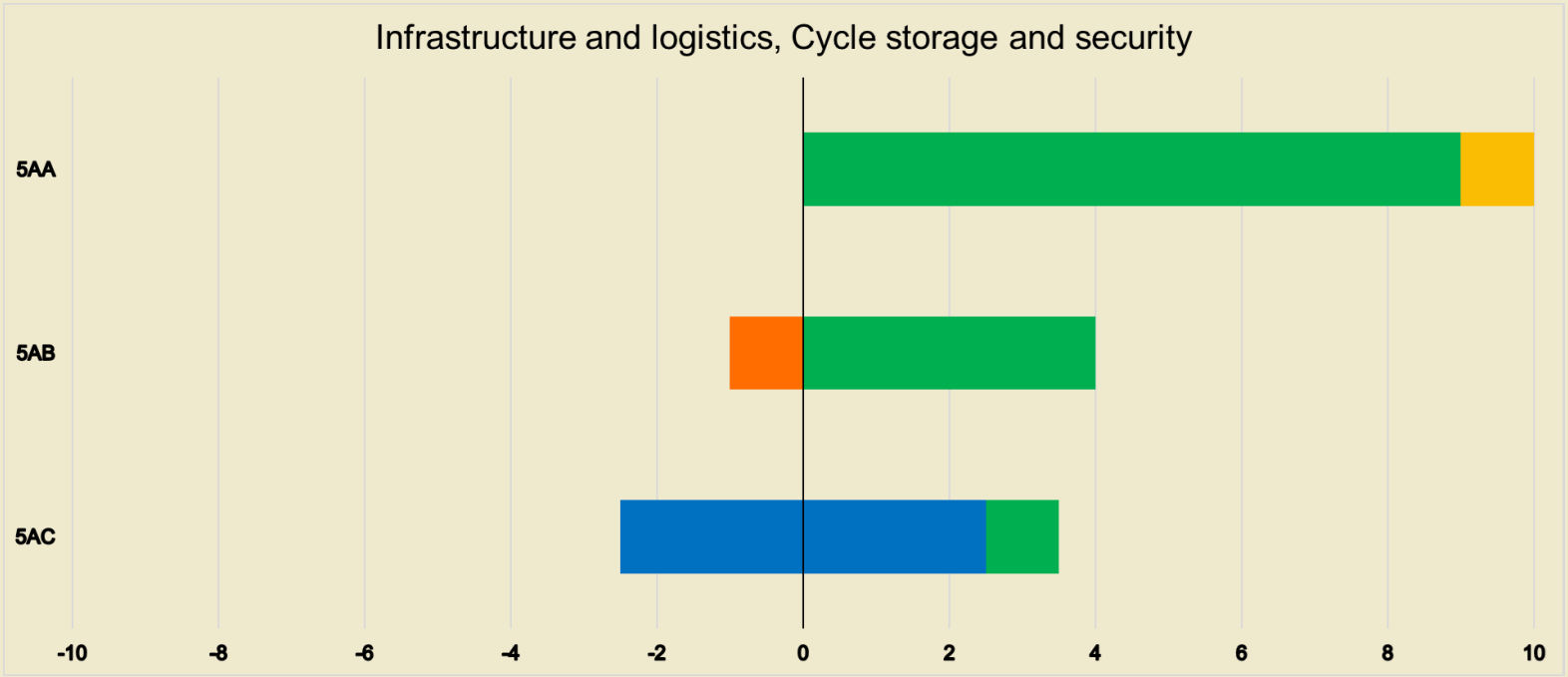
Code	Proposal
5X	Provide named off-road walking and cycling routes with signage (and distances) that are pleasant and that connect major areas
5Y	Better signage and information to help people find their way around and predict travel times when walking and cycling
5Z	Provide ramps and tracks so bikes can easily be taken over bridges etc

Cycle storage and security

Code	Proposal
5AA	Provide secure or patrolled designated bikes storage zones or "hangars" on streets or in empty retail stores where cyclists can leave bikes safely and easily
5AB	Provide bike storage and station access at the rear end of the train station
5AC	Provide more solar e-bike charging points and tyre pump facilities in easy access, strategic places

