



To: Members of the Cabinet

Notice of a Meeting of the Cabinet

Tuesday, 23 April 2019 at 2.00 pm

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

A handwritten signature in cursive script, appearing to read 'Yvonne Rees'.

Yvonne Rees
Chief Executive

April 2019

Committee Officer: **Sue Whitehead**
Tel: 07393 001213; E-Mail: sue.whitehead@oxfordshire.gov.uk

Membership

Councillors

Ian Hudspeth	Leader of the Council
Mrs Judith Heathcoat	Deputy Leader
Lawrie Stratford	Cabinet Member for Adult Social Care & Public Health
Ian Corkin	Cabinet Member for Cherwell Partnership
Steve Harrod	Cabinet Member for Children & Family Services
Lorraine Lindsay-Gale	Cabinet Member for Education & Cultural Services
Yvonne Constance OBE	Cabinet Member for Environment
David Bartholomew	Cabinet Member for Finance
Mark Gray	Cabinet Member for Local Communities
Eddie Reeves	Cabinet Member for Transformation

The Agenda is attached. Decisions taken at the meeting will become effective at the end of the working day on Wednesday 1 May 2019 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: 14 May 2019

Declarations of Interest

The duty to declare.....

Under the Localism Act 2011 it is a criminal offence to

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

Whose Interests must be included?

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

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

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

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

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

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

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

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

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

List of Disclosable Pecuniary Interests:

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

For a full list of Disclosable Pecuniary Interests and further Guidance on this matter please see the Guide to the New Code of Conduct and Register of Interests at Members’ conduct guidelines.

<http://intranet.oxfordshire.gov.uk/wps/wcm/connect/occ/Insite/Elected+members/> or contact Glenn Watson on **07776 997946** or glenn.watson@oxfordshire.gov.uk for a hard copy of the document.

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

AGENDA

1. Apologies for Absence

2. Declarations of Interest

- guidance note opposite

3. Minutes (Pages 1 - 12)

To approve the minutes of the meeting held on 19 March 2019 (**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

6. OVO Energy Women's Tour (Pages 13 - 30)

Cabinet Member: Environment

Forward Plan Ref: 2019/053

Contact: Gabby Heycock, Area Manager C Tel: 07979 700292

Report by Area Manager, OFRS (**CA6**).

The OVO Energy Women's Tour have approached Oxfordshire to act as hosts for Britain's prestigious cycle race over the next three years. Following a leaders' meeting

on 4 March all council's across Oxfordshire have agreed, in principle, to host the event for years 2019, 2020 and 2021.

This report is to be considered by the Cabinet to support Oxfordshire being a host venue for the next three years.

As set out in this report by hosting this event, we will be contributing to delivery of our Corporate Plan and succeed in our vision of "Thriving communities" for everyone in Oxfordshire. Specifically, this will support "We help people live safe, healthy lives and play an active part in their community."

Cabinet is RECOMMENDED to:

- (a) support Oxfordshire being a host venue for the OVO Energy Women's cycle tour in 2019, 2020 and 2021.***
- (b) agree the principle of an equal share of costs between the county, the four districts and the city council.***
- (c) allocate a budget of £30,000 to pay the county council's share of the costs in 2019.***
- (d) recommend the council agree to fund the council's share of the hosting fee for years two and three through the annual budget setting process (2020 and 2021).***
- (e) agree that sponsorship, regardless of which partner attracts it, will be used to reduce the hosting costs on an equal basis.***

7. Review of S113 Agreement - Update from the Oxfordshire County and Cherwell District Councils Partnership Working Group (Pages 31 - 54)

Cabinet Member: Leader

Forward Plan Ref: 2019/039

Contact: Claire Taylor, Interim Assistant Chief Executive, Transformation Tel: 07919 367072

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

The report provides an update with regards to the progress of the joint working partnership between Cherwell District and Oxfordshire County Councils.

Cabinet is RECOMMENDED to:

- (a) note the report attached at appendix 1.***
- (b) endorse the recommendations in the report (appendix 1) and agree (subject to agreement by Cherwell District Council Executive) to establish a project team to develop the next phase of partnership working.***

8. Affinity Water: Water Resource Management Plan Consultation to April 2019 Relating to Proposed Reservoir in Oxfordshire (Pages 55 - 84)

Cabinet Member: Environment

Forward Plan Ref: 2019/040

Contact: Lynette Hughes, Senior Planner Tel: 07920 084360/Venina Bland, Planner
Tel: 07741 607749

Report by Director for Planning & Place (**CA8**).

Affinity Water is currently consulting on its Revised Draft Water Resources Management Plan (WRMP) 2019 which looks ahead to 2080. The consultation documents outline the preferred demand management and water supply options for Affinity Water in the context of the wider South East region. The Cabinet paper sets out how the Affinity Water consultation relates to consultations by Thames Water in 2018 and advises on progress since then. Concerns raised with Thames Water in respect of the reservoir proposal are repeated in the attached draft response to Affinity Water.

Cabinet is RECOMMENDED to

- (a) Consider the issues and the draft response in Annex 1 and provide comments as appropriate; and***
- (b) Agree that the final response to the consultation be signed off by the Director of Planning and Place in consultation with the Cabinet Member for the Environment.***

9. Compulsory Purchase Powers for Acquisition of Land Required for Delivery of Schemes (Pages 85 - 88)

Cabinet Member: Environment

Forward Plan Ref: 2019/021

Contact: Eric Owens, Assistant Director for Growth & Place Tel: 07799 097637

Report by Director of Planning & Place (**CA9**).

In order to progress with the delivery of proposed major transport infrastructure schemes, the use of Compulsory Purchase Powers may have to be used for the acquisition of land required for the construction, maintenance and operation of new transport infrastructure.

Cabinet is requested to approve delegation to the Director of Planning and Place, in consultation with the Cabinet Member responsible for Transport, to exercise Compulsory Purchase Powers for the purchase of land required for schemes detailed in this report, in the event that the land cannot be purchased through negotiation with landowners.

The Cabinet is RECOMMENDED to:

- (a) Approve delegation of the exercising of Compulsory Purchase Powers to the Director of Planning and Place, in consultation with the Cabinet Member responsible for Transport, for the purchase of land required for the delivery of the major infrastructure schemes outlined in paragraphs 8 and 10 of this report, in the event that the land cannot be acquired by negotiation; and**
- (b) Note that should the whole or any part of lands required are not acquired by negotiation, the making of a Compulsory Purchase Order under provisions contained in Part XII of the Highways Act 1980 for the acquisition of the land, will be progressed. This could include providing the necessary attendance, expert witness provision, etc. at a Public Enquiry if required.**

10. Delegated Powers - April 2019

Cabinet Member: Leader

Forward Plan Ref: 2018/180

Contact: Sue Whitehead, Principal Committee Officer Tel: 07393 001213

To report on a quarterly basis any executive decisions taken under the specific powers and functions delegated under the terms of Part 7.2 (scheme of Delegation to Officers) of the Council's Constitution – Paragraph 6.3(c)(i). It is not for Scrutiny call-in.

<i>Date</i>	<i>Subject</i>	<i>Decision</i>	<i>Reasons for Exemption</i>
29 January 2019	Request for exemption from Contract Procedure Rule ("CPR") 20 in respect of a Contract Extension for the Independent Financial Adviser	Approved an exemption from the tendering requirements under OCC's Contract Procedure Rules in respect of the award of 2 year extension to the current arrangements for the provision of Independent Financial Advice to the Pension Fund Committee.	To provide continuity of service and effective delivery of support during the development of the Brunel Pension Partnership.
21 February 2019	Request for exemption from tendering under Contract Procedure Rule ("CPR") 20 in respect of a Contract for school improvement services at	Approved an exemption from the tendering requirements under OCC's Contract Procedure Rules in	Given the history to date of the Trust's support for the school, and the quality of the support publicly validated by Ofsted,

	Northfield School	respect of a contract for the provision of school improvement support services at Northfield School by Gallery Trust at a cost of £281,470,	the Gallery Trust are best placed to provide the much-needed continued support to the school.
18 March 2019	Request for exemption from tendering under Contract Procedure Rule ("CPR") 20 in respect of a Contract for Eight Additional Beds for Unaccompanied Asylum-Seeking Children (UASC)	Approved an exemption from the tendering requirements under OCC's Contract Procedure Rules in respect of a contract for the provision of a delivery of 8 (additional) beds for UASC for a term of 12 months at a cost of £218,234.	The provider is delivering a successful service and is best placed to meet the additional requirements quickly and in the best interests of UASC whilst allowing the Council to bring this contract in line with the other supported housing contracts so that they can all be recommissioned at the same time by 1 April 2020, to ensure that there is the best chance of fulfilling future services across all areas of the county
21 March 2019	Request for exemption from tendering under Contract Procedure Rule ("CPR") 20 in respect of the award of Children's Disability Contracts for Short Breaks and Childcare Services	Approved an exemption from the tendering requirements under OCC's Contract Procedure Rules in respect of the award of children's disability contracts to The Gallery Trust through Bardwell School for short breaks and childcare services at a cost of £570,448, including an optional 2 year extension.	Bardwell School has been delivering these services as a maintained school under a service level agreement. It is due to convert to an academy and will become a separate legal entity requiring a contract. The exemption will provide continuity of service and bring this contract in line with the other short breaks and childcare contracts so that they can all be recommissioned at the same time in

			March 2024 (if the 2 year extension is invoked), to ensure that there is the best chance of fulfilling future services across all areas of the county.
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11. Forward Plan and Future Business (Pages 89 - 92)

Cabinet Member: All

Contact Officer: Sue Whitehead, Committee Services Manager Tel: 07393 001213

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.

CABINET

MINUTES of the meeting held on Tuesday, 19 March 2019 commencing at 2.00 pm and finishing at 4.15 pm

Present:

Voting Members: Councillor Ian Hudspeth – in the Chair
Councillor Mrs Judith Heathcoat
Councillor Lawrie Stratford
Councillor Ian Corkin
Councillor Steve Harrod
Councillor Lorraine Lindsay-Gale
Councillor Yvonne Constance OBE
Councillor David Bartholomew
Councillor Mark Gray
Councillor Eddie Reeves

Other Members in Attendance: Councillor Liz Brighthouse(Agenda Item 13)
Councillor Glynis Phillips (Agenda Items 6 & 7)
Councillor Laura Price (Agenda Items 8, 9,10 & 12)
Councillor John Sanders (Agenda Item 11)

Officers:

Whole of meeting Yvonne Rees (Chief Executive); Nick Graham (Director of Law & Governance); Lorna Baxter (Director of Finance); Sue Whitehead (Resources)

Part of meeting Item	Name
8, 9 & 10	Benedict Leigh, Deputy Director Commissioning
11	Bev Hindle, Strategic Director of Community Services; John Disley, Infrastructure Strategy & Policy Manager; Rachel Wileman, Assistant Director Strategic Infrastructure and Planning
12	Simon Furlong, Chief Fire Officer
13	Steven Jones, Corporate Performance and Risk Manager

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

18/19 MINUTES

(Agenda Item. 3)

The Minutes of the meeting held on 26 February were approved and signed by the Chairman.

19/19 QUESTIONS FROM COUNTY COUNCILLORS

(Agenda Item. 4)

Councillor Howson had given notice of the following question to Councillor Bartholomew:

“What is the grant for 2019-20 for the Youth Offending Team in Oxfordshire from central government and how does it compare to the grant for last year from the government?”

Councillor Bartholomew replied:

“We have not had the figure for 2019/20 – we expect to receive notification in May – so cannot offer a comparison.”

Supplementary: In response to a further question Councillor Bartholomew agreed that the late announcement of grant funding did frustrate the efficient running of the Council’s finances.

Councillor Pressel had given notice of the following question to Councillor Constance:

“In our response To the Oxfordshire Plan 2050, please ask for much more emphasis on the need to **combat** climate change. This needs to be included in the Vision (which mentions only the need to build in resilience) and it needs to run like a golden thread through the whole document. Our future depends on it!

Councillor Constance replied:

We can include a comment along these lines in our final response on the Oxfordshire Plan 2050.

Councillor Pressel had given notice of the following question to Councillor Constance:

“I was surprised and disappointed to find that one can’t respond to the consultation on the Oxfordshire Plan through our website. Please can this be remedied?”

Councillor Constance replied:

“The Oxfordshire Plan 2050 process is the responsibility of the Growth Board. OCC is a consultee in this process and so it would not be appropriate for us to hold the consultation on our website.

For this stage of the consultation however (up to 25 March) OCC has been promoting the opportunity to respond to the consultation via OCC’s

Facebook page and via its Twitter feed. We will continue to do this in future consultations.”

20/19 PETITIONS AND PUBLIC ADDRESS

(Agenda Item. 5)

The Chairman had agreed the following requests to address the meeting:

Item	Speaker
Item 6 – Capital Finance Monitoring Report	Councillor Glynis Phillips, Shadow Cabinet Member for Finance
Item 7 – Financial Monitoring and Medium Term Financial Plan Delivery Report	Councillor Glynis Phillips, Shadow Cabinet Member for Finance
Item 8 – Home Care Options Appraisal	Councillor Sobia Afridi, Shadow Cabinet Member for Adult Social Care and Public Health (unable to attend – Councillor Laura Price substituting)
Item 9 – Older Peoples Strategy	Councillor Sobia Afridi, Shadow Cabinet Member for Adult Social Care and Public Health (unable to attend – Councillor Laura Price substituting)
Item 10 - Innovation Fund for Daytime Support Grant Awards	Councillor Sobia Afridi, Shadow Cabinet Member for Adult Social Care and Public Health (unable to attend – Councillor Laura Price substituting)
Item 11 – Reg 18 Consultation on Oxfordshire Plan 2015 and Sustainability Appraisal Scoping Report: OCC Response	Councillor John Sanders, Shadow Cabinet Member for Environment
Item 12 – Community Risk Management Plan – Action Plan 2019-20	Councillor Laura Price, Opposition Deputy Leader
Item 13 – Business Management & Monitoring Report	Councillor Liz Brighthouse, Chairman of Performance Scrutiny Committee

The Chairman proposed, and it was agreed to vary the order of the agenda to take Agenda Item 13 as the next item.

21/19 BUSINESS MANAGEMENT & MONITORING REPORT FOR QUARTER 3 - 2018/19 - MARCH 2019

(Agenda Item. 13)

Cabinet had before it a report that demonstrated the state of Oxfordshire County Council's progress towards Corporate Plan priorities at the end of Quarter 3, 2018-19.

Councillor Liz Brighthouse, Chairman of Performance Scrutiny Committee summarised the comments of the Committee following its consideration of the information on 14 March. In particular she highlighted requests for more information from the Committee on the sites of road traffic collisions, waste management information by District Council area and educational attainment. Educations Scrutiny Committee would be taking up some these at future meetings. The Committee had queried the information on air quality as although it was rated green councillors were aware of areas that were not good. Councillor Brighthouse added that in the meeting as a whole there had been a focus on adult social care and in particular home care issues such as the differentiation between the highest and lowest rates and the issues around travel time. Councillor Brighthouse highlighted the need to monitor the One Public Estate through the transformation process. She welcomed the move to monthly monitoring reports for Cabinet but would need to consider how best to scrutinise and bring comments to Cabinet. It would be important for all councillors to receive the information.

Councillor Heathcoat, in moving the recommendations welcomed the move to monthly reporting which would provide more vigour in the monitoring process. She noted that she had been present at the Performance Scrutiny Committee meeting to hear the discussion. The report demonstrated a positive direction of travel with red indicators moving to amber and a stable or improving outlook. Councillor Heathcoat recognised the slow progress on One Public Estate and that the indicator on looked after children should be red.

Councillor Hudspeth responding to the comments on air quality explained that the indicator was green not because of the air quality but because of the knowledge of the problems and the quality of the work addressing those issues.

RESOLVED: to note the performance reported.

22/19 CAPITAL PROGRAMME MONITORING REPORT - JANUARY 2019

(Agenda Item. 6)

Cabinet considered a report that focused on the delivery of the 2018/19 capital programme based on projections at the end of January 2019 and new inclusions within the overall ten-year capital programme. The programme also included all changes approved by Council in February 2019 as part of the Service & Resource Planning process.

Councillor Glynis Phillips, Shadow Cabinet Member for Finance, commented that with the 10-year programme it was possible to see the longer-term picture and the regular reports gave assurance that money was being spent appropriately. The report illustrated the increasing need for school places

and Councils were unable to force academies to expand. Councillor Price noted that all final decisions were with the Secretary of State for Education and expressed the view that it would be good to see the restoration of local decision making.

Councillor David Bartholomew, Cabinet Member for Finance, responding to the comments made stated that the reports would enable fluctuations in the programme to be monitored, adjusted and controlled. He noted that the Council had no control over Government policy.

Councillor Bartholomew introduced the contents of the report and moved the recommendations. Councillor Hudspeth referred to the successful £218m bid for projects for Didcot Garden Town projects that should be recognised in noting the report. He added that a further bid would be submitted for HIF2.

RESOLVED: to:

- (a) note the report subject to also noting the recent successful £218m bid for Didcot Garden Town projects; and
- (b) approve the changes to the programme in Annex 1c;

23/19 FINANCIAL MONITORING AND MEDIUM TERM FINANCIAL DELIVERY REPORT - JANUARY 2019

(Agenda Item. 7)

Cabinet considered a report that set out the forecast position of the revenue budget as at the end of January 2019. The report also included an update on the delivery of savings, plus a forecast of reserves and balances.

Councillor Glynis Phillips, Shadow Cabinet Member for Finance, highlighted her main area of concern as being Children Education & Families (CEF) and congratulated the otherwise broadly balanced budgets being delivered in difficult circumstances. Councillor Phillips made detailed comments on the position regarding CEF. Councillor Phillips referred to the in-year funding received.

Councillor David Bartholomew, Cabinet Member for Finance, responded to the comments made noting that children's services were a national and ongoing issue. He detailed the steps being taken to address the situation. Councillor Ian Hudspeth, Leader of the Council, added that in respect of the in-year funding whilst it was welcomed it made planning difficult and it would be better to have long term planning. Individual Cabinet Members responded to the points made.

In particular Councillor Lindsay-Gale referred to the work being carried out by the Cabinet Advisory Group looking at SEN transport who were hoping to report in the Summer. Councillor Lindsay-Gale also referred to the plans for new schools that were designed to cut down journey times for children.

Councillor Bartholomew introduced the contents of the report and moved the recommendations.

RESOLVED: to:

- (a) note the report;
- (b) approve the virements set out in Annex 2a and note the virements set out in Annex 2b; and
- (c) approve the bad debt write-offs as set out in paragraphs 69 and 70;
- (d) note the treasury management lending list as set out in Annex 6;
- (e) approve the fees and charges set out in paragraph 77 and Annex 7;
- (f) approve the Children's Services Action Plan as set out in Annex 8.

24/19 HOME CARE OPTIONS APPRAISAL

(Agenda Item. 8)

The Care Act places a duty on the Council to maintain an efficient and effective care market for the population of Oxfordshire, including people funding their own care

Between Autumn 2016 – Spring 2017 five home care agencies in Oxfordshire exited the care market. In order to explore this issue in more detail full council passed a motion asking officers to explore the feasibility of establishing a small flexible home care service

A comprehensive review of all options has been undertaken ranging from the Council becoming a large provider of home care, establishing a small home care service, to continuing with the status quo.

Cabinet considered a report on the work of the review. The report also reflected the work done locally and regionally to strengthen the Council's assessment of the care market and ability to effectively respond when provider failure occurs.

Councillor Laura Price, Opposition Deputy Leader whilst disappointed not to be welcoming new home care provision welcomed the wide-ranging nature of the report. She referred to reablement provision as a core element of the offer and highlighted the need for details. Councillor Price hoped that the report would be the start of something and that the door was not closed to taking a more innovative look.

Councillor Lawrie Stratford, Cabinet Member for Adult Social Care & Public Health, introduced the contents of the report, thanking Council for the motion that had led to the report. Councillor Stratford highlighted the challenges in the current market and in moving the recommendations he commended the proposals.

During discussion Cabinet welcomed the proposals. In response to questions members were advised that the proposals were not aimed at undercutting or disturbing existing partners who were doing an excellent job. However, there was a challenge around obtaining sufficient hours and there was a need to work together to move away from being so transactional.

RESOLVED: to continue with the current care purchasing and provision arrangements and whilst doing so it also commits to:

- (a) support and develop the home care market by creating a new partnership model;
- (b) developing alternative models of home care;
- (c) improving outcomes for people receiving reablement and reviewing our arrangements for contingency.

25/19 OLDER PEOPLE'S STRATEGY

(Agenda Item. 9)

Cabinet considered a report seeking support for the final version of 'Living Longer, Living Better: Oxfordshire's Older People's Strategy', which is also scheduled for approval at the Health & Wellbeing Board in March 2019.

Cabinet were also asked to support the 'Report of the Older People's Strategy Consultation' which will also be submitted to the Health & Wellbeing Board.

Councillor Laura Price, Opposition Deputy Leader, stated she was glad to see the number of responses to the consultation and welcomed the provision of paper copies, which was important in reaching the target audience. Councillor Price queried when she and the public would be able to access the implementation plan. There were a number of challenges in delivering the strategy including those around staffing (both paid and volunteers), cuts to core delivery and funding issues in the face of increasing demand. A lot would depend on the implementation plan.

