



To: Members of the Cabinet

Notice of a Meeting of the Cabinet

Tuesday, 16 December 2025 at 2.00 pm

Room 2&3 - County Hall, New Road, Oxford OX1 1ND

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

Martin Reeves
Chief Executive

December 2025

Committee Officer: Chris Reynolds

Tel: 07542 029441; E-Mail: chris.reynolds@oxfordshire.gov.uk

Membership

Councillors

Liz Leffman	Leader of the Council
Neil Fawcett	Deputy Leader of the Council and Cabinet Member for Resources
Tim Bearder	Cabinet Member for Adults
Andrew Gant	Cabinet Member for Transport Management
Sean Gaul	Cabinet Member for Children and Young People
Kate Gregory	Cabinet Member for Public Health and Inequalities
Jenny Hannaby	Cabinet Member for Community Wellbeing and Safety
Ben Higgins	Cabinet Member for Future Economy and Innovation
Dan Levy	Cabinet Member for Finance, Property and Transformation
Judy Roberts	Cabinet Member for Place, Environment and Climate Action

The Agenda is attached. Decisions taken at the meeting will become effective at the end of the working day on 22 December 2025 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: 27 January 2026



AGENDA

1. Apologies for Absence

2. Declarations of Interest

- guidance note below

3. Minutes (Pages 1 - 14)

To approve the minutes of the meetings held on 13 and 18 November 2025 (**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. Requests to speak should be sent to committeesdemocraticservices@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. Appointments

7. Reports from Scrutiny Committees (Pages 15 - 32)

Cabinet will receive the following Scrutiny reports:

Place Overview and Scrutiny Committee reports on:-

- a) Infrastructure Funding Statement 2024/25 and s.106 Programme Update
- b) Movement and Place Plans
- c) Local Government Reorganisation - One Oxfordshire Proposal

8. Infrastructure Funding Statement 2024/25 and Section 106 Improvement Programme Update (Pages 33 - 132)

Cabinet Member: Place, Environment and Climate Action

Forward Plan Ref: 2025/129

Contact: Chris Stevenson, Planning Operations Manager
(Christine.Stevenson@oxfordshire.gov.uk)

Report by Director of Economy and Place (**CA8**).

The Cabinet is RECOMMENDED to

- a. Consider the content of the Infrastructure Funding Statement 2024/25 (Annex 1)**
- b. Approve the publication of the report onto the Oxfordshire County Council website**
- c. Delegate authority to make any minor amendments to the report prior to its publication to the Director of Economy & Place in consultation with the Cabinet Member for Place, Environment and Climate Action**
- d. Note and comment on the update provided on the S106 improvement programme (Annex 2)**
- e. Note the recommendations from the Place Overview and Scrutiny Committee in paragraph 20 of this report**

9. Updates to "Implementing Decide & Provide" (Pages 133 - 216)

Cabinet Member: Place, Environment and Climate Action

Forward Plan Ref: 2025/233

Contact: Will Pedley, Technical Lead (Transport Planning)
Will.pedley@oxfordshire.gov.uk

Report by Director of Economy and Place (**CAB**).

The Cabinet is **RECOMMENDED** to adopt the proposed updates to the 'Implementing Decide & Provide: Requirements for Transport Assessments' document.

10. Capital Programme Update and Monitoring Report (Pages 217 - 238)

Cabinet Member: Finance

Forward Plan Ref: 2025/014

Contact: Natalie Crawford, Capital Programme Manager
Natalie.crawford@oxfordshire.gov.uk

Report by Executive Director of Resources and Section 151 Officer (**CA10**)

Cabinet is RECOMMENDED to:

- a. Note the capital monitoring position for 2025/26 set out in this report and summarised in Annex 1.**
- b. Approve the updated Capital Programme at Annex 2 incorporating the changes set out in this report.**

11. Forward Plan and Future Business (Pages 239 - 246)

Cabinet Member: All

Contact Officer: Chris Reynolds, Senior Democratic Services Officer,
chris.reynolds@oxfordshire.gov.uk

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.

12. For information only: Cabinet response to Scrutiny item (Pages 247 - 248)

Verge and Vegetation Management

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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Agenda Item 3

CABINET

MINUTES of the meeting held on Thursday, 13 November 2025 commencing at 1.00 pm and finishing at 2.15 pm

Present:

Voting Members: Councillor Liz Leffman – in the Chair
Councillor Tim Bearder
Councillor Andrew Gant
Councillor Sean Gaul
Councillor Jenny Hannaby
Councillor Ben Higgins
Councillor Dan Levy
Councillor Judy Roberts

Other Members in Attendance:

Officers:

Whole of meeting	Martin Reeves (Chief Executive), Lorna Baxter (Executive Director of Resources & Section 151 Officer), Anita Bradley (Director of Law & Governance and Monitoring Officer), Lisa Lyons (Director of Children's Services), Robin Rogers (Director of Economy and Place) Helen Mitchell (Programme Director: Local Government Reorganisation) Chris Reynolds (Senior Democratic Services Officer)
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The Cabinet 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.

158/25 APOLOGIES FOR ABSENCE

(Agenda Item. 1)

Apologies for absence were received from Councillors Neil Fawcett and Kate Gregory.

159/25 DECLARATIONS OF INTEREST

(Agenda Item. 2)

There were none.

160/25 PETITIONS AND PUBLIC ADDRESS

(Agenda Item. 3)

5 – Local Government Reorganisation – Submission of Proposal to Government

Councillor Ian Middleton

161/25 REPORTS FROM SCRUTINY COMMITTEES

(Agenda Item. 4)

Cabinet received the report of the Place Overview and Scrutiny Committee on Local Government Reorganisation – Submission of Proposal to Government and approved the response to the recommendations.

162/25 LOCAL GOVERNMENT REORGANISATION – SUBMISSION OF PROPOSAL TO GOVERNMENT

(Agenda Item. 5)

Cabinet had before it a report presenting Oxfordshire County Council's proposal for local government reorganisation, recommending a single unitary authority for Oxfordshire. The proposal aimed to create a streamlined, cost-effective local government structure for the County that met government criteria and local needs.

On 5 February 2025, the government invited Oxfordshire councils to submit proposals for local government reorganisation by 28 November 2025, with interim plans due by 21 March 2025. The single unitary council aimed to provide a unified front for services across Oxfordshire, enhancing strategic and economic planning, delivering value-for-money services, and supporting the county's economic potential.

The report outlined extensive public and stakeholder consultations, including over 2,000 responses, and engagement with businesses and voluntary organisations, shaping the proposal and planning further input during statutory consultation.

Councillor Liz Leffman, Leader of the Council, presented the report.

The recommendations from Place Overview and Scrutiny Committee were all accepted

During discussion, Cabinet members emphasised the advantages of a single unitary authority in financial resilience, service integration, and strategic planning, with projected financial savings.

With regard to recommendation E below, the Cabinet agreed the following changes to the submission to Government: -

- (i) *Expanded narrative on neighbourhood committees*

- (ii) Change council size to 99*
- (iii) Amendment to stakeholder feedback to be clearer where some respondents rather than all gave a view*
- (iv) Add in the bespoke CIPFA resilience index risk assessment in the options appraisal*
- (v) Remove Annex 2 (Metro Dynamics work for MSA) when submitting*
- (vi) Add paragraph on SEND once the inspection visit outcome is known*

Councillor Leffman moved, and Councillor Higgins seconded the recommendations, and they were approved.

RESOLVED to:-

- a) note all three proposals for Local Government Reorganisation (Annex 1, 2 and 3)**
- b) agree that One Oxfordshire, the single county unitary proposal is a “*robust and sustainable unitary proposal that is in the best interests of the whole area*” as requested by the then Minister of State for Local Government and English Devolution in his letter of 5 February 2025 attached as Annex 4.**
- c) approve the One Oxfordshire proposal for submission to government in accordance with their deadline of 28 November 2025.**
- d) delegate authority to the Executive Director of Resources and S151 Officer in consultation with the Leader to make any changes to the text and/or format of the One Oxfordshire proposal prior to submission to government whilst not materially affecting the overall content of the proposal.**
- e) delegate to the Executive Director of Resources and Section 151 Officer, in consultation with the Leader, the formal submission of the proposal to government to meet the 28 November 2025 deadline, following any changes agreed at Cabinet and any subsequent changes made under the delegation at Recommendation D above.**

.....in the Chair

Date of signing

CABINET

MINUTES of the meeting held on Tuesday, 18 November 2025 commencing at 2.00 pm and finishing at 3.40 pm

Present:

Voting Members: Councillor Liz Leffman – in the Chair
Councillor Neil Fawcett
Councillor Tim Bearder
Councillor Sean Gaul
Councillor Jenny Hannaby
Councillor Ben Higgins
Councillor Dan Levy
Councillor Judy Roberts

Other Members in Attendance:

Councillors Dr Izzy Creed, Imade Edosomwan, Gareth Epps, James Fry, and Ian Snowdon

Officers:

Whole of meeting Martin Reeves (Chief Executive), Lorna Baxter (Executive Director of Resources & Section 151 Officer), Anita Bradley (Director of Law & Governance and Monitoring Officer), Lisa Lyons (Director of Children's Services) Robin Rogers (Director of Economy and Place) Chris Reynolds (Senior Democratic Services Officer)

The Cabinet 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.

163/25 APOLOGIES FOR ABSENCE

(Agenda Item. 1)

Apologies for absence were received from Councillors Andrew Gant and Kate Gregory.

164/25 DECLARATIONS OF INTEREST

(Agenda Item. 2)

There were none.

165/25 MINUTES

(Agenda Item. 3)

The minutes of the meeting held on 21 October 2025 were approved as a correct record.

166/25 QUESTIONS FROM COUNTY COUNCILLORS

(Agenda Item. 4)

There were none received.

167/25 PETITIONS AND PUBLIC ADDRESS

(Agenda Item. 5)

12 – OXRAIL 2040: Plan for Rail Strategy

Neale Coleman
Roger Blake
Phil Evans
Ian Baxter

Cllr Andy Graham

168/25 APPOINTMENTS

(Agenda Item. 6)

There were no appointments to report to this meeting.

169/25 REPORTS FROM SCRUTINY COMMITTEES

(Agenda Item. 7)

Cabinet received the following Scrutiny reports and will respond in due course:-

Performance and Corporate Services Overview and Scrutiny Committee report on Business Management and Monitoring Report (with a focus on Children, Education and Families)

Place Overview and Scrutiny Committee Reports on:-

- a) Verge and Vegetation Management
- b) OxRAIL 2040: Plan for Rail Strategy

170/25 RESPONSE TO MOTION BY COUNCILLOR CREED ON CHILDREN'S CENTRES

(Agenda Item. 8)

Cabinet received a report proposing a response to Councillor Creed's motion on supporting community-operated children's centres and the development

of family hubs which had been passed at the meeting of the Council on 9 September 2025.

Councillor Sean Gaul, Cabinet Member for Children's Services presented the report.

The Council had received £245,000 from the Best Start Family Hubs Development grant for 2025/26, with further funding expected, and had allocated an additional £1 million to support services for under-5s, aiming to improve early education and child development. A multi-agency programme board, including social care, health, education, and the voluntary sector, was guiding the development of family hubs, with a commitment to collaborate with community-run children's centres.

During discussion Councillor Dr Izzy Creed raised concerns about ensuring funding reached the most deprived wards. Councillor Gaul confirmed that officers had been tasked with using evidence and deprivation factors to guide the placement of family hubs.

Members highlighted the importance of funding existing children's centres, with the cabinet clarifying that government funding would have specific criteria but partnership with existing centres remains a priority.

Councillor Gaul moved and Councillor Roberts seconded the recommendation, and it was approved.

RESOLVED to agree the response to the motion passed at Council on 9 September 2025.

171/25 RESPONSE TO MOTION BY COUNCILLOR HANNA ON HEALTHWATCH OXFORDSHIRE

(Agenda Item. 9)

Cabinet received a report proposing a response to a motion regarding the future of Healthwatch Oxfordshire passed at the meeting of the Council on 9 September 2025.

The response acknowledged the concerns raised about the abolition of Healthwatch and committed to working with Healthwatch to map services and maintain independent community engagement during the implementation of neighbourhood health plans under the Government's 10-year health strategy.

Councillor Liz Leffman, Leader of the Council. presented the report.

Councillor Leffman moved, and Councillor Hannaby seconded the recommendation, and it was approved.

RESOLVED to note the response to the Motion by Councillor Jane Hanna on Healthwatch Oxfordshire at Council on 9 September 2025.

172/25 PROPOSED CHANGES TO THE WASTE ACCEPTANCE POLICY (WAP) FOR OXFORDSHIRE'S HOUSEHOLD WASTE RECYCLING CENTRES (HWRCS)

(Agenda Item. 10)

Cabinet had before it a report which recommended changes to the Household Waste and Recycling centre policy, including minor adjustments to opening hours, introduction of booking systems, and new charges for out-of-county users and asbestos disposal, following a large public consultation.

Councillor Judy Reberts, Cabinet Member for Place, Environment and Climate Action presented the report and answered questions.

Councillor Roberts moved and Councillor Hannaby seconded the recommendations, and they were approved.

RESOLVED to:-

- a) Approve the adoption of the proposed changes to the Household Waste Recycling Centre Waste Acceptance Policy (Annex A).**
- b) Delay reduced opening hours and days of operation, for implementation through the new service in 2027.**
- c) Approve the introduction of the following new fees and charges commencing from January 2026**
 - o £5.50 per 1m x 1m volume for asbestos: and £15 per car visit for out of county customers.**

173/25 CARBON MANAGEMENT PLAN RESIDUAL CARBON AND OFFSETTING POLICY

(Agenda Item. 11)

Cabinet received a report on Oxfordshire County Council's Carbon Management Plan (CMP), which focussed on residual carbon emissions and the strategy for offsetting to achieve carbon neutrality by 2030. It outlined the need for carbon credit purchases, the rationale for terminology, and the approach to local market development and governance.

Councillor Judy Roberts, Cabinet Member for Place, Environment and Climate Action, presented the report.

Councillor Roberts moved and Councillor Higgins seconded the recommendations, and they were approved.

RESOLVED to:-

- (a) **Note the need for the purchase of carbon credits to offset the residual emissions in the Carbon Management Plan (CMP) to meet the council's commitment to become carbon neutral by 2030.**
- (b) **Note the improved clarity of terminology and use of 'carbon neutral' to refer to the council's 2030 target for estate and operations.**
- (c) **Adopt the policy outlined in Annex 1 to target high-integrity use of carbon credits that maximise local benefits.**
- (d) **Note the action plan outlined in Appendix 1 of Annex 1 to enable progress towards acquiring carbon credits and support growing the market for local carbon removal projects.**

174/25 OXRAIL 2040: PLAN FOR RAIL STRATEGY

(Agenda Item. 12)

Cabinet received a report recommending approval of the OXRAIL 2040, a strategic rail transport plan for Oxfordshire covering the next 15 years. The plan is designed to integrate with the Local Transport and Connectivity Plan (LTCP) and aims to improve rail connectivity, support economic growth, and address climate action and place shaping priorities within the county.

Key priorities include expanding capacity at Oxford station, electrification and freight decarbonisation, the Oxfordshire Metro concept, and new stations to improve access to jobs and housing.

Councillor Judy Roberts, Cabinet Member for Place, Environment and Climate Action, presented the report.

Cabinet was addressed by a number of speakers who spoke in favour of the report and its recommendations.

Following an address by Councillor Andy Graham, Leader of West Oxfordshire District Council, and with regard to recommendation b, the Cabinet agreed to make the following changes to the plan proposed by Councillor Andy Graham, Leader of West Oxfordshire District Council :-

*P37 - "we will continue to develop options for medium- to longer-term mass rapid transit (which may include rail) for this corridor to identify deliverable plans and financing mechanisms for its implementation **potentially within this plan period (P3.05)**"*

P80 text be amended to align with the P37 text and reads: *"We will **continue to explore** the case for a Carterton–Witney–Oxford Mass Rapid Transit system (P3.05), **to identify** the most suitable solution to enhance public transport access to the west of our County."*

During discussion, members emphasised the need for innovative financing, such as land value capture and section 106 contributions, and building local authority capability for project delivery, rather than relying solely on the rail industry.

Members also noted that the plan aligned with the Growth Commission's objectives and the local transport and connectivity plan, aiming for joined-up planning across housing, employment, and transport, and ensuring readiness for future funding and strategic opportunities.

Councillor Roberts moved and Councillor Leffman seconded the recommendations, and they were approved.

RESOLVED to:

- (a) **Approve for publication and adopt the OxRAIL 2040: Plan for Rail (the Plan) in Annex 1 to this report (as a daughter document to the Local Transport and Connectivity Plan), subject to the amendments minuted above**
- (b) **Delegate to the Director of Economy and Place, in consultation with the Cabinet Member for Place, Environment and Climate Action, to make final amendments to the Plan as necessary following the meetings of the Place Overview and Scrutiny Committee on 12 November 2025 and this Cabinet.**

175/25 REVIEW OF MEMBER CHAMPIONS

(Agenda Item. 13)

Cabinet received a report outlining proposed updates to the role, function, and appointment process of Member Champions within Oxfordshire County Council, aiming to clarify responsibilities and improve governance.

Member Champions support Cabinet Members and the Leader by focusing on specific interest areas, engaging stakeholders, and highlighting significant matters, without decision-making powers or remuneration. Current roles cover areas like Active Travel, Public Transport, Mental Health, and Youth Justice.

Councillor Liz Leffman, Leader of the Council, presented the report.

Councillor Leffman moved, and Councillor Gaul seconded the recommendations, and they were approved.

RESOLVED to propose an update to the Council's Constitution (part 8.5, Member Champion Role) to Audit and Governance Committee (26th November 2025) and agreement at Council (9th December 2025).

176/25 HR AND CULTURAL CHANGE - QUARTERLY EMPLOYEE DATA REPORT - QUARTER 2 2025-26

(Agenda Item. 14)

Cabinet received an update on the implementation of the Our People and Culture Strategy, noting minor changes in staffing, continued success with apprenticeships, and ongoing efforts to manage agency costs.

Councillor Neil Fawcett, Cabinet Member for Resources and Deputy Leader, presented the report. Cllr Fawcett said that there had been a slight increase in directly employed staff due to improved recruitment, a minor increase in agency costs in hard-to-recruit areas, and a commitment to reducing agency spend over time.

Councillor Fawcett moved and Councillor Leffman seconded the recommendation, and it was approved.

RESOLVED to note the report.

177/25 TREASURY MANAGEMENT MID-TERM REVIEW 2025-26

(Agenda Item. 15)

The Chartered Institute of Public Finance and Accountancy's (CIPFA's) 'Code of Practice on Treasury Management 2021' requires that committee to which some treasury management responsibilities are delegated, will receive regular monitoring reports on treasury management activities and risks. Cabinet received the second report for the 2025/26 financial year which set out the position at 30 September 2025.

Councillor Dan Levy, Cabinet Member for Finance, Property and Transformation, presented the report.

Cabinet noted that the Council has received above budgeted investment returns due to higher cash balances and interest rates, had maintained a cautious approach to new debt, and continued to prioritise security and liquidity. The negative Dedicated Schools Grant (DSG) balance was forecast to reach £153 million, resulting in a £6 million cost in lost interest, with the Council awaiting government action to address the deficit.

Councillor Levy moved and Councillor Higgins seconded the recommendations, and they were approved.

RESOLVED to note the council's treasury management activity for the first half of 2025/26 and recommend Council to note council's treasury management activity in the first half of 2025/26.

178/25 BUDGET AND BUSINESS PLANNING REPORT 2026/27 - 2030/31

(Agenda Item. 16)

Cabinet had before it the Budget and Business Planning Report covering the period 2026/27 to 2030/31, with a capital programme extending to 2035/36. It outlined the council's financial strategy, budget assumptions, funding outlook, and the process for setting a balanced budget amid significant financial uncertainty and reform in local government funding.

Councillor Dan Levy, Cabinet Member for Finance, Property and Transformation, presented the report.

Cabinet noted the report and initial position for the 2026/27 budget and approved a medium-term financial strategy covering five years (up to 2030/31) and a capital programme extending ten years (to 2035/36). Members acknowledged the budget and business planning timeline, next steps, and possible effects of a delayed Fair Funding Review 2.0 outcome.

Councillor Levy moved and Councillor Fawcett seconded the recommendations and they were approved.

RESOLVED to:

- a) Note the report and the starting point for the 2026/27 budget;**
- b) Approve a five-year period for the medium-term financial strategy to 2030/31 and ten-year period for the capital programme to 2035/36; and;**
- c) Note the budget and business planning process timeline and next steps, including the late announcement of the outcome of the Fair Funding Review 2.0 consultation and the potential impact on funding over the medium term;**
- d) Note the requirement for the council to set a sustainable balanced budget for 2026/27 which shows how income will equal spending plans.**

179/25 BUSINESS MANAGEMENT & MONITORING REPORT - PERFORMANCE AND RISK QUARTER 2 2025/26

(Agenda Item. 17)

Cabinet received a report which provided an overview of the Council's performance and strategic risks for Quarter 2 of the 2025/26 financial year, highlighting key risk areas and performance measures. The report included 47 performance measures, with particular attention to areas requiring action.

Councillor Dan Levy, Cabinet Member for Finance, Property and Transformation, presented the report.

Councillor Levy moved and Councillor Leffman seconded the recommendation, and it was approved.

RESOLVED to note the report and annexes.

180/25 CAPITAL PROGRAMME APPROVALS - NOVEMBER 2025

(Agenda Item. 18)

Cabinet received a report requesting budget approval to increase funding for the A4130 Steventon Lights project within the council's capital programme for 2025/2026.

Councillor Dan Levy, Cabinet Member for Finance, Property and Transformation presented the report.

During discussion, members welcomed the progress made on this scheme,

Councillor Levy moved and Councillor Leffman seconded the recommendation, and it was approved.

RESOLVED to approve a budget increase of £2.518m from £10.8m to £13.318m to the A4130 Steventon Lights scheme, which is to be funded from a combination of funding sources.

181/25 FORWARD PLAN AND FUTURE BUSINESS

(Agenda Item. 19)

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 note the items currently identified for forthcoming meetings.

182/25 FOR INFORMATION ONLY: CABINET RESPONSE TO SCRUTINY ITEMS

(Agenda Item. 20)

Cabinet noted the following responses to Scrutiny items:-

Oxfordshire Employment Services
Our People and Culture
Part-night Lighting
Catering and Cleaning
Hire Bikes and Scooters
Oxfordshire Safeguarding Children’s Partnership Annual Report
OXRAIL 2040: Plan for Rail Strategy

.....in the Chair

Date of signing

Divisions Affected – All

CABINET

16 December 2025

Infrastructure Funding Statement 2024/2025 and s.106 Improvement Programme

Report of Place Overview & Scrutiny Committee

RECOMMENDATION

1. The Cabinet is **RECOMMENDED** to —
 - a) Note the recommendations contained in the body of this report and to consider and determine its response to the Place Overview and Scrutiny Committee, and
 - b) Agree that relevant officers will continue to update Scrutiny for 12 months on progress made against actions committed to in response to the recommendations, or until they are completed (if earlier).

REQUIREMENT TO RESPOND

2. In accordance with section 9FE of the Local Government Act 2000, the Place Overview & Scrutiny Committee requires that, within two months of the consideration of this report, the Cabinet publish a response to this report and any recommendations.

INTRODUCTION AND OVERVIEW

3. The Place Overview and Scrutiny Committee considered a report on the Infrastructure Funding Statement 2024/25 and s.106 Improvement Programme Update at its meeting on 12 November 2025.
4. The Committee would like to thank Cllr Judy Roberts, Cabinet member for Place, Environment and Climate Action, for presenting the report as well as Robin Rogers, Director of Economy and Place, and Ian Dyson, Director of Financial and Commercial Services, for attending to answer the Committee's questions.

SUMMARY

5. The Cabinet member for Place, Environment and Climate Action introduced the report to remind the Committee that the Infrastructure Funding Statement is a retrospective statutory report required by Government. Included with it was a report updating the Committee on progress following the Committee's detailed scrutiny over the past 18 months. In her brief introduction, the Cabinet member emphasised her gratitude to the Committee and emphasised the significant strides that had been made.
6. The Committee explored learning from other authorities; the detail in the s.106 dashboard; the importance of transparency and of speeding up expenditure; member engagement.
7. The Committee has previously made a number of recommendations, many of which remain pertinent, but it is content to receive updates on those rather than submitting them again as formal recommendations. It contents itself with two formal recommendations which act as umbrellas for its concerns: namely about ensuring local members are engaged and, also, about the urgency of sufficient processes for timely spending.

RECOMMENDATIONS

8. One of the long-standing concerns the Committee has had is there has been a sense whereby local members have felt distant from projects and proposals relating to s.106 funding. That has improved and longer-serving members of the Council in particular are grateful for the launch of the s.106 dashboard at the beginning of the municipal year which has been a great boon to transparency. This has enabled members to interrogate data regarding projects and expenditure within their own divisions as well as across the county council footprint.
9. Members would welcome the opportunity to be involved in early discussions about what infrastructure is needed within their divisions and where it should go. Their democratic mandate means that they are the ones who represent and understand their respective divisions.
10. Members recognise that the commercial sensitivity of some discussions with developers and the like means it would not always be appropriate for members to be engaged from the outset but it would be a good thing were they to be involved as soon as was possible. It would also be a good thing if members were engaged proactively during ensuing discussions and decision-making.
11. Questions of funding and infrastructure within divisions are ones that matter a great deal to residents within them and the Committee is of the view that their elected members should have input into them.

Recommendation 1: That the Council should ensure that local members are engaged and involved with questions of funding and infrastructure in their divisions.

12. Significant progress has been made on resolving challenges related to s.106 expenditure and the Committee is very happy to recognise that. The Council's processes and systems are much improved from where they were when the Committee began paying close attention to these matters. Neither the Cabinet member nor the officers appearing before the Committee appeared complacent about the task ahead but the Committee is keen to emphasise that a significant task nonetheless remains.
13. The system is complex and funds are often fragmented and bound to specific localities and projects which makes spending difficult. The Committee recognises that and recognises that gathering enough funding for larger schemes was a challenge, with strict legal requirements needing to be met. The Committee was pleased to receive reassurance that efforts are underway both to improve transparency and to ensure more effective use of the contributions received.
14. The Committee was pleased to hear that the Council had taken action with the s.106 improvement programme and that it was continuing to do so. The Committee would strongly ward against any sense of relaxation or hesitation in pursuing this improvement journey. The Committee accepts that increasing development means increasing the incoming s.106 funds and thus that it would be very unlikely for there ever to be none. However, the view of the Committee is that the balance is still too high. The processes in place have improved things but the Council must accept the urgency of the situation and commit to prioritising this workstream so that processes are sufficient and s.106 funds can be spent in a timely fashion.

Recommendation 2: That the Council should recognise the urgency of ensuring its processes are sufficient for timely spending of s.106 funds.

FURTHER CONSIDERATION

15. The Committee does not anticipate revisiting this topic again during this municipal year but would hope that the 2026/2027 Committee does so at an early opportunity.

LEGAL IMPLICATIONS

16. Under Part 6.2 (13) (a) of the Constitution Scrutiny has the following power: 'Once a Scrutiny Committee has completed its deliberations on any matter a formal report may be prepared on behalf of the Committee and when agreed by them the Proper Officer will normally refer it to the Cabinet for consideration.

17. Under Part 4.2 of the Constitution, the Cabinet Procedure Rules, s 2 (3) iv) the Cabinet will consider any reports from Scrutiny Committees.

Anita Bradley, Director of Law and Governance and Monitoring Officer

Annex: Pro-forma Response Template

Background papers: None

Other Documents: None

Contact Officer: Richard Doney
Scrutiny Officer
richard.doney@oxfordshire.gov.uk

December 2025

Overview & Scrutiny Recommendation Response Pro forma

Under section 9FE of the Local Government Act 2000, Overview and Scrutiny Committees must require the Cabinet or local authority to respond to a report or recommendations made thereto by an Overview and Scrutiny Committee. Such a response must be provided within two months from the date on which it is requested¹ and, if the report or recommendations in questions were published, the response also must be so.

This template provides a structure which respondents are encouraged to use. However, respondents are welcome to depart from the suggested structure provided the same information is included in a response. The usual way to publish a response is to include it in the agenda of a meeting of the body to which the report or recommendations were addressed.

Issue: **Infrastructure Funding Statement and s.106**

Lead Cabinet Member(s): **Cllr Judy Roberts, Cabinet member for Place, Environment and Climate Action**

Date response requested:² **16 December 2025**

Response to recommendations:

Recommendation	Accepted, rejected or partially accepted	Proposed action (if different to that recommended) and indicative timescale (unless rejected)
That the Council should ensure that local members are engaged and involved with questions of funding and infrastructure in their divisions.	Accepted	

¹ Date of the meeting at which report/recommendations were received

² Date of the meeting at which report/recommendations were received

Overview & Scrutiny Recommendation Response Pro forma

That the Council should recognise the urgency of ensuring its processes are sufficient for timely spending of s.106 funds.	Accepted	
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Divisions Affected – All

CABINET

16 December 2025

Movement and Place Plans

Report of Place Overview & Scrutiny Committee

RECOMMENDATION

1. The Cabinet is **RECOMMENDED** to —
 - a) Note the recommendations contained in the body of this report and to consider and determine its response to the Place Overview and Scrutiny Committee, and
 - b) Agree that relevant officers will continue to update Scrutiny for 12 months on progress made against actions committed to in response to the recommendations, or until they are completed (if earlier).

REQUIREMENT TO RESPOND

2. In accordance with section 9FE of the Local Government Act 2000, the Place Overview & Scrutiny Committee requires that, within two months of the consideration of this report, the Cabinet publish a response to this report and any recommendations.

INTRODUCTION AND OVERVIEW

3. The Place Overview and Scrutiny Committee considered an update on the Council's Movement and Place Plans, which implement the Local Transport and Connectivity Plan (LTCP) requirement to replace the area strategies adopted in 2016, at its meeting on 12 November 2025.
4. The Committee would like to thank Cllr Judy Roberts, Cabinet member for Place, Environment and Climate Action, for presenting the report as well Hannah Battye, Head of Place Shaping, and Ashley Hayden, Transport Policy and Strategy Team Lead, for attending to answer the Committee's questions.

SUMMARY

5. The Cabinet Member reported that the Movement and Place Plans were ongoing, building on the LTCP. These documents were intended to detail completed projects, forthcoming funded schemes, and future priorities identified through community input.
6. The Head of Place Shaping noted that these plans update the older 2016 versions, were not yet finished, and would continue to be developed with input from communities to ensure appropriate measures are included.
7. The Transport Policy and Strategy Team Lead explained that the plans were designed to be updated annually, with consultations currently taking place for the Science Vale and Bicester & Mid Cherwell areas, and mentioned scheduled public engagement events.
8. The Committee discussed Milton Park, its significant and ongoing growth and the need for cycling infrastructure; the boundaries proposed in the place plans; town and parish councils and other stakeholders; how to ensure there was sufficient engagement.
9. The Committee made three recommendations: two about proactive engagement to understand local need and one about geographical boundaries and the sense of place.

RECOMMENDATIONS

10. The Committee recognised the importance of having geographical boundaries for the various Movement and Place Plans but was keen to understand how they had come to be. Concern was raised, in particular, about the proposed boundaries impacting on the towns of Wantage, Wallingford, and Henley-on-Thames. It was suggested that the boundaries did not seem to take account of local concerns and that local sense of community and place which the Plans were surely intended to meet.
11. Some of the boundaries, members argued, appeared either to be simply arbitrary or failed to encompass adjacent communities with which they were naturally allied. The edge of Wantage, for example, falls within the current conurbation. It was also contended that the Henley one should include more of the area towards Goring and that it did not make sense for it cut off at Sonning Common.
12. Whilst the Committee was assured that these were initial proposals that would be further reviewed and refined – not least through collaboration with colleagues and additional engagement. There would also subsequently be formal consultation with stakeholders and local communities so what was proposed was not necessarily the final mapping.

13. The Committee was pleased to be advised of this and considers it would well behove the Council to do a thorough 'sense check' of the boundaries to ensure that they are truly reflective of the areas they are deemed to encompass.

Recommendation 1: That the Council should review the proposed geographical boundaries for the Place plans to ensure they pass the 'sense check'.

14. Input from local members had already shaped aspects of the Plans – indeed, the Committee's Transport Working Group reviewed them during its work in the spring of 2025 – and the Committee was glad that there would be further engagement as part of the process leading to adoption of them.
15. County Councillors have a particular democratic mandate that means they have a responsibility to their divisions to understand them and to speak on their behalf. Their input into these Plans, therefore, is invaluable and the Committee strongly believes that it is important for the Council to proactively engage with members on this matter so that needs across divisions are understood.
16. Similarly, town and parish councils are also key tools for the Council to understand local need at a very detailed level. It will be necessary for the Council to proactively engage with them, too, so that parochial needs are both understood and stand a chance of being met.

Recommendation 2: That the Council should engage proactively with local members to ensure that local needs are understood.

Recommendation 3: That the Council should engage proactively with parish and town councils to ensure that local needs are understood.

FURTHER CONSIDERATION

17. The Committee does not anticipate revisiting this topic again during this municipal year.

LEGAL IMPLICATIONS

18. Under Part 6.2 (13) (a) of the Constitution Scrutiny has the following power: 'Once a Scrutiny Committee has completed its deliberations on any matter a formal report may be prepared on behalf of the Committee and when agreed by them the Proper Officer will normally refer it to the Cabinet for consideration.
19. Under Part 4.2 of the Constitution, the Cabinet Procedure Rules, s 2 (3) iv) the Cabinet will consider any reports from Scrutiny Committees.

Anita Bradley, Director of Law and Governance and Monitoring Officer

Annex: Pro-forma Response Template

Background papers: None

Other Documents: None

Contact Officer: Richard Doney
Scrutiny Officer
richard.doney@oxfordshire.gov.uk

December 2025

Overview & Scrutiny Recommendation Response Pro forma

Under section 9FE of the Local Government Act 2000, Overview and Scrutiny Committees must require the Cabinet or local authority to respond to a report or recommendations made thereto by an Overview and Scrutiny Committee. Such a response must be provided within two months from the date on which it is requested¹ and, if the report or recommendations in questions were published, the response also must be so.

This template provides a structure which respondents are encouraged to use. However, respondents are welcome to depart from the suggested structure provided the same information is included in a response. The usual way to publish a response is to include it in the agenda of a meeting of the body to which the report or recommendations were addressed.

Issue: **Movement and Place Plans**

Lead Cabinet Member(s): **Cllr Judy Roberts, Cabinet member for Place, Environment and Climate Action**

Date response requested:² **16 December 2025**

Response to recommendations:

Recommendation	Accepted, rejected or partially accepted	Proposed action (if different to that recommended) and indicative timescale (unless rejected)
1. That the Council should review the proposed geographical boundaries for the Place plans to ensure they pass the 'sense check'.		

¹ Date of the meeting at which report/recommendations were received

² Date of the meeting at which report/recommendations were received

Overview & Scrutiny Recommendation Response Pro forma

2. That the Council should engage proactively with local members to ensure that local needs are understood.		
3. That the Council should engage proactively with parish and town councils to ensure that local needs are understood.		

Divisions Affected – All

CABINET

16 December 2025

Local Government Reorganisation: One Oxfordshire Proposal Report of Place Overview & Scrutiny Committee

RECOMMENDATION

1. The Cabinet is **RECOMMENDED** to —
 - a) Note the recommendations contained in the body of this report, and
 - b) Agree that relevant officers will continue to update Scrutiny for 12 months on progress made against actions committed to in response to the recommendations, or until they are completed (if earlier).

REQUIREMENT TO RESPOND

2. The Place Overview and Scrutiny Committee met on 12 November 2025 to consider the report on Local Government Reorganisation which was then considered by Cabinet on 13 November 2025. The Committee submitted its recommendations at that meeting and notes Cabinet's response as approved at that meeting, accepting all recommendations in full. In accordance with section 9FE of the Local Government Act 2000, there is no further need for Cabinet to respond although Cabinet is still recommended to agree that relevant officers should continue to update the Committee.

INTRODUCTION AND OVERVIEW

3. The Committee had requested a report on Local Government Reorganisation (LGR) and the Council's One Oxfordshire Proposal for its meeting on 12 November 2025. This was in advance of it being considered by Cabinet and prior to the deadline for submitting it to Government, which was 28 November 2025.
4. The Committee would like to thank Cllr Liz Leffman, Leader of the Council, Lorna Baxter, Executive Director of Resources and Section 151 Officer (Deputy Chief Executive), Anita Bradley, Director of Law and Governance and Monitoring Officer, Rob MacDougall, Chief Fire Officer and Director of Community Safety, Helen Mitchell, Programme Director: Local Government Reorganisation, Robin Rogers, Director of Environment and Place, and

Susannah Wintersgill, Director of Public Affairs, Policy and Partnerships, for attending to present the report and to answer the Committee's questions.

SUMMARY

5. The Leader of the Council introduced the report, outlining that there were three proposals for submission: a single unitary authority from the County Council, a two unitary model from the district councils, and a three unitary model from the City Council. She urged a focus on making the strongest case for a single unitary, particularly regarding service integration, councillor numbers, and the impact on key services such as adult social care, children's services, and transport. Comments were invited to shape the final proposal.
6. The Programme Director explained that three options for Local Government Reorganisation had been developed, following Government's invitation to council leaders in Oxfordshire to respond. Engagement with the public and partners focused on refining the proposals, emphasising simplicity, minimal disruption, and the importance of strong local governance, particularly the role of town and parish councils. The rationale for a single Oxfordshire-wide authority included continuity of the border, integrated services, and efficient transition without fragmenting existing provision. The Programme Director highlighted aims to build on best practice and to enhance service delivery, especially in homelessness and housing.
7. The Executive Director of Resources and Section 151 Officer presented the financial aspects of Local Government Reorganisation, noting that PwC's independent evaluation showed guaranteed savings from reorganisation because of less duplication. There would also be additional, less certain savings from transformation. She stressed that the single Oxfordshire authority was deemed the most financially resilient and lowest risk, according to the Financial Resilience Index, particularly given likely funding cuts under the Fair Funding Review. She further explained that adopting a single unitary model would lead to minimal changes in council tax levels, making it a more stable option compared to the two- or three-unitary proposals.
8. The Committee had a wide-ranging discussion involving council housing and housing debt; West Berkshire Council; the size of One Oxfordshire; representation on a future Mayoral Strategic Authority; the powers and responsibilities of area committees under the proposed model; staff retention and culture; the Fire and Rescue Service; democratic responsibility and boundary reviews; town and parish councils; local government finance; local services and net zero; stakeholder feedback; public engagement and communications; the process after submitting the initial proposal.
9. Ultimately, the Committee made three recommendations which it submitted to Cabinet the next day, on 13 November 2025, and it provides the rationale for those here. The recommendations were about communications, about local governance, and about member engagement.

RECOMMENDATIONS

10. The Committee recognises that the purpose of engagement with residents before the Council finalised its proposal was not to campaign for its preferred model but, rather, was to seek input on that preferred model. The Committee is aware that the Code of Recommended Practice on Local Authority Publicity¹ sets out constraints on how councils are meant to engage and notes the Minister of State's recent letter in which she reminds councils that they should "take particular care around the principles of objectivity and even-handedness, and the appropriate use of publicity."²
11. The Committee notes without comment that some councils had seemingly sought to campaign for their preferred option during the engagement period. That is a decision for those councils. The Committee is not calling for the Council to contravene the guidance but it is calling on the Council to be more engaging in the future.
12. If the Council is to engage people with its proposal for LGR, it seems self-evident to the Committee that its presentation of that proposal should be engaging. Whilst the digital campaign had reached over 284,000 residents, the Committee considered that the presentation of the engagement campaign had been regrettably lacklustre. During the meeting, one member highlighted that the proposed submission to Government itself was colourful and that it was both interesting and engaging. The Committee's view is that the earlier engagement was not.
13. The Committee recognises that the Council had intended its public engagement to be factual and to raise awareness and does not disagree that this was appropriate. It does, though, consider that – in future communications regarding LGR – it should work to ensure that, however factual and nuanced they are, they should be accessible, engaging, and interesting.

Recommendation 1: That the Council should ensure that future public communications regarding Local Government Reorganisation are engaging, accessible, and interesting.

14. The Committee notes that the Government's view is that LGR "should enable stronger community engagement and deliver genuine opportunity for neighbourhood empowerment."³ The Committee explored at some length how that is envisaged to work with the One Oxfordshire proposal and scrutinised carefully section 6.3 'Neighbourhood governance' of the proposal. Given that it is a proposal, rather than a plan, not all of the detail members considered important was yet available. The Committee notes that the "final number, name, geography and design – including any decision making, budget and

¹ <https://assets.publishing.service.gov.uk/media/5a75a04aed915d506ee80433/1878324.pdf>

²

[https://assets.publishing.service.gov.uk/media/691dde2f513046b952c500af/Letter to Leaders on Publicity Code and Local Government Reorganisation.pdf](https://assets.publishing.service.gov.uk/media/691dde2f513046b952c500af/Letter_to_Leaders_on_Publicity_Code_and_Local_Government_Reorganisation.pdf)

³ <https://mycouncil.oxfordshire.gov.uk/documents/s78659/Annex%204%20-%20JM%20LGR%20invitation%20to%20leaders%20Oxfordshire%20Final.pdf>

grant giving functions – of area committees will be subject to early engagement and consultation with residents, town and parish councils and public sector partners.”⁴

15. Members were keen to stress the importance of these area committees having meaningful authority. At the same time, there was concern that they could introduce additional administrative layers and potentially create inconsistencies in decision-making. The Committee is aware that area committees are expected by Government in all proposals and accepts that it is not unreasonable for the Council to have not yet decided in full how it would propose that the new authority should use them.
16. However, the Committee is of the view that – as part of its submission to Government – the Council should provide further attention to how these would work to ensure effectiveness and accountability as well as to minimise overlap or confusion.

Recommendation 2: That the Council should give greater attention to neighbourhood governance, and particularly to Area Committees, within its submission to Government.

17. One point of discussion amongst members was that a meeting of Council to discuss and debate LGR had not happened. Views on the pros and cons of various proposals are inevitably nuanced and there are several different views on the Committee. Some members are instinctively in support of the One Oxfordshire Proposal; there is also support for the two unitary model as well as for the three unitary model.
18. The Committee recognises that the decision to submit the proposal and the response to the statutory consultation once the Government launches that are an Executive function and thus that it is for Cabinet to make those decisions. The Committee also considers it appropriate for the proposal to be scrutinised closely in committee. The Committee is pleased that there has been engagement with members informally.
19. Despite that, though, the Committee is strongly of the view that all members of Council should have been able to debate the topic at a meeting of Council prior to Cabinet submitting its proposal to Government. The Committee considers it regrettable that did not happen, not least given that other local councils had that opportunity.
20. Whilst that opportunity is no longer available, the Committee was heartened by the Leader’s remarks in Committee that she considered it appropriate for Council to give its view during the statutory consultation period. The Committee noted the Monitoring Officer’s comment that she would herself need to be satisfied that the motion put to Council was appropriate in terms of

⁴ One Oxfordshire Proposal, p125
<https://mycouncil.oxfordshire.gov.uk/documents/s78656/Annex%201%20-%20OneOxfordshireProposal.pdf>

decision-making or view-expressing but the Committee was content that this was achievable.

21. The Committee believes it to be imperative that Council has the opportunity to debate Local Government Reorganisation before the response to the statutory consultation is submitted.

Recommendation 3: That the Council should ensure that Council is given the opportunity to express its view on Local Government Reorganisation during the statutory consultation.

FURTHER CONSIDERATION

22. The Committee may consider this topic again during this municipal year, depending on the timeline of the statutory consultation.

LEGAL IMPLICATIONS

23. Under Part 6.2 (13) (a) of the Constitution Scrutiny has the following power: 'Once a Scrutiny Committee has completed its deliberations on any matter a formal report may be prepared on behalf of the Committee and when agreed by them the Proper Officer will normally refer it to the Cabinet for consideration.
24. Under Part 4.2 of the Constitution, the Cabinet Procedure Rules, s 2 (3) iv) the Cabinet will consider any reports from Scrutiny Committees.

Anita Bradley, Director of Law and Governance and Monitoring Officer

Background papers: None

Other Documents: None

Contact Officer: Richard Doney
Scrutiny Officer
richard.doney@oxfordshire.gov.uk

December 2025

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CABINET

16 December 2025

Infrastructure Funding Statement 2024/25 and s106 Improvement Programme Update

Report by Director of Economy and Place

RECOMMENDATION

1. The Cabinet is **RECOMMENDED** to
 - a. Consider the content of the Infrastructure Funding Statement 2024/25 (Annex 1)
 - b. Approve the publication of the report onto the Oxfordshire County Council website
 - c. Delegate authority to make any minor amendments to the report prior to its publication to the Director of Economy & Place in consultation with the Cabinet Member for Place, Environment and Climate Action
 - d. Note and comment on the update provided on the S106 improvement programme (Annex 2)
 - e. Note the recommendations from the Place Overview and Scrutiny Committee in paragraph 20 of this report

Executive Summary

4. Local authorities are required to produce an Infrastructure Funding Statement (IFS) on an annual basis in accordance with Schedule 2 of the Community Infrastructure Levy Regulations 2010 (as inserted by the 2019 regulations).
5. The Infrastructure Funding Statement is a statutory statement of fact to be reported annually, by 31 December each year on developer contributions secured, spent and received during the previous financial year, 1 April 2024 – 31 March 2025.
6. After consideration by Cabinet in December 2025, the Infrastructure Funding Statement for 2024/25 (see Annex 1) will be published on the authority's website and shows:
 - a) The schemes that have and are being delivered using developer funding

- b) The number of new planning obligations secured in 2024/25 for developer contributions.
- c) The amount of developer funding spent on projects in 2024/25 - £30.3 million
- d) The amount of developer contributions received in 2024/25 - £37.8m
- e) The total held funding across all years - £269.3m
- f) Future service priorities to be funded either in full or part from developer contributions include new schools, school expansions and transport Infrastructure.