INFRASTRUCTURE AND LOGISTICS



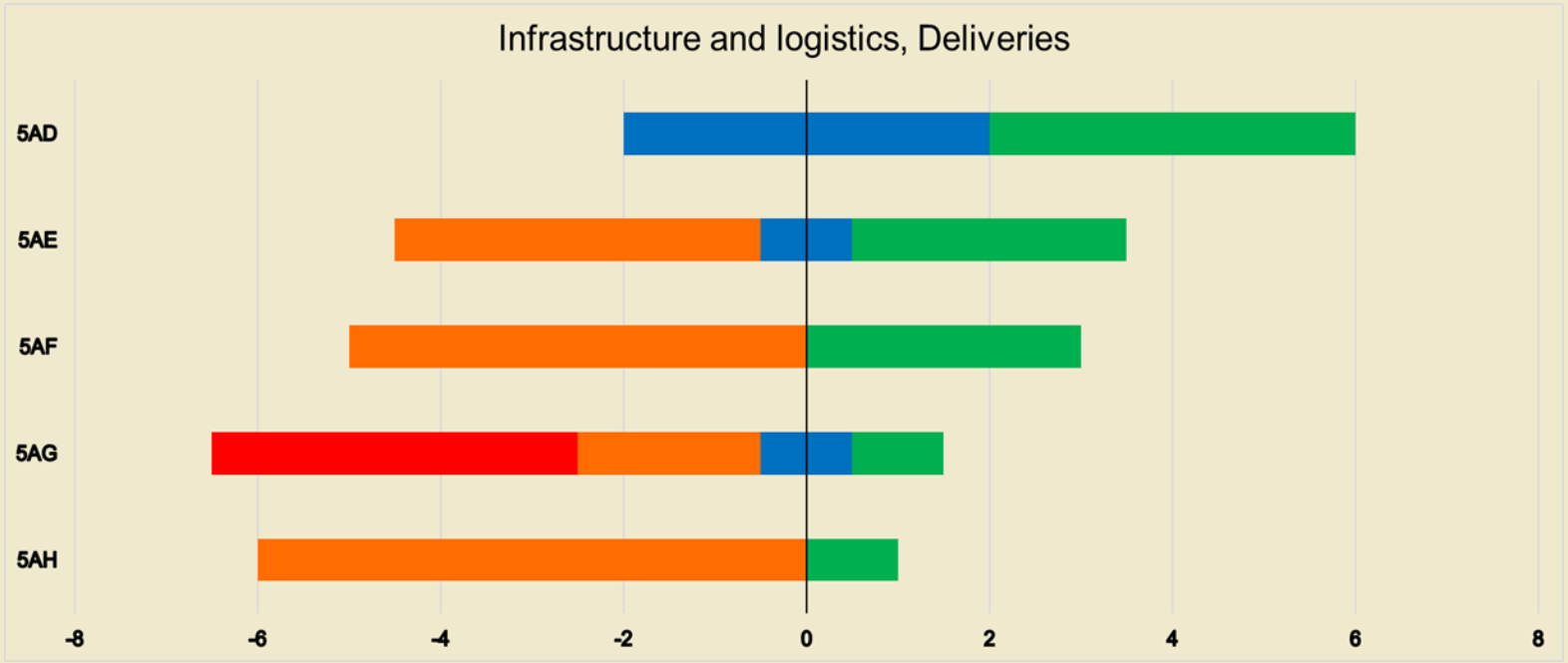


INFRASTRUCTURE AND LOGISTICS

Deliveries

Code	Proposal
5AD	Introduce incentives offering lower delivery price to customers who accept delivery times that allow for grouping of local deliveries.
5AE	Ensure delivery depots are affordable and convenient, provide for bulk deliveries, lockers with warehouses and containers that address businesses' concerns about insurance, access and keys.
5AF	Introduce restrictions on the size of vehicles and technologies that are allowed in city centre
5AG	Introduce a levy on the delivery of online orders to incentivise local shopping, and to support the operation of low-emission last-mile deliveries
5AH	Build delivery depots on the ring road to facilitate last mile delivery using low emission (EV, e-cargo bikes and cycle) vehicles and help co-ordinate businesses to develop workable delivery systems that are good quality and affordable.

INFRASTRUCTURE AND LOGISTICS



Generating proposals and recommendations

This Appendix provides further details about how proposals and recommendations were generated.

In the first two sessions, the Jurors agreed a set of criteria or principles that expressed what was important to them in reaching solutions to the core question. The criteria aimed to capture the needs or values that would underpin proposals that would work for everyone.

During the afternoon session of the day 3 meeting, after the speaker presentations were complete, the process of developing proposals began. Jurors spent some time reviewing the notes captured on flipcharts and Miro boards over the course of the sessions to date, as well as the criteria that the group had agreed were important. Following this, the Jurors were asked to each note down three ideas for solutions that came easily to mind that they felt would address the core questions of the Jury. From these ideas, five themes were identified:

1. Public transport
2. Active travel
3. Private vehicles, motorised transport and congestion
4. Education and public engagement
5. Infrastructure and logistics

Each Juror then selected a theme and worked in a group with other Jurors to cluster the post-its for that theme and to add more. In the groups, they considered what was missing, discussed any reservations or concerns they had and changes they would like to make.

APPENDIX 6

Between days 3 and 4, the research team gathered material from the notes, post-its and flip charts generated by Jurors during the first three days. They organised them under the five themes, and clustered them under sub-themes, bringing together all the Jurors' inputs. They aimed to reflect all Jurors' views in a set of draft proposals that captured their discussions and ideas, in order to facilitate the process of reaching an agreed output by the end of the final day. The draft proposals were shared with the Jurors by email ahead of the day 4 session, with an invitation to review and comment on them by email.

On day 4, the facilitators and research team supported the Jurors to move from the criteria and the many discussions, insights and thoughts developed over the first three sessions, to agree a final set of proposals for Oxfordshire County Council. The aim was to establish what was missing from the draft set, what needed to be amended, and which ideas felt most important to individuals in the group, and then seeking consensus on these most important ones.

Establishing support for, concerns about, and opposition to, proposals was done using a system of coloured dots and stars. Each Juror was asked to indicate their level of support for each of the 157 proposals, using a coloured dot for each. The four colours (red, orange, green and blue) signified their varying levels of support according to the schema on page 100. In addition, each Juror was given a total of 7 gold stars, which they could use to identify the top 7 proposals that were most important to them.

Due to limited time and the large number of proposals, not all the proposals were assigned dots by every Juror: rather Jurors focused on the themes most important to them. This explains why not all proposals are assigned a total of 16 coloured dots.

The final stage of the proposal development was for the whole group to consider the proposals that had been assigned at least one star and also at least one red and/or orange dot, indicating that at least one of the Jurors valued it highly, and at least one Juror had some opposition or concern about it. Through applying the principles of convergent facilitation, the facilitator sought clarity on the nature of the concern or opposition and explored with the group whether the proposal could be amended in a way that addressed the concerns and retained the intention of the proposal, so it could be agreed by all. Time constraints meant it was not possible to explore the potential to generate consensus around every proposal, so those which had been assigned a star (denoting that it was of great importance to at least one Juror) were prioritised. Consensus was achieved across the whole group on 41 recommendations, each of which had been identified as a priority (with a gold star) by at least one Jury member.

	• **I like this** • **I want this to be included**
	• **I could potentially support this if changes were made**
	• **I am opposed to this** • **I cannot live with this**
	• **I'm neutral** • **I'm okay with this being included**
	• **(Optional) These are my seven priority recommendations (select up to 7) (in addition to the green dots)**

Contact

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Annex 2

Oxfordshire County Council's response to the Citizens' Jury recommendations

Oxfordshire County Council officers have reviewed the recommendations made by the Citizens' Jury in the context of the Local Transport and Connectivity Plan (LTCP), LTCP supporting strategies, Bus Service Improvement Plan and Enhanced Partnership and other existing or planned transport work.

The table below provides a county council response to the recommendations utilising the following scoring system:

1. Work ongoing or planned – Oxfordshire County Council are already conducting the work proposed by the recommendation or have plans to conduct the work recommended.
2. Under consideration – Oxfordshire County Council are actively considering the work proposed by the recommendation.
3. Possible to consider – The work proposed by the recommendation is deemed feasible but is not currently being actively considered by the county council.
4. Not currently feasible – The work proposed by the recommendation is not feasible for the county council to conduct at this time.

The response table also identifies the lead organisation and the role of Oxfordshire County Council (OCC). This has been included to clarify where the county council could directly lead the work proposed by the recommendations and where partner organisations would be required to lead the work, with support from the county council.

Overall, it is considered that the Citizens' Jury recommendations align well with ongoing or planned county council work. Work is ongoing or planned on 18 of the priority recommendations and a further 7 are under consideration. Therefore, over half of the priority recommendations (25 out of 41) are currently being progressed or considered by the county council, highlighting the high degree of alignment. A further 5 recommendations are possible for future consideration.

11 of the priority recommendations made by the Citizens' Jury are not currently feasible to progress. This is primarily due to budget availability or being outside of the sphere of influence of the local authority.

Recommendation	Response	Lead organisation	OCC role	Commentary
Public transport				
Bus services				
1. Improve the reliability of bus services, which may include installing more bus priority features, bus lanes or bus gates where appropriate. This shouldn't be at the expense of pavements or cycle lanes.	1 - Work ongoing or planned	OCC / bus operators	Lead	• Ongoing traffic filter work to improve reliability in Oxford, and bus lane in Banbury • Ongoing work through Bus Service Improvement Plan (BSIP) and Enhanced partnership • Further consideration via area travel plans
2. Make public transport disability-friendly (for visible and invisible disabilities).	1 - Work ongoing or planned	Bus operators	Support	• Ongoing via business as usual contracting work • Under consideration via enhanced partnership and transport hub work
3. Ensure subsidies for public transport, with national government support on routes where demand is low.	4 – Not currently feasible	N/A	N/A	• OCC have limited subsidy budget and cannot influence national government funding
Bus ticketing and fares				
4. Instate free bus travel for as many groups as possible, with a cost benefit analysis of where the resources are coming from. Prioritise groups that are most cost-effective, paying attention to the negative impact (ie prices rises) for other service users. Target groups, in no particular order: under 16s; 16-18 year olds; those with disabilities (visible and invisible) without time restrictions; those aged 55+ (pensioners); key workers (with a subsidy from national government); extend to other age groups as far as possible.	4 – Not currently feasible	N/A	N/A	• Discounted youth fares (16-18) are being progressed via BSIP funding • However, OCC have limited budget and would not be able to achieve without substantial government support
5. Remove time restrictions on concessionary bus passes, following a cost benefit analysis of the cost implications.	3 – Possible to consider	OCC / bus operators	Lead	• Possible to consider through enhanced partnership work.