Councillor Lawrie Stratford, Cabinet Member for Adult Social Care and Public Health agreed with comments made by Councillor Price about the dependence on volunteers. The strategy recognised the value of their support.

Councillor Stratford in moving the recommendations proposed an amendment to include within the strategy a paragraph on the advantages of cultural activities for older people. Councillor Lorraine Lindsay-Gale, Cabinet Member for Education and Cultural Services spoke in support of the amendment commenting that cultural activities were a way of combatting loneliness.

Benedict Leigh, Deputy Director Commissioning, added that once the Strategy was agreed then work would begin on the implementation plan. This

would involve working groups and working together to look at what needed to be done differently to implement the Strategy.

RESOLVED: to:

- (a) approve the final version of 'Living Longer, Living Better: Oxfordshire's Older People's Strategy', subject to the addition of a paragraph on the advantages of cultural activities for older people such as book clubs, choirs and the home library service, which is also submitted for approval at the Health & Wellbeing Board in March 2019;
- (b) Support the 'Report of the Older People's Strategy Consultation', which will also be submitted to the Health & Wellbeing Board.

26/19 INNOVATION FUND FOR DAYTIME SUPPORT GRANT AWARDS - MARCH 2019

(Agenda Item. 10)

The Innovation Fund for Daytime Support 2018-19 was open to applications from all community and voluntary organisations to deliver new innovative projects for daytime support in Oxfordshire. The aim of the funding is to provide one-off funding to support the development of self-sustaining projects, delivering new opportunities for adults in Oxfordshire.

Cabinet had before them a report on the third round of the Innovation Fund. As per the agreed cross-party decision-making process, the cross-party panel reviewed the applications and assessed them against grant criteria. Decisions on recommendations for award were coproduced with people who use services and supported by officer recommendations.

The report set out the final cross-party panel recommendations for allocation of the Innovation Fund for Daytime Support 2018-19, for decision by Cabinet.

Councillor Laura Price, Opposition Deputy Leader, applauded the truly different types of provision emerging but expressed concern at the sustainability of projects. She felt that people would be seeking further funds down the line and that projects could stop if the Council could not find some way to continue funding. She noted that the Sustainability Fund was already over-subscribed. Councillor Price also expressed concern that in funding individual projects there was consideration of the criteria of need for the project but no vision for the County as a whole. Councillor Price believed that there was a need for a clear county wide strategy, of mapping of that provision and a long-term vision on how provision could survive.

Councillor Stratford accepted the challenge of sustainability. He paid tribute to the service users on the Panel who had robustly questioned applicants on their long-term viability.

Councillor Reeves corrected the recommendation that should refer throughout to paragraph 24.

RESOLVED: to approve:

- (a) for funding the bid listed under 24 (a) below;
- (b) the recommendation funding amounts for the bids listed under 24 (b) below;
- (c) the recommendation funding amount for the bid listed under 24 (c) below, subject to conditions as set out in the cross-party panel recommendations table below;
- (d) the recommendation to reject the bids listed under 24 (d) below.

N.B A list of projects agreed is attached as Annex 1 to the Minutes.

27/19 REG 18 CONSULTATION ON THE OXFORDSHIRE PLAN 2050 AND THE SUSTAINABILITY APPRAISAL SCOPING REPORT: COUNTY COUNCIL RESPONSE TO THE CONSULTATION

(Agenda Item. 11)

On 11 February the Oxfordshire Plan 2050 (Vision, Aspirations and Objectives) was published for public consultation for a period of six weeks to 25 March. Cabinet considered a report that set out the County Council's draft response to the consultation, together with a draft response on the accompanying Sustainability Appraisal Scoping Report.

Councillor John Sanders, Shadow Cabinet Member for Environment, in supporting the Plan drew attention to the following: major highway projects needed to include a dedicated cycle path; parking and traffic congestion were worsening and there was a need for a vision for traffic in 2050; rail infrastructure should include plans for combined bus and rail. He drew attention to the need for the Cowley line. Councillor Sanders commented that it was essential for the Plan to have a timetable for delivery of the vision. He suggested target milestones set over a 30-year rolling programme.

Councillor Hudspeth, Leader of the Council, referred to the £218m funding for infrastructure projects in the Didcot area and that cycle paths would be an integral part of those plans. It was more difficult with existing infrastructure and it was about making best use of available funding. The bid for the A40 would also include cycle paths. On the Cowley Branch line he was pressing but this project was reliant on Network Rail.

Councillor Yvonne Constance, Cabinet Member for Environment introduced the contents of the report. The Plan was intended to encourage co-operation between the County, District and City Councils. Councillor Constance thanked Councillor Pressel for a very good contribution and following her earlier question there would be comment on the need to combat climate change in the Council's response. In commending the Vision Councillor Constance drew attention to the focus on public health. The Plan was building for a future of motor transport that will be post zero emissions and to address congestion. There was a significant commitment to congestion management.

During discussion Cabinet:

- Highlighted the need for a clear definition of 'sustainable' and also of 'affordable housing'.
- Explored the extent of housing growth and concerns raised with them by the public and through parish meetings that the scale of housing would undermine the rural nature of some areas and put a strain on services. Bev Hindle clarified that the figure of 300,000 houses that had appeared in some places was not an official number although there would be a large number of houses. He was pleased that the CPRE was taking an active role and the Council and partners needed to find a better way to engage such groups to ensure the information they had was accurate. This was a real opportunity to shape and guide the vision.
- Noted that more detail would be part of the next stage of the plan.
- Raised the issue of key worker housing and it was agreed that this be included in the response.
- Drew attention to paragraph 75 relating to the provision of schools as part of social infrastructure.
- Highlighted that the contribution of libraries to a good and thriving community was not included in the Vision and that this be included in the response.
- Raised the importance of designing houses that were area appropriate, sympathetic and attractive. It was noted that District Councils had produced guidance.
- Expressed some concern that local councillors had not known when the road show bus was visiting their areas.

RESOLVED: to:

- (a) note and endorse the draft response to the consultation of the Oxfordshire Plan 2050 (Vision, Aspirations and Objectives) contained in Annex 2, taking into account the comments above;
- (b) note and endorse the draft response to the consultation of the Oxfordshire Plan 2050 Sustainability Appraisal Scoping Document, contained in Annex 3, taking into account the comments above.

28/19 COMMUNITY RISK MANAGEMENT PLAN (CRMP) ACTION PLAN 2019-20

(Agenda Item. 12)

The Fire and Rescue Services Act 2004 requires the Secretary of State to prepare a Fire and Rescue National Framework to which Fire Authorities must have regard when discharging their functions. The 2018 Framework requires each Fire and Rescue Authority to produce a publicly available Integrated Risk Management Plan (IRMP). Within Oxfordshire Fire and Rescue Service (OFRS) we have called this our Community Risk Management Plan (CRMP) to make it more meaningful to the public. In April

2017 OFRS published the CRMP 5-year strategy of Oxfordshire, this will cover the period from 2017 to 2022.

Each year the fire authority creates an action plan which proposes a number of projects to support the CRMP 5-year strategy. Cabinet considered a report that outlined the proposed projects for 2019-20 and the consultation that has been undertaken on those projects.

Councillor Laura Price, Opposition Deputy Leader, appreciated the job done in increasing engagement. Referring to the valued wider communities' role that the Fire Service undertook Councillor Price was concerned whether there was a need at a time of financial constraint to preserve the core offering. She noted that this concern seemed to come through in responses to the consultation. Councillor Price queried whether there was an official FBU response and that it would be good to see their response feature more strongly. Councillor Price referred to the general comments in the report and asked about the comments that whole-time staff were leaving more quickly.

Councillor Judith Heathcoat, Deputy Leader of the Council, and Simon Furlong, Chief Fire Officer responded to the comments made. The core role within a broader role was recognised. There was some tension in taking on call fire fighters away from their usual employment to do non-emergency work. One of the projects was aimed at addressing this issue. It was confirmed that the FBU had responded to the consultation. People leaving more quickly was a societal change but one which concerned the Chief Fire Officer and one which he sought understand.

Councillor Heathcoat moved the recommendations.

RESOLVED: to accept the proposed projects and adopt the final version of the CRMP Action Plan 2019-20.

29/19 FORWARD PLAN AND FUTURE BUSINESS

(Agenda Item. 14)

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.

..... in the Chair

Date of signing 2019

ANNEX

Minute 26/19 – INNOVATION FUND FOR DAYTIME SUPPORT GRANT AWARDS

List of approved/ approved with conditions projects with the amounts awarded:

Organisations	Project Name	Amount Requested	Amount approved	Supporting information/conditions
Daybreak	Witney Daybreak	£19,000	£11,400	To award 60% of the requested amount
Dementia together	Shared Space	£9,775	£5,865	To award 60% of the requested amount
Generations Together	Full Circle	£10,000	£6,000	To award 60% of the amount requested
Oxfordshire Association for the Blind	V1 – coffee clubs	£14,300	£8,580	To award 60% of the requested amount
Parasol	Parasol Plus	£20,000	£12,000	To award £60% of the requested amount.
Silver Robin	Where Yesterday meets tomorrow	£7,610	£4,566	To award 60% of the requested amount
Syrian Community	Summer Adult Activities	£8,500	£5,100	Award 60% of the requested amount.
Witney Day Centre	Dementia Karaoke Café	£660	£660	Award in full – to purchase specific piece of equipment to expand the reach of the service.
		£209,953	£54,171	

Division(s):

CABINET– 23 APRIL 2019

OVO ENERGY WOMEN’S TOUR

Report by Area Manager OFRS, Project Delivery Manager

RECOMMENDATION

1. **The Cabinet are RECOMMENDED to:**
 - (a) **support Oxfordshire being a host venue for the OVO Energy Women’s cycle tour in 2019, 2020 and 2021.**
 - (b) **agree the principle of an equal share of costs between the county, the four districts and the city council.**
 - (c) **allocate a budget of £30,000 to pay the county council’s share of the costs in 2019.**
 - (d) **recommend the council agree to fund the council’s share of the hosting fee for years two and three through the annual budget setting process (2020 and 2021).**
 - (e) **agree that sponsorship, regardless of which partner attracts it, will be used to reduce the hosting costs on an equal basis.**

Executive Summary

2. Oxfordshire has secured an agreement with the event organisers of the OVO Energy Women’s Tour. The OVO Energy Women’s Tour is the UK’s biggest and most prestigious bike race. A founder member of the UCI Women’s World Tour, the race attracts the world’s top cyclists – including Olympic and World Champions to complete on British roads over five days each June. All councils across Oxfordshire have agreed, in principle, at an Oxfordshire Leaders meeting on 4 March for Oxfordshire to be a host venue over the next three years. This will include hosting the overall start and finish in 2020 and 2021 and hosting Stage 3 of the event on 12 June 2019. This is being led by Oxfordshire County Council who will be in contract with SweetSpot, the event organiser.
3. The OVO Energy Women’s Tour presents an exciting opportunity to showcase the county, and to maximise the potential economic value. SweetSpot estimate the economic benefits of the 2018 OVO Energy Women’s’ Cycle Tour to be £7.7 million. The OVO Energy Women’s Tour will also bring energy and focus to engage with local communities specifically around the health and wellbeing agenda. The delivery of this event will contribute

significantly towards the key objectives and priorities in the council's corporate plan.

Introduction

4. Launched in 2014, the five-day event has been won by the likes of home favourite Lizzie Deignan and Marianne Vos, and is regarded by riders, teams and officials alike as one of, if not the leading professional women's stage race on the calendar.
5. Its origins trace back to 2010 when SweetSpot (the company behind the OVO Energy Women's Tour) organised their first women's cycling race, the Horizon Fitness Grand Prix in Stoke-on-Trent. What began as a supporting event for the men's [Tour Series – Britain's leading televised cycle race series](#) – grew into the Johnson Health Tech Grand Prix Series 12 months later. This quickly became an established and key part of the women's racing scene in Britain, thanks to television coverage on ITV4 in the UK and around the world. The OVO Energy Women's Tour is organised by the company behind the men's [OVO Energy Tour of Britain](#), which has been an ever-present on the UCI (Union Cyclist Internationale) calendar since 2004. At this event's national launch in March 2013, SweetSpot's now Chairman Hugh Roberts first announced the company's intentions to create a standalone stage race for the world's top female cyclists in Britain – the first event of its kind.

<https://www.womenstour.co.uk/>

Report Details

6. The tour achieves good media coverage at a local, national and international level. The 2018 tour recorded 1,240,000 viewers not including Catch Up, On Demand or ITV online viewers. There is extensive media coverage including national newspapers and cycling magazines. The teams have their own social media channels further increasing the reach of the tour.
7. Tourism is an important element of employment and economic prosperity for Oxfordshire. The media coverage and the attendance of people on the day of the event will have short, medium and long-term benefits for tourism in Oxfordshire. This will support businesses and employment.

This supports the Council's vision of "Thriving economy".

8. This event attracts large crowds and we will be looking at routes to include our parishes and larger market towns. We will be co-ordinating and encouraging community involvement including schools, town and parish councils, charities and cycling clubs. The aim will be to use the event to have a positive impact on community cohesion. Involvement in this event will create networks and relationships across the county that will support future partnership working.

This supports our vision of "Thriving communities".

9. The Youth Sports Trust says there is a direct correlation between girls' future life chances and the amount of physical activity they do in their younger years. A 2018 report from the Office of National Statistics showed that boys aged between 8 and 15 years old spend almost twice as much time doing sports activities as girls of the same age. We will be looking to work with public health, schools and youth groups to maximise the legacy of this three-year deal with a focus on young women and girls.

This supports the Council's vision of "Thriving communities .

10. The economic benefits of hosting the women's tour are analysed by SweetSpot for each stage. Their analysis shows clear and impressive gross value-added figures. The financial benefits are delivered through overnight stays, spending in the local areas and attraction of visitors from outside of the area. The direct economic benefit will then be further enhanced by showcasing Oxfordshire and by attracting new visitors and increasing tourism.

The financial analysis of a stage from 2018 is included as Appendix 1.

This supports the Council's vision of "Thriving economy".

11. The cost of hosting the stage in 2019 is £175,000. This includes some additional costs for the start and finish locations as well as traffic management costs for the whole stage. This annual cost will be shared equally between the six local authorities.
12. The delivery of the tour over the three years will be in partnership between the county council, the four district authorities, the city council and SweetSpot.
13. As part of the package there are sponsorship packages available. There are three-year, two-year and one-year packages offering advertising, VIP access and staff involvement within the race structure.
14. Any sponsorship agreement will be between the county and the sponsor and will be formalised through a Heads of Agreement. All sponsorship achieved will be used to reduce the hosting costs evenly across the county, city and district partners.
15. The current approach to sponsorship is to utilise existing contacts across the delivery team and direct approaches to business networks in the locations that the tour is passing through. In addition, we will be approaching individual local businesses and the town and parish councils. This will be supported by the involvement of the economic development staff within the district and city councils to look at all available sponsorship opportunities.

Risks

16. An event specific Safety Advisory Group will be established to consider the detailed planning and risk mitigation measures. There are currently no identified high risks for this event.

Risk	Affected	Mitigation/Control	Risk outcome	Risk rating	RAG
Requirement to repair the route	OCC	Race provider will assess the route and identify minimum requirements with OCC highways	Financial cost to OCC	Medium – likely maximum cost £10k	Amber
Weather disrupting event	All authorities, cyclists, spectators, organiser	Event running in June but limited control	Less visitors	Low	Green
Ineffective Logistical arrangements	All authorities, cyclists, spectators, organiser	SweetSpot are an experienced sports event company with a very good safety record	Unsuccessful event	Low	Green
Ineffective safety planning	Cyclist & spectators	SweetSpot will provide a “technical manual” and a Safety Advisory Group will be established	Injury to cyclist/spectator	Low	Green

The above risks will be managed as part of the service managing this event, if there any concerns these will be escalated to the Risk Register.

Consultation

17. In order to identify the start and finish locations for the event consultation has been undertaken with the following key stakeholders:
- Henley Town Council
 - Blenheim Palace management team

Financial and Staff Implications

18. Oxfordshire County Council's share of the event for 2019 will be £30,000. For the subsequent years funding requirements will be included within the overall budget setting process. However, sponsorship will be sought for the event, which, if secured, would offset the costs.
19. The contract between OCC and SweetSpot is in the process of being finalised.

Equalities Implications

20. An equalities impact assessment will be completed during the planning stages to consider potential implications for people with protected characteristics. This would include consideration regarding accessibility during any road or pavement closures and engaging with a range of community groups who may benefit from being involved with the event and any ancillary activities.

GABBY (DAVID) HEYCOCK
Project Delivery Manager

Annex: 2018 Economic Impact Report – Round 3

Contact Officer: Gabby (David) Heycock

April 2019

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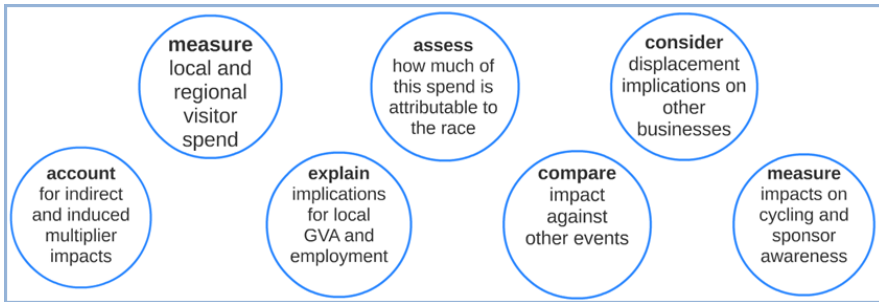
2018 OVO Energy Women's Tour Economic Impact Report



Round 3: Atherstone to Leamington Spa

1 Introduction

Welcome to Frontline's economic impact assessment of the 2018 OVO Energy Women's Tour. This economic impact assessment is based upon the findings from a web-based survey of 402 Women's Tour spectators and follows the principles set out in HM Treasury's 'Green Book' Appraisal and Evaluation Guidance and the EventIMPACT guidance. This paper explains the impacts resulting from stage one of the Women's Tour, between Atherstone and Royal Leamington Spa on 15th June 2018. The objectives of the research are to:



The remainder of the paper is structured as follows:

Section 2: The event and the visitors

Section 3: Economic impact assessment

Appendix 1: Method

Appendix 2: Regional economic impact

Appendix 3: Visitors by area of origin, age and gender

Appendix 4: Breakdown of gross visitor spend impacts by day and overnight visitors



2 The Event and The Visitors

Here are some of the headline statistics for the Atherstone to Royal Leamington Spa race:

100,000
visitors attended
the race

63%
came from
outside of
Warwickshire

31% of visitors
stayed overnight

average spend
per day by day
only visitors:
£77.37 per group

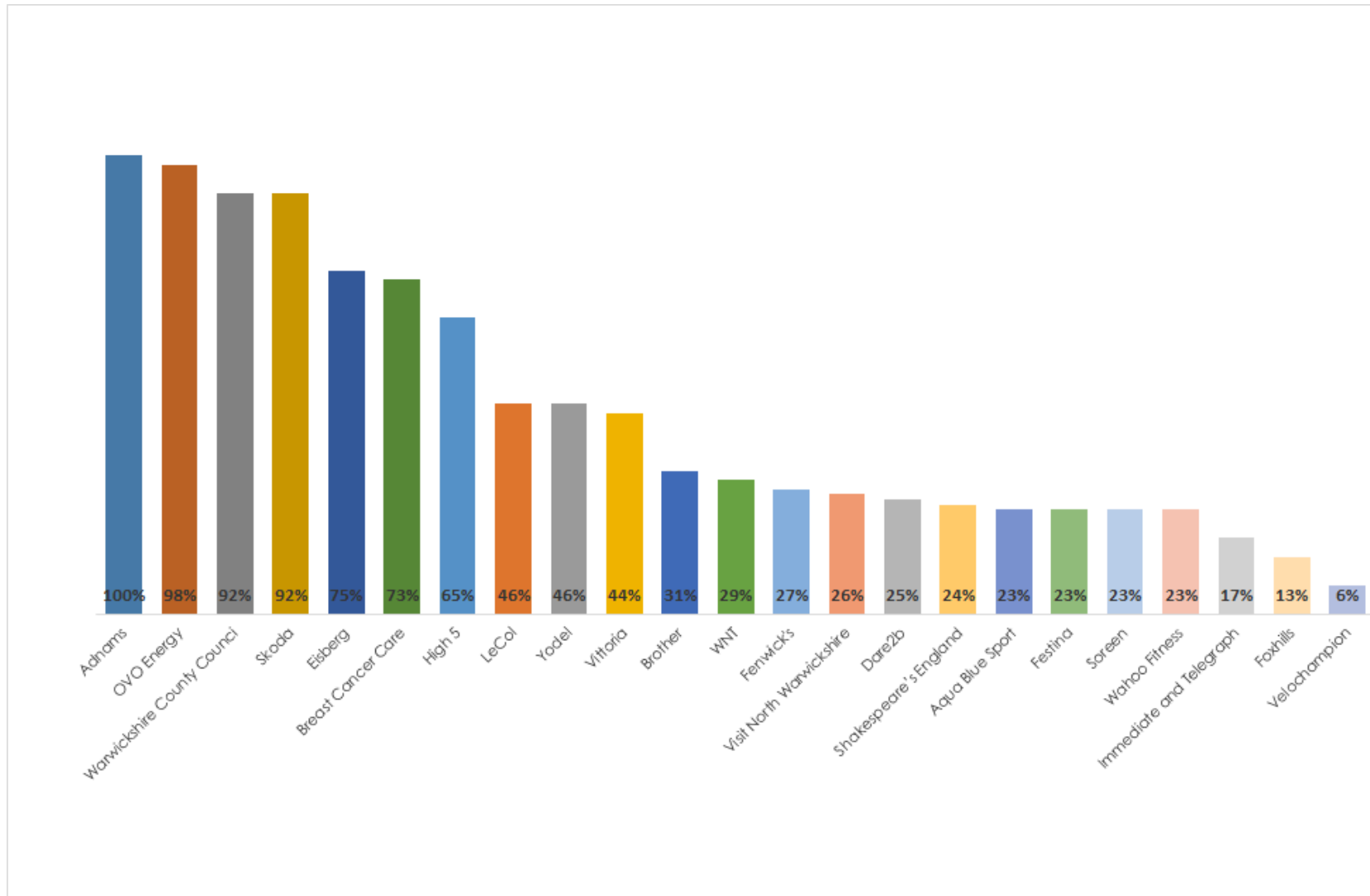
33%
came with their
families

87%
described race
as "very
enjoyable"