7. The projected spend for future years is set out in the table below:

S106 ANALYSIS				
S106 Analysis	2025 / 26	2026 / 27	2027 / 28	2028 / 29
	£'000s	£'000s	£'000s	£'000s
Pupil Places	43,935	23,007	16,422	2,262
Major Infrastructure	13,539	16,966	20,116	2,843
Highways Asset Management Plan	447	1,518	700	700
Property & Estates, and Investment Strategy	1,518	503	350	1,995
ICT	0	0	0	0
Passport Funding	300	1,495	0	0
Vehicles & Equipment	537	0	0	0
Earmarked Reserves	0	0	0	0
TOTAL	60,276	43,489	37,588	7,800

- 8. The recently agreed £27.5 million of accelerated s106 schemes reported to Cabinet in October 2025 have yet to be incorporated into this projection as they are currently being profiled. The s106 improvement programme will also bring forward a further tranche of accelerated schemes during 2026 which will add further to projected spend in 2026/27 – 2028/29.
- 9. This report also includes an update on the s106 Improvement Programme (see Annex 2) further to the report considered by the Place Overview and Scrutiny Committee in April 2025.

Infrastructure Funding Statement 2024/2025

- 10. Local authorities are required to produce an IFS on an annual basis in accordance with Schedule 2 of the Community Infrastructure Levy Regulations 2010 (as inserted by the 2019 regulations).
- 11. The reporting period is the previous financial year, so this statement covers the period 1 April 2024 to the 31 March 2025. The purpose of the Statement is to give policy makers and communities better insight into how developer contributions are supporting new development and local infrastructure priorities.
- 12. The report is broken down into different sections highlighting examples of schemes delivered within 2024/25 and setting out priorities for future funding.

Appendices detail all projects funded within the financial year, new planning obligations entered into; contributions received; a summary of funds held.

13. The Infrastructure Funding Statement for 2024/25 is available as Annex 2.

Future funding priorities

14. The report identifies future service priorities to be funded either in full or part from developer contributions. These priorities include new schools, school expansions and transport infrastructure, including funding for local cycle and walking infrastructure plans.

S106 Improvement Programme

15. Over the past six years, the Council has spent more than £155 million of S106 funding, with £133 million directed towards education projects. During the same period, the Council has received over £308 million in new S106 contributions. Due to the nature of S106 agreements and the extended period over which funding is collected for individual projects, some build-up of funding should be expected. However, over the medium term, income should match expenditure. The need for a step-change in the structured approach to fund management and scheme delivery is therefore clear. The S106 Improvement Programme was established during 2024/25 in order to improve data integration and programme management, provide transparency on held funds and future priorities, and ultimately accelerate delivery of infrastructure.
16. An update on the improvement programme was provided to the Place Overview and Scrutiny Committee in April 2025. This set out progress at that point which included:
 - The establishment of a project and associated funding to accelerate delivery of small-scale S106 schemes
 - The completion of a review of systems & processes, with new standard operating procedures developed, and the delivery of a single view dashboard integrating information from planning, project management and financial systems
 - The establishment of an integrated pipeline and pre-delivery pipeline to facilitate the identification and prioritisation of capital projects across the board
 - The establishment of a longer-term project to map out strategic sites and infrastructure needs and align infrastructure planning with Local Plans and development impact
17. The current phase of the programme running to December 2025 includes:
 - The release of funding for the accelerated delivery of small-scale S106 schemes

- A full reconciliation of schemes and agreements to clarify status for future acceleration phases or reallocation
 - Development of a prioritisation tool to improve transparency and consistency of decision making
 - Establishment of upgraded governance and accountability arrangements
 - Further data validation and cleansing activity
18. Due to a combination of projects coming on stream and focus on accelerating delivery of held S106 monies, the Council is projecting to spend c.£60m of S106 in 2025/2026 mainly through delivery of major education and transport projects. In recent years, the County Council has typically delivered around £25m of S106 monies in any given year meaning that the projection for 2025/26 is a significant increase in S106 delivery.
19. A full programme update was provided to the Place Overview and Scrutiny Committee in November 2025 and is available at Annex 2.

Place Overview and Scrutiny Committee

20. Place Overview and Scrutiny Committee considered the IFS and s106 Improvement Programme Update on 12 November 2025. Two recommendations were made, firstly on the need for engagement with local members when considering local priorities for infrastructure funding and secondly, on the need for urgency and transparency.

Corporate Policies and Priorities

21. Developer funding can be used to support corporate plan priorities providing the schemes that are to be funded meet with the terms of the planning obligation. Examples include, reducing the impact of climate change and protecting the local environment through transport projects referred to above and striving to give every child a good start in life through the provision and expansion of schools.

Financial Implications

22. £269.3 million of S106 contributions were held towards infrastructure projects and public transport on 31 March 2025. Over £154 million (57%) of the total is held towards Education infrastructure, including new schools and school expansions.
23. The capital programme considered by Cabinet in October 2025, forecasts the use of £155 million in planned S106 contributions (held and expected to be received) to fund infrastructure projects in the three-year period 2025/26 to 2027/28. This is considerably higher than in previous years and includes funding towards the delivery of a new secondary school related to the Grove Airfield development. There are also contributions towards infrastructure projects including the A34 Lodge Hill Interchange and the Housing

Infrastructure Fund 1 (HIF1) programme. A further £333 million is secured and is expected to be received in future years.

24. The use of S106 contributions depends on the scale and timing of infrastructure projects being delivered and requiring funding during each financial year. The Accelerated Programme will utilise around £25 million in S106 contributions and more significant use of the funding to support major infrastructure schemes is expected in the longer run. Education contributions, which are a significant element of the overall total, will be held and utilised in line with the pupil place plan.
25. There is extensive permitted house building ongoing across Oxfordshire and further agreements being entered into increasing the forecast level of S106 funding over the medium term. The outcomes of the Improvement Programme will enable a much clearer view of alignment with schemes and the anticipated timeline for future use.
26. The aim of the Improvement Plan is to ensure all funds arising from S106 are appropriately and fully applied. The report highlights where improvements have been made to support the S106 agreement approvals and applications process, and to provide sufficient robustness and rigour to ensure all conditions are applied. This will provide greater transparency and assurance in the management of S106 funds, ensuring they are aligned with Oxfordshire's infrastructure needs while maintaining compliance with legal obligations.

Comments checked by: Verity Royle, Financial Planning and Reporting Manager verity.royle@oxfordshire.gov.uk

Legal Implications

27. S106 Obligations are entered under the Town and Country Act 1990 (as amended) and are paid and/or supplied by developers to enable the council to mitigate the impact of development. Planning permission can be refused where the impact of a development is not appropriately mitigated. A s106 obligation is a contract and there is a legal requirement on the developer and the council to comply with the terms of that contract.
28. The council is required to produce an annual Infrastructure Funding Statement in accordance with Schedule 2 of the Community Infrastructure Levy Regulations 2010 (as amended). This must include information on the amount of Section 106 contributions the council has secured, the amount of s106 contributions spent or allocated, a summary of infrastructure s106 contributions were spent on, and the amount of unspent s106 contributions it holds.

Comments checked by: Jennifer Crouch, Principal Solicitor and LBP (Environmental) jennifer.crouch@oxfordshire.gov.uk

Staff Implications

29. There are no new staffing implications within this report. The report is introducing the Infrastructure Funding Statement, which is an annual, statutory requirement for the council. The work undertaken to produce the report is achieved within existing resources.

Comments checked by: Caroline Bing, HR Business Partner,
caroline.bing@oxfordshire.gov.uk

Equality & Inclusion Implications

30. There are no negative equality and inclusion issues arising from the recommendations of this report. Equality and Inclusion is considered within service areas when strategic plans and business cases are developed.

Sustainability Implications

31. There are no negative Sustainability issues arising from the recommendations of this report. Sustainability is considered within service areas when strategic plans and business cases are developed.

Risk Management

32. There are reputational and financial risks to the Council through publication or non-publication of the report. Publication is a statutory duty. Whilst there are no defined penalties for failing to publish, the reputation of the council could be affected by a failure to publish.

Consultations

33. As the report is a statement of fact no consultations have been undertaken.

Robin Rogers, Director – Economy and Place

Annex 1: Infrastructure Funding Statement with appendices:

App 1	Expenditure
App 2	New Agreements
App 3	Contributions received
App 4	Summary table

Annex 2: S106 Improvement Programme Update: Delivery of Phase 3

Background papers: [Section 106 Update report to Place Overview & Scrutiny Committee, 23 April 2025](#)

[Other Documents:] None

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December 2025

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Infrastructure Funding Statement

April 2024 to March 2025

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1. Introduction

1.1 Welcome to Oxfordshire County Council's Infrastructure Funding Statement (IFS). This document sets out income and expenditure relating to planning obligations secured under Section 106 of the Town and Country Planning Act 1990 (as amended) over the last financial year. It also sets out, amongst other things, the S106 planned expenditure priorities in the future.

1.2 Local authorities are required to produce an infrastructure funding statement on an annual basis in accordance with Schedule 2 of the Community Infrastructure Levy Regulations 2010 (as inserted by the 2019 regulations).

1.3 S106 planning obligations are used to mitigate the impacts of development to make the development acceptable in planning terms.

1.4 The IFS reports on future County Council infrastructure and service priorities expected to be fully or partly funded by S106 contributions.

1.5 The IFS has four appendices:

- Appendix 1: Funded projects for 2024/25
- Appendix 2: New Planning Obligations in 2024/25
- Appendix 3: Developer contributions received but unspent in 2024/25
- Appendix 4: Summary table of funding

2. Summary

2.1 This report, with appendices, details the S106 funding received in 2024/25, projects delivered and future priorities for S106 funding.

2.2 Appendix 1 gives details of the projects that have been funded through S106 during 2024/25. This funding may support all or part of a project, and projects may run across several different financial years.

2.3 Appendix 2 lists the planning obligations entered during 2024/25 and provides a link to the associated planning applications.

2.4 Appendix 3 Gives the details of the funding received in 2024/25 that has not been spent in year.

2.5 Appendix 4 Summarises funding across service areas.

Funding secured across all years expected to be received in future years, includes not just the funding from planning obligations entered in 2024/25 but those signed in previous years. Secured funding not received means the relevant trigger for payment has not yet been reached, e.g. a library contribution may be due before the 500th occupation on a development site but that may not be reached until seven years after the planning obligation has been entered.

3. Policy Context

3.1 On 1st September 2019, amendments to the Community Infrastructure Levy Regulations 2010 came into force which require the County Council to annually publish receipts and expenditure in relation to S106 contributions and CIL.

3.2 These regulations require local authorities to publish an annual infrastructure funding statement.

3.3 As the County Council is not a CIL charging authority this statement will report primarily on S106 contributions plus information on CIL contributions allocated by our Local Planning Authority (LPA) partners, i.e., district councils.

3.4 LPAs may charge CIL and are required to report on receipts and expenditure in their own annual IFS. This is intended to improve transparency and publicise that development is accompanied and mitigated by infrastructure.

4. S106 and CIL definition and Oxfordshire position and process

What is S106?

4.1 Planning obligations under Section 106 of the [Town and Country Planning Act 1990](#) (as amended), are a mechanism which makes a development proposal acceptable in planning terms, which would not otherwise be acceptable. They are focused on site specific mitigation of the impact of development. They may take the form of land, specific works, or financial contributions.

What is CIL?

4.2 CIL is a non-mandatory charge which can be levied by local authorities on new development in their area. It can be an important tool for local authorities to use to help them deliver the infrastructure needed to support development in their area, particularly where strategic infrastructure is required to support growth.

4.3 CIL only applies in areas where a local authority has consulted on, and approved, a charging schedule which sets out its CIL rates and has published the schedule on its website. Most new development which creates net additional floor space of 100 square metres or more, or creates a new dwelling, is potentially liable for the levy.

4.4 Currently, some LPAs in Oxfordshire have adopted a CIL charging schedule, some are in the process of adopting a CIL charging schedule, and

some are continuing to collect just S106 contributions with no plans to move to CIL.

4.5 The table below demonstrates the CIL charging status of the Oxfordshire LPAs and contains links to their published schedules:

LPA	CIL charging status
Oxford City	Adopted
Vale of the White Horse	Adopted
South Oxfordshire	Adopted
Cherwell	Not adopted
West Oxfordshire	Not adopted

Relationship between LPA's and Oxfordshire County Council for S106 and CIL

4.6 The County Council can seek planning obligations to mitigate impact provided they meet three tests set out in Reg 122 of the Community Infrastructure Levy Regulations 2010 (as amended).

4.7 In addition to S106 planning obligations the County Council may also seek and secure CIL from an LPA towards the cost of a project.

4.8 The main source of funding for education is expected to be S106 not CIL.

CIL Funding

The OCC CIL allocations for the reporting period are -

SOUTH - £2,662,961.00

VALE - £2,111,281.25

Projects funded from CIL

South - £2,662,961.00

Didcot NPR3 (Didcot Northern Perimeter Road)	2,662,961.00

Vale - £2,111,281.25

A34 Lodge Hill	966,224.52
Radley Primary School Expansion	561,000.00
Shrivenham Primary School Relocation and Expansion	584,056.73

TOTAL:	2,111,281.25
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5. Contributions received by Oxfordshire County Council

5.1 The County Council is responsible for ensuring the provision of a range of services to our residents. We therefore seek S106 contributions and/or facilities from developments that would have an additional impact on service provision and that impact cannot be met by the current provision, including but not limited to:

- Adult Social Care
- Education
- Fire & Rescue
- Libraries
- Transport
- Waste
- Countryside

5.2 Planning obligations can be in the form of financial contributions, works on or off site and the provision of land.

5.3 Services are also provided by the district councils, such as affordable housing, waste collection and leisure. District councils may seek planning obligations towards their services.

5.4 Local Planning Authorities also consult with other infrastructure providers, including Highways England, the NHS, Police and the Environment Agency, to understand the full infrastructure needs required to mitigate against the impact of a development.

Non-financial contributions

5.6 The County Council may also secure non-financial planning obligations. These may be in the form of land transfers to facilitate the delivery of infrastructure. For example, the County Council may request that a developer transfer land for the delivery of a new school. They may also be in the form of the provision of fire hydrants.

6. Part 1: S106 contributions received

6.1 This part addresses the requirements set out in [Schedule 2 of the Community Infrastructure Levy \(Amendment\) \(England\) \(No. 2\) Regulations 2019](#)

The reported year is from 1st April 2024 to 31st March 2025.

6.2 The legal agreements the County Council entered during the financial year 2024/25 are shown in Appendix 2. Indexation will be applied at the point of payment. These contributions may not yet have been paid to the County Council. They are calculated and requested at agreed trigger points (for example on the commencement of development or when a certain number of occupations is reached). This means that payments could be phased over several years.

6.3 A substantial proportion of the funding received will fund new schools and school expansions to accommodate the increase in school aged children generated by new development. Funding also includes contributions for public transport, highway works, adult social care and library projects, amongst other things.

6.4 There are agreements where there is an option for direct delivery. Not all of these have exercised that option at this stage.

6.5 Where project funding comes from multiple sources or delivery of the project has a long lead-in period there is often a gap between funding allocation and spend.

6.6 The total amount of S106 funding (received under any planning obligations) which was spent in 2024/25 is shown in Appendix 1

6.7 The total amount of funding received but unspent in 2024/25 is shown in Appendix 3

7. Projects delivered/In progress

7.1 The County Council delivered several projects funded either fully or partly through S106 contributions and CIL in the reported year. A selection of those projects is shown below.

Local authority area	Cherwell
Location	Bicester
Project name	St Edburg's CE Primary - Expansion
Project description	Creation of new nursery and KS1 accommodation Project delivered by Oxford Diocesan Board of Education to deliver 210 additional school places
Date opened	September 2024



Image credit: Clews Architects

Local authority area	Vale
Location	Shrivenham
Project name	Shrivenham CE Primary School – Expansion and re-location
Project description	Completion of 1.5 entry primary school creating 315 school places. Project was delivered by OCC
Date opened	April 2024



Local authority area	Cherwell
Location	Banbury
Project name	Blessed George Napier – New Hall and teaching accommodation
Project description	New school hall and teaching accommodation to accommodate additional pupils. Delivery by Pope Gregory MAC
Date opened	September 2024



Image credits: CBP Architects

Local authority area	South
Location	Henley Library, Ravenscroft Rd, Henley-on-Thames RG9 2DH
Project name	Henley library refurbishment
Project description	Complete refurbishment of the library space, including flooring, walls, heating, lighting and full replacement of all furniture including moveable shelving to increase capacity of the site, study and workspaces with power point and a meeting pod for hire.
Date opened	April 2025



Local authority area	South Oxfordshire
Location	Goring Library
Project name	Goring Library Refurbishment
Project description	Goring library had a complete refurbishment of the library space with the focus on expanding the well-used children's area as well as making the space fully adaptable for a variety of community activities. Powered working spaces and new book stock for customers were also provided.
Date completed	November 2024





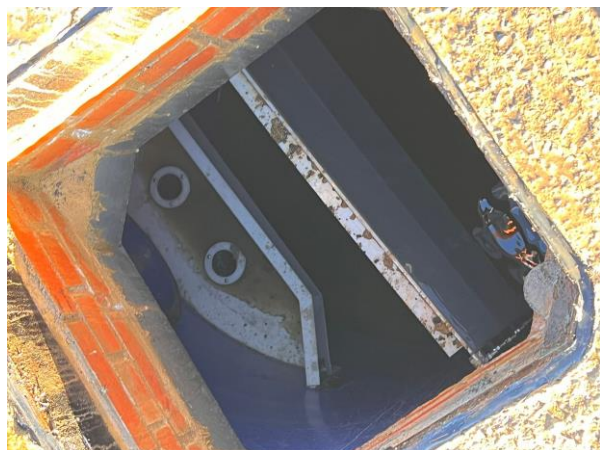
Local authority area	Vale of White Horse District Council
Location	Wantage
Project description	<p>Wantage and the surrounding area has seen significant growth in the delivery of new homes, with up to 1,500 homes currently being delivered at the Kingsgrove housing development.</p> <p>Known officially as King Alfred Way, the new road extends between the A417 to the east of Wantage (West Locking junction) and the A338 to the north of Wantage (Mabley Way/A338 Roundabout). It also provides the Kingsgrove housing development with direct access to both the A338 and A417 carriageways.</p> <p>King Alfred Way comprises three sections. Sections one and two were delivered and funded by the housing developer, St Modwen. Section three was constructed by Galliford Try on behalf of Oxfordshire County Council. The new road not only provides direct benefits to the Kingsgrove development but has also resulted in the following wider benefits:</p> <ul style="list-style-type: none"> • Improved air quality in central Wantage by reducing traffic congestion • Essential relief to Wantage town centre and surrounding road junctions by creating an alternative 'bypass' route • Improvements to the pedestrian and cycle environment, by providing high-quality pedestrian/cycle facilities <p>Construction of the County Council's section of the scheme began in Autumn 2023 and was completed in late Summer 2024. The entire road was opened to all users on 5 December 2024.</p>
Current stage	Completed Summer 2024 and opened to all users 5 December 2024



Local authority area	Cherwell
Location	Banbury
Project name	Frontier Park North
Project description	New bus passenger waiting facilities. This scheme fully funded the provision of two bus shelters, and the associated bus stop poles with integrated information panels.
Date completed	24/25



Local authority area	Cherwell
Location	Alkerton HWRC
Project description	Improvement to drainage works to enable full use of the car park
Date Completed	24/25



Local authority area	<u>Cherwell</u>
Project Name	<u>Cherwell Valley Greenway</u>
Project description	<p><u>A project to stone-surface two sections of the bridleway between the Ardley Road and Trow Pools Nature Reserve. This is a first phase of the greenway scheme and will be complemented by the middle section being completed in remainder of 2025</u></p> <p><u>Photos below are of the section south or Ardley ERF site showing the works progression</u></p>
Date completed	<u>March 2025</u>



Local authority area	<u>West Oxfordshire District Council</u>
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Project Name	<u>Lower Windrush Valley</u>
Project description	<u>Photos below are of work at Rushy Common and Standlake Common</u>
Date completed	2025



One of the Grass snakes found at Rushy Common. Photo credit Denis Kennedy



Cutting back vegetation and reeds using a remote mower to help manage Standlake Common Nature Reserve in the Lower Windrush Valley.



The clearance work completed. The bird hide at Standlake Common now has better views over the lake

Adult Social Care – projects in progress or completed in 2024-25

Local authority area	Vale of White Horse District Council & South Oxfordshire District Council
Project Name	Poppy Meadows Extra Care Housing
Project description	80 units of Extra Care Housing (ECH) for people over 55 years of age.
Date completed	24/25



Local authority area	Countywide
Project Name	Fleet replacement –electric vehicles
Project description	Sustainable transport to and from adult community support centres
Date completed	24/25



Contributions received but unspent 2024/25 - Appendix 3

8.1 No S106 monies were used to repay any money borrowed.

8.2 S106 funding is allocated towards infrastructure or service delivery projects which may be:

- dependent on the delivery of cumulative housing sites to trigger demand.
- dependent on other funding mechanisms to support delivery.
- dependent on other processes to complete prior to project delivery, for example the transfer of land.
- large single projects for which delivery is already underway but for which funding has not yet been drawn down.

7. Part 2: Funding priorities for 2025/26 and future years

9.1 The information in this section outlines some key County Council service future funding priorities. Each service's statutory obligations are explained to give context to the infrastructure priorities.

9.2 Infrastructure named below may be wholly or partly funded by developer contributions.

Overview of how priorities are determined

9.3 In alignment with the [National Planning Policy Framework](#), the County Council identifies and plans future infrastructure requirements at a very early stage through the local plan process. These infrastructure requirements are then set in local planning policy, supported by other relevant evidence base and documents such as Infrastructure Delivery Plans.

9.4 All sites usually generate the need for new infrastructure unless existing capacity exists. On strategic sites, the County Council would generally expect the site to generate demand for new infrastructure to mitigate the development itself, such as a new school. The cumulative effect of smaller sites may also trigger the need for new infrastructure including a new school and in this instance contributions from relevant developments will be pooled to fund the project.

9.5 The County Council works collaboratively to develop a joint working approach with our local planning authority partners to ensure provision of infrastructure is adequate for the revised need.

Infrastructure priorities are also guided by up-to-date or emerging policies including:

- Statutory requirements.
- Local plan representations.
- County Council policies, including the Local Transport and Connectivity Plan (LTCP)
- The updated Oxfordshire Infrastructure Strategy (OxIS)
- Growth and Transport Plans.
- Transport planning supporting strategies, which support the Local Transport and Connectivity Plan
- Service business plans.

9.6 The County Council is developing a pre-delivery monitoring and reporting system for recording all infrastructure pipeline future needs and current projects in development. A prioritisation assessment tool, in line with Cabinet decisions from February, is being developed to support this. The project will clarify demand, funding, and delivery timelines to promote growth.

County Council services overview

9.7 An overview of several County Council service areas involved in infrastructure-related growth matters is provided below. Work is ongoing to develop a prioritised pre-delivery pipeline for a more strategic, aligned, approach to future development and delivery of infrastructure works across Oxfordshire.

Education

Statutory requirements

9.8 The County Council has a duty to ensure that there are sufficient school places to meet the needs of the population now and in the future. Education provision includes nursery, primary, secondary and sixth form education, and special needs services and facilities.

9.9 The County Council acts as a commissioner of school places, ensuring there are enough places through the expansion of existing or provision of new schools.

9.10 As part of the planning process for new developments, the County Council assesses existing school place capacity against a variety of data sources including estimated pupil yield. If there is considered to be insufficient capacity in local schools to cater for the development, new schools are built, or existing schools are expanded.

Future priorities

9.11 Current projections show that Oxfordshire could require up to 23 new primary and 5 new secondary schools to meet the demands of growth over the next 10 years, as well as expansion of existing schools to meet the proposed scale of new housing growth across the county. These are outlined within our representations to Local Plans developed by our Local Planning Authority partners. The County Council also considers the provision of special educational needs and disabilities (SEND) places and if existing capacity will not be sufficient, appropriate provision will be created. Three new special schools are planned for delivery over the next five years, with another one already completed in January 2024.

9.12 Planning for the delivery of these school projects is firmly linked with the acceleration of housing supply. Officers work collaboratively with our local authority partners to monitor development progress and programme projects to ensure sufficient capacity is available to meet demand. Capital investment necessary for new and expanded schools required because of housing

development is expected to be funded through Section 106 contributions. Where sufficient Section 106 contributions cannot be secured, CIL may also be used.

9.13 School place planning is complex and further information on how the authority meets the demand for school places can be on the County Council's website: [Planning enough school places | Oxfordshire County Council](#)

Future projects relating to already permitted housing development include:

- Valley Park, Didcot – new primary schools, with the first due to open in 2026/7
- Banbury – new primary school and new secondary school
- Heyford Park – expansion of primary and secondary school capacity
- Wallingford - relocation and expansion of St Nicholas CE Infant School
- NE Didcot – secondary school and a further new primary School
- Grove – expansion of Grove CE Primary School as well as a further new primary School
- Special Education provision across the county, including new special schools in Faringdon and Didcot.

Early Years Education

Statutory requirements

9.14 Local Authorities are required to secure sufficient early years and childcare provision (Childcare Act 2016; Childcare Act 2006; Children and Families Act 2014; The Local Authority (Duty to Secure Early Years Provision Free of Charge) Regulations 2014); The Local Authority (Duty to Secure Early Years Provision Free of Charge) (Amendment) Regulations 2016; The Childcare (Early Years Provision Free of Charge) (Extended Entitlement) Regulations 2016)

9.15 Sufficient childcare means securing the right type and volume of provision, as far as is reasonably practicable, for working parents, or parents who are studying or training for employment, for children aged 0-14 (up to 18 for a disabled child).

Sufficient early years provision means families being able to access their free entitlement for qualifying 2, 3 and 4-year-old children.).

9.16 From April 2024 the free entitlements started to increase for children in working families, starting with 15 hours a week for 2-year-olds and extending to include children from the term after they turn 9 months old in September 2024. The entitlement for these groups will extend to 30 hours per week from September 2025.

9.17 Early years education providers include nurseries, childminders, preschools, and playgroups. All registered childcare providers who care for children from 0 - 5 years old must comply with the Early Years Foundation Stage and register with Ofsted.

9.18 The County Council has an additional statutory duty to ensure there is enough childcare for working parents. This covers children 0 – 14-year-olds (19 years for children with SEND) and includes out of school provision such as holiday clubs and after school clubs.

Future priorities

9.19 New housing developments impact on the availability of free early education and childcare places in the county, the County Council therefore requires all new primary schools to include nursery provision. Where existing schools are being expanded additional early years, places will be created through the expansion of nursery classes or the expansion of places in the private, voluntary, and independent sector including day nurseries and pre-schools. The County Council will also respond to changing government legislation as it impacts on the delivery model in securing these additional places.

9.20 The County Council works to project future demand for places to align with growth and support Local Plans and monitors ongoing demand as development applications come forward. Capital investment necessary for new and expanded early education provision required because of housing development is expected to be funded through Section 106 contributions. Where sufficient Section 106 contributions cannot be secured, CIL may also be used.

Transport

Statutory requirements

9.21 The County Council supports the delivery of safe, reliable journeys, sustainably, while balancing the needs of the assets, network operation and customers using the resources available.

9.22 In response to the climate emergency Oxfordshire County Council has published its declaration, “Climate Action for a Thriving Oxfordshire” setting out our commitment to be a zero-carbon organisation by 2030 and fully playing our part in creating a zero carbon Oxfordshire.

9.23 The County Council has established several transport aims and objectives to address the challenges associated with creating a cleaner, greener, and more sustainable county. The County Council's priorities include:

9.24 Identify, deliver, and promote service interventions and infrastructure that seek to reduce the proportion of journeys made by private car by making the use of public transport, walking and cycling more attractive. Such interventions could include extensions to the route(s) of existing public transport services, operating them on more days per week and /or extending the period they operate – such as earlier in the morning or later into the evening. Easing congestion by removing personal vehicle movements and prioritising bus movements at junctions will also make bus use more attractive. Section 106 is also used on introducing new services and supporting infrastructure into the existing bus network, with a view to improving the access to sustainable travel for all.

9.25 Increase the number of children walking, cycling, or using public transport to travel to school, helping to improve health, increase physical activity and improve air quality.

9.26 Improve public health and wellbeing by increasing levels of walking and cycling, reducing transport emissions, and continually reducing the number of people killed or seriously injured on Oxfordshire’s roads.

9.27 Procure and deliver the County Council’s passenger transport services ensuring not only that the County Council discharges its statutory and discretionary transport duties but that – in partnership with commercial operators – attractive, safe, and sustainable bus services are provided in areas of significant growth.

9.28 Introduce and enhance the passenger waiting environment, including stops and shelters, accessibility points (such as dropped kerbs) to enable equality in access to the bus service network.

9.29 Investment in bus priority has also been a focus of s106 funding, in recent years, where traffic signal-controlled junctions are being modernised to detect approaching buses. This reduces delays experienced by bus services and makes them more reliable and attractive to passengers, one of our key focuses for our Enhanced Partnership.

Future priorities

Planned Schemes from Highways include the following:

9.30 Major projects are a joint ambition for the County Council with our partner authorities and central Government. Key strategic projects will be supported to deliver wider growth ambitions.

9.31 For Oxford, the councils have put forward bold plans to reduce traffic levels across Oxford, and which will tackle congestion, improve air quality and will make bus journeys quicker and more reliable. It will also enable more road space to be reallocated for walking and cycling improvements. Key schemes include traffic filters, a workplace parking levy, Zero Emission Zone and a package of public transport, walking and cycling improvements. The councils aimed to start implementation with a traffic filter trial through an ETRO process in 2024, but this has been delayed due to Network Rail's extended closure of Botley Road in Oxford city centre.

9.32 The Central Oxfordshire Travel Plan has now been approved and provides an update on the Oxford Transport Strategy, aligning it with the recently adopted Local Transport and Connectivity Plan. The Oxford LCWIP is a detailed 10-year plan which sets out how to improve cycling and walking in Oxford. The plan includes a target to increase cycling in Oxford by 50% by 2031 and the evidence of how this is to be achieved.

9.33 In the Vale of White Horse and South Oxfordshire the transport priorities are to deliver major schemes in the Didcot area to support the growth across both district areas. The projects include widening the A4130, Science Bridge (a new bridge over the railway), Didcot to Culham River crossing and the Clifton Hampden bypass. These schemes have high quality walking and cycling routes integrated into them and will allow greater route choice for public transport.

9.34 As well as delivering major multi-modal schemes, we are also focussing on Local Cycling and Walking Infrastructure Plans (LCWIPs). The Abingdon LCWIP and Didcot LCWIP were approved by delegated decisions in February

2023 and December 2023, respectively. We are also working on the the Wantage & Grove and Thame and Wallingford Area LCWIPs with other areas being promoted in the following years for Western Vale, Henly and others. Producing LCWIPs will enable us to focus S106 and CIL spend on schemes contained within them as well as seeking developers to directly deliver schemes where appropriate. We are also taking a comprehensive review of the existing Science Vale Cycle Network to review and add routes, add LCWIP style analysis and promote construction works to form the Science Vale Active Travel Network.

9.35 In the Cherwell and West locality areas, there are multiple infrastructure projects currently under construction or planned, which are partially funded by developer contributions, including Tramway Accessibility Improvements in Banbury, Cherwell Street Improvements and Access to Witney. The larger funding allocations have been used to match fund other funding sources, such as the Housing & Growth Deal and Active Travel Government funding. There is a continuing focus on spending the smaller contributions on identified local development mitigation schemes.

9.36 The County Council is spending S106 monies collected for traffic calming in the village of Drayton. Some of S106 money collected for the traffic calming scheme has gone directly to the Vale of White Horse District Council, via a bi-partite agreement. The County Council will work with the District Council to transfer these funds. The County Council is working with Drayton Parish Councils to identify key areas and schemes to be delivered in the village.

9.37 The County Council adopted an updated Local Transport Plan in July 2022. The updated strategy called the Local Transport and Connectivity Plan (LTCP), to better reflect our strategy both for digital infrastructure and for connecting the whole county.

9.38 The LTCP outlines our long-term vision for transport and travel in the county and the policies required to deliver this. The LTCP vision and policies will be used to influence and inform how we manage transport and the types of schemes we implement.

9.39 The LTCP vision sets out that our goal is to deliver an inclusive and safe net-zero Oxfordshire transport system that enables all parts of the county to thrive. It will tackle inequality, be better for health, wellbeing and social inclusivity and have zero road fatalities or life-changing injuries.

9.40 It sets out that 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.

9.41 The LTCP will be supported by a set of area and corridor strategies which outline how the LTCP vision and outcomes are delivered across the county. They will create more detailed plans that can be used to guide future scheme development, funding bids, support and enable sustainable growth, responses to planning applications and developer contributions.

9.42 The economic and housing growth agenda for Oxfordshire will need to involve the creation of whole, new sustainable communities through 'place making,' rather than just through provision of buildings and roads if it is to be successful. The County Council will continue to work with our local authority partners to achieve this.

9.43 The County Council maintains and develops the County council's Highway Asset Management Plan in line with governments 'Well Managed Highways' guidance and our Local Transport Plan. Programmes of work will be evidence driven using data and local intelligence to ensure a balance of managing the asset and delivering local community needs is achieved.

9.44 The County Council's expenditure on public transport services and infrastructure has increased significantly in the last few years and this is expected to continue. Infrastructure improvements, such as new and improved bus stops associated with development, are also taking place at an exponential level. The continued economic success of the county demands improvements to the bus network and the County Council has been successful in obtaining significant S106 contributions to meet this objective.

9.45 Interventions for enhanced bus services are also being considered for large strategic projects such as the A40 corridor.

Public Transport

Statutory Requirements

9.46 In summary the County Council's legal duty on subsidised buses is to:

9.47 Identify public transport requirements which would not otherwise be met
Once identified, secure appropriate services. As part of this process, councils may consider the funds that are available to them. The County Council is not obliged to subsidise services.

9.48 We are also required by law to:

- Have regard to the transport needs of members of the public who are elderly or disabled;
- Cooperate with other authorities exercising/performing the same function;
- Cooperate with other local authorities regarding school and social care transport, to ensure best value for money for these services when taken as a whole;
- Have regard to the interests of the public and of providers of public passenger transport services.

Current bus funding

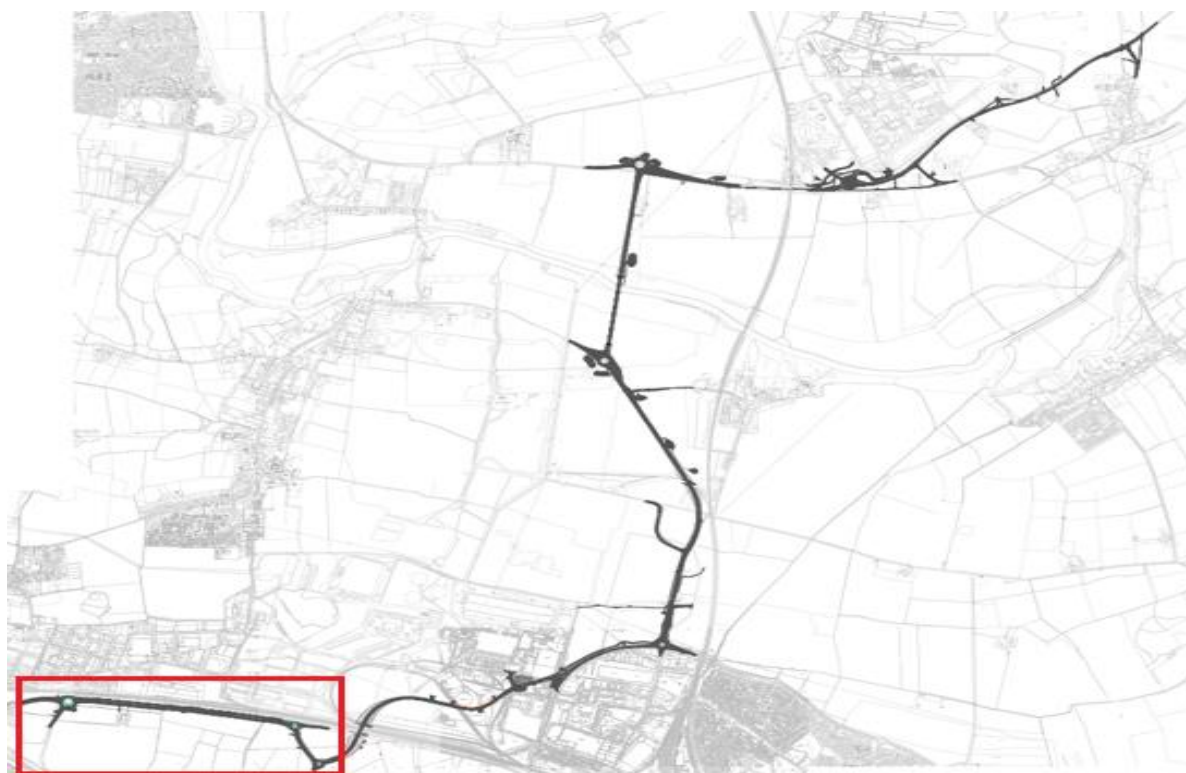
9.49 Bus operators currently receive £4.1 million per year to run services on routes that they may not run if no subsidy was available. With S106 income (property developer contributions) subtracted, taxpayers spend £3.7 million a year to run, or part run uneconomical bus services.

Planned schemes for highways include -

Local authority area	Cherwell
Location	Tramway Road/Station Approach, Banbury
Project name	Tramway Road accessibility scheme
Project description	This scheme will deliver a bus and taxi link past the station to improve bus journey times and improve connectivity, and a new access into the station car park to avoid car trips travelling through one of the most congested junctions in Banbury. These improvements will provide benefit to many residents to the south of Banbury and help to unlock housing growth.
Current stage	Construction
Expected delivery date	Completion expected December 2025

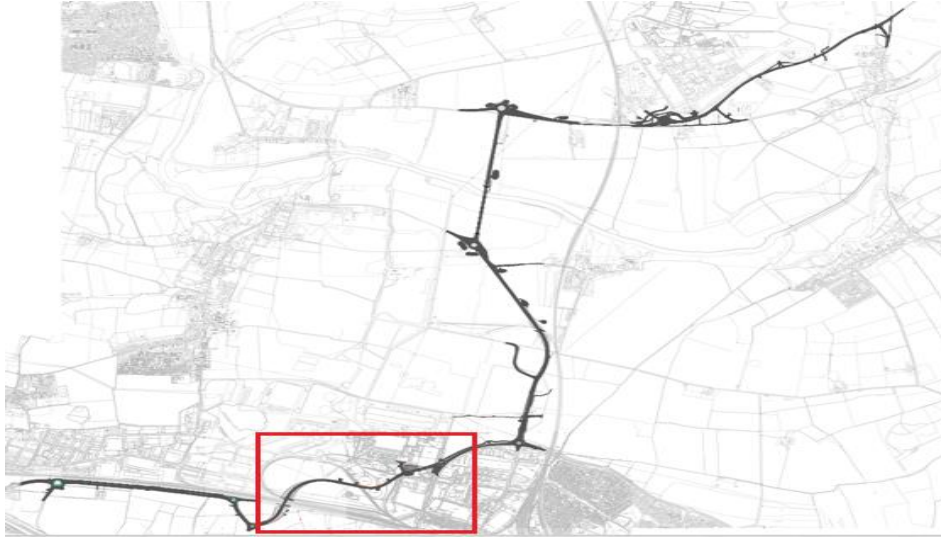
Local authority area	Vale of White Horse District Council
Location	Didcot
Project name	A4130 Dualling
Project description	Dualling the A4130 from the Milton Gate Junction eastwards to the 'old 4130 roundabout' including pedestrian and cycling infrastructure.
Current stage	Preliminary design
Expected delivery date	TBC

Plan of scheme ^[OBJ]



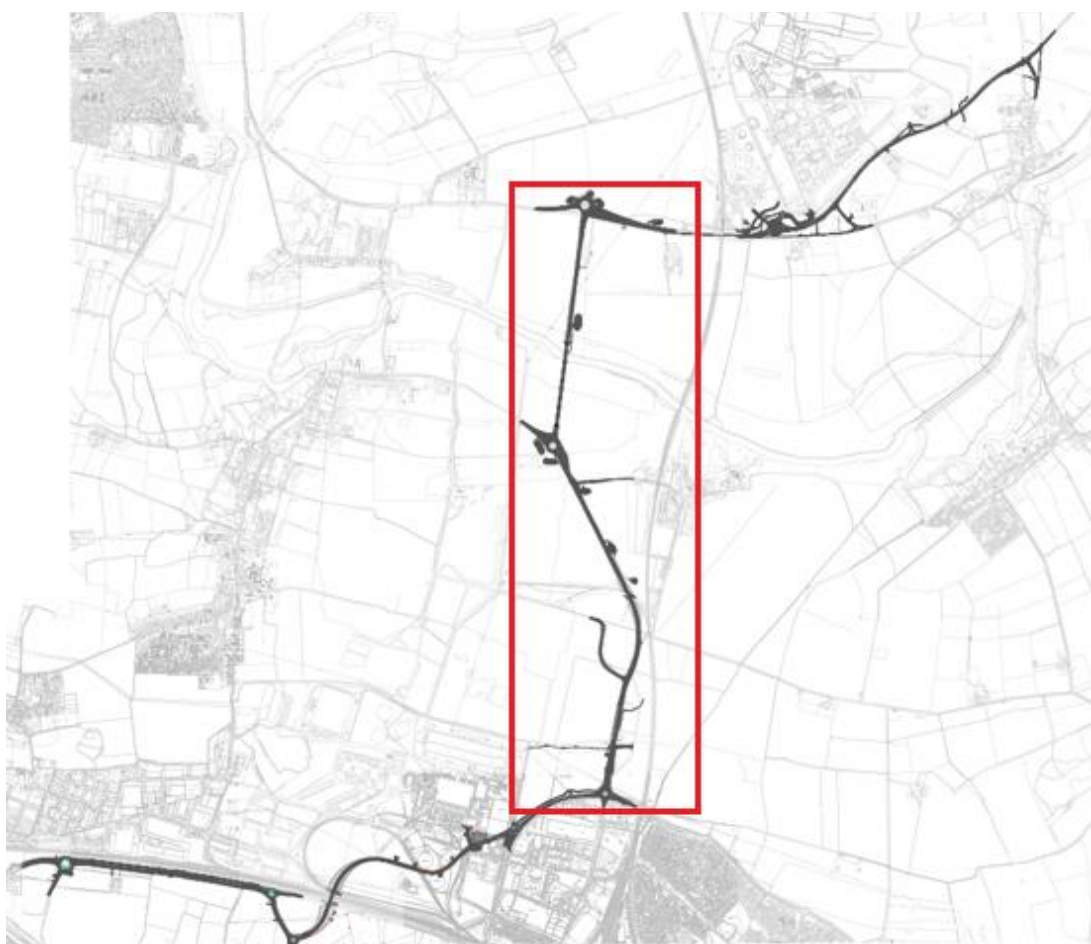
Local authority area	Cherwell
Location	London Road, Bicester
Project name	Bicester, London Road Active Travel Scheme
Project description	Provision of a new cycleway from the junction with the A41 to the level crossing.
Current stage	Preliminary design completed August 2025
Expected delivery date	Construction expected in 2026/27
Local authority area	Banbury

Local authority area	South Oxfordshire District Council/Vale of White Horse District Council
Location	Didcot
Project name	Didcot Science Bridge
Project description	A new road link from the new dualled section of the A4130, over the A4130, Great Western Mainline and Milton Road connecting back to the A4130 north of the Purchase Road roundabout, including pedestrian and cycling infrastructure.
Current stage	Preliminary design
Expected delivery date	TBC



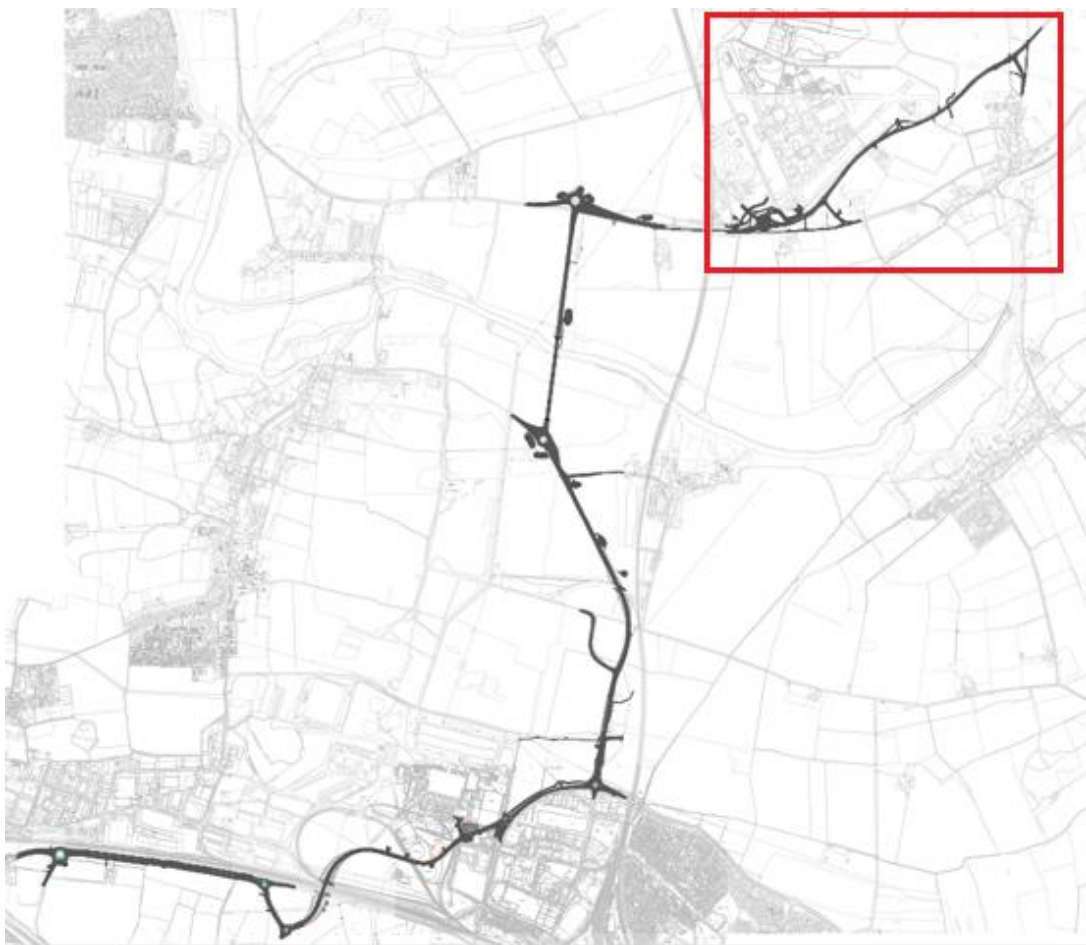
Plan of scheme

Local authority area	South Oxfordshire District Council/Vale of White Horse District Council
Location	Didcot and Culham
Project name	Didcot to Culham River Crossing
Project description	A new road including two new bridges, one over the River Thames and one over a private railway siding, between Didcot's A4130 Northern Perimeter Road Collett Roundabout to the A415 west of Culham Science Centre. The proposal also includes the provision of new and improved pedestrian and cycling facilities.
Current stage	Preliminary design
Expected delivery date	TBC