6. Allow one ticket to be accepted by all bus service providers.	1 – Work ongoing or planned	Bus operators	Support	• Oxford SmartZone in operation • Ticketing work via enhanced partnership and BSIP
7. Introduce a universal travel card or travel loyalty scheme.	1 – Work ongoing or planned	Bus operators	Support	• As above
8. Carry out a cost-benefit analysis of completely free transport.	4 – Not currently feasible	N/A	N/A	• Not currently feasible to deliver free transport
Park and ride				
9. Provide secure bike parking at the Park and Ride (last mile bikes).	3 – Possible to consider	OCC / Oxford City Council	Lead	• Cycle parking already provided, possible to consider upgrades via Park and Ride steering group or other work
Pick me up				
10. Reactivate the Pick Me Up service.	4 – Not currently feasible	N/A	N/A	• No available funding • Not equitable to prioritise funding bus services in areas already well served (40% of Pick Me Up users previously used other buses)
11. Ensure the Pick Me Up service is subsidised and well-resourced (not expecting to make a profit).	4 – Not currently feasible	N/A	N/A	• As above
School transport				
12. Promote a school bus system to pick up students.	4 – Not currently feasible	N/A	N/A	• Existing supported transport system in place for eligible students • No funding to create a broader system.
Active travel				
Children and schools				
13. Ensure bicycles are provided for disadvantaged students (i.e. those receiving Pupil Premium) when providing cycle training at school (including bike repair and quality locks).	4 – Not currently feasible	N/A	N/A	• Not currently feasible to provide bikes to all disadvantaged students. However, alternatives such as bike libraries are being considered.

14. Make cycle training ("bikeability") part of the school curriculum (in PE lessons), ensuring that road use and safety is the main focus point, not only learning to ride a bike.	4 – Not currently feasible	N/A	N/A	• OCC does not control school curriculum
Training for adults				
15. Use more incentives e.g. vouchers, repairs, food, other benefits to encourage take-up of cycle training and cycling.	1 – Work ongoing or planned	OCC / partner organisations	Lead / support	• Ongoing community activation work to support active travel schemes
E-bikes and E-scooters				
16. Create OCC project team to develop "solutions" for particular groups (e.g. teachers, parents, nurses, shoppers) to access e-bikes or e-scooters, either to hire, loan, long-term trial or buy with support, together with training for users where needed.	3 – Possible to consider	OCC	Lead	• There is ongoing targeted work with schools and workplaces to develop solutions through the travel planning process
17. Ensure clear guidelines and laws for e-scooters, including where they can be used.	1 – Work ongoing or planned	Government	Support	• Ongoing national work led by DfT regarding laws
Other active travel proposals				
18. Prioritise safe cycle routes near schools.	1 – Work ongoing or planned	OCC	Lead	• Ongoing work through school streets and Low Traffic Neighbourhood (LTN) proposals
19. Ask universities and hospitals to give over some of their land for safe walking and cycling routes (as a percentage of their land or employees) where it's not already needed for something else, and if at no cost to them.	4 – Not currently feasible	N/A	N/A	• There is ongoing work with key stakeholders such as the universities and hospitals on active travel projects. However, it is Not currently feasible to ask them to give over land
20. If an active travel project can't be approved now, please don't do things that make current provision worse as there might be funding for it in future.	1 – Work ongoing or planned	OCC	Lead	• OCC do not conduct work that would make active travel provision worse • Local Transport and Connectivity Plan places active travel at top of the transport user hierarchy

Private vehicles, motorised transport and congestion				
Low traffic neighbourhoods				
21. Introduce variable LTNs, e.g. using rising bollards that are up at certain times of the day and retreat at other times.	3 – Possible to consider	OCC	Lead	• Ongoing work to consider how to refine LTNs such as application of Automatic Number Plate Recognition (ANPR)
22. Introduce Automatic Number Plate Recognition enforcement of LTNs at key locations to allow through emergency services, district nurses, carers, buses + Pick-Me-Up and in the case of major incident, allow lifting of restrictions.	2 – Under consideration	OCC	Lead	• Ongoing work to consider application of Automatic Number Plate Recognition (ANPR) to LTNs
23. Engage on LTNs with key organisations, e.g. district nurses, so they can update their route mapping and change their mileage payments.	1 – Work ongoing or planned	OCC	Lead	• Key organisations are engaged with on LTNs
24. Reduce motorised traffic in residential areas so routes to school feel, and are, safer for children (and everyone) to walk and cycle in, including LTNs to reduce through traffic.	1 – Work ongoing or planned	OCC	Lead	• Ongoing work to reduce traffic in residential areas such as LTNs and school streets
Restricting or charging for access				
25. Introduce a congestion charge based on the size of vehicle and emissions, coupled with free Park and Ride (subsidised by the congestion charge).	1 – Work ongoing or planned	OCC	Lead	• Zero emission zone operational in Oxford with proposals to expand it
Electric vehicles				
26. Phase in more charging points for electric vehicles, based on need, and make them highly visible to give people confidence they can charge EVs easily, as those who have EVs feel let down given lack of street access and existing charging points not working.	1 – Work ongoing or planned	OCC / district councils / private sector	Lead / support	• Ongoing work to roll out EV charging and support others • Park and charge project recently completed • Current on-street kerbside EV charging infrastructure is owned by Oxford City Council and so not under OCC control.

				• Current OCC work has generally avoided on-street kerbside EV charging bollards, in line with Oxfordshire EV infrastructure strategy hierarchy of infrastructure priorities. • Projects completed aimed at improving street access to EV charging - OxGul-e cable gully project and DoorSTEP on-street home charging project.
Education and public engagement				
Engage with the public before and after changes are introduced				
27. Establish more channels for participation, co-creation and community decision-making, at all stages of the process: from gathering initial ideas, to providing feedback on plans, to decision-making about proposals. This could include further Citizens' Juries and other types of engagement.	2 – Under consideration	OCC	Lead	• Under consideration and groups such as active-travel co-production group established
28. If after a trial period, the interventions have not had the intended effects, decision-makers should be willing to consult those affected and change the approach.	1 – Work ongoing or planned	OCC	Lead	• Ongoing such as work to refine Cowley LTNs
Demonstrate new forms of transport				
29. Provide demonstration sessions for the public to try out new e-vehicles and bike technology such as e-scooters, e-bikes and cargo bikes (both 'e' and other). These sessions should take place in easily accessible locations such as supermarket car parks or places of worship. Organise a roadshow to major employers and industrial areas. They should be connected to schemes to make these technologies easily affordable.	1 – Work ongoing or planned	OCC / private sector	Lead / support	• Some sessions provided e.g. via delivery partners through the Cycling Walking & Activation Programme

