



**Cabinet
Tuesday, 19 July 2022**

ADDENDA

- 9. Capital Programme Update and Monitoring Report - May 2022**
(Pages 1 - 26)

Report and Annexes attached

- 16. Oxford 'Street Voice' Citizen's Jury** (Pages 27 - 56)

Annex attached

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CABINET – 19 JULY 2022**CAPITAL PROGRAMME UPDATE AND MONITORING REPORT****Report by the Director of Finance****Recommendations**

1. The Cabinet is RECOMMENDED to:

Re-profiling

- a) Agree the re-profiling of HIF1, HIF2, A40 and the Banbury & Bicester programmes (paragraphs 19,20)

Grant funding

- b) Agree the inclusion in the Capital Programme of the following grant funding updates and allocation:
- High Needs Provision Capital Allocations for 2022/23 and 2023/24 of £15.7m to the basic need programme to address SEN provision (Paragraph 61),
 - £2.2m Sustainable Warmth Fund for Home Upgrade grant (Paragraph 70),
 - Highways Structural Maintenance Programme between 2022/23 and 2024/25 of £25.2m towards the annual maintenance programmes (Paragraph 65)

Capital Programme Governance and prioritisation

- c) Endorse the changes to Capital Programme governance, noting the enhanced role of Cabinet and rollout of changes to strengthen internal structures and procedures. (paragraph 78 and annex 3, structure chart).
- d) Agree to a full review of the Capital Programme, in light of pressures and rising inflation costs (paragraph 80)
- e) Agree that the Housing & Growth Deal should be reported at project level rather than programme level, as set out in paragraph 32.
- f) Endorse the latest capital monitoring position for 2022/23 set out in Annex 1, noting the return of £1.7m corporate funds from the Defect Liability Programme.
- g) Approve the updated Capital Programme at Annex 2 incorporating the changes set out in this report.

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2. This report is the first Capital programme update and monitoring report for 2022/23. This report sets out the monitoring position for 2022/23 based on activity to the end of May 2022 and provides an update to the Capital Programme approved by Council in February 2022 taking into account additional funding and new schemes.
3. The forecast programme expenditure for 2022/23 is £245.8m (excluding earmarked reserves). This has decreased by £50.3m compared to the original capital programme for 2022/23 approved by Council in February 2022. This reflects the spend profile from the latest delivery timeframes and the inclusion of new grants received by the Council.
4. Due to a number of new inclusions and changes, the total ten-year capital programme (2022/23 to 2031/32) is now £1,308.3m, an increase of £60.2m compared to the capital programme approved by Council in February 2022. The updated capital programme summary is set out in Annex 2. The main variations are set out in this report.
5. The availability of workforce and materials and inflationary increases in contract prices are increasing the risk to the deliverability and cost of capital schemes. The combined impact of these factors has affected delivery in 2021/22 and is expected to have a more significant impact in 2022/23 and future years.
6. New governance arrangements are being put in place to provide more rigour and support given the rising challenges and complexity of the Council's capital programme.

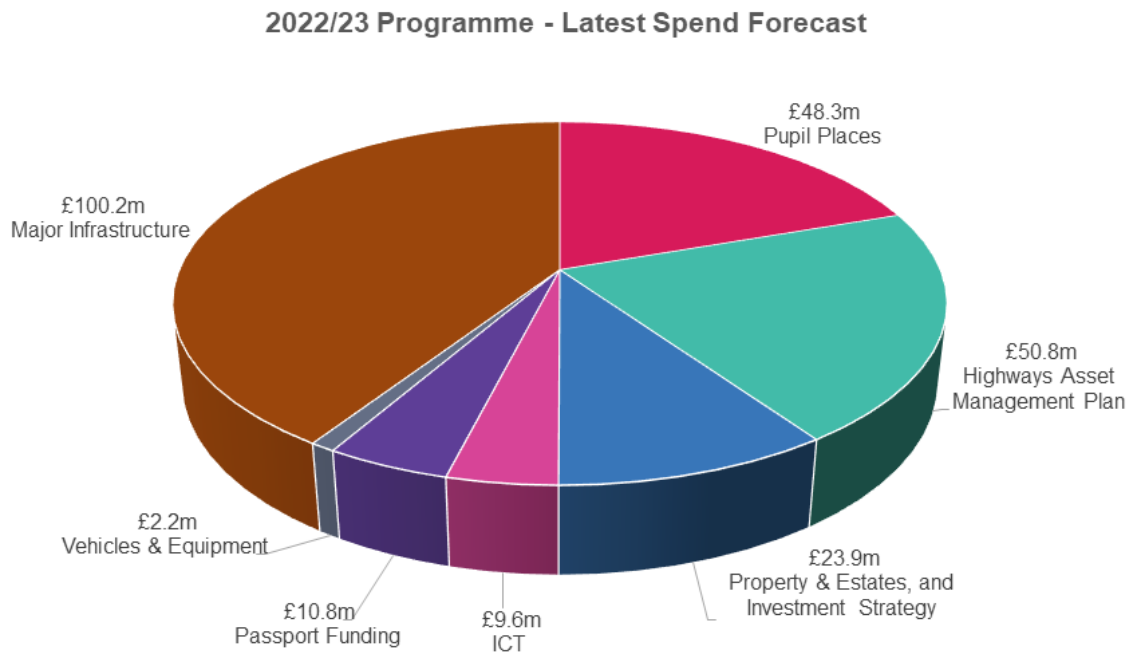
Introduction

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

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- **Property and Estates:** including health & safety, maintenance, improvements and the Investment Strategy
- **ICT Strategy:** including broadband and End User equipment
- **Passported Funds:** including Disabled Facilities Grant and Devolved Schools Capital
- **Vehicles and Equipment:** including fire and rescue vehicles and equipment

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



11. This is the first capital programme update and monitoring report for the year and focuses on the delivery of the 2022/23 capital programme based on projections at the end of May 2022 and new inclusions within the overall ten-year capital programme.

12. The following annexes are attached:

- Annex 1 Capital Programme Monitoring 2022/23 (Summary)
- Annex 2 Updated Capital Programme 2022/23 – 2031/32 (Summary)
- Annex 3 Governance

2022/23 Capital Monitoring

13. The capital monitoring position set out in Annex 1, shows the forecast expenditure for 2022/23 of £245.8m (excluding earmarked reserves). This has reduced by £50.3m compared to the capital programme approved by Council in February 2022. The updated programme reflects the year end position for 2021/22 and the impact of re-profiling expenditure into 2022/23 where relevant.

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The table below summarises the changes by strategy area:

Strategy Area	Last Approved Programme 2022/23 * £m	Latest Forecast Expenditure 2022/23 £m	Variation £m
Pupil Places	47.9	48.3	0.4
Major Infrastructure	150.9	100.2	-50.7
Highways Asset Management Plan	55.7	50.8	-4.9
Property, Estates & Investments	20.4	23.9	+3.5
ICT	10.2	9.6	-0.6
Passport Funding	8.7	10.8	+2.1
Vehicles & Equipment	2.3	2.2	-0.1
Total Strategy Programmes	296.1	245.8	-50.3
Earmarked Reserves	1.00	0.0	-1.0
Total Capital Programme	297.1	245.8	-51.3

* Approved by Council 8 February 2022

Pupil Places

14. The forecast expenditure for the Pupil Places Programme in 2022/23 has increased by £0.4m to £48.3m. This reflects the latest expenditure profiles on the delivery timeframe on the various projects within the programme and not any cost pressure changes.
15. The Basic Need Programme has a forecast expenditure of £16m and includes the following nine projects that are within the construction phase of the programme:
 - John Watson Special School, Wheatley (Secondary base) – expansion to provide an additional 16 SEN places plus permanent sixth form accommodation.
 - Radley CE Primary School – expansion to provide an additional 105 primary pupil places and improved schools hall (part funded by Radley Parish Council).
 - Blessed George Napier, Banbury – expansion to provide an additional 300 secondary pupil places delivered by Pope Francis Catholic Multi Academy via a funding agreement.
 - Kingfisher Special School, Abingdon – expansion to provide an additional 16 SEN places by Propeller Academy Trust via a funding agreement.
 - Lord Williams’s School, Thame – expansion to provide an additional 150 secondary pupil places delivered by Thame Partnership Academy Trust via a funding agreement.
 - St Nicholas CE Primary School (East Challow) – expansion to provide new 26 place nursery delivered by Vale Academy Trust via a funding agreement.
 - Wallingford School – expansion to provide an additional 300 secondary pupil places delivered by The Merchant Taylors Oxfordshire Academy Trust via a funding agreement.

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- William Morris Primary School, Banbury – expansion to provide an additional 35 primary pupil places and replacement of temporary classrooms delivered by GLF Schools Academy Trust via a funding agreement
- Glory Farm Primary School, Bicester – contribution (£106 funding) towards the replacement of 4 temporary classrooms delivered by Bernwode School Trust via a funding agreement

Where the schemes are being delivered via a funding agreement they will still be monitored by the Council's governance framework

16. The Growth Portfolio Programme has forecast expenditure of £26m and includes the following three projects that are either within the construction phase or expect to commence construction shortly:

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

17. Further projects are in pre-construction for delivery in 2023/24. Depending on the delivery timeframe, some of these will reach the construction phase later this financial year. These are a mixture of expansions to existing schools, new schools and includes the relocation of the Oxfordshire Hospital School.