Plan of scheme

Local authority area	South Oxfordshire District Council
Location	Clifton Hampden
Project name	Clifton Hampden bypass
Project description	Clifton Hampden Bypass-a new road between the A415, Abingdon Road, at the Culham Science Centre and B4015, Oxford Road, north of Clifton Hampden Village. Including the provision of new and improved pedestrian and cycling facilities



Plan of scheme

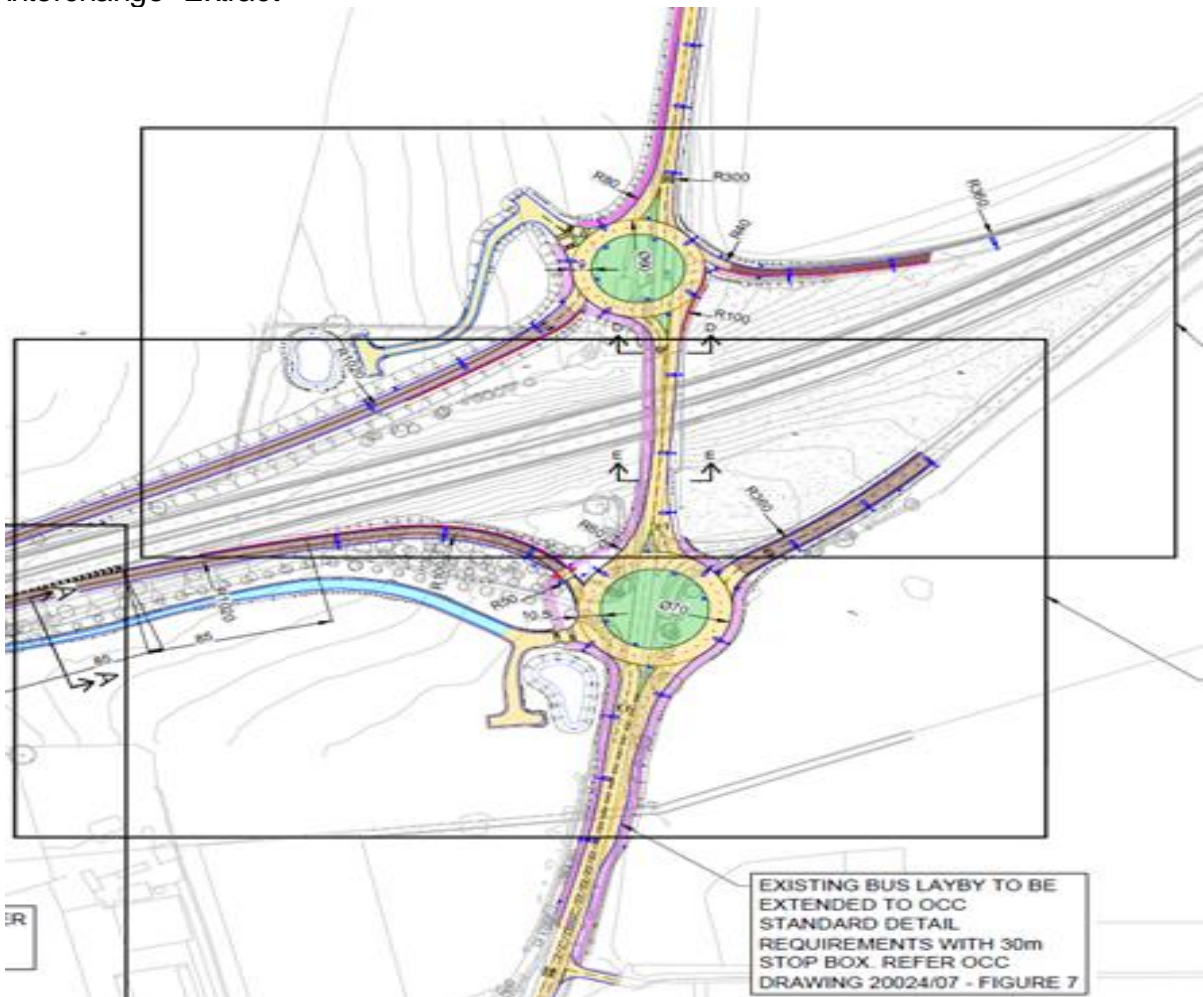
Local authority area	Vale of White Horse District Council
Location	Lodge Hill, Abingdon
Project name	A34 Lodge Hill Interchange scheme
Project description	<p>The A34 junction at Lodge Hill, between Abingdon and Oxford, currently has north-facing slip roads only. The A34 Lodge Hill Interchange scheme will add new south-facing slip roads to the A34, together with an upgrade to the Harwell Southbound Layby.</p> <p>The scheme will improve connectivity to and from the north of Abingdon, avoiding the town centre and making it easier for people to choose walking, cycling or taking public transport as part of their daily routine.</p> <p>Early work to set up the site and prepare the area began in May 2025, whilst excavation and earthworks commenced on 3 September 2025 as part of the construction of new south-facing slip roads at Lodge Hill.</p> <p>Construction is expected to be complete by the end of 2026.</p>
Current stage	Detailed design on track to commence in November 2023 following expected appointment of a design and build contractor




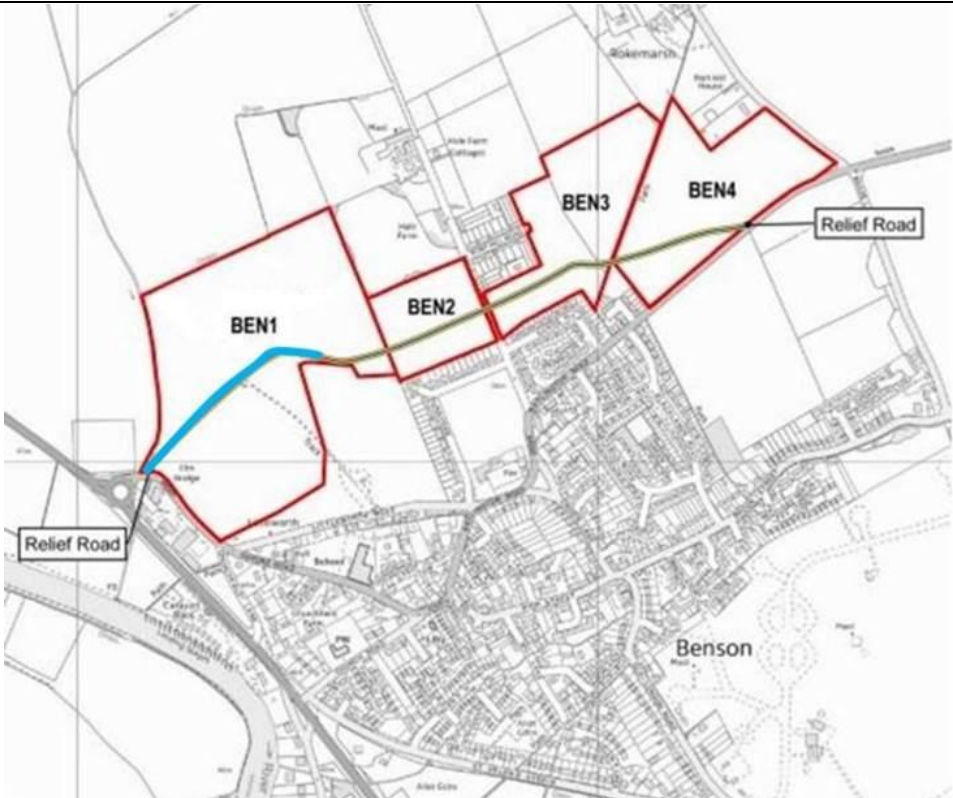
Location Plan



Interchange Extract



Scheme	A40 Access to Witney Scheme
Location	Witney, Oxfordshire
Overview	<p>The A40 Access to Witney scheme will deliver new west-facing slip roads at the A40/B4022 Shores Green junction, improving access between Witney and the A40.</p> <p>The project is designed to enable local and through traffic to join the A40 without travelling through Witney town centre or using the A40/Ducklington Lane junction, helping to reduce overall congestion and improve air quality in central Witney.</p> <p>The scheme also includes new walking and cycling paths and crossings on the B4022 and alongside the A40, providing safer and improved connections between South Leigh, High Cogges, Witney, and the shared path along the A40 to Oxford.</p> <p>These improvements support planned housing growth and offer more sustainable travel options for residents and commuters.</p> <p>Early enabling works began in February 2025, with the Main Civil Works underway since May 2025. Construction is expected to be complete by Summer 2026.</p>
Project photo	

Scheme	Benson Relief Road scheme
Location	Benson
Overview	<p>The Benson area has seen and will continue to see significant housing growth, and investment in the transport network was needed to meet the demands that will be placed upon it in the future.</p> <p>The Benson Relief Road provides the new housing developments north of Benson village with direct access to the A4074 (Elms Bridge Roundabout) and B4009 (west of Braze Lane), whilst also providing an alternative route to passing through Benson village. The scheme will:</p> <ul style="list-style-type: none"> • Help to unlock development sites to the north of Benson village, and support the delivery of around 600 new homes • Reduce congestion through Benson village via an alternative route from the A4074 and B4009 • Capacity improvements at the A4074 / Church Road junction • Provide high-quality pedestrian/cycle infrastructure • Improve air quality <p>The BEN1 section of the Benson Relief Road has been constructed and opened by the County Council (blue line) and Cala Homes (green line) respectively in the plan of the scheme shown overleaf. Construction work for the County Council's section of the relief road began in November 2023 and was completed in December 2024. This section, which connects to Oxford Road, was opened to traffic on 18 December 2024. The BEN2, BEN3 and BEN4 sections will be constructed and opened by housing developers, with construction expected to commence during 2026. The image overleaf shows the four housing developments and the Benson Relief Road route.</p>
Project plan	

Project webpage	Link
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Bus Infrastructure projects

Local authority area	West Oxfordshire
Location	Long Hanborough
Project name	Upgrade bus stops x 6
Project description	Replace old bus stop poles and improve shelters
Current stage	In progress
Expected Delivery date	October/November 2025

Local authority area	Vale of White Horse District Council
Location	Grove, A338 – Williams F1 Roundabout
Project name	Bus stop improvements
Project description	Upgrade bus stop infrastructure and install 2 shelters
Current stage	Completed
Delivery date	May 2025

Local authority area	Cherwell
Location	Sibford Ferris
Project name	Bus stop improvements – Sibford School
Project description	Replace bus stop pole and install shelter
Current stage	Completed
Delivery date	April 2025

Local authority area	South Oxfordshire
Location	Woodcote
Project name	Bus stop improvements
Project description	Replace Tidmore Lane stops and install pair of shelters. Install shelter at West Chiltern bus stop
Current stage	In progress
Expected delivery date	November 2025

Local authority area	Vale of White Horse District Council
Location	Grove
Project name	Bus stop improvements
Project description	Install pair of shelters at Mayfield Avenue bus stops in Oxford Road, Grove.
Current stage	Completed
Delivery date	June 2025

Local authority area	South Oxfordshire
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Location	Chalgrove
Project name	Bus stop improvements
Project description	Install 3 shelters at locations in Chalgrove
Current stage	Awaiting delivery
Expected delivery date	November 2025

Local authority area	Vale of White Horse District Council
Location	Grove
Project name	Bus stop improvements
Project description	Install new stop and shelter at Grove Airfield
Current stage	Awaiting delivery
Expected delivery date	November 2025

Local authority area	Cherwell
Location	Banbury
Project name	Bus stop improvements – Ashridge Close
Project description	Install bus stop pole and shelter
Current stage	Completed
Delivery date	June 2025

Waste Disposal

Statutory requirements

9.50 Under the Environmental Protection Act 1990, the County Council is required to perform the statutory functions of the Waste Disposal Authority for Oxfordshire. This includes arranging for the disposal and recycling of Local Authority Collected Waste arising in the county, which is waste collected by the district and city councils in their role as Waste Collection Authorities, and waste received at Household Waste Recycling Centres (HWRCs). The County Council is required to provide HWRCs in its area where residents may deposit their own household waste free of charge. There are currently 7 of these provided by Oxfordshire County Council.

Future priorities

9.51 Where appropriate, the County Council will require developers to mitigate the impact of housing developments on HWRCs by financially contributing through S106 planning obligations.

9.52 The County Council is currently in negotiations for land to build a replacement site in the north of the county. This will increase the HWRC capacity in the area, accounting for recent and future housing growth, and will incorporate reuse, improving the environmental performance of the site. ~£2.35m of relevant held and secured S106 funds will be put towards the costs (totalling ~£5.15m), and additional funding will be requested from future developments in the area.

9.53 The County Council will also be refurbishing Redbridge HWRC, Oxford. Design work is currently underway to reconfigure the current site to increase capacity and provide an easier, more comprehensive service for residents, as well as improving the environmental performance. ~£1.6m of relevant held and secured S106 funds will be put towards the costs (totalling ~£6.5m), and additional funding will be requested from future developments in the area.

9.54 Oxfordshire's whole HWRC network is aging and at capacity. As well as the two schemes detailed above already agreed by capital board, in line with the HWRC infrastructure strategy published in September 2023¹, the County Council are continuing to collect developer contributions for the remaining sites to expand them where possible, or to replace existing with larger ones where needed. As can be seen above, the cost per site of this is likely to be in the region of £5m+.

9.55 As expansion and relocation of sites will be long term projects, in the short to medium term contributions may be used to enhance the current

1

[HWRC Annex 1.pdf](#)

network through provision of off-site reuse facilities. These help to increase capacity at site as less material is placed in bins, meaning they need to be emptied less often (for H+S reasons residents cannot use bins while they are being changed). Reuse shops also enable local residents to source good quality low-cost goods and support the council's ambitions to move towards a circular economy by keeping goods in circulation for longer. An off-site reuse shop costs ~£750-800k to establish.

[HWRC Annex 1.pdf](#)

Adult Social Care

Statutory obligations

9.56 The County Council provides a range of services including promotion of wellbeing, commissioning care, and managing provider failure, and other service interruptions. We also provide information and advice to vulnerable people and their families and carers and assists with market-shaping, commissioning care and support services for people in need.

9.57 The County Council is principally governed by the [Care Act 2014](#) and the [Health and Social Care Act 2012](#) and applies to the population as a whole, not just those who are eligible to receive care services.

9.58 Although the County Council is not required to own or maintain housing, we do have a responsibility within the Care Act of ensuring that people with support needs are adequately and safely housed and in suitable living accommodation also offering and arranging day services or community-based activities: where linked to accommodation this is usually provided by housing associations or care home providers, with the care or support commissioned by OCC.

Future priorities

9.59 As Oxfordshire's population grows, ages and lives longer there are programmes underway for example Extra Care housing. Other specialist housing demand for residents such as adults with disabilities, which will grow with the rising population. Currently, the County Council ensures that needs are reflected in emerging Local Plan policies and will consider the use of S106 obligations to facilitate delivery as development sites come forward in the future.

9.60 The Live Well Housing Plan 5 year 2025-2030 for specialist and supported housing sets out the priorities for capital investment to enable care and support transformation to be successfully implemented.

9.61 Adult Social Care - future projects in the pipeline for 2025 –26 onwards

Local authority area	<u>Countywide</u>
Project Name	<u>Short breaks service</u>
Project description	refurbishments to accommodation as part of the short breaks service.
Expected completion	March 2026

Local authority area	<u>Countywide</u>
Project Name	<u>Safe space</u>
Project description	Development of care and support for people with urgent complex needs to avoid hospital admission
Expected completion	January 2027

Local authority area	<u>Oxford City Council</u>
Project Name	Oxford Community Support Service
Project description	includes works to incorporate a platform lift into the building to facilitate access to the first floor, additional accommodation to expand the capacity of service user space which will create a holistic and well-integrated adult hub with agile working space
Expected completion	In pipeline

Local authority area	Vale of White Horse District Council
Project Name	<u>Wantage Community Support Service</u>
Project description	Development of multi-functional space and community garden
Expected completion	In pipeline

Local authority area	<u>Abingdon Community Support Service</u>
Project Name	<u>Improvements to access and parking</u>
Project description	
Expected completion	In pipeline

Fire and rescue services

Service overview

9.62 The County Council, in its capacity as the Fire and Rescue Authority (FRA), has statutory duties under The Fire and Rescue Services Act 2004 to make provisions for:

- extinguishing fires
- protecting life and property in the event of fires
- rescuing and protecting people in the event of a road traffic collision
- rescuing and protecting people in the event of other emergencies.

The service operates from 25 fire stations, a headquarters building, a training and development centre, and additional sites providing support services.

9.63 FRAs need to collect information to assess risk in their areas as well as protect the health and safety of their workers. According to the Fire and Rescue National Framework for England each FRA must produce a Community Risk Management Plan (CRMP) that identifies and assesses all foreseeable fire and rescue related risks that could affect its community. The Oxfordshire CRMP is available via this link [CRMP](#)

Future priorities

9.64 Increases in population place additional demand on fire and rescue resources in terms of capital investment, equipment, and revenue budgets for firefighters, officers and support staff. There may be a need to build a new fire station, extend an existing fire station, extend communication infrastructures, or review staffing levels for example.

9.65 Fire hydrant provision forms part of the planning process, as explained earlier in this document. In the future, FRAs are including the use of fire suppression systems, particularly sprinklers, to protect the most at risk and vulnerable in society.

9.66 Currently, the County Council is working with our local authority partners to plan effectively for new or realigned capacity through Local Plans. This ensures that stations are in the right areas and involves engagement with adjoining authorities where demand overlaps county boundaries.

Libraries

Statutory requirements

9.67 The County Council has a duty to provide a comprehensive and efficient library service for everyone who lives, works, or studies in the county under the Public Libraries and Museums Act 1964.

9.68 The County Council is committed to maintaining and modernising its libraries to continue to meet the changing needs of service users and to cope with additional demand brought about by new development.

9.69 Libraries are no longer a place solely to borrow books. They function as a community hub offering services, events, and facilities to cater for a range of community needs.

Future priorities

9.70 The County Council's libraries are updated and improved to cope with additional demand brought about by increasing numbers of users resulting from housing growth.

9.71 Where additional capacity is required, libraries may be extended (or replaced) to allow more public access either by expanding the floor space, or converting existing space from an office, workroom or used as storage.

9.72 Where there is no viability to extend or increase space, libraries may also be reconfigured to:

- allow different types of customers to use them at different types of the day.
- allow them to be used by community groups and/or paying organisations to deliver events.
- replace traditional large enquiry desks with smaller counters with the use of more flexible ICT to increase space for public use.
- increase provision of dedicated workspaces and study areas with new furniture to reflect the increased use of personal devices such as laptops and tablets.
- install technology that will enable library opening hours to be extended.
- install moveable shelving to offer greater flexibility in terms of how the space is used.

9.73 We work with our local authority partners through Local Plans and engagement on specific development applications to ensure that our local

libraries are fit for purpose and expanded and/or improved to meet new demand from growth locations.

9.74 We seek to continually update, modernise and improve our library facilities and services to reflect the changing needs of library users in Oxfordshire including its growing population.

9.75 Future Projects include:

- Henley Library Refurbishment – complete internal refurbishment (to include new layout, movable furniture, books and decarbonisation works. Funded by CIL money and PSDSc3.
- Goring Library Refurbishment – internal refurbishment including recycled shelving, moveable shelves and books. Funded by CIL money.
- Deddington Library (phase 2) – improvements to the outside space at the rear of the building to enable this to be accessed and used by library customers. Planned for 2024-5

Heritage Storage Development Programme

9.76 In June 2022, the County Council approved a new strategy for Libraries and Heritage services. Within the strategy's action plan there was a commitment to review the current network of buildings in line with key emerging County Council strategies (most notably the Property and Assets Strategy, 2022), present budget pressures and future sustainability, local population and housing growth, and environmental considerations. The Heritage service needs to expand its storage capacity to meet ever growing pressures. As the county develops at a rapid rate and there is a legal and strategic duty to collect and preserve key records and artefacts, the current storage capacity has been exhausted and there is an urgent need to address the present pressure and with due consideration to known future requirements.

9.77 A feasibility project is underway to explore options to extend the Museums Resource Centre, delivering enough capacity to relieve current heritage collection storage pressures and deliver a further 25 years' worth of managed expansion space. The project will create an environmental and strategically sustainable solution to the services'/County Council's present heritage storage issues and provide a suitable 'home' for the county's rich cultural heritage for many years to come.

Countryside Access (Public Rights of Way)

Statutory requirements

9.78 Oxfordshire County Council (OCC) manages the legal record and access functions on the public rights of way and access land network. In addition to the statutory functions of recording, protecting and maintaining public rights of way, part of the authority's role includes securing mitigation measures from residential and commercial developments that will have an impact on the public rights of way and access land network to make those developments acceptable. All proposed measures help meet the aims and outcomes of the adopted statutory Oxfordshire Rights of Way Management Plan 2015-2025 (www.oxfordshire.gov.uk/rowip).

Assessments

9.79 All major applications are assessed for impacts and a justification statement submitted to meet the requirements of Community Infrastructure Levy Regulation 122. Proposals have a desk assessment to both assess the current situation and look at how public use could be protected and enhanced. With the development site at the centre, the logical and realistic public rights of way network likely to be affected is considered along with the range of measures needed to provide mitigation against the impacts of the development. In most cases it is the size and location of the development, access to the surrounding countryside and key access roads serving the development that are the key drivers.

9.80 Proposed measures are then costed to come to an estimated total request. They are not based on a standard formula or any other kind of per-dwelling or per- m2 tariff system. The reasonable financial contribution will enable the Countryside Access Strategy Team to plan, negotiate and deliver improvements with third party landowners in a reasonable time and under the Rights of Way Management Plan aims. The contribution is always index-linked and subject to a minimum 10-year longstop.

9.81 The contribution is spent on improvements to the public rights of way in the vicinity of the development – in the 'impact' area connected to the site, in its vicinity and up to 1-2km from the site. Primarily this is to improve the surfaces of rights of way to take account of the likely increase in use by residents of the development as well as new or replacement structures like gates, bridges and seating, sub-surfacing and drainage to enable easier access, improved signing and protection measures such as anti-motorcycle barriers. New short links between existing rights of way and entirely new public

rights of way or upgraded routes (e.g. footpath upgraded to bridleway to enable horse riding or cycling) may be included depending on circumstances.

- For typical countryside access schemes, the following demands are likely to be placed on the available funds – depending on the specific situation:
- Site and habitat surveys & assessments
- Landowner negotiations and agreements
- Admin processes e.g. consultation, project management
- Legal processes e.g. temporary works closures, creation agreements, and contracts
- Materials, plant & equipment, works
- (staff/contractor) Contingency/Snagging and Ongoing quality standard

Offsetting the impact of Climate Change

9.81 This overarching public rights of way 106 programme makes it possible to plan and deliver improvements and extensions to public rights of way so that more active travel (non-car) journeys can be made for local journeys and leisure. Existing routes will be made easier to use for non-motorised users and new links will better join up users and local communities. Improved drainage and surfacing will help mitigate weather and climate instability by providing a more robust path able to be used for more of the year. Schemes may also include hedge, tree and shrub planting and other natural infrastructure that can help mitigate adverse weather impacts, help store CO₂, help address OCC's biodiversity duty and add to landscape and wildlife infrastructure.

Challenges

9.82 Secured funds may only be spent in support of public rights of way schemes identified in the s106 and other agreements. No additional Oxfordshire County Council funding is normally requested or available. The Access Strategy & Development Team has the flexibility to use smaller scale specialist contractors and where appropriate partner organisations (such as Sustrans, Trust for Oxfordshire's Environment etc), community and volunteer groups to gain value added.

9.83 Although most public rights of way are highways maintainable at public expense, most schemes on public rights of way will involve securing the agreement and cooperation of the landowner over which the public right of way runs, especially if upgrades are proposed or storage/disposal of material is needed. Experience shows us that securing this landowner agreement is specialised and sensitive work which is time consuming and is usually the biggest barrier to successful scheme delivery.

Future priorities

9.84 Work continues to protect public rights of way and integrate them into new developments. By improving procurement and landowner negotiation efficiencies the Team hopes to increase spend across the county.

Other Services

9.85 Other County Council services which may be required because of growth include economic development; archaeology; green infrastructure and sustainable drainage systems. This list is not exhaustive. As planning obligations for these services are sought, they will be reflected in future editions of this document.

S106 Improvement Programme Update: Delivery of Phase 3

This report has been produced to accompany the Infrastructure Funding Statement for 2024/25 in recognition of the role the programme plays in the delivery of improvements for the management of S106 funding and the planning of delivery of the Council's Infrastructure Programme

Executive Summary

1. This paper provides an update on the delivery of Phase 3 of the S106 Improvement Programme for Oxfordshire County Council. The report outlines the programme's purpose, progress, and next steps on the management of Section 106 (S106) planning obligations funding and associated processes.
2. The S106 Improvement Programme, running for 18 months, was initiated following internal and external reviews that highlighted the need for improved management of S106 funds. The programme is structured in phases, with Phase 3 focusing on governance, funding strategy, and accelerated delivery, aiming to embed new processes and transition improvements into Business as Usual (BAU).
3. Progress highlights of phase 3 include:
 - **Accelerated Delivery:** A business case was presented to Cabinet (October 2025) to approve 33 schemes across North, Central, and South planning areas, supported by a £4m capital investment to unlock £20m in S106 funding. The total value of schemes is £27.5m.
 - **Reconciliation:** Circa 200 schemes and 800 legal agreements have been reviewed to clarify their status (completed, live, in development, or no longer required) and to find opportunities for acceleration or reallocation to corporate priorities.
 - **Data and Systems:** A new Members Dashboard (version 2) is launching, and a senior systems accountant has been recruited to support data cleansing and integration across planning and financial systems.
 - **Prioritisation Tool:** A capital funding prioritisation calculator has been developed and is being tested for wider organisational use.
 - **Governance and Accountability:** The programme is embedding clearer structures for managing developer contributions, including a RACI matrix for negotiation and fund allocation, enhanced audit trails, and alignment with capital governance frameworks.
 - **Data Validation and Cleansing:** Efforts are ongoing to improve data quality and integration across key IT systems, supported by a cross-functional data working group and new dashboards for data quality and project tracking.

Background and Context

4. The S106 Improvement Programme has been underway for 18 months, initiated in response to internal recognition of the need for improvements in managing S106 funds. A Planning Advisory Service review completed in 2023 set out a series of recommendations, which were further endorsed by an external consultancy review in November 2024. This constituted Phase 1 of the programme. The recommendations from both assessments were combined, leading to the establishment of a phased programme (Phase 2) to deliver several key priorities, including:
 - Establishing a structured, cross-organizational approach with director-level leadership and oversight.
 - Launching an initial accelerated delivery programme to address the legacy of small-scale Section 106 schemes, including the creation and update of business cases.
 - Conducting a detailed review of data systems and processes, resulting in the production of a single-view members dashboard that integrates information from planning, project management, and financial systems.
 - Delivering an early integrated pre-delivery pipeline to help the identification and prioritization of capital projects across the board.
 - Undertaking a comprehensive review of S106 agreements to re-baseline schemes as “identified use” or “committed,” and reviewing other agreements for flexibility where previously identified uses are no longer priorities.
5. Progress on Phase 2 was reported to the Performance Overview and Scrutiny Committee in April 2025.
6. Phase 3 of the programme was subsequently developed to combine improvement delivered so far and move to realise the benefits established. The Phase 3 work streams include:
 - Accelerated Delivery
 - Governance and Accountability
 - Data Validation & Cleansing
 - Dashboard Development
 - Pre-Pipeline Register
 - Strategic Spatial Planning
7. Workstreams launched in October 2025 include:
 - Updated arrangements for monitoring and compliance
 - Review of developer negotiation and agreement approach
8. This report provides updates and plans for these work streams.

Summary of Phase 3 Programme and Deliverables October 25

Accelerated Delivery

9. The S106 Accelerated Delivery project aims to accelerate delivery of minor transport schemes through an accelerated programme of works during 2025/26-2027/28 and to learn from the initial project to establish proposals to develop a further programme of accelerated schemes for the future.

Summary of Progress

10. In October 2025 Cabinet approved 33 schemes (6 are development only, and 27 schemes include construction) which span across the North, Central and South place planning areas. £4m corporate funding, approved as part of the 2025/26 budget, will be used to unlock the spend that will be funded by approximately £20m S106 funding. After taking account of all funding sources, the total value of schemes approved by Cabinet in October 2025 is £27.5m.

11. An outline of schemes and locality is provided below

Analysis by District - Combined Programmes (Accelerated Delivery/s106 Transport Corporate Funding)				
District	Secured	Held	s106 TCF (£)	Total (s106 + s106 TCF)
Central	£0.00	£206,141	£0.00	£206,141
Cherwell	£8,109,843	£6,860,869	£730,000	£15,700,712
South	£75,000	£1,011,027	£765,000	£1,851,027
Vale	£0.00	£2,823,730	£2,041,515	£4,865,245
West	£853,182	£3,634,749	£210,000	£4,697,931
<i>Programme Contingency</i>			£253,485	£253,485
Programme Funding Totals	£9,038,025.54	£14,536,518.03	£4,000,000.00	£27,574,543

Next Steps

12. Next steps for the acceleration include:

- Establishing a reporting process to capture and report Tranche 1 delivery progress into the S106 Programme Board. This will provide oversight and transparency as schemes transition into Infrastructure Business-as-Usual (BAU), with governance and reporting mechanisms.
- To use learning from Tranche 1 to prove the accelerated approach as a practical delivery route, informing the design and structure of Tranche 2.
- Develop criteria for schemes suitable for the accelerated delivery route, to ensure consistent assessment and readiness standards.

Annex 2

- In parallel, scope and develop a secondary delivery route for minor works, enabling an annual rolling programme that can be delivered alongside major schemes.

Governance and Accountability

13. This workstream will, as part of the end-to-end sub process reviews, clarify responsibility for S106 and other developer contribution processes across the relevant departments creating a responsibility and accountability matrix and standard operating procedures. This will enable a central oversight function to monitor allocation and expenditure with introduction of regular reporting mechanisms to track progress and flag delays.

Summary of Progress

14. Progress has continued this period, focusing on embedding structure and transparency in how developer contributions are managed across the organisation. The fund allocation process and associated assessment scorecard have now been finalised, supported by enhanced oversight through an updated reconciliation process and a revised risk assessment.

15. A policy review on Deeds of Variation has begun to ensure compliance with legislation and alignment with evolving planning obligations.

16. Systems are being developed to capture audit trails around fund movements, improving traceability and accountability for S106 agreements.

17. Work has begun to align S106 processes with the new capital governance framework, ensuring that S106 is recognised and utilised as a key funding source within the broader capital planning process.

18. Next steps for the governance and accountability improvement include:

- Embedding governance mechanisms to ensure service areas are responsible for providing regular project updates, enabling central oversight and more accurate programme forecasting.
- Developing workflow and task management structures to introduce greater efficiency and visibility across the funding lifecycle.
- Introducing a revised negotiation framework using data-driven insights to enable more structured and evidence-based negotiations with developers.
- Developing a revised cost model to improve transparency and ensure that project budgets reflect true delivery costs—reducing pressure on corporate fund top-ups.
- Reviewing the use of clauses to ensure obligations remain achievable, proportionate, and aligned with Local Plan objectives.
- Introducing structured frameworks for the use and enforcement of Section 278 agreements, ensuring consistency in approach and compliance with policy.

Annex 2

- Engaging developers to promote a more collaborative, transparent, and community-focused approach to the negotiation and use of development contributions.

Data Validation & Cleansing

19. The Data Validation and Cleansing workstream is aimed at setting up clear data governance procedures including ownership and accountability for data at all sections of the planning pathway, as well as providing technology tools to enhance management, for example automated exception reporting when schemes are out of tolerance. Once complete, it will create a robust data foundation to support streamlined processes, improved reporting, and a significant reduction in offline and manual working practices. This represents a critical step toward achieving consistency, transparency, and operational efficiency across the full lifecycle of S106 agreement management.

Summary of Progress

20. Work has continued in this phase to improve the under-pinning data quality and data alignment across four key IT systems. Work has also continued at aligning system processes and recording practice across teams. Further work is needed to fully align current process to the new integrated and interdependent ways of working.

21. A cross functional data working group has been stood-up and is now supported by a newly built data-quality dashboard. The dashboard includes reports that highlight critical data integration issues or data gaps. In this phase, new reports were developed related to the updates in the members dashboard i.e. projects in delivery and their associated S106 funding allocations.

22. A new corporate systems accountant role was recruited to in August 2025. This officer has started detailed discovery work, assessing how the financial dataflows between our corporate finance system and line of business systems work now. They will move on to redesign financial flows to enable the automation of; transfers of financial data in and out of the corporate finance system; financial reporting; and reconciliations across the four systems. The work to date has highlighted gaps in the data held in our systems, which will require changes to our systems, as well as further data cleaning work required. Work is ongoing with teams that run these systems and feeding into the cross functional data working group.

Next Steps

23. Next steps for this workstream include:

- Concluding data completeness and validation testing on the new reports being made available in the Members dashboard release 2: Projects in delivery funding, future spend profile and Pre-delivery pipeline reports.

Annex 2

- Moving current off system working into our core systems, and introduce additional systems where needed, including income reconciliation spreadsheet (planning to corporate finance systems), capital income funding allocations, IFS reports, notifications of funding allocation changes.
- Automate the developer contribution billing and cash receipting process within the planning system

Reconciliation

24. In August 2025, a reconciliation project was launched to review all S106 schemes and agreements to understand status of delivery and to improve the alignment of legal, financial, and planning records related to developer contributions.
25. The reconciliation when considering status has included; whether schemes are already delivered using alternative capital funds (for example external grant), live (in delivery); awaiting delivery, or no longer required.
26. Reconciling the legacy of S106 agreements is a complex process that demands significant data entry and validation. Currently, the council lacks a single system that provides a complete and accurate record of S106 agreements from inception to completion. As a result, the data collected for scheme reviews requires extensive cleaning before it can be properly analysed. These challenges are being addressed through the above data validation and cleansing project with activities outlined above.

Summary of Progress

27. A taskforce with representatives from each service area has been established. This group has conducted a desktop review to assess the status of schemes, confirming which are delivered, live projects, awaiting delivery, or currently unknown. Nearly 200 schemes and 800 legal agreements have been reviewed with ambition to define status (completed, live, in development and no longer needed). The process is also assessing opportunities for appropriate reallocation to meet corporate priorities funding such as the Cowley Branch line and SEND school programmes, where this flexibility exists within agreements.

Next Steps

28. Next steps for this workstream include:
- Completing Desktop Reviews: All service areas, except Transport, are needed to finish their desktop reviews by the deadline of 3 November 2025.
 - Initiate Onsite Audit Checks: Once desktop reviews are complete and the status of all schemes is clarified, schemes that have reported unknown will likely undergo an onsite audit, to verify whether schemes have been delivered but remain unclosed.

Annex 2

- Continue Legal Reviews: Where additional schemes are identified as no longer required or already delivered, legal review will examine flexibility and options.
- Assess Pre Delivery Portal Data: Plans are in place to analyse the latest information received to update scheme statuses, confirm undeliverable schemes, clarify timelines, explore barriers, and minimise the number of schemes requiring further officer review, especially where recent updates have already been made. Additional candidate schemes for the acceleration project should come out of this process.

Dashboard Development

29. The [Planning application and S106 Funding Dashboard](#) is a key component of the wider S106 Improvement Programme, the ambition is

- a. to democratise access to S106 data for stakeholders;
- b. integrate disparate systems into a single, unified reporting platform;
- c. enhance transparency, consistency, and efficiency in the management of developer contributions.

30. The dashboard brings together financial, planning, and project data into a real-time, interactive interface that supports informed decision-making. Phase 1 of the dashboard development was successfully completed in June 2025, marked by the launch of Release 1 of the Members Dashboard.

Summary of Progress

31. Work has progressed on developing out the existing Members dashboard (release 2) to meet member requirements. In addition, a Data Quality dashboard has been created to support the data validation workstream, provide reports to support the reconciliation workstream, as well as requirement gathering for the operational dashboards for planning obligation tracking.

32. To improve reporting reliability and capability the underpinning data model has been redesigned and moved onto dedicated enterprise capacity.

33. Release 2 of the members dashboard has been completed in the development environment ready for release on 31 October 2025. Updates will include:

- a new section on pre-delivery pipeline, including barriers to delivery
- projects in delivery - information has been expanded to include timeframes, status, S106 funding allocation, links to live website project details
- travel plan funding has been included

The dashboard will undertake validation and data completeness checking ahead of publishing.

Annex 2

34. The data quality dashboard has been set up and is continuously being updated to support project work streams, or to highlight data quality issues that are impacting the insight provided via the dynamic dashboards.
35. Sessions have been held with operational teams to understand information gaps and requirements for an internal operational officer dashboard. Building of draft reports are in progress, as well as re-platforming existing planning obligation reports. The data quality work has taken priority to ensure the published dashboards are and remain a reliable source of information for all users.
36. Work has started to migrate the mapping component to ArcGIS to enhance the level of detail and insights available in the dashboard reports. These dashboards will be a first use case of Geographic Information System (GIS) integration into live business intelligence tool reports, in this case using Power BI. The project team is working with the council's GIS team to complete robust testing and design.

Next Steps

37. Next steps include:

- Member Dashboard – Release Two: Go live with version two of the Members Dashboard on 31 October 2025.
- Operational Dashboards: Continue development of the Planning Obligation Team dashboard as the foundation for future operational dashboards. Progress requirement gathering for service and place teams.
- Data quality: Continue to build data quality reports in the dashboard as identified as required by the redesigned future ways of working and the data quality community.
- Pre-Delivery Portal: Set up ongoing monitoring and continuous enhancement of the Pre-Delivery Portal component as needed.
- Mapping: Continue work with the council's GIS team to test and launch GIS mapping integrated into dashboards.
- Systems: Support with the planning and implementation of the move to cloud hosted planning system.

Pre-Pipeline Register

38. The pre-delivery portal (PDP) is a newly established central repository designed to capture any capital scheme or concept that has not yet been included in the formal capital programme for delivery. By providing a holistic view of the entire capital pipeline, it enables the organisation to align priorities and plan resources more efficiently. This visibility creates opportunities for schemes to be programmed together, optimises funding application at the earliest stages, and supports early feasibility work to move projects towards a 'shovel-ready' status.

Annex 2

39. This approach streamlines processes, accelerates implementation, and ensures a more coordinated and strategic delivery of capital projects. Although the initial version of the PDP is specifically focussed on capturing projects that are funded by S106, the longer-term ambition is to ensure all capital schemes are visible, enabling a single view of capital activity across the County.

Summary of Progress

40. The programme has now successfully recorded 461 s106 funded projects within the Pre-Delivery Pipeline (PDP), representing a significant milestone in establishing a comprehensive, centralised register of projects.

41. Work is ongoing to enhance the qualitative data within the system, focusing on identifying and capturing insights on known barriers to delivery and overall project readiness. The project continues to embed new ways of working with service areas to ensure that all project information is correct, consistent, and up to date.

42. Preparations are underway for the release of PDP data to the Member Dashboard at the end of October 2025, providing improved visibility and transparency for decision-makers.

Next Steps:

43. Next steps for the PDP include:

- To populate and refine PDP data to include all identified project needs.
- Gather current user feedback improving on the established framework for capturing delivery insights and barriers for ongoing monitoring by releasing version 2 of PDP.
- Develop qualitative data capture processes to record delivery risks, barriers, and community impact factors.
- Embed PDP use within service areas' day-to-day operations, ensuring consistent project entry and management up to the point of capital programme inclusion.
- Support the transition towards using PDP data to inform future s106 negotiations, aligning developer contributions to genuine local needs and community priorities.
- Provide user assurance testing of the PDP data ahead of the Member Dashboard V2 release at the end of October.

Annex 2

Version 1.1
Logged in as: Natalie Crawford

Pre-Pipeline & Pipeline Project Register

OXFORDSHIRE COUNTY COUNCIL

+ Create New

Filter By Title/Contacts/Parish/District

Advanced Filters

Carterton - Various Biodiversity contributions including Farmland Birds Contribution - No Parish Set - Biodiversity - No Service Area Contact set
S106 Attached | | W/CA/BIO/1 |

No Project Stage recorded
No Approval Stage recorded
No Target IBC date recorded
No Impact Scale recorded

Request date: 02 Oct 25

No PostCode recorded

Notes: 0
Stakeholders: 0
Barriers: 0
Agreements: 0

Edit Edit in DB

Abingdon - Public Rights of way within vicinity of Dunmore Road/ Twelve Acre Drive - No Parish Set - Countryside - No Service Area Contact set
S106 Attached | | V/AB/RoW/1 |

No Project Stage recorded
No Approval Stage recorded
No Target IBC date recorded
No Impact Scale recorded

Request date: 02 Oct 25

No PostCode recorded

Notes: 0
Stakeholders: 0
Barriers: 0
Agreements: 0

Edit Edit in DB

Banbury - Bretch Hill Rights of Way Footpath - No Parish Set - Countryside - No Service Area Contact set
S106 Attached | | C/BN/RoW/3 |

No Project Stage recorded
No Approval Stage recorded
No Target IBC date recorded
No Impact Scale recorded

Request date: 02 Oct 25

No PostCode recorded

Notes: 0
Stakeholders: 0
Barriers: 0
Agreements: 0

Edit Edit in DB

Scheme Prioritisation Calculator

44. This workstream will ensure that all capital projects seeking developer contributions are rigorously assessed against criteria that align with the council's strategic vision as well as the relevant planning regulations. The essential criteria will include:

- Direct Mitigation: The project satisfies the legal tests for S106.
- Policy Alignment: The project must demonstrate a clear link to the strategic objectives of the Council's corporate strategy and policy framework.
- Deliverability and Readiness: A credible and costed project plan must be in place, with evidence of project management capacity to deliver it. Priority should be given to "shovel-ready" schemes.
- Value for Money: A clear assessment of the project's costs and benefits will be required.
- Maximising Community Benefit: The overall ambition is to ensure that S106 funds are allocated and prioritised in a fair, transparent, and strategic way.

Summary of Progress

45. The prioritisation tool has now reached a mature testing stage. User feedback has been positive, with one team noting that "a tool like this is much needed and long overdue."

Next Steps

Annex 2

46. Next steps include:

- Agree final weighting and scoring factors to enable launch of the tool to internal OCC teams.
- Refine tool functionality to include narrative fields and contextual information for projects.
- Develop and document governance arrangements to oversee prioritisation, validation, and escalation of schemes.
- Create a visual priority matrix and flow diagram to map the process from project identification through to programme inclusion.
- Use learning from workshops to embed the calculator as a core part of OCC's capital planning process.

Strategic Spatial Strategy

47. The Council is proactively progressing with the spatial strategy workstreams in-line with emerging government expectations on the future development of Spatial Development Strategies. Early work has been undertaken by the Council on several spatial strategy workstreams including and developing plans for an integrated spatial model digital tool and developing land use principles.

48. National government is developing a new digital spatial tool - via the National Infrastructure and Service Transformation Authority (NISTA) – this digital tool will provide advanced modelling and insights by overlaying key datasets on land use, environment, and economic potential. Strategic planning teams are engaging with NISTA on this new tool to understand further details of its technical capability and potential future uses.

49. In addition, NISTA's collaboration with DEFRA and other agencies on related national projects, such as the forthcoming Land Use Framework, means that the Council's early work on spatial strategy workstreams is well-positioned to adapt and align with these emerging national policies and strategies. By staying connected to these changes the Council will ensure that efforts are future-proofed and avoid duplicating work that may soon be superseded by government measures.

50. This approach allows resources to be focussed on areas where local ambition and expertise can add the greatest value.