Children's education				
30. Provide cycling proficiency training in primary schools from very early years (reception upwards) as a mandatory part of the PE curriculum, including testing to check ability to ride and understanding of safety issues.	4 – Not currently feasible	N/A	N/A	• OCC does not control school curriculum
Infrastructure and logistics				
Walking and cycling infrastructure and road space allocation				
31. Introduce more infrastructure for clear physical separation between different forms of transport where this makes it safer.	1 – Work ongoing or planned	OCC	Lead	• Ongoing work to provide segregated cycle paths where applicable • Schemes identified via Local Cycling and Walking Infrastructure Plans (LCWIPs)
32. Introduce systems that allow for separation in time between different forms of transport e.g. bike filter lights at traffic lights at all major junctions where bike lanes cross.	3 – Possible to consider	OCC	Lead	• Possible to consider through active travel, road safety and area travel plan work.
33. Ensure greater police enforcement of traffic rules on pavement parking to protect pedestrians, including wheelchair and mobility vehicle users and people pushing buggies or caring for children, or even make on-pavement parking illegal. Think about wall-to-wall (not kerb-to-kerb) solutions to ensure safe ways through for pedestrians.	2 – Under consideration	Government	Support	• Ongoing work to follow changes to national legislation to allow better enforcement of pavement parking offences • Greater police enforcement is not within OCC control
34. Ensure police give high priority to stopping bike thieves (through deterrents and prosecution).	4 – Not currently feasible	N/A	N/A	• Police priorities are not within OCC control
Quality and maintenance of paths				
35. Ensure cycle paths are continuous, uniformly and brightly colour-coded of a standard width and not shared with pedestrians, bus stops, lamp posts, driveways and drainage lids (that are	1 – Work ongoing or planned	OCC	Lead	• Ongoing work to deliver cycle infrastructure that conforms to design guidance • Ongoing work to update OCC cycle design guidance

slippery in wet conditions). Incorporate drains so they don't disrupt cyclists and give cycle paths right of way over cars.				
36. Ensure pavements, roads and cycle paths have sound, even surfaces, are repaired when needed and well lit, and that drain covers are non-slip surfaced.	1 – Work ongoing or planned	OCC	Lead	• Ongoing work to maintain highway network and update asset management priorities
37. Ensure walkways and cycleways are not obstructed by hedges and verges.	2 – Under consideration	OCC	Lead	• Ongoing work to establish improved mechanisms for maintenance of active travel infrastructure
38. Explore the possibilities for using recycled materials to repair potholes.	1 – Work ongoing or planned	OCC	Lead	• Recycled material trialled in road maintenance projects in October 2021.
39. Ensure cycle lanes are regularly monitored to keep them clean of debris from fallen tree branches, to fix potholes promptly and move obstructions like lamp posts.	2 – Under consideration	OCC	Lead	• Ongoing work to establish improved mechanisms for maintenance of active travel infrastructure
Routes and navigation				
40. Provide named off-road walking and cycling routes with signage (and distances) that are pleasant and that connect major areas.	2 – Under consideration	OCC	Lead	• To be considered through Strategic Active Travel Network (SATN) and Greenways projects and implementation of Active Travel Strategy (ATS)
Cycle storage and security				
41. Provide secure or patrolled designated bike storage zones or "hangars" on streets or in empty retail stores where cyclists can leave bikes safely and easily.	2 – Under consideration	OCC	Lead	• Hangars trialled in Oxford • Further work on hangars to be considered through implementation of ATS

Divisions Affected – N/A

CABINET

21 February 2023

Highway Verge & Vegetation Management

Report by Corporate Director for Environment & Place

RECOMMENDATION

1. **The Cabinet is RECOMMENDED to**

   (a) Approve the updated interim Highway Verge and Vegetation Management Policy and Service Aims at Annex 1.

   (b) Support use of guidance produced by www.plantlife.org.uk and HERO (Healthy Ecosystem Restoration Oxfordshire), including approach at Annex 4, to help further develop an incremental approach to the County Council's management of highway grass and vegetation assets.

Executive Summary

2. The County Council has had a long-standing verge maintenance policy setting out the key elements of highway verge maintenance, however, to improve alignment with the current Council's key priorities, it is necessary to amend the policy to include improved references to the management of roadside nature reserves and support for areas of local community managed biodiversity.

Background

3. Environment and Place has been reviewing its operational policies to ensure they are in line with the recently adopted Local Transport Plan, Climate Policies and Corporate Priorities.

4. It was identified that the polices related to vegetation and verges required updating, and a new policy is proposed. To note vegetation was originally within the council's Tree Policy but it was removed from this following in recent update to that policy.

5. Best practice carried out by other local authorities and evidence-based recommendations from local expert groups such as www.plantlife.org.uk &

HERO (Healthy Ecosystem Restoration Oxfordshire) have been used to help shape a new policy. An experiment was also undertaken to help further our understanding and is documented in Annex 2.

6. Further work on management and biodiversity information on our verges and vegetation is needed to provide full confidence they are being managed in an effective and efficient way from both a highway and environmental perspective. If this further work enables / identifies opportunities to further enhance the proposed policy, then this will be updated at the appropriate time.

Corporate Policies and Priorities

7. The proposed updated and refocussed policy better aligns with the current Strategic Plan and supports the delivery of action to ameliorate the Climate and biodiversity Emergency and sustainable transport network in particular.

8. The Local Transport and Connectivity Plan was recently adopted, and this updated policy will support the ambition and commitments made in respect of active travel by ensuring footpaths and cycle paths are kept accessible and not restricted by grass and vegetation growth.

9. It will also contribute to the value of Green Infrastructure by protecting and enhancing green areas of the highway.

10. The new Climate and Natural Environment Policy Statement (the Policy Statement) supports and strengthens the ambition to include a policy focus on environmental resilience and nature recovery, by working in partnership to make Oxfordshire a greener, fairer and healthier County.

Financial Implications

11. The policy does seek a change in approach which will potentially have cost implications, however, it recognises the cost challenges and some operational constraints and is sensitive to this.

12. Use of data intelligence to bring in management efficiencies and a reduction in frequency and areas cut is planned to cover initial additional costs in new practices undertaken.

13. Improvements in management of verges will be incremental and practices scaled to ensure activity is managed within the available budget.

14. Existing staff and highway asset management system will be used to improve the asset information on verges and vegetation with no additional cost. Any additional work will be absorbed within the existing Revenue budget, the current year value being £787k (2022/23).

Comments checked by:

Rob Finlayson, Finance Business Partner, rob.finlayson@oxfordshire.gov.uk

Legal Implications

15. The county council has powers and obligations under the Highways Act 1980 and Traffic Management Act 2004 to ensure the safe operation and expeditious movement along the highway network.

16. The policy proposed continues to meet these obligations by ensuring that visibility splays, which are required to ensure safety, and paths are accessible.