18. Schools Structural Maintenance (SSM) is part of the schools' annual programme. The revised 2022/23 programme includes 17 projects carried over from the previous year, and 18 new projects. The 35 projects have a forecasted budget requirement of £5.7m towards the repair and upgrades to school buildings primarily consisting of the replacement of boilers with hybrid low carbon heat pump solutions and flat roof replacement projects.

Major Infrastructure

19. The Major Infrastructure Programme is £100.2m and has reduced by £50.7m compared to the original capital programme budget. The programme is divided into 5 sub-programme areas as shown in the table below:

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Major Infrastructure	Original Budget	Latest Forecast	Variation
	£'000	£'000	£'000
Housing Infrastructure Fund 1 (HIF1)	21,200	14,800	-6,400
Housing Infrastructure Fund 2 (HIF2) & A40	48,112	30,675	-17,437
Banbury & Bicester	19,287	6,199	-13,088
Oxford	28,671	23,704	-4,967
South & Vale	27,098	19,806	-7,262
Major Infrastructure Sub-total	144,368	95,184	-49,184
Other Programmes	6,500	5,000	-1,500
Major Infrastructure – Total	150,868	100,184	-50,684

20. The in-year variation on the HIF1, HIF2 & A40 and the Banbury & Bicester programmes relates primarily to land purchase/access issues and design phase delays which mean a significant proportion of the in-year budget has been re-profiled to 2023/24. The complexity and sensitivity of the Oxford locality programme has required significant additional resource capacity to reach the pre-construction phase. The South & Vale programme is delayed due to land acquisition issues and resource/capacity issues.
21. Any delays to compulsory purchase orders are expected to be manageable within the totality of the delivery timetables.

HIF1 Programme

22. The HIF1 programme has undergone a major review and as a result the profiling of the programme has changed. Alongside the on-going negotiations with Homes England, the reported in-year slippage is now profiled into 2023/24. The Grant Determination Agreement (GDA), agreed by Cabinet in June 2022, outlines that the programme is still scheduled to deliver by the end of March 2026.

HIF2 & A40

23. There have been delays in the HIF2 & A40 programme, with delays to the start date of the Eynsham Park & Ride work re-profiling circ. £12m into next year, however the construction phase is due to begin in the next quarter, subject to full business case approval. Delays in the overall HIF2 programme have seen a re-profiling of around £6m into 2023/24. Risks relating to the delays are being actively managed by the Major Infrastructure Programme Board, reporting no overall impact on the programme end date, at this stage. Given the current macro economic factors (rising costs, resource access, inflation increases etc), value engineering activities are being prioritised on each scheme to determine the best way to retain the scope while reducing costs.

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24. This programme has seen a significant change to its in-year profile due to some schemes in the programme slipping into future years, and others being paused.

Oxford

25. The emerging Central Oxfordshire Transport Strategy will enable a more holistic review of transport in and around Oxford City. It is expected that this new Strategy will provide further opportunities and identification of further transport improvements across Oxford.

South & Vale

26. Land acquisition issues for Watlington Relief Road and Milton Heights Bridge have led to the re-profiling of £7.3m of the in-year budget into 2023/24.

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

27. The Infrastructure Programme grant totals £150m. The investment in infrastructure will accelerate at least 6,549 planned homes that might not otherwise have come forward at this pace. The current programme comprises schemes covering road, rail, cycle routes and footpaths, as well as a school. Schemes may be either fully or part funded via the programme.
28. The grant funding is being paid to Oxfordshire County Council, as the Accountable Body in five equal annual instalments of £30.0m. 2022/23 is the fifth and final year of the funding. The overall funding has been allocated as £142.7m capital and £7.3m revenue. Oxfordshire County Council are the delivery partner for the infrastructure elements of the Hfi which are delivered through the capital programme.
29. The majority of schemes have now progressed through the pre-construction phases and planning submitted in 2021/22 to enable construction to commence from 2022 onwards.
30. The schemes within the programme are subject to reviews in accordance with the County Councils capital governance framework to ensure that it continues to demonstrate alignment with the core programme objectives and deliverable within available funding and timescales.
31. A revised programme has recently been considered and supported by the Future Oxfordshire Partnership (FOP) with proposals for individual scheme budget allocations adjusted to remain within the overall parameters of the programme. Given the current risks and pressures (see paragraphs 81-84), it seems most prudent to only re-allocate at this stage to the schemes with a full business case that are projecting cost pressures (and entering their construction phase), namely North Oxford Corridor Cassington Loop

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Road (£5.0m). The short term funding pressure will be considered as part of a full review of the programme and an assessment of any additional schemes in September 2022.

32. The Capital Programme and Monitoring Report presented to Cabinet in March 2020 agreed to report the Growth Deal at a programme level to enable resources to be moved between schemes. However, the Council is now experiencing wider pressures (relating to the construction industry challenges and inflationary increases articulated in this report) as the individual schemes and programme of work progress through the key stages of delivery. This is resulting in frequent changes across the programme in terms of scheme deliverability, delivery approach and/or forecast cost. It is therefore recommended that the Housing & Growth Deal infrastructure programme be reported at project level to enable each scheme to be considered, within the overall programme total of £143m, mitigating financial risks to the County Council.

Highways Asset Management Plan

33. The total in-year capital forecast for 2022/23 is estimated to be £50.8m compared to the original capital programme budget of £55.7m, a reduction of £4.9m. The programme is divided into 4 sub-programme areas as shown in the table below:

Highways Asset Management Plan	Original Budget	Latest Forecast	Variation
	£'000	£'000	£'000
Structural Maintenance Annual Programme	30,230	31,699	+1,469
Improvement Programme	3,000	3,000	0
Structural Maintenance Major Schemes	21,545	15,199	-6,346
Other Programmes	900	900	0
Highways Asset Management Plan – Total	55,675	50,798	-4,877

34. The annual planned target total surfacing programme (excluding patching) for 2022/23, is calculated at 3% of the network. The expectation is that this would enable the council to maintain the 4,656km of network that it is responsible for in as close as possible to a 'steady state' within the funding available.
35. The annual Structural Maintenance Programme plans to invest £31.7m. The table below shows the planned key structural maintenance deliverables for 2022/23:

Project	Schemes/ Units Planned	Comments
Surface Treatments (schemes)	71	Schemes to restore the condition or prolonging the life of existing carriageways.

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Project	Schemes/ Units Planned	Comments
Carriageways (schemes)	17	Surfacing/reconstruction/strengthening of roads and embankments.
Structural Highways Improvements (schemes)	19	Additional “planned reactive” minor patching schemes will be delivered throughout the year.
Footways (schemes)	40 (+30)	Repair/construction of footways and cycleways. Further schemes out for assessment which could increase the current plan by a further 30.
Drainage (schemes)	17	Repair/renewal of existing drainage infrastructure and provision of new infrastructure to resolve known drainage issues.
Bridges (schemes)	35	Strengthening/replacement/imposition of management measures on weak structures.
Public Rights of Way	Figures being finalised	New/Refurbished Kit Bridges (delivered as planned-reactive). Improved Pedestrian Access Points (delivered as planned reactive dependent upon need).
Section 42 contributions (schemes)	Figures being finalised	Programme awaiting finalisation. OCC officers working with ODS/City colleagues to identify works. Ongoing discussion in terms of scope of wider maintenance works.

36. The annual Improvement Programme is forecast to spend £3m in line with the latest budgets. This includes 62 Road safety and traffic improvements including road markings, cycle provision improvements, pedestrian crossings, footway improvements and speed limit alterations. The programme also includes enhancement to support journey time reliability which also aid bus movements, and traffic signal improvement schemes.
37. Structural Maintenance Major Schemes are forecasted to invest £15.2m and the table below shows the key planned deliverables for 2022/23:

Project	Schemes/ Units Planned	Comments
Electrical	20,195 9	LED Replacement units being installed in respect of the revised outturn forecast Traffic Signal sites – refurbishment schemes for delivery in-year with additional LED conversions and smarter junction technology.
20mph Speed limit (schemes)	75	Revised speed limit orders in towns and parishes

38. Due to restrictions of the availability of materials in the market at present the maximum of 20,195 LED Lanterns can be replaced this year. This means that the 2022/23 planned spend of the Street Lighting programme budget of £6m has been re-profiled into 2023/24.

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39. The 20mph programme consists of 75 schemes for delivery by end of March 23. The programme is progressing well with several major towns out for public consultation in the coming months.