Projects due to start October 25

Monitoring and Compliance

51. This workstream will create a revised framework for monitoring and managing fund expenditure, to drive delivery and reduce risk. The framework will ensure funds are allocated within legal deadlines and linked to realistic delivery timescales. This workstream will oversee the delivery of:

Annex 2

- A Compliance Policy and Standard Operating Procedure to provide a consistent approach to compliance and monitoring of S106 funds.
- The establishment of audits and quarterly Fund Review Meetings and a structured review process (with Planning, Finance, Infrastructure Delivery, and Legal teams) to assess:
 - Status of committed vs. uncommitted funds
 - Spend progress and delivery outcomes
 - Alignment of funds with priority schemes
 - Expiring funds and potential risks
 - Opportunities for reallocation based on alternative funding sources (e.g., CIL, government grants)
 - Annual Reallocation Exercise – Conduct a deep-dive review to identify funds that can be repurposed within legal constraints, ensuring alignment with council priorities.
 - Triggers for Fund Reallocation – Develop clear criteria for when a project should be reassessed or funding should be reallocated (e.g., delays, changes in priorities, alternative funding secured)

52. To ensure accountability, Key Performance Indicators (KPIs) for Fund Management will be agreed such as:

- a. % of funds committed within set timescales
- b. Number of schemes delivered on schedule
- c. Overall spend vs collection rate
- d. Level of fund expiry risk

53. Finally, a comprehensive training programme will be set up to embed new ways of working.

Developer Negotiations and Agreement Structuring

54. This workstream will sit within the sub-process review programme and will seek to strengthen the link between planning obligations and real-world project costs to ensure contributions are sufficient and deliverable. Standardised developer negotiation processes will be created and documented (SOPs) which will ensure early engagement with delivery teams to align obligations with council priorities and include clearer milestones and financial triggers.

Conclusion

55. In summary, the S106 Improvement Programme has delivered substantial progress in strengthening Oxfordshire County Council's approach to managing developer contributions, embedding robust governance, and accelerating the delivery of vital infrastructure projects. Through enhanced data systems, rigorous reconciliation, and the introduction of innovative tools such as the Members Dashboard and prioritisation calculator, the programme has improved transparency, accountability, and strategic alignment with corporate priorities.

56. As the Council moves into the next phase, continued collaboration, ongoing data validation, and the refinement of operational processes will be essential to

Annex 2

sustaining momentum and ensuring that S106 funding is maximised for the benefit of Oxfordshire's communities. The lessons learned and structures established through this programme provide a solid foundation for future growth, effective fund management, and the delivery of infrastructure that meets the evolving needs of the county

Melanie Graham, S106 Improvement Programme Manager
October 2025

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Appendix 1 - S106 funding spent

Education	
Location of spend	Amount (£)
Matthew Arnold	31,557
St James, East Hanney	292,142
Marcham	337,644
Bardwell	151,695
Stanton Harcourt	1,000
St Nicholas, East Challow	305,000
Lord Williams's	1,921,000
John Watson (Secondary)	34,305
Blessed George Napier	152,048
Woodstock Primary	50
Bloxham	433,462
Aston & Cote	746,974
Woodstock, Marlborough	164,000
Heyford Park	166,000
Wood Green	298,000
Faringdon	155,000
Grove C.E. Primary	346,000
Mill Lane	95,600
North Hinksey	55,000
N.E Didcot (Sires)	1,236,000
Shrivenham	310,888
Bloxham Grove	532,664
Grove Airfield	7,536,000
Wallingford Primary	1,059,000
Heyford	16,000
Great Western Park, Didcot	310,000
Valley Park, Didcot	15,000
The Swan School	1,646,699
West Witney/Curbridge (Windrush)	5,000
Faringdon, Folly View	1,364,559
Graven Hill	8,000
Didcot Great Western Primary	26,000
Grove Airfeld, St John's	19,000
Adderbury, Christopher Rawlins	598,000
Bright Start Early Years	345,855
Milton St Blaise	162,858
Gagle Brook	72,000

Didcot Great Western Park No 2	115,086
Chesterton	150,000
Enstone	15,822
Education Total	21,230,908

Libraries	
Location of spend	Amount (£)
Various	117,658
Barton Library	87,774
Chinnor Library	2,000
Libraries total	207,432

Museum	
Museum resource centre	47,019
Museum total	47,019

Household Waste & Recycling	
Alkerton	131,189
Household Waste & recycling total	131,189

Transport & Highways	
A40 Oxford Science transit	89,000
Benson Relief Road	955,000

Wantage	446,420
Drayton Traffic Calming	18,156
Great Western Park Traffic Monitoring	9,076
Bloxham Road/Easington Road	14,688
Thame to Haddenham cycle path	3,924
Launton	12,686
Watlington Hill Road traffic calming	13,403
Benson, A4074, Church Road Puffin Crossing	27,000
Chinnor Village	1,795
Banbury, Ruscote bus shelters	4,701
Woodstock	8,473
Chesterton, Wendlebury Road	7,555
Birch Road, Ambrosden	898
Shilton Road, Burford	17,250
Yarnton	40,934
Faringdon	38,310
Carterton & Brize Norton	63,690
Williams F1, Grove	28,175
Witney, Welch Way	9,453
Ambrosden, Ploughley Road	3,963
Bicester, Vendee Drive	16,036
Bicester, Pioneer Square	22,016
North Oxford, Keble & Parks Road	31,706
Didcot, Station Road	703
Milton, Abingdon,(Milton Road)	17,555
Harwell Campus, Fermi Avenue	21,176
East Hendred, A417	8,339
Radley Village, Various sites	31,860
Eynsham, Evenlode	3,147
Hanney, Ashfields	6,295
Radley Village, Pebble Hill	9,501
Witney, Bridge Street area	5,752
6 Wolvercote	76,666
11 Watlington-Oxford	95,674
17/18 Launton-Bicester	118,009
23 Wallingford	79,722
25 Heyford Park - Bicester	209,247
33 Milton-Abingdon	20,091
35 Radley-Oxford & Abingdon	8,429
40/275 Chinnor	133,231
45/95 Culham campus	201,892
61 Faringdon	30,000
67 Wantage-Stanford in the Vale	99,575

Great Western Park, Didcot	349,900
X32 Wantage-Harwell	30,774
121 Thame	58,790
136 Cholsey-Wallingford	91,744
234 Burford-Minster Lovell	175,957
488 Chipping Norton-Banbury	183,920
800 Henley on Thames	22,062
15/19 Witney-Abingdon	141,669
29/H5 Bicester	153,433
411/418 -Long Hanborough - Eynsham	72,919
Banbury	785,030
S4 Tackley - Banbury & Oxford	76,600
S6 Southmoor-Swindon & Oxford	257,908
S7 Woodstock-Witney	78,137
S9 Wantage-Oxford	276,352
V19 Kingham	2,222
X1/43 North Abingdon-Oxford	107,431
X2 Didcot-Abingdon	135,535
X3 Oxford Barton Park	186,181
X36 North East Didcot	154,336
X36 Wantage-Didcot	297,795
Watchfield	32,089
Shrivenham	849,075
Cowley	206,643
Transport & Highways Total	7,787,674

Social and Healthcare	
Great Western Park	500,000
County wide	152,771
Social and Healthcare Total	652,771

Countryside/Rights of Way	
Adderbury	915

Cherwell Valley Greenway phase 1	117,133
Chinnor/Crowell	28,491
Witney Greenway	17,507
Chesterton	18,537
Ambrosden	93
Chipping Norton	9,387
Stanton Harcourt	4,825.00
Countryside Total	196,888

Minerals	
Millenium Common	3,500
Minerals Total	3,500

on projects In 2024/25

Oxfordshire County Council Reference	Local Planning authority	Planning application reference	Link to planning authority website	Development Address
WX04	Cherwell District Council	23/00130/F	Link to planning application	Land at Laurels Farm, Dark lane, Wroxton OX25 6QQ
WN42	Vale of White Horse District Council	P23/V1784/O	Link to planning application	Grove Business Park Downsview Road Wantage OX12 9FF
WL14	South Oxfordshire District Council	P22/S2734/FUL; P22/S2736/FUL; P22/S2740/FUL	Link to planning application	Sue Ryder Home, Joyce Grove, Nettlebed, Henley- on-Thames, RG9 5DF
WL13	South Oxfordshire District Council	P16/S2576/O	Link to planning application	Pyrton Bungalow, Pyrton Lane, Pyrton, Watlington OX49 5AL
WL12	South Oxfordshire District Council	P22/S3126/FUL	Link to planning application	Steven Orton Antiques Shirburn Road Watlington OX49 5BZ
WI96	West Oxfordshire District Council	20/02654/OUT	Link to planning application	Land South East of Oxford Hill, Witney, Oxfordshire
WI95	West Oxfordshire District Council	23/01206/FUL	Link to planning application	Land at Downs Road/Curbridge Road
UH28	Cherwell District Council	22/03063/F	Link to planning application	Land East of Larsen Road, Upper Heyford
TH46	South Oxfordshire District Council	P24/S1651/FUL	Link to planning application	42 to 48 Queens Road, Thame, Oxon, OX9 3NQ

SL15	West Oxfordshire District Council	23/02223/OUT	Link to planning application	Cotswold Farm, Standlake, Witney OX29 7RB
OX135	Oxford City Council	24/01481/FUL	Link to planning application	38-40 George Street, Oxford
OX132	Oxford City Council	22/02849/FUL	Link to planning application	Land situate at Winchester Road, Banbury Road and Bevington Road, Oxford
OX131	Oxford City Council	21/01695/FUL	Link to planning application	Land at Thornhill Park, London Road, Headington, Oxford
OX127	Oxford City Council	24/00335/FUL	Link to planning application	Land known as Plot 4200, John Smith Drive, OX4 2RU
OX126	Oxford City Council	23/02114/FUL	Link to planning application	John Radcliffe Hospital Headley Way Oxford
OX124	Oxford City Council	22/03076/FUL	Link to planning application	Land known as 135 to 137 Botley Road, Oxford
OX123	Oxford City Council	23/02506/CT3	Link to planning application	Land known as Oxpens Bridge, South Side Oxpens Road, Oxford OX1 1RX
NL11	West Oxfordshire District Council	23/00794/OUT	Link to planning application	Land South Of New Yatt Road, North Leigh, Oxfordshire
MI19	Vale of White Horse District Council	P23/V2881/FUL	Link to planning application	Milton Heights, Milton, Abingdon, Oxon, OX14 4DR
MI18	Vale of White Horse District Council	P22/V1917/LDO	Link to planning application	Milton Park, Abingdon, Oxfordshire
KI49	Cherwell District Council	22/00747/OUT	Link to planning application	Bicester Road, Kidlington, OX5 2PR
KI48	Cherwell District Council	22/00017/F	Link to planning application	Kidlington Garage 1 Bicester Road Kidlington OX5 2LA
KB12	Vale of White Horse District Council	P22/V0248/O	Link to planning application	Land East of Kingston Bagpuize
HE46	South Oxfordshire District Council	P22/S3033/FUL	Link to planning application	The Smith Centre, Henley

HA35	Vale of White Horse District Council	P23/V0247/FUL	Link to planning application	Kingswell Hotel And Restaurant Reading Road Harwell Didcot OX11 0LZ
HA34	Vale of White Horse District Council	P23/V1217/FUL	Link to planning application	Land South of Curie Avenue and West of Second Street, Harwell Campus, Didcot, OX11 0QG
HA33	Vale of White Horse District Council	P23/V1253/FUL	Link to planning application	Land to the south of Rutherford Avenue Harwell Campus Didcot OX11 0QG
EH11	Vale of White Horse District Council	P24/V1980/FUL	Link to planning application	Land to the South of Curie Avenue, Harwell Campus, Didcot, OX11 0DF
DC23	South Oxfordshire District Council	P19/S0257/FUL	Link to planning application	Land at Didcot Town Football Club, Bowmont Water, Didcot
DC22	South Oxfordshire District Council	P19/S0720/O	Link to planning application	Land on the South-East Side of Abingdon Road, Didcot also known as Ladygrove East
CH30	South Oxfordshire District Council	P23/S0565/FUL	Link to planning application	Land at 79, 79a, 81 & 83 Lower Icknield Way, Chinnor
CA35	West Oxfordshire District Council	22/03539/FUL	Link to planning application	Land to the east of Monahan Way, Carterton
BR73	Cherwell District Council	21/02286/F	Link to planning application	Land North West of Launton Road Roundabout adjoining Skimmingdish Lane, Caversfield
BN94	Cherwell District Council	21/03426/OUT	Link to planning application	Land Opposite Hanwell Fields Recreation Adj To Dukes Meadow Drive Banbury
BN93	Cherwell District Council	22/01564/OUT	Link to planning application	Caravan Park, Station Approach, Banbury, OX16 5AB
BN92	Cherwell District Council	23/00853/OUT & APP/C3105/W/24/33 38211	Link to planning application	Land at Warwick Road, Hanwell, Banbury
AM12	Cherwell District Council	23/03071/OUT	Link to planning application	Land west of Church Ley Field adjacent to Blackthorn Road, Ambrosden

AM11	Cherwell District Council	22/02866/OUT	Link to planning application	Land east of Ploughley Road, Ambrosden
AD20	Cherwell District Council	22/00203/OUT	Link to planning application	Land to the rear of St Mary House, Henge Close, Adderbury, Banbury OX17 3GA

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Appendix 3 - Developer Obligations received but unspent 2024/25

EDUCATION

Oxfordshire County Council Reference	Location	Infrastructure the funding is allocated to	Amount (£)
BN41	Banbury	Primary education	1,046,892
BN41	Banbury	Secondary education	818,028
BN41	Banbury	Special educational needs	36,287
HA30	Harwell, Western Valley	Primary education	376,620
WN32	Wantage	Secondary education	2,527,173
WN32	Wantage	Children's centre	22,049
WN32	Wantage	Youth support	26,461
SV14	Stanford in the Vale	Primary education	292,667
SV14	Stanford in the Vale	Secondary education	310,791
HN06	Hook Norton	Primary education	43,289
GO05	Goring	Secondary education	117,843
UH20	Upper Heyford	Secondary education	390,813
BT01	Bampton	Special educational needs	200
BN73	Banbury	Primary education	289,229
BN73	Banbury	Secondary education & sixth form	408,398
CA33	Carterton	Early years	72,126
CA33	Carterton	Secondary education	466,532
FA37	Faringdon	Special educational needs	156,740
FA37	Faringdon	Primary school land	173,442
FW03	Fritwell	Secondary education	72,728
MI08	Milton Heights	Secondary education	1,028,388
MI08	Milton Heights	Secondary school land	112,096
MI08	Milton Heights	Special educational needs	87,844

YA16	Yarnton	Education land	75,000
FA37	Faringdon	Special educational needs	78,496
FA37	Faringdon	Primary school land	86,926
BR46	Bicester	Primary education and and funding	1,448,748
WL11	Watlington	Early years infrastructure	10,125
WL11	Watlington	Secondary education infrastructure	48,641
TH43	Thame	Secondary education	233,218
AT04	Aston, Bampton	Secondary education	280,427
GR28	Grove	Primary education	1,053,866
GR28	Grove	Secondary education	249,600
DI88	Didcot	Secondary education	1,126,030
DR04	Drayton	Primary education	32,862
GR27	Grove	Primary education	381,710
DC11	Didcot	Primary education	463,797
DC11	Didcot	Secondary education	323,275
DC11	Didcot	Special educational needs	42,635
FA35	Faringdon	Primary education	1,172,385
BN81	Banbury	Primary education	195,676
WA27	Wallingford	Primary education	2,235,064
WO18	Woodstock	Temporary transport	56,104
AD19	Adderbury	Secondary education	160,820

HIGHWAYS & TRANSPORT

Oxfordshire County Council Reference	Location	Infrastructure the funding is allocated to	Amount (£)
KI38	Kidlington	Bus service	146,916
BE15	Benson	Highways	2,010,637
CT14	Chesterton	Bus stop and pedestrian & cycle route	123,435
WN32	Wantage	Cycle path and public transport	504,231
AB103	Abingdon	Public transport infrastructure	24,208

SV14	Stanford in the Vale	Bus service	54,931
HN06	Hook Norton	Bus service	13,339
WA37	Wallingford	Bus service	31,124
UH20	Upper Heyford	Bus service	36,708
BW04	Brightwell-cum-Sotwell	Bus service	26,937
EH04	East Hendred	Public transport infrastructure	33,640
EH04	East Hendred	Bus service	100,124
BN73	Banbury	Dropped kerb, highway works, bus service & footpath	198,946
CA33	Carterton	Bus service and Highways & transport infrastructure	336,311
BI87	Bicester	Bus service	348,135
SP04	Lower Shiplake	Bus stop and bus service	17,766
MI17	Milton heights	Junction improvement	307,016
BN71	Banbury	Strategic transport & Bus stop	1,114,778
OX110	Oxford	Bus service	1,121,569
AT04	Aston, Bampton	Bus service	51,447
GR28	Grove	Highways and bus infrastructure	53,285
KI47	Kidlington	Bus service	83,395
CT11	Chesterton	Bus service	99,046
CT12	Chesterton	Bus service	262,641
BN61	Banbury	Bus Infrastructure & highways	99,026
CA29	Carterton	Highways and bus infrastructure	803,196
MI18	Milton Park, Abingdon	Active travel	151,245
DR04	Drayton	Bus service	32,862
BN67	Banbury	Bus service & bus infrastructure	255,856
WN32	Wantage	Cycle path and public transport	138,511
KI43	Kidlington	Bus stop works	1,163
CG02	Chalgrove	Bus service	289,541
WA30	Wantage	Bus service and bus infrastructure	204,873

BN66	Banbury	Bus infrastructure	694,488
BN73	Banbury	Strategic highway	75,562
GR27	Grove	Transport	482,529
DC11	Didcot	Highway & public transport infrastructure and bus service	632,367
HA30	Didcot	Bus service & infrastructure and highways	481,654
WT18	Shrivenham	A420 roundabout	236,995
MI19	Milton, Abingdon	Bus service	45,525
BN81	Banbury	Highway works and bus service	149,352
CN35	Chipping Norton	Bus service and traffic regulation order	127,323
OX133	Oxford	Bus Infrastructure & highways	46,505
MI08	Milton Heights	Footbridge	2,331,446
OB94	Oxford	Highway works	749,001
CI12	Harwell Campus, Didcot	Bus service	25,787
HA32	Harwell Campus, Didcot	Bus service	38,164
OX126	Oxford	Bus service	205,731
BR63	Bicester	Bus service & infrastructure	181,088
SN14	Sonning Common	Traffic regulation order	3,840
OB86	Oxford	Bus service	490,775

WASTE & RECYCLING

Oxfordshire County Council Reference	Location	Infrastructure the funding is allocated to	Amount (£)
BN41	Banbury	improvement/expansion of Alkerton Waste Recycling Centre	21,574
AT04	Aston, Bampton	Waste	4,505
OB46	Barton	Waste	32,445
BR75	Bicester	Household waste & recycling centres	1,138
OX122	Oxford	Household waste & recycling centres	940

LIBRARIES

Oxfordshire County Council Reference	Location	Infrastructure the funding is allocated to	Amount (£)
BN41	Banbury	Towards the provision of a new library in Banbury	28,651
UH20	Upper Heyford	Towards the expansion of library capacity	151,811
MI08	Milton Heights	towards expanding improving or relocating Didcot Library.	84,380
OB46	Barton	Library at Barton Park neighbourhood	60,726

SOCIAL & HEALTHCARE

Oxfordshire County Council Reference	Location	Infrastructure the funding is allocated to	Amount (£)
BN41	Banbury	towards the expansion of Banbury Health and Wellbeing Centre	6,433
MI08	Milton Heights	towards expanding improving or relocating Didcot Day Centre.	9,996

COUNTRYSIDE/RIGHTS OF WAY

Oxfordshire County Council Reference	Location	Infrastructure the funding is allocated to	Amount (£)
WN32	Wantage	For the improvement of the local public rights of way network	75,642
BN73	Banbury	rights of way network	6,507
DU06	Ducklington	Lower Windrush Valley Project	18,196
BN61	Banbury	towards the installation of gates/kissing gates and sections of surface treatment on	6,916
DC11	Didcot	towards mitigation measures to public rights of way within a 5km impact area from	50,084
BN81	Banbury	towards improvements (including surfacing, repair, furniture and other measures) to	41,219
OB94	Oxford	toward improvement of the public right of way network in the vicinity of the Site	66,088
BR63	Bicester	towards improvements to Bicester Bridleway 9 and Bucknell Bridleway 4.	3,143

BIODIVERSITY

HA30	Western Valley, Didcot	Biodiversity offsetting	266,160
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ADULT LEARNING

WN32	Wantage	Equipment to support the delivery of adult learning	17,708
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IFS 24_25 App 4 Summary Table

Service Area	Funding received in 2024/25	Funding spent in 2024/25	<u>Funding Held Rec'd across all years</u>	Funding secured (across all years) expected to be received in future years
Education	20,679,067	21,230,908	154,466,734	194,491,347
Transport	15,906,160	7,787,674	95,163,333	131,075,649
Libraries	413,343	207,432	6,160,165	2,734,056
Adult Social Care	16,430	652,771	4,355,065	1,007,072
Countryside	457,748	196,888	2,016,546	3,263,579
Waste	60,602	131,189	5,519,199	1,244,332
Adult Learning	17,708	0	222,551	55,252
Museums	0	47,019	85,115	1,032
Minerals sites	0	3,500	743,744	14,880
Fire & Rescue	0	0	259,179	5,711
Biodiversity	281,040	0	281,049	51,133
Totals	37,832,098	30,257,381	269,272,680	333,944,043

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CABINET – 16 DECEMBER 2025

UPDATES TO 'IMPLEMENTING DECIDE & PROVIDE'

Report by Director of Economy and Place

RECOMMENDATION

1. **The Cabinet is RECOMMENDED to**

adopt the proposed updates to the 'Implementing Decide & Provide: Requirements for Transport Assessments' document.

Executive Summary

2. The Implementing Decide & Provide: Requirements for Transport Assessments document (referred to simply as Implementing Decide & Provide for the rest of this report) was adopted as a formal supplementary document to the council's Local Transport and Connectivity Plan (LTCP) in September 2022. This relates to Policy 36 of the LTCP, which states that the council will, "Require transport assessments accompanying planning applications for new development to follow the County Council's 'Implementing 'Decide & Provide': Requirements for Transport Assessments' document."
3. The Implementing Decide & Provide document stated that it would be reviewed every 12-18 months and updated when appropriate. These reviews have taken place and a need to update the document has been identified.
4. In December 2024 the National Planning Policy Framework (NPPF) was updated to include a requirement for developments to follow a vision-led approach to transport planning. Updates to the Implementing Decide & Provide document are required to reflect these changes. Opportunities to improve the document have also been identified, informed by the experiences gained from its use since its adoption.
5. These proposed updates are recommended to be adopted by Cabinet in order to allow the relevant Council officers to continue to require the approach to be followed in practice, in line with national policy, through planning applications for new developments.

Background

6. Implementing Decide & Provide was first adopted in September 2022 as a formal supplementary document to the council's LTCP. It was the first example in England of a local highway authority requiring new developments to follow the decide and provide approach in transport assessments, making the council a leader of change in transport planning practice.

Understanding the term ‘Decide & Provide’

7. As outlined in the LTCP, ‘predict and provide’ can be broadly described as an approach to transport planning that uses current or historical traffic patterns to identify the future need for infrastructure. However, this approach tends to simply reinforce dependence on the private car through provision of additional highway capacity for more private cars.
8. By contrast, the ‘decide and provide’ approach to transport planning decides on a preferred vision of the future and then provides the means to work towards that whilst also accommodating uncertainty about the future. This offers the opportunity for more positive transport planning and will help to make sure the LTCP transport user hierarchy is carried out by considering walking, wheeling, cycling and public transport upfront.

The document’s purpose

9. The document details how the ‘decide and provide’ approach, as captured in Policy 36 of the council’s LTCP, is to be carried out through the transport assessments (or transport statements) and the different ways of securing infrastructure through planning applications for proposed development.
10. The document is about fundamentally changing the focus of transport assessments. Instead of measuring a development’s impact in terms of private vehicle trips and then providing additional highway capacity for those trips, a transport assessment’s primary focus must instead be about understanding how a development proposal can make sure that measures are in place to allow people to move to, from, and within a site by walking, wheeling, cycling, and public transport, thus minimising the need to use private vehicles. This must be the founding principle of any transport assessment from which everything else then follows.

Proposed updates

Drivers for the proposed updates

11. Since the document’s adoption in 2022, significant changes were made to the NPPF in December 2024. The NPPF now includes the requirement for development proposals to follow a vision-led approach to transport planning. When these changes to the NPPF were first proposed it was stated in the supporting text for the accompanying consultation that (Chapter 8, paragraph 7, MHCLG), “To support the implementation of this updated policy, we will publish updated guidance alongside the policy coming into effect.” At the time of writing, this updated guidance has not yet been published.
12. As a result, with the above description of the vision-led approach in mind and without the updated guidance, Implementing Decide & Provide should be seen as the document that development proposals within Oxfordshire must follow in order to meet the requirement set out in paragraph 118 of the NPPF. However, it is expected that, once the updated guidance is made available, the Council’s

Implementing Decide & Provide document will sit alongside the national guidance and will remain necessary in setting out local requirements to make sure that a vision-led approach to transport planning has been followed.

13. Further to the need to reflect these changes to the NPPF in an updated version of the Implementing Decide & Provide document, opportunities were identified to improve the document, informed by the experiences gained from its use since its adoption.

Summary of the proposed changes

14. A list of the key updates to the document is provided below. A working draft of the document is provided as a separate PDF (see Annex 1), with the proposed new or updated text in green and text that has not been changed but just moved to a new section in blue.
 - Updated all references to the latest version of the NPPF (throughout)
 - Discussed how NPPF paragraph 116 should be understood in the context of vision-led planning (see section 1.5)
 - Discussed what vision-led planning is and how ID&P sets out how the Council expects vision-led planning to be undertaken (see section 1.6)
 - Added references to the emerging local plans (see section 1.7)
 - Incorporated the step-by-step guide from the appendices into the main body of the document (see throughout part 3)
 - Added a new first step on creating the vision (see section 3.1)
 - Added clarity about scenario scoping relative to the scale of development (see section 3.2)
 - Added more direct instructions on elements to be reported in a Transport Assessment or Transport Statement (see throughout part 3)
 - Added more supporting text on the justification for connectivity improvements in the context of AM/PM peak trips, and what 'access' means (see section 3.4)
 - Updated the bibliography
 - Updated the flow-diagram in Appendix 1
 - Updated the methodology checklist (in Appendix 3) and made the completion of this checklist a requirement rather than optional

Corporate Policies and Priorities

15. The County Council's 'Strategic Plan: 2025-2028', sets out a vision to lead positive change by working in partnership to make Oxfordshire a greener, fairer and healthier county. By helping to put into practice policy within the Oxfordshire LTCP, the 'Implementing Decide & Provide: Requirements for Transport Assessments' document helps to deliver all aspects of this vision.
16. By making sure that the 'decide and provide' approach to transport planning is carried out through proposed developments, and that they are prioritising active travel and public transport measures, the document contributes to realising the following wider objectives identified in the Strategic Plan:

“We will continue to roll out our Local Transport and Connectivity Plan, which aims to cut carbon emissions from transport. This means encouraging people to use public transport, cycling and walking instead of driving.”

Financial Implications

17. Although the use of this document’s requirements has had some impact on staff resource (see discussion below), any increase in resource pressure has so far been insignificant and has been accommodated within existing staff provision. As such, there have been no significant revenue or capital resource implications.
18. It is also important to note that the proposed updates that are the subject of this report are not expected to substantially increase the resourcing implications of the Implementing Decide & Provide document beyond those already associated with its ongoing use.

Comments checked by: Rob Finlayson, Strategic Finance Business Partner,
rob.finlayson@oxfordshire.gov.uk, 13th November 2025

Legal Implications

19. The approach outlined in the document has in some cases resulted in more complex S106 legal agreements between developers, the relevant LPA, and the council, which can have some resource impacts in terms of drafting legal agreements. This is due to S106 agreements increasingly including the phasing of infrastructure requirements based on various trigger points (such as trip generation, dwelling occupation, etc.) and the greater emphasis on developers being required to monitor and manage the transport impacts of their proposals over time.
20. The proposed updates that are the subject of this report are not expected to substantially increase the staff resource implications of the Implementing Decide & Provide document beyond those already associated with its ongoing use.
21. The LTCP is the council’s statutory Local Transport Plan, which the council is required to produce under the Transport Act 2000 (as amended). The LTCP, and accordingly any supplementary documents, can be amended and replaced as the council sees fit.

Comments checked by: Jennifer Crouch, Principal Solicitor (Environment),
Jennifer.Crouch@Oxfordshire.gov.uk, 26th November 2025

Staff Implications

22. When the Implementing Decide & Provide document was first proposed in September 2022, the associated Cabinet report acknowledged that there may

be greater demand on staff resource to discuss, agree, and review transport assessments as a result of the more involved process being required of developers through the approach identified in the document.

23. Further to this, developers are required to monitor and manage the multi-modal (i.e. cars, buses, pedestrians, cyclists, etc.) trip generation of their developments over time, meaning that these surveys need to be reviewed by officers. Finally, as referenced above in the section on legal implications, the potential for greater complexity in S106 legal agreements can result in additional demand on staff resources due to the additional time required to negotiate and draft said legal agreements.
24. Based on the experience of the document's use since its adoption, the scale of additional resource this has required has been accommodated within existing staff resource and it is anticipated that this increase in demand will reduce over time as council officers, developers, and district officers become increasingly familiar with the approach.
25. It is also important to note that the proposed updates that are the subject of this report are not expected to substantially increase the staff resource implications of the Implementing Decide & Provide document beyond those already associated with its ongoing use.
26. However, this situation will continue to be monitored to make sure that no significant issues arise from this additional demand. If issues do in fact arise it may be possible to fund additional staffing resource with the revenue generated by Planning Performance Agreements and paid-for pre-application advice.

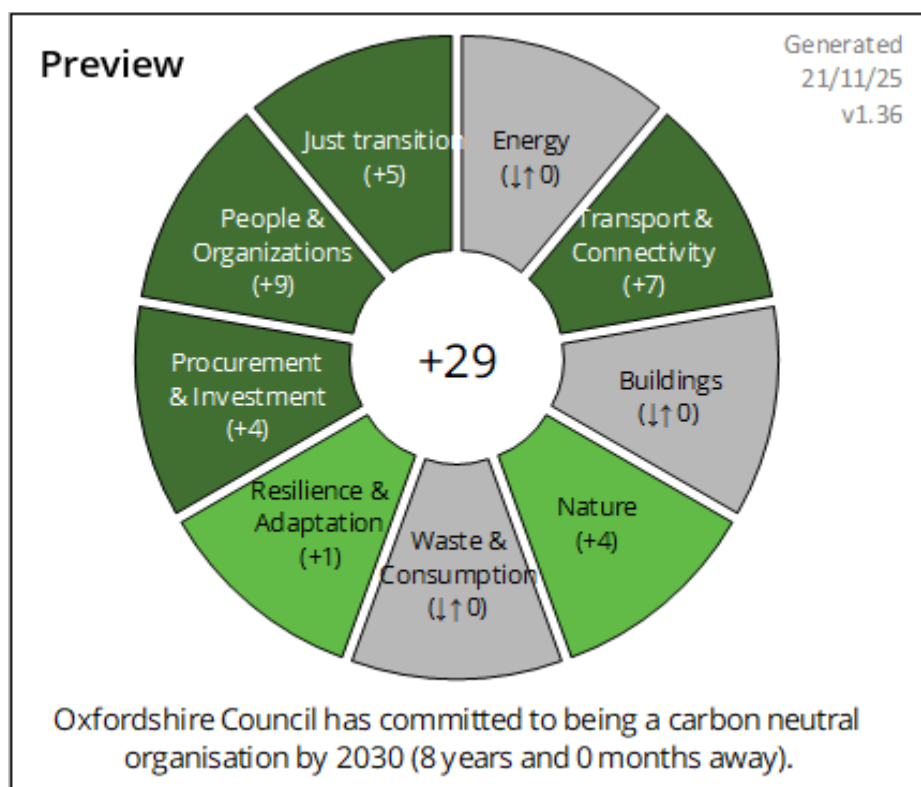
Equality & Inclusion Implications

27. The Implementing 'Decide & Provide' document helps to make sure that new developments suitably mitigate the transport impacts of their development by making improvements to the transport and travel system in line with the Oxfordshire LTCP transport user hierarchy.
28. The Equalities Impact Assessment, which can be found at Annex 2, shows that there is likely to be a benefit to various individuals, groups, and communities as a result of this document being used as it helps to make sure that a wider range of travel choices are available to all.

Sustainability Implications

29. As one of the key ways of putting the aims of the Oxfordshire LTCP into practice, the Implementing Decide & Provide document plays a very important role in helping to deliver the aims of OCC's Climate Action Framework and realising the goal of decarbonising the transport and travel system.
30. A Climate Impact Assessment has been undertaken, and the report can be found in Annex 3. As illustrated in the scoring summary wheel below, the

document has been identified as making a positive contribution to climate action across various categories.



Risk Management

31. When the Implementing Decide & Provide document was first proposed in September 2022, the related Cabinet report acknowledged potential risks associated with its use and identified actions required to address these.
32. The first was that because at that time the document identified a new way for developers to undertake the transport assessments required in support of planning applications there may be unexpected issues arising from the required methodology and its use in practice.
33. This was acknowledged as being somewhat unavoidable with a new way of working and to mitigate the issue a need for a periodic review process was identified so that any elements that required refinement could be identified. Since its adoption and its use in practice no significant issues have arisen. However, the proposed updates that are the subject of this report are the result of this review process.
34. The other potential risk that was identified was related to the possibility of the Local Planning Authorities within Oxfordshire deciding not to embed the requirements of this document appropriately in their respective Local Plans. It was noted that this may cause issues with the use of the document as it may hold less weight in planning decisions if it remains only a requirement of the Oxfordshire LTCP.

- ## Consultations

- ROBIN ROGERS

Annex:

- Annex 1:** Implementing Decide & Provide: Requirements for Transport Assessments' document (final draft)
- Annex 2:** Equalities Impact Assessment
- Annex 3:** Climate Impact Assessment

December 2025

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Implementing 'Decide & Provide': Requirements for Transport Assessments

Updated final draft, December 2025

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Executive Summary

Oxfordshire County Council's (OCC) Local Transport and Connectivity Plan (LTCP), adopted July 2022, outlines a clear vision to deliver a net-zero Oxfordshire transport and travel system by 2040, improving health and wellbeing, tackling the climate emergency, reducing private vehicle use, and prioritising walking, [wheeling](#), cycling, and public transport.

In order to achieve this, fundamental changes to the way the county's transport and travel system functions will need to be made. Such a substantial undertaking will necessarily entail a multi-pronged approach to reshaping the way places are connected [and needs to start from a comprehensive rethinking of spatial and transport planning, beginning at a strategic level and continuing throughout all stages of planning.](#)

Stemming from the framework set out in the LTCP there will be numerous strategies which will contribute to setting out how the transport and travel system is upgraded and reconfigured in order to achieve these aspirations. Amongst these, [the forthcoming movement and place strategies will be key](#), as will OCC's new Parking Standards for New Developments (2026) document and the Street Design Guide (2024), which will help to ensure sites are master-planned to give priority to high-quality walking, [wheeling](#), cycling, and public transport provision.

As set out in Policy 36 of the LTCP, another significant element of realising these aims will be to make the shift from an approach to transport planning characterised as 'predict and provide' towards adopting a 'decide and provide' approach instead.

This document [was originally adopted in September 2022 as a formal supplementary document to the LTCP and](#) details how the 'decide and provide' approach is to be implemented through the transport assessments (or transport statements) and infrastructure delivery mechanisms which accompany planning applications for proposed development. [In December 2024 changes were made to the National Planning Policy Framework \(NPPF\), which now requires transport assessments and transport statements to be vision-led. This updated version of Implementing Decide & Provide reflects those changes and sets out how this requirement is expected to be met within Oxfordshire.](#)

This document is primarily intended for use by developers and their consultants, transport officers at the county, and planning officers at the district and city councils. It applies to all developments but will be particularly pertinent to large residential and employment sites that are expected to generate significant travel demand ([see paragraph 1.1.5 for more on this](#)). [Further information on scenario scoping is provided in section 3.2 \(pp.15-17\).](#)

The document is based on guidance that TRICS (2021) has produced, called the 'Guidance Note on the Practical Implementation of the Decide & Provide Approach' with further detail and requirements provided relevant to the LTCP.

It is set out in three main parts: the first outlines the guiding principles that underpin this approach; the second discusses how potential traffic impacts are to be modelled and how trip rates should be appropriately evidenced; and the final part details the process, [split into sixteen steps](#), for implementing the approach through transport assessments by modelling a range of plausible scenarios and monitoring and managing outcomes. The process is summarised in the flow-diagram (Appendix 1), accompanied by a worked example (Appendix 2), and a methodology checklist (Appendix 3).

PART ONE | Guiding Principles of Decide & Provide and Vision-Led Planning

This first part of the document explains the principles underpinning the ‘decide and provide’ approach; how transport assessments have been undertaken in the past; how this approach is based on the TRICS guidance; the role that this document plays as part of a wider set of strategies to decarbonise the transport network; and how this document relates to the NPPF (Ministry of Housing, Communities and Local Government, 2024), the vision-led approach to transport planning, and the policies of the county’s five Local Plans.

1.1 ‘Decide and Provide’ instead of ‘Predict and Provide’

1.1.1 As outlined in the LTCP, ‘predict and provide’ can be broadly described as an approach to transport planning that uses current or historical traffic patterns to determine the future need for infrastructure. However, this approach tends to simply maintain the status quo by perpetuating dependence on the private car through provision of additional highway capacity for more private cars.

1.1.2 By contrast, the ‘decide and provide’ approach to transport planning decides on a preferred vision of the future and then provides the means to work towards that whilst also accommodating uncertainty about the future. This offers the opportunity for more positive transport planning and will help to implement the LTCP transport user hierarchy by considering walking, wheeling, cycling and public transport upfront.

1.1.3 This document is about fundamentally changing the focus of transport assessments. Instead of measuring a development’s impact in terms of private vehicle trips and then providing additional highway capacity for those trips, a transport assessment’s primary focus must instead be about understanding how a development proposal can ensure that measures are in place to enable people to move to, from, and within a site by walking, wheeling, cycling, and public transport, thus minimising the need to use private vehicles. This must be the founding principle of any transport assessment from which everything else then follows.

1.1.4 As suggested by the reference to ‘a preferred vision’ above, the decide and provide approach can also be described as the vision-led approach to transport planning and is sometimes also referred to as ‘vision and validate’. While there might be some subtle differences in how these terms are conceptualised, and different views on the specifics of associated methodologies, they encapsulate the same principles. As such, this document sets out how OCC requires development proposals to follow a vision-led approach to transport planning. This approach is captured in LTCP Policy 36 (2024, p.106), which states that:

We will:

- a. Only consider road capacity schemes after all other options have been explored.
- b. Where appropriate, adopt a decide and provide approach to manage and develop the county’s road network.
- c. Assess opportunities for traffic reduction as part of any junction or road route improvement schemes.
- d. Require transport assessments accompanying planning applications for new development to follow the County Council’s ‘Implementing ‘Decide & Provide’: Requirements for Transport Assessments’ document.
- e. Promote the use of the ‘decide and provide’ approach in planning policy development to support site assessment.

1.1.5 The methodology in this document is designed for development proposals (spanning Use Classes B-F and most Sui Generis uses). While the underpinning principles are the same, transport and travel-related projects developed by OCC will require a separate vision-led approach using a methodology specific to transport scheme development.

1.1.6 Transport Assessments (TAs) and Transport Statements (TSs) for all development proposals must include written commentary on how the sixteen steps (set out in Part Three) of Implementing Decide & Provide have been followed with justification and rationale provided to explain any parts of the methodology that have been omitted (with appropriate reference to Table 1, p.19). To supplement this, the methodology checklist at Appendix 3 must be completed and appended to all TAs and TSs.

1.2 Transport Assessments and the TRICS database

1.2.1 Traditionally, standard practice has been for TAs for large residential and employment sites to use data from the TRICS database to determine the anticipated vehicular trip generation (or trip rates) of a proposed development based on recent traffic survey data for comparable sites across the country.

1.2.2 Combined with census data from the Office for National Statistics (ONS) to determine geographical distribution patterns, trip rates have then been used to identify the potential traffic impact on the highway network, and in combination with the identification of connectivity needs for active and sustainable modes, transport modelling has then been used to identify where capacity on the network is exceeded.

1.2.3 Typically, developers have been required to improve junctions that have been forecast to be over capacity in future years where issues arise as a direct result of impacts attributable to their development proposal. Alternatively, in locations where more comprehensive intervention has been identified as necessary, they have made financial contributions towards strategic schemes to be delivered by OCC. This tends to be in cases where third-party land is required, or where significant problems arise from the impact of multiple development sites and therefore not the responsibility of any individual development to resolve.

1.3 The approach and the TRICS guidance

1.3.1 The approach to undertaking TAs and TSs that OCC requires developers to follow is based on guidance that TRICS (2021) has produced, called the 'Guidance Note on the Practical Implementation of The Decide & Provide Approach'. OCC's document builds on the TRICS advice adding further detail where necessary and ensuring that it relates appropriately to the LTCP and Oxfordshire.

1.3.2 The approach must be informed by a vision, which sets out how people and goods will travel to and from (and within) a development site. This vision must show how it aligns with the countywide vision outlined in the LTCP and any other relevant vision, such as those set out in a Local Plan (or Neighbourhood Plan, if applicable). The vision may also need to take account of local needs, issues, and opportunities, see paragraph 117 of the NPPF for a list of some of the elements that should be considered. The TA or TS must then articulate in detail, with suitably robust evidence, how that vision is to be achieved.

1.3.3 Essentially, this approach still entails the need for proposed developments to assess their potential transport impact on the highway network, but instead of basing this

solely on previous travel patterns as before, TAs will be required to model a range of plausible scenarios (or 'reasonable scenarios' per paragraph 116 in the NPPF). As such transport modelling will still be necessary. However, only once trips have been attributed to active travel and public transport modes (in line with the vision), supported by appropriate and agreed justification, should it be assumed that the remainder of trips will be made by the private car.

1.3.4 These scenarios will be based on the characteristics of the proposed development's location, its existing accessibility, the connectivity improvements that will be either delivered directly by the site developers or through financial contributions towards OCC schemes, and the extrapolation of trends in travel behaviour. The document also sets out how, through S106 legal agreements and travel plans, the impacts of developments will need to be monitored and managed over time.

1.3.5 Further to this, rather than identifying junctions that are forecast to be over capacity and then providing schemes to increase capacity for private vehicles, developers will instead be expected to first consider the extent to which they could address these issues by making provision for sustainable and active modes. These provisions should be of a sufficiently high quality to achieve the requisite modal shift to address the identified capacity issues. It should also be ensured that the provisions comply with policies requiring the promotion of sustainable and active modes, including due consideration of the transport user hierarchy identified in Policy 1 of the LTCP (see further discussion of policy in sections 1.5-1.7).

1.3.6 Additionally, as before, in many cases development proposals will still be expected to make contributions towards strategic improvements to be delivered by OCC in addition to direct delivery of schemes by site developers as appropriate.

1.3.7 Whilst planning obligations will still be required to meet the tests set out in paragraph 58, p.16 of the National Planning Policy Framework (NPPF) and Regulation 122(2) of the Community Infrastructure Levy Regulations 2010, it is essential to note that following the requirements of this document will not afford developers an opportunity to reduce expenditure on appropriately justified infrastructure requirements or other planning obligations, such as contributions to public transport service enhancements or 'soft' measures such as car clubs, etc. As the TRICS guidance notes (2021a, paragraph 7.17, p.22):

It is important to state that the use of scenarios should not be carried out as a mechanism to minimise investment in the transport infrastructure. Using D&P [decide and provide] does not reduce the overall investment, rather it redistributes it to other travel modes.

1.4 The role of this document as part of other planning processes

1.4.1 It is important to note that individual sites will make a valuable contribution to decarbonising the transport network and are required to have demonstrated that they have mitigated their transport impact through policy-compliant means. However, decarbonising the transport network will not be most effectively achieved by only addressing transport needs on a site-by-site basis. Referring back to the necessarily multi-pronged approach to reshaping the transport network, this document, and the practices it requires are embedded in TAs and TSs, will form only one part of the means necessary to achieving the key aims of the LTCP.

1.4.2 Of fundamental importance will be ensuring that, through the forthcoming Local Plans for each of the district and city councils, development is allocated in locations (in

line with paragraph 110 of the NPPF) where there are the best opportunities for reducing the need to travel by co-locating residential and employment uses, or where exists the best opportunities for providing high-quality active and sustainable transport infrastructure and service improvements.

1.4.3 These opportunities will need to be thoroughly explored and identified through the associated plan-making processes, as well as in more detail at the planning application stage. It is also important to acknowledge that this document and its requirements apply equally to allocated and non-allocated development sites.

1.4.4 Further to this, it will be important to ensure that these practices promoted by OCC – including the forthcoming LTCP corridor and movement and place strategies (and any resultant strategic schemes identified by OCC), the Implementing Decide & Provide document, and the new Parking Standards for New Developments document – are appropriately referenced within the core policies of the forthcoming Local Plans, as Local Plans carry greater weight in planning decisions than the LTCP does by itself.

1.5 The NPPF and the DfT's Decarbonising Transport plan

1.5.1 Provided below is a summary of the relevant national policy that lends weight to moving towards the 'decide and provide' approach and that supports ensuring that high-quality walking, wheeling, cycling, and public transport provision accompanies new development. Section nine of the NPPF (2024) discusses the promotion of sustainable transport, thus setting the context for the aims of this document. Paragraph 109 (p.31) states that:

Transport issues should be considered from the earliest stages of plan-making and development proposals, using a vision-led approach to identify transport solutions that deliver well-designed, sustainable and popular places. This should involve:

- a) making transport considerations an important part of early engagement with local communities;
- b) ensuring patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places;
- c) understanding and addressing the potential impacts of development on transport networks;
- d) realising opportunities from existing or proposed transport infrastructure, and changing transport technology and usage – for example in relation to the scale, location or density of development that can be accommodated;
- e) identifying and pursuing opportunities to promote walking, cycling and public transport use; and
- f) identifying, assessing and taking into account the environmental impacts of traffic and transport infrastructure – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains.