17. Our powers include managing the impact on the highway from vegetation on third party land but which it is the responsibility of those third party landowners to maintain.

Comments checked by:

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

Staff Implications

18. The commitments of the recommendations within this report are to be managed within the existing staff resource.

Equality & Inclusion Implications

19. The policy is not considered to discriminate or disadvantage any individuals or groups within the community. Refer to Annex 3 – Equalities Impact Assessment (EIA).

Sustainability Implications

20. The proposals have a positive impact climate action as amending the verge and vegetation management regime with help promote improved habitats for wildlife, supporting many species and is good for biodiversity.

Consultations

21. No formal consultation has been undertaken on the proposed Policy, but engagement and input during its development has taken place with some

members, local interest groups and research bodies such as university of Oxford and Plantlife.

BILL COTTON
Corporate Director Environment & Place

Annexes:

- Annex 1- Proposed Highway Verge and Vegetation Management Policy & Service Aims
- Annex 2 – Hendreds Experiment Summary
- Annex 3 – Equalities Impact Assessment (EIA)
- Annex 4 – Climate Impact Assessment (CIA)
- Annex 5 - Urban Meadow and Verge Guidelines Poster from “HERO”

Background papers:
No Additional background papers are required

Contact Officer:
Paul Wilson, Group Manager - Area Maintenance and Operations
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February 2023

Highway Verge and Vegetation Management policy

1. Oxfordshire County Council, as the Highway Authority, is ultimately responsible for the maintenance of grass verges alongside the carriageway network throughout Oxfordshire excluding motorways and trunk roads.

2. This policy encompasses Oxfordshire County Council's corporate vision, objectives and embraces the nine priority themes of the Council. The policy is also informed by the Local Transport Connectivity Plan, the Highway Asset Management Plan, the Energy Strategy, and the Carbon Management Plan. The priority themes include

    i. Put action to address the climate emergency at the heart of our work.
    ii. Improve access to nature and green spaces

3. This document relates to Oxfordshire County Council's Policy of verge and vegetation management only.

Policy: RVP1

The Council will conserve and enhance the natural environment.

Policy: RVP2

The Council will maintain footways and cycleways free and clear from intrusive vegetation. Where resources are limited, priority will be given to those areas.

Policy: RVP3

The Council will undertake verge management on all roadside verges in both rural and urban areas on a cyclical basis in line with our statutory requirements

Policy: RVP4

The Council will maintain visibility at junctions and other high-risk areas, (excluding visibility splays at entrances to residential or commercial premises) and ensure cycle and footpaths are effectively managed.

(Visibility splays are areas of adopted grass verges at locations where roads connect)

Policy: RVP5

Where cutting activities are considered appropriate, liaison with other organisations (such as District Councils) will be undertaken to ensure a co-ordinated approach in maintenance activities (such as litter picking).

Policy: RVP6

Where vegetation from adjoining land/properties encroaches and significantly hinders safe passage of highway network users, enforcement notices to remove and make safe will be issued to the riparian owner. Where they do not undertake action within the given timeframe, works will be carried out under instruction of council officers and costs recovered through legal process.

Policy: RVP7

Management of roadside verges (including those areas the county council has identified as Roadside Verge Nature Reserves) will prioritise the promotion of biodiversity where possible with reference to existing management specifications and to publications from Plantlife (www.plantlife.org.uk) and Oxford University Biodiversity leaflet (https://www.biodiversity.ox.ac.uk/project/hero/) as best practice guidelines, taking into account resources and location.

Policy: RVP8

The Council will manage grass verges within of Areas of Outstanding Natural Beauty (AONB) to further the aims of the AONB management plans.

Policy: RVP9

The Council will target additional resources where available to those areas which will have the best biodiversity outcomes, including identifying and managing new RVNRs

Policy: RVP10

The Council will support communities and initiatives to manage verges for biodiversity wherever feasible and subject to agreement with OCC, including ensuring the right species are in the right locations

Service Aims:

Reference & Supporting Documents

- Grass and Cutting procedure
- Climate and Natural Environment Policy Statement (emerging)
- Tree Policy
- Highways Safety Inspection Policy
- Highways Asset Management Plan
- Wildlife and Countryside Act 1981 (Schedule 9)
- CROW Act 2000
- Plantlife documentation (Managing_grassland_road_verges_Singles.pdf (www.plantlife.org.uk)
- Plantlife : Road Verges: last refuge for some of our rarest wild plants
- Plantlife : Good Verge Guide: your go-to guide for transforming local verges into wildlife havens https://roadverges.plantlife.org.uk/wp-content/uploads/2021/11/Managing-grassland-road-verges_2020.pdf
- AONB Management Plans
- Environment Act 2021
- Nature recovery strategy
- SUDS (Sustainable Drainage Systems) Strategy / policy
- General biodiversity –
- Climate and Nature Strategy
- Design guide
- Urban meadow and verge guidelines
- Oxfordshire Wildlife and Landscape Study and District Landscape Character Assessment

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Annex 2

The Hendreds Trial Site- An example of a collaborative trial between Parish and County Council

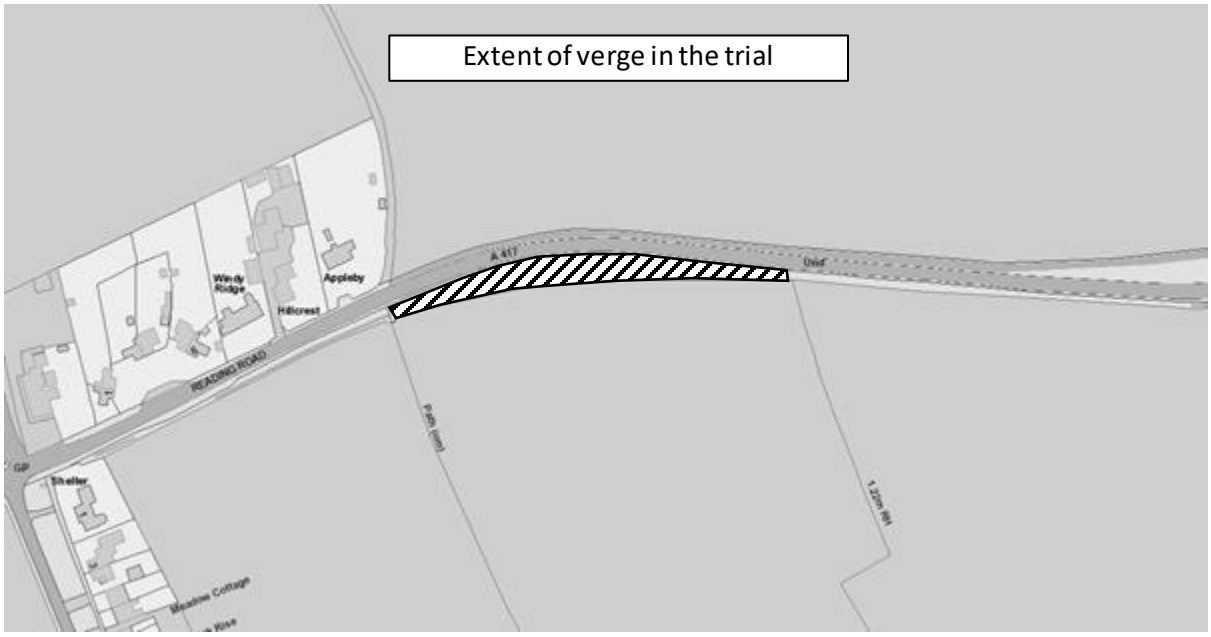
The location for the trial was identified and progressed in liaison with a volunteer group from The Hendreds during the early part of 2022.