Average spend
per 24 hours by
overnight visitors:
£129.51 per group

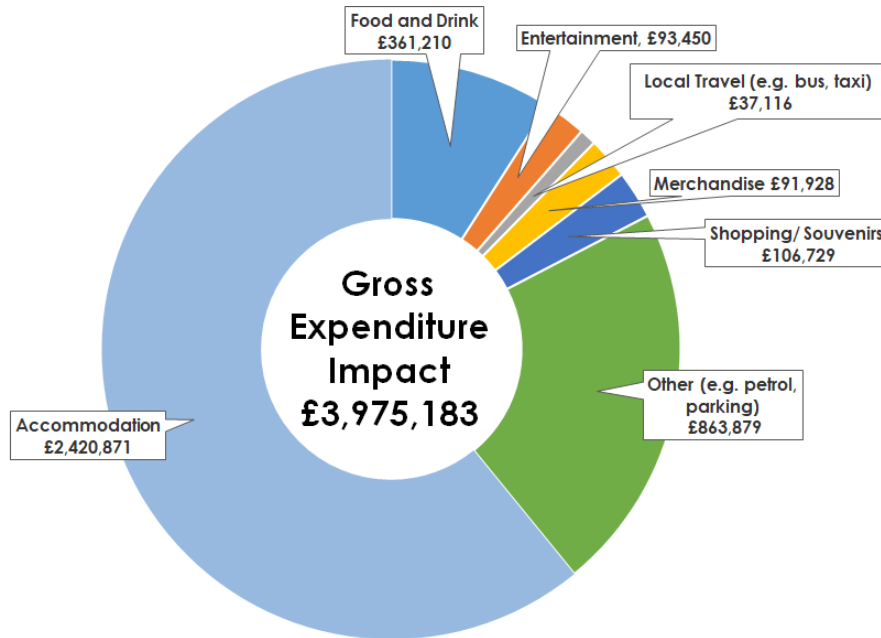
67%
inspired to cycle
more often

The following chart shows the percentage of visitors who associate each of the following sponsors with the race:



3 Economic Impacts

The total gross expenditure at the event was £3,975,183. This is broken down as follows:



To calculate the net visitor expenditure, GVA and employment impacts, the following adjustments were applied to this figure:

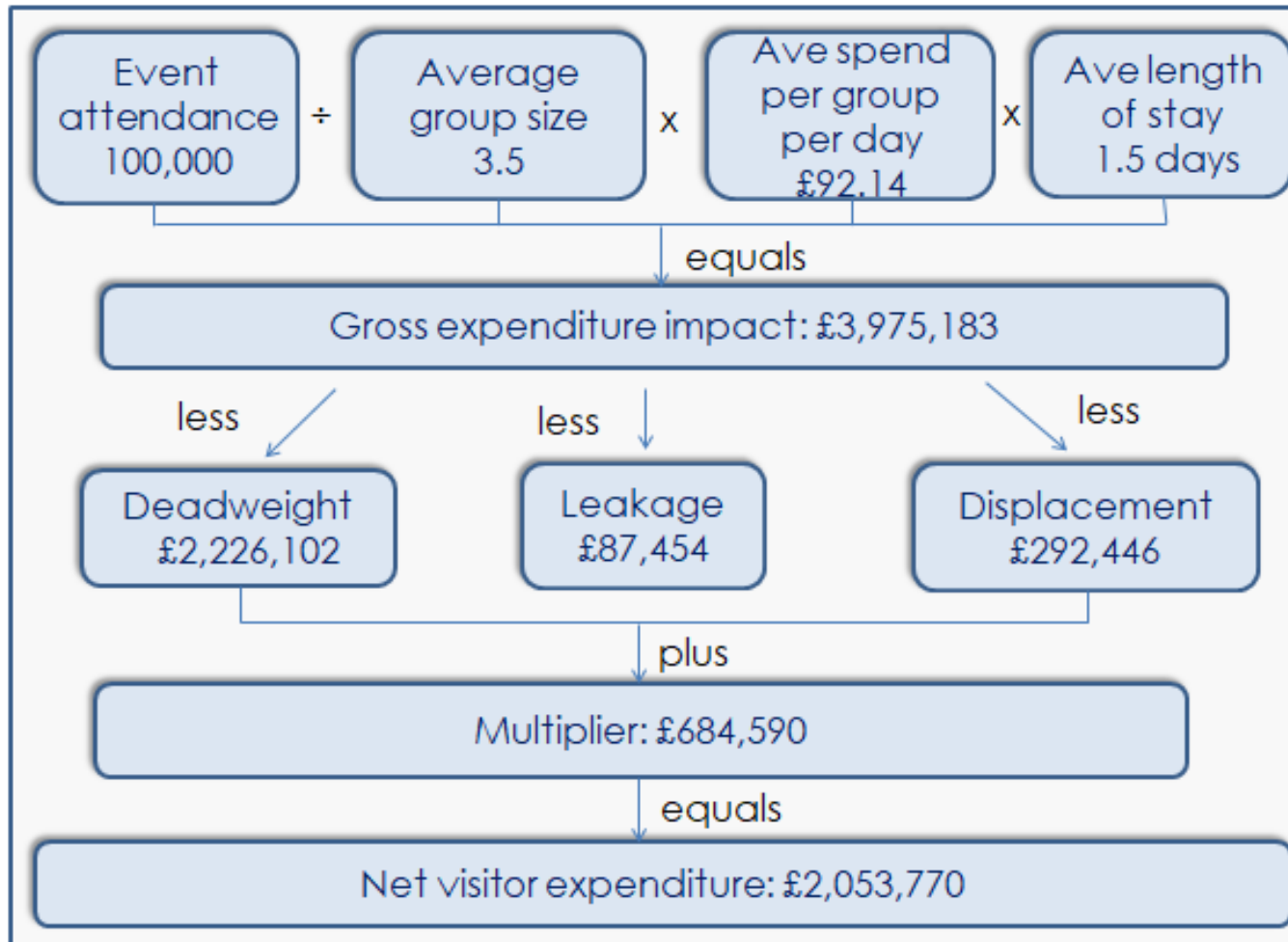
Deadweight	Money that would have been spent in the area anyway, even if the race hadn't taken place. E.g. spend by spectators for whom the event was not the sole reason for their attendance.
Displacement	Money that would otherwise have gone to another business in the local area. E.g. spend by visitors who would have otherwise visited another local attraction.
Leakage	Expenditure that took place outside of the local area. E.g. purchases of travel tickets or petrol at the start of the journey.
Multiplier Effects	Knock-on benefits resulting from further local supply chain purchases by the businesses that receive the visitor spend (indirect multipliers), or the personal expenditure of their staff (induced multipliers)

Full details of the method are presented in Appendix 1.



Summary of economic impacts – UK

The figure below shows the net visitor expenditure of the event on the **UK** economy. The findings for other areas are presented in Appendix 2.



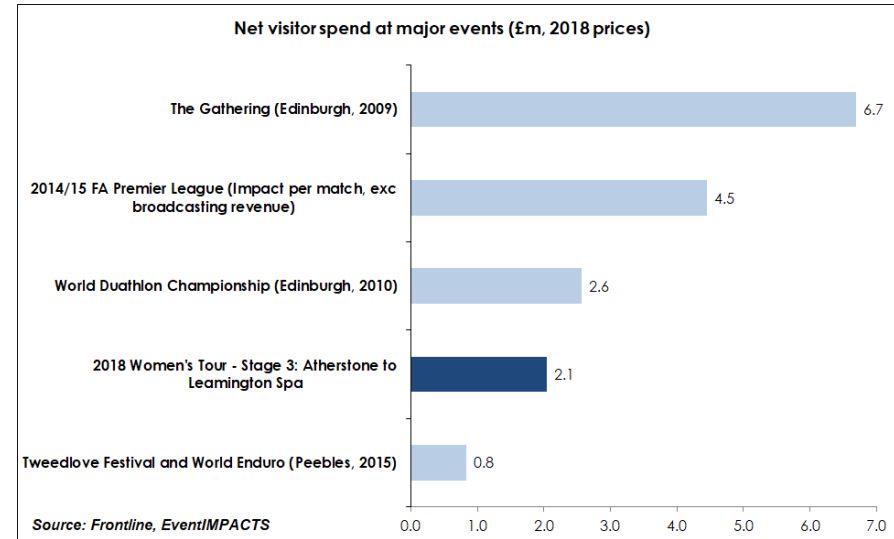
Total organiser expenditure on the stage was £89,000. We have also assumed a 54% GVA to business turnover ratio, and a GVA per employee of £19,187¹.

We have also assumed a 54% GVA to business turnover ratio, and a GVA per employee of £19,187².

Visitor Characteristic	Atherstone	Royal Leamington Spa	Warwickshire	UK
Net visitor spend	£425,794	£434,058	£2,669,567	£2,053,770
Procurement spend	£15,000	£15,000	£30,000	£89,000
Total net spend	£440,794	£449,058	£2,699,567	£2,142,770
Gross Value Added (GVA)	£238,029	£242,491	£1,457,766	£1,157,096
Employment	12.4	12.6	76.0	60.3

¹ Based on figures from a Scottish Government analysis of productivity and profitability in the tourism sector (<http://www.gov.scot/Topics/Statistics/Browse/Business/SABS/Sectors/GrowthSectors>) Such an analysis has not been conducted in England.

These impacts compare favourably with the net total expenditure impacts of other, similar sized events, which have taken place in the UK over the past few years; as shown in the following figure:



² Based on figures from a Scottish Government analysis of productivity and profitability in the tourism sector (<http://www.gov.scot/Topics/Statistics/Browse/Business/SABS/Sectors/GrowthSectors>) Such an analysis has not been conducted in England.

Appendix 1: Tour Series, Tour of Britain and Women's Tour of Britain economic impact assessment methodology

The gross visitor spend figures have been calculated based on the aggregate visitor expenditure of the visitor survey respondents, scaled up to the total number of visitors. This was then converted to a net economic impact figure based on the following approach:

Deadweight

Deadweight was accounted for by asking the question "why did you come here today". Options included:

- watching the race/stage was my sole reason for visiting
- watching the race/stage was part of my reason for visiting
- watching the race/stage was not part of my reason for visiting
- I live locally
- I work locally

It was assumed that any spectator that comes to the location solely to watch the race should be classified as 0% deadweight; that any spectator for whom watching the Tour was part of their reason for attending should be classed as 50% deadweight, and that all other spectators should be classed as 100% deadweight.

Leakage

Based on experience from previous research studies, leakage of 20% at a town level, 10% at a county/local authority level and 5% at a UK level was assumed.

Displacement

Displacement was measured by asking the question "if the Tour of Britain/Tour Series had not been on, what would you have done instead of your visit?".

Options included:

- visited another event or place in the host local authority areas
- visited another event or place elsewhere in the host region
- visited another event or place elsewhere in the UK
- visited another event or place outside of the UK
- stayed at home or gone to work

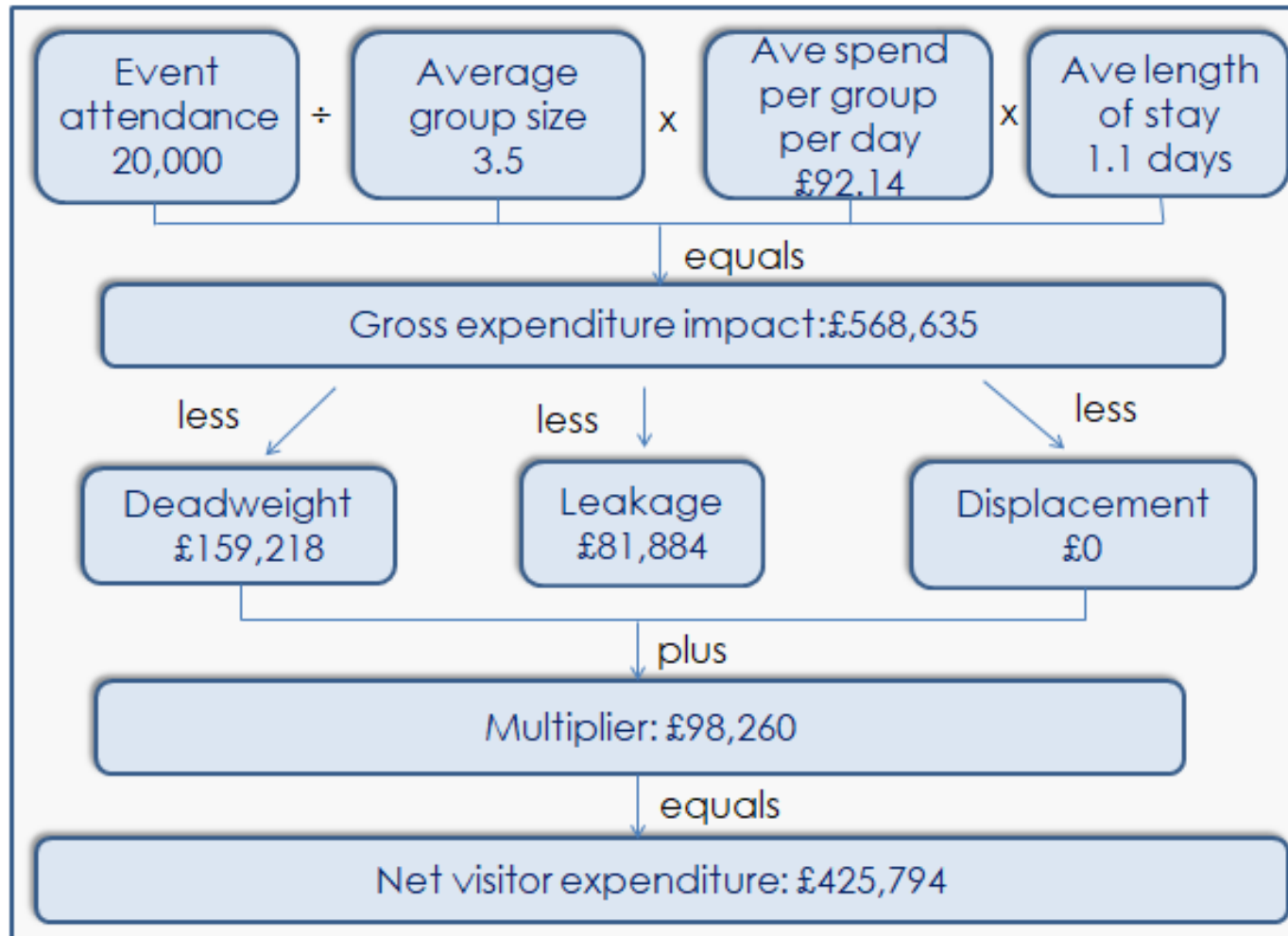
Expenditure by visitors who would otherwise have visited somewhere else in the study geography was classified as displaced expenditure.

The multiplier effect

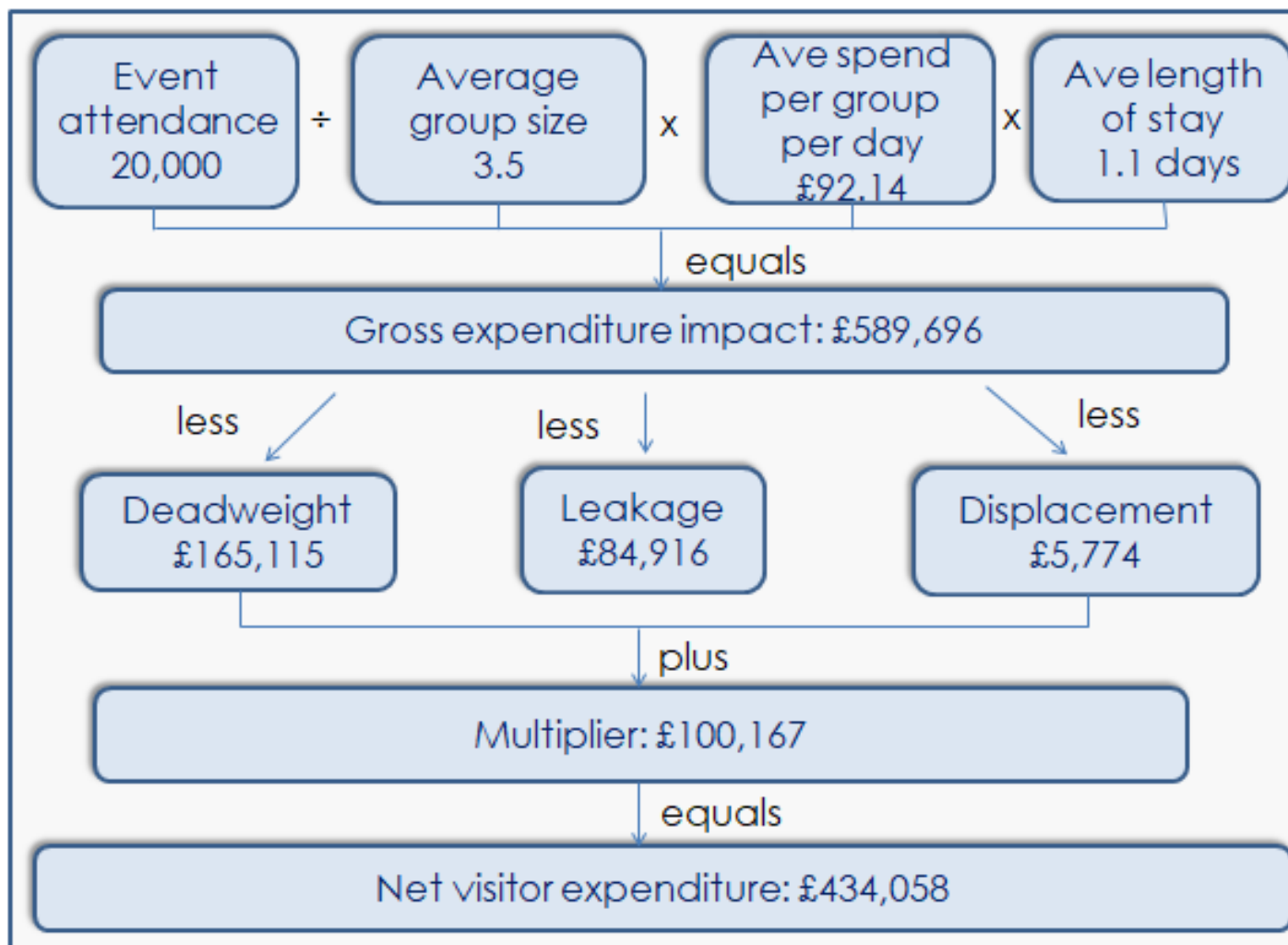
The impact of the multiplier effect was estimated based on evidence from previous published research, including reports published on the UK Sport Impact research database. In previous years an average was taken from other sporting events, including the World Half Marathon Championships and the Rugby Super League Grand Final.