1.5.2 Additionally, paragraphs 115 to 118 (p.33) stipulate how development proposals should be considered. Notably, paragraph 115 states:

In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:

- a) sustainable transport modes are prioritised taking account of the vision for the site, the type of development and its location;
- b) safe and suitable access to the site can be achieved for all users;

- c) the design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code; and
- d) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree through a vision-led approach.

1.5.3 This is followed by paragraph 116, which states:

Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios.

1.5.4 Therefore, if a proposed development has not provided for safe and suitable connections to the site for walking, wheeling, and cycling, this should be considered an unacceptable impact on highway safety and thus a reason for refusal on highway grounds, when considered in the context of both paragraph 115 and paragraph 116. Furthermore, it should be noted that paragraph 115 (d) states that it should be ensured that 'significant' impacts (rather than 'severe') on the transport network are to be mitigated through a vision-led approach.

1.5.5 Therefore, if 'severe' impacts in terms of capacity and congestion on the network are not shown through any modelling exercise, that does not remove the need to ensure that suitable walking, wheeling, cycling, and public transport provision is delivered.

1.5.6 NPPF Section 14 on 'Meeting the challenge of climate change, flooding and coastal change' also asserts that, "The planning system should support the transition to net zero by 2050..." (paragraph 161) and that new development should be planned for in ways that, "...help to reduce greenhouse gas emissions, such as through its location, orientation and design." (paragraph 164b). This is particularly pertinent to the aims of Implementing Decide & Provide given that domestic transport was the largest emitting sector in the UK in 2023, responsible for 29% of all emissions (Department for Energy Security and Net Zero, 2025).

1.5.7 Finally, the Department for Transport (DfT) has produced a plan which sets out the government's commitments and the actions needed to decarbonise the entire transport system in the UK, this is called, 'Decarbonising transport: a better, greener Britain' (DfT, 2021a), and states (p.158):

We recognise that the government has a role in helping Local Planning and Highways Authorities to better plan for sustainable transport and develop innovative policies to reduce car dependency. We need to move away from transport planning based on predicting future demand to provide capacity ('predict and provide') to planning that sets an outcome communities want to achieve and provides the transport solutions to deliver those outcomes (sometimes referred to as 'vision and validate'). We will continue to work with MHCLG to identify how we can best support local authorities to develop innovative sustainable transport policies as part of the planning process, how this can be used to better assess planning applications, and better monitor local transport outcomes to deliver on our ambitions for sustainable transport use.

1.6 The vision-led approach

1.6.1 Since OCC's Implementing Decide & Provide document was first published in September 2022 there have been three iterations of the NPPF. Significantly, the latest version published in December 2024, as referenced in the previous section, includes the

new requirement for development plans and development proposals to follow a vision-led approach to transport planning. This is referenced in the aforementioned paragraphs 109 and 115 and in paragraph 118 (p.33), which states:

All developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a vision-led transport statement or transport assessment so that the likely impacts of the proposal can be assessed and monitored.

1.6.2 Further to this, the glossary at Annex 2 (p.80) describes a vision-led approach as:

...an approach to transport planning based on setting outcomes for a development based on achieving well-designed, sustainable and popular places, and providing the transport solutions to deliver those outcomes as opposed to predicting future demand to provide capacity (often referred to as 'predict and provide').

1.6.3 When these changes to the NPPF were initially proposed it was stated in the supporting text for the accompanying consultation that (Chapter 8, paragraph 7, MHCLG), "To support the implementation of this updated policy, we will publish updated guidance alongside the policy coming into effect." At the time of publication, this updated guidance remains forthcoming.

1.6.4 Thus, in the context of this description of the vision-led approach and in lieu of the updated guidance, the Implementing Decide & Provide document should be seen as the methodology that development proposals within Oxfordshire must follow in order to meet the requirement set out in paragraph 118 of the NPPF. However, it is expected that, once the updated guidance is made available, OCC's Implementing Decide & Provide will be complementary to the national guidance and will remain necessary in setting out local requirements to ensure that a vision-led approach to transport planning has been followed.

1.7 Local Plan policies

1.7.1 Provided below is a summary of the relevant local policy that lends weight to moving towards the 'decide and provide' approach and that seeks to ensure that high-quality walking, wheeling, cycling, and public transport provision accompanies new development. The four district councils and the city council all have overarching policies in their respective Local Plans (further supported by more specific policies for individual site allocations) strongly supporting the promotion of sustainable and active transport modes and seeking to reduce the need to travel, key extracts from these policies are listed below.

1.7.2 Cherwell Local Plan 2011-2031: Part One, Policy SLE 4: Improved Transport and Connections (p.55):

All development where reasonable to do so, should facilitate the use of sustainable modes of transport to make the fullest possible use of public transport, walking and cycling. Encouragement will be given to solutions which support reductions in greenhouse gas emissions and reduce congestion.

1.7.3 Oxford Local Plan 2036, Policy M1: Prioritising walking, cycling, and public transport (pp.104-106):

Planning permission will only be granted for development that minimises the need to travel and is laid out and designed in a way that prioritises access by walking, cycling and public transport.

1.7.4 South Oxfordshire Local Plan 2011-2035, Policy TRANS2: Promoting Sustainable Transport and Accessibility (pp.149-150):

The Council will work with Oxfordshire County Council and others to:...

- iii) ensure new development is designed to encourage walking and cycling, not only within the development, but also to nearby facilities, employment and public transport hubs;
- iv) support provision of measures which improve public transport (including Park & Ride), cycling and walking networks within and between towns and villages in the district;

and Policy TRANS4: Transport Assessments, Transport Statements and Travel Plans (p.153):

Proposals for new developments which have significant transport implications that either arise from the development proposed or cumulatively with other proposals will need to submit a Transport Assessment or a Transport Statement, and where relevant a Travel Plan. These documents will need to take into account Oxfordshire County Council guidance and Planning Practice Guidance and where appropriate, the scope should be agreed with Highways England.

1.7.5 Vale of White Horse Local Plan 2031: Part One, Core Policy 33: Promoting Sustainable Transport and Accessibility (p.124):

The Council will work with Oxfordshire County Council and others to:...

- ii. ensure that developments are designed in a way to promote sustainable transport access both within new sites, and linking with surrounding facilities and employment

and Core Policy 35: Promoting Public Transport, Cycling and Walking (p.126):

- iii. ensure that new development is designed to encourage walking as the preferred means of transport, not only within the development, but also to nearby facilities and transport hubs

1.7.6 Vale of White Horse Local Plan 2031: Part Two, Development Policy 16: Access (p.91):

- ii. acceptable off-site improvements to the highway infrastructure (including traffic management measures), cycleways, public rights of way and the public transport network can be secured where these are not adequate to service the development.

1.7.7 West Oxfordshire Local Plan 2031, Policy T1: Sustainable transport (p.90):

Priority will be given to locating new development in areas with convenient access to a good range of services and facilities and where the need to travel by private car can be minimised, due to opportunities for walking, cycling and the use of public transport, particularly where this would help to reduce traffic congestion on the routes around Oxford and the Air Quality Management Areas at Witney and Chipping Norton.

and Policy T3: Public transport, walking and cycling (p.101):

All new development will be located and designed to maximise opportunities for walking, cycling and the use of public transport.

1.7.8 Further to this, the emerging Local Plans all make specific reference to decide and provide or vision-led planning thus lending further support for the aims of this document as listed below. All of the emerging Local Plans also acknowledge the climate emergency and the importance of addressing climate change.

1.7.9 Cherwell Local Plan Review 2042 (Regulation 19 version, Dec 2024), Policy CSD 22: Sustainable Transport and Connectivity Improvements (p.76) requires development proposals and infrastructure provision to reflect OCC's transport user hierarchy and that:

All development should take a 'decide and provide' approach to manage travel demand by reducing the need to travel, planning for sustainable travel modes, and providing for zero emission vehicle use.

and Policy CSD 23: Assessing Transport Impact / Decide and Provide (p.78):

The Plan supports Oxfordshire's Local Transport and Connectivity Plan 'decide and provide' approach to help the delivery of public transport and active travel improvements as well as to manage the County's road network in a manner which improves safety as well as reduces traffic and congestion.

These developments will be required to submit a Transport Assessment or a Transport Statement and where relevant a Travel Plan. Transport Assessments should follow latest guidance from Oxfordshire County Council and be supported by a 'worst case' traffic impact scenario that includes all development in this Local Plan.

1.7.10 Oxford Local Plan 2042 (Regulation 18 version, Jun 2025) notes in the supporting text for Draft Policy C6: Transport Assessments, Travel Plans and Service and Delivery Plans (p.161) that:

The requirements for the transport assessment and travel plans are set out in Oxfordshire County Council's document Implementing Decide and Provide in Transport Assessments.

1.7.11 South Oxfordshire and Vale of White Horse Joint Local Plan 2041 (Regulation 19 version, Oct 2024), Policy IN2 – Sustainable transport and accessibility (pp.356-358):

2) All major development proposals must demonstrate that:

g) the methodology in Oxfordshire County Council's Implementing Decide and Provide: Requirements for Transport Assessments document has been used to assess the need for infrastructure and provision of transport services;

1.7.12 West Oxfordshire Local Plan 2041 (Regulation 18 version, Jun 2025), CP10 – Sustainable Transport (p.50):

All developments generating significant movement must be accompanied by a travel plan and a vision-led transport statement or transport assessment.

Transport considerations must be an integral part of early community engagement and master planning.

Development proposals must demonstrate how they minimise the need to travel and offer a genuine choice of transport modes including the integration of multi-modes of travel.

PART TWO | Evidencing Trip Rates, Local Plan Modelling, Document Updates

This part of the document sets out the suitability of various evidentiary sources; the consideration of the long-term effects of Covid-related transport impacts; the relationship between car parking provision and trip rates; the applicability of the car trip reduction targets in the LTCP; how this document should inform the evidence base for Local Plans; and the requirement for periodic updates to the document.

2.1 Sources of evidence for justifying multi-modal trip rates

2.1.1 As importantly noted in the TRICS guidance (2021a, p.24):

A clear evidence-based approach to D&P should be taken and reported upon in the TA (or TS) accordingly. A robust evidentiary base, transparently and accurately sourced, remains as important as ever. Up-to-date and relevant evidence should be cited wherever possible.

2.1.2 While it is suggested that the starting point for determining existing and forecast multi-modal trip rates for all scenarios is to use the TRICS database, other sources of supplementary or alternative evidence may also be acceptable as long as their use is explained and justified.

2.1.3 One such potential source may be to utilise travel to work data from the ONS census in 2011. Census data from 2021 is not suitable as it was undertaken in the midst of the Covid pandemic so is not representative of typical travel patterns due to a number of influencing factors, as detailed by the Office for National Statistics (ONS, 2022). How TRICS and census data can be utilised is discussed in more detail in Part Three (pp.14-30).

2.1.4 Other potential sources may include existing survey data from other sites, survey data from the current site (if an extension is being proposed), survey data of other locations commissioned by the applicants of the proposed development, or empirical studies from academic sources as long as they are from an appropriate timescale (typically no older than 5 years unless justified) and are sufficiently comparable in respect of location, proximity to key services, connectivity characteristics (i.e. walking, wheeling, cycling, and public transport provision), and other significant variables.

2.1.5 If no existing evidence can be found as a means to support the adjustment of multi-modal trip rates, then taking a 'first principles' approach to determining trip rates should be considered. For example, if the frequency of a bus service is due to be enhanced through pump-priming from a financial contribution in the S106, the anticipated effect of this measure could be derived from information from the relevant bus operator based on patronage data trends from similar, historic examples of other service enhancements.

2.1.6 The use of all evidentiary sources will need to be appropriately justified and their acceptability must be agreed with OCC transport officers. Where relevant, evidentiary sources will also need to be agreed with National Highways.

2.2 Data from the National Travel Survey

2.2.1 Multi-modal trip rate data forecasts from the DfT National Travel Survey (NTS) are generic and should only be considered once the exploration of other sources (including the collection of new data) has been exhausted. Typically, referencing national trends

should be avoided as these are not directly relevant to any specific location. The NTS acknowledges the limitations of its findings in its Quality Report (DfT, 2025), stating:

The NTS is not designed to produce robust data below regional level. Whilst it is possible to analyse data for smaller geographies than regions, for example local authorities, often many years of data need to be combined to obtain a suitable sample size. This approach is not ideal as weightings are applied to the sample to be representative of England in a single year. This is likely to skew analyses as demographics at sub-national level can vary significantly from the national level.

2.2.2 Furthermore, while the NTS identifies a trend in the reduction of annual trips since 2019 prior to the Covid-19 pandemic (DfT, 2024, p.1) at the national level, analysis of ONS census data from 2001 and 2011 (Marsden, 2018) shows that the reduction has fallen more sharply in urban areas than in rural areas. Additionally, while the commuting mode share for private cars in London and regional centres has decreased over the same period, the mode share for private cars has instead increased in smaller towns and rural areas.

2.3 Accounting for Covid-related transport impacts

2.3.1 As noted in the LTCP (2024, p.12), the long-term effects on travel behaviour resulting from the Covid-19 pandemic are still not yet known. While there has been some shift towards more homeworking for office-based jobs, it remains too early to make any meaningful or quantifiable judgements about how shifts in travel behaviour are likely to be impacted in the mid to long-term.

2.3.2 Indeed, as of December 2025, traffic count data recorded across Oxfordshire by OCC shows that there is an uneven impact on peak time traffic levels, five-day average flows, and average annual daily traffic flows, with some areas seeing a return to pre-pandemic levels, while other locations are above or below pre-pandemic levels.

2.3.3 Accordingly, it may only be appropriate to include any predictions about Covid-related impacts on mode share or trip generation in future year scenarios as sensitivity tests at this juncture. However, should new travel patterns begin to emerge over the course of the coming years and there is suitable supporting data to evidence these new behaviours, these could be considered in TAs in the mid to long-term as a separate scenario to be tested alongside other scenarios. Any suppositions made would also need to be carefully monitored to record whether these in fact materialise.

2.3.4 Collecting this data through monitoring will make an important contribution to understanding these emerging travel behaviour patterns, as recognised by the International Transport Forum in their Travel Transitions research report (2021).

2.4 Car parking provision and trip rates

2.4.1 Parking provision must be proposed in line with OCC's Parking Standards for New Developments (2022) or any subsequent updates to the standards. Studies have shown that the availability and convenience of car parking can have an effect on car usage, both at journey origin from residential developments (Transport for London, 2012 and Guo, 2013) and, in the context of commuting, at journey destination (Dalton, *et al*, 2013 and Christiansen, *et al*, 2017), with parking costs also an important factor.

2.4.2 However, these studies also show that there are a number of other factors that also influence car use, including public transport availability and travel time or distance to work. Accordingly, when setting trip rate assumptions in TAs and TSs, the proposed car parking

provision (including for car clubs) should be considered as a potential means of influencing the reduction of anticipated car trips (particularly for employment and other developments which tend to be trip destinations). However, it is important that this forms part of a coordinated and holistic approach supported by other measures to facilitate walking, wheeling, cycling, and public transport use.

2.4.3 Providing car parking in line with the latest OCC standards (alongside cycle parking) will need to form part of a wider strategy to encourage modal shift by also providing improvements to sustainable and active modes, demand management measures, and master planning (in accordance with OCC's Street Design Guide, 2024).

2.5 Use of LTCP car trip reduction targets

2.5.1 The LTCP, **as updated in November 2024**, includes the following targets for replacing or removing car trips across the County (2024, p.6):

By 2030 our targets are to:

- Replace or remove 1 out of every 4 current car trips in Oxfordshire
- **Reduce car vehicle miles driven in Oxfordshire by 20%**
- Increase the number of cycle trips from 600,000 to 1 million cycle trips per week
- Reduce road fatalities or **serious** injuries by 50%

By 2040 our targets are to:

- Deliver a net-zero transport network
- Replace or remove an additional 1 out of 3 car trips in Oxfordshire

By 2050 our targets are to:

- **Have zero, or as close as possible, road fatalities or serious injuries**
- Deliver a transport network that contributes to a climate positive future

2.5.2 At the time of writing, the means of achieving these targets are in the process of being comprehensively identified. The forthcoming movement and place strategies and corridor movement and place strategies, OCC's new Parking Standards for New Developments (2022) document and the Street Design Guide (2024) will all make important contributions towards meeting these targets, as will the emerging Local Plans, and individual development sites.

2.5.3 Therefore, it may be challenging to substantiate how these targets will be achieved to a sufficient degree of certainty for the purposes of modelling a core scenario. However, with respect to traffic generated by a development site or background and committed growth, it may be appropriate for TAs to include additional sensitivity scenarios with these target reductions as a basis for trip rate assumptions. For further discussion of how uncertainty should inform the choice of core and alternative scenarios, see paragraphs 1.3 and 3.50 of the DfT's Uncertainty Toolkit (2021b) and sections 3 to 5 of the DfT's TAG Unit M4: Forecasting and Uncertainty (2019).

2.6 Vision-led transport planning for Local Plans

2.6.1 Transport evidence bases for Local Plan development should also adopt a similar methodology as required for TAs for individual developments, and thus also be carried out in accordance with paragraphs 109 and 115 of the NPPF in order to adopt a vision-led approach to plan-making. Local Plans should consider a range of plausible scenarios, which incorporate different assumptions about trip generation. Given the challenges associated with transport modelling at this geographic scale, how the range of scenarios will be assessed in modelling terms will need to be carefully considered, and other

quantitative and qualitative approaches may be necessary depending on the modelling tools available.

2.6.2 In this way, the plan-making process (as described in section 1.4) can anticipate potential issues with various spatial strategies that may be under consideration. It will enable the more successful identification of opportunities to ensure suitably high-quality sustainable and active mode connectivity, and opportunities to reduce the need to travel.

2.6.3 Accordingly, as with the process for identifying impacts at the planning application stage, the transport evidence for plan-making **should** also consider multiple plausible scenarios for trip generation (see Stage 2: Scenario testing, pp.15-17) associated with the spatial strategy identified in the Local Plan. This will help to ensure that connectivity for sustainable and active modes can be provided for sufficiently; and instances where failing to do so results in locations on the highway network that are over capacity are understood.

2.7 Future updates to this document

2.7.1 In order to keep aligned to changes in local and national policy and legislation, this document will be periodically reviewed and updated. **This version of the document represents the first iteration of those updates and replaces the version published in 2022.**

2.7.2 It is recognised that the approach in this document represents a significant change **in how TAs were undertaken prior to the publication of its original version in 2022**, how the resultant connectivity improvements are identified, and how impacts are monitored over time. As the TRICS guidance acknowledges (para 11.7, p.29):

As transport professionals, we are directly experiencing the paradigm shift to a new D&P approach. It can be uncomfortable moving on from familiar and ingrained ways of working and we can only learn by doing.

2.7.3 Considering this represents a different way of working it is also possible that changes will need to be made to refine how the document works in practice. It is anticipated that a review of the OCC document will take place every 12-18 months, in line with the timescales identified in the TRICS guidance (paragraph 1.8, p.8).

PART THREE | Embedding 'Decide and Provide' in Transport Assessments

This third and final part of the document details the process for implementing the 'decide and provide' approach through the TA or TS accompanying a planning application. This is set out in three main stages: **creating the vision**, scenario scoping, and understanding accessibility characteristics; scenario testing and identifying connectivity improvements; and monitoring and managing outcomes.

The three main stages are broken down into sixteen steps supported by additional text, setting out the rationale and context. A flow-diagram summarising the three stages of the process is provided at Appendix 1. A worked example for a residential development proposal is provided at Appendix 2. A methodology checklist is also included at Appendix 3, this must be completed and submitted alongside any TA or TS.

In order to adequately demonstrate that a vision-led approach has been taken it is very important that the process described below is undertaken thoroughly, all parameters are appropriately scoped and agreed with OCC, all assumptions are robustly evidenced, and that this is comprehensively and clearly reported in the resulting TA or TS. To this end, it is strongly recommended that pre-application highways advice is sought early in the application process to determine and agree the appropriate parameters (per OCC's Pre-application highways advice, 2022).

A contents page for this final part of the document is provided below to assist in navigating the sixteen steps that constitute the three stages of the Implementing Decide and Provide process.

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3.1 Stage 1: Creating the vision, scenario scoping, understanding accessibility

3.1.1 The TRICS guidance advises that a visioning exercise should be undertaken to identify what kind of place is intended to be made through the proposed development. It states that three key questions should be answered (paragraph 6.5, p.17):

- What sort of place are we creating?
- What kind of activities do we need or desire to travel for?
- How will we provide for mobility?

3.1.2 These are very important questions to consider as part of master-planning and will help to identify and inform key elements of a proposed development such as its mix of uses and their relative locations to ensure that the optimal connectivity and internalisation is achieved in accordance with the LTCP's transport user hierarchy and its aim to reduce the need to travel. In accordance with the NPPF (2024), transport issues associated with development proposals need to be informed by a vision. For the purposes of informing TAs and TSs, this vision needs to be translated into suitably defined elements, which in turn can inform the necessary provision of on and off-site provision for all modes, parking levels, and public transport improvements.

3.1.3 The transport vision needs to stem from a more holistic vision for the development proposal overall. In this way, transport planning is not considered as a separate matter to spatial planning, rather accessibility and movement are integral to land use. The overall vision should be clearly set out, which then shapes the master planning process.

3.1.4 This document considers accessibility as a combination of the influences of proximity and connectivity (both physical and digital). Identifying the characteristics of a site inherent to its location, such as its proximity to key places and services, whether schools, workplaces, retail, leisure or healthcare are to be provided within the development, and those characteristics that can be changed through connectivity improvements, is fundamental to establish anticipated trip rates for the various scenarios to be tested by identifying comparable sites in the TRICS database (or derived from other sources of evidence).

Step 1: Creating the vision

A transport vision for the development proposal needs to be created, which sets out the following:

- How the transport vision has been informed by the overall vision for the proposed development;
- How people and goods will travel to and from (and within) the site;
- How the vision aligns with the principles set out in Section 9 of the NPPF on 'Promoting sustainable transport' (paragraphs 109-118);
- How the vision aligns with the countywide vision outlined in the LTCP;
- How the vision aligns with any other relevant vision, including the Local Plan (and Neighbourhood Plan, if applicable);
- The vision may also need to take account of local needs, issues, and opportunities. Engagement with relevant people and organisations may be necessary to understand these local matters; and
- The TA or TS must then articulate in detail, with suitably robust evidence, how that vision is to be achieved. This must include what provisions, on and off-site, will be necessary to realise this vision. These provisions will need to be articulated through the submission of masterplans, design codes, and off-site connectivity strategies (with accompanying scheme drawings) as appropriate.

3.2 Scenario scoping

3.2.1 In many cases it is likely that there will be a need to model between three and five scenarios, but this will depend on the scale, sensitivity, and complexity of a site and its location, as explained below. These scenarios may need to incorporate different trip rate assumptions accounting for the development proposal, connectivity improvements, and extrapolated trends in trip rates for the site and background growth assumptions. These are explored in detail in this following section and are summarised as follows:

1. **Reference cases (see steps 2-4):** These scenarios (for the baseline year and identified future years) are essential to establish the baseline or 'without development' conditions of the transport network. Appropriate scenarios will need to be identified to reflect different trip generation assumptions for permitted, committed, and planned growth.
2. **Do-minimum (see steps 5-8):** This should use trip rates derived from the TRICS database (or other evidentiary sources) based on comparable sites that reflect the proposed development's proximity to key services and its current connectivity provision (i.e. without proposed improvements).
3. **With connectivity improvements (see steps 9-11):** Once proposed connectivity improvements are identified, a second set of comparable sites from TRICS (or derived from other sources) is identified that resemble more closely the accessibility characteristics of the proposed development when taking into account the associated proposed improvements.
4. **Requirement and sequencing of further improvements (see Step 12):** Should the proposed improvements modelled in the previous scenario prove to be inadequate to address the impacts of the development proposal, further improvements will need to be identified and modelled. This scenario may also be

needed to identify the sequencing of and triggers for those further improvements, particularly for sites with a protracted build-out programme.

5. **Extrapolated trends (see Step 13):** Trend data from TRICS may be used to extrapolate potential future behaviours that may result in vehicular trip rates changing over time, in order to accommodate the uncertainty of future travel patterns. Any identified future trend-based change in vehicular trips should be applied to the site, and the background growth assumptions, as appropriate.

3.2.2 For many development proposals modelling three scenarios will be required, i.e. the 'reference case', the 'do-minimum', and the 'with connectivity improvements' (see paragraph 3.2.5 and Table 1 for more on this). Beyond this, the need to model further scenarios should be carefully considered to ensure that it is understood how the outputs will inform decision-making. In some cases, it may be appropriate to consider some scenarios in a qualitative sense (i.e. considering potential implications with supporting narrative), without the need for additional modelling, or only in specific locations rather than across the whole study area.

3.2.3 A central tenet of the decide and provide approach is the consideration of multiple scenarios. The TRICS guidance, advises that (p.19):

Scenario planning covers a broad range of approaches, but in the context of this guidance it refers to the development of a set of plausible and divergent scenarios of the future that help expose uncertainty and, in turn, allow the uncertainty to be accommodated within plan making.

3.2.4 It later goes on to explain that the extent of scenario planning should be considered on a case-by-case basis with three main parameters to be considered to inform its requirement, these are (paragraph 9.5, p.25):

- **Scale** – The need for scenario planning will increase with the project size. All major planning applications relating to 500+ homes or 5,000m² employment/retail floorspace should be supported by scenario planning.
- **Sensitivity** – The need for scenario planning will also increase with increased project sensitivity, for example in less accessible rural areas or, conversely, highly congested, dense urban environments.
- **Complexity** – The need for scenario planning will also increase with project complexity.

3.2.5 Table 1 below sets out which of the sixteen steps may be required to be followed depending on the scale of development. The sensitivity of the site's location also needs to be considered, as does the complexity of the proposed development as agreed with OCC officers. The need for some steps will be conditional on the outcome of the required steps. This is intended as a guide only.

Table 1: Steps required depending on development scale

Tier	Typical Size (no. dwellings or floorspace)	Required Steps	Potential Steps (conditional on outcome of required steps)
1	1-79 dwellings or up to 999 m ²	<ol style="list-style-type: none"> 1. Creating the vision 2. Scoping scenarios for modelling 5a or 5b. Assessing proximity characteristics 6. Assessing connectivity characteristics 9. Identifying connectivity improvements (<i>NB. this step may not require modelling in this tier, but the requirement for these improvements still needs to be identified, and their deliverability demonstrated</i>) 	3, 4, 5c, 7, 8,10-16
2	80 dwellings upwards or 1,000 m ² upwards	<ol style="list-style-type: none"> 1. Creating the vision 2. Scoping scenarios for modelling 3. Establishing committed and planned growth assumptions 4. Reference case modelling 5a or 5b. Assessing proximity characteristics 5c. Mixed-use development: internalisation and localisation 6. Assessing connectivity characteristics 7. Comparison sites in TRICS and using alternative evidence 8. Modelling the do-minimum scenario 9. Identifying connectivity improvements 10. Evidencing new trip rates 11. Modelling the with connectivity improvements scenario 14. Scoping the Monitoring and Evaluation Plan 15. Determining triggers through monitoring 16. Implementing the Monitoring and Evaluation Plan 	<ol style="list-style-type: none"> 12. Determining the requirement for further improvements 13. Considering sensitivity scenarios and extrapolating trends

Step 2: Scoping scenarios for modelling

The three parameters of scale, sensitivity (including locations of existing safety concern or where the proposals give rise to safety concerns), and complexity should be applied to the consideration of whether a development proposal requires multiple scenarios to be modelled, referring to Table 1. It is likely that many sites that would not meet the criteria for scale would still be required to test multiple scenarios due to their sensitive locations. It is strongly recommended that pre-application highways advice is sought early on in the process to agree modelling requirements.

Whilst the requirement for modelling multiple scenarios based on different multi-modal trip rates may be less likely for smaller sites and minor applications, the principles of reducing dependence on the private car and providing for sustainable and active modes are applicable in all contexts. As noted in the TRICS guidance (2021a, p.25), 'As an approach, a way of thinking or mindset, D&P is relevant to all scales of development and its application can be tailored accordingly.'

For all scales of development, if a proposed development is delivering (or contributing towards) any kind of improvements to active and sustainable modes and is intending to base a reduction in vehicular trip rates in a TA or TS on that basis or intending to justify a reduction in vehicular trip rates for any other reason, then at least two modal share assumption scenarios will be required to be modelled.

However, if a development is not able to justify lower trips through the aforementioned means, it is less likely that there will be a requirement for additional scenarios to be tested. This would raise other concerns though, as it would suggest that the development proposal was insufficiently providing for sustainable and active modes, thus potentially suggesting that it is not policy compliant and that it is not a sustainable location for development.

As explained in Section 1.6, development proposals within Oxfordshire must follow the Implementing Decide & Provide document in order to meet the requirement to follow a vision-led approach to transport planning (as set out in paragraph 118 of the NPPF). As such, all TAs and TSs must include written commentary on how Implementing Decide & Provide has been followed with justification and rationale provided to explain any parts of the methodology that have been omitted (with reference to Table 1). To supplement this, the methodology checklist at Appendix 3 must be completed and appended to the TA or TS.

Where development has the potential to impact upon the A34 trunk road, M40 motorway, or their associated junctions, developers will need to agree the type of model to be used and the overall scope of the modelling with National Highways.

3.2.6 To ensure that the residual cumulative impacts on the transport network can be adequately identified and addressed (per NPPF paragraphs 116 and 118, p.33), the TA or TS must consider the appropriate inclusion of background growth. Pre-application discussions with OCC officers will provide an opportunity to establish an agreed mechanism for ascertaining this background growth.

Step 3: Establishing committed and planned growth assumptions

A scoping exercise will need to be undertaken to ensure that TAs and TSs take appropriate account of permitted, committed, and planned growth which will generate traffic impacts on the area of the highway network also impacted by the proposed development. All of these details must be reported in the TA or TS.

Amongst other matters, this will need to be considered in the context of whether it is intended for TEMPro (using DfT data to forecast the growth in trip origin-destinations over time) to be used and the appropriate inclusion of growth allocated in an emerging or adopted Local Plan.

As with proposed development itself, different scenarios accounting for permitted, committed, and planned growth may be required based on various plausible trip generation scenarios. This may include scenarios that assume that background growth will generate trips derived from current travel behaviours or that reductions in private car dependence will be achieved, which can be attributed to suitable rationale and evidence.

When considering the scenarios to be tested to account for background growth reference should be made as appropriate to the scenarios and assumptions identified in Table 1 (p.29, 2018) of the DfT's Road Traffic Forecasts 2018: Moving Britain Ahead.

Further to this, future year scenarios will need to be tested appropriate to the specific development proposal (taking into account its scale, build-out programme, etc.) and will need to be agreed with OCC transport officers. Where relevant, future year scenarios will also need to be agreed with National Highways.

Step 4: Reference case modelling

Once steps 1-3 have been completed, the reference case will need to be modelled to establish the baseline or 'without development' conditions of the transport network. The results of this modelling must be reported in the TA or TS.

3.3 Proximity and connectivity metrics for new developments

3.3.1 To identify multi-modal trip rates for the 'do-minimum' scenario for proposed residential development, an assessment is required of which services are accessible within a round trip of 20-minutes' walk (i.e. 10 minutes each way) based on walking routes and not as the crow flies. This assessment will also be required to determine whether the sites to be used as comparisons share similar proximity characteristics. A separate exercise will be needed to assess the proximity characteristics of proposed employment sites as set out in Step 5b.

3.3.2 The LTCP contains Policy 13 which considers liveable neighbourhoods and seeks to improve access to local facilities and services within a 20-minute return walk. The policy states that we will (2024, p60):

Work with our District and City Councils to ensure that regeneration schemes and new developments support application of the liveable neighbourhood model to create walkable, vibrant neighbourhoods.

This next step helps assess how well the proposed development meets this policy objective. For services more than 20 minutes return walk away, that means considering solutions for better cycling or public transport connections instead. The 20-minute walk assessment will not identify all possible walking, cycling or public transport solutions that may be required. Similar improvements could be needed for shorter or for longer journeys.

Step 5a: Residential sites – assessing proximity characteristics

In line with the LTCP (2024, see pp.55-61) and with the Town and Country Planning Association's (TCPA, 2021) guidance on 20-Minute Neighbourhoods, a 20-minute return walk should be based on an 800-metre walking distance, i.e. ten minutes there and ten minutes back. For the purposes of this document, this is taken to be within an 800-metre distance from the centre of the site. This must be based on available walking routes as opposed to a radius to better reflect actual, rather than theoretical, distances. The services to be identified as being within a 20-minute walk are:

- Primary school
- Secondary school
- Supermarket or local grocery shop (selling fresh food)
- Healthcare provision (e.g. GP surgery or pharmacy)
- Significant area of employment (such as a town centre, science park, business park, industrial estate, or other employment sites of a similar scale, e.g. major hospital, university, etc.)

If the provision of any of these five key services forms an intrinsic part of the proposed development, then the distance to these new locations can be used.

The acceptability of these five services should be agreed as part of the TA or TS scoping exercise with the details reported in the resultant document. For example, the schools identified should have sufficient capacity (or can be expanded) to accommodate new pupils.

3.3.3 The rationale for including these five services is based on the importance attributed to walkable access to education, healthcare, and jobs in the TCPA's guidance (see Section 2, pp.16-32).

3.3.4 Additionally, access to primary schools, supermarkets, and GP surgeries is identified in the Ministry for Housing, Communities, and Local Government's (MHCLG) English Indices of Deprivation 2019 Technical Report (p.51) as, "...important for people's day-to-day life and to which people need to have good geographical access". Proximity to these services is used as one of the indicators of deprivation.

3.3.5 Finally, the Department for Transport's National Travel Survey (DfT, 2024, p.1) identifies the three most common trip purposes in 2023 as being: shopping (18%); commuting (13%); and 'other including just walk' (9%), which lends further weight to the

identification of the proximity of the services listed above. Some geographical variations in trip purpose proportions may exist, but it is likely that these three trip purposes are generally common to all locations.

3.3.6 Not all development proposals will be within a 20-minute walk of all of these key services but identifying the distances to these destinations will provide a sufficient understanding of whether a site's proximity to these locations is of appropriate comparability with sites in the TRICS database. Some of this information may already be available in the Location Details of survey sites in the TRICS database.

Step 5b: Employment sites – assessing proximity characteristics

For the purposes of identifying multi-modal trip rates for the 'do-minimum' scenario for proposed employment developments, it will be necessary to identify existing employment sites of a similar scale to the proposed development and assess the proximity and scale of nearby settlements to establish the pool of potential employees for the site and the travel options available to them. The results must be reported in the TA or TS.

Step 5c: Mixed-use development – internalisation and localisation

Where a proposed development includes a mix of uses, the resultant internal and external trips will need to be identified and included in the modelling. These anticipated multi-modal trip rates must be appropriately evidenced, and consideration will also need to be given as to how these trips can be provided for in respect of sustainable and active mode provision and this must be reported in the TA or TS.

The internalisation and localisation rates may vary between different future year scenarios depending on the sequencing of facilities that are expected to influence these rates. For example, if there are future year scenarios to be modelled in 2025 and 2030 and a school is required to be provided on-site in 2028, its influence on internalisation and localisation rates should only be considered in the 2030 scenario.

As discussed in section 2.3, the mid to long-term effects on travel behaviour resulting from the ongoing Covid-19 pandemic are still not yet known. Shifts in travel behaviour remain in flux; such as increases in the prevalence of homeworking in some employment sectors. As such, it is challenging to make meaningful or quantifiable judgements about how vehicular trip rates are likely to be impacted in the mid to long-term. Accordingly, it may only be appropriate to include any predictions about Covid-related impacts on mode share or trip generation in future year scenarios as sensitivity tests at this juncture.

Step 6: Assessing connectivity characteristics

In addition to assessing the proximity of development proposals to the aforementioned locations in steps 5a and 5b, both proposed residential and employment developments should undertake an assessment to establish the relative quality of existing connectivity for walking, wheeling, and cycling, and detailed in the TA or TS. Additionally, a comparative assessment is required of the frequency of bus and rail services, the spread of service by time of day and days of the week, plus their respective journey times (i.e. directness of service), and the number of key destinations served.

This assessment must also take appropriate account of severance issues caused by railways, roads (particularly dual-carriageways and motorways), waterways, or any other obstacle that would impact on walking, wheeling, and cycling routes. It must also take account of the comparable quality of the provision for walking, wheeling, and cycling. For example: whether the routes have street lighting; controlled crossings; footways and cycleways of suitable widths, etc.

The quality of such provision will need to be assessed in terms of the extent to which it accords with any applicable standards, most notably Local Transport Note 1/20: Cycle Infrastructure Design (DfT, 2020). To this end, a walking, wheeling, and cycling audit should be scoped and agreed with OCC officers. Use of the Active Travel England's assessment toolkit may be appropriate

3.3.8 It is acknowledged that there are numerous factors that can influence the travel behaviour of residents and employees and therefore the accessibility characteristics identified above are an unavoidably imperfect means of determining the potential trip generation of a proposed development. Nevertheless, this remains an important exercise, especially in the context of considering a site's compliance with the LTCP Policy 13.

3.3.9 Completing steps 5 and 6 is necessary to demonstrate an understanding of the context of the proposed development, which will then help to inform the identification of connectivity improvements in Step 9 (see also the supporting text at 3.4.2-3.4.5).

Step 7: Comparison sites in TRICS and using alternative evidence

The comparable sites used in the TRICS database should be identified by following the general principles set out in the TRICS Good Practice Guide (2025, see Section 5, pp.10-13). However, to ensure a sufficiently robust process has been undertaken in determining this comparability, in addition to this, the same assessment exercise undertaken in either Step 5a or Step 5b and Step 6 must be applied to the sites to be used in TRICS.

When choosing suitable sites to be used as comparisons, it may be preferable (and more robust) to use the average trip generation of multiple sites that are broadly similar instead of using only one site that is more directly comparable.

Although it is recommended that the starting point for determining existing and forecast multi-modal trip rates for all scenarios is to use the TRICS database, other sources of supplementary or alternative evidence may also be acceptable. For further discussion of acceptable evidence, see sections 2.1 and 2.2.

As with identifying suitable comparison sites in TRICS, commentary in the TA or TS must be provided to demonstrate and justify that the data to be used is sufficiently comparable in respect of location, proximity to key services, connectivity characteristics (i.e. walking, wheeling, cycling, and public transport provision), and other significant variables.

3.3.10 When considering the suitability of evidentiary sources these must take account of whether the sample data has appropriately comparable characteristics in terms of the ONS Indices of Multiple Deprivation, car ownership levels, rates of employment, and bus and rail connectivity. Additionally, the data sample size should be of a sufficient scale in order that small numbers of those working in that area do not unduly skew the data.

3.3.11 Examples of uses that may result in both internalisation and localisation (i.e. trips attracted from outside the development in the case of the latter) include schools, employment, sports and leisure facilities, and local shops within residential sites. Within large employment sites, examples include sports and leisure facilities and local shops.

3.4 Stage 2: Scenario testing and identifying connectivity improvements

Step 8: Modelling the 'do-minimum' scenario

The 'do-minimum' will be based on multi-modal trip rates derived from the TRICS database using other comparable sites as set out in steps 5-8 or based on alternative (or supplementary) evidence. As outlined in Stage One, detailed justification must be provided as to why these comparison sites (or alternative evidence sources) are suitable and reflect as closely as possible the characteristics of the proposed development's location in its current state, i.e. without any of the proposed off-site improvements.

This justification must be reported in the TA or TS and will include details of the proximity and connectivity characteristics of the comparison sites. The importance of modelling this scenario is discussed in section 3.5.

3.4.1 The comparison sites selected (either from the TRICS database and/or from some other suitable source) should be of a similar proximity to the five services identified in stage one but also have provision of a similar quality in terms of walking, wheeling, and cycling connections and access to similar levels of bus services (and rail services if applicable) in terms of frequency, journey times (i.e. directness of service), and number of key destinations served. Considering proximity in isolation is insufficient as the propensity to walk and cycle will also be influenced by the quality and attractiveness of facilities. If available, using the DfT's Connectivity Tool to assess the comparability of sites could be considered.

Step 9: Identifying connectivity improvements

The 'with connectivity improvements' scenario will need to include the proposed off-site connectivity improvements and bus service enhancements, accompanied by supporting evidence of their deliverability and ongoing viability respectively. The deliverability of all off-site improvements must be adequately demonstrated (which will need land and highway boundary searches and road safety assessments, and may include topographical surveys, ecological surveys, and utilities surveys) as part of any planning application, as any such improvements will be material to the assessment of the acceptability of the development proposals.

This should also take account of active travel and public transport provision within the site and improvements to be delivered by others if a particular impact on site traffic or background growth is directly attributable to said scheme and if it has sufficient certainty of delivery (e.g. is fully funded and has planning permission).

The identification of connectivity improvements should reflect the transport user hierarchy referenced in LTCP policies 1 and 2 (pp.36-39) and consider the embodied carbon of infrastructure referenced in Policy 27 (pp.88-90) and potential futureproofing to ensure climate resilience. The resultant improvements identified for sustainable and active modes should always be delivered at an early stage of the build-out of a development to ensure that suitable travel choices are available and positive travel behaviours are embedded from the outset.

The connectivity provision to and from and within the site for all users must be set out, with reference to the assessment of accessibility characteristics undertaken in steps 5a, 5b, and 6. The adequacy of said provision must be assessed in the context of: LTCP paragraphs 1.5.1-1.5.3, the vision identified in Step 1, and any applicable standards, including Local Transport Note 1/20: Cycle Infrastructure Design (DfT, 2020).

These details must be reported in the TA or TS and must include commentary on how safe and suitable access for all users has been demonstrated (per paragraph 115 of the NPPF). In this context, the term 'all users' is taken to mean people: walking; wheeling; cycling; using public transport; and using motor vehicles.

In line with LTCP policies 24-26 and in support of the LTCP's aim of reducing the need to travel, consideration should also be given to digital connectivity by incorporating fibre broadband connectivity and 5G infrastructure into new developments.

The TA or TS must ensure that all appropriate opportunities for directly delivering, contributing towards, and/or providing connections to schemes and routes in the following documents have been identified (including but not limited to):

- The relevant Local Plan's Infrastructure Delivery Plan (IDP)
- Neighbourhood Development Plans (NDPs)
- Local Cycling and Walking Infrastructure Plans (LCWIPs)
- LTCP movement and place strategies (both area and corridor)
- OCC's Strategic Active Travel Network (SATN)
- Public Rights of Way (PRoW)

3.4.2 In addition to considering the need for connectivity improvements in the context of those matters identified in Step 9, it is important to think about the need – and thus how the three tests in paragraph 58 of the NPPF are met – for improvements beyond only those arising from the impact of private vehicles in the AM and PM peak hours. In doing so, it is important to recognise that many walking, wheeling, and cycling trips occur outside of the peak hours and provision needs to be made for these trips to ensure that safe and suitable access for all users has been achieved (per paragraph 115 of the NPPF).

3.4.3 To this end, undertaking the assessments in steps 5a, 5b, and 6 is particularly important so that the demand for walking, wheeling, and cycling trips for different purposes and to different destinations is better understood and that the impact of a development proposal is not understood only by narrowly looking at the distribution of motorised vehicles in the AM and PM peaks.

3.4.4 Furthermore, the notion of access should not be regarded as only referring to the access to the site, i.e. where the new site connects into the existing highway network. Rather, the term access should be considered as referring to the accessibility (i.e. proximity and quality of connectivity) of the locations (and elsewhere, if applicable) and characteristics identified in steps 5a, 5b, and 6.

3.4.5 It is also very important to ensure that the off-site provision for walking, wheeling, cycling, and public transport is supported by on-site provision that also prioritises these users within the site. This must be demonstrated through suitable street design, master planning (both in accordance with OCC's Street Design Guide), and parking provision, including high-quality, covered, and secure cycle parking (in accordance with OCC's Parking Standards for New Developments), to ensure alignment with section nine of the NPPF (2024) and OCC's LTCP transport user hierarchy.

Step 10: Evidencing new trip rates

A separate review of the TRICS database can then be undertaken, this time to consider comparison sites that now more closely reflect a similar level of provision for walking, wheeling, cycling, and bus service levels, when taking into account the proposed connectivity improvement package associated with the proposed development, whilst also remaining comparable in respect of proximity and connectivity as discussed in Stage One.

The multi-modal trip rates derived from this new set of comparison sites can then be used as a basis for modelling this subsequent scenario. If it is not possible to identify appropriately comparable sites in the TRICS database for the 'do-minimum' or 'with connectivity improvements' scenarios, then as discussed in Section 2.1, other sources of evidence could be considered instead.

It must be made clear how the identified trip rates have been informed by the evidence and, in turn, how the evidence is directly linked to the specific provisions proposed.

Step 11: Modelling the ‘with connectivity improvements’ scenario

The ‘with connectivity improvements’ scenario should include the anticipated effects of all elements of the development proposal, both on and off-site, and any associated improvements to public transport services, i.e. all elements that are identified as being required to realise the vision for the development proposal as a whole.

All sources of evidence used to support the identification of trip rates (for all modes) must be cited clearly and comprehensively in the TA or TS and it must be explained why the sources are considered to be relevant and applicable to the proposed development, including reference to the age of the data, similarities and differences in location, and proximity and connectivity characteristics. Once suitably evidenced, the ‘with connectivity improvements’ scenario should then be modelled.

3.4.6 Assuming that they can be demonstrated to have suitably comparable accessibility characteristics – using a similar methodology as described in section 3.2 – then the mode shares for travel to work data from the Lower Super Output Areas in the ONS 2011 census could be utilised. With appropriate justification, it could then be assumed that these mode shares apply to other trip purposes as well.

3.4.7 However, on the basis that TRICS covers the modal share of all trips generated by a site (regardless of purpose) and will likely be more up to date than the 2011 census, this should only be considered as a secondary option if it has already been established that there is no suitable data available from the TRICS database, [other multimodal surveys of comparable sites](#), or [other suitable alternative sources of evidence](#).