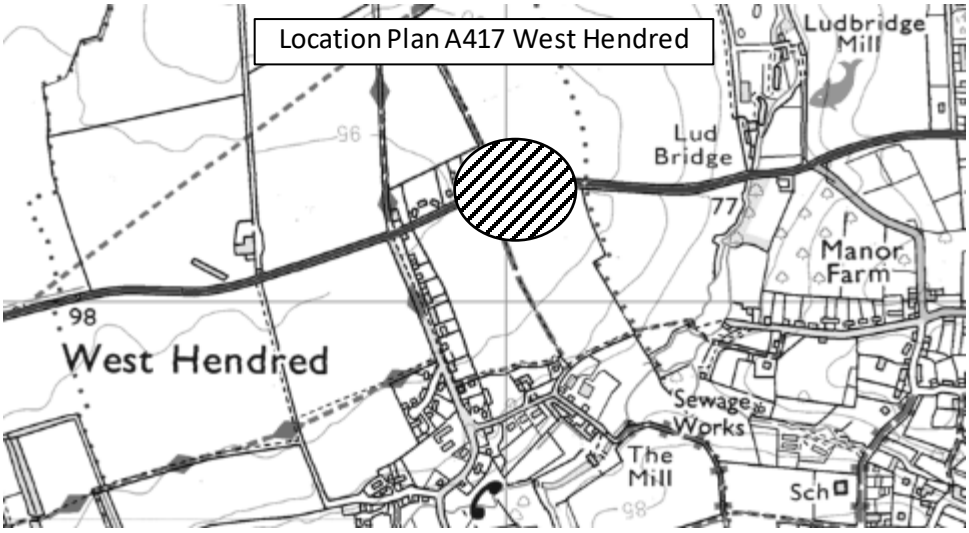
Following discussions and liaison with local adjacent landowners and our OCC (Oxfordshire County Council) Environmental and Ecology Team, work began to prepare the location in March 2022. This work included litter picking, measuring the space, soil testing and doing air pollution measurements, and was undertaken by local scouts and volunteers from the Hendreds Environmental Group (HEG). The area was then cut and scarified ready for suitable planting and seeding.

All works were given OCC approval, undertaken under supervision and have been risk assessed and with the appropriate third-party insurance in place. All litter-picking has been prearranged for collection with Biffa / Grundon and the site approved by the proprietor at the Hare for collection

Plans are in place for monitoring, measurements and identifying hemlock and ragwort over the coming months to ensure they are pulled / strim.

The scheme is an experiment, and a group of volunteers will draw up monthly roster to walk the area - photograph - check and document - it will be evaluated in autumn 2023. A planted species list was sent to the ecology team following the seeding





In addition to the Hendreds Experiment, three ‘cut and collect’ trial sites on roadside verge nature reserves totalling nearly 13000 m2 of verge have been undertaken over the last two financial years, costs identified as part of this process equate to approximately £6k per annum giving an approximate additional cost of £0.50 per metre sq of highway verge. The ecological benefits of this approach are being monitored

Paul Wilson

30/1/23

Oxfordshire County Council

Equalities Impact Assessment

Verge and Vegetation Management Policy

24 January 2023

Contents

Section 1: Summary details 3
Section 2: Detail of proposal 4
Section 3: Impact Assessment - Protected Characteristics 6
Section 3: Impact Assessment - Additional Community Impacts 7
Section 3: Impact Assessment - Additional Wider Impacts 8
Section 4: Review 9

Section 1: Summary details

Directorate and Service Area	Highways and Operations – Highway Maintenance
What is being assessed (e.g. name of policy, procedure, project, service, or proposed service change).	**Highway Verge & Vegetation Management Policy**
Is this a new or existing function or policy?	Existing Policy
Summary of assessment Briefly summarise the policy or proposed service change. Summarise impacts. Does the proposal bias, discriminate or unfairly disadvantage individuals or groups within the community? (following completion of the assessment).	This policy encompasses Oxfordshire County Council's corporate vision, objectives and embraces the nine priority themes of the Council. The policy is also informed by the Local Transport Connectivity Plan, the Highway Asset Management Plan, the Energy Strategy, and the Carbon Management Plan. The priority themes include Putting action to address the climate emergency at the heart of our work and improve access to nature and green spaces. The policy does not discriminate or disadvantage any individuals or groups within the community
Completed By	Paul Wilson
Authorised By	Sean Rooney
Date of Assessment	12 January 2023

Section 2: Detail of proposal

Context / Background Briefly summarise the background to the policy or proposed service change, including reasons for any changes from previous versions.	This policy encompasses Oxfordshire County Council's corporate vision, objectives and embraces the nine priority themes of the Council. The policy is also informed by the Local Transport Connectivity Plan, the Highway Asset Management Plan, the Energy Strategy, and the Carbon Management Plan. The priority themes include i. Put action to address the climate emergency at the heart of our work. ii. Improve access to nature and green spaces
Proposals Explain the detail of the proposals, including why this has been decided as the best course of action.	Environment and Place has been reviewing its operational policies to ensure they in line with the recently adopted Local Transport Plan, Climate Policies and Corporate Priorities. It was identified that the polices related to vegetation and verges required updating, and a new policy is proposed. To note vegetation was originally within the councils Tree Policy but it was removed from this following in recent update to that policy. Best practice carried out by other local authorities and evidence-based recommendations from local expert groups such as www.plantlife.org.uk & HERO (Healthy Ecosystem Restoration Oxfordshire) have been used to help shape a new policy. Further work on management and biodiversity information on our verges and vegetation is needed to provide full confidence they are being managed in an effective and efficient way from both a highway and environmental perspective. If this further work enables / identifies opportunities to further enhance the proposed policy, then this will be updated at the appropriate time.
Evidence / Intelligence	The proposed updated and refocussed policy better aligns with the current Strategic Plan and supports the delivery of action to ameliorate the Climate and biodiversity Emergency and sustainable transport network.