Property, Estates and Investments

40. The Property, Estates and Investment Programme for 2022/23 is forecasted at £23.9m and has increased by £3.5m compared to the original budget. This generally relates to new funding or the carry forward of programmes from 2021/22.
41. Grant funding towards the Public Sector Decarbonisation Scheme (PSDS) has been carried forward into 2022/23 and the programme is forecasted to be completed by June 2022. This has increased the forecasted spend profile by £1.3m in 2022/23.
42. The corporate Minor Works programme consists of 11 projects of which 8 projects have been carried forward from 2021/22. This has increased the forecasted spend profile by £0.3m in 2022/23.
43. It is planned that a further £3m is incurred on the Defect Liability programme during 2022/23 to make the overall outlay to £10m. It is forecasted that a further 7 major projects are completed during the year. £1.7m of corporate funds not now required by the Defect Liability programme will be added to the capital programme reserves for future priorities.
44. A further £2m investment (cumulative of £4m from the £5m provision) is planned to be made to the Resonance Supported Homes Fund in 2022/23. A further update will be provided during the year on the progress made to secure accommodation to support people with learning disabilities and autism.
45. Additional funding has been awarded from the Sustainable Warmth Fund / Green Homes Fund for £2.2m that is time limited to March 2023. This is in addition to the additional £1.2m grant awarded in December 2021. A total of £3.6m is planned for 2022/23 as the remaining £0.2m from the first grant was carried forward into this financial year.

ICT

46. The overall forecast expenditure profile for 2022/23 is £9.6m, a reduction of £0.6m. The main areas of the programme are detailed below.
47. The Broadband in Rural Oxfordshire (BiRO) programme is on track to complete in the June 2022. The budget provision of £6.3m is entirely grant funded and the current overall total forecast is £5.2m. The funding is claimed in arrears from the grant provider and therefore we will not be able to claim all of the grant.

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48. The Rural Gigabit Hub Sites programme commenced in 2021/22 and is planning a further £2.3m in 2022/23 to enable fibre infrastructure to be built for county council buildings (where gigabit broadband infrastructure does not exist), other public buildings such as schools and GP practices, and a range of community-based buildings like village halls.
49. The Children Education Systems project is planned to spend a further £2.2m during the year (total of £3.3m) and remains on schedule to deliver phase 2 (Early Years & Education System) and Phase 3 (Admissions) in 2022/23.
50. The remaining part of the IT Infrastructure Programme is forecasting £4m during the year covering a wide range of projects. These include the replacement of the Property System, network connectivity, commencement to implement a new One Fleet transport asset management system, developing the Digital Presence and Customer Service Centre System and purchase of equipment to update aging laptops, mobiles and other devices. The programme board are reviewing the procurement and disposal approaches to support the Councils climate action, inclusion and wellbeing priorities. A carbon reduction hierarchy tool will be incorporated into IT procurement decisions to prioritise the options that are more sustainable and emit less carbon. Additionally, considering offering redundant but good quality equipment to a local initiative which securely wipes and refurbishes donated devices, and then provides them to people who need them through a collaborative, partnership approach. Extending the lifetime of devices in this way, will avoid unnecessary carbon emissions.
51. The Property Services Management System project is replacing Atrium and other property systems. The benefits include faster and easier access to accurate data, which in turn will enable better analysis, response to requests and provide up to date information on the facilities, contracts and costs for the County Council's properties. It is anticipated that the new system will be implemented in 2022/23.

Passported Funding

52. The increase of £2.1m in the forecasted expenditure for Passported Funding to £10.8m is mainly due to the 2021/22 outturn position on the Local Growth Fund and the Getting Building Fund through the issue of grants to third party schemes from the OxLEP programme.
53. A total of £2.8m remains to be issued this financial year from the grant funding received in previous financial years. Grant funding is received by the Council on behalf of OxLEP in the Council's role as Accountable Body. Only a few remaining schemes remain to be completed, which are forecasting completion in 2022/23.
54. The annual Disabled Facilities Grant announced in May 2022 confirmed funding of £6.658m as per the forecast within the capital programme. The funding, which is part of the Better Care Fund, is issued to the County Council but passed directly on to the City and District Councils in

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accordance with the grant determination. Households are eligible to apply for the grant for home adaptations if a child or adult in the household has a substantial and permanent disability. Types of adaptations funded by the grant include stairlifts, level access showers, ground floor extensions designed around the person's needs and kitchens designed for a wheelchair user.

Vehicles and Equipment

55. Expenditure for 2022/23 is forecasted to be £2.2m, a decrease of £0.1m. The programme includes £1.5m towards the Fire & Rescue Service for the purchase of Vehicles and Fire Protective Equipment. A further £0.7m is planned investment at Libraries for the Kiosk Replacement and the Furnishing Enhancement Programmes.
56. The Kiosk Replacement programme relates to the self-service equipment in libraries that were first introduced in 2011-13. The first generation machines have now reached their end of life and need to be replaced to be compliant with current service needs and standards.

Ten Year Capital Programme Update

57. The total ten-year capital programme (2022/23 to 2031/32) is now £1,308.3m (excluding earmarked reserves), an increase of £60.2m compared to the capital programme approved by Council in February 2022. This includes £22m which has slipped (and underspends) from 2021/22 to 2022/23. The updated capital programme is set out in Annex 2. Details of the slippage from 2021/22 were set out in the Capital Programme Report for 2021/22 reported to Cabinet on 21 June 2022. After taking into account the slippage from 2021/22 the overall ten-year capital programme has increased by £38.2m. The following table summarises the variations by strategy and the main reasons for these variations are explained in the following paragraphs.

Strategy Area	Last Approved Total Programme (2022/23 to 2031/32) * £m	Latest Updated Total Programme (2022/23 to 2031/32) £m	Variation £m	Variation in the size of the overall programme (including 2021/22) £m
Pupil Places	209.0	231.3	+22.3	+16.2
Major Infrastructure	684.2	686.4	+2.2	-7.0
Highways AMP	239.2	267.0	+27.8	+24.9
Property, Estates & Investments	69.6	74.2	+4.6	+3.7
ICT	22.4	23.5	+1.1	+0.7
Passport Funding	14.1	16.5	+2.4	+0.6

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Vehicles & Equipment	9.6	9.4	-0.2	-0.9
Total Strategy Programmes	1,248.1	1,308.3	+60.2	+38.2
Earmarked Reserves	64.6	79.0	+14.4	+14.4
Total Capital Programme	1,312.7	1,387.3	+74.6	+52.6

* Approved by Council 8 February 2022

Capital Funding Update

58. Since the budget was set in February 2022, there have been further funding announcements of one-off funding and updates to the annual funding allocations that support the capital programme. As these announcements impact the base allocation for future years, the additional funding will be included within the Budget and Business Planning process which will consider the prioritisation of capital funding and budget requirements over the ten-year programme. This process will also ensure that the programme delivers the priorities set out in the Council's updated Strategic Plan which will be formulated during the autumn for approval by Council in February 2023.

Basic Need

59. At the end of March 2022, the Department for Education (DfE) confirmed that the 2023/24 and 2024/25 Basic Need (School Places) capital allocations were nil for Oxfordshire, as per the forecast included in the latest capital programme. The current Provision of School Places (Basic Need) element of the Capital Programme identifies school expansion requirements up to 2025/26 and these are based on available funding from previous years basic need allocations and Section 106 developer funding secured to ensure there are sufficient school places to meet local demand.

School Condition Allocation

60. The School Condition Allocation (SCA) for 2022/23 was also announced by the DfE at the end of March 2022. Oxfordshire will receive a formulaic allocation of £4.5m, compared to the forecast funding of £4.0m included in the latest Capital Programme, additional funding of £0.5m. This will be added to the annual School Structural Maintenance Programme for maintained schools. The overall total including carry forward from previous years, is £8.7m. The current planned programme for 2022/23 is £5.7m with the remaining £3m carried forward into 2023/24.

High Needs Provision Capital Allocation

61. In March 2022 the DfE announced two further years of High Needs Provision Capital Allocations (HNPCA) covering financial years 2022/23 and 2023/24. Oxfordshire will receive £7m in 2022/23 and £8.7m in 2023/24, This follows a previous announcement of £3.5m in 2021/22.

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62. The HNPCA funding is intended to primarily be used to meet the capital costs associated with providing new places and improving existing provision, for children and young people with complex needs, who have Education, Health and Care plans (EHCPs), and where appropriate other children and young people with Special Educational Needs and Disabilities (SEND) who do not have an EHCP. It can also be used to support pupils who require alternative provision (including children in AP settings without an EHCP)
63. The Local Area SEND Strategy was co-drafted over a period of 4 months by a governance group of representatives from Local Authority Education, Social Care (Children's and Adult), Health, Education Setting and Parent/Carers. Public consultation ran from 10 January to 10 March 2022, and was considered and approved by Cabinet in May 2022. The strategy will inform and steer the council's strategic priorities for future capital investment.