3.5 Further rationale for testing multiple scenarios

3.5.1 Assuming improvements to active and sustainable transport provision are being proposed as part of a new development, it is critical that at least these two scenarios (‘do-minimum’ and ‘with connectivity improvements’) are modelled, [along with the Reference Case](#).

3.5.2 In any modelling exercise there is typically a reference case (i.e. without the development) and a ‘do-minimum’ in order to enable the identification of the potential impacts of a proposal (in this case a development) [through comparing two scenarios and understanding the differences between them in trip generation patterns](#). This then aids [understanding of the need for any subsequently proposed mitigation \(in this case connectivity improvements\) and then modelling their anticipated effect](#).

3.5.3 This is also necessary to inform whether any congestion issues arising from the development are satisfactorily addressed by the implementation of connectivity improvements or whether there remain residual impacts, the extent of said impacts, and therefore their acceptability. Without these reference case and ‘do-minimum’ scenarios, the potential impacts of development will not have been adequately assessed as required in NPPF paragraphs [109 \(p.31\)](#), [116](#), and [118 \(p.33\)](#).

3.5.4 For example, if congestion issues are identified, it is important that these do not have [unacceptably](#) detrimental impacts on the journey time reliability of bus services or adversely hinder the progress of walking, [wheeling](#), and cycling. In such instances bus

priority measures or walking, **wheeling**, and cycling provision will be required to address these issues, **where they are deliverable** (see paragraphs 3.6.2 and 3.6.6 for more on this).

3.5.5 Furthermore, the modelling **of multiple scenarios** will form part of the evidence to justify the requirement for the connectivity improvements. By quantifying the potential modal shift achievable through the active and sustainable transport improvements and demonstrating their efficacy in addressing network capacity issues, their compliance with the three tests of the Community Infrastructure Levy Regulations (see paragraph 58 of the NPPF) will be demonstrated.

3.5.6 Additionally, testing multiple scenarios will illustrate what could happen if the connectivity improvement proposals do not achieve their desired effect, are later found to be undeliverable due to unforeseen issues, or are omitted from the subsequent S106 and S278 legal agreements, including addressing any potential safety implications. In this way, modelling these two scenarios reflects the need to accommodate uncertainty and various plausible outcomes, as is advocated in section seven of the TRICS guidance (see pp.19-23).

3.5.7 There may also be particular locations where a choice needs to be made between a capacity improvement or a sustainable and active mode improvement. In such instances, **comparison with** the reference case or 'do-minimum' scenario(s) will be necessary to properly inform this decision-making process (see further discussion of this issue in section 3.6).

3.5.8 Finally, the TRICS guidance advises practitioners (paragraph 7.19, p.22) to refer to the DfT's Uncertainty Toolkit to assist with identifying appropriate scenarios. In paragraph 3.31 (2021b, p.25) the toolkit states:

Scenarios can contain both pessimistic and optimistic elements, but objectivity and a balanced approach should be maintained. Optimistic scenarios (or scenarios which are beneficial to the proposal under consideration) should not be considered in isolation.

3.6 Considering further scenario testing and capacity improvements

Step 12: Determining the requirement for further improvements

It may be necessary to model additional scenarios in cases where significant congestion issues remain on the network after the modal shift attributable to the connectivity improvements identified in the scenario in steps 9 and 10 has been considered. The matters covered in this step must be detailed in the TA or TS.

Capacity improvements for general traffic may be justified in situations where congestion results in detrimental impacts on bus journey time reliability – and therefore viable service operation and attractiveness to passengers – but where the frequency of service does not warrant bus priority measures; or where the availability of land renders bus lanes (or similar) undeliverable. The design of any capacity improvements for general traffic must always pay due consideration to the LTCP transport user hierarchy (Policy 1).

Other scenarios that may give rise to the consideration of capacity improvements include where congestion results in highway safety issues, air quality concerns, or the impedance to walking, wheeling, and cycling (where segregated provision is undeliverable). However, the appropriateness of any capacity improvements will need to be considered in the context of potential carbon impacts. Furthermore, it is important to reiterate that LTCP Policy 36 states that we will, “only consider road capacity schemes after all other options have been explored.”

It is necessary for these scenarios to be given careful consideration so that any potential alternative mitigation can be identified at the planning stage and thus appropriately captured in the S106 and S278 legal agreements.

In some locations a choice may need to be made between either delivering a capacity improvement or a sustainable and active transport improvement. Assuming that choosing the improvement to sustainable and active modes does not potentially give rise to unacceptable impacts, there will be a presumption in favour of the improvement that best reflects the LTCP transport user hierarchy (Policy 1).

It will also be pertinent to consider the extent of potential congestion; if an improvement to walking, wheeling, and cycling has been facilitated by choosing not to deliver a capacity improvement and this results in queueing traffic for only short periods of the day but allows for an improvement for walking, wheeling, and cycling at all times, this should be considered in the decision-making process. In other cases, there may be off-site sustainable and active mode improvements to be delivered (or contributed towards) by a development that do not conflict with potential capacity improvements.

Following the outcomes of the site’s monitoring (see Stage Three), if the anticipated mode shares are not achieved and car trips generated by the site are shown to be resulting in unacceptable impacts, it may be necessary for these identified capacity improvements to be delivered. However, it is important that such situations are given careful consideration: informed by suitable data; only considered once all sustainable and active mode improvements have been delivered; and that the requirement for the capacity improvement is considered as a ‘last resort’. Where traffic generation is likely to impact on the strategic highway network, these matters will also need to be agreed with National Highways.

3.6.1 In some instances, it may be appropriate for the monetary equivalent of the capacity scheme to be provided as a contribution towards strategic (i.e. delivered by OCC) improvements instead of a capacity-led scheme being delivered directly by the developer.

3.6.2 Nevertheless, the acceptability of such instances will be carefully considered on a case-by-case basis, and in the context of network management matters and OCC's statutory duty under the Traffic Management Act (2004) to reduce and manage congestion.

3.6.3 In addition to the consideration of monitoring outputs in the context of connectivity improvements delivered by the development, other factors will also need to be taken into account. Where they provide new travel options for people accessing the development, these include matters such as the anticipated timing of the following:

- the introduction of new bus services (or improvements to existing services);
- the implementation of transport interventions delivered by OCC and;
- the build-out of other sites in the vicinity (both residential and employment) and their associated connectivity improvements.

All of these additional factors will have a bearing on travel behaviour and therefore whether or not efforts to encourage modal shift will be considered successful.

Step 13: Considering sensitivity scenarios and extrapolating trends

Sensitivity scenarios may be required to capture the potential impacts of strategic schemes delivered by OCC, including demand management projects (such as the proposed workplace parking levy or the proposed Oxford traffic filters). These will need to be considered appropriately according to the certainty (i.e. funding status, planning permission status, etc.) and likely timing of their delivery. It may also be useful for additional sensitivity scenarios to be tested utilising the LTCP targets of replacing or removing car trips, taking into consideration the discussion of the use of these targets in section 2.5.

Other scenarios may be required to identify whether the identified vehicular impacts based on current behaviour (i.e. the 'do-minimum' scenario) is shown to potentially increase when taking account of trends extrapolated from the TRICS database. This could also be applied to the 'with connectivity' scenario if considered appropriate. If trends extrapolated from the TRICS database indicate an increase in vehicular trips, the potential resulting congestion will also need to be addressed appropriately, i.e. through further connectivity improvements or other means (see discussion in Step 12). This step is important to help illustrate what could happen to travel patterns without the intervention of sustainable and active mode improvements.

The process for acquiring and analysing trend data from TRICS is described in section 16 of the TRICS guidance (2021, p.35) and summarised as follows:

To establish historic trip trends, it is necessary to undertake a separate TRICS analysis for various time slices (initial advice is 5 year periods but this may be amended if considered appropriate) using a consistent set of filtering parameters for each time slice. The attained information can then be combined into a spreadsheet whereby the individual trip rates for each classification can be compared throughout the individual time slices to create a graph showing how trip rates have changed over time.

Consideration of whether this step is required must be provided in the TA or TS.

3.6.4 Whether these trends actually materialise will need to be carefully monitored (see stage three on monitoring below) and if they do not transpire then the resultant issues will need to be addressed through the S106 agreement as described above. This approach is supported in the TRICS guidance, which states (paragraph 12.3, p.30):

Should the monitoring and evaluation plan report demonstrate that the forecast trips have [been] exceeded or indeed have not materialised then a revised schedule of transport interventions should be prepared and agreed with the planning and highway authority. In this regard the application of the monitoring regime and commitment in the obligation to follow the findings of the monitoring will be crucial to ensuring that the "decide" element is followed by "provide".

3.6.5 Further to this, assuming that the potential detrimental impacts of congestion on sustainable and active modes and other environmental (including air quality) and ecological receptors can be suitably and satisfactorily ameliorated, it may be acceptable to allow some capacity issues to remain as long as they are only affecting private motor vehicles as this can act as an incentive to change mode choice (Metz, 2018).

3.7 Stage 3: Monitoring and managing outcomes

3.7.1 A fundamental part of implementing the 'decide and provide' approach as advocated in the TRICS guidance is the need to monitor the outcomes of its implementation through the travel plans accompanying development proposals.

3.7.2 In the case of strategic housing or employment sites whose construction programmes span many years, monitoring the trip generation and mode shares over time is particularly important. This will facilitate an understanding of whether the expected trip generation rates identified in the various modelled scenarios are occurring in practice.

3.7.3 Further to this, masterplans and design codes should be devised at the outset to allow for sufficient flexibility so that later phases of development can be adapted to influence travel behaviour and make better provision for active and sustainable modes or change layouts and levels of parking to respond to subsequent changes in policy (for more on this see OCC's [Parking Standards for New Developments](#)).

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Step 14: Scoping the Monitoring and Evaluation Plan

A Monitoring and Evaluation Plan (MEP) is required where a TA accompanies a planning application. This will be secured and implemented through the travel plan as part of the S106 agreement where needed. As the MEP will potentially inform triggers for further planning obligations, it will need to be drafted and agreed prior to the S106 being finalised.

The MEP will record how the trip generation and mode share of the site evolves over time and the resultant impacts on the highway network. The survey specification will need to be agreed with the appropriate OCC officers and should employ the TRICS Standard Assessment Methodology or similar (as outlined in Section 23 of the TRICS Good Practice Guide, 2025). The survey frequency and number will depend on the scale of the development and the timing of associated infrastructure delivery. Surveys should take place at agreed intervals for at least until the full occupation of the site.

Survey design will need to take account of multi-modal trips from all access points, including walking, wheeling, and cycling only accesses in addition to main vehicular accesses. Attitudinal surveys should also be considered to collect qualitative data around travel behaviours. Additionally, if there are specific junctions of concern in the vicinity of the site, which may experience problems if the anticipated mode shares are not achieved, then monitoring of these locations should be included in the survey scope. It may be appropriate for the requirement for surveys to be triggered based on the time elapsed since implementation and/or on reaching specific levels of occupation. Other data which may need to be recorded in the MEP includes (but is not limited to): public transport patronage figures, car club membership/usage, the use of new (or improved) active travel facilities, and the occurrence of rat running on unsuitable routes.

Survey design should consider how to isolate the impacts of the development and its associated improvements from any third-party effects to the wider transport environment.

If the proposed development generates traffic that will impact on any Air Quality Management Area in the vicinity, the MEP may also be required to monitor these impacts to ensure that vehicular traffic does not exceed that which is anticipated through any of the scenarios based on a reduction in trip rates. The methodology for any such monitoring and the potential ramifications of any exceedances will need to be agreed with OCC and the relevant Local Planning Authority.

Step 15: Determining triggers through monitoring

If a phased approach to off-site connectivity improvements has been agreed the results of the monitoring may be needed to be used to inform the timing of infrastructure delivery being adapted accordingly.

The requirement for monitoring is necessary given the need to ascertain whether the anticipated modal share and vehicular trip reductions, and the trends identified through the extrapolation of historic data, transpire in reality. If they do not, and unacceptable impacts are identified through the monitoring, this may prompt the requirement for further infrastructure improvements or financial contributions, see Step 12 for more on this topic.

3.7.4 As described in the TRICS guidance (2021a, paragraph 11.6, p.29):

The MEP should reflect the site build out and the timing of the monitoring and evaluation reports agreed with the relevant LPA and the highway authority. If transport outcomes have departed from the trajectories contained within the transport strategy [i.e. transport assessment], then the S106 must contain a mechanism to deal with the divergence from the agreed trip scenario.

3.7.5 In lieu of a more sophisticated (and proportionately less complex) predictive analysis, it is likely to be assumed that the increase (or decrease) in vehicular trip rates will continue at the same rate into the future, when in fact it may become apparent that over time these trends accelerate, decelerate, or plateau.

3.7.6 In the case of large-scale housing sites with a protracted build-out, it is important to monitor trip generation and mode share over multiple years as changes in behaviour may only be realised over a long-term period (Song, *et al*, 2017 and DfT, 2022).

Step 16: Implementing the Monitoring and Evaluation Plan

The costs incurred by OCC having to ensure that the requisite monitoring is carried out by the applicant, plus the resources associated with reviewing the resultant monitoring outputs, will need to be covered by a suitable fee and captured in the S106 agreement. These costs will depend on the scale and complexity of the monitoring (and thus the extent of the outputs) of the site and will therefore be calculated on a site-by-site basis using the adopted schedule of charges for OCC officer time.

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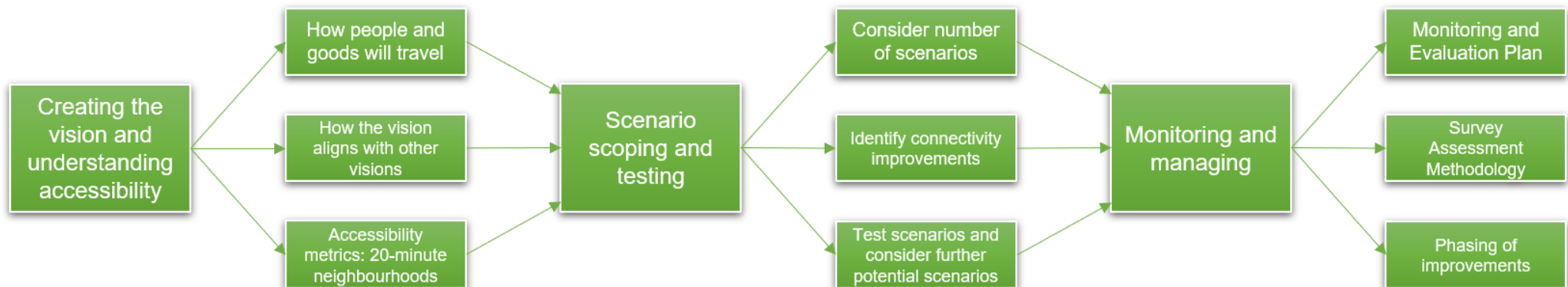
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Appendix 1: flow-diagram summarising the implementation process



Stage One (Steps 1-7): creating the vision and understanding accessibility

1. Consider how people and goods will travel to and from (and within) the site, set this out in detail as a vision for the proposed development.
2. Articulate how the vision aligns with other relevant visions, including OCC's LTCP, the NPPF, and the local plan.
3. Assess the accessibility characteristics of the site. Provide suitable evidence to establish multi-modal trip rates from TRICS or alternative sources and explain why that evidence is applicable to the context of this proposed development.



Stage Two (Steps 8-13): scenario scoping and testing

1. Consider the number of scenarios that will need to be tested. This will depend on the scale of the proposal and the sensitivity and complexity of its location.
2. Identify the connectivity improvement requirements and whether trip rate reductions can be attributed to them based on data from TRICS (or alternative sources) to derive rates for further scenarios.
3. Determine requirements for subsequent scenarios to be tested to identify the phasing of infrastructure or incorporating trends extrapolated from historic TRICS data.



Stage Three (Steps 14-16): monitoring and managing

1. Produce the Monitoring and Evaluation Plan to be implemented through the travel plan as part of the S106 legal agreement.
2. Agree the survey assessment methodology with OCC, ensuring that it is multi-modal and appropriately covers the full occupation of the site. Also consider requirements for other impact assessments such as those relating to air quality.
3. Consider the potential requirement for phasing of connectivity improvements and secure this through the S106 and S278 legal agreements.

NB: This flow diagram is not intended as a comprehensive representation of all the necessary process, rather a simplified summary of the key steps.

Appendix 2: worked example - residential development proposal

Development proposal: A total of 1,000 dwellings on a rural site at Brampton Heath Golf Centre to the north of Northampton, with a new footway and new cycleways adjacent to Sandy Lane and a new bus service through the site. Please note that this is a hypothetical example used for illustrative purposes only.

From the description above, the Transport Assessment accompanying the planning application will require multiple scenarios to be modelled as the development proposal would be for over 500 dwellings in a rural area with a new bus service and new walking and cycling infrastructure. Furthermore, multiple scenarios should also be modelled as during the pre-application stage, it is understood that the applicant is seeking to reduce vehicle trip rates in the Transport Assessment as the development proposal would deliver improvements to active and sustainable travel.

Scenario 1: Do Minimum

This scenario uses average trip rates and modes shares of comparable sites from the TRICS database which reflect the existing characteristics of the site, i.e. without connectivity improvements.

This uses multi-modal trip rates obtained from the TRICS database without any adjustments for sites comparable to the application site to reflect existing walking, cycling and public transport infrastructure, as well as proximity to facilities and amenities.

In terms of assessing the proximity characteristics of the application site, the distance from the application site to those essential services that form the 20-minute neighbourhood are stated below.

- Primary School = 1.6km
The Bramptons Primary School, Harlestone Road
- Secondary School = 4.4km
Kingsthorpe College, Boughton Green Road
- Supermarket or Local Grocery Shop = 3.0km
Tesco Express, Link Road
- GP Surgery = 3.3km
The Pines Surgery, Harborough Road
- Employment = 5.8km
Moulton Park, Northampton

In terms of assessing the connectivity characteristics of the application site, a review of the area on Google Maps and Street View indicates that no walking or cycling infrastructure exists adjacent to the application site alongside Sandy Lane and no public transport services are accessible within 400m.

A footway does exist alongside Northampton Road, which also forms a route towards the town centre as part of the National Cycle Network. The nearest bus stops are located on Welford Road where the infrequent number 60 service calls.

Select	Reference	Description	Map	Town/City	Area	Location	DWELLS	Status	Reason for Deselection/Automatic Removal
<input checked="" type="checkbox"/>	DS-03-A-02	MIXED HOUSES		DERBY	DERBYSHIRE	Edge of Town	371	One-Off	
<input checked="" type="checkbox"/>	ES-03-A-03	MIXED HOUSES & FLAT		POLEGATE	EAST SUSSEX	Edge of Town	212	One-Off	
<input checked="" type="checkbox"/>	HC-03-A-24	MIXED HOUSES & FLAT		EASTLEIGH	HAMPSHIRE	Edge of Town	243	One-Off	
<input checked="" type="checkbox"/>	HC-03-A-25	MIXED HOUSES & FLAT		NEAR SOUTHAMPTON	HAMPSHIRE	Edge of Town	250	Re-Survey	
<input checked="" type="checkbox"/>	HC-03-A-26	MIXED HOUSES & FLAT		WHITELEY	HAMPSHIRE	Edge of Town	270	One-Off	
<input checked="" type="checkbox"/>	KC-03-A-06	MIXED HOUSES & FLAT		HERNE BAY	KENT	Suburban Area (PPS6 C)	363	One-Off	
<input checked="" type="checkbox"/>	KC-03-A-07	MIXED HOUSES		HERNE BAY	KENT	Edge of Town	288	One-Off	
<input checked="" type="checkbox"/>	NE-03-A-02	SEMI DETACHED & DET		SCUNTHORPE	NORTH EAST LINCOLNSH	Edge of Town	432	One-Off	
<input checked="" type="checkbox"/>	NF-03-A-06	MIXED HOUSES		GREAT YARMOUTH	NORFOLK	Edge of Town	275	Re-Survey	
<input checked="" type="checkbox"/>	NF-03-A-09	MIXED HOUSES & FLAT		NORWICH	NORFOLK	Edge of Town	984	Re-Survey	
<input checked="" type="checkbox"/>	NF-03-A-23	MIXED HOUSES & FLAT		WYMONDHAM	NORFOLK	Edge of Town	514	Re-Survey	
<input checked="" type="checkbox"/>	NF-03-A-30	MIXED HOUSES		SWAFFHAM	NORFOLK	Edge of Town	266	Re-Survey	
<input checked="" type="checkbox"/>	SC-03-A-05	MIXED HOUSES		HORLEY	SURREY	Edge of Town	207	One-Off	
<input checked="" type="checkbox"/>	ST-03-A-07	DETACHED & SEMI-DET		STAFFORD	STAFFORDSHIRE	Edge of Town	248	One-Off	
<input checked="" type="checkbox"/>	WS-03-A-06	MIXED HOUSES		WEST HORSHAM	WEST SUSSEX	Edge of Town	799	Re-Survey	
<input checked="" type="checkbox"/>	WS-03-A-11	MIXED HOUSES		WEST HORSHAM	WEST SUSSEX	Edge of Town	918	Re-Survey	
<input checked="" type="checkbox"/>	WS-03-A-15	MIXED HOUSES		BILLINGSHURST	WEST SUSSEX	Neighbourhood Centre	380	One-Off	

Use the TRICS database to obtain multi-modal trip rates for the *Do Minimum* scenario by identifying suitable surveys undertaken at sites which are comparable to the application site regarding location, proximity to essential services and connectivity characteristics, that is to say, walking, cycling and public transport provision.

The development proposal is for 1,000 dwellings at a site on the edge of Northampton; therefore, interrogation of the TRICS database was undertaken with the parameters stated below.

- 1) '03 – Residential' in the *Main Land Use* menu
- 2) 'A – Houses Privately Owned' in the *Sub Land Use* menu
- 3) 'Calculate Multi-Modal Trip Rates' to obtain mode share data
- 4) Only residential sites in England (excluding Greater London)
- 5) Between 200 and 1,800 dwellings in Suburban Area, Edge of Town and Neighbourhood Centre locations, with weekday surveys only

Robust *Primary and Secondary Filtering* of the TRICS database should be undertaken to ensure appropriate surveys are used. Following these two stages of filtering, a review of each site should be undertaken in detail to ensure that it is representative of the application site in terms of existing walking and cycling connections, access to public transport services which have similar frequencies, journey times and number of destinations, as well as proximity to facilities, amenities and essential services.

The interrogation of the TRICS database using the above parameters results in 17 surveys being available to obtain multi-modal trip rates, as shown in the screenshot below.

There is now a requirement to remove all surveys from the *site selection* list which are not representative of the application site, with reasonable justification. Only 3 surveys are considered representative due to connectivity or location characteristics, as shown in the screenshots below.

Select	Reference	Description	Map	Town/City	Area	Location	DWELLS	Status	Reason for Deselection/Automatic Removal
<input type="checkbox"/>	DS-03-A-02	MIXED HOUSES		DERBY	DERBYSHIRE	Edge of Town	371	One-Off	Connectivity Characteristics
<input type="checkbox"/>	ES-03-A-03	MIXED HOUSES & FLAT		POLEGATE	EAST SUSSEX	Edge of Town	212	One-Off	Connectivity Characteristics
<input type="checkbox"/>	HC-03-A-24	MIXED HOUSES & FLAT		EASTLEIGH	HAMPSHIRE	Edge of Town	243	One-Off	Connectivity Characteristics
<input type="checkbox"/>	HC-03-A-25	MIXED HOUSES & FLAT		NEAR SOUTHAMPTON	HAMPSHIRE	Edge of Town	250	Re-Survey	Connectivity Characteristics
<input checked="" type="checkbox"/>	HC-03-A-26	MIXED HOUSES & FLAT		WHITELEY	HAMPSHIRE	Edge of Town	270	One-Off	
<input type="checkbox"/>	KC-03-A-06	MIXED HOUSES & FLAT		HERNE BAY	KENT	Suburban Area (PPS6 C)	363	One-Off	Connectivity Characteristics
<input type="checkbox"/>	KC-03-A-07	MIXED HOUSES		HERNE BAY	KENT	Edge of Town	288	One-Off	Connectivity Characteristics
<input type="checkbox"/>	NE-03-A-02	SEMI DETACHED & DET		SCUNTHORPE	NORTH EAST LINCOLNSH	Edge of Town	432	One-Off	Connectivity Characteristics
<input checked="" type="checkbox"/>	NF-03-A-06	MIXED HOUSES		GREAT YARMOUTH	NORFOLK	Edge of Town	275	Re-Survey	
<input type="checkbox"/>	NF-03-A-09	MIXED HOUSES & FLAT		NORWICH	NORFOLK	Edge of Town	984	Re-Survey	Removed: Site re-surveyed by NF-03-A-22
<input checked="" type="checkbox"/>	NF-03-A-23	MIXED HOUSES & FLAT		WYMONDHAM	NORFOLK	Edge of Town	514	Re-Survey	
<input type="checkbox"/>	NF-03-A-30	MIXED HOUSES		SWAFFHAM	NORFOLK	Edge of Town	266	Re-Survey	Location Characteristics
<input type="checkbox"/>	SC-03-A-05	MIXED HOUSES		HORLEY	SURREY	Edge of Town	207	One-Off	Connectivity Characteristics
<input type="checkbox"/>	ST-03-A-07	DETACHED & SEMI-DET		STAFFORD	STAFFORDSHIRE	Edge of Town	248	One-Off	Connectivity Characteristics
<input type="checkbox"/>	WS-03-A-06	MIXED HOUSES		WEST HORSHAM	WEST SUSSEX	Edge of Town	799	Re-Survey	Removed: Site re-surveyed by WS-03-A-11
<input type="checkbox"/>	WS-03-A-11	MIXED HOUSES		WEST HORSHAM	WEST SUSSEX	Edge of Town	918	Re-Survey	Connectivity Characteristics
<input type="checkbox"/>	WS-03-A-15	MIXED HOUSES		BILLINGSHURST	WEST SUSSEX	Neighbourhood Centre	380	One-Off	Location Characteristics

Select	Reference	Date	Day of Week	Survey Type	Description	Town/City	Reason for Deselection/Automatic Removal
<input checked="" type="checkbox"/>	HC-03-A-26	24/06/21	Thursday	MULTI-MODAL	MIXED HOUSES & FLATS	WHITELEY	
<input checked="" type="checkbox"/>	NF-03-A-06	23/09/19	Monday	MULTI-MODAL	MIXED HOUSES	GREAT YARMOUTH	
<input checked="" type="checkbox"/>	NF-03-A-23	22/09/21	Wednesday	MULTI-MODAL	MIXED HOUSES & FLATS	WYMONDHAM	

For the majority of the surveys in the *site selection* list, the nearest bus stops are too close to the relevant site and the frequency of the services which call at these bus stops is much greater than the frequency in proximity to the application site. This could result in a greater mode share for public transport use; therefore, these surveys should not be used to obtain multi-modal trip rates for the *Do Minimum* scenario.

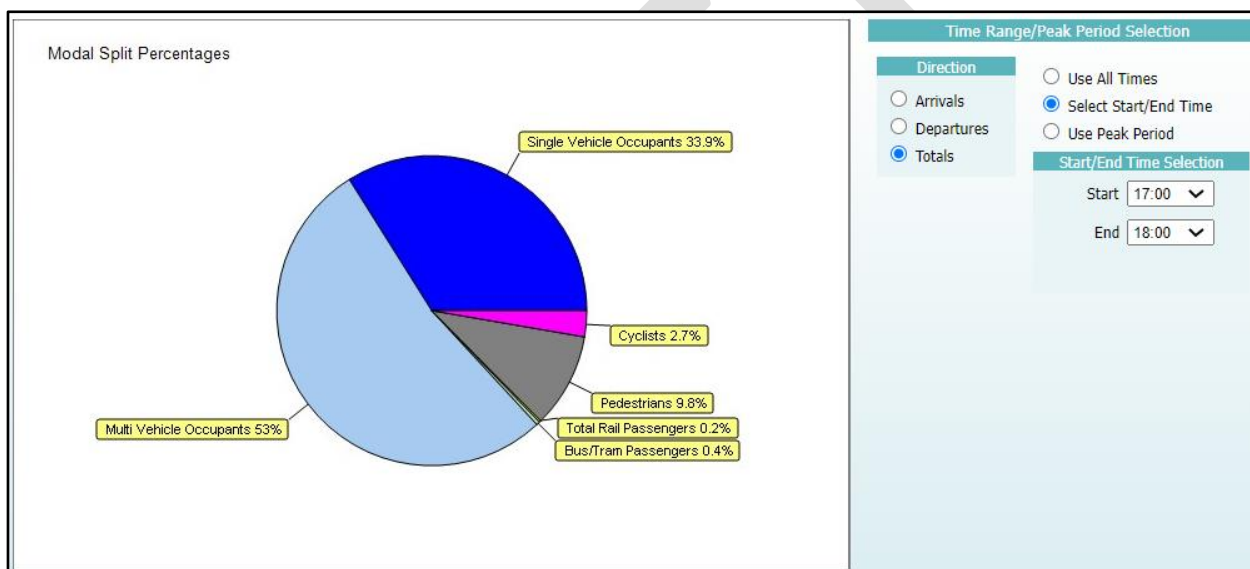
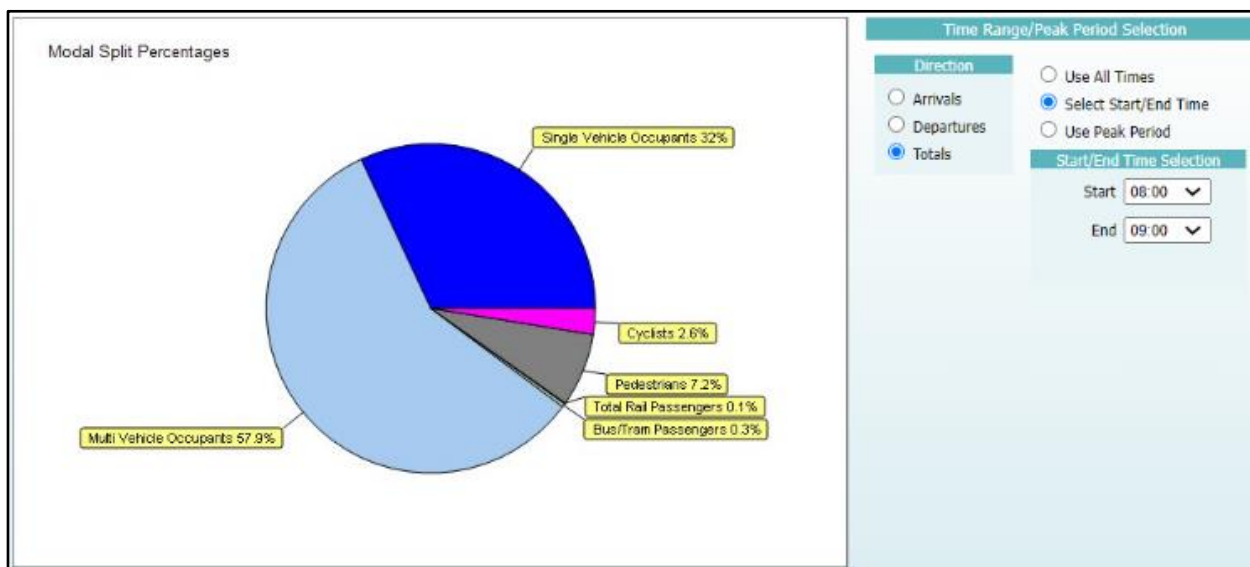
The average multi-modal trip rates from the 3 remaining sites for 'Total People' for both the AM peak hour (08:00-09:00) and PM peak hour (17:00-18:00), as well as between 07:00-19:00 are shown in the table below.

	IN	OUT	TOTAL
AM Peak (08:00-09:00)	0.225	0.869	1.094
PM Peak (17:00-18:00)	0.689	0.320	1.009
12-Hour (07:00-19:00)	3.979	4.167	8.416

The average multi-modal trip rates from the 3 remaining sites for 'Total Vehicles' for both the AM peak hour (08:00-09:00) and PM peak hour (17:00-18:00), as well as between 07:00-19:00 are shown in the table below.

	IN	OUT	TOTAL
AM Peak (08:00-09:00)	0.171	0.444	0.615
PM Peak (17:00-18:00)	0.398	0.179	0.577
12-Hour (07:00-19:00)	2.404	2.425	4.829

The likely mode share of the application site in both the AM peak hour and PM peak hour without the development proposal in place and therefore any walking, cycling and public transport improvements, is shown in the screenshots and the table below.



Transport Mode	AM Peak Hour (08:00-09:00)	PM Peak Hour (17:00-18:00)
	% Share	% Share
Walking	7.2%	9.8%
Cycling	2.6%	2.7%
Public Transport	0.4%	0.6%
Car / Van	89.9%	86.9%

A car/van mode share of 89.9% in the AM peak hour and 86.9% in the PM peak hour appears reasonable given the lack of walking and cycling infrastructure, as well as the lack of public transport services in the area.

Scenario 2: With Connectivity Improvements

This scenario uses average trip rates from the TRICS database, or adjustments to baseline mode shares, which reflect the future characteristics of the site with the development in place and its associated connectivity improvements.

The *With Connectivity Improvements* scenario uses another set of multi-modal trip rates obtained from the TRICS database or adjustments to baseline mode shares from the *Do Minimum* scenario to reflect future walking, cycling and public transport infrastructure and

potential opportunities for residents and visitors to travel by sustainable and active modes of transport, as a result of the development proposal.

As part of the development proposal, a new footway and new cycleways would be provided alongside Sandy Lane to connect with the existing shared footway / cycleway alongside Northampton Road. Additionally, a new bus service through the site towards the town centre with up to 4 services per hour will be provided.

All new infrastructure improvements would be delivered prior to first occupation, so opportunities for residents and visitors to travel by sustainable and active modes of transport would be available from the outset. A primary school, grocery shop and GP surgery would also be provided within the application site which would reduce the distance that residents would have to travel to these essential services.

An interrogation of the TRICS database was undertaken using the same parameters as before, for consistency. A review of each site should be undertaken in detail to ensure that it is representative of the application site in terms of future walking and cycling connections and access to public transport services, while also still comparable regarding proximity to facilities, amenities and essential services.

The interrogation of the TRICS database using the above parameters results in 17 surveys being available to obtain multi-modal trip rates, as shown in the screenshot below.

Select	Reference	Description	Map	Town/City	Area	Location	DWELLS	Status	Reason for Deselection/Automatic Removal
<input checked="" type="checkbox"/>	DS-03-A-02	MIXED HOUSES		DERBY	DERBYSHIRE	Edge of Town	371	One-Off	
<input checked="" type="checkbox"/>	ES-03-A-03	MIXED HOUSES & FLAT		POLEGATE	EAST SUSSEX	Edge of Town	212	One-Off	
<input checked="" type="checkbox"/>	HC-03-A-24	MIXED HOUSES & FLAT		EASTLEIGH	HAMPSHIRE	Edge of Town	243	One-Off	
<input checked="" type="checkbox"/>	HC-03-A-25	MIXED HOUSES & FLAT		NEAR SOUTHAMPTON	HAMPSHIRE	Edge of Town	250	Re-Survey	
<input checked="" type="checkbox"/>	HC-03-A-26	MIXED HOUSES & FLAT		WHITELEY	HAMPSHIRE	Edge of Town	270	One-Off	
<input checked="" type="checkbox"/>	KC-03-A-06	MIXED HOUSES & FLAT		HERNE BAY	KENT	Suburban Area (PPS6 C)	363	One-Off	
<input checked="" type="checkbox"/>	KC-03-A-07	MIXED HOUSES		HERNE BAY	KENT	Edge of Town	288	One-Off	
<input checked="" type="checkbox"/>	NE-03-A-02	SEMI DETACHED & DET		SCUNTHORPE	NORTH EAST LINCOLNSH	Edge of Town	432	One-Off	
<input checked="" type="checkbox"/>	NF-03-A-06	MIXED HOUSES		GREAT YARMOUTH	NORFOLK	Edge of Town	275	Re-Survey	
<input checked="" type="checkbox"/>	NF-03-A-09	MIXED HOUSES & FLAT		NORWICH	NORFOLK	Edge of Town	984	Re-Survey	
<input checked="" type="checkbox"/>	NF-03-A-23	MIXED HOUSES & FLAT		WYMONDHAM	NORFOLK	Edge of Town	514	Re-Survey	
<input checked="" type="checkbox"/>	NF-03-A-30	MIXED HOUSES		SWAFFHAM	NORFOLK	Edge of Town	266	Re-Survey	
<input checked="" type="checkbox"/>	SC-03-A-05	MIXED HOUSES		HORLEY	SURREY	Edge of Town	207	One-Off	
<input checked="" type="checkbox"/>	ST-03-A-07	DETACHED & SEMI-DET		STAFFORD	STAFFORDSHIRE	Edge of Town	248	One-Off	
<input checked="" type="checkbox"/>	WS-03-A-06	MIXED HOUSES		WEST HORSHAM	WEST SUSSEX	Edge of Town	799	Re-Survey	
<input checked="" type="checkbox"/>	WS-03-A-11	MIXED HOUSES		WEST HORSHAM	WEST SUSSEX	Edge of Town	918	Re-Survey	
<input checked="" type="checkbox"/>	WS-03-A-15	MIXED HOUSES		BILLINGSHURST	WEST SUSSEX	Neighbourhood Centre	380	One-Off	

Similar to the previous stage, there is now a requirement to remove all surveys from the *site selection* list which would not be representative of the application site with the development proposal and its associated connectivity improvements in place.

A total of 12 surveys could be used to obtain the alternative multi-modal trip rates as each site has suitable walking and cycling infrastructure in place with representative bus service provision, as shown in the screenshots below.

Select	Reference	Description	Map	Town/City	Area	Location	DWELLS	Status	Reason for Deselection/Automatic Removal
<input checked="" type="checkbox"/>	DY-03-A-01	MIXED HOUSES		DERBY	DERBY	Edge of Town	371	One-Off	
<input type="checkbox"/>	ES-03-A-03	MIXED HOUSES & FLAT		POLEGATE	EAST SUSSEX	Edge of Town	212	One-Off	Location Characteristics
<input checked="" type="checkbox"/>	HC-03-A-24	MIXED HOUSES & FLAT		EASTLEIGH	HAMPSHIRE	Edge of Town	243	One-Off	
<input type="checkbox"/>	HC-03-A-26	MIXED HOUSES & FLAT		WHITELEY	HAMPSHIRE	Edge of Town	270	One-Off	Connectivity Characteristics
<input checked="" type="checkbox"/>	KC-03-A-06	MIXED HOUSES & FLAT		HERNE BAY	KENT	Suburban Area (PPS6 C)	363	One-Off	
<input checked="" type="checkbox"/>	KC-03-A-07	MIXED HOUSES		HERNE BAY	KENT	Edge of Town	288	One-Off	
<input checked="" type="checkbox"/>	NE-03-A-02	SEMI DETACHED & DET		SCUNTHORPE	NORTH EAST LINCOLNSH	Edge of Town	432	One-Off	
<input type="checkbox"/>	NF-03-A-06	MIXED HOUSES		GREAT YARMOUTH	NORFOLK	Edge of Town	275	Re-Survey	Removed: Site re-surveyed by NF-03-A-29
<input checked="" type="checkbox"/>	NF-03-A-09	MIXED HOUSES & FLAT		NORWICH	NORFOLK	Edge of Town	984	Re-Survey	
<input type="checkbox"/>	NF-03-A-23	MIXED HOUSES & FLAT		WYMONDHAM	NORFOLK	Edge of Town	514	Re-Survey	Location Characteristics
<input checked="" type="checkbox"/>	NF-03-A-30	MIXED HOUSES		SWAFFHAM	NORFOLK	Edge of Town	266	Re-Survey	
<input checked="" type="checkbox"/>	SC-03-A-05	MIXED HOUSES		HORLEY	SURREY	Edge of Town	207	Initial Survey	
<input checked="" type="checkbox"/>	SP-03-A-02	MIXED HOUSES & FLAT		NEAR SOUTHAMPTON	SOUTHAMPTON	Edge of Town	250	Re-Survey	
<input checked="" type="checkbox"/>	ST-03-A-07	DETACHED & SEMI-DET		STAFFORD	STAFFORDSHIRE	Edge of Town	248	One-Off	
<input type="checkbox"/>	WS-03-A-06	MIXED HOUSES		WEST HORSHAM	WEST SUSSEX	Edge of Town	799	Re-Survey	Removed: Site re-surveyed by WS-03-A-11
<input checked="" type="checkbox"/>	WS-03-A-11	MIXED HOUSES		WEST HORSHAM	WEST SUSSEX	Edge of Town	918	Re-Survey	
<input checked="" type="checkbox"/>	WS-03-A-15	MIXED HOUSES		BILLINGSHURST	WEST SUSSEX	Neighbourhood Centre	380	One-Off	

Select	Reference	Date	Day of Week	Survey Type	Description	Town/City	Reason for Deselection/Automatic Removal
<input checked="" type="checkbox"/>	DY-03-A-01	10/07/18	Tuesday	MULTI-MODAL	MIXED HOUSES	DERBY	
<input checked="" type="checkbox"/>	HC-03-A-24	10/11/21	Wednesday	MULTI-MODAL	MIXED HOUSES & FLATS	EASTLEIGH	
<input checked="" type="checkbox"/>	KC-03-A-06	27/09/17	Wednesday	MULTI-MODAL	MIXED HOUSES & FLATS	HERNE BAY	
<input checked="" type="checkbox"/>	KC-03-A-07	27/09/17	Wednesday	MULTI-MODAL	MIXED HOUSES	HERNE BAY	
<input checked="" type="checkbox"/>	NE-03-A-02	12/05/14	Monday	MULTI-MODAL	SEMI DETACHED & DETACHED	SCUNTHORPE	
<input checked="" type="checkbox"/>	NF-03-A-09	24/09/19	Tuesday	MULTI-MODAL	MIXED HOUSES & FLATS	NORWICH	
<input checked="" type="checkbox"/>	NF-03-A-30	23/09/21	Thursday	MULTI-MODAL	MIXED HOUSES	SWAFFHAM	
<input checked="" type="checkbox"/>	SC-03-A-05	01/04/19	Monday	MULTI-MODAL	MIXED HOUSES	HORLEY	
<input checked="" type="checkbox"/>	SP-03-A-02	12/10/21	Tuesday	MULTI-MODAL	MIXED HOUSES & FLATS	NEAR SOUTHAMPTON	
<input checked="" type="checkbox"/>	ST-03-A-07	22/11/17	Wednesday	MULTI-MODAL	DETACHED & SEMI-DETACHED	STAFFORD	
<input checked="" type="checkbox"/>	WS-03-A-11	02/04/19	Tuesday	MULTI-MODAL	MIXED HOUSES	WEST HORSHAM	
<input checked="" type="checkbox"/>	WS-03-A-15	23/11/21	Tuesday	MULTI-MODAL	MIXED HOUSES	BILLINGSHURST	

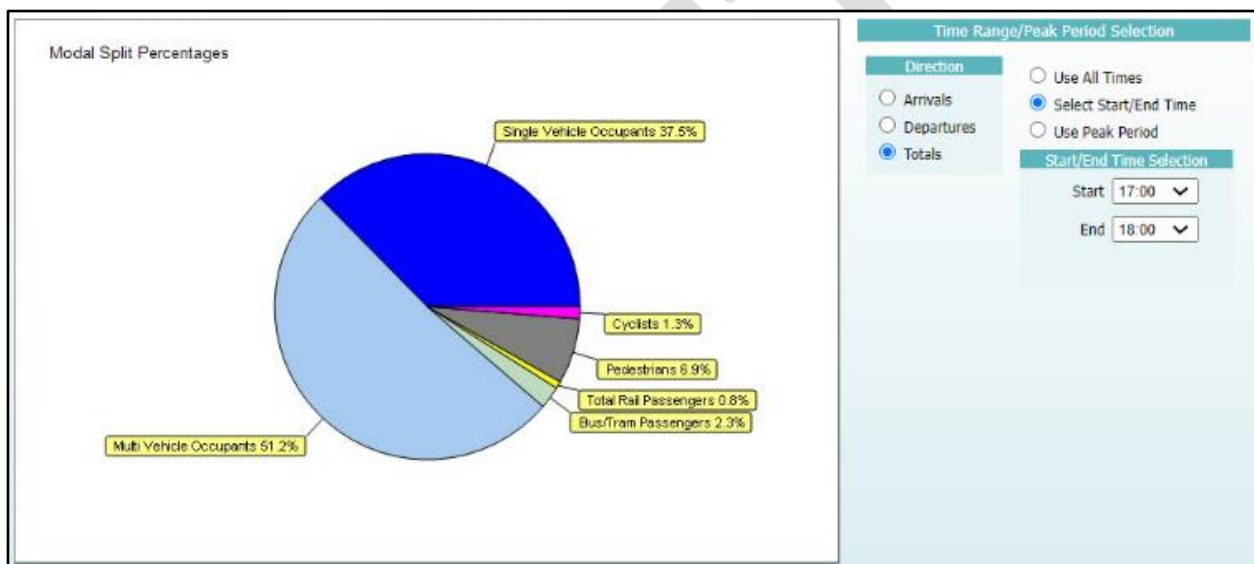
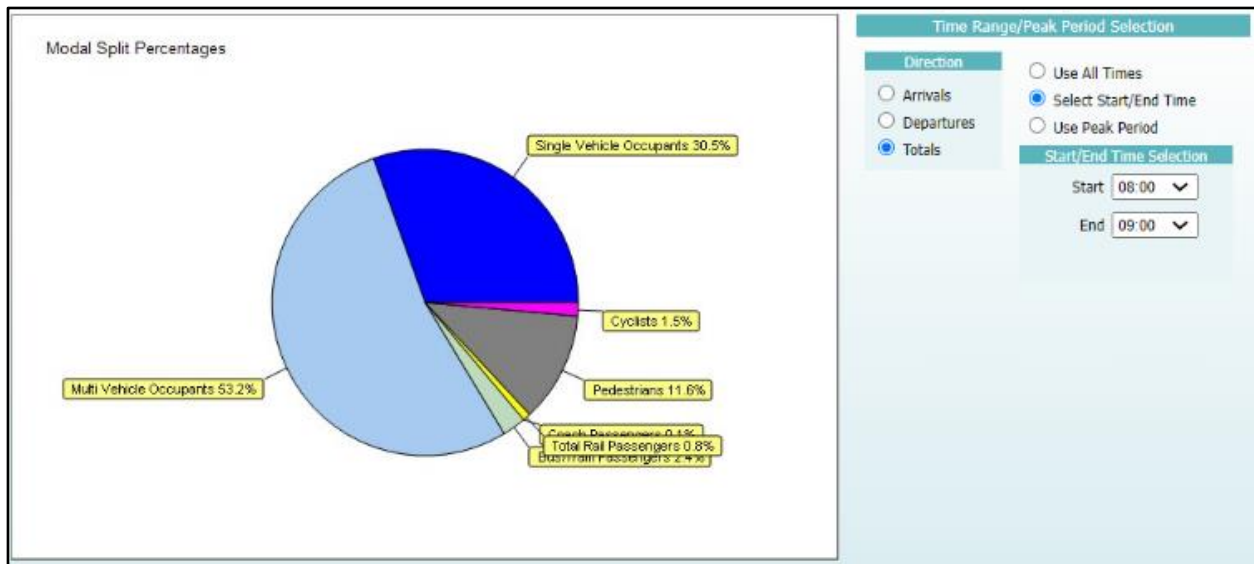
The average multi-modal trip rates from the 12 sites for 'Total People' for both the AM peak hour (08:00-09:00) and PM peak hour (17:00-18:00), as well as between 07:00-19:00 are shown in the table below.