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.	The Local Transport and Connectivity Plan was recently adopted, and this updated policy will support the ambition and commitments made in respect of active travel by ensuring footpaths and cycle paths are kept accessible and not restricted by grass and vegetation growth. It will also contribute to the value of Green Infrastructure by protecting and enhancing green areas of the highway. The new Climate and Natural Environment Policy Statement (the Policy Statement) supports and strengthens the ambition to include a policy focus on environmental resilience and nature recovery, by working in partnership to make Oxfordshire a greener, fairer, and healthier Count. Although no formal consultation has been required for this project, engagement has taken place with internal stakeholders including the OCC (Oxfordshire County Council) Environment and Ecology, land and Highway Records and Highways Operational Teams. External engagement has also taken place with both East and West Hendreds Parish Councils, local adjacent landowners, and Local OCC Members.
Alternatives considered / rejected 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.	This is the first time that the policy has been amended for several years as the process of Highway Verge Maintenance has been undertaken in a similar manner for some time, however, with more focus on Climate and the natural environment changes needed to be made to the way verges and vegetation are managed

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	☒	☐	☐				
Disability	☒	☐	☐				
Gender Reassignment	☒	☐	☐				
Marriage & Civil Partnership	☒	☐	☐				
Pregnancy & Maternity	☒	☐	☐				
Race	☒	☐	☐				
Sex	☒	☐	☐				
Sexual Orientation	☒	☐	☐				
Religion or Belief	☒	☐	☐				

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	☐	☒	☐	The proposals will enable and encourage local communities to manage area of highway verges and promote biodiversity	N/A	N/A	
Armed Forces	☒	☐	☐				
Carers	☒	☐	☐				
Areas of deprivation	☐	☒	☐	The proposals will enable and encourage local communities to manage area of highway verges and promote biodiversity	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	☒	☐	☐				
Other Council Services	☒	☐	☐				
Providers	☒	☐	☐				
Social Value [1]	☐	☒	☐	Increased amenity and wellbeing to those in the vicinity of impacted areas			

[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	**April 2025**
Person Responsible for Review	**Head Of Service Highway Maintenance**
Authorised By	**Sean Rooney**

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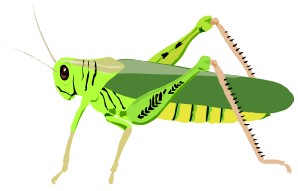
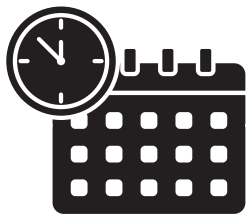
URBAN MEADOW AND VERGE GUIDELINES

HOW YOU CAN HELP TACKLE THE BIODIVERSITY CRISIS

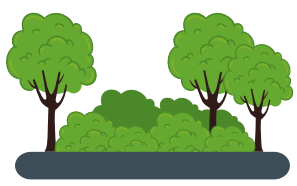


1. Mow less frequently (twice a year)



- Mow once between Feb-March, then leave flowers for spring pollinators.
- Mow once between Sep-Oct, so flowers have time to set seed & insects such as leafhoppers can complete their lifecycles.
- Remove grass cuttings to reduce soil fertility, so that wildflowers grow rather than just grass.
- Leave cuttings on-site in a habitat pile to help insect larvae & eggs survive.
- Piles of cuttings (grass & branches) are great homes for wildlife such as lizards, grass snakes & hedgehogs.

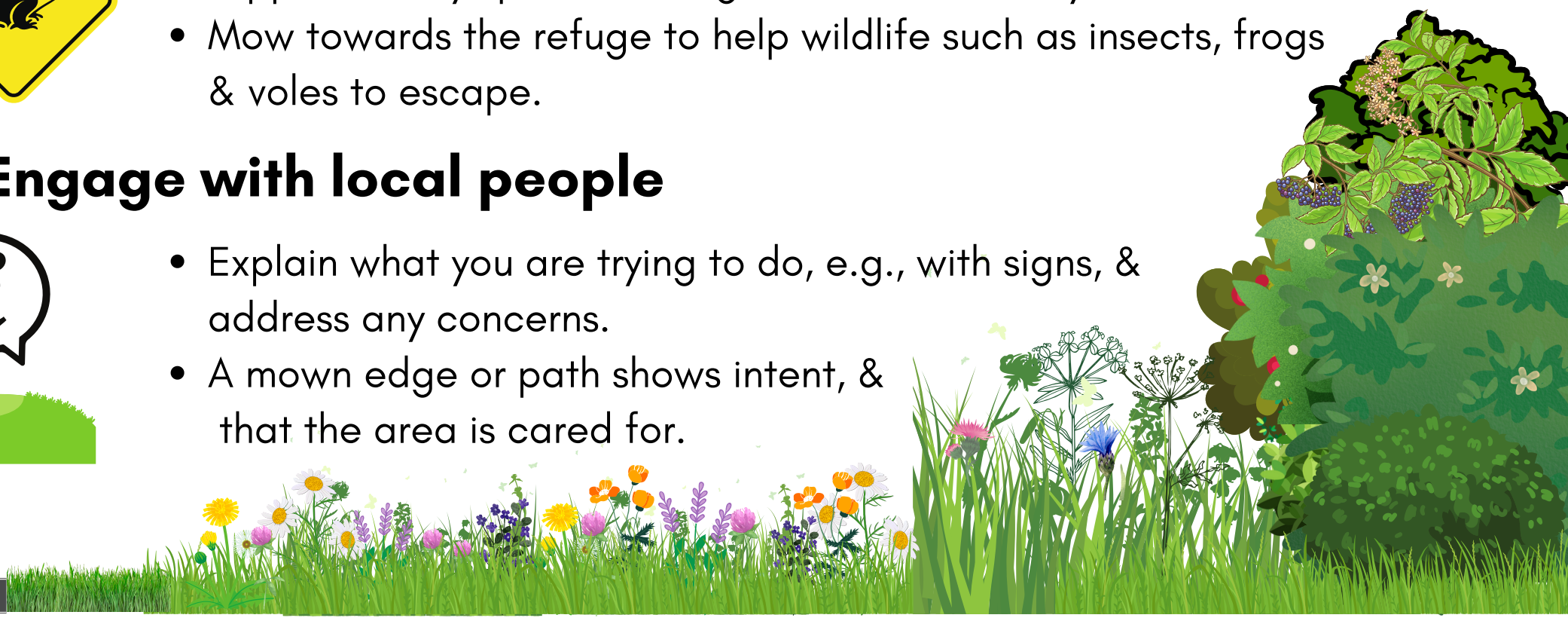
2. Leave refuges of long grass and shrubs



- Leave 10%-20% as an uncut refuge of tall grass & flowers. This helps insects & spiders complete their lifecycle, as larvae & eggs overwinter in dead vegetation like seedheads & hollow stems.
- Leave 10% as shrub cover (mixed UK species e.g., hawthorn, bramble & blackthorn) to ensure food & nesting sites for wildlife.
- Cut the tall grass & trim the shrubs every 3-5 years on rotation, to stop shrubs from taking over.
- Having a mix of vegetation heights & leaving dead wood in place supports many species, & is good for biodiversity.
- Mow towards the refuge to help wildlife such as insects, frogs & voles to escape.

3. Engage with local people

- Explain what you are trying to do, e.g., with signs, & address any concerns.
- A mown edge or path shows intent, & that the area is cared for.