Highways Maintenance

64. The Government's spending review, published in October 2021, committed over £2.7 billion of local highways maintenance funding between tax years 2022 and 2025 to local authorities, including the remainder of the pothole funding package announced in the Treasury's 2020 budget to help resurface the highway (preventing potholes).
65. At the end of February 2022, the individual funding allocations for the next three-year period 2022/23 to 2024/25 were published. It is recommended that the Oxfordshire allocation (£25.2m) be invested into the Highways Asset Management Plan (HAMP) portfolio's Structural Maintenance Annual Programme over and above the current MTFP allocation.
66. It is proposed that the majority of that fund will be invested in year 2024/25 when, owing to the end of a period of current additional funding from the County Council (£16m per year between 2019/20 to 23/24), the programme budget allocation would otherwise drop from approximately £31m per year to approximately £14m per year. It is important to note that a refresh of the HAMP is scheduled for consideration by the Cabinet in the Autumn 2022.
67. Whilst the funding allocation is therefore welcome and will allow a similar level of service to that currently offered to extend into 2024/25, it is important to note that the service nevertheless continues to operate with a funding shortfall, estimated to be approximately £20m per year in order to maintain the network in a steady state. That shortfall is potentially significantly under-estimated when the anticipated effects of inflation are taken into consideration.

Air Quality Grant

68. Oxfordshire County Council and Oxford City Council are proposing to implement a Zero Emission Zone (ZEZ) in Oxford city centre. This follows implementation of the ZEZ Pilot which went live in February 2022. The

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ZEZ is an emissions-based charging scheme designed to reduce traffic levels, and therefore improve air quality, in and around Oxford city centre by encouraging modal shift from private car travel to walking, cycling and public transport and creating a direct incentive for road users to switch to zero or lower emission vehicles.

69. The Department for Environment, Food and Rural Affairs (Defra) provided Air Quality grant funding of £0.971m in May 2022. This will be used to fund ZEZ scheme development and implementation, and once implemented (subject to the outcomes of public consultation and final scheme approval), monitoring and evaluation. The Defra grant period ends March 2024.

Home Upgrade Grant (HUG1)

70. A further grant award has been received for £2.2m from the Sustainable Warmth Fund for Home Upgrade Grant (SWF HUG1). The capital will be used to further the deliverables toward climate emergency targets, delivering fully funded measures to fuel poor householders on Oxfordshire. This fund is specifically for properties that do not use mains gas for their space heating and will install a range of measures on a fabric first approach, targeting up to 415 measures for 190 properties.
71. The grant funding was received in April 2022 and will be used by March 2023. Beneficiaries of this funding will be selected by strict eligibility criteria including low income and current EPC (Energy Performance Certificate) with the measures installed must result in an improved EPC rating.

Other Grants (not yet included in the capital programme)

72. The Council has received £10.4m for the phase 3 of Active Travel initiatives (subject to further business case development).
73. Following the council's bid for £56m from the government's National Bus Strategy fund, submitted last year, Oxfordshire has been earmarked for £12.7 million of government funding from the Bus Service Improvement Plan. The Council was one of 31 successful applicants out of 79 to receive an 'indicative allocation' in the latest round bids.

Prudential Borrowing

74. The ten-year Capital Programme includes a requirement to fund £272.4m through prudential borrowing. The latest borrowing expected to be taken in 2022/23 is £42.6m. The majority of this relates to schemes that have already been delivered but have, until now, been funded temporally by borrowing from other funding sources within the Capital Programme to delay the need to apply the prudential borrowing. The borrowing in 2022/23 is expected to include a further £23m from the £120m agreed in 2018. £16m relates to additional investment in the Highways Asset Management Plan and £7.0m to the Property defect liability programme. £5m is further part of the £41.7m borrowing supporting the OxLEP City Deals programme with the remaining £15m from other agreed spending plans.

CA9

75. The use of prudential borrowing will increase the Council's Capital Financing Requirement. The Council is required under statute to set aside a Minimum Revenue Provision to pay down the Capital Financing Requirement. Prudential borrowing is generally paid over 25 years. The Medium Term Financial Strategy takes account of this cost. As the Capital programme includes the OxLEP City Deal Programme, the borrowing costs relating to this scheme (for which the Council is the Accountable body) will be fully funded through Enterprise Zone 1 retained business rates.

Earmarked Reserves

76. The level of earmarked reserves increased by £14.4m from the previous reported position (Feb 2022), after taking account of the outturn position, the return of £1.7m from the defect liability programme and £10.4m funding received in 2021/22 towards Active Travel. This includes the capital programme contingency for the delivery of the current ten-year capital programme plus identified provisions. The variation includes £1.8m returned to the programme due to the latest forecast S106 contributions towards new schools and the reduction of the potential funding gap for the project budget. A further £0.4m from the 2021/21 capital outturn position has also be added to the reserves which is available to be reallocated to priorities as part of the business and budget planning process. With other minor adjustments the revised earmarked reserves value increased to £79.0m.

Capital Reserves

77. The current level of capital reserves (including capital receipts and capital grants reserves) is approximately £184.4m. This is expected to reduce to £58.6m at the end of 2024/25. The reduction is mainly due to the delivery of the Growth Deal Programme. Reserves can be used to temporarily fund schemes to delay the need for prudential borrowing or to help manage timing difference between the delivery of schemes and the receipt of Section 106 funding. The level of reserves impacts on the cashflow of the capital programme and the overall Council Balances and is already factored into the funding of the overall capital programme.

New Capital Governance

78. As mentioned throughout this report, the Council is implementing changes to the governance of the capital programme. Annex 3 provides a summary overview of the new structure for decision making and management of the programme. This new approach is being rolled out over a 6-12 month period, striving to achieve sustainable changes to procedures, process and guidance. This will include training and support to all key roles as this is essential to ensure behaviours and competencies align to the Council's expectations and demands, notwithstanding the challenges and pressures on the programme, as outlined throughout this report.
79. The new strengthened arrangements are intended to improve future profiling of projects and, where needed, to re-baseline, and manage any

CA9

operational aggregated risks across and within the programme board structure, including for Major Infrastructure Programme Board (chaired by the Director of Transport and Infrastructure) where we are currently reporting the most issues. The new governance will improve visibility and ensure the delivery of the programme is well monitored and managed, with issues and pressures escalated to the newly formed Strategic Capital Board (Chaired by the Director of Finance) and to Cabinet.

Prioritisation

80. This reporting period highlights the significant pressure on the Council's Capital Programme. The current wider macro economic factors (as noted below in risk management) are expected to continue to place further demands on our resources and therefore place additional challenges on our ability to meet the Council's ambitions, expected outcomes and benefits. To help address this, a fundamental review of the current capital programme is proposed, prioritising the schemes and initiatives. The review is expected to report to Cabinet in September 2022.

Risk Management

81. As noted in the report to Cabinet on 21 June 2022, There are a number of factors increasing the risk to the future deliverability and cost of capital schemes and the latest estimates indicate that construction inflation is expected to be around 11% in 2022/23. Factors contributing to this include:

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

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

CA9

- Workforce – both skilled and unskilled
 - Availability of materials
 - Contract price (value and ability to maintain an agreed price)
83. These risks are continuing to be managed at both project and programme level and up to the new Strategic Capital Board led by senior officers with the relevant cabinet portfolio holder being informed. Cabinet will be involved through the quarterly Capital Programme Update and Monitoring Report and the annual capital budget setting process. Capital governance within the council has been reviewed with a view to creating a more systematic and robust process. Funding for additional on-going staffing capacity to strengthen the co-ordination and oversight of the capital programme and the associated risks was agreed as part of the budget for 2022/23 and the new governance arrangements have been operational from May 2022 onwards and will be embedded as the year progresses.
84. There are two strategic risks being managed to mitigate impacts on the major infrastructure and property programmes in particular. These are reported in the Business Management Monitoring Report, as part of the Strategic Risk Register.

Financial Implications

85. The paragraphs above set out the planned investment and available funding for the ten-year Capital programme including the risks associated with the delivery of the programme.
86. The following risks are inherent within the funding of the capital programme:
- Certainty over the timing and value of future capital receipts and Section 106 Contributions
 - Certainty of the value of future grant funding
87. If capital receipts or section 106 contributions are not received within the planned timeframe it may be necessary for the Council to temporarily fund capital expenditure through Prudential Borrowing. The Council has a Prudential Borrowing reserve to help manage the revenue impact of additional prudential borrowing.
88. Where additional funding is required to fund schemes on a permanent basis this will need to be addressed by reducing investment elsewhere within the programme (reprioritisation) or by permanently funding through prudential borrowing. This would require the identification of long term revenue funding as the Prudential Borrowing is usually repaid over 25 years through the Minimum Revenue Provision.