Appendix 2: Regional economic impacts

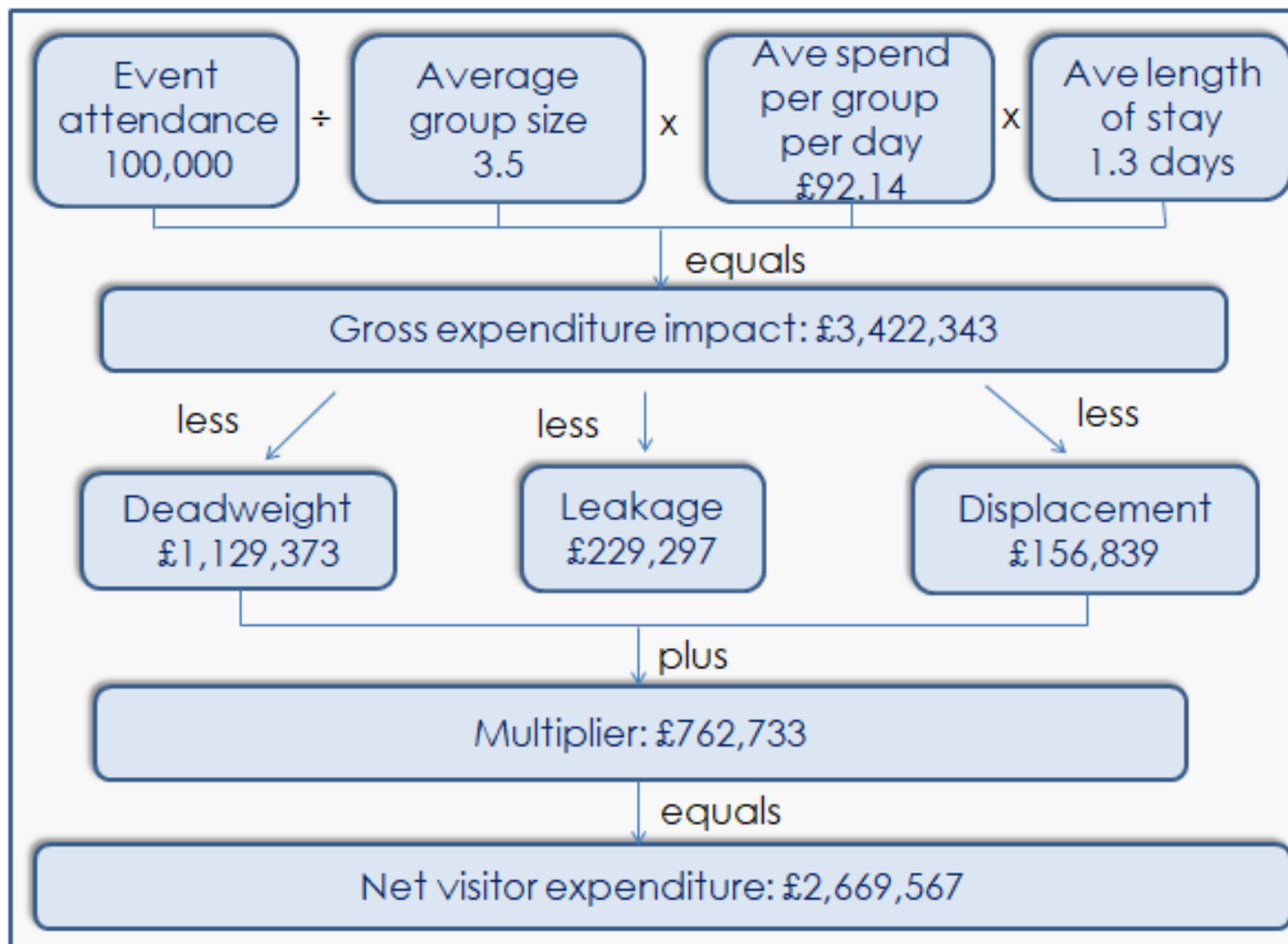
The figure below shows the net visitor expenditure of the event on the **Atherstone** economy.



The figure below shows the net visitor expenditure of the event on the **Royal Leamington Spa** economy.



The figure below shows the net visitor expenditure of the event on the **Warwickshire** economy.



Appendix 3: Breakdown of visitors by area of origin, age and gender

Area of origin	% of survey sample	Age	% of survey sample
Atherstone	5%	16-24	8%
Royal Leamington Spa	12%	25-34	10%
Warwickshire	20%	35-44	16%
West Midlands	16%	45-54	33%
South East England	14%	55-64	25%
East Midlands	11%	65+	9%
South West England	5%		
East of England	4%	Gender	% of survey sample
Wales	4%	Male	65%
North West England	3%	Female	35%
Yorkshire and Humber	2%		
London	2%		
Outside the UK	2%		
North East England	1%		
Scotland	1%		

Appendix 4: Breakdown of net visitor spend impacts by day and overnight visitors

	Day	Overnight	Total
UK	£1,554,312	£2,420,871	£3,975,183

Division(s): All

CABINET– 23 APRIL 2019

UPDATE FROM THE OXFORDSHIRE COUNTY AND CHERWELL DISTRICT COUNCILS PARTNERSHIP WORKING GROUP

Report of Assistant Chief Executive (Interim)

Purpose of report

1. To provide an update with regards to the progress of the joint working partnership between Cherwell District and Oxfordshire County Councils.

Recommendations

2. **Cabinet is RECOMMENDED to:**
 - (a) **note the report attached at appendix 1.**
 - (b) **endorse the recommendations in the report (appendix 1) and agree (subject to agreement by Cherwell District Council Executive) to establish a project team to develop the next phase of partnership working.**

Introduction

3. Appendix 1 is a detailed report from the Oxfordshire and Cherwell Partnership Working Group setting out progress and options for future development of the partnership after six months in operation.
4. At the inception of the partners it was agreed that a six-month review would take place to consider progress and next steps. The report sets out positive progress and savings identified.

Report Details

5. The report at appendix 1 sets out the progress of the partnership since its inception in October 2018. Including a series of recommendations to develop and enhance joint working.
6. Positive progress has been shown alongside opportunities for further development. It is the view of the Partnership Working Group that the joint working model demonstrates a good opportunity for Cherwell and Oxfordshire to generate savings, deliver efficiencies and improve two tier working. The recommendations set out how this can be further developed. Executive is asked to agree these recommendations.

7. In addition to the recommendations the Partnership Working Group have also set out a proposal to establish a joint project team to expedite the delivery of joint working. This team will be co-funded and expected to deliver savings in excess of its costs. Funding will be drawn from existing service budgets and/or transformation reserve.

Conclusion and Reasons for Recommendations

8. Cabinet is asked to agree the recommendations set out in the report.

Consultation

N/A

Alternative Options and Reasons for Rejection

9. The following alternative options have been identified and rejected for the reasons as set out below.

Option 1: Cabinet may choose not to endorse the report. If this was the case it is likely that the joint working partnership between CDC and OCC would come to an end.

Implications

Financial and Resource Implications

10. Joint working is a proven way of delivering savings (with 315,000 already identified as set out in appendix 1). A dedicated project team will expediate the delivery of further savings. Any project delivery team will be joint funded and is expected to deliver savings greater than their cost, in effect 'paying for themselves'. The initial establishment of the team will be funded from within existing resources/transformation reserve.

Legal Implications

11. There are no legal implications arising from this report. The governance of the partnership is set out in an existing section 113 agreement between the two authorities.

CLAIRE TAYLOR
Assistant Chief Executive (Interim)

Appendix : Partnership Review, Evaluation and Next Steps
Report of the Partnership Working Group

Contact: Claire Taylor, Assistant Chief Executive, claire.taylor@oxfordshire.gov.uk

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Oxfordshire County Council and Cherwell District Council

Partnership Review, Evaluation and Next Steps

Report of the Partnership Working Group

March 2019

Contents:

- 1 Executive Summary
- 2 Recommendations
- 3 Background
- 4 Partnership Progress
 - 4.1 Delivery of Joint Working Opportunities
 - 4.2 Financial Benefits
 - 4.3 Principles and Objectives
 - 4.4. Summary of Benefits Achieved
- 5 Proposals for Partnership Development and Next steps
 - 5.1 Governance
 - 5.2 Performance and Review
 - 5.3 Operational and Project Delivery
 - 5.4 Options for the Future and Next Steps

Tables:

- Table 1: Models of Joint Working
Table 2: Examples of Joint Working
Table 3: Summary of Joint Working Deliverables
Table 4: Partnership Principles - delivery assessment
Table 5: Partnership Programme Objectives - delivery assessment

Appendices:

- Appendix 1: Joint Working Principles and Objectives
Appendix 2: SWOT Analysis
Appendix 3: Confidential Note – CEO Appraisal summary of feedback relating to partnership working

Document Control

Date	16/3/19
Version	Draft 2.0
Report Author	Claire Taylor Assistant Chief Executive / Directors of Customers and Service Development
Circulation	Partnership Working Group
Review Date	NA
Publication	Public via OCC Cabinet and Executive in April appendix 3 to be excluded from publication.

1. Executive Summary

- 1.1 This review provides a background to the joint working partnership between Oxfordshire County Council and Cherwell District Council. The report summarises activity and progress since the inception of the partnership in October 2018 and sets out a series of options and recommendations to further develop the work that has begun in the first six months of partnership delivery.
- 1.2 The report provides an overview of joint working models and gives examples of similar arrangements in place elsewhere in the local government sector.
- 1.3 The governance of the partnership is considered, and it is concluded that the governance arrangements (i.e. the use of a 113 agreement, oversight through an informal joint working group, and a joint working committee to deal with any formal decision-making requirements) provides a solid framework for sharing services, one that is well used across the sector.
- 1.4 Successes of the partnership are considered in relation to to the original principles and outcomes set (in October 2018) and with regards to the financial benefits. It should be recognised that the partnership has been in operation for only 6 months and therefore business cases for full shared services are still underway, but the report sets out that even in this short time benefits have been achieved.
- 1.5 Finally, the report makes recommendations to further enhance assurance and embed joint working into 'business as usual operations' such as performance management, internal communications, governance, project management, audit and organisational change.
- 1.6 The review provides an opportunity for Member of both councils to reflect upon the work undertaken to date and set the direction for the future development for the partnership.

2. Recommendations

Partnership Working Group is recommended to:

1. Note the progress to date developing opportunities for joint working between Cherwell District Council and Oxfordshire County Council as set out in section 4 of this report.
2. Endorse the proposals set out in this report (section 5) to continue developing joint working arrangements. These arrangements may include recruitment to joint posts and the development of shared services. To note that any new shared service arrangements will be subject to the development and adoption of specific business cases.

3. Request that officers continue to develop options for the exploration of collaborative frontline delivery arrangements that will improve access and outcomes for local people. The options may take the form of shared service delivery, closer alignment of county and district services or pilot projects. As for shared services these proposals should be brought forward with a specific business case, where necessary governance implications will be set out.
4. Request that officers prepare an annual 'performance' update to provide a summary of the achievements and benefits of joint working and that officers use this report as a model to explore joint working opportunities with other partners whether these be districts or other public sector organisations.
5. Request that a joint event is held for Members of both councils to raise awareness about joint working and its wider applications through a member briefing or seminar.
6. Endorse the ongoing use of a section 113 agreement as the framework to enable joint working. Note that the Monitoring Officer will keep under review arrangements for joint working governance requirements to ensure that governance remains fit for purpose in a shared service environment.
7. Identify any additional recommendations, lessons or feedback that the Working Group would wish to provide to Oxfordshire County and Cherwell District Council as part of this gateway review.

3. Background

- 3.1 During the summer of 2018 Members at Oxfordshire County Council (OCC) and Cherwell District Council (CDC) agreed to establish a joint working partnership. Partnership working began in October 2018 with the establishment of a joint Chief Executive role.
- 3.2 The development of the partnership represented a new opportunity to reset the tone of county and district collaboration in Oxfordshire. An opportunity to work together in the context of the Oxfordshire growth deal, the first of its kind in the country. It is also an opportunity for both authorities to explore how vertical joint working (i.e. joint working between a county and district rather than between two districts or two counties often referred to as horizontal joint working) could successfully deliver operational efficiencies. The partnership provides an opportunity in terms of reducing the cost of running services and, perhaps more importantly improving how local residents experience the delivery of services by aligning county and district frontline operations.
- 3.3 As instigators of the partnership OCC and CDC have made a bold move. Sharing services and joint working are well established within the sector however there is often a perception that like should share with like (horizontal sharing). OCC and CDC are somewhat ahead of the game, beginning to shape and develop what is beginning to be referred to as non-structural reform. This

type of reform aims to ensure that services are designed around people, communities and places rather than organisational boundaries, seeking to ensure operational efficiencies, but more fundamentally a better service experience for local communities. The goal is to ensure that the resources of both organisations are meeting both the long term and local needs of communities, through better planning and place shaping, service support designed around the recipient and a focus on prevention and demand management.

- 3.4 The first stage of this arrangement was to share a chief executive officer with an agreement to explore further opportunities. The terms and framework of the partnership are set out in a section 113 agreement. This agreement essentially enables officers from each authority to operate for the other. The councils have established a broad 113 agreement which extends beyond the CEO role to include any post or service area. It should be noted that officers working in joint roles remain employed by their 'home' authority.
- 3.5 Members set out their expectations that any long-term shared service arrangement should be subject to a detail business case. A partnership working group (the PWG) has been established to oversee the development of these business cases. The PWG has also chosen to endorse joint appointments on both an interim and permanent basis as opportunities have arisen. To date none have been permanent chief officer appointments and as such the PWG has not had to meet as a formal joint committee to undertake a Member appointments process.
- 3.6 There are several different ways of enabling joint working table 1 (overleaf) sets out the various delivery models available. After six months of operation the OCC | CDC partnership could best be described as being in the earliest stages of the second model. However, it should be noted that a mix of the three approaches can be utilised effectively. Joint working should be enabled by the most appropriate governance and delivery models and these may differ on a service by service basis.
- 3.7 The delivery of shared services has an established track record within the local government sector. Members may be familiar with the Cherwell and South Northants model whereby a fully integrated workforce delivered savings of around £20 million over the 10-year life of the partnership. Likewise, OCC established a shared service partnership with Hampshire (IBC) to deliver transactional HR and finance services, with annual savings estimated at £0.805m. Whilst neither of these models may be the preferred long-term model of shared service delivery, they do demonstrate that various shared services models are operative and offer a variety of benefits.

Table 2 outlines similar examples covering county, district and mixed examples.

Table 1: Models of Joint Working (PWC March 2019)

	1. 'Customer / supplier' partnership (Host Authority)	2. Shared roles / specialist functions (Joint direct delivery)	3. Fully shared functions (Joint direct delivery at scale)
Description	The services of one council being extended to another on a commercial/contractual or partnership basis. The supplier authority delivers defined and agreed service provision to the customer authority. Services are delivered and managed under the supplying authority's processes, practices and operational decision-making.	The councils establish shared management or specialist roles, using various legal mechanisms, to deliver services on behalf of both councils. Officers are responsible directly to both councils, with alignment of processes, practices and decision making where possible. However, these will be tailored to meet differing requirements between organisations if needed.	Similar to Option 2 but at greater scale, with the councils establishing whole functions / teams to deliver services on behalf of both councils. In some cases, some functions might primarily be utilised by one council but resources accessible by both. Integration of processes, practice and decision making where possible.
Key features	<ul style="list-style-type: none"> • 1:1 agreement between the two authorities for a specific purpose (likely use of s101 agreement). • Defined services and delegation of responsibilities (under a Service Legal Agreement of some form). • Customer authority pays the supplier authority an agreed amount for the provision of services. • Functions in this model operate using the policies, working practices and systems of the host authority. • Host authority is the employer of staff with staff transfers if required. • Various mechanisms available for accountability between customer and supplier authorities. 	<ul style="list-style-type: none"> • Use of s113 for specific posts enabling designated officers to operate for both councils but remaining an employee of their original authority. • Majority of posts continue to deliver for employing authority, following their processes and practice. • Separate budgets, with financial contribution for service costs which are proportionate to services delivered to each authority. • Mixed policies, working practices and systems used for operational delivery. • Shared roles or specialist functions directed by aligned policy goals, set either by a Joint Committee or simultaneous executive decisions. 	<ul style="list-style-type: none"> • Pooled team resource using s113 arrangements, with any subsequent new posts hosted by one authority. • Majority of posts able to deliver across both authorities. • A form of budget sharing (with appropriate accounting and audit mechanisms for each authority). • Harmonisation of policies, working practices and systems used for operational delivery (as far as possible). • Shared management and operational decision making, informed by strategic goals and priorities set by each authority. • Potential precursor for an alternative or separate delivery vehicle.

Table 2: Examples of Joint Working (PWC March 2019)

	Gloucester City / Gloucestershire	Suffolk Shared Services
Description	Shared CEO of City and Director of County, sharing of back office services, potential co-location	Babergh DC, Mid Suffolk, Suffolk County
Horizontal / Vertical	Vertical	Horizontal limited vertical
Benefits	Resilience, financial, long term opportunity to save through co-location	13m since 2011
	Selby DC and North Yorks County	Suffolk Councils Legal Services
Description	Shared senior posts, co-location, sharing of finance, exploring legal and HR.	County wide shared service based around a single case management system.
Horizontal / Vertical	Vertical	Vertical and horizontal
Benefits	1.5m saved in first three years	Resilience, co-ordination.

4. Partnership Progress

The partnership has been in operation for just under six months, commencing with the implementation the joint Chief Executive role in October 2018. At the commencement of the partnership it was agreed that a six month 'gateway' review would be undertaken. This gateway review gives Members from both councils the opportunity to reflect upon achievements and consider proposals for the future of the partnership.

Development of the partnership has combined an emergent and opportunistic approach coupled with planned and specific proposals, this has resulted in a combination of permanent and interim joint posts, detailed work exploring shared services and the early stages of service alignment in areas such as housing and commissioning.

This section sets out the progress made by the partnership during its first six months, it covers delivery of joint working opportunities, that is what has been delivered and how it is working. It then considers financial benefit and finally summarises with an assessment about the extent to which the partnership has met its stated principles and objectives (which are reproduced in Appendix 1).

4.1 Delivery of Joint Working Opportunities

4.1.1 The table below sets out the progress made in terms of joint working. The activities below reflect the agreed approach of taking opportunities as they arise and developing more detailed and specific service proposals.

Table 3: Summary of Joint Working Deliverables

Joint Senior Appointments	<ul style="list-style-type: none">• Chief Executive - the appointment of a CEO shared across both organisations. This also includes shared PA support.• The appointment of an Assistant Director shared across both organisations to lead regulatory services and public protection (permanent appointment).• The appointment of an Assistant Director shared across both organisations to lead Housing and Commissioning (permanent appointment).• The appointment of a strategic lead shared across both organisations for human resources (permanent appointment).• Interim sharing of the monitoring officer.• Interim sharing of Assistant Chief Executive / Director
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Business cases for shared services (all currently under development)	<ul style="list-style-type: none"> • Law and Governance • Finance • Human Resources • Corporate Services (including communications and marketing, corporate core services such as policy and consultation, research and business intelligence) • Regulatory Services, Community Safety and Public protection.
Provision of service arrangements	<ul style="list-style-type: none"> • Emergency Planning (OCC to CDC) • Business Continuity (OCC to CDC)
Collaboration and service alignment	<ul style="list-style-type: none"> • IT – provision of informal project assurance (CDC to OCC) • CDC and OCC shared approaches to junior management & organisational development • Early stage feasibility on how to align service development between OCC and CDC with regards to the proposed Family Safeguarding model. • Early stage development of service alignment proposals around housing and commissioning
Co-location	<ul style="list-style-type: none"> • Provision of training area at Bodicote House for OCC staff using the new Liquid Logic application • Provision of hotdesking area at Bodicote House for OCC staff

4.2 Financial Benefits

4.2.1 Joint working and shared services partnerships are able to drive out savings through a variety of means; these include shared senior management, other joint posts or service structures, shared opportunities such as procurement and commissioning, economies of scale and business process efficiency. More established partners may also seek to deliver savings through rationalisation of property and estates and shared endeavours / investments / projects that could generate income. The benefits returned depend on the nature of the partnership, its depth and ambition.

4.2.2 The Oxfordshire | Cherwell partnership to date has focused on the sharing of senior posts which have delivered savings. A small amount of financial benefit or cost avoidance has also been achieved through the provision of emergency planning and business continuity services from OCC to CDC – this amounts to around £20k (on the basis that CDC have avoided employing additional FTE and the limited funding available contributes to a shared post).

4.2.3 It should be noted that the savings outlined represent a best estimate. This is due to the fact that several of the posts are shared on an interim basis and with regards to the HR post the contribution arrangements are due be finalised at the end of March, so at this stage have been estimated. The calculations are

based on salary plus on costs and to give a sense of the annual sum have been are presented as a predicated annual saving for 2019/20 based on the assumption the current arrangements continue.

Posts shared	OCC estimated saving 2019/20	CDC estimated saving 2019/20
<ul style="list-style-type: none"> • Chief Executive • Monitoring Officer • Assistant Chief Executive/Director • Assistant Director Regulatory Services and Community Safety • Assistant Director Social Care, Commissioning and Housing • Strategic Lead for HR 	£314k	£315k
	£629k	

4.2.4 The figures above demonstrate that savings that can be realised through the sharing of senior posts. It should be recognised that other opportunities such as procurement or process efficiency haven't been taken into account.

4.3 Principles and Objectives

4.3.1 The table below sets out the principles that underpin the joint working partnership and makes an assessment about the extent to which these principles have been met. These were agreed at the meeting of the Working Group in October 2018 (the report is set out at Appendix 1).

Table 4: Partnership Principles - delivery assessment

Partnership Principle	Assessment
1) That both councils will retain their own governance and constitutional structures	Principle met. The section 113 agreement sets out how this works. No examples of conflict have emerged. No additional changes have been required to accommodate the partnership in terms of governance.
2) That there will be no restriction on each authorities' ability to determine how it exercises its functions nor how each formulates and spends its budgets	Principle met. The section 113 agreement sets out how this works. No examples of conflict have emerged.