Road or path

Short 'tidy' strip, mown regularly

Grassland with wild flowers, mown once between Feb-March & once between Sept-Oct

Wildlife refuge of tall grasses, flowers & seedheads, mown every 3-5 yrs

Hedgerow of mixed native shrubs, trimmed every 3-5yrs

UNIVERSITY OF OXFORD

Other logos (councils)

Find out more:

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Division(s): N/A

CABINET – 21 February 2023

FORWARD PLAN AND FUTURE BUSINESS

Items identified from the Forward Plan for Forthcoming Decision

CABINET MEETINGS

21 MARCH 2023

KEY DECISIONS

Cabinet, 21 March 2023

Topic/Decision	Portfolio/Ref
▪ **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
▪ **Capital Programme Monitoring Report - January 2023** Financial Report on capital spending against budget allocations, including any necessary capital programme approvals.	Cabinet, 2022/159 - Cabinet Member for Finance
▪ **Cost of Living Support Measures** To agree further support measures for residents in the Cost of Living Crises.	Cabinet, 2023/007 - Cabinet Member for Finance
▪ **HIF2 A40 Programme Revised Strategy** Approve revised scheme for A40 Programme.	Cabinet, 2023/001 - Cabinet Member for Travel & Development Strategy
▪ **Highways contract procurement - preferred model for approval** Approval to procure the preferred highways maintenance delivery model for the 2025 highways maintenance contract.	Cabinet, 2022/249
▪ **Oxfordshire Housing and Growth Deal Update** Cabinet to approve the Oxfordshire Housing and Growth Deal Programme.	Cabinet, 2022/248 - Cabinet Member for Travel & Development Strategy

▪ **Oxfordshire Inclusive Economy Partnership and Charter** To sign up to the Oxfordshire Inclusive Economy Charter.	Cabinet, 2023/008 - Leader

NON-KEY DECISIONS

▪ **Business Management & Monitoring Report - December 22 / January 23** To note and seek agreement of the report.	Cabinet, 2022/160 - Cabinet Member for Finance
▪ **Market Sustainability Plan** Cabinet is asked to note and approve the final Market Sustainability Plan.	Cabinet, 2023/045 - Cabinet Member for Adult Social Care
▪ **Treasury Management 3rd Quarterly Report** Cabinet is asked to note the report and recommend Council to note the council's treasury management activity for the third quarter of 2022/23.	Cabinet, 2022/189 - Cabinet Member for Finance
▪ **Workforce Report and Staffing Data – Quarter 3 - October to December 2022** Quarterly staffing report providing details of key people numbers and analysis of main changes since the previous report.	Cabinet, 2020/161 - Cabinet Member for Corporate Services

CABINET MEMBER MEETINGS

CABINET MEMBER: HIGHWAY MANAGEMENT - CLLR ANDREW GANT

23 MARCH 2023

KEY DECISIONS

▪ **Banbury Local Cycling and Walking Infrastructure Plan (LCWIP)** To seek approval of the LCWIP policy for the Banbury (and neighbouring areas).	Delegated Decisions by Cabinet Member for Highway Management, 2021/232
▪ **Witney Local Cycling and Walking Infrastructure Plan (LCWIP)** To seek approval of Witney LCWIP.	Delegated Decisions by Cabinet Member for Highway

	Management, 2022/134

NON-KEY DECISIONS

▪ **Benson: Proposed 20 mph Speed Limits** Decision required on proposed 20mph speed limit.	Delegated Decisions by Cabinet Member for Highway Management, 2022/209
▪ **Buckland - Buckland Road at Buckland Marsh - proposed 40mph speed limit** A decision is sought on a proposed 40mph speed limit at Buckland Marsh.	Delegated Decisions by Cabinet Member for Highway Management, 2023/017
▪ **Chalgrove - High Street - proposed zebra crossing, traffic calming measures and bus stop clearways** To agree proposed traffic safety measures as part of approved residential development.	Delegated Decisions by Cabinet Member for Highway Management, 2022/241
▪ **Charlbury - B4022 The Slade proposed zebra crossing and B4026 Spelsbury Road proposed extension of 30mph speed limit** A decision is required on a proposed zebra crossing at the B4022 The Slade and an extension of the 30mph speed limit on the B4026 Spelsbury Road.	Delegated Decisions by Cabinet Member for Highway Management, 2023/016
▪ **Charlbury: Proposed 20 mph and 30 mph Speed Limits** A decision is required on proposals for additional 20 mph and 30 mph speed limits in Charlbury.	Delegated Decisions by Cabinet Member for Highway Management, 2023/011
▪ **East Hanney: Proposed 20 mph Speed Limits** Decision required on proposed 20mph speed limit.	Delegated Decisions by Cabinet Member for Highway Management, 2022/205
▪ **North Aston: Proposed 20 mph Speed Limits** To consider responses to speed limit consultation.	Delegated Decisions by Cabinet Member for Highway Management, 2023/010

▪ **Oxford - various locations - proposed minor amendments to parking places and permit eligibility to accommodate approved development** A decision required on proposed minor amendments to parking places and permit eligibility.	Delegated Decisions by Cabinet Member for Highway Management, 2023/014
▪ **Stanton St John: Proposed 20 mph Speed Limits** Decision required on proposed 20mph speed limit.	Delegated Decisions by Cabinet Member for Highway Management, 2022/197
▪ **Sutton Courtenay - B4016 Drayton Road - proposed traffic calming measures and extension of 30mph speed limit** A decision required on proposed traffic calming measures and extension of 30mph speed limit.	Delegated Decisions by Cabinet Member for Highway Management, 2023/013
▪ **Sydenham: Proposed 20 mph Speed Limits** To consider responses to speed limit consultation.	Delegated Decisions by Cabinet Member for Highway Management, 2023/012
▪ **Uffington: Proposed 20 mph Speed Limits** To consider responses to speed limit consultation.	Delegated Decisions by Cabinet Member for Highway Management, 2023/026
▪ **Wantage - Market Place west - proposed permanent amendment to vehicle access and parking places** A decision required on proposed minor amendments to parking places and permit eligibility.	Delegated Decisions by Cabinet Member for Highway Management, 2023/018
▪ **Wantage: Proposed 20 mph Speed Limits** To consider responses to speed limit consultation.	Delegated Decisions by Cabinet Member for Highway Management, 2023/025
▪ **Watlington: Proposed 20 mph Speed Limit** To consider responses to speed limit consultation.	Delegated Decisions by Cabinet Member for Highway Management, 2023/023

▪ **West Challow: Proposed 20 mph Speed Limits** To consider responses to speed limit consultation.	Delegated Decisions by Cabinet Member for Highway Management, 2023/019
▪ **West Hagbourne: Proposed 20 mph Speed Limits** To consider responses to speed limit consultation.	Delegated Decisions by Cabinet Member for Highway Management, 2023/024
▪ **West Hanney: Proposed 20 mph Speed Limits** To consider responses to speed limit consultation.	Delegated Decisions by Cabinet Member for Highway Management, 2023/022
▪ **Witney: The Leys proposed traffic calming measures** To seek approval of proposed traffic calming measures.	Delegated Decisions by Cabinet Member for Highway Management, 2022/144
▪ **Woodcote: Proposed 20 mph Speed Limits** To consider responses to speed limit consultation.	Delegated Decisions by Cabinet Member for Highway Management, 2023/021
▪ **Wootton (Woodstock): Proposed 20 mph Speed Limits** To consider responses to speed limit consultation.	Delegated Decisions by Cabinet Member for Highway Management, 2023/020

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