	IN	OUT	TOTAL
AM Peak (08:00-09:00)	0.188	0.727	0.915
PM Peak (17:00-18:00)	0.581	0.248	0.829
12-Hour (07:00-19:00)	3.550	3.554	7.104

The average multi-modal trip rates from the 12 sites for 'Total Vehicles' for both the AM peak hour (08:00-09:00) and PM peak hour (17:00-18:00), as well as between 07:00-19:00 are shown in the table below.

	IN	OUT	TOTAL
AM Peak (08:00-09:00)	0.124	0.360	0.484
PM Peak (17:00-18:00)	0.342	0.151	0.493
12-Hour (07:00-19:00)	2.066	2.081	4.147

The likely mode share of the application site in both the AM peak hour and PM peak hour with the development proposal in place and the improvements to walking, cycling and public transport infrastructure, is shown in the screenshots below.



Transport Mode	AM Peak Hour (08:00-09:00)	PM Peak Hour (17:00-18:00)
	% Share	% Share
Walking	11.6%	6.9%
Cycling	1.5%	1.3%
Public Transport	3.3%	3.1%
Car / Van	83.7%	88.7%

The infrastructure improvements to come forward as part of the development proposal would likely result in a greater proportion of future residents using public transport to travel, with a public transport mode share of 3.3% in the AM peak hour and 3.1% in the PM peak.

Scenario 3: Extrapolated Trends

Scenario 3 is to analyse *Extrapolated Trends* to understand if the identified vehicular impacts based on current behaviour is shown to potentially increase or decrease when taking into consideration trends extrapolated from the TRICS database.

To establish historic trip trends to determine future travel patterns, undertake separate analysis for various time slices using a consistent set of filtering parameters for each.

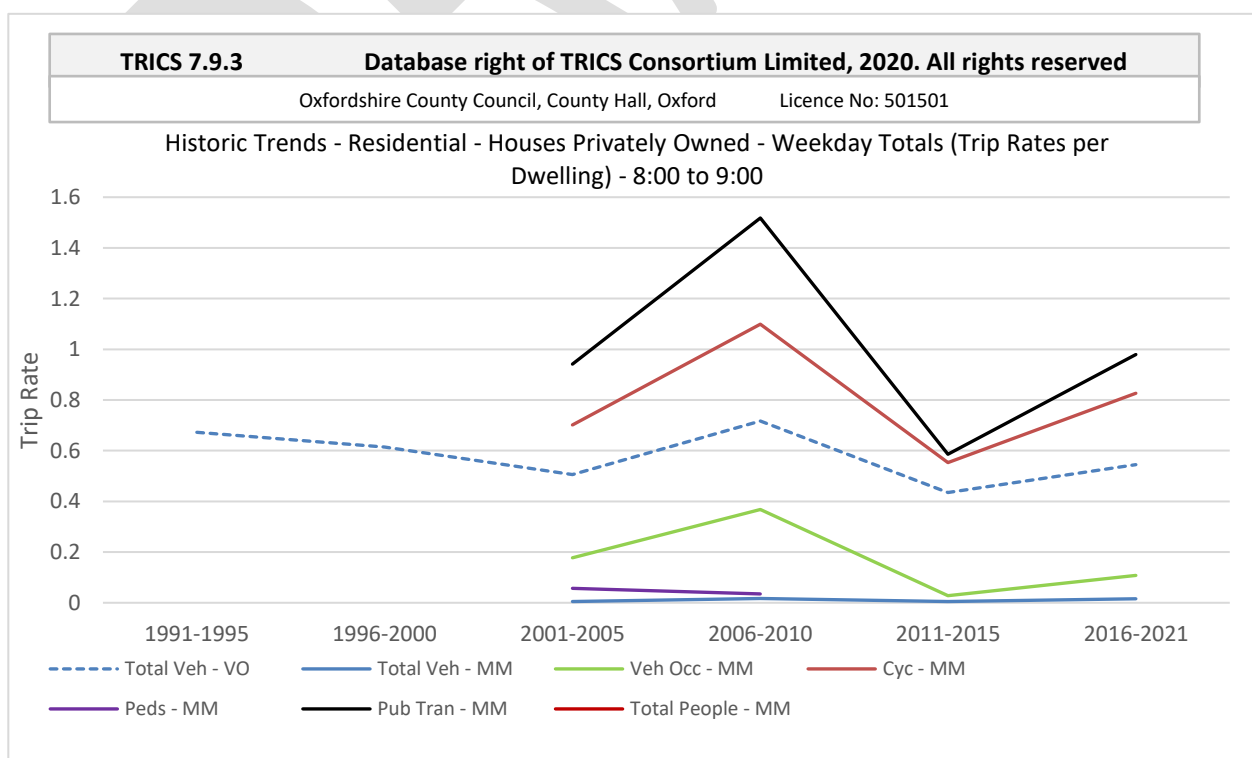
The filtering parameters for each of the time slices is the same as those used to obtain multi-modal trip rates in the *Do Minimum* scenario, as stated below for reference.

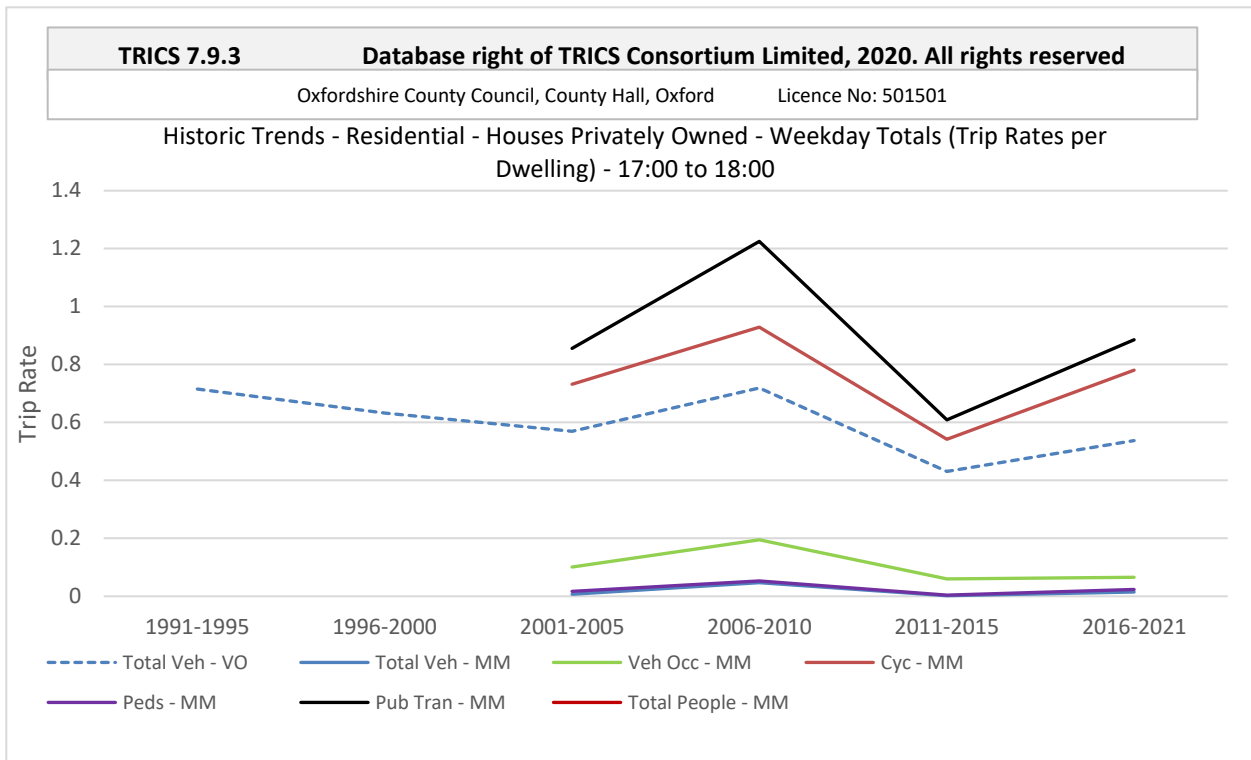
- 1) '03 – Residential' in the *Main Land Use* menu
- 2) 'A – Houses Privately Owned' in the *Sub Land Use* menu
- 3) Only residential sites in England (excluding Greater London)
- 4) Between 200 and 1,800 dwellings in Suburban Area, Edge of Town and Neighbourhood Centre locations, with weekday surveys only

Scenario 3 can be used to determine historic trip trends for both vehicle only trips and multi-modal trips, although multi-modal data only goes back to the year 2000 so data before this time will only consist of vehicle only data. In this example, six different time slices each of 5 years have been used to determine historic trip trends. Each of the slices contains a different mixture of sites that all meet the defined parameters set out above.

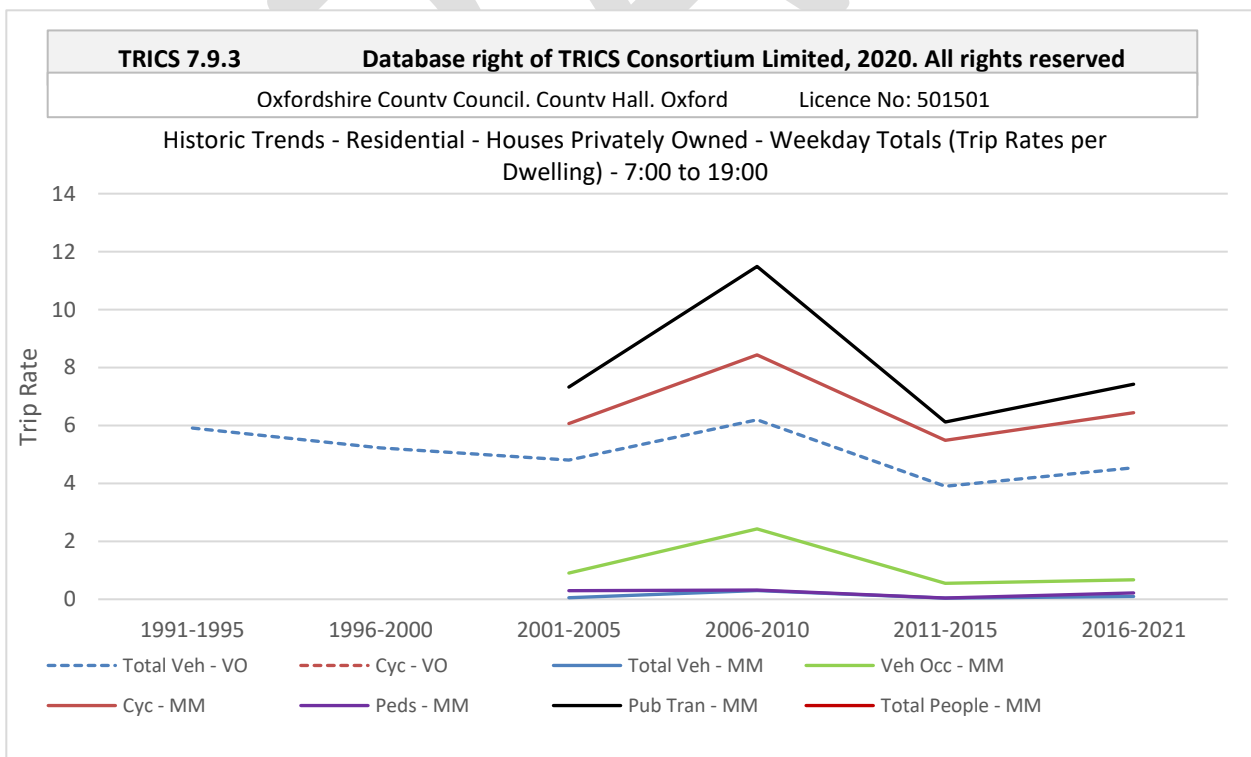
- Time Slice 1: 1991 to 1995
- Time Slice 2: 1996 to 2000
- Time Slice 3: 2001 to 2005
- Time Slice 4: 2006 to 2010
- Time Slice 5: 2011 to 2015
- Time Slice 6: 2016 to 2021

The 'Historic Trends' Excel spreadsheet produced by the TRICS consortium (available [here](#)) is used to analyse historic trip trends and generate a graphical representation of these historic trip trends using data from the TRICS database. The graphical representation of historic trip trends for both the AM peak hour and PM peak hour, as well as for between 07:00 and 19:00 hours, are shown below. The multi-modal data is shown from the year 2000 onwards.





The two graphs above suggest that vehicle trip generation from residential developments in similar locations to the one at the application site is likely to continue increasing in the short term in both the AM peak hour (08:00-09:00) and PM peak hour (17:00-18:00) to follow the trend of the previous 5 years. The use of public transport and cycling would surpass car use though over the short term.



The above graph suggests that, while the trip rates of public transport and cycling would be higher than the trip rates for vehicles, the use of all three travel modes would increase at the same rate in the short term to follow the trends of the previous 5 years.

The graphs above can be used to determine likely multi-modal trip rates of the development proposal for specific years in the future, particularly at the time of full occupation of all 1,000 dwellings in 2026, by assuming the historical trends would continue as shown.

The extrapolated multi-modal trip rates for 'Total People' and 'Total Vehicles' in 2026 at the time of full occupation for both the AM peak hour (08:00-09:00) and PM peak hour (17:00-18:00), as well as between 07:00-19:00 are shown in the table below.

	Total People	Total Vehicles
	TOTAL	TOTAL
AM Peak (08:00-09:00)	1.100	0.650
PM Peak (17:00-18:00)	1.005	0.650
12-Hour (07:00-19:00)	7.200	5.000

A summary of the 'Total People' and 'Total Vehicles' multi-modal trip rates for Scenario 1 (*Do Minimum*), Scenario 2 (*With Connectivity Improvements*) and Scenario 3 (*Extrapolated Trends*) are shown in the table below.

	Total People	Total Vehicles
Scenario 1: Do Minimum		
AM Peak (08:00-09:00)	1.094	0.615
PM Peak (17:00-18:00)	1.009	0.577
12-Hour (07:00-19:00)	8.416	4.829
Scenario 2: With Connectivity Improvements		
AM Peak (08:00-09:00)	0.915	0.484
PM Peak (17:00-18:00)	0.829	0.493
12-Hour (07:00-19:00)	7.104	4.147
Scenario 3: Extrapolated Trends		
AM Peak (08:00-09:00)	1.100	0.650
PM Peak (17:00-18:00)	1.005	0.650
12-Hour (07:00-19:00)	7.200	5.000

Appendix 3: Decide and Provide Methodology Checklist

NB. To be read alongside Oxfordshire County Council's Implementing 'Decide & Provide': Requirements for Transport Assessments.

This checklist is to be agreed with OCC officers and submitted with all transport statements and transport assessments.

Date:	Assessed by:	App ref:	Site:	Site description:
Step (these correspond with the steps detailed in Implementing Decide & Provide)	Question(s)	Completed (YES/NO)	Notes (approach taken), plus references to appropriate section of the submitted TA/TS	Has suitably detailed justification and evidence been provided for this step of the methodology and its inclusion/exclusion? (text in italics below is for guidance and can be deleted)
1: Creating the vision (p.17)	<p>What is the vision for the site? How has the transport vision been informed by the overall vision for the proposed development?</p> <p>How will people and goods travel to and from (and within) the site?</p> <p>How does the vision align with other relevant visions*?</p> <p>How is the vision to be achieved and how has this been articulated through the masterplan, design code, and off-site connectivity strategies?</p>			<p><i>*Other relevant visions include: the NPPF; OCC's LTCP; Local Plan; Neighbourhood Plan; and any local needs, issues, and opportunities.</i></p>

2: Scoping scenarios for modelling (p.20)	<p>Has more than one multi-modal trip rate scenario been modelled?</p> <p>Has Table 1 (p.19) been reviewed to establish which steps should be followed depending on the scale of the development?</p> <p>Have the characteristics of sensitivity and complexity also been considered and do these warrant the inclusion of other steps?</p>			<p><i>The characteristics of scale, sensitivity, and complexity should be considered here. Furthermore, reference must be made to Table 1 (p.19) in Implementing Decide and Provide, this sets out which steps must be followed depending on the scale of the proposed development.</i></p>

3: Establishing committed and planned growth assumptions (p.21)	Has background growth been taken into account? Have alternative scenario(s) of background growth been evidenced and modelled?*			*Alternative background growth scenarios are not compulsory but must show that this has been considered.
4: Reference case modelling (p.21)	Has a suitable reference case been modelled?			

<p>5a: Assessing proximity characteristics (residential) (p.22)</p>	<p>For residential sites: Has a 20-minute walk assessment been carried out assessing the walk time to the facilities and services listed in Implementing Decide & Provide?</p>			<p><i>This assessment must include:; primary and secondary schools; supermarket / grocery shop; healthcare provision (e.g. GP surgery or pharmacy; and significant area of employment.</i></p>
<p>5b: Assessing proximity characteristics (employment) (p.23)</p>	<p>For employment sites: Have existing employment sites of similar scale to proposed development been identified, with comparable proximity and scale of nearby settlements and travel options?</p>			

5c: Mixed-use development - internalisation and localisation (p.24)	<p>For mixed use developments only: Has internalisation of trips been considered in overall trip generation, and is this evidenced and if necessary, applied appropriately to future year scenarios, taking into account different phases of the build out?</p>			
6: Assessing connectivity characteristics (p.24)	<p>Has an assessment (i.e. an audit) been carried out of the quality of walking, wheeling, and cycling routes and public transport connectivity to the locations in 5a and 5b?</p> <p>How does this quality accord with applicable standards, including LTN1/20?</p>			<p><i>e.g. street lighting, types of crossings, widths of footways and cycleways. Take account of any severance. For public transport consider frequency, spread of service by time of day and days of the week, journey times (i.e. directness of service), and key destinations and facilities served.</i></p> <p><i>If available, using the DfT's Connectivity Tool to supplement this assessment could be considered.</i></p>

<p>7: Comparison sites in TRICS and using alternative evidence (p.25)</p>	<p>Have comparable sites been selected from TRICS, taking account of accessibility characteristics in steps 5 and 6?</p> <p>Or has alternative evidence been used?</p> <p>Has supporting text been provided to explain the suitability of the evidence used?</p>			<p><i>It may be preferable to use the average trip generation of multiple sites that are broadly similar. Supplementary or alternative evidence may be used, see section 2.2 regarding acceptability.</i></p>
<p>8: Modelling the 'do-minimum' scenario (p.26)</p>	<p>Has an appropriate 'do-minimum' scenario been modelled (i.e. without the connectivity improvements)?</p> <p>Has justification for the acceptability of the supporting evidence been provided?</p>			<p><i>Should be based on multi-modal trip rates derived from the TRICS database (or other evidentiary sources) using other sites comparable to the current state of the site, i.e. without any of the proposed off-site improvements</i></p>

<p>9: Identifying connectivity improvements (p.27)</p>	<p>What connectivity improvements have been identified, with evidence of deliverability and, in the case of public transport services, their ongoing viability?</p> <p>Has the adequacy and quality of these improvements been reported?</p>			<p><i>This step must include an assessment of the adequacy and quality of improvements in the context of the NPPF, LTCP, the vision, and relevant standards</i></p>
<p>10: Evidencing new trip rates (p.28)</p>	<p>Have comparison sites in TRICS* been identified that more closely reflect similar proposed provision for sustainable modes <i>and</i> have the same proximity characteristics as identified in steps 5 and 6?</p> <p>Has suitable evidence been provided to justify the adjusted trip rates[†]?</p>			<p><i>*Or suitable evidence from alternative sources.</i></p> <p><i>†All trip rates used should be multi-modal.</i></p>

11: Modelling the 'with connectivity improvements' scenario (p.29)	Has the 'with connectivity improvements' scenario been modelled?			
12: Determining the requirement for further improvements (p.31)	<p>Should the proposed improvements modelled in the previous scenario prove inadequate in addressing the impacts of the development, has consideration been given to the need for further improvements and their modelling?</p> <p>Have highway capacity schemes for private vehicles only been considered after all other options have been explored?</p>			See the <i>Implementing Decide & Provide</i> document regarding types of further improvements.

<p>13: Considering sensitivity scenarios and extrapolating trends (p.33)</p>	<p>Has the need for any sensitivity scenarios (for example, to capture the potential impacts of strategic schemes delivered by OCC) been considered?</p> <p>Have trip generation trends been extrapolated from the TRICS database, and another scenario modelled to reflect the trends?</p>			
<p>14-16: Monitoring and managing outcomes (p.35-36)</p>	<p>With appropriate reference to the TRICS Standard Assessment Methodology, has a monitoring and evaluation plan for the S106/S278 agreement been scoped and agreed with OCC officers?</p>			



Oxfordshire County Council

Equalities Impact Assessment

UPDATES TO 'IMPLEMENTING DECIDE & PROVIDE'

NOVEMBER 2025

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Section 1: Summary details

Directorate and Service Area	Economy and Place, Place Shaping
What is being assessed (e.g. name of policy, procedure, project, service or proposed service change).	Updates to the 'Implementing Decide & Provide' document
Is this a new or existing function or policy?	Updates to an existing technical document, which is supplementary to the council's Local Transport and Connectivity Plan (LTCP)
Summary of assessment Briefly summarise the policy or proposed service change. Summarise possible impacts. Does the proposal bias, discriminate or unfairly disadvantage individuals or groups within the community? (following completion of the assessment).	<p>The 'Implementing 'Decide & Provide': Requirements for Transport Assessments' document (hitherto referred to simply as Implementing Decide & Provide) sets out how developers are required to follow the 'decide and provide' approach to transport planning through the transport assessments submitted as part of planning applications. The document was devised to implement LTCP policy and helps to ensure that new developments make improvements to the transport system that suitably mitigates their impacts in line with the LTCP transport user hierarchy.</p> <p>The document was first adopted in September 2022, the updates to this document now proposed are not expected to significantly change the intended outcomes, rather they are to refine its methodology and to reflect subsequent updates to the National Planning Policy Framework (NPPF).</p> <p>This Equalities Impact Assessment shows that there is likely to be a benefit to various individuals, groups, and communities as a result of this technical document being implemented.</p>
Completed By	Will Pedley, Transport Planning Technical Lead
Authorised By	
Date of Assessment	

Section 2: Detail of proposal

<p>Context / Background</p> <p>Briefly summarise the background to the policy or proposed service change, including reasons for any changes from previous versions.</p>	<p>Implementing Decide & Provide was adopted as a formal supplementary document to the council's LTCP in September 2022. This relates to Policy 36 of the LTCP, which states that the council will, "Require transport assessments accompanying planning applications for new development to follow the County Council's 'Implementing 'Decide & Provide': Requirements for Transport Assessments' document."</p> <p>The document stated that it would be reviewed every 12-18 months and updated when appropriate. These reviews have taken place and a need to update the document has been identified.</p> <p>In December 2024 the National Planning Policy Framework (NPPF) was updated to include a requirement for developments to follow a vision-led approach to transport planning. Updates to the Implementing Decide & Provide document are required to reflect these changes. Opportunities to improve and revise the document have also been identified, informed by the experiences gained from its use since its adoption.</p>
<p>Proposals</p> <p>Explain the detail of the proposals, including why this has been decided as the best course of action.</p>	<p>Since the document's adoption in 2022, significant changes were made to the NPPF in December 2024. The NPPF now includes the requirement for development proposals to follow a vision-led approach to transport planning. When these changes to the NPPF were initially proposed it was stated in the supporting text for the accompanying consultation that (Chapter 8, paragraph 7, MHCLG), "To support the implementation of this updated policy, we will publish updated guidance alongside the policy coming into effect." At the time of writing, this updated guidance remains forthcoming.</p> <p>Thus, in the context of this description of the vision-led approach and in lieu of the updated guidance, the Implementing Decide & Provide document should be seen as the methodology that development proposals within Oxfordshire must follow in order to meet the requirement set out in paragraph 118 of the NPPF. However, it is expected that, once the updated guidance is made available, OCC's Implementing Decide & Provide will be complementary to the national guidance and will remain necessary in setting out local requirements to ensure that a vision-led approach to transport planning has been followed.</p> <p>Further to the need to reflect these changes to the NPPF in an updated version of the Implementing Decide & Provide document, an opportunity was identified to improve and revise the document, informed by the experiences gained from its use since its adoption.</p>

<p>Evidence / Intelligence</p> <p>List and explain any data, consultation outcomes, research findings, feedback from service users and stakeholders etc, that supports your proposals and can help to inform the judgements you make about potential impact on different individuals, communities or groups and our ability to deliver our climate commitments.</p>	<p>Implementing Decide & Provide is a technical document used to apply in practice the policy in the Oxfordshire LTCP. As such the comprehensive consultation exercise for the LTCP encompasses the intent of this document.</p> <p>However, as part of the process of developing the original version of the document (adopted in September 2022), significant engagement took place with internal colleagues, officers at the district and city councils, industry professionals, relevant OCC cabinet members (i.e. those with transport-related portfolios), National Highways, and the authors of the guidance upon which the document is based. The comments derived from that engagement process were then used to inform the final version of the document.</p> <p>To inform the proposed updates to the Implementing Decide & Provide document, further engagement was undertaken with the same parties listed above (and others in addition to those previously contacted) in order to refine and enhance this document, gleaning valuable input from those who have had direct experience of using this document and those with related experiences from similar approaches elsewhere.</p>
<p>Alternatives considered / rejected</p> <p>Summarise any other approaches that have been considered in developing the policy or proposed service change, and the reasons why these were not adopted. This could include reasons why doing nothing is not an option.</p>	<p>Previous Local Transport Plans have not typically been supported by supplementary documents intended to ensure the effective implementation of OCC policy, so in that sense doing nothing was previously the option taken.</p> <p>As discussed in the 'Proposals' section, the updates to the Implementing Decide & Provide document are considered necessary to include suitable reference to changes to national policy.</p>

Section 3: Impact Assessment - Protected Characteristics

Protected Characteristic	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
Age	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By putting greater emphasis on ensuring that new developments contribute to improving walking, wheeling, cycling, and public transport provision the document should make a positive contribution to ensuring that travel choices for all ages are more widely available.	n/a	n/a	n/a
Disability	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By putting greater emphasis on ensuring that new developments contribute to improving walking, wheeling, cycling, and public transport provision the document should make a positive contribution to ensuring that travel choices for people with disabilities are more widely available.	n/a	n/a	n/a
Gender Reassignment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		n/a	n/a	n/a
Marriage & Civil Partnership	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		n/a	n/a	n/a
Pregnancy & Maternity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		n/a	n/a	n/a

Race	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		n/a	n/a	n/a
Sex	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		n/a	n/a	n/a
Sexual Orientation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		n/a	n/a	n/a
Religion or Belief	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		n/a	n/a	n/a

Section 3: Impact Assessment - Additional Community Impacts

Additional community impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
Rural communities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By putting greater emphasis on ensuring that new developments contribute to improving walking, wheeling, cycling, and public transport provision the document should make a positive contribution to ensuring that travel choices for people living in rural communities are more widely available.	n/a	n/a	n/a
Armed Forces	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		n/a	n/a	n/a
Carers	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By putting greater emphasis on ensuring that new developments contribute to improving walking, wheeling, cycling, and public transport provision the document should make a positive contribution to ensuring that travel choices for carers are more widely available.	n/a	n/a	n/a
Areas of deprivation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By putting greater emphasis on ensuring that new developments contribute to improving walking, wheeling, cycling, and public transport	n/a	n/a	n/a

Additional community impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (* Job Title, Organisation)	Timescale and monitoring arrangements
				provision the document should make a positive contribution to ensuring that travel choices connecting areas of deprivation are more widely available.			

Section 3: Impact Assessment - Additional Wider Impacts

Additional Wider Impacts	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
Staff	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		n/a	n/a	n/a
Other Council Services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		n/a	n/a	n/a
Providers	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		n/a	n/a	n/a
Social Value ¹	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By putting greater emphasis on ensuring that new developments contribute to improving walking, wheeling, cycling, and public transport provision the document should make a positive contribution to ensuring that travel choices are more widely available thus contributing to the economic, social, and environmental well-being of the county.	n/a	n/a	n/a

¹ If the Public Services (Social Value) Act 2012 applies to this proposal, please summarise here how you have considered how the contract might improve the economic, social, and environmental well-being of the relevant area

Section 4: Review

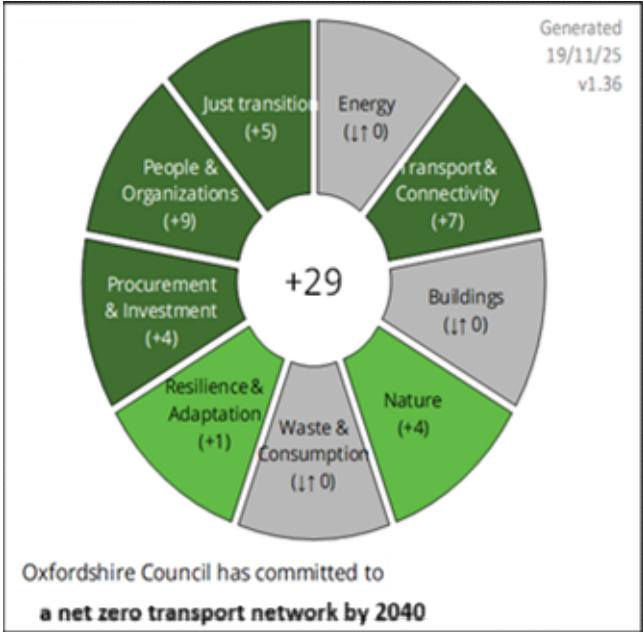
Where bias, negative impact or disadvantage is identified, the proposal and/or implementation can be adapted or changed; meaning there is a need for regular review. This review may also be needed to reflect additional data and evidence for a fuller assessment (proportionate to the decision in question).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

Review Date	n/a
Person Responsible for Review	n/a
Authorised By	n/a

Climate Impact Assessment

Summary

Directorate and Service Area	Economy and Place, Place Shaping
What is being assessed	Updates to the 'Implementing Decide & Provide' document
Is this a new or existing function or policy?	Updates to an existing technical document, which is supplementary to the council's Local Transport and Connectivity Plan (LTCP)
Summary of assessment	The 'Implementing 'Decide & Provide': Requirements for Transport Assessments' document (hitherto referred to simply as Implementing Decide & Provide) sets out how developers are required to follow the 'decide and provide' approach to transport planning through the transport assessments submitted as part of planning applications. The document was devised to implement LTCP policy and helps to ensure that new developments make improvements to the transport
Completed by	Will Pedley
Climate action sign off by	Franco Gonzalez
Director sign off by	
Assessment date	45980



Detail of proposal

Context / Background	<p>Implementing Decide & Provide was adopted as a formal supplementary document to the council's LTCP in September 2022. This relates to Policy 36 of the LTCP, which states that the council will, "Require transport assessments accompanying planning applications for new development to follow the County Council's 'Implementing 'Decide & Provide': Requirements for Transport Assessments' document."</p> <p>The document stated that it would be reviewed every 12-18 months and updated when appropriate. These reviews have taken place and a need to update the document has been identified.</p> <p>In December 2024 the National Planning Policy Framework (NPPF) was updated to include a requirement for</p>
Proposal	<p>Since the document's adoption in 2022, significant changes were made to the NPPF in December 2024. The NPPF now includes the requirement for development proposals to follow a vision-led approach to transport planning. When these changes to the NPPF were initially proposed it was stated in the supporting text for the accompanying consultation that (Chapter 8, paragraph 7, MHCLG), "To support the implementation of this updated policy, we will publish updated guidance alongside the policy coming into effect." At the time of writing, this updated guidance remains forthcoming.</p> <p>Thus, in the context of this description of the vision-led approach and in lieu of the updated guidance, the Implementing Decide & Provide document should be seen as the methodology that development proposals within Oxfordshire must follow in order to meet the requirement set out in paragraph 118 of the NPPF. However, it is expected that, once the updated guidance is made available, OCC's Implementing Decide & Provide will be complementary to the national guidance and will remain necessary in setting out local</p>
Evidence / Intelligence	<p>Implementing Decide & Provide is a technical document used to apply in practice the policy in the Oxfordshire LTCP. As such the comprehensive consultation exercise for the LTCP encompasses the intent of this document.</p> <p>However, as part of the process of developing the original version of the document (adopted in September 2022), significant engagement took place with internal colleagues, officers at the district and city councils, industry professionals, relevant OCC cabinet members (i.e. those with transport-related portfolios), National Highways, and the authors of the guidance upon which the document is based. The comments derived from that engagement process were then used to inform the final version of the document.</p> <p>To inform the proposed updates to the Implementing Decide & Provide document, further engagement was undertaken with the same parties listed above (and others in addition to those previously contacted) in order to refine and enhance this document, gleaning valuable input from those who have had direct experience of using this document and those with related experiences from similar approaches elsewhere.</p>
Alternatives considered / rejected	<p>Previous Local Transport Plans have not typically been supported by supplementary documents intended to ensure the effective implementation of OCC policy, so in that sense doing nothing was previously the option taken.</p> <p>As discussed in the 'Proposals' section, the updates to the Implementing Decide & Provide document are considered necessary to include suitable reference to changes to national policy.</p>

Category	Impact criteria	Score (-3 to +3)	Description of impact	Actions or mitigations to reduce negative impacts	Action owner	Timeline and monitoring arrangements
Energy	Increases energy efficiency	N/A				
Energy	Promotes a switch to low-carbon or renewable energy	N/A				
Energy	Promotes resilient, local, smart energy systems	N/A				
Transport & Connectivity	Reduces need to travel and/or the need for private car ownership	3	The fundamental aim of this document is focused on helping to ensure that new developments across the county are located in places where the need to travel is minimised. Where travel is necessary it should be via sustainable and active modes, facilitated and encouraged by improvements to provision for these modes delivered by developments or by contributions towards schemes delivered by OCC instead of highway capacity improvements designed only for the private motor vehicle.			
Transport & Connectivity	Supports active travel	3	By putting greater emphasis on ensuring that new developments contribute to improving walking, wheeling, cycling, and public transport provision the document should make a positive contribution to supporting active travel choices.			
Transport & Connectivity	Increases use of public transport	2	By putting greater emphasis on ensuring that new developments contribute to improving walking, wheeling, cycling, and public transport provision the document should make a positive contribution to supporting public transport choices.			
Transport & Connectivity	Accelerates electrification of transport	1	May indirectly help to assist in a move towards electrification of public transport by encouraging a greater focus on investment in improvements to bus services.			
Buildings	Promotes net zero new builds and developments	N/A				
Buildings	Accelerates retrofitting of existing buildings	N/A				

Nature	Protects, restores or enhances biodiversity, landscape and ecosystems		By seeking to minimise new road building, and reducing private motor vehicle use, this document should help to protect local habitats and wildlife.
Nature	Develops blue and green infrastructure	N/A	
Nature	Improves access to nature and green spaces		By improving provision for active modes, walking and cycling networks should in turn be better connected to nature and green spaces.
Waste & Consumption	Reduces overall consumption	N/A	
Waste & Consumption	Supports waste prevention and drive reuse and recycling	N/A	
Resilience & Adaptation	Increases resilience to flooding	N/A	
Resilience & Adaptation	Increases resilience to other extreme weather events (e.g., storms, cold snaps, heatwaves, droughts)	N/A	
Resilience & Adaptation	Increases resilience of council services, communities, energy systems, transport infrastructure and/or supply chains		By contributing towards decarbonising the transport network, this document helps to reduce the transport network's detrimental impacts on climate change.
Procurement & Investment	Procurement practices prioritise low-carbon options, circular economy and sustainability	N/A	
Procurement & Investment	Investment being considered supports climate action/ is consistent with path to net zero		The document will directly influence the refocussing of investment towards making improvements to encourage and facilitate the use of active and sustainable modes of transport.
People & Organizations	Drives behavioural change to address the climate and ecological emergency		The document will result in a greater emphasis on the delivery of infrastructure improvements to encourage and facilitate sustainable and active mode use by people travelling within Oxfordshire, thus reducing reliance on the private motor vehicle.
People & Organizations	Drives organizational and systemic change to address the climate and ecological emergency		The document supports the County Council's and other organisation's (district and city councils, developers, etc.) efforts to address the climate and ecological emergency.

Just transition	Promotes green innovation and job creation	<div>1</div> Through ensuring that new developments are appropriately connected by better walking and cycling routes and public transport services, this may in turn help to drive green innovation and job creation.
Just transition	Promotes health and wellbeing	<div>3</div> As a result of encouraging greater use of active transport modes, this will help to address air quality, encourage more people to be active, and improve access to green open space.
Just transition	Reduces poverty and inequality	<div>2</div> The document should result in better access to low-carbon or zero-carbon transport options.

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CABINET – 16 DECEMBER 2025

CAPITAL PROGRAMME UPDATE AND MONITORING REPORT

**Report by the Executive Director of Resources and Section 151
Officer**

Recommendations

1. **Cabinet is RECOMMENDED to:**
 - a. Note the capital monitoring position for 2025/26 set out in this report and summarised in Annex 1.
 - b. Approve the updated Capital Programme at Annex 2 incorporating the changes set out in this report.

Executive Summary

2. The Strategic Plan sets out how the council will lead positive change by working in partnership to make Oxfordshire a greener, fairer, and healthier county.
3. The Capital and Investment Strategy agreed by Council in February 2025 articulates how capital investment will help achieve this vision and the council's nine priorities. In addition, the capital programme also supports statutory functions such as school placements and urgent health and safety capital maintenance works.
4. The ten-year Capital Programme sets out how the council will use capital expenditure to deliver these priorities. The Capital Programme is updated quarterly and fully refreshed annually as part of the Budget and Business Planning Process to ensure that it remains aligned to the latest priorities, reflects the latest cost projections and profile for delivery, and incorporates the current funding position.
5. This is the third capital programme update and monitoring report for 2025/26 and sets out the monitoring position based on activity to the end of October 2025.
6. The report also updates the Capital Programme approved by Cabinet on 21 October 2025 taking into account additional funding and new schemes. The updated programme also incorporates changes agreed through the Capital Programme Approval Reports to Cabinet during the year as well as new funding.
7. The forecast programme expenditure for 2025/26 is £288.1m (excluding earmarked reserves). This has decreased by £12.5m compared to the previous capital programme for 2025/26 approved by Cabinet in October

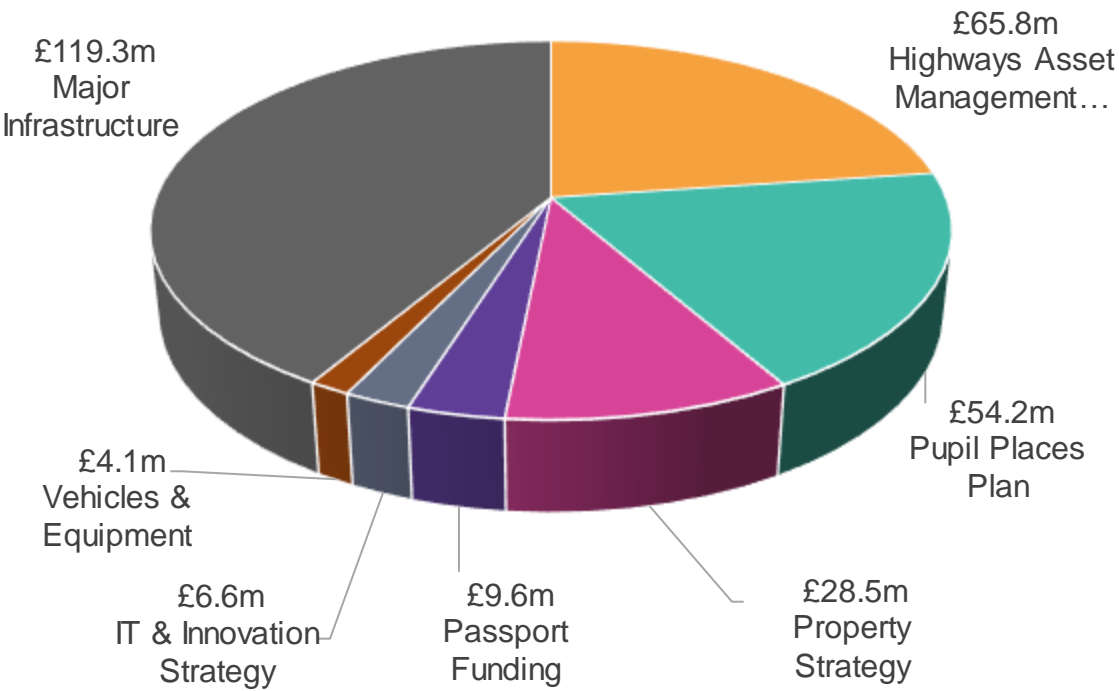
2025. The updated programme reflects the spend profile from the latest delivery timeframes as well as the inclusion of new grants received by the Council.

8. The total ten-year capital programme (2025/26 to 2034/35) is £1,433.2m. The updated capital programme summary is set out in Annex 2. The main changes since the report to Cabinet in October 2025 are set out in this report.

Introduction

9. Capital expenditure is defined as spending that creates an asset for the council (e.g. buildings, vehicles, and equipment) as well as spending which meets the definition in regulations specified under the Local Government Act 2003. This includes spend on non-current assets that are not owned by the council such as academies and the award of capital grants and funding agreements.
10. The capital programme supports the delivery of the council's vision and priorities as set out in the Strategic Plan. The programme is updated quarterly and fully refreshed annually as part of the Budget and Business Planning Process to ensure that it remains aligned with the latest priorities, reflects the latest cost projections and profile for delivery, and incorporates the current funding position.
11. The programme comprises the following strategy areas:
 - **Pupil Place Plan:** including basic need (new schools and expansion), maintenance, health and safety and improvements
 - **Major Infrastructure:** including Growth Deal Infrastructure programme
 - **Highways and structural maintenance:** including street lighting, and bridges
 - **Property Strategy:** including health & safety, maintenance, improvements, the Investment Strategy and climate change measures,
 - **IT, Digital & Innovation Strategy:** including broadband and equipment
 - **Passported Funds:** including Disabled Facilities Grant and Devolved Schools Capital
 - **Vehicles and Equipment:** including fire and rescue vehicles and equipment
12. The investment profile for the 2025/26 Capital Programme is shown below:

2025/26 Programme - Latest Spend Forecast



- 13. This is the third capital programme update and monitoring report for the financial year and focuses on the delivery of the 2025/26 capital programme based on projections at the end of October 2025 and new inclusions within the overall ten-year capital programme.
- 14. The following annexes are attached:
 - Annex 1 Capital Programme Monitoring 2025/26 (Summary)
 - Annex 2 Updated Capital Programme 2025/26 – 2034/35 (Summary)

2025/26 Capital Monitoring

- 15. The capital monitoring position set out in Annex 1, shows forecast expenditure for 2025/26 of £288.1m (excluding earmarked reserves). This has decreased by £12.5m compared to the latest capital programme approved by Cabinet on 21 October 2025. The updated programme reflects the forecasted year end position for 2025/26 and the impact of re-profiling expenditure in 2025/26 where necessary to reflect anticipated scheme delivery.

The table below summarises the latest in-year changes in 2025/26 by strategy area:

Strategy Area	Last Approved	Latest Forecast	Variation
---------------	---------------	-----------------	-----------

	Programme 2025/26 *	Expenditure 2025/26	
	£m	£m	£m
Pupil Places Plan	54.5	54.2	-0.3
Major Infrastructure	123.2	119.3	-3.9
Highways Asset Management Plan	64.0	65.8	+1.8
Property Strategy	38.7	28.5	-10.2
IT, Digital & Innovation Strategy	6.4	6.4	+0.0
Passported Funding	9.6	9.6	+0.0
Vehicles & Equipment	4.2	4.1	-0.1
Total Strategy Programmes	300.6	288.1	-12.5
Earmarked Reserves / Pipeline Schemes	4.5	0.0	-4.5
Total Capital Programme	305.1	288.1	-17.0

* Approved by Cabinet 15 October 2025

16. Actual capital expenditure at the end of October 2025 was £103.2m. The combined spend to date and current forecasted in-year commitments for the Capital Programme are £186.5m or 65% of the revised estimate for the year. The rate of expenditure is expected to increase later in the 2025/26 financial year due to a number of schemes reaching the delivery stage.