Comments checked by:
Lorna Baxter, Director of Finance

Staff Implications

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

Equality & Inclusion Implications

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

Legal Implications

91. In year changes to the capital programme must be approved by Cabinet in accordance with Financial Regulation and in particular paragraph 5.1.1(IV) permitting Cabinet to agree resource inclusion into the capital programme via a periodic Capital Report to Cabinet, based on the recommendation of the Director of Commercial Development, Assets, and Investment and the S.151 Officer

Comments checked by:
Sukdave Ghuman, Head of Legal Services

LORNA BAXTER
Director of Finance

Background papers:

Contact Officers: Kathy Wilcox, Head of Financial Strategy. Tel: 07788 302163
Belinda Dimmock-Smith, Capital Programme Manager
belinda.dimmocksmith@oxfordshire.gov.uk

July 2022

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Annex 1

Capital Programme Monitoring 2022/23

Strategy / Programme	Capital Programme (Council February 2022)				Latest Forecast				Variation				Current Year Expenditure Monitoring				Performance Compared to Original Programme (Council February 2022)		
	2021/22	Current Year	Future Years	Total	2021/22	Current Year	Future Years	Total	2021/22	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	£'000s	%	%	£'000s	£'000s	%
Pupil Places	37,835	47,915	161,130	246,880	31,786	48,280	183,028	263,094	-6,049	365	21,898	16,214	2,122	11,108	4%	27%	47,915	365	1%
Major Infrastructure	65,389	150,868	533,565	749,822	56,442	100,184	586,170	742,796	-8,947	-50,684	52,605	-7,026	6,385	14,381	6%	21%	150,868	-50,684	-34%
Highways Asset Management Plan	43,133	55,675	183,281	282,089	39,982	50,798	216,218	306,998	-3,151	-4,877	32,937	24,909	-498	33,060	-1%	64%	55,675	-4,877	-9%
Property & Estates, and Investment Strategy	11,018	20,450	49,119	80,587	8,368	23,935	50,327	82,630	-2,650	3,485	1,208	2,043	1,801	3,333	8%	21%	20,450	3,485	17%
ICT	7,660	10,216	12,205	30,081	7,249	9,592	13,892	30,733	-411	-624	1,687	652	-582	1,462	-6%	9%	10,216	-624	-6%
Passport Funding	31,156	8,744	5,400	45,300	29,410	10,853	5,650	45,913	-1,746	2,109	250	613	-7,891	7,986	-73%	1%	8,744	2,109	24%
Vehicles & Equipment	800	2,260	7,350	10,410	142	2,167	7,250	9,559	-658	-93	-100	-851	611	436	28%	48%	2,260	-93	-4%
Total Capital Programme Expenditure	196,991	296,128	952,050	1,445,169	173,379	245,809	1,062,535	1,481,723	-23,612	-50,319	110,485	36,554	1,948	71,766	1%	30%	296,128	-50,319	-17%
Unmarked Reserves	0	1,000	63,619	64,619	0	0	79,012	79,012	0	-1,000	15,393	14,393					1,000	-1,000	0%
OVERALL TOTAL	196,991	297,128	1,015,669	1,509,788	173,379	245,809	1,141,547	1,560,735	-23,612	-51,319	125,878	50,947	1,948	71,766	1%	43%	297,128	-51,319	-17%

Annex 2

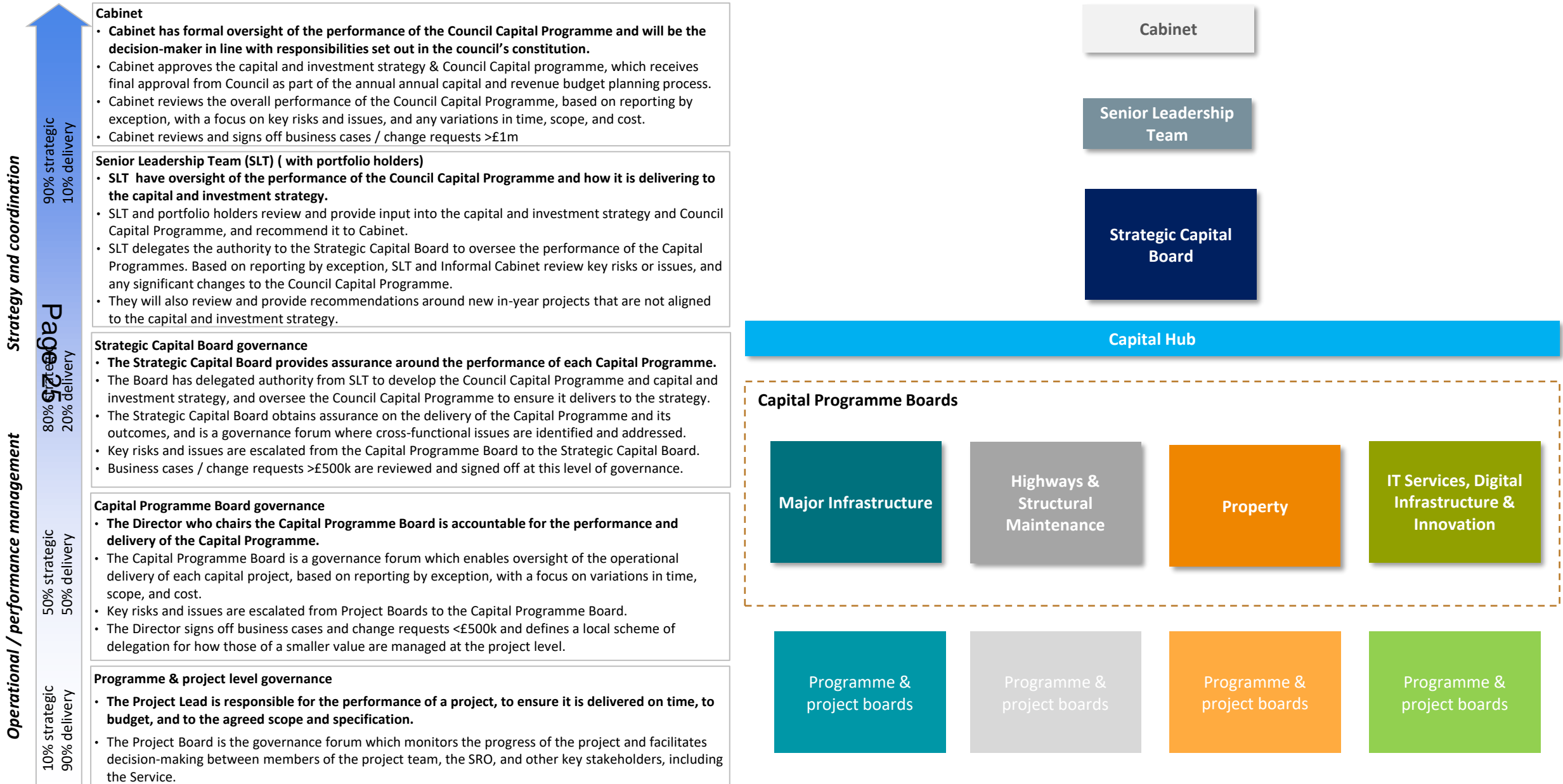
Updated Capital Programme 2022/23 to 2031/32

Strategy/Programme	Capital Investment Programme (latest forecast)					CAPITAL INVESTMENT TOTAL £'000s
	Current Year	Firm Programme	Provisional Programme		up to 2031 / 32 £'000s	
	2022 / 23 £'000s	2023 / 24 £'000s	2024 / 25 £'000s	2025 / 26 £'000s		
Pupil Places	48,280	41,873	37,648	17,621	85,886	231,308
Major Infrastructure	100,184	191,164	232,856	107,930	54,220	686,354
Highways Asset Management Plan	50,798	66,618	44,300	16,605	88,695	267,016
Property & Estates, and Investment Strategy	23,935	22,677	14,452	4,500	8,698	74,262
ESOT	9,592	7,201	2,012	250	4,429	23,484
Passport Funding	10,853	1,000	950	750	2,950	16,503
Vehicles & Equipment	2,167	850	800	800	4,800	9,417
TOTAL ESTIMATED CAPITAL PROGRAMME EXPENDITURE	245,809	331,383	333,018	148,456	249,678	1,308,344
Earmarked Reserves	0	20,439	5,400	5,700	47,473	79,012
TOTAL ESTIMATED CAPITAL PROGRAMME	245,809	351,822	338,418	154,156	297,151	1,387,356
TOTAL ESTIMATED PROGRAMME IN-YEAR RESOURCES	223,101	265,718	321,360	126,796	265,944	1,202,919
In-Year Shortfall (-) / Surplus (+)	-22,708	-86,104	-17,058	-27,360	-31,207	-184,437
Cumulative Shortfall (-) / Surplus (+)	184,437	161,729	58,567	31,207	0	0

SOURCES OF FUNDING	2022 / 23	2023 / 24	2024 / 25	2025 / 26	up to 2031 / 32	CAPITAL RESOURCES TOTAL
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
SCE(C) Formulaic Capital Allocations - Un-ringfenced Grant	100,316	111,535	39,308	21,500	129,200	401,859
Devolved Formula Capital- Grant	700	650	600	400	800	3,150
Prudential Borrowing	42,622	88,241	58,416	41,465	41,683	272,427
Grants	53,733	89,469	163,358	54,541	649	361,750
Developer Contributions	45,167	40,969	66,711	5,300	46,349	204,496
Other External Funding Contributions	293	8	342	720	6,000	7,363
Revenue Contributions	2,950	20,950	3,950	950	8,817	37,617
Schools Contributions	28	0	0	0	0	28
Use of Capital Receipts	0	0	5,733	29,280	34,533	69,546
Use of Capital Reserves	0	0	0	0	29,107	29,107
TOTAL ESTIMATED PROGRAMME RESOURCES UTILISED	245,809	351,822	338,418	154,156	297,138	1,387,343
TOTAL ESTIMATED IN YEAR RESOURCES AVAILABLE	223,101	265,718	321,360	126,796	265,944	1,202,919
Capital Grants Reserve C/Fwd	125,321	100,309	13,245	0	0	0
Usable Capital Receipts C/Fwd	30,009	32,313	33,273	29,460	2,100	0
Capital Reserve C/Fwd	29,107	29,107	29,107	29,107	29,107	0

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Oxfordshire County Council Capital Programme Governance structure and process: overview



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STREET VOICE

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

Initial report - July 2022

street.voice@kellogg.ox.ac.uk



Kellogg College
University of Oxford



Global Centre on
Healthcare & Urbanisation

NUFFIELD DEPARTMENT OF
PRIMARY CARE
HEALTH SCIENCES
Medical Sciences Division

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Introduction

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

This initial report has been prepared for the July Cabinet meeting to describe the process and to offer initial insights into some of the key messages from the Jurors. A full report, including detailed recommendations and an evaluation of the process, will be prepared for an Overview and Scrutiny Committee meeting in September.