Partnership Principle	Assessment
3) That both councils will be able to demonstrate savings or a neutral position through the joint arrangements	Principle met. All arrangements and opportunities to date have adhered to this.
4) That both councils will be able to demonstrate improved services and outcomes through the joint arrangements	At this stage no full shared services have been implemented and therefore it is too soon to be able to demonstrate this principle in action. Business cases are underdevelopment and the Partnership Working Group will wish to ensure that they can demonstrate this principle.
5) That an incremental approach will be taken to manage risk, reduce costs and minimise the impact of transition on service delivery	Principle met. Proposals have been subject to consideration on a case by case basis. No whole service decisions have yet been taken although several are under development and will be considered on a business case by business case basis.
6) That both councils will commit to working towards sharing formulation of policy, alignment of procedures and sharing of teams (subject to the approval by each council) where doing so is in the interests of residents and represents value for money	Principle met. Although in the early stages the work undertaken as part of the business case for law and governance demonstrates this principle. The lessons learnt document produced by PWC sets out how this can be supported through alignment in HR, ICT and finance. These documents are set to be consider by the Partnership Working Group in April 2019.
7) That local physical presence will be maintained and improved	Principle met. Local presence maintained. Enhanced through training and hotdesking space at Bodicote House for OCC staff. It should be noted that there is further opportunity to enhance local presence through a wider approach to estate and property management.

Partnership Principle	Assessment
8) That councillors from both councils will be fully involved in the development of the joint working arrangements	<p>Principle met. All proposals are considered by the Partnership Working Group with equal representation. The Chair and Vice Chair of the Partnership Working Group have communicated progress after each meeting.</p> <p>It should be acknowledged that there are opportunities to share and engage more widely and this forms one of the recommendations in the review.</p>
9) That both councils will work together to understand their organisational and political cultures and to assess risks and opportunities for joint working that result from these	<p>Principle met. OCC and CDC have worked to understand their organisations contexts. The Partnership Working Group has sought to understand the impact of separation between CDC and SNC and how this impacts on joint working development.</p> <p>Likewise, OCC and CDC have sought to explore how the county's transformation programme can sit alongside joint working and help to enable or unlock shared service delivery.</p>

4.3.2 The Partnership Working Group also set out as series of programme objectives to sit alongside joint working principles (Appendix 1). These are set out in the table below and again an assessment is made with regards to the success of delivery. It should be noted that the objectives for the partnership working programme reflect an ambitious and long-term agenda, so it cannot be argued that any of the objectives have been completed. However, it can be shown that work to date demonstrates that there is significant potential to meet the long-term objectives set out.

Table 5: Partnership Programme Objectives - delivery assessment

Programme Objective	Assessment
1) To effectively co-ordinate and align key areas of work such as place making and growth, community development and wellbeing for the benefit of local residents, communities and businesses.	Objective underway. The Partnership Working Group has demonstrated it can effectively consider, commission and co-ordinate opportunities for joint working. Opportunities to consider joint working in place making and growth work are in the earliest stages.

Programme Objective	Assessment
2) To develop joint working in areas where it makes sense to deliver services through integrated and/or aligned management and delivery teams.	Objective met. Joint working opportunities currently being explored in the following areas: <ul style="list-style-type: none"> • Law and Governance • Corporate services in`c policy and communications • Human Resources • Finance • Housing and Commissioning • Public Protection and Regulatory Services • Family Safeguarding • Sharing of senior posts
3) To improve (or maintain) the financial position of both councils.	Objective met. In year savings realised. On-going savings deliverable. Further potential for joint working to make savings through estate and property, procurement and demand management to be scoped.
4) To consider the potential for an effective joint management structure or joint management posts.	Objective underway. A mix of interim and permanent appointments have been made and show proof of concept. There are clear further opportunities given the number of vacancies at CDC and OCC. Savings on senior appointment (management overheads can be demonstrated).
5) To consider the potential for shared support services, serving the needs of both councils to the standards agreed by each.	Objective underway. Proposals for law and governance well advanced (expected to PWG in April 2019). Business case for joint working in HR commissioned. Finance and corporate services options to be explored in the first phase of county council transformation programme.
6) To maximise the opportunities for joint initiatives and joint working with partners in ways that better meet the needs of residents.	Objective underway. The Partnership Working Group has identified a number of opportunities to improve how residents experience services through joint work. These include co-location, alignment of frontline services and strategic co-operation in areas such as the delivery of the growth deal.

4.4. Summary of Benefits Achieved

4.4.1 In summary the OCC | CDC partnership has met the objectives and principles it set out at the early stages of joint working. The partnership has taken

opportunities as they have emerged and commissioned more detailed business cases for joint working in several back-office services.

- 4.4.2 Members of the Partnership Working Group have been explicit in their ambitions to look at how county and district services can be aligned to better meet the needs of local communities and have endorsed early work to explore this with regards to housing and commissioning, family safeguarding, emergency planning, public protection and regulatory services.
- 4.4.3 Both partners have seen the potential for financial benefit, with in year savings delivered and the opportunity for further savings identified.
- 4.4.4 Finally, the work undertaken to date could be used to test the model for wider collaboration, for example with other districts or public sector partners.

5. Proposals for Partnership Development and Next steps

This section sets out a number of recommendations and proposals to help support the development of joint working if the partnership continues. It covers governance, performance, operational and project delivery and options for the future.

5.1 Governance

- 5.1.1 There are many options that are available to provide a governance framework for joint working. These include more formal or contractual arrangements (usually managed through service level agreements), the use of arm's length employment vehicles, joint ventures and various collaborative options under different elements of local government law. The use of a section 113 enables one authority to put its staff at the disposal of another to deliver services. It provides a flexible governance model whereby service specific arrangements can be developed on a case by case basis. The 113 provides the simplest method by which to undertake joint service delivery and as such should be maintained. Alternative governance models may be considered and if necessary they will be presented as part of specific service functions or projects / business cases. The 113 therefore needs to be clear and fit for purpose, to facilitate this a brief review of the 113 is suggested to ensure it is clear and fit for purpose.
- 5.1.2 Assurance that shared services are delivering and underpinned by effective corporate governance is important, as it is for traditional forms of service delivery. It is therefore proposed that as joint working is embedded and developed the shared arrangements should be added to the both councils internal audit programmes so assurance is considered on a routine basis, as part of business as usual.
- 5.1.3 Likewise both councils may wish to add appropriate commentary to their annual/quarterly governance statements to provide on-going assurance with regards to partnership governance.

- 5.1.4 As such, it is not proposed to change the role of audit committees with regards to risk, assurance and corporate governance of shared services or joint working, these recommendations seek to reflect or embed shared services governance in both councils' respective governance frameworks. Likewise, the scrutiny arrangements of both authorities may also be used to consider joint working as and when they choose to.
- 5.1.5 The decision-making body for matters relating to Joint Working is a formal joint working committee. This committee acts as an appointments committee and oversight committee for shared services. To date there has been no requirement for the committee to meet as there have been no chief officer appointments or formal business cases for shared services. When these are developed or appointments required the committee will be required to meet.

5.2 Performance and Review

- 5.2.1 All service delivery arrangements benefit from periodic review and performance management should form part of everyday operational delivery, shared services should not be considered any differently. However, it should be recognised that where a service is shared Members and/or service commissioners need to be assured that the function is delivering. As such it is recommended that an annual review of joint working performance is presented in the form of an annual report (publicly available) setting out outcomes, achievements and savings/efficiencies delivered.
- 5.2.2 This annual review should be a shared document providing both a summary of performance and a prospectus of opportunities which could be replicated in other areas of the county. This performance review should be considered in the public meeting of the councils' joint committee to ensure transparency. The document may also be considered used by each councils' scrutiny committees.
- 5.2.3 In terms of partnership review, it should be noted at any stage members from either side of the partnership can seek to end the relationship. The 113 sets out how this process would be undertaken. As such no further 'gateway' reviews of the existence of the partnership are recommended.
- 5.2.4 It is noted that the Partnership Working Group meets in private. This is due to the nature of discussions which include human resource matters. It is suggested that shared service delivery is included in both councils' performance management frameworks so Members not on the PWG are able to access information about joint working.

5.3 Operational and Project Delivery

- 5.3.1 The Partnership Working Group has sought to align the work to separate CDC from SNC and the OCC transformation programme with the development of options for joint working. It is worth noting that CDC is on track to separate all

frontline services from SNC by July 2019 and most back office services by September 2019. As such the CDC SNC partnership does not represent a significant barrier to joint working.

- 5.3.2 Since the inception of the partnership the OCC transformation programme has also begun in earnest. Officers have sought to align opportunities to explore joint working alongside transformation. This has the benefit of a single programme of change and minimises the impact on staff as the principle of 'one change process' is adhered to as much as possible. It should be noted that not all elements of the OCC transformation programme are appropriate to use for the development joint working. It should also be noted that the OCC transformation programme should not prevent options for joint working being explored.
- 5.3.3 As part of the work that has been undertaken to prepare a business case for a shared law and governance service PWC have reviewed and considered enablers for joint working. They have made a series of reflections which are set out below. It is recommended that should the partnership continue, these are addressed by a project team dedicated to the effective implementation of joint working. The PWG will receive a more detailed summary of the lesson learnt at the meeting in April 2019.
- a) There are no barriers which prevent joint working from being implemented. A systematic approach to addressing the areas raised through this work will help to avoid any potential 'speedbumps', improve staff engagement and can save additional effort and cost at a later point.
 - b) Equally pragmatism is needed –the councils could spend considerable time trying to get comprehensive solutions without delivering benefit. The three broad models of joint working (see table 1) will help services determine what is most applicable to them and make progress quickly.
 - c) A mixture of different joint models is likely to be needed depending on function, given the differences in responsibilities of OCC/CDC and vertical integration required. Clear core principles will help streamline how these arrangements are managed and monitored.
 - d) Example case studies of joint working between OCC and CDC will be a great catalyst for momentum in other service areas –improving the staff experience of joint working by minimising or mitigating ICT/Finance/HR operational challenges will help to establish these stories.
 - e) It should therefore be a priority to address key areas such as: HR operational policies (change management; disciplinary; appraisal); Finance principles for recharges, aligning finance working practice and budget processes; and ICT workarounds.
 - f) There are a number of other longer-term areas that will be important to consider and plan for, but will not need to be implemented until later (if at

all), such as: potential for pay / T&C alignment; values and behaviours for operating in partnership; greater ICT integration.

- g) An overarching view of the direction of joint working and where it is being developed will help to communicate and demonstrate mutual benefit to both councils when all is taken into account.
- h) A centrally co-ordinated programme of work alongside transformation would help to drive and implement joint working at greater pace. The log of queries and issues captured as part of this work (i.e. the law and governance business case) can be converted into a work plan to support this.
- i) A focus on cultural alignment and change management will be important – The focus of this work is on technical solutions to remove potential issues but a spirit of partnership must be cultivated and authentically felt at all levels so that joint working can be as successful as possible.

PWC March 2019

5.4 Options for the Future and Next Steps

- 5.4.1 After six months in operation the partnership has demonstrated that effective relationships between Councillors from different authorities can be formed, that opportunities can be taken as they arrive to maximise benefits and that there is potential for shared service delivery. Members have also identified additional ambitions and areas for joint working, including public estate and alignment around frontline services.
- 5.4.2 Following the six-month review there are two options; to continue to develop the partnership or to cease partnership working and revert to single authority arrangements.
- 5.4.3 The activity completed in the last six months suggests that there are no operational or financial reasons not to continue developing the partnership. Further opportunities have been identified and a solid working relationship between both officers and Members of the two councils has been formed to lead delivery. A series of improvements have been identified in this review to improve awareness, to improve project delivery, increase transparency and embed the partnership in the governance arrangements of both councils (for example including in the audit programme).
- 5.4.4 The alternative option would be to decommission the partnership. This would require the 113 agreement to be ended and all existing joint working arrangements to come to an end. Oxfordshire County and Cherwell District councils would then need to redefine their working relationship.
- 5.4.5 In summary it can be concluded that the first six months of partnership operation have demonstrated the 'proof of concept'. No governance issues have emerged that have prevented joint working, protocols to manage conflict

of interests have been put in place and joint human resource processes have been tested.

- 5.4.6. As such it is proposed that the partnership continues to develop on its current trajectory. That the principles and programme objectives as set out in Appendix 1 are re-endorsed and that all the improvements to performance, governance, and operational delivery contained within this report are accepted. It is also recommended that a short review of the 113 agreement is undertaken to ensure it is clear and fit for the next phase of the partnership. No further gateway reviews are recommended, ongoing assurance and performance managements arrangements should be used to ensure effective Member and managerial oversight.

Appendix 1: Joint Working Principles and Objectives

CHERWELL DISTRICT COUNCIL AND OXFORDSHIRE COUNTY COUNCIL PARTNERSHIP WORKING GROUP

Joint Working Principles and Objectives

23 October 2018

Executive Summary

1. This paper sets out the draft principles of joint working as considered in July by both Councils.
2. The Partnership Working Group is asked to consider these principles and note that they will form the guiding framework by which the partnership work programme is managed.
3. It should also be noted that after six months the programme will be reviewed, and success will be considered using these principles and objectives as the baseline.
4. The working group is asked to review the principles and objectives and identify any gaps or omissions that they would wish to see included. It is anticipated that any business case for joint working will need to reflect the principles and meet one or more of the objectives set out.

Principles of Joint Working

- 1) That both councils will retain their own governance and constitutional structures
- 2) That there will be no restriction on each authorities' ability to determine how it exercises its functions nor how each formulates and spends its budgets
- 3) That both councils will be able to demonstrate savings or a neutral position through the joint arrangements
- 4) That both councils will be able to demonstrate improved services and outcomes through the joint arrangements
- 5) That an incremental approach will be taken to manage risk, reduce costs and minimise the impact of transition on service delivery

- 6) That both councils will commit to working towards sharing formulation of policy, alignment of procedures and sharing of teams (subject to the approval by each council) where doing so is in the interests of residents and represents value for money
- 7) That local physical presence will be maintained and improved
- 8) That councillors from both councils will be fully involved in the development of the joint working arrangements
- 9) That both councils will work together to understand their organisational and political cultures and to assess risks and opportunities for joint working that result from these

Programme Objectives

- 1) To effectively co-ordinate and align key areas of work such as place making and growth, community development and wellbeing for the benefit of local residents, communities and businesses.
- 2) To develop joint working in areas where it makes sense to deliver services through integrated and/or aligned management and delivery teams.
- 3) To improve (or maintain) the financial position of both councils.
- 4) To consider the potential for an effective joint management structure or joint management posts.
- 5) To consider the potential for shared support services, serving the needs of both councils to the standards agreed by each.
- 6) To maximise the opportunities for joint initiatives and joint working with partners in ways that better meet the needs of residents.

Appendix 2: SWOT Analysis (strengths, weaknesses, opportunities, threats)

The analysis below sets out the strengths, weaknesses, opportunities, threats associated with the partnership:

Strengths	Weaknesses
<ul style="list-style-type: none">• Collaborative approach• Strong working relationships are developing• Maturity – sector leadership demonstrated• Early progress demonstrates a willingness to deliver and a proof of concept• Ability to move at pace demonstrated• Ability to realise savings demonstrated• Governance arrangement established	<ul style="list-style-type: none">• Currently there is no project team supporting the partnership programme and there is a risk that opportunities may be missed or not delivered at pace• The partnership is not well understood outside of the working group, which may lead to misunderstandings about how shared services work• No communications strategy for the partnership – either internal or external.
Opportunities	Threats
<ul style="list-style-type: none">• OCC ICT service improvement work is about to commence which could facilitate the development of a joint IT offer• Back office savings for both authorities due to joint working are deliverable, and whilst they may only reduce running costs in the early stages they may also facilitate more effective joint working across the county• Opportunities to collaborate on strategic matters such as the growth deal and demand management identified• Ambitious transformation programme affords opportunity to help drive change• Willingness to use the partnership to pilot joint working ideas that could be replicated cross county• Opportunity to use the partnership to revitalise agenda such as co-location, estates and property	<ul style="list-style-type: none">• Partnership seen as limited or benefits not applied more widely across the county and the districts• ICT, finance and HR services enable joint working and as such some alignment is required, this is currently in the earliest stages• So much scope and potential for joint working that efforts are spread too thinly• Other districts may feel excluded•

Division(s):

CABINET– 23 APRIL 2019

AFFINITY WATER: WATER RESOURCE MANAGEMENT PLAN CONSULTATION TO APRIL 2019

Report by Director for Planning and Place

RECOMMENDATION

1. **Cabinet is RECOMMENDED to**
 - (a) **Consider the issues and the draft response in Annex 1 and provide comments as appropriate; and**
 - (b) **Agree that the final response to the consultation be signed off by the Director of Planning and Place in consultation with the Cabinet Member for the Environment.**

Executive Summary

2. Affinity Water is consulting until 26th April 2019 on their Revised Draft Water Resources Management Plan (WRMP) 2019 which looks ahead to 2080. Affinity Water proposes with Thames Water to jointly develop a South East Strategic Reservoir in Oxfordshire (SESR) to provide a significant amount of additional water for its customers located to the East. A draft response to this Affinity Water WRMP raises the same issues expressed on the Thames Water WRMP in 2018.

Introduction

3. Annex 1 is a draft Oxfordshire County Council response to the consultation on Affinity Water's Revised Draft Water Resources Management Plan (WRMP). A WRMP sets out how a water company plans to maintain the balance between supply and demand for water for at least 25 years, in this case Affinity Water are planning to 2080.
4. Members will recall that Oxfordshire County Council responded on the Thames Water Draft WRMP in April 2018 (Cabinet 18 April); supported the position of the Group Against Reservoir Development (GARD) in July 2018 (Council 10 July); and responded to Thames Water's Revised Draft WRMP in November 2018 (Cabinet 20 November). A response on the Affinity Water Revised Draft WRMP is recommended because Affinity Water proposes to

jointly develop with Thames Water the South East Strategic Reservoir (SESR) between Drayton, Steventon, East Hanney, Marcham and Abingdon. A response from Oxfordshire County Council can reflect the views and concerns of those within Oxfordshire to add to those of Affinity Water's own customers located in areas to the East of Oxfordshire (shown in Figure 1).

Water Supply Options

5. Affinity Water forecasts increased water demand due to population growth. They currently provide on average 900 million litres of drinking water to approximately 3.6 million people, or 1.4 million households every day. Their plans for balancing water supply with demand include a commitment to increase their resilience to droughts by supporting customers to reduce demand, reducing leakage and investing in supply-side capacity improvements. The water they supply is currently mostly from sources local to their area with 65% from aquifers and 35% from rivers. They are planning to reduce abstraction from chalk stream catchments due to environmental concerns. Their preferred strategic option to address a future predicted shortfall in supply is to jointly construct the SESR to enable transfers of water to the East via the River Thames. An additional 100 MI/day (100 million litres per day) of water would be available for Affinity Water's customers based on the proposed reservoir having a total capacity to provide some 281MI/day.
6. The various strategic options and the different water companies are shown in Figure 1 below.