Pupil Place Plan

17. There is forecast spend of £54.2m on the Pupil Place Plan in 2025/26 compared to the latest forecast of £54.5m, a decrease of £0.3m. The Plan includes three main programmes:
- School Expansions Places - these are usually school expansion projects at existing schools that are funded by central government grant and/or Section 106 developer funding / Community Infrastructure Levy funding to ensure there are enough school places for children within Oxfordshire.
 - New Schools Places – these are usually new school projects within large housing sites allocated in local plans that are funded from contributions sought from developers via a Section 106 agreement towards the costs of providing community and social infrastructure.
 - Schools Annual Programmes – this includes the School Structural Maintenance Programme funded from the School Condition Allocation, which addresses the highest condition-based priorities within the school estate enhancing the school stock condition and reducing the backlog maintenance, and the School Access Programme which ensure that mainstream buildings are accessible for pupils with Special Educational Needs and Disabilities.
18. Projects in the School Expansions and New Schools programmes are either delivered directly by the council, delivered by a housing developer or by a third party (usually an Academy Trust or Diocese) via a funding agreement. Regardless of how they are delivered, each project brings benefits to residents living in Oxfordshire by improving the quality and

facilities at existing schools; providing additional pupil places allowing greater parental choice and ensuring that housing developments have the infrastructure necessary for them to become thriving communities.

School Expansions Programme

19. The Basic Need Programme anticipates spend of £13.8m in 2025/26 compared to the previous forecast of £13.5m. The increase of £0.3m reflects the latest delivery timeframe. Currently, 5 projects are either in construction or have completed this financial year and are creating the following additional pupil places and improved facilities:

- Witney, Woodgreen School (150 additional pupil places)
- Woodstock, Marlborough CE School (150 additional pupil places)
- Langtree School, Woodcote (Refurbishment of 2 science labs)
- Fir Tree, Wallingford (expand from Junior to Primary)
- Oxford, Orchard Meadow Primary School, (Foundation Stage Accommodation)

In addition, there are 10 projects in the pre-construction phase, some of which will commence on site this financial year:

- Heyford Park School (150 additional pupil places)
- Faringdon Community College (replacement of temporary accommodation)
- Oxford, Mabel Prichard Special School (23 additional SEND places)
- Sonning Common, Bishopswood SEN (relocation of accommodation and expansion of secondary base within Chiltern Edge School)
- Grove CE Primary School (105 additional pupil places)
- Tetsworth Primary School (new School Hall)
- North Hinksey CE Primary School (replacement of temporary accommodation)
- Yarnton, William Fletcher Primary School (105 additional pupil places)
- Mill Lane Chinnor (Replacement Temporary Classrooms)
- St Josephs, Thame (new nursery 30 places)

New Schools Programme

20. The New Schools programme is forecasting to spend £32.2m in 2025/26 and has decreased by £0.3m to reflect the latest spend profiles for 2025/26. Currently there are two new school projects in construction:

- St Nicholas, Wallingford (315 new pupils + nursery)
- Didcot Valley Park Primary School (630 place new Primary)

Two projects are in the pre-construction phase.

- Didcot, Great Western Park SEND School (120 additional SEND pupil places)
- Upper Heyford Primary School (315 place new primary + 65 place nursery)

Two further schools are being delivered by the Education and Skills

Funding Agency (ESFA) and financial contributions towards the schools are included within the capital programme:

- SEND Free School, Faringdon (118 additional SEND pupil places).
- Grove Airfield – Secondary phase of a new all-through School (600 additional pupil places).

Schools Annual Programmes

21. The School Access Initiative, which will ensure that mainstream school buildings are accessible for pupils with Special Educational Needs and Disabilities, is forecasting spend of £0.250m. Projects at primary and secondary schools are being carried out throughout this financial year.
22. The School Structural Maintenance Programme for 2025/26 includes 86 projects that will be completed over a rolling two-year programme. The latest spend forecast is £7.3m in 2025/26 unchanged from the previous forecast. Some of the larger projects included in the programme are:
 - Great Tew School – replace failed roof
 - Clifton Hampden C of E Primary School – Overhaul and repair entire pitched roof (programmed for 2026)
 - Cumnor Primary School – replace flat roof
 - Queensway Primary School – Replace felt roof covered flat roof Phase 2
 - RAF Benson Community Primary School – Replace felt covered flat roof – Phase 3
 - St Leonards C of E Primary School – Roof repairs (scheduled 2026)
 - Five Acres Primary School – Replace failed flat roof (programmed for 2026)
 - John Hampden Primary School – Replace failed flat roof (programmed for 2026)
 - Barley Hill Primary School – Boiler replacement & roof structural works (programmed for 2026)
 - Dry Sandford Primary School – Replace obsolete heating system (programmed for 2026)
 - Orchard Fields Primary School – Boiler Replacement
 - Windmill Primary School – Rusting lintels replacement (programmed for 2026)

Major Infrastructure

23. The latest capital forecast for 2025/26 is £119.3m. This has decreased by £4.0m from the previous reported position. The programme is divided into sub-programme areas as shown in the table below.

Major Infrastructure	Latest Budget	Latest Forecast	Variation
	£'000	£'000	£'000
Housing Infrastructure Fund 1 (HIF1)	40,200	40,000	-200
Housing Infrastructure Fund 2 (HIF2) & A40	20,400	19,450	-950
A423 Improvement Programme	1,000	700	-300

Active Travel Phase 3 & Mobility Hubs	5,288	3,295	-1,993
Bicester & Banbury Locality	13,496	13,350	-146
Oxford Locality	5,953	5,997	+94
South & Vale Locality	24,300	23,350	-950
Major Infrastructure Delivery Sub-total	110,587	106,142	-4,445
Major Infrastructure Placemaking Sub-total	7,707	8,112	+405
Transport Policy Sub-total	4,945	5,025	+080
Major Infrastructure –Total	123,239	119,279	-3,960

Major Infrastructure- Delivery

24. Forecast capital spend of £106.1m is £4.4m less than the previous capital forecast of £110.5m.

HIF1 Programme

25. In December 2025 Homes England approved the use of £46m of the £79.6m contingency funding that they agreed to allocate to the programme in April 2024. This includes an additional £10.0m towards the Clifton Hampden Bypass scheme, increasing the budget to £66.7m, and an additional £6.1m towards the Didcot Science Bridge scheme, taking the budget to £109.1m. A further £29.9m contingency funding that Homes England have approved to be used is expected to be used to support the Culham River Crossing scheme.
26. The HIF1 programme is now forecasting to spend £40.0m during this financial year in line with the latest budget. Although the latest forecasts are realistic, there is a risk of delay as the projects move from the detailed design stage to early enabling works that are planned in the last quarter of the financial year. Because of this the latest forecasts for 2025/26 are sensitive to change.
- Clifton Hampden Bypass - the start date of the construction phase is now planned for the end of this financial year and enabling works will commence shortly.
 - Culham River Crossing - enabling works are now planned for the end of this calendar year, with the construction phase start date now moved to the next financial year.
 - Didcot Science Bridge - enabling works are now planned for the end of this calendar year, with the construction phase start date now moved to the next financial year.

HIF2 & A40

27. Overall, the in-year forecast for the programme has reduced by £0.9m to £19.5m. This is mainly due to a reduced forecast for the A40 HIF2 Dukes Cut Wolvercote Maintenance works scheme due to a delay getting to site. There is also a risk that the in-year forecast for the A40 Eynsham to Wolvercote scheme may change. This is because Planning determination for the scheme is due in December 2024 and any delay could impact

on the level of expenditure. Construction work on the A40 Access to Witney scheme is progressing well and is ahead of schedule.

Countywide programmes

28. The Bicester & Banbury programme is now forecasting spend of £13.4m, in line with the latest budget.
29. The South & Vale programme is now forecasting spend of £23.4m, a reduction of £0.9m due to a reprofile of spend across the main schemes relating To Watlington Relief Road, A4130 Steventon Lights and Benson Lane, Crowmarsh Gifford to reflect the latest delivery timeframes.

Other programmes

30. The Active Travel & Mobility Hubs programmes are now forecasting to spend £3.3m in 2025/26. A further £2.2m expenditure, that was expected in 2025/26 will now take place in 2026/27. The design stage for the Benson and Carterton Mobility Hubs has taken longer than anticipated. A delay in receiving survey results for the Witney High Street / Market Square enhancements means construction is now expected to start in March 2026.
31. The Oxford programme is forecasting spend of £6.0m, in line with the latest budget.
32. County adoption of the bridge and connecting routes are expected to follow thereafter. A revised timescale for the delivery of the scheme has been necessary to account for a combination of factors including; restricted periods during which works on and over the waterway can take place, delays associated with a legal challenge which has since been refused, as well as contractual matters with delivery partners on the scheme. These issues have now been resolved and a variation to the collaboration funding agreement between the Oxford City Council and Oxfordshire County Council to reflect this latest position is expected to be finalised shortly.

Major Infrastructure – Placemaking

33. The programme is forecasting to spend £8.1m this year a slight increase compared to the previous reported position. This includes the provision towards the Oxford Railway Station Development profile (£10m contribution which is funded through a previous Enterprise Oxfordshire (previously OxLEP) City Deal Programme. This still could change as the year progresses.

Transport Policy

34. The programme is forecasting spend of £5.0m mainly relating to the last phase of the grant payments to the bus companies (contribution towards the purchase of electric buses under the Zero Emission Bus Regional Area programme).

Highways Asset Management Plan (HAMP)

35. The expectation is that the HAMP will enable the council to maintain the 4,656km of network that it is responsible for, in as close as possible to a 'steady state' within the funding available.
36. The total in-year forecast capital expenditure for 2025/26 is estimated to be £65.8m and has increased by £1.8m compared to the previous forecast. The net change is mainly due to the reduced forecast spend in the Bridges programme, this has been due to a focus on design works which has been more involved than expected, resulting in a delay in construction spend, offset by the inclusion of the Bus Service Improvement Programme. The programme is divided into sub-programme areas as shown in the table below:

Highways Asset Management Plan	Latest Budget	Forecast	Variation
	£'000	£'000	£'000
Structural Maintenance Annual Programme	45,986	45,050	-936
Improvement Programme	4,086	4,090	+4
Major Schemes & Other Programmes	6,297	6,155	-142
Network Management Programme	6,645	9,548	+2,903
Other	1,000	1,000	+000
Highways Asset Management Plan – Total	64,014	65,843	+1,829

37. The planned activities for the main programmes are summarised below:

Project	Planned Schemes	Delivered Schemes	Progress Update
Surface Treatments (schemes)	138	140	Schemes to restore the condition or prolonging the life of existing carriageways. Surface Dressing and Micro-Asphalt programme completed. Pre-patching SD programme planned for November – February. Retexturing Programme around 4-6 schemes.me
Carriageways (schemes)	9	7	Surfacing/reconstruction/strengthening of roads. All schemes on track with the larger scheme currently on site.
Structural Highways Improvements (schemes)	59	38	Surface inlay and minor patching schemes across the county. Slight delay in this programme due to schemes changing from patching to full surfacing
Footways (schemes)	98	58	Repair/construction of footways and cycleways. Most schemes planned for later in the year, this is made up of the footway slurry programme.
Drainage (schemes)	37	7	Repair/renewal of existing drainage infrastructure and provision of new infrastructure to resolve known drainage issues. Delay in this programme due to extended investigation works
Bridges (schemes)	15	6	Strengthening/replacement/imposition of management measures on weak structures.

Project	Planned Schemes	Delivered Schemes	Progress Update
			Delay in commencing schemes on site due to extended design works. Completed schemes to be reprofiled for next reporting window.
Electrical	1,800	656	Additional LED Replacement units being installed this year.
	2,700	2,309	Column Replacement
20mph Speed limit (schemes)	9	0	The last remaining schemes of this programme, following consultations that have taken place schemes expected to be implemented by year end as planned.
Section 42 contributions (schemes)	45	30	Programme delivered by the City Council and covers all the unclassified roads and footways within the city. On track.

38. The annual Improvement Programme is forecasting to spend £4.1m in 2025/26. This will be primarily spent on the Vision Zero Programme, covering projects on speed management, junction incident hot spots, cycle safety and connectivity etc.
39. Major Schemes & Other Programme is forecast to spend £6.2m in 2025/26. This includes the LED streetlighting upgrade programme and highway bridges recovery programme.
40. The Highway Network Management Programme is forecasted to spend £9.6m. This includes improvements to Oxford and Bicester Park & Rides, countywide traffic signals, BSIP schemes including £1.5m on the Vehicle Improvement Fund and implementation of Part 6 moving vehicle cameras.

Property Strategy

41. The Property Strategy is forecasting expenditure of £28.5m in 2025/26, a decrease of £10.2m compared to the previous forecast of £38.7m. This is mainly due to revised expenditure plans across the Corporate Estate Programme including the Carterton Community Safety Centre, Speedwell House Redevelopment, Local Electric Vehicle Infrastructure and Redbridge Household Waste Recycling Centre Stabilisation works.

Estate Decarbonisation Programme

42. The council's property accounts for approximately 35% of the emissions within this 2030 target (on 2023/24 data). It is clear there is a long-term plan for decarbonisation of the UK electricity grid, however this target is in line with the UK government commitment of net zero by 2050.
43. As such the strategic approach to reaching the decarbonisation targets is to stop fossil fuelled activities within the council's properties, which is predominantly heating, via the electrification of these components.
44. This programme supports both the key objectives within the Climate Action Framework and Carbon Management Plan, but also the property strategy.

45. Work has completed or is nearing completion on 23 sites included in the 2024/25 decarbonisation programme, with heat on at all of these sites. 4 sites will complete in 2026/27 due to electricity grid upgrades, subcontractor insolvency and delays caused by other programmes of work. All eligible grant has been claimed for and additional works were completed with remaining Salix funding (9 sites). The budget is £10.3m in total.
46. For the 2025/26 decarbonisation programme, design work has started on all sites where suitable with outputs expected from November 2025, construction works have started at 4 sites and are expected to complete this financial year, 1 site has been paused due to operational reorganisation, the remainder are expected to be into contract this financial year. The total value is £10.4m, including £0.4m of Public Sector Decarbonisation Scheme funding).
47. The combined spend forecast over the two programmes in 2025/26 is £8.4m, with no change from the latest programme.

Office Rationalisation & Co-location

48. The office rationalisation & co-location programme continues following the completion of the relocation from Nash Court, Knights Court and Abbey House, with the revenue savings now starting to be realised.
49. Most of the enabling works to other council owned properties have been completed, with the final two elements being Union Street refurbishment and works to Oxford Community Support Service in delivery.

Children's Homes Programme

50. The council is currently forecasting £2.7m spend in 2025/26 from the £10.450m programme for the delivery of four new children's homes (12 additional beds) within Oxfordshire. One of the homes is now open and registered, with another now ready to be registered with OFSTED. The third home now structurally completed and is envisioned to be ready in early 2026. The final home is delayed due to building works and actions needed to mitigate environmental impact of build in nature and expected to be completed by March 2026.

Warm Homes: Local Grant Capital Retrofit Programme

51. The plan is to install approximately 130 measures across at least 60 properties in 2025/26 to deliver impactful work for the benefit of the residents (energy bill savings, health, wellbeing and comfort) as well as measurable climate action. The programme is designed alongside complementary retrofit projects to specifically assist low-income/fuel-poor residents who wouldn't otherwise be able to install such energy efficiency improvements, helping to ensure a fair and just path to net zero for all. The total value of the programme is £3.750m, between 2025/26 to 2027/28 and is funded from the Department for Energy Security & Net Zero, with £1.3m forecasted to be spent by the end of this financial year.

52. Due to changes to the contractual approach to this scheme, the previously predicted spend of £1.0m in 2025/26 will now take place in 2026/27.

School Energy Loans

53. The council has allocated over £1.8m between 2023/24 and 2026/27 as loan financing available to maintained schools to install retrofit measures (LED lighting, solar photovoltaics and battery storage). Because of the need for schools to schedule work largely in school holidays, £0.8m is forecast to be spent by the end of this financial year.

Speedwell House Redevelopment

54. Following a detailed options appraisal for the revised Speedwell House redevelopment a change request has been submitted which provides for reduced accommodation utilising the existing Speedwell House footprint. Reflecting this change request, forecast spend for 2025/26 has been reprofiled to £1.5m. The overall budget for the scheme has been reduced to reflect the revised plans.

Redbridge Household Waste Recycle Centre – Stabilisation Works

55. A revised spend of £0.3m is being forecasted for 2025/26, a reduction of £1.1m to reflect the latest delivery timeframe.

Carterton Community Safety Centre

56. A revised spend of £0.2m is being forecasted for 2025/26, a reduction of £2.3m.

Residential Accommodation Programme

57. This programme will deliver much-needed, bespoke, and high-quality specialist supported housing in Oxfordshire for individuals who may currently be in hospital or secure units. It marks a vital step forward in improving quality of life and long-term outcomes by enabling people to live more independently within their communities. The initiative is designed to ensure accommodation is provided in a way that is both financially sustainable and socially impactful. In the absence of private sector investment in these essential services, council-led intervention is crucial. Without it, individuals would remain in inappropriate or high-cost settings that do not support autonomy or integration.
58. Forecast expenditure for 2025/26 is £2.1m. This will be funded from the £5.9m funding for residential accommodation approved in February 2025.

IT, Innovation & Digital Strategy

59. The total forecast expenditure for 2025/26 is £6.6m, an increase of £0.2m compared to the previous forecast.

Digital Infrastructure

60. IT are working on a number of projects to implement new applications during 2025/26. Projects expected to be completed include:
- Data Centre Hardware – replacement of ageing data centre equipment to ensure ongoing stable and secure infrastructure to run Council services.
 - Public Services Telephone Network Withdrawal – working with suppliers to reduce risks and impacts of the withdrawal of the copper telephony network.
 - End User and network equipment – continued investment in planned regular refresh of hardware so that staff are able to work effectively from multiple locations with secure access and performant devices.
 - Further capital business cases are being prepared for projects to implement simple, stable and secure technology as set out in the council's Technology Strategy.

Broadband

61. The 5GIR programme budget for 2025/26 of £2.5m is forecasted to be spent this year, with the cost met by grant funding from the Department for Science, Innovation and Technology to increase adoption of 5G connectivity. The programme is a regional partnership, known as England's Connected Heartland (ECH) which comprises local bodies from Berkshire, Buckinghamshire, Bedfordshire and Cambridgeshire with Oxfordshire as the lead authority.

Passported Funding

62. Expenditure for 2025/26 is forecasted to be £9.6m, no change from the previous forecast.
63. This includes the Disabled Facilities Grant for 2025/26 of £8.3m. This funding, which is part of the Better Care Fund, is issued to the County Council but is required to be passed on to the City and District Councils in accordance with the grant determination.

Vehicles and Equipment

64. Expenditure for 2025/26 is forecasted to be £4.1m, a decrease of £0.1m compared with the previous forecast.

Vehicle Management Services (VMS)

65. The endorsed Business Case for EV chargers have enabled VMS to continue to swap out the old SWARCO chargers. There are now 53 new Compleo chargers and 24 SWARCO units (the latter to be swapped out during 2025/2026). New locations have been identified and are being investigated in line with service operational needs; however, the overall National Grid power availability is proving challenging, as not all sites have the extra power required available.

66. The Key2 Vehicle management software is now providing information for all compliance requirements across the whole fleet.

Ten Year Capital Programme Update

67. The total ten-year capital programme (2025/26 to 2034/35) is now £1,326.6m (excluding earmarked reserves) an increase of £14.0m when compared to the latest capital programme approved by Cabinet in October 2025. This is mainly due to the inclusions of the additional HIF 1 grant funding and the reduction in the Speedwell House redevelopment budget. A summary of the updated capital programme is set out in Annex 2.

Strategy Area	Last Approved Total Programme (2025/26 to 2034/35) *	Latest Updated Total Programme (2025/26 to 2034/35)	Variation
	£m	£m	£m
Pupil Places Plan	241.9	240.9	-1.0
Major Infrastructure	639.2	658.9	+19.7
Highways Asset Management Plan	252.0	251.5	-0.5
Property Strategy	129.8	124.2	-5.6
IT, Digital & Innovation Strategy	9.4	10.7	+1.3
Passported Funding	14.3	14.3	+0.0
Vehicles & Equipment	26.1	26.1	+0.0
Total Strategy Programmes	1,312.7	1,326.6	+13.9
Earmarked Reserves	101.4	106.6	+19.1
Total Capital Programme	1,414.1	1,433.2	+2.9

* Approved by Cabinet 21 October 2025.

Capital Funding Update

Prudential Borrowing

68. The ten-year Capital Programme includes a requirement to fund £226.6m through prudential borrowing. The latest borrowing expected to be taken in 2025/26 is £73.3m a reduction of £5.7m due to the overall revised spend profile. The borrowing in 2025/26 is expected to include the last £2.5m from the £120.0m agreed in 2018 and £25m from the £88.4m agreed in 2022. The remaining £4.3m drawdown of the £40.8m supporting the Street Lighting LED replacement programme is also expected to be taken in 2025/26. To support the delivery of the Highways Structural Maintenance programme in 2025/26 a further £26m of borrowing is planned to be undertaken.
69. The use of prudential borrowing will increase the council's Capital Financing Requirement. The council is required under statute to set aside a Minimum Revenue Provision to pay down the Capital Financing Requirement. Prudential borrowing is generally paid over 25 years. The Medium-Term Financial Strategy takes account of this cost. As the Capital programme includes the Enterprise Oxfordshire (previously OxLEP) City Deal Programme, the borrowing costs relating to this scheme will be fully funded through Enterprise Zone 1 retained business rates.

Earmarked Reserves

70. The level of earmarked reserves has increased by £5.2m from the previous reported position to £101.6m. The reserves include £58.9m of budget provisions approved through the capital Budget & Business Planning process in February 2025 and previous years. A further £47.7m is held as provisions and these include the capital programme contingency for the delivery of the current ten-year capital programme plus other identified provisions.
71. The main change relates to the returned budget from the Speedwell House development scheme. This will be held towards the financial risk associated with the current delivery programme in the capital programme.

Capital Reserves

72. The current overall balance of the capital programme is over-programmed by £10.4m, a reduction of £3.7m from the £14.1m over-programmed position agreed by Council in February 2025.
73. The current level of capital reserves (including capital receipts and capital grants reserves) is approximately £219m. This is expected to reduce to approximately £112m at the end of 2026/27 and reduce further to only £2m by the end of 2029/30. Reserves can be used to temporarily fund schemes to delay the need for prudential borrowing or to help manage timing difference between the delivery of schemes and the receipt of Section 106 funding. The level of reserves impacts on the cashflow of the capital programme and overall council cash balances and is already factored into the funding of the overall capital programme.
74. When necessary and where funding is available, the Capital Programme can fund schemes in advance of receiving specific funding by utilising other resources within the wider programme on an interim basis. Any advancements would need to be considered and agreed by the Section 151 officer. At present, the Capital Programme includes approximately £35m of forward funded schemes, a reduction of £5m from the £40m identified to Council in February 2025. The actual total that is forward funded is expected to be lower than the approved total as it is forecasted that some of the income is expected to be received before all the expenditure associated with the forward funded schemes is incurred. It is estimated to be £24m at the end of 2025/26 financial year. The forward funding excludes any cashflow implications arising from the Speedwell and Oxford Rewley Road Fire Station developments.

Risk Management

75. A range of factors will impact on the deliverability and cost of capital schemes. Where schemes are grant funded there is a risk that slippage could impact on the availability of grant funding as it is not possible to complete the scheme by the funding deadline. Inflationary pressures may also mean that costs increase further by the point the scheme reaches the construction phase eroding the value of the grant funding so that is insufficient to meet the revised scheme costs.

76. These risks are managed through the council's capital governance process at both project and programme level and through the Strategic Capital and Commercial Board. Where necessary action is taken to adjust scheme deliverables and to use value engineering to maintain spend within the available funding.
77. A strategic risk is a risk to the council's strategic priorities or long-term outcomes; or a risk with a significance that has an impact at the corporate level. The council is assessing and tracking 6 strategic risks in 2025/26. One of these risks is that either HIF1 or HIF2 programmes become undeliverable and/or a potential financial risk to the council. Updates on this risk are being reported through the Business Management & Monitoring Reports to Cabinet.

Sustainability Implications

78. The Climate Action Framework sets the council's commitment to tackling the climate emergency which is underpinned by the Council's priority to put action to address the climate emergency at the heart of our work.
79. This report includes updates on the decarbonisation of the council's assets as well as funding for improvements to energy efficiency in maintained school buildings

Financial Implications

80. The report sets out the planned investment and available funding for the ten-year Capital programme including the risks associated with the delivery of the programme.
81. The following risks are inherent within the expenditure and funding within the capital programme:
- Certainty over the timing and value of future capital receipts and Section 106 Contributions.
 - Certainty over the receipt and security of future grant funding.
 - Risk of cost increases through inflation or other factors outside of the council's control.
82. If capital receipts or section 106 contributions are not received within the planned timeframe it may be necessary (although this is unlikely) for the Council to temporarily fund capital expenditure through prudential borrowing. The council has a prudential borrowing reserve to help manage the revenue impact of additional prudential borrowing.
83. Where additional funding is required to fund schemes on a permanent basis this will need to be addressed by reducing investment elsewhere within the programme (reprioritisation) or by permanently funding through prudential borrowing. This would require the identification of long-term revenue funding as the Prudential Borrowing is usually repaid over 25 years through the Minimum Revenue Provision. Since the level of planned borrowing was maximised as part of the 2025/26 budget process

it is important that action is taken to manage spend in line with the agreed programme.

Comments checked by:

Kathy Wilcox
Head of Corporate Finance

Staff Implications

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

Equality & Inclusion Implications

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

Legal Implications

86. In year changes to the capital programme must be approved by Cabinet in accordance with the Council's Financial Regulations. In particular paragraph 5.1.1(IV) sets out that where the total estimated resource allocation is above £2,000,000, then Cabinet can agree its inclusion into the Capital Programme, via the periodic Capital Report to Cabinet, based on the recommendations by Strategic Capital Board and the Section 151 Officer.

Comments checked by: Anita Bradley, Director of Law & Governance & Monitoring Officer

LORNA BAXTER

Executive Director of Resources and Section 151 Officer

Background papers:

Contact Officers: Kathy Wilcox, Head of Corporate Finance
Natalie Crawford, Capital Programme Manager

December 2025

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Annex 1

Capital Programme Monitoring 2025/26

Strategy / Programme	Capital Programme (Cabinet October 2025)			Latest Forecast (Cabinet December 2025)			Variation			Current Year Expenditure Monitoring (2025/26)				Performance Compared to Original Programme (Council February 2025)		
	Current Year 2025/26	Future Years	Total	Current Year 2025/26	Future Years	Total	Current Year	Future Years	Total	Actual expenditure to date	Commit- ments	Expenditure Realisation Rate	Actuals & Commitments	Current Year	Variation	Use of Resources Variation
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	%	%	£'000s	£'000s	%
Pupil Places Plan	54,477	187,400	241,877	54,186	186,745	240,931	-291	-655	-946	22,984	27,287	42%	93%	54,510	-324	-1%
Major Infrastructure	123,239	518,884	642,123	119,279	539,665	658,944	-3,960	20,781	16,821	33,385	22,579	28%	47%	152,484	-33,205	-22%
Highways Asset Management Plan	64,014	185,068	249,082	65,843	185,642	251,485	1,829	574	2,403	23,084	23,005	35%	70%	63,638	2,205	3%
Property Strategy	38,699	91,080	129,779	28,453	95,768	124,221	-10,246	4,688	-5,558	12,329	7,326	43%	69%	37,852	-9,399	-25%
IT, Digital & Innovation Strategy	6,443	2,992	9,435	6,642	4,033	10,675	199	1,041	1,240	3,226	2,382	49%	84%	3,427	3,215	94%
Passport Funding	9,561	4,733	14,294	9,561	4,733	14,294	0	0	0	7,725	95	81%	82%	8,562	999	12%
Assets & Equipment	4,156	21,929	26,085	4,106	21,979	26,085	-50	50	0	504	576	12%	26%	3,257	849	26%
Total Capital Programme Expenditure	300,589	1,012,086	1,312,675	288,070	1,038,565	1,326,635	-12,519	26,479	13,960	103,236	83,249	36%	65%	323,730	-35,660	-11%
Pipeline Schemes (Indicative funding subject to initial business case)	4,000	55,746	59,746	0	58,906	58,906	-4,000	3,160	-840					17,500	-17,500	0%
Earmarked Reserves	500	41,158	41,658	0	47,675	47,675	-500	6,517	6,017					2,400	-2,400	0%
OVERALL TOTAL	305,089	1,108,990	1,414,079	288,070	1,145,146	1,433,216	-17,019	36,156	19,137	103,236	83,249	36%	65%	343,630	-55,560	-16%

Annex 2

Updated Capital Programme 2025/26 to 2034/35

Capital Investment Programme (latest forecast)							CAPITAL INVESTMENT TOTAL
Strategy/Programme	Current Year	Firm Programme	Provisional Programme				
	2025 / 26	2026 / 27	2027 / 28	2028 / 29	2029 / 30	up to 2034 / 35	
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
Pupil Places Plan	54,186	49,728	34,067	26,247	15,381	61,322	240,931
Major Infrastructure	119,279	270,319	171,917	29,983	58,442	9,004	658,944
Highways Asset Management Plan	65,843	54,268	28,187	13,660	14,265	75,262	251,485
Property Strategy	28,453	47,953	35,147	9,939	1,266	1,463	124,221
Digital & Innovation Strategy	6,642	3,715	140	0	0	178	10,675
Passport Funding	9,561	2,495	815	700	173	550	14,294
Vehicles & Equipment	4,106	4,005	7,800	5,381	800	3,993	26,085
TOTAL ESTIMATED CAPITAL PROGRAMME EXPENDITURE	288,070	432,483	278,073	85,910	90,327	151,772	1,326,635
Pipeline Schemes (Indicative funding subject to initial business case)	0	25,000	19,000	11,000	3,906	0	58,906
Earmarked Reserves	0	4,000	6,000	10,000	10,000	17,675	47,675
TOTAL ESTIMATED CAPITAL PROGRAMME	288,070	461,483	303,073	106,910	104,233	169,447	1,433,216
TOTAL ESTIMATED PROGRAMME IN-YEAR RESOURCES	282,231	360,436	263,569	83,982	56,201	157,344	1,203,763
In-Year Shortfall (-) / Surplus (+)	-5,839	-101,047	-39,504	-22,928	-48,032	-12,103	-229,453
Cumulative Shortfall (-) / Surplus (+)	219,088	213,249	112,202	72,698	49,770	1,738	-10,365

SOURCES OF FUNDING		2025 / 26	2026 / 27	2027 / 28	2028 / 29	2029 / 30	up to 2034 / 35	CAPITAL RESOURCES TOTAL
		£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
SCE(C) Formulaic Capital Allocations - Un-ringfenced Grant		67,887	122,945	32,404	23,500	23,500	89,200	359,436
Devolved Formula Capital- Grant		650	650	650	650	123	0	2,723
Prudential Borrowing		73,317	68,978	48,935	7,932	27,185	275	226,622
Grants		87,249	196,582	88,699	4,176	0	712	377,418
Developer Contributions		55,805	59,740	54,601	18,512	753	31,925	221,336
Other External Funding Contributions		370	625	0	500	0	0	1,495
Revenue Contributions		2,764	2,600	4,203	3,322	800	4,000	17,689
Schools Contributions		28	0	0	0	0	0	28
Use of Capital Receipts		0	9,363	66,363	25,390	3,840	31,232	136,188
Use of Capital Reserves		0	0	7,218	22,928	48,032	1,738	79,916
TOTAL ESTIMATED PROGRAMME RESOURCES UTILISED		288,070	461,483	303,073	106,910	104,233	159,082	1,422,851
TOTAL ESTIMATED IN YEAR RESOURCES AVAILABLE		282,231	360,436	263,569	83,982	56,201	157,344	1,203,763
Capital Grants Reserve C/Fwd	104,167	94,564	0	0	0	0	0	0
Usable Capital Receipts C/Fwd	37,329	38,769	32,286	0	0	0	0	0
Capital Reserve C/Fwd	77,592	79,916	79,916	72,698	49,770	1,738	0	0

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Division(s): N/A

CABINET – 16 DECEMBER 2025

FORWARD PLAN AND FUTURE BUSINESS

Items identified from the Forward Plan for Forthcoming Decision

Topic/Decision

Portfolio/Ref

Cabinet, 27 January 2026

<p>▪ Budget and Business Planning Report To propose the 2026/27 revenue budget, MTFP and capital programme for recommendation to Council in light of comments from the Performance & Corporate Services Overview & Scrutiny Committee and consultation feedback.</p>	<p>Cabinet, 2025/017 - Cabinet Member for Finance, Property and Transformation</p>
<p>▪ Oxfordshire Learning Disability Plan 2025 - 2035 This is a 10-year plan for adults with a learning disability living in Oxfordshire. The plan has been co-designed and work plans which sit alongside this have been co-produced with experts by experience and organisations including health and social care.</p>	<p>Cabinet, 25/238 - Cabinet Member for Adults</p>
<p>▪ Capital Programme Approvals - January 2026 Report on variation to the capital programme for approval (as required).</p>	<p>Cabinet, 2025/082 - Cabinet Member for Finance, Property and Transformation</p>
<p>▪ Delegated Powers Report for October to December 2025 To report on a quarterly basis any executive decisions taken under the specific powers and functions delegated under the terms of Part 7.1 (Scheme of Delegation to Officers) of the Council's Constitution – Paragraph 6.3(c)(i). It is not for Scrutiny call-in.</p>	<p>Cabinet, 2025/164 - Leader</p>
<p>▪ Science Vale Movement and Place Plan The Movement and Place plans form part 2s of the Local Transport Connectivity Plan, with the first plan (Central Oxfordshire Travel Plan) being adopted in 2023. Since then, a greater emphasis has been had on place hence forth updating the name to reflect Movement and Place. They will reflect Oxfordshire's changing priority to be a place shaper of choice and articulate the council's wide aspirations. Objectives and Actions have been developed for our places</p>	<p>Cabinet, 2025/115 - Cabinet Member for Place, Environment and Climate Action</p>

<p>with a focus on achieving liveable, healthy neighbourhoods and to help demonstrate and achieve integration across different modes and allow the achievement of the LTCP targets. The plans will replace the extant Local Transport Plan 4 strategies, adopted in 2016.</p> <p>This is the first of the revised plans to be presented to cabinet members with a suite of plans expected to come forward over the next months.</p>	
<p>▪ My Life My Choice Councillor Deal My Life My Choice Councillor Deal relating to key themes for people with learning disabilities; Recruitment of Social Workers, Training and Education, Accommodation and Community Integration.</p>	<p>Cabinet, 25/208 - Cabinet Member for Adults</p>
<p>▪ LTCP Monitoring Report 2024-2025 Review and approval of the Local Transport Monitoring Report ("LTCP") for financial year 2024-2025.</p> <p>The LTCP Monitoring Report is an annual document that aims to showcase the Council's progress and success in delivering the policies set out in the LTCP. It does that by presenting the latest values for the agreed Headline Targets and KPIs, their change over last year and the trend since they started being monitored.</p> <p>It also presents projects delivered (or lack thereof) against each policy. It presents recommendations to address lack of delivery.</p> <p>The report's format has been updated this financial year to make it more informative and easy to read and use. Officers are looking to get approval of the new format, future project priorities to address lack of delivery and its content genera overall.</p>	<p>Cabinet, 2025/197 - Cabinet Member for Place, Environment and Climate Action</p>
<p>▪ Care Leavers Covenant This is a proposal for Oxfordshire County Council to become Signatories of the Care Leavers Covenant, adopting a whole-council approach to supporting care-experienced young people and formalising our commitment ad Corporate parents.</p>	<p>Cabinet, 25/230 - Cabinet Member for Children and Young People</p>
<p>▪ Update on Recommendations of the Oxfordshire Travel and Transport Citizens' Assembly To provide an update on the progress of the recommendations from the 2025 Oxfordshire Travel and Transport Citizens' Assembly, as approved at Cabinet in July 2025.</p>	<p>Cabinet, 25/251 - Leader</p>

Delegated Decisions by Cabinet Member for Future Economy and Innovation, 19 January 2026

<ul style="list-style-type: none"> ▪ Oxfordshire Works - a local Get Britain Working Plan Approval of the final version of Oxfordshire Works. 	Delegated Decisions by Cabinet Member for Future Economy and Innovation, 25/255 - Cabinet Member for Future Economy and Innovation
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Delegated Decisions by Cabinet Member for Transport Management, 22 January 2026

<ul style="list-style-type: none"> ▪ Brize Norton and Carterton: Proposed 30mph Speed Limit at Monahan Way, Norton Way and Carterton Road Proposed reduction in speed limits to 30mph 	Delegated Decisions by Cabinet Member for Transport Management, 25/248 - Cabinet Member for Transport Management
<ul style="list-style-type: none"> ▪ A40 HIF2 Dukes Cut Wolvercote Bridge Maintenance Works - Decision to Progress to Construction Decision to agree funding for construction phase for project to allow for contractor award. 	Delegated Decisions by Cabinet Member for Transport Management, 25/145 - Cabinet Member for Transport Management
<ul style="list-style-type: none"> ▪ Sheep Street ETRO – Review of Consultation and Traffic Data on Cycling Access This item seeks Cabinet Member Decision (CMD) in December to review the Sheep Street Experimental Traffic Regulation Order (ETRO), which currently permits cyclists to travel through Sheep Street. The review will consider feedback received during the statutory consultation period alongside traffic and usage data collected throughout the experiment. These findings will inform whether to continue the ETRO in its current form, amend it, or revoke it. 	Delegated Decisions by Cabinet Member for Transport Management, 25/237 - Cabinet Member for Transport Management

<p>▪ Woodstock Road Bus Lane Experimental Traffic Regulation Order (ETRO) and St Giles' Waiting Restrictions ETRO</p> <p>The Southbound Bus Lane on Woodstock Road between Wolvercote (A40) and Squitchey Lane was removed and replaced with a northbound bus lane of similar length on the other side of the road. This reversal came into use on 28 September 2023, and requires a decision on whether it should be made permanent by 28 March 2025.</p> <p>Additionally, at the northwest arm of St Giles, 'No Waiting at Any Time' restrictions replaced the previous 'No Waiting 8am-6.30pm' at a point opposite 12 metres southeast of the junction with Little Clarendon Street, southwards for a distance of 13 metres. This is to enable entry to a new Bus Stop. This was also implemented as a trial and will require a decision to be made permanent.</p>	<p>Delegated Decisions by Cabinet Member for Transport Management, 25/207 - Cabinet Member for Transport Management</p>
<p>▪ Abingdon Centre East - Proposed Waiting Restrictions</p> <p>Following a review of the area, proposals have been brought forward to promote access and safety.</p>	<p>Delegated Decisions by Cabinet Member for Transport Management, 25/226 - Cabinet Member for Transport Management</p>
<p>▪ Abingdon Town Centre - Parking Amendments</p> <p>Proposed changes to parking restrictions, including new residents bays, paid parking bays, no waiting restrictions and no loading restrictions</p>	<p>Delegated Decisions by Cabinet Member for Transport Management, 25/225 - Cabinet Member for Transport Management</p>
<p>▪ Proposed Pedestrian Crossing & Bus Stops - Twelve Acre Drive, Abingdon</p> <p>Proposed crossings and bus stops associated with a nearby development. Planning permission P19-V2588-RM</p>	<p>Delegated Decisions by Cabinet Member for Transport Management, 25/232 - Cabinet Member for Transport Management</p>

<p>▪ Proposed No Waiting Restrictions - Cadogan Park, Woodstock</p> <p>In response to complaints from residents of Cadogan Park regarding inappropriate parking from visitors to Blenheim Palace, proposals have been brought forward for waiting restrictions to ensure safety and access are maintained.</p>	<p>Delegated Decisions by Cabinet Member for Transport Management, 25/229 - Cabinet Member for Transport Management</p>
<p>▪ Proposed Pedestrian Crossings - Ladygrove, Didcot</p> <p>New pedestrian crossing on A4130 at Cow Lane and B4016 at Cow Lane to process access to the development</p>	<p>Delegated Decisions by Cabinet Member for Transport Management, 25/172 - Cabinet Member for Transport Management</p>
<p>▪ Proposed Disabled Persons Parking Places (DPPP's) - South and Vale (2025)</p> <p>Proposals to introduce and make changes to disabled bays following requests from the public</p>	<p>Delegated Decisions by Cabinet Member for Transport Management, 25/139 - Cabinet Member for Transport Management</p>
<p>▪ East Oxford CPZ Review 2025</p> <p>Following informal consultation undertaken earlier this year, officers have brought forward amendments to the East Oxford CPZ to better serve the local needs of the community</p>	<p>Delegated Decisions by Cabinet Member for Transport Management, 25/205 - Cabinet Member for Transport Management</p>
<p>▪ Headington Central CPZ Review 2025</p> <p>Following informal consultation earlier this year, the council is promoting changes the Controlled Parking Zone to better serve the needs of the local community.</p>	<p>Delegated Decisions by Cabinet Member for Transport Management, 25/204 - Cabinet Member for Transport Management</p>
<p>▪ Eynsham Area Local Cycling and Walking Infrastructure Plan</p> <p>Approval sought of plan that identifies improvements to walking, wheeling and cycling provision in Eynsham and the surrounding</p>	<p>Delegated Decisions by Cabinet Member for Transport</p>

area	Management, 25/203 - Cabinet Member for Transport Management
<p>▪ Blackthorn Road, Ambrosden - Traffic Calming and Speed Limits</p> <p>The scheme has S106 obligations to provide a cycleway route along the Blackthorn Road as part of planning. This includes raised tables on junctions adjoining the Blackthorn Road: Quintan Avenue, Allectus Avenue, Access Junction and a crossing at the junction from Blackthorn Road meeting Ploughly Road.</p> <p>In addition, there is a proposed speed limit extension past the proposed development site access.</p>	Delegated Decisions by Cabinet Member for Transport Management, 25/209 - Cabinet Member for Transport Management
<p>▪ Witney High Street and Market Square Enhancements</p> <p>Following earlier public consultations on proposals to To enhance the amenities of the area, the council are consulting on a final scheme for approval.</p>	Delegated Decisions by Cabinet Member for Transport Management, 25/195 - Cabinet Member for Transport Management
<p>▪ A4158 Rose Hill Service Road - Appraisal of Options</p> <p>The report outlines the highway options available to address the collision history at the southern access to the service road.</p>	Delegated Decisions by Cabinet Member for Transport Management, 25/257 - Cabinet Member for Transport Management

Delegated Decisions by Cabinet Member for Place, Environment and Climate Action, 22 January 2026

<p>▪ North West Bicester Strategic Link Road: Award of Detailed Design Contract</p> <p>To seek delegated authority to the Director of Environment and Highways to approve the entering into a Professional Services Contract for the Detailed Design of the Scheme.</p>	Delegated Decisions by Cabinet Member for Place, Environment and Climate Action, 25/231 - Cabinet Member for Place,
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	Environment and Climate Action
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Delegated Decisions by Cabinet Member for Public Health and Inequalities, 6 January 2026

<p>▪ Integrated Sexual Health Service Contract - Business Case Approval</p> <p>The Integrated Sexual Health Service is a mandated service for the Council. The contract for the service reaches its break point in March 2027. The business case approval will enable continuation to the next stage of the procurement cycle for this essential and mandated service.</p>	<p>Delegated Decisions by Cabinet Member for Public Health and Inequalities, 25/227 - Cabinet Member for Public Health and Inequalities</p>
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Overview & Scrutiny Recommendation Response Pro forma

Under section 9FE of the Local Government Act 2000, Overview and Scrutiny Committees must require the Cabinet or local authority to respond to a report or recommendations made thereto by an Overview and Scrutiny Committee. Such a response must be provided within two months from the date on which it is requested¹ and, if the report or recommendations in questions were published, the response also must be so.

This template provides a structure which respondents are encouraged to use. However, respondents are welcome to depart from the suggested structure provided the same information is included in a response. The usual way to publish a response is to include it in the agenda of a meeting of the body to which the report or recommendations were addressed.

Issue: Verge and Vegetation Management

Lead Cabinet Member(s): Cllr Andrew Gant, Cabinet member for Transport Management

Date response requested:² 18 November 2025

Response to report:

Enter text here.

Response to recommendations:

Recommendation	Accepted, rejected or partially accepted	Proposed action (if different to that recommended) and indicative timescale (unless rejected)
1. That the Council should increase communications, consultation, and engagement about the benefits for biodiversity of verge and vegetation management to ensure that members and	Accepted	This is something that we will continue to work with our Ecology Colleagues to promote the biodiversity plan and raise awareness through web and other communication channels such as OALC sessions.

¹ Date of the meeting at which report/recommendations were received

² Date of the meeting at which report/recommendations were received

Overview & Scrutiny Recommendation Response Pro forma

residents, as well as parish and town councils, understand the rationale.		
2. That the Council should commit to progressing the digitisation of an online platform setting out the status of verges and vegetation across the county.	Accepted	Digitisation of this data is required and there are a range of benefits of doing this. The process for achieving this is not quick and there will be costs involved for both the surveying and purchase and operation of the asset record system. It is anticipated that this a 12month programme.
3. That the Council should explore the possibility of increasing the number of places where 'cut and pile' is undertaken	Partially accepted	The policy acknowledges that this would be incremental and needs to reflect budget position. Consideration for required budgetary increase will be undertaken through the annual budget setting process.
4. That the Council should undertake a review of the amount paid to parish and town councils to assess whether it would be appropriate to increase the amount	Accepted	A review will be undertaken including reflection of expectations due to the new policy. If this exceeds the budget allocation, then any increase will require budget approval through the annual budget setting process.
5. That the Council should commit to the possibility of a second cut when weather conditions have resulted in unexpectedly high growth.	Partially Accepted	<p>Additional cuts are, and will continue to be, carried out but only when there is a safety or accessibility need, such as at junctions and visibility splays.</p> <p>A second cut beyond this is not considered a priority and would not be in line with the existing policy. It would require additional budget which would need approval through the annual budget setting process. Nothing has been included for year 2026/27 as this will also require a policy change.</p>