Some key messages

- Public transport was a key concern for Jurors, with strong support for prioritising reliable, accessible and affordable bus services. This included, for example, considerable support to reinstate, and subsidise if necessary, the Pick-Me-Up service in a way that ensures it is accessible for all.
- Proposals focused on the need to enhance road safety for children and young people, particularly on routes to school, by reducing through-traffic in residential areas including the use of Low Traffic Neighbourhoods. There was strong support for the council to work with partners in education to make cycle training available to all as part of the school curriculum, taught in PE lessons.
- Jurors proposed the creation of an Oxfordshire County Council project team to develop solutions for the public and for particular groups (e.g. teachers, parents, nurses, and shoppers) to try out new electric micro technologies such as e-bikes, cargo bikes and e-scooters. This should be linked to schemes to make these technologies affordable (such as hire, loan, trial long-term or buy with support) together with training for users where needed.
- The proposals called for meaningful public participation and co-creation at all stages of the implementation of interventions to reduce the impact of motorised vehicles, such as LTNs, as well as extensive communication with and support for affected groups. Such interventions would be best introduced after, or at least alongside, other measures to make alternatives to the car more feasible and attractive.



- Jurors favoured the introduction of infrastructure for clear physical or temporal separation between different forms of transport where this would make active travel safer. Paths for pedestrians and cyclists should be well maintained and designed, be continuous, well-lit and with sound, even surfaces.
- The 16 members of the Citizens' Jury were selected to reflect the socio-demographic make-up of Oxford as a whole as well as to reflect levels of concern about climate change in the UK population
- The Jurors heard from diverse speakers selected with input from a wide ranging Advisory Group
- During the sessions, Jurors were supported by independent facilitators in deliberating and seeking consensus on issues that were important to them
- Feedback from the Jury members provides strong evidence that the process was balanced, that the issues were discussed from a wide variety of perspectives and that the recommendations reflect the different views and judgements of the Jurors.



What is a Citizens' Jury?

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

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

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

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

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



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

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

Selecting and recruiting the Jury members

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

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



Recruitment stage 1:

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

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

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

Recruitment stage 2:

Sixty-one residents registered their interest and indicated they were available to take part in the Citizens' Jury over the four specified weekends. Sixteen Jurors were selected from this pool to match targets for each of the criteria above, plus Index of Multiple Deprivation (IMD), to reflect the population of Oxford.^[1] The Sortition Foundation oversaw the selection of the 16 jurors using an algorithm freely available at Github (<https://github.com/sortitionfoundation>). Three of the jurors originally selected were no longer able to commit to all four Jury meetings and were therefore replaced by three others from the registered pool who matched their demographic profiles.

Pages 6 and 7 show the target demographic characteristics, the demographics of those who responded to register their interest, and of the 16 who were selected as Jurors. The selected Jurors were very closely matched to the population targets.

[1] Targets for Jurors from 'other ethnic groups,' IMD deciles 1-3 and people with a long-standing illness or disability were boosted relative to available population data to compensate for potentially out-of-date data (2011 Census for ethnic group) and to ensure inclusion of people from groups that are often under-represented in public engagement exercises.



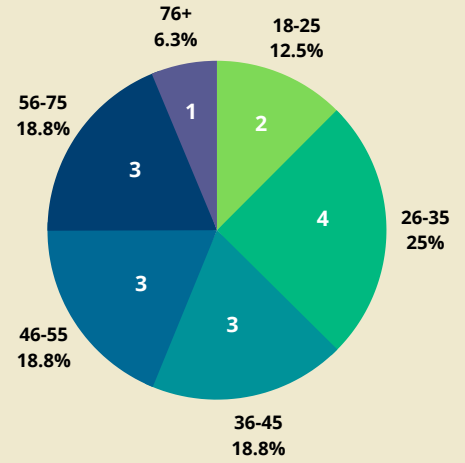
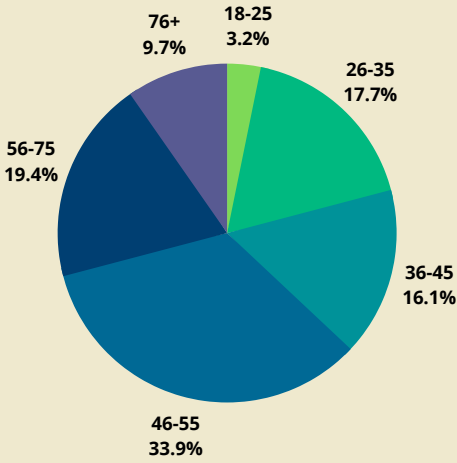
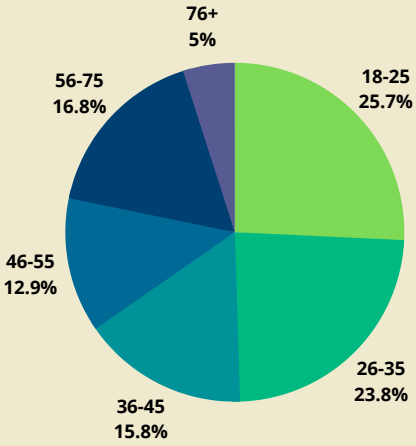
Juror data

Target

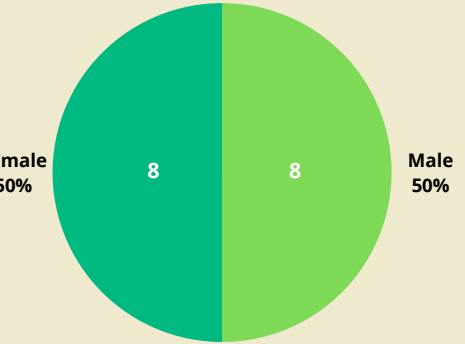
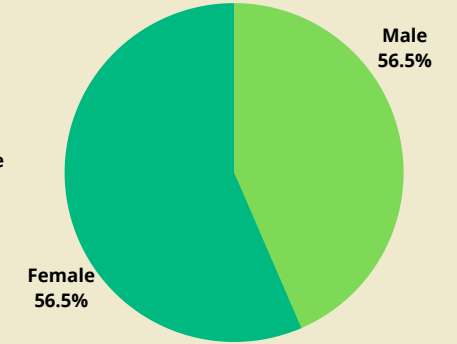
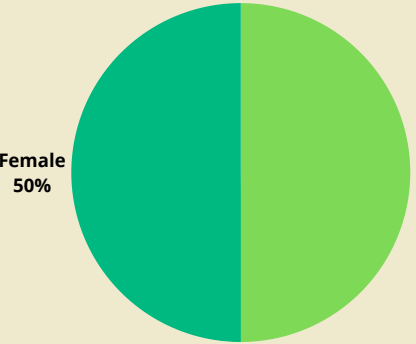
Respondents

Selected

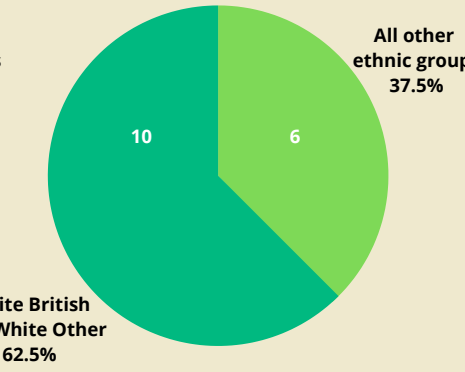
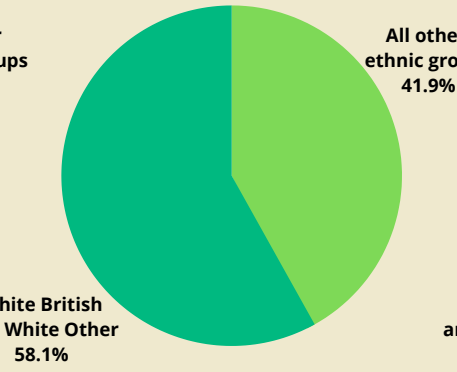
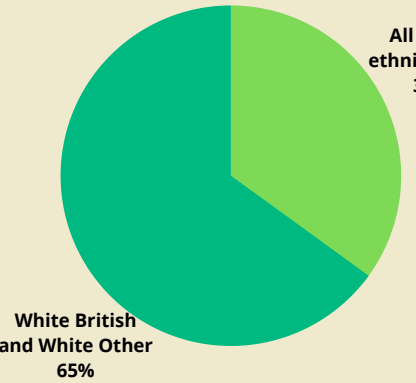
Age Band