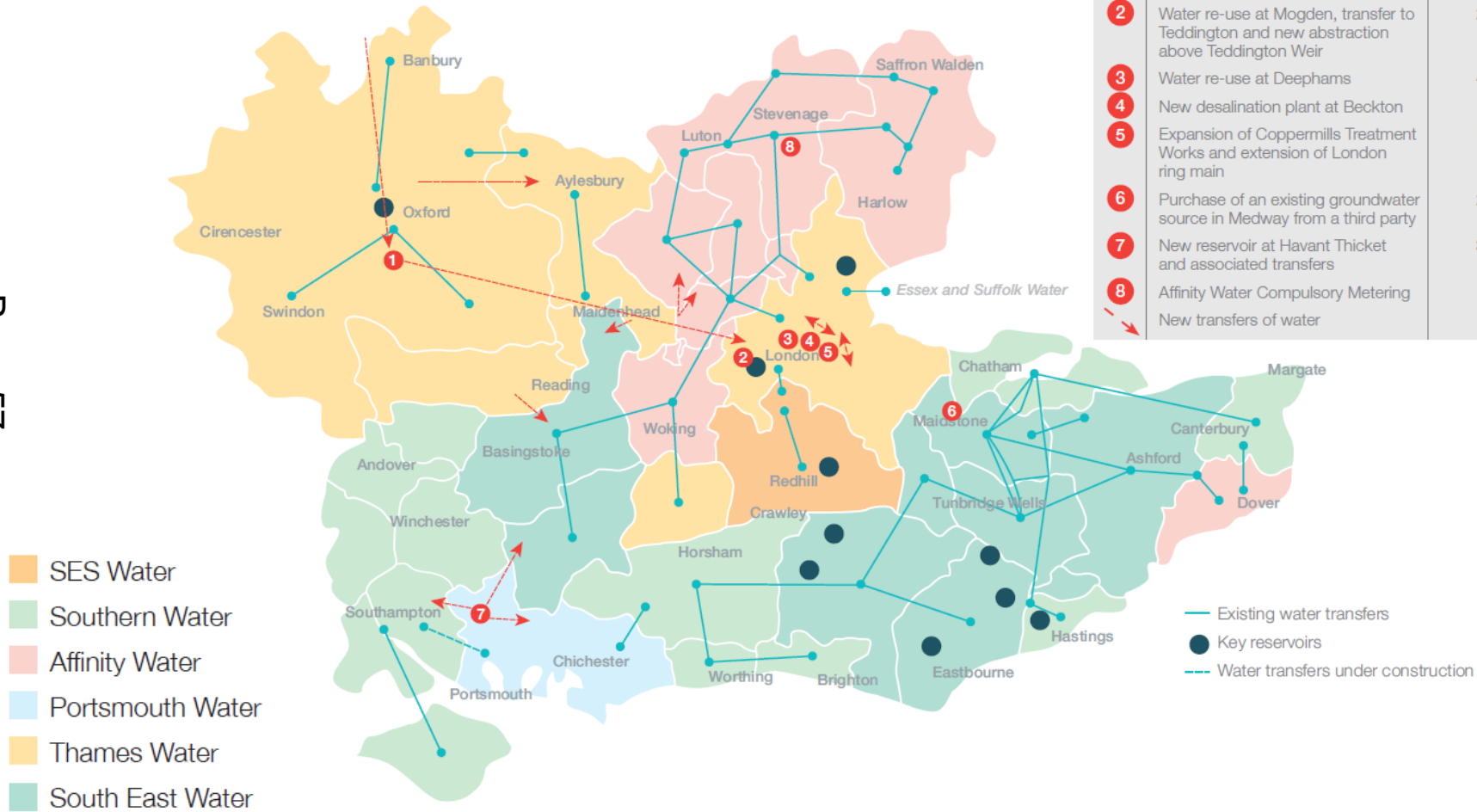
Figure 1

How the region may look in the future (showing schemes that deliver more than 15 million litres of water per day)

Key to the schemes shown on the map

	Scheme	Volume of water (million litres per day)	Estimated date when needed
1	New reservoir at Abingdon and associated transfers	281 million	2040 to 2050
2	Water re-use at Mogden, transfer to Teddington and new abstraction above Teddington Weir	268 million	2025 to 2030
3	Water re-use at Deephams	45 million	2025 to 2030
4	New desalination plant at Beckton	142 million	2030 to 2035
5	Expansion of Coppermills Treatment Works and extension of London ring main	100 million	2025 to 2030
6	Purchase of an existing groundwater source in Medway from a third party	20 million	2020 to 2025
7	New reservoir at Havant Thicket and associated transfers	36 million	2025 to 2030
8	Affinity Water Compulsory Metering	18 million	2020 to 2025
-	New transfers of water		

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Thames Water

7. Thames Water advised at a Stakeholder Forum held on 14th March 2019 that it has considered the 751 comments it received on its Revised Draft WRMP and has made some amendments. The substance of their plan is not changing and is understood to be consistent with Affinity Water's Draft Revised WRMP. Before this Cabinet meeting, the plan is likely to have been submitted to the Secretary of State, Department for the Environment, Food and Rural Affairs (Defra). A Statement of Response to the comments and addenda to various reports will also be produced and be available on their website before the end of April 2019. A decision on whether to approve the plan, require further work, require hearings or a public inquiry will be made by the Secretary of State.
8. Our previous responses to Thames Water in April 2018 and November 2018 are attached as appendices to the Affinity Water response. Officers are continuing to talk with Thames Water about their Plan and about the technical issues associated with a reservoir.

History and Press Interest

9. A proposal for a reservoir to the west of Abingdon was made in 2006 by Thames Water. The proposals were rejected by the then Secretary of State in 2011 for the Department for Environment, Food and Rural Affairs (Defra) following a public inquiry in 2010 into the plan. Since then, Thames Water has achieved safeguarding of land in the Vale of White Horse Local Plan Part 1, amended in Part 2, and has progressed its new Water Resources Management Plan to the current point.
10. The topic of a new reservoir periodically garners media interest. On 19th March 2019 both the BBC and Guardian reported on comments by Sir James Bevan, the Chief Executive of the Environment Agency, who warned that England could face water shortages "within 25 years". In addition to reducing daily use per person, Bevan argues for building new reservoirs. <https://www.theguardian.com/environment/2019/mar/18/england-to-run-short-of-water-within-25-years-environment-agency>

Regional Planning

11. Affinity Water and Thames Water have synchronised their approaches and as a result, both WRMPs are closely aligned on the timing of the need for the SESR option, the cost and development of SESR (shared one-third and two-thirds, with the same 15-year development programme), the use of adaptive plans and timing of a key decision point in 2023.
12. 'Water Resources in the South East' (WRSE) is an alliance that brings together all the water companies in the South-East. There has been a recent restructure to strengthen the organisation to achieve its strategic objectives,

which include preparing a regional resilience plan and greater use of markets and competition.

13. In our November 2018 response we requested that water companies in the South East collectively and clearly present their supply needs in a regional context through the production of a joint Regional Water Resource Management Plan. We are re-iterating this request in the draft response to Affinity Water.

Business Plans and 2023 Key Decision Point

14. Water companies have been required to submit a business plan for 2020-2025 to Ofwat for assessment. On 31st January 2019 Ofwat published its initial assessment of the various water companies' draft business plans. Both Thames Water and Affinity Water have been placed in the lowest category - 'significant scrutiny'. Revised business plans were expected from them at the beginning of April 2019. <https://www.ofwat.gov.uk/regulated-companies/price-review/2019-price-review/business-plans/>. Thames Water submitted their revised business plan on 1st April 2019.
15. Despite the 'significant scrutiny' rating, Ofwat has allocated funding to facilitate the development of strategic water resources, including £36.5 million to Affinity Water and Thames Water to develop the SESR option.
16. It is understood that the companies intend to work from 2020 to 2022 to investigate various supply scheme options, costs and benefits. This time also allows for the possibility of additional work, hearings or an inquiry on the WRMPs. In 2022 they intend to start pre-application for the SESR using the National Strategic Infrastructure Planning process. In this process, an applicant eventually submits an application for development consent to the Planning Inspectorate. All interested parties will be invited to attend a Preliminary Meeting. The Planning Inspectorate has up to six months to carry out the examination which would likely include hearings or an inquiry. In 2023 another round of draft WRMPs would be produced and key decisions would be made.

Financial and Staff Implications

17. There are no financial or staff implications with regards to the Affinity Water Revised Draft Water Resources Management Plan at this stage. If the County Council decides to become involved in a public inquiry, then there will likely be a financial impact.

Equalities Implications

18. There are no equalities implications with regards to the Affinity Water Revised Draft Water Resources Management Plan.

Sustainability Implications

19. Affinity Water serves customers outside of Oxfordshire. The proposal for a SESR within Oxfordshire could have sustainability implications if progressed which will be considered at each stage of the process.

SUE HALLIWELL
Director for Planning and Place

Background papers: As attached.

Contact Officer: Lynette Hughes, Senior Planner and Venina Bland, Planner

April 2019

**DRAFT RESPONSE TO AFFINITY WATER
REVISED DRAFT WATER RESOURCES MANAGEMENT PLAN (WRMP)2019
Deadline for comments: 26 April 2019**

Introduction

1. Oxfordshire County Council has an interest in Affinity Water's Revised Draft WRMP19 as it proposes the development of a surface reservoir between Abingdon, Drayton, Steventon, East Hanney and Marcham. This is referred to as the South East Strategic Reservoir (SESR).
2. The County Council previously responded to Thames Water's Draft WRMP19 during their consultation periods:
 - a. On 20 April 2018, in response to Thames Water Draft WRMP19. The full response is contained in Appendix 1.
 - b. On 27 November 2018, in response to Thames Water Revised Draft WRMP19. The full response is contained in Appendix 2.
3. At the time of writing this response, Thames Water had not published its Statement of Response for the Revised Draft WRMP19 consultation. However, we understand further to a stakeholder forum in March 2019 that their final WRMP is to be submitted to government in April 2019. The Secretary of State for the Department for Environment, Food and Rural Affairs (Defra) will then decide whether they can publish a final plan, whether additional work is required, or whether to call for a hearing or inquiry.
4. Affinity Water's current consultation on its Revised Draft WRMP means that it will not be able to submit its plan to government in April, but we understand that the aspiration is to rapidly consider comments and submit the WRMP to government by 31st May 2019.

Affinity Water options appraisal

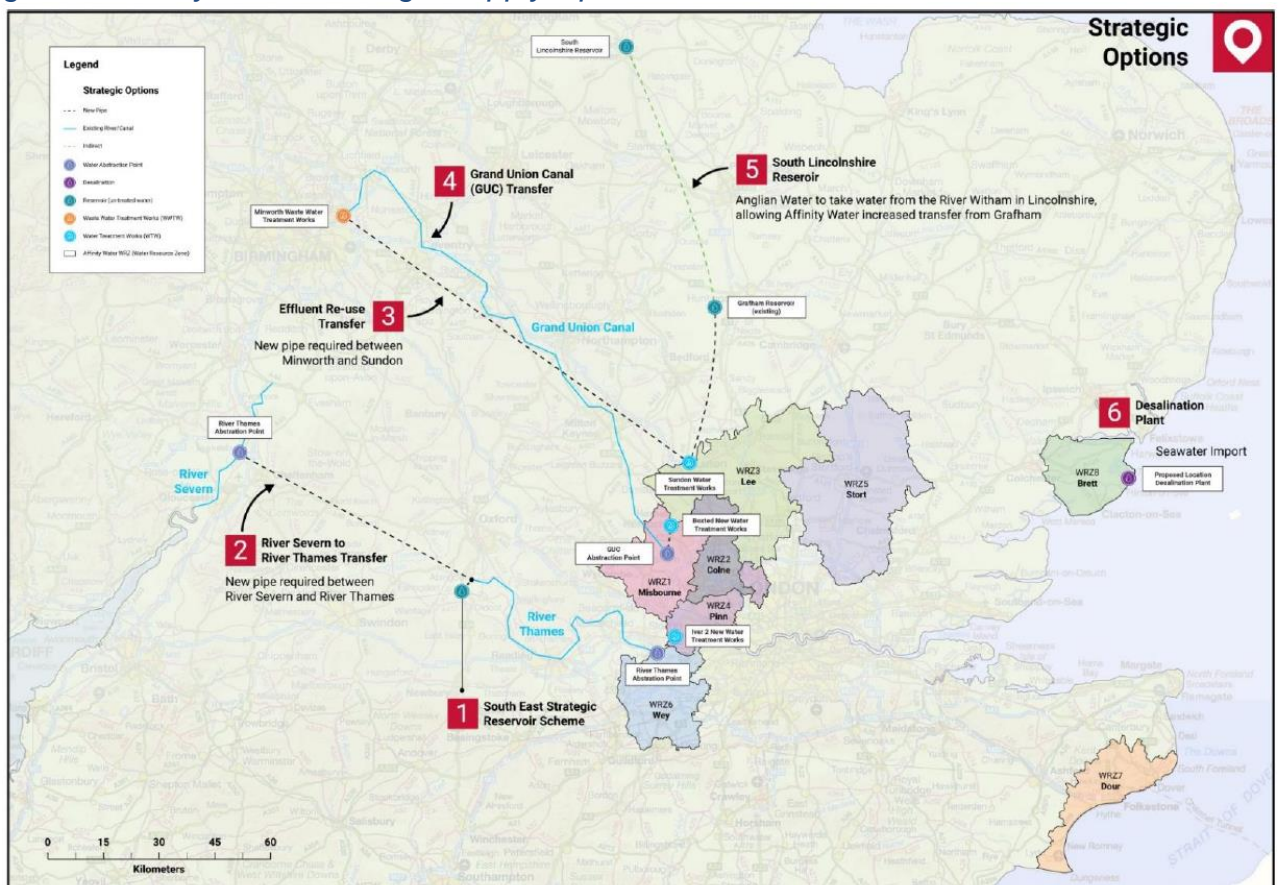
5. Table 1 is a list of strategic supply options identified by Affinity Water as capable of providing significant additional water resource in the mid-term. Figure 1 shows these diagrammatically.

Table 1: Affinity Water Strategic Supply Options

	Scheme name	Description
1	South East Strategic Reservoir (SESR)	The proposed reservoir is planned as a winter storage facility, where water is released back into the River Thames at other times. Affinity Water would reserve the volume required to provide their required yield. It is anticipated that Affinity Water would have the ability to take 100 MI/day (million litres per day) and Thames Water 181 MI/day. To enable this amount of water

		take, the anticipated size of the reservoir is 150 Mm ³ (150 cubic megametres), which is the largest reservoir option that Thames Water has consulted on.
2	Severn-Thames Transfer	Affinity Water has worked with Thames Water on the option to transfer water from the River Severn to the River Thames.
3	Minworth Effluent Transfer	This option is to take treated wastewater from Minworth WWTW, which is operated by Severn Trent Water, and transfer it via pipeline to Affinity Water's supply area and then treat it close to Affinity Water's existing Sundon Treatment Works.
4	Grand Union Canal Transfer (GUC)	Affinity Water has worked with the Canal and Rivers Trust (CRT) in respect of different levels of yield for a scheme to transfer water from Minworth WWTW and use the canal system to convey the water. It is anticipated that this could provide up to 50 MI/day.
5	South Lincolnshire Reservoir	This option is for Anglian Water to build a new reservoir in South Lincolnshire, which would allow Affinity Water to increase their take from the Grafham reservoir. It is anticipated that this could provide up to 100 MI/day.

Figure 1- Affinity Water Strategic Supply Options

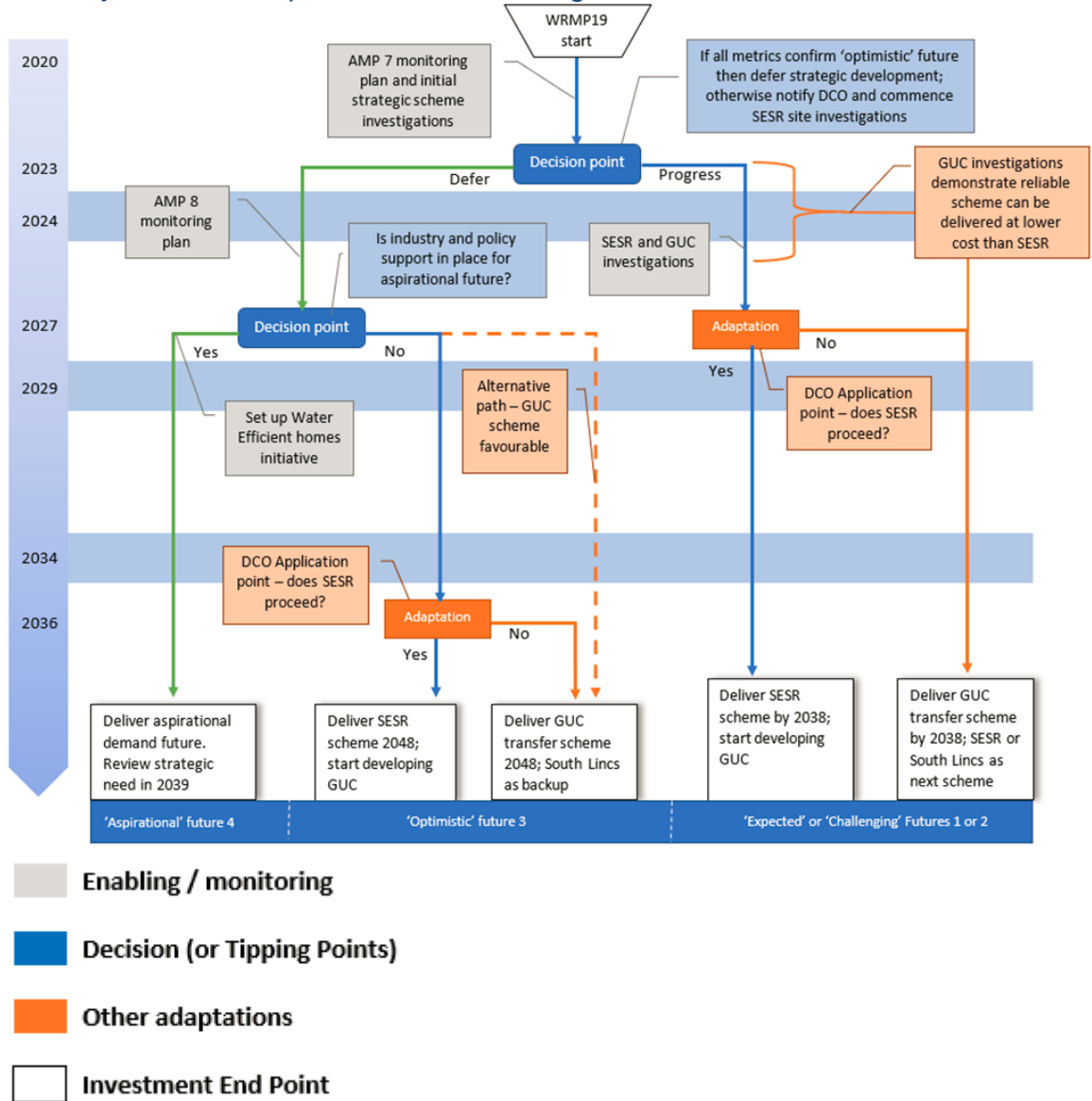


6. Affinity Water's analysis of four future scenarios (challenging, expected, optimistic and aspirational) selects SESR as the preferred option for the first strategic supply scheme. This is scheduled to start supplying water in 2037.
7. Both the SESR and GUC options require a 15-year lead time. This means that in the "challenging" future scenario, development will need to begin at the first strategic decision point in 2023 (See Figure 2).
8. **Response:** Oxfordshire County Council's particular concern is in respect of the SESR water supply option. We support analysis of different future scenarios which recognise that future population forecasts may change and/or innovation may affect the amount of need for water. Oxfordshire County Council would like to see a commitment to revise the list of strategic supply options in the light of changing forecasts and advances in technologies.

Adaptive Decision-Making

9. Affinity Water and Thames Water have both set out adaptive plans to allow decision-making in a timely manner that also can include potential deferring of investment on strategic supply options. Affinity Water's adaptive plan is summarised in Figure 2.
10. From now until the first decision point in 2023, Affinity Water will commence a monitoring plan of technical investigations, policy decisions and enabling actions, with the intention to progress SESR as the preferred option.
11. If SESR is not progressed at the 2023 or 2027 decision points, other options, such as GUC and/or South Lincolnshire Reservoir will be progressed.
12. **Response:** Oxfordshire County Council considers that there should be further investigation of the alternative options. Oxfordshire County Council is concerned that the adaptive decision-making process as represented in Figure 2 below appears to only figure monetary costs (for example it says that the GUC option will only be progressed directly at 2023 if it 'can be delivered at lower cost than SESR'), whereas other disbenefits and benefits need to be fully explored and taken into account in the decision-making process.

Figure 2 Affinity Water’s Adaptive Decision-Making Process



Demonstrating Regional-Scale Water Resource Management Planning

13. There is no Regional Water Resource Management Plan for the South-East. ‘Water Resources in the South East’ (WRSE), an alliance that brings together the water companies within the South-East, has recently restructured, but it is understood that they are looking to prepare a ‘regional resilience plan’ and they are not able to prepare a statutory plan.

14. **Response:** Oxfordshire County Council requests that water companies in the South East collectively and clearly present their supply needs in a regional context, preferably through a Regional Water Resource Management Plan.

Need for a Public Inquiry

15. Once WRMPs are submitted to government, the Secretary of State will decide whether the final plan can be published, whether further work is required, or call for either a hearing or public inquiry.
16. Further to that, a proposed reservoir such as the SESR would follow the National Infrastructure Planning development consent application process. The application would be submitted to the Planning Inspectorate and the Inspectorate could also request hearings as part of the examination.
17. **Response:** Oxfordshire County Council considers there is a need for a public inquiry on both the Thames Water and Affinity Water WRMPs, to ensure a correct and robust process has been followed and the implications for each option have been fully assessed and explored in an appropriate level of detail. This would provide clarity on the need for, location and size of any potential reservoir near Abingdon or within the south-east region.

Conceptual design

18. Affinity Water does not provide details on SESR conceptual design. Based on their Economics of Balancing Supply and Demand (ESBD) modelling, Affinity Water has identified the SESR scheme (with 100MI/d of additional supply) as the preferred strategic option. This demand requirement ultimately influences the final design.
19. **Response:** Oxfordshire County Council's conceptual design concerns are raised in paragraphs 24- 59 of the November 2018 TW-WRMP19 Response in Appendix 2 and these should be referred to. Further discussion on conceptual design issues is sought.

Response to Affinity Water's Consultation Questions

How we are planning to meet the changing needs of the future - Our Plan allows us to adapt to these uncertainties and deliver solutions. We are proposing an approach that focuses on reducing demand for water and developing long-term strategic regional water supply options where we would jointly build a new reservoir with a neighbouring water company and transfer water using a canal. Do you agree with this approach?

20. **Response:** The County Council supports the twin-track approach to improve water supply resilience through both reduced demand and increased supply options. However, we are concerned at the SESR being identified as the preferred strategic option. We support a public inquiry to ensure a correct and robust process has been followed and the implications for each option have been fully assessed and explored in an appropriate level of detail.

Leakage - In our Plan, we aim to reduce leakage to between 11% and 13% by 2045, provided we can do it in an affordable way for customers. This would be a reduction of nearly 50% since 2015. Do you agree with this proposal?