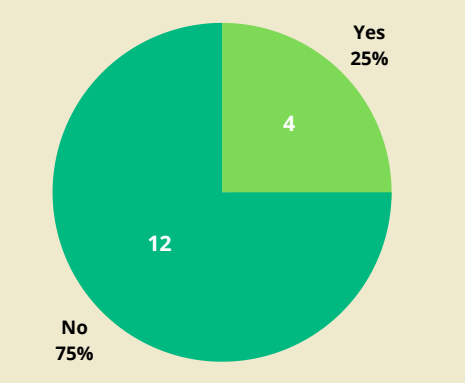
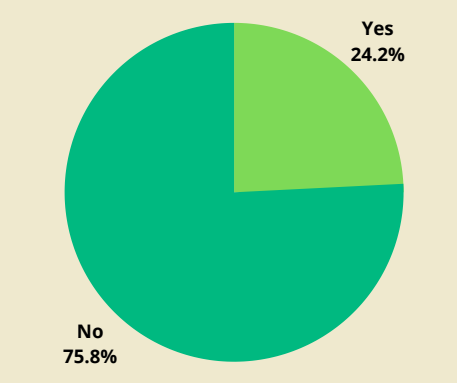
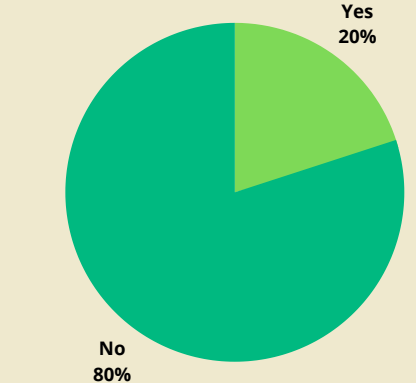
Gender



Ethnic Group



Disability



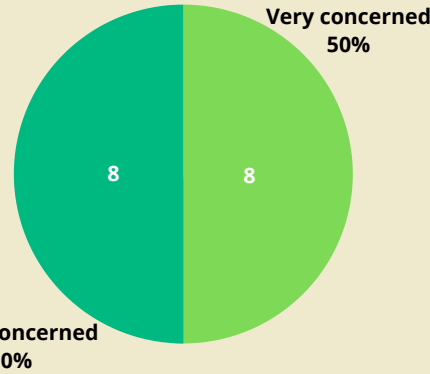
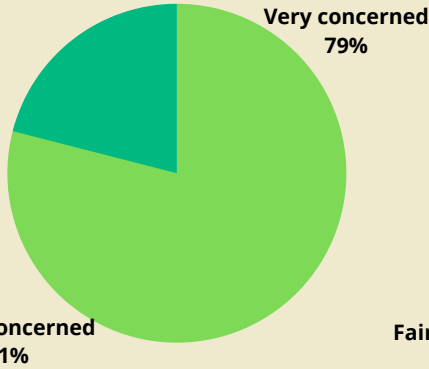
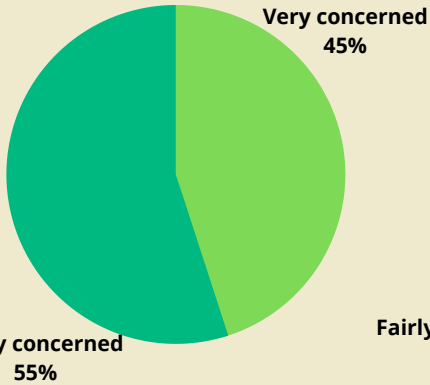
Juror data

Target

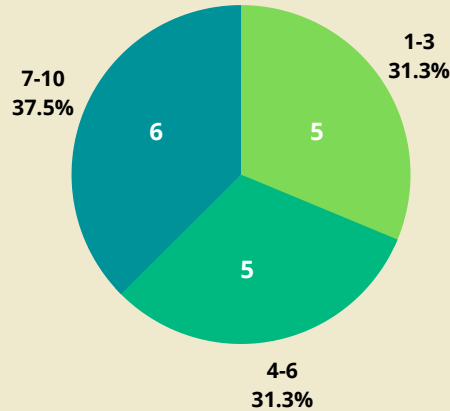
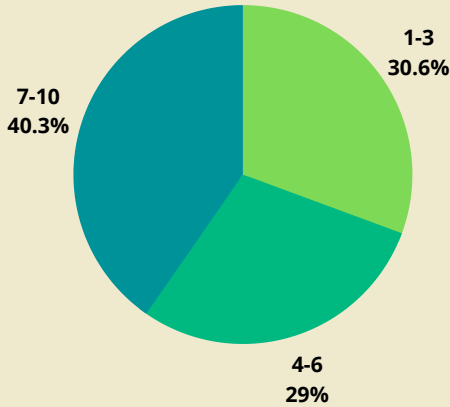
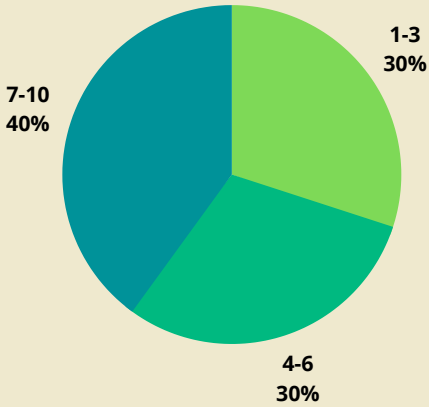
Respondents

Selected

Concern about Climate Change



IMD Decile



Number of jurors

It is advised that for a Citizens' Jury to work effectively, there should be between 12-24 Jurors. Sixteen was thought a sufficient number to be broadly reflective of the city and provide a wide range of views, and was a pragmatic number, given the time and resource constraints. The evaluation data confirm that the Jurors themselves felt other Jury members had different views compared to their own and that, other than children and young people (who could not be included in this process), no groups or parts of society were absent from representation on the jury.

Advisory Group

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

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

The Advisory Group met online before the Jury sessions on two occasions: 30th March and 16th May, with a third and final meeting scheduled for September. In particular, they provided their expert advice on the wording of the core question and sub-questions, the profile of the group of speakers and the selection of Jurors (geographical area and socio-demographic criteria).

3. ADVISORY GROUP



Facilitation and process

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

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

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

The process of convergent facilitation was used for the *Street Voice* Citizens' Jury to bring together the different perspectives of the Jurors to work towards recommendations that would achieve consensus among the group.

Jury meetings

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

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

Schedules for each day are included in Appendix 2.



Core questions

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

Core question:

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

Sub-questions:

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

Witnesses

Speakers addressed the Jurors during days 1, 2 and 3. The speakers were carefully briefed and asked to bring to the Jurors information to help them address the overarching question and sub-questions. They were asked to end their presentation with a statement beginning *"In my position, faced with your question, trying to find solutions that work for everyone affected in Oxford, my advice would be..."* followed by a summary of three main points from their presentation.

The speakers included researchers, council officers, campaign groups, businesses, and a local school teacher. Statements from local residents and others were also read to the Jury. The full list of speakers and spoken statements is shown below (in order of their appearance).



Witness list

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

Written statements:

- Sajad Khan, City of Oxford Licensed Taxicab Association (COLTA)
- East Oxford District Nursing Team
- South Central Ambulance Service
- Local residents positively impacted by LTNs
- Local residents negatively impacted by LTNs
- Royal Automobile Club (RAC)



Recommendations

During days 3 and 4 of Street Voice, Jurors developed over 130 proposals to address the core question and sub-questions, organised under the following themes:

1. Public transport
2. Active travel
3. Private vehicles, motorised transport, congestion and LTNs
4. Education and public engagement
5. Infrastructure and logistics.

The final stage of the process involved identifying those proposals most important to the group and working to find consensus on them. Public transport was a key concern for Jurors, with strong support for prioritising reliable, accessible and affordable bus services with simplified ticketing systems, and the installation of bus priority features such as bus lanes or bus gates where appropriate. There was a strong wish to reinstate, and subsidise if necessary, the Pick-me-up service in a way that ensured it was accessible for all, including those without smart phones.

Proposals focused on the need to enhance road safety for children and young people, particularly on routes to school, by reducing through-traffic in residential areas, including Low Traffic Neighbourhoods. There was strong support for encouraging the council to work with its partners in education to include cycle training as part of the school curriculum, taught in PE lessons, and ensuring it is available to all children by providing bicycles for children from low-income households for the training sessions.