21. **Response:** The County Council supports Affinity Water's ambition to reduce leakages by 50% by 2045 and expects further leakage reductions beyond 2045 considering the plan goes to 2080.

Options to increase the supply of water - We are proposing to construct a new storage reservoir in Oxfordshire, called the South East Strategic Reservoir, in partnership with Thames Water. The River Thames will be used to transfer water into the area we serve. This will provide an extra 100 million litres of water per day by the late 2030s. Do you agree with this proposal?

22. **Response:** The County Council objects to this proposal based on concerns raised throughout this response and the appendices. The SESR would have substantial environmental, transport and landscape impacts in Oxfordshire both during construction and when in operation.

Options to increase the supply of water - We will continue to investigate the potential to transfer treated wastewater via the Grand Union Canal. This would bring water to the area we serve from near Birmingham, where there is a surplus of water available. This could provide an additional 50 million litres of water per day to customers either in the longer term or as an alternative to the reservoir development. Do you agree with this proposal?

23. **Response:** The County Council supports further investigation and development into this scheme based on the need to action alternative options to the SESR scheme.

Reducing the amount of water used by each person per day - In our Plan, we are aiming to reduce this to between 110 and 120 litres per person per day by 2045, but only if this is affordable for customers and delivered in a way acceptable to them. Do you agree with this proposal?

24. **Response:** The County Council supports Affinity Water's ambition to reduce individual water use, as a way of managing strain on future supply scenarios.

Cost of our Plan - Delivering our Plan will mean a rise in customer bills from the 2018 annual average of £171.70 to £193.70 in 2080. This is an increase of 37 pence per year. This figure does not include inflation or wastewater (sewerage) bills. Is this proposal acceptable?

25. **Response:** The County Council does not have any comments, other than to query the question as the increase quoted is a £22 rise in average customer bills per year.

Conclusion

26. **Response:** Oxfordshire County Council's position has not changed from its response on Thames Water's revised draft WRMP in November 2018. Oxfordshire County Council is supportive of the approach being taken by water companies to build in resilience in their investment programmes and take an adaptive approach to decision making. However, we **OBJECT** to the current Affinity Water WRMP in respect of the proposals for a SESR and we consider that other alternatives should be further investigated. Oxfordshire County Council considers that a public inquiry should be held to ensure a correct and robust process has been followed and the implications for each option have been fully assessed and explored in an appropriate level of detail.



Reference: Thames Water WRMP19

**Communities
County Hall
New Road
Oxford
OX1 1ND**

**Susan Halliwell
Director for Planning & Place**

20 April 2018

Dear Sir/Madam

Re: Thames Water Draft Water Resources Management Plan 2019

Introduction

Thank you for providing Oxfordshire County Council with the opportunity to respond to Thames Water's Draft Water Resource Management Plan 2019.

The following letter provides Oxfordshire County Council's comments on the proposed plan focussing on water trading, the need for a reservoir in Abingdon, Thames Water's forecasting and proposed demand management measures.

Key Issues

Water Trading

1. It is noted that in April 2017 Water Market Deregulation took place which no longer restricted businesses, charities and public sector customers to buying retail water services from their regional water company.
2. Through water trading, which is promoted and incentivised by Ofwat (the economic regulator of the water sector in England and Wales), it is recognised that water companies can import and export to each other and can include this within their forecasting. By introducing incentives, it would be expected that it would be in an individual water company's interest to have surplus to sell.
3. Thames Water is part of a wider alliance of water companies, Water Resources in the South East (WRSE). Along with the Environment Agency, Ofwat, the Consumer Council for Water, Natural England and Defra, the alliance comprises the following water companies: Thames Water, South East

Water, Southern Water, Portsmouth Water, Sutton and East Surrey Water and Affinity Water.

4. Thames Water includes in their Plan an expectation to purchase 17 million litres of water per day (17MI/d) and to export approximately 120MI/d of water to Affinity and South East Water in total by 2065.

Proposed Reservoir – Abingdon

5. To enable Thames Water to maintain their supply resilience and support regional demands for raw water from Affinity Water and South East Water, from approximately 2040 onwards a regional reservoir at Abingdon is planned. Oxfordshire County Council would like to understand more around the methodology used and calculations arrived at when considering the amount of water needed for Thames Water's catchment. The County also needs clarification on the quantities expected to be sold to other members of the alliance and the infrastructure required within the Thames Water Valley to ensure this water supply. Following on from this urgent, further discussion is essential on its location and the size of reservoir required.
6. Our understanding is that evidence on appraisals of suitable reservoir locations within the Thames Water catchment area has taken place, with a number of sifting exercises undertaken resulting in the Abingdon location being taken forward as the preferred site. The results of this can be found in the Thames Water Resource Options: Reservoir feasibility report - Executive Summary (September 2016).
7. However, the county would like further discussion with Thames Water and possibly other members of the WRSE on the potential sites that have been assessed across the South East region. As the reservoir is a 'Regional Reservoir', the County needs to fully understand the process that has been undertaken to assess other sites for their suitability for such a reservoir.
8. The proposed reservoir would be a significant piece of strategic infrastructure of national importance with a long lead in time, a planning application for which would be determined by the National Infrastructure Commission. Whilst new water resources will be required to meet Oxfordshire's needs, the scale of the new reservoir is driven by London's growing demands and other parts of the South East of England.
9. The reservoir would have substantial environmental, transport and landscape impacts in southern Oxfordshire, both during construction and when in operation. However, it could also provide an opportunity for a new leisure and/or green infrastructure resource if Thames Water's community benefits as part of their scheme. As such the County Council welcomes immediate and regular engagement with Thames Water on the potential reservoir, how, if the Plan is agreed, it is proposed to be developed and timescales for an application.

Population Forecasting

10. The Thames Water supply area contains 95 Local Authorities and Appendix E (Population and Property Projections) states that the forecasts have been produced using Local Plan housing evidence from each authority with a data capture in August 2017. It is noted that in the revised March 2018 population data that post-2045 population and housing figures have been revised down from those originally forecast.
11. It is accepted that housing numbers and Local Plans are emerging in some cases but there are significant concerns over these figures. Numbers for South Oxfordshire are lower than those contained in the emerging Local Plan and, in all Plans except for West Oxfordshire, Oxford's unmet housing need is omitted. It is also unclear whether Thames Water's forecasting takes into account any growth in Oxford City at all, as the housing number in appendix E contains a question mark.
12. The figures contained within this appendix underpin the entire plan and consequently there are significant concerns that not only has housing growth in Oxfordshire been miscalculated, identifying lower housing growth, but this may also be the case for other authorities within the Thames Valley.
13. Oxford is at the western end of the Oxford – Milton Keynes – Cambridge corridor which has been identified by the National Infrastructure Commission as an area of growth. Recognising this, all Oxfordshire County and District Councils have recently signed a Growth Deal with Government which commits to jointly delivering 100,000 homes to 2031 including an accelerated programme of delivery over the next 5 years. This deal includes a commitment to produce a Joint Statutory Spatial Plan by 2021, which would identify strategic locations for housing and employment growth within the county to 2050.
14. In this context, it is recommended that Thames Water reassesses the expected housing growth within Oxfordshire, and potentially elsewhere, and re-examines whether the preferred programme contained within the Plan is adequate to accommodate growth within the region. Oxfordshire County Council would welcome further discussion with Thames Water on this.

Demand Management - Leakages

15. Thames Water aims to reduce leakages to 15% by 2025 which equates to 100MI/d.
16. Oxfordshire County Council would expect Thames Water to maximise their infrastructure (pipes, leakages and sewerage etc) and speed up their programme of leakage reduction early on in the plan period to delay the need for a reservoir as long as possible.

Further Engagement

17. Oxfordshire County Council would welcome a presentation to local members by Thames Water and will be in touch to arrange this over the coming months.

Yours sincerely

Susan Halliwell
Director for Planning & Place

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Email: susan.halliwell@oxfordshire.gov.uk
www.oxfordshire.gov.uk

APPENDIX 2



Reference: Thames Water WRMP19

**Communities
County Hall
New Road
Oxford
OX1 1ND**

**Susan Halliwell
Director for Planning & Place**

27 November 2018

Dear Sir/Madam,

**Re: Thames Water Revised Draft Water Resources Management Plan 2019
Deadline: 28 November 2018**

Thank you for providing Oxfordshire County Council with the opportunity to respond to Thames Water's Revised Draft Water Resource Management Plan 2019.

The following letter provides Oxfordshire County Council's comments on the proposed plan focussing the need for a reservoir in Abingdon.

Introduction

1. Oxfordshire County Council responded to Thames Water's Draft Water Resource Management Plan (WRMP) in April 2018. The full response is contained in Appendix 1.
2. In July 2018, Oxfordshire County Council resolved to support the position of Group Against Reservoir Development (GARD) in their response to the Draft WRMP19 which asked Thames Water to undertake a second consultation and to:
 - a. Reduce leakage by half by 2050
 - b. Improve water-use efficiency to match the norms of other companies
 - c. Provide a proper analysis of water available through other measures, including Teddington DRA and water re-use.The full response is contained in Appendix 2.
3. The following comments are in response to Thames Water's Revised Draft WRMP published in October 2018.

Leakage Reduction

4. Oxfordshire County Council previously raised issues around Thames Water's programme of leakage reduction. In the revised draft WRMP Thames Water have committed to reduce leakages by halve by 2050. Oxfordshire County

Council supports this ambition and expects Thames Water to outline a further reduction in leakages beyond 2050.

Population Forecasts

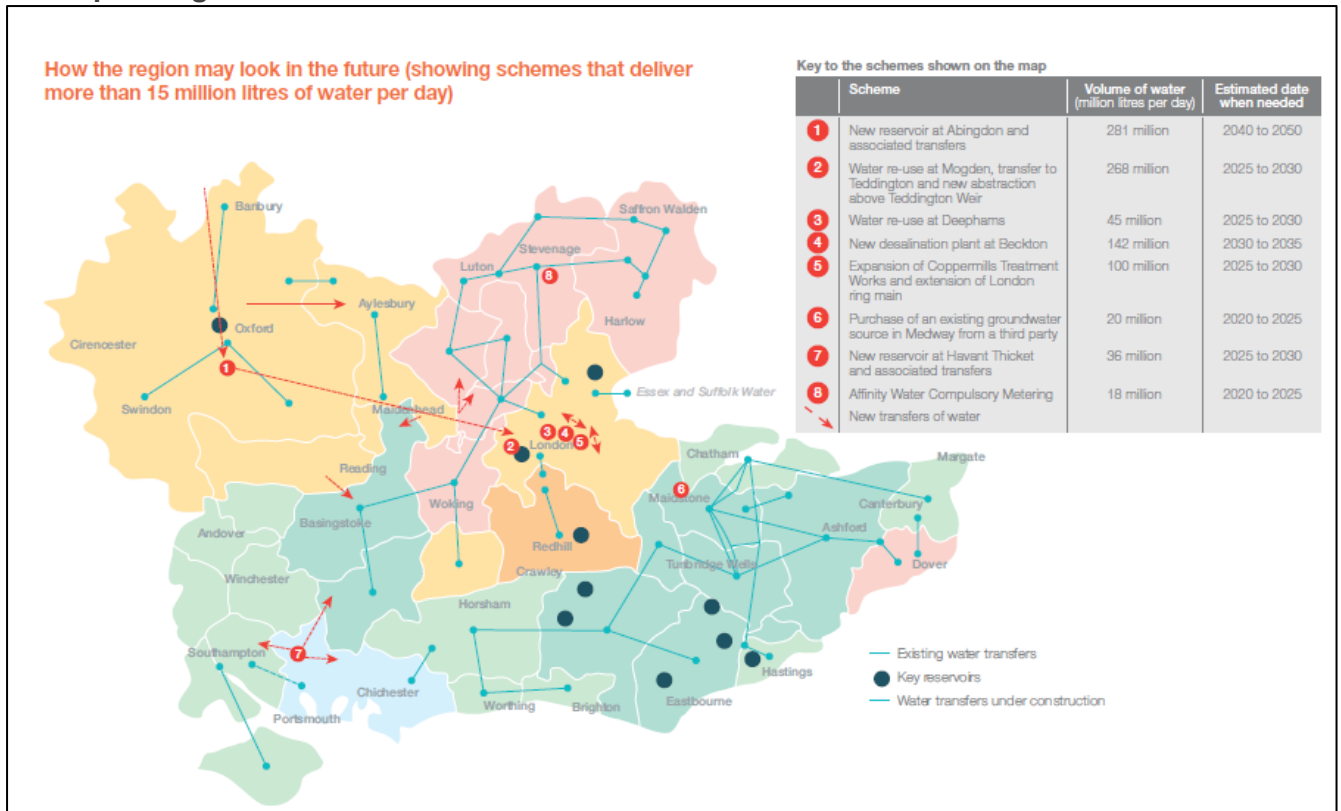
5. Under statutory guidance Thames Water has planned for growth forecast in Local Authority Local Plans. They have collated forecasts for the 65 local authority areas where water is supplied to and used the figures to calculate the demand for water. Thames Water forecasts a gap between supply and demand in the Thames Water catchment area from the beginning of the 2020 planning period that increases through the century. The Thames Water catchment area is now expected to grow from 10.1m in 2019 to 13.9m in 2100 (this has been reduced from 15.4m in the previous draft WRMP).
6. Oxfordshire County Council accepts that Thames Water should follow statutory guidance. Nevertheless, the point made in April 2018 about the reliability of forecasts remains. Oxfordshire County Council also seeks to be presented with population forecasting undertaken by other water companies in the south-east region if those plans are to be reliant on a proposed reservoir in Abingdon.

Proposed Abingdon Reservoir - Principles

7. The County Council is cognisant that Thames Water is following clear guidelines set out by bodies such as Ofwat, Defra, Government and the National Infrastructure Commission on the need to work with other regional partner companies, exploring options such as reservoirs to ensure resilience against population growth and impacts of climate change. It is proposed that Oxfordshire County Council is supportive of this approach.
8. Water Resources in the South East (WRSE) is an alliance that brings together the water companies within the south-east. In April 2018 it published a strategy¹ 'From Source to Tap – The South-East Strategy for Water' which considers the water issues facing the south-east collectively.
9. Map 1 shows the potential 'big ticket' schemes around the region by volume of water those schemes produce; with a reservoir in Oxfordshire producing the highest quantities of water within the south-east.

¹ http://www.wrse.org.uk/wp-content/uploads/2018/04/WRSE_File_726_From_Source_To_Tap.pdf

Map 1: 'Big Ticket' schemes



10. It is not clear from the WRSE Strategy whether water companies have collectively reviewed potential schemes across the south-east and reached a conclusion on the best option for all water companies and consumers, or if the proposed reservoir in Oxfordshire is simply presented by Thames Water as a 'good choice' for the south-east.

11. It is noted that WRSE will publish a final report in Autumn 2018 outlining potential solutions available to meet the south-east regional deficit. Oxfordshire County Council is keen to understand if this will present the historic, sequential testing of scheme options around the south-east undertaken by all water companies which could include potential sites for large scale infrastructure such as reservoirs outside of the Thames Valley catchment.

12. The WRSE 'From Source to Tap' document also considers further work over the coming years, including to: *Develop one regional plan that is split up into the companies' Water Resource Management Plans for them to consult on and deliver.* The County Council supports this ambition for a Regional Water Resource Management Plan for the south-East so all options for water resilience in a regional context are fully understood before a commitment to large infrastructure such as a reservoir, taking years to construct with huge impacts on the respective local population, is made.

13. The Executive Summary goes on to state that Thames Water has included funding in their business plan to support and drive further development of a regional plan which the County Council is supportive of.
14. Prior to Oxfordshire County Council accepting the need for a proposed reservoir anywhere in the south-east region it needs to understand clearly the sequential testing of supply options undertaken by Affinity Water, as well as other water companies in the South East, and then be presented with evidence to show that its current location in Abingdon is the best option. A proposed reservoir of this scale would take years to construct and have a significant impact on any nearby local population which must be taken into account when reaching a decision on a preferred programme of supply options.
15. Currently Oxfordshire County Council considers that Thames Water and other water companies in the south-east region have not produced a coherent plan that considers regional need. The Thames Water WRMP is flawed in that it has evolved quickly, has presented material which does not fully explain the wider regional need (for example it only includes population forecasts for the Thames Valley catchment area) and has concluded that a large reservoir is required in Abingdon.
16. It is therefore requested that water companies in the south east collectively and clearly present their supply needs in a regional context through the production of a joint Regional Water Resource Management Plan for the South-East demonstrating jointly the demand and supply options to Oxfordshire County Council so that any potential reservoir's location and size can be assessed accordingly in the context of regional need.

Need for Public Inquiry

17. The County Council supports the need for a public inquiry to ensure a correct and robust process has been followed and the implications for each option have been fully assessed and explored in an appropriate level of detail. This would provide clarity on the need for, location and size of any potential reservoir in Abingdon or within the south-east region.

Proposed Abingdon Reservoir – Conceptual Design

18. The proposed reservoir is now being presented as being promoted by both Thames Water and Affinity Water with Thames Water supplying Affinity Water with 100ml/d in the 2030s. There is also potential for future demands from other water companies in the south-east.
19. The Thames Water WRMP19 'Resource Options' provides conceptual designs and related data for proposed reservoirs in Abingdon ranging from 30,000ml to 150,000ml in capacity. Options include single reservoirs and a combination of 2 reservoirs with split capacity.

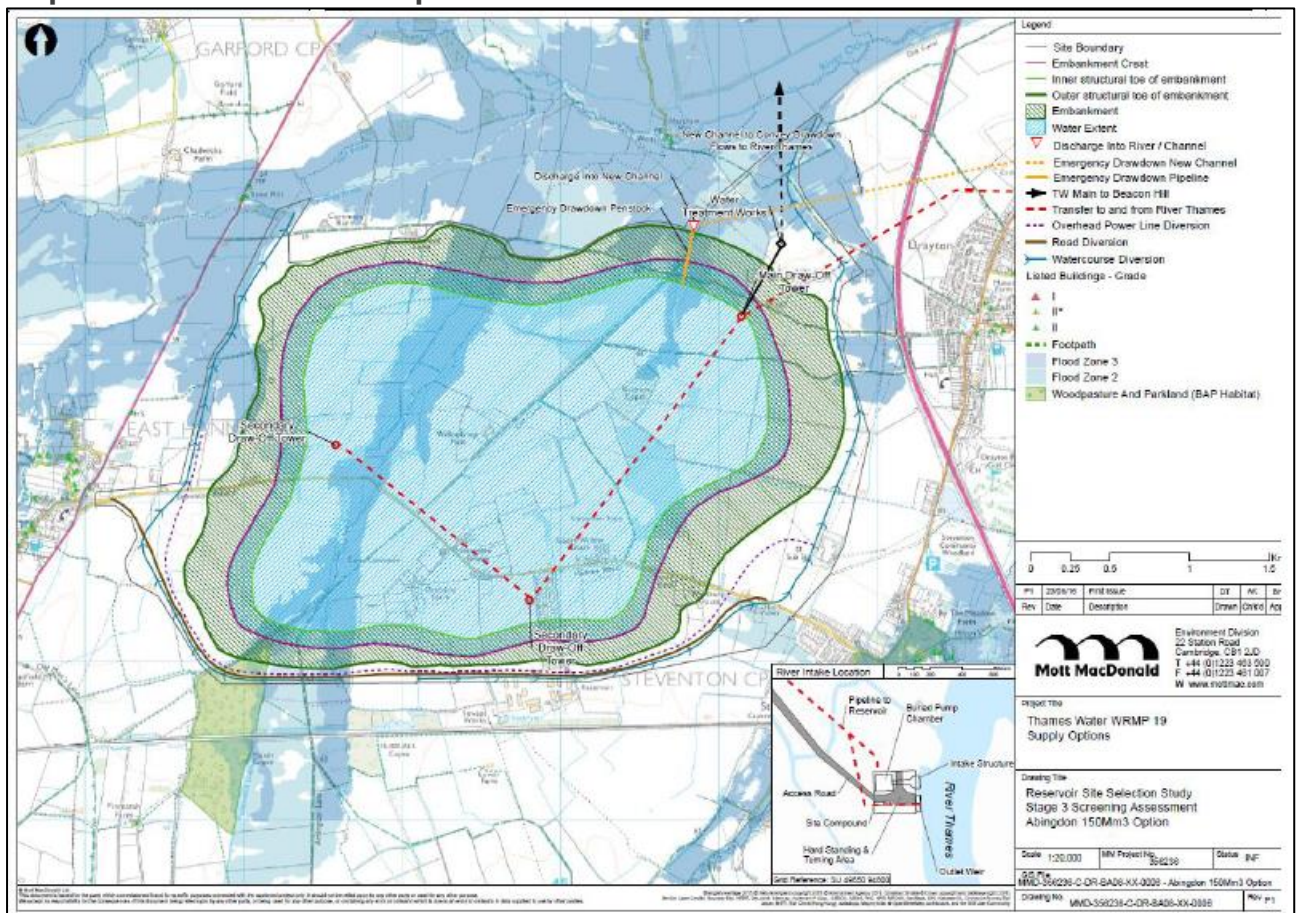
20. Each option also varies in hectarage of water surface area at full supply level (from 165ha to 675ha), size of perimeter (from 4.8km to 10.3km) and height of embankment (15m – 25m).