Jurors proposed the creation of an Oxfordshire County Council project team to develop solutions for the public and for particular groups (e.g. teachers, parents, nurses, and shoppers) to try out new electric micro technologies such as e-bikes, cargo bikes and e-scooters.

Demonstration sessions for the public to try these out should take place in easily accessible places or taken on a roadshow to major employers. This should be linked to schemes to make these technologies affordable (such as hire, loan, trial long-term or buy with support) together with training for users where needed.

The proposals called for meaningful public engagement in the implementation of interventions designed to reduce the impact of motorised vehicles, such as LTNs, and extensive communication with and support for affected groups such as care workers, community nurses and residents for whom car use is essential. Jurors propose the council establishes more channels for participation, co-creation and community decision-making at all stages of the process: from gathering initial ideas, providing feedback on plans, to decision-making about proposals.

Jurors favoured the introduction of infrastructure for clear physical or temporal separation between different forms of transport where this would make active travel safer. Paths for pedestrians and cyclists should be well maintained and designed, be continuous, well-lit and with sound, even surfaces.



Evaluation

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

Feedback questionnaires were completed by Jurors at four time points: before day 1, after day 2, after day 3, and after day 4. The feedback from days 2 and 3 was used to inform the design of subsequent sessions.

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

The extent to which Jurors felt informed on five relevant policy issues was measured before and after the Citizens' Jury, to examine potential changes over the course of the process. Responses show that Jurors' understanding had increased markedly on all five issues (transport planning, public health, air pollution, climate change and net zero). Jurors were asked before and after the Citizens' Jury about their trust in local government and the likelihood that they would be engaged in decisions that affect their community in the future. Both aspects increased considerably over the course of the process.

Further evaluation data are reported in Appendix 3. The evaluation is ongoing at the time of publication and will be reported in full in the Final Report in September.



Acknowledgements

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Thanks also to Alick Bird, Carole Stowe, Claire Taylor and Avni Gupta, Officers at Oxfordshire County Council, for support in the process. The facilitation team was supported by Ama, Katie and Roz. The research team was supported by Yanelle Cruz Bonilla and Eliza Leveté-Newell. Support during the Juries was provided by Mary, Caroline and Marta. Thanks also go to the whole Advisory Group for providing time and expertise to support the project.

Project team

The project was organised and delivered by an interdisciplinary team of researchers from the University of Oxford: Dr Juliet Carpenter, Dr David Howard and Robert Weavers from the Global Centre on Healthcare and Urbanisation at Kellogg College, and Dr Alison Chisholm and Professor Catherine Pope from the Nuffield Department of Primary Care Health Sciences. An independent facilitator, Paul Kahawatte, was appointed as lead facilitator.



8. APPENDICES

Appendix 1	Invitation letter
Appendix 2	Daily schedules
Appendix 3	Evaluation data
Appendix 4	Jurors' Statement



22 April 2022

Dear Resident(s),

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

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

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

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

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

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

The jury members will develop recommendations for Oxfordshire County Council.

Oxfordshire County Council has endorsed this process and has agreed to listen to, and respond to, the recommendations.

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

Register your interest

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

Yours faithfully,

David Howard

Dr David Howard, Lead Researcher

Day 1: Sunday 12th June

APPENDIX 2: SCHEDULES

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



Day 2: Saturday 18th June

Time	Activity
9:30am	Refreshments
10:00am	Welcome and revisit last session
10:45am	Speaker panel: Climate change, health and transport
	<ul style="list-style-type: none"> • Alexis McGivern - Department of Geography, University of Oxford • Prof. Tim Schwanen - Transport Studies Unit, University of Oxford • Dr. Suzanne Bartington - Institute of Applied Health Research, University of Birmingham • Dr Tim Jones - School of the Built Environment, Oxford Brookes University • Dr. Brenda Boardman - Environmental Change Institute, University of Oxford
11:25am	Break
11:40am	Q&A and discussion and deliberation
12:45pm	Lunch
1:25pm	Speaker panel: Employers, businesses and buses
	<ul style="list-style-type: none"> • Emily Scaysbrook – Chair, Oxford Business Action Group • Harriet Waters - Head of Environmental Sustainability, University of Oxford • Luke Marion - Interim Managing Director, Oxford Bus Company
1:55pm	Q&A
2:45pm	Break
3:00pm	Discussion
3:35pm	Lived experience of LTNs
4:00pm	Discussion
5:00pm	Finish for the day



Day 3: Sunday 26th June

Time	Activity
9:30am	Refreshments
10:00am	Welcome and revisit last session
10:15am	Speaker panel 1:
	<ul style="list-style-type: none"> • John Disley, Head of Transport Policy, Oxfordshire County Council • Sajad Khan, City of Oxford Licensed Taxicab Association • Sean Scatchard, Cheney School
10:40am	Q&A and discussion
11:25am	Break
11:40pm	Speaker panel 2:
	<ul style="list-style-type: none"> • Jon Burke, Decarbonisation advisor to cities • Richard Parnham, Reconnecting Oxford • Statements from East Oxford District Nursing Team and South Central Ambulance Service • Robin Tucker, Coalition for Healthy Streets and Active Travel
12:15pm	Q&A
1:00pm	Lunch
1:40pm	Deliberation and drafting recommendations
3:15pm	Break
3:30pm	Deliberation and drafting recommendations
5:00pm	Finish for the day



Day 4: Sunday 3rd July

Time	Activity
From 1:00pm	Refreshments
1:30pm	Welcome and introduction to the day
1:40pm	Claire Taylor, Oxfordshire County Council
1:45pm	Deliberation and drafting recommendations
2:55pm	Break
3:10pm	Deliberation and finalising recommendations
4:40pm	Finalise recommendations
5:00pm	Street Voice Citizens' Jury closes



On a scale of 0 to 10, where 0 means “not at all informed” and 10 means “very well informed”, to what extent, if at all do you feel that you are informed at the moment on the following issues:

Issue	(n=14) Mean, pre-process	(n=9) Mean, post-process
Transport planning	2.5	6
Public health	3.3	6.2
Air pollution	3.5	6.1
Climate change	5.1	7.6
Net Zero	2.6	6.8

On a scale of 0 to 10, where 0 means “not at all” and 10 means “very much”, to what extent, if at all, do you agree with the following statements:

Issue	(n=14) Mean, pre-process	(n=9) Mean, post-process
I have trust in local government	4.9	6.5
I am likely to be engaged in decisions that affect my community in the future	4.4	6.7

Other questions answered on a scale of 1 to 10	(n=9) Mean, post-process
To what extent did you feel that <u>the facilitators were neutral or biased</u> (favouring certain opinions or offering theirs)? Please answer on a scale of 0 to 10, where 0 means “completely neutral” and 10 means “very biased”.	1.7
To what extent do you feel that the <u>information resources provided, as a whole, neutral, with fair and diverse viewpoints represented</u> ? Please answer on a scale of 0 to 10, where 0 means “the information base felt very biased” and 10 means “the information base felt neutral with a large diversity of sources”.	7
To what extent, if at all, do you feel that the <u>final recommendations reflected the different views and judgements of the members</u> ? Please answer on a scale of 0 to 10, where 0 means “the diversity was not at all reflected” and 10 means “ultimately, our recommendations broadly satisfied the concerns of all members”.	8.2
To what extent, if at all, do you feel that <u>the issue was discussed from a variety of perspectives</u> (for example, considering underlying issues, existing structures, trade-offs values etc.)? Please answer on a scale of 0 to 10, where 0 means “from very limited number of perspectives” and 10 means “the issue was discussed from a wide variety of perspectives”.	8.1
To what extent, if at all, do you think that <u>the task you were given allowed you to consider a narrow or a wide range of options for your recommendations</u> ? Please answer on a scale of 0 to 10, where 0 is “extremely narrow”, 5 is “just right” and 10 is “extremely wide”.	6.7
Please answer the following questions on a scale of 0 to 10, where 0 means “not at all” and 10 means “to a great extent”. To what extent, if at all, did you feel: pressured to agree with ideas or arguments of others?	2.2
Please answer the following questions on a scale of 0 to 10, where 0 means “not at all” and 10 means “to a great extent”. To what extent, if at all, did you feel: that your contributions made it into the recommendations?	8



Jurors' Statement

This statement was written by a sub-set of the jurors

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

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

We knew that reaching agreement on how to balance people’s travel needs with environmental and health considerations would be challenging and would involve much negotiation, including arriving at a greater understanding of the difference between “needs” and “wants”. However, our experience proved that, with expert facilitation, a group of people, diverse in life experience, knowledge and understanding, can be guided towards meeting such challenges; and that the negotiations along the way can be “bonding” rather than “polarising”.

In fact, everyone involved found this Citizen’s Jury process highly informative and rewarding. We would strongly encourage other people to get involved if the opportunity arises - and we would encourage councils to use more of these juries in place of surveys and brief consultations. People are far happier with change if they think they have been truly listened-to.



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

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

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

Engage with us, inspire us, work with us.





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