21. In each option the same access arrangements are suggested:

- a. A new road access to be provided by a new access off the A34 on the eastern end of the reservoir;
- b. A new temporary railway siding constructed on the southern edge of the site for the delivery of sand and gravel.

22. Map 2 shows the preferred 150Mm3 reservoir option.

Map 2: 150Mm3 reservoir option



23. Oxfordshire County Council understands that that the various plans/maps within the report are concept only and that further work is required on these. However, they do raise a number of issues which OCC would seek clarity on moving forward. Some of the issues raised below will have a material impact on whether the Abingdon Site can be delivered in terms of infrastructure required outside of the site. Below are the main issues we wish to raise.

Highway access

24. OCC seeks clarity on the intended road access for the site. In *Appendix D: Stage 2: Site assessment*, the RAG assessment of the Abingdon site (p.36) states that “Site access does not involve local roads – access to A34 via A415 without the need to pass through built up areas”, this would appear to be confirmed by the site layout drawings in *Appendix U: Abingdon phased options*, which indicate an access road from the site joining the A415 to the west of the Marcham Interchange.
25. However, this would appear to be inconsistent with the wording in *Appendix M: Reservoir site descriptions*, in which access for each capacity option is described as “Road access to the site would be provided by a new access off the A34 road on the eastern end of the reservoir.” OCC seeks confirmation whether it is intended for the access road to be from the A415 or directly from the A34 itself.
26. Assuming the former is correct, OCC will need to understand the traffic impact of a new access taken from the A415, which experiences high volumes of traffic in the AM and PM peaks. There are also known capacity issues at Marcham Interchange. The impact of additional movements generated by the site will need to be understood and possible mitigation measures to the highway network identified where appropriate. This will need to include a thorough assessment of the impact of construction traffic and traffic generated by the site when it is operational, including trips generated by recreational users.
27. If access is to be taken directly from the A34 (and not via the A415), the impact of all types of traffic generated by the site (construction, operational, and recreational) will also need to be understood. In either scenario, Highways England will need to be consulted on the proposal for the reservoir at the earliest possible opportunity.
28. OCC is seeking to safeguard land immediately to the north of Milton Interchange in the submitted Vale of White Horse District Council Local Plan Part Two. This is to facilitate the potential for improving access to the A34 near Milton Park, OCC would like to understand whether a potential new access to the A34 serving the reservoir would prejudice the delivery of such a scheme.
29. Land is also safeguarded for an Abingdon Southern Bypass in the Vale of White Horse Local Plan Part 1 (Appendix E) and land is proposed to be safeguarded for a Marcham Bypass in the Vale of White Horse Local Plan Part 2 (Appendix B). OCC needs to understand whether these schemes could be impacted.
30. It will also be important to understand what is planned with regard to other highway accesses to the reservoir. Clarity is needed as to whether it is intended for the only access to be via the A415 or if there will be other accesses to other parts of the existing highway network. Additionally, if there

are to be multiple accesses, it will be important to understand if some will be restricted to site traffic only and if others will be for public access.

Diversion of the Hanney / Steventon Road

31. A number of the capacity options will result in the need to divert the route of the Hanney / Steventon Road. Instead of the indicative route shown on the drawings in Appendix U, where the road joins back up with its original route immediately to the east of East Hanney, OCC would like to explore the possibility of the road joining the A338 further south. The precise location of the new access would need to be explored but this would be between the railway line and the southern end of East Hanney. The rationale for exploring this option is to more directly serve the proposed new Grove Railway Station, for which OCC is seeking to safeguard land adjacent to the A338 in the submitted Vale of White Horse District Council Local Plan Part Two. It also offers the opportunity to offer alternative bus routes across the area with reduced journey times.

Temporary railway siding

32. Although the construction of a railway siding is described as temporary (p.35 of the main report and various pages in Appendix M) for the delivery of sand and gravel, it is not made explicit that this is for use only during the construction period, clarity is required on this matter. Further to this, Network Rail will need to be consulted at the earliest opportunity to determine whether this proposal is feasible. Additionally, OCC would seek to ascertain whether the provision of a temporary siding may prejudice the delivery of the aforementioned Grove Station.
33. A temporary siding alongside the Great Western Main Line on the southern edge of the site for the delivery of sand and gravel is possible but there is insufficient detail to determine whether it is a realistic suggestion.
34. Thames Water states that if suitable granular material cannot be located on site with which to construct the embankment drainage, then a total of between 127,000m³ and 290,000m³ of sands and gravels will need to be imported (depending on the size of the reservoir built). Wet sand (that is sand stored in a natural setting and naturally compressed) has a nominal density of 1.9 metric tons per cubic metre (m³) so the requirement would be for between 241,300 and 551,000 tons.
35. Thames Water do not indicate the proportion of imported material which will be delivered by rail, whether it will require processing or what the facilities will be for unloading and stockpiling on site. It is noted that the site boundary does not appear to include the land needed for the construction of a temporary aggregate siding.
36. The siding, will in effect need to be two parallel sidings, each capable of accommodating up to 20 wagons and a locomotive, with a head shunt at each end to release the locomotive, and a separate siding for storing any crippled

wagons. A storage area will be needed for the sand and gravel after it is unloaded from the train, probably by a mechanical grab. A similar facility at Water Eaton, suggests a site approximately 650m in length would be required.

37. The two-track railway between Didcot and Swindon is severely capacity constrained so works will inevitably be required to the existing infrastructure to facilitate the aggregate sidings, including additional track in the form of crossovers and connection into the site, along with new signals and associate cabling. It may even be necessary to provide loops alongside the existing railway where a freight train can stand clear of the high-speed main lines whilst waiting for acceptance into the sidings.
38. Whilst there are a number of active sites producing sharp sand and gravel in Oxfordshire they are mainly concentrated in the north of the county. The Minerals & Waste Local Plan Core Strategy predicts that they will be the only local source of sand and gravel by 2028 unless a new mineral working is agreed in the south of the county. None are rail-connected. The imported sand and gravel, if it is to be delivered by train, is likely to originate in the Kent and East London areas where there are rail-served wharves that land marine dredged sand and gravel from the North Sea, East English Channel and Thames Estuary. However, timetabling freight trains on the busy commuter lines around London may be challenging.
39. There is a possibility changes to the rail infrastructure may help increase rail capacity, alongside proposals being considered by Network Rail to extend the existing loops further towards Swindon. This will need to be considered in more detail but it could be a positive legacy of the construction works.

Impact of proposed tunnel between the reservoir and the River Thames

40. Whilst it is appreciated that the drawings provided in Appendix U are described as conceptual, it is worth noting that a new tunnel is shown immediately to the north of Drayton. However, the OS base map used is out of date and does not show a number of recently built developments, including the residential development of Walnut Meadow, under which the tunnel would appear to run. Even assuming the correct position of the tunnel is to the north of the residential development, OCC would seek to understand the effect of that construction on roads and property in the area, including any requirement to close roads during construction.

Construction Management Plan

41. A detailed construction management plan will need to be produced for this proposal. Answers to some of the above questions, particularly construction traffic usage of the A34/A415 and the potential for transporting materials by rail will need to be understood as these will be fundamental to the impact of construction traffic and therefore the necessary mitigation measures, including diversions, temporary improvements to capacity on effected roads, etc. In addition to the construction impact of the reservoir site itself, the management

plan will need to take account of the impact on the highway network of the associated infrastructure between the reservoir and the River Thames.

Oxford to Cambridge Expressway

42. Highways England are looking at possible route for a new expressway between Oxford and Cambridge. Currently Highways England are assessing route options around Oxford and there is potential that a route may come as far south as Didcot. The reservoir planning needs to be aware of these plans in any future design work.

Future leisure use of the Reservoir

43. It is important to understand the potential future use of the reservoir for leisure activities such as walking, cycling, nature reserves and water sports. Other reservoirs/large bodies of water across the county attract high visitor numbers and the potential impact of visitors on a road network that already has significant capacity issues need to be fully assessed and understood – as well as the potential for building the offsite and onsite transport infrastructure to enable active and sustainable modes of travel to the reservoir. This should include the restoration of the Wilts and Berks Canal.

Public Rights of Way and Countryside Access

44. As is recognised in the plan, all of the capacity options will have a significant impact on a number of public rights of way that cross the site area and the surrounding area – as well as on path users which include equestrians, cyclists and walkers. These impacts could be both negative and positive so a specific appraisal of public rights of way and users should be undertaken.
45. It appears that some alterations to the public rights of way and countryside access may be necessary to accommodate the reservoir and associated infrastructure so separate legal processes will be needed to alter these routes. The extent of these alterations should be minimised and enhancements to the existing network in the vicinity made – including surfaces, furniture and landscaping.
46. Further to this, although there are bridges shown in the drawings provided where public rights of way intersect with the Auxiliary Drawdown Channel, no bridges are shown where the channel crosses them. It will be expected that provision is made for the continued use of these public rights of way without significant diversion, i.e. for bridges to also be constructed at these locations.
47. The reservoir has the potential to create new routes for recreational access around the site and onward connections to settlements and the public rights of way network as well as upgrading existing routes in the vicinity to maximise their utility. This should include the restoration of the Wilts and Berks Canal on its historic or alternative route.

Negative impacts of the reservoir (on access), that OCC would like to avoid or reduce

- Unavoidable loss of public rights of way on the site of the reservoir and associated infrastructure areas that currently provide a reasonable *traffic-free* access resource
- Reduction in quality of the remaining network caused by dead end routes, lack of connecting routes or inappropriate landscaping or other restrictions to visibility
- Loss of an equestrian centre <http://www.malthousecentre.co.uk> and associated social and economic benefits
- Loss of habitat corridors associated with public rights of way
- Loss of the historic route and potential future use of Wilts & Berks canal as a waterway and green corridor
- Reduction in users' enjoyment from construction noise, dust, barriers, traffic and route diversion/closure
- Conflicts between commercially run activities and the use of the site and surrounds for free public access and recreation
- Traffic generated for free and paid-for leisure uses on the site and the surrounding areas

Positive impacts of the reservoir – that OCC would like to see

- Onsite creation of a circular walking, cycling and riding route around the reservoir site with associated landscaping, interpretation and route infrastructure. As a destination in itself this could provide an important sustainable tourism resource in the county that encourages more and longer overnight stays in the area and encourages non-vehicular transport for leisure in the area
- Provision of a staffed and resourced countryside access, outreach, education and management centre on site
- Provision of a restored section of the Wilts & Berks canal and associated facilities throughout the site and onwards to the River Thames at Abingdon
- Creating a better off-site connected network of routes for walker, cyclists and equestrians that meets the aims of the Oxfordshire Rights of Way Improvement Plan (www.oxfordshire.gov.uk/rowip), by connecting up the reservoir site to surrounding towns and villages with additional and improved rights of way and green routes. This should include Steventon, East Hanney, Abingdon, Marcham, Grove and Drayton, as well as access to the River Thames, Ock and other key recreation sites. To include improved and additional road crossings of local roads (including A338, A415, A34 and Steventon Road) plus rail and river crossing facilities.

More in-depth points

48. Although there are bridges shown in the drawings where bridleway 192/8, restricted byway 192/7, the B4017, and the A34 intersect with the Auxiliary Drawdown Channel, no bridges are shown where the channel crosses restricted byway 192/6, footpath 100/3, and bridleway 373/18 (the latter of

which forms part of Route 5 of the National Cycle Network). It will be expected that provision is made for the continued use of these public rights of way without significant diversion, i.e. for bridges to also be constructed at these locations.

49. The reservoir will have significant impacts during construction and afterwards once it becomes operational. As a potential regional asset as a large water body for watersports, fishing and countryside access the transport and rights of way access issues should be expanded. When it comes to encouraging and enabling walker, cyclist and equestrian access as an option instead of cars, the plan needs to include Wantage, Didcot, Abingdon, and Oxford as well as the smaller settlements like Marcham and Steventon. From a tourism perspective these surrounding settlements are likely to be the focus for accommodation service providers.
50. Any application will need to balance nature conservation and access. One way to do this whilst still maintaining a circular route around the site would be to vary the route and landscaping treatments to provide people free zones on the inner and outer faces. Dog walkers will need additional positive management and consideration in order to balance their requirements with other users and nature conservation objectives.
51. Detailed conversations are required with Oxfordshire County Council as to the physical, social and environmental impacts this reservoir would have if it should come forward. Joint liaisons would be required between OCC, Thames Water and partners, the Vale of White Horse District Council and Highways England to ensure a thorough and robust assessment will be undertaken.

Archaeology

52. Since the area west of Abingdon was first considered as the potential site for a reservoir there have been extensive investigations and assessments relating to the historic environment. This has included desk based studies, field walking, geophysics and evaluation (trial trenching). None of this was comprehensive due to ownership and access constraints.
53. The evaluation and geophysical survey were almost exclusively confined to those areas where cropmarks were visible. As such some parts of the area have not been evaluated. The trenching was also minimal and certainly not undertaken to the extent and specification that would be required today.
54. The investigations have revealed extensive evidence of Bronze Age, Iron Age, Romano British and medieval settlement and activity across the area of potential impact. Some of the studies were undertaken over twenty five years ago and the data within them is no longer current. It is vital therefore that TW undertake a full reassessment of all the work that has been undertaken to date and this should form part of an archaeological desk based assessment (DBA). The DBA should also include Lidar data, an assessment of all available aerial photographic data and the Oxfordshire Historic Landscape Characterisation Project data. It should be undertaken by a professionally

qualified archaeologist and be subject to a Written Scheme of Investigation that has been agreed with both OCC and HE.

55. It would also be appropriate for TW to supply HE with digitised copies of all reports so that they can assess whether any of the specific archaeological sites previously evaluated within the development area are demonstrably of equivalent significance to a SM. Once this has been undertaken a decision as to whether further geophysical survey and evaluation should be undertaken could be made. After all evaluation has been completed then a decision as to the most appropriate level and extent of mitigation can be determined.
56. These decisions should not be left to the design stage; rather this information should be used to assist the design process so that the impact upon the historic environment can be minimalised. The TW statement that a watching brief should be undertaken is both inappropriate and ill-advised. A watching brief is normally undertaken for the monitoring of small scale minor developments and is wholly unsuitable for a development that includes a substantial impact upon an extensive historic landscape that includes extensive and important archaeological remains.

Abingdon Flood Alleviation Scheme

57. Thames Water should also note that a proposed Abingdon Flood Alleviation Scheme is being developed. The Environment Agency and Thames Regional Flood and Coastal Committee are working with the Vale of White Horse and Oxfordshire County Council to gather evidence and conduct studies. Information is available on our website: <https://www.oxfordshirefloodtoolkit.com/contacts/abingdon-flood-alleviation-scheme/>.
58. The main issues the county council would have with a proposed Flood Alleviation Scheme at Abingdon would be the extent of the flood area and how this interfaces with the proposed reservoir, flooding and drainage associated with the reservoir and land acquisition matters; especially considering the respective powers of both Thames Water and the Environment Agency.
59. How a potential reservoir and potential flood alleviation scheme at Abingdon would interrelate, would need further discussion between authorities should both progress.

Innovation

60. The Executive Summary discusses a study produced by WaterUK together with water companies and regulators which looked at water trends and potential future scenarios, looking 50 years ahead. It then goes on to explain that Thames Water's approach looks at a longer time horizon for the plan which is longer than the statutory minimum of 25 years.

61. With innovation and industry disruption in mind, it could be argued that a plan that looks 80 years ahead and is based on existing technology to ensure a water supply might commit to a water resource management plan that does not provide, in the long term, the best solution for customers. Consequently, the land take and disruption caused by the construction and operation of a large reservoir could prove redundant in the decades to come.
62. Overall, the County Council would like to see a commitment to reviews of a long-term regional plan should more advance technologies become available.

Conclusion

63. Oxfordshire County Council is supportive of the approach being taken by water companies to build in resilience in their investment programmes. However, it **OBJECTS** to the current Thames Water WRMP on the basis that it contains a proposed reservoir in Abingdon and also to the considerable proposed size of the reservoir. There is insufficient evidence to prove that it is required to support both Thames Water as well as other water company catchment areas in the WRMP period.
64. Oxfordshire County Council needs to be presented with evidence from all water companies in the south-east including their population forecasts and sequential assessments of supply schemes. This should be in the form of a Regional Water Plan.
65. Whilst Oxfordshire County is supportive of the improved targets in leakage reduction within the draft Water Resource Management Plan, the county expects Thames Water to outline a programme of leakage reduction beyond 2050, considering the Plan goes to 2100.
66. The County Council also requests a public inquiry to ensure a correct and robust process has been followed and the implications for each option have been fully assessed and explored in an appropriate level of detail. This would provide clarity on the need for, location and size of any potential reservoir in Abingdon or within the south-east region.
67. Concerns are also raised about conceptual design of the proposed reservoir which are discussed above.

Division(s):

CABINET – 23 APRIL 2019

COMPULSORY PURCHASE POWERS FOR THE ACQUISITION OF LAND REQUIRED FOR THE DELIVERY OF SCHEMES

Report by Director of Planning and Place

Recommendation

1. The Cabinet is **RECOMMENDED** to:
 - (a) Approve delegation of the exercising of Compulsory Purchase Powers to the Director of Planning and Place, in consultation with the Cabinet Member responsible for Transport, for the purchase of land required for the delivery of the major infrastructure schemes outlined in paragraphs 8 and 10 of this report, in the event that the land cannot be acquired by negotiation; and
 - (b) Note that should the whole or any part of lands required are not acquired by negotiation, the making of a Compulsory Purchase Order under provisions contained in Part XII of the Highways Act 1980 for the acquisition of the land, will be progressed. This could include providing the necessary attendance, expert witness provision, etc. at a Public Enquiry if required.

Executive Summary

2. In order to progress with the delivery of proposed major transport infrastructure schemes, the use of Compulsory Purchase Powers may have to be used for the acquisition of land required for the construction, maintenance and operation of new transport infrastructure.
3. Cabinet is requested to approve delegation to the Director of Planning and Place, in consultation with the Cabinet Member responsible for Transport, to exercise Compulsory Purchase Powers for the purchase of land required for schemes detailed in this report, in the event that the land cannot be purchased through negotiation with landowners.
4. The schemes are set out at paragraph 9.

Background

5. The Council is proposing to deliver a programme of major transport infrastructure projects, to support and enable housing and economic growth in Oxfordshire. The transport network needs to operate safely and be fit for

purpose, delivering the Transport Strategy set out within the Council's Local Transport Plan.

6. With funding being secured through both the Housing and Growth Deal and the Housing Infrastructure Fund (HIF), both of which have delivery time constraints, it is now possible to progress with a number of schemes.
7. Cabinet has previously approved the delegation of the exercising of Compulsory Purchase Powers for major transport schemes at the January 2016 and December 2018 Cabinet meetings.
8. It has now been identified that other proposed major schemes being developed require additional land for the construction of the planned improvements, and due to the funding constraints mentioned above it will be imperative that the schemes can be delivered within the required delivery timeframe.
9. The Council's land agent will work with landowners and continue negotiations to purchase the required land through agreement in the first instance. However, in some cases there may be issues reaching agreement to enable the schemes to progress to the construction phase and achieve programme delivery. With this in mind, the ability to delegate the decision to use Compulsory Purchase Order (CPO) powers to the Director of Planning and Place in consultation with the Cabinet Member responsible for Transport, would enable a swift response should land negotiations be proving to be unconstructive.

Proposed Schemes

10. Schemes within or that are anticipated to be proposed to be in the Council's committed capital programme for which delegated CPO powers are requested are:
 - a) **A4130 Widening** – provision of dual carriageway (both east and west) between Milton Interchange and the A4130/ B4493 roundabout in Didcot.
 - b) **Science Bridge** – creation of a new bridge over Milton Road, the A4130 and the railway line, linking Great Western Park with the future development of land currently occupied by Didcot Power Station.
 - c) **Culham River Crossing** – creation of a new road linking the A415 Abingdon Road heading south whilst following alongside the railway line to join the A4130 in North Didcot. Scheme includes construction of a new River Thames crossing north of Appleford.
 - d) **Clifton Hampden Bypass** – bypass road connecting the B4015 Oxford Road from the North to the A415 Abingdon Road in the West to relieve congestion at the existing 4-way traffic light-controlled junction in Clifton Hampden.

- e) **A422 Hennef Way** – to provide north-facing slip roads onto the M40 at Southam Road plus junction improvements on Hennef Way to relieve congestion and improve accessibility to the business and retail parks.
 - f) **Access to Witney at Shores Green** – delivery of west facing slip roads at the existing A40/ Shores Green junction to relieve traffic pressure and improve air quality on Bridge Street by encouraging journeys into Witney centre to use the A40/ Ducklington Lane and A40/ Downs Road junctions.
 - g) **Former RAF Upper Heyford Phase 2** - reduce the impact on Middleton Stoney to enable the current Local Plan allocation for Heyford Park to build out without the need for a Grampian condition. Junction work and traffic management under consideration as part of this project, as well as HGV restrictions in the area.
 - h) **NW Bicester A4095 Howes Lane/ Lords Lane Realignment** – proposal to deliver a new road crossing under the railway to realign the A4095 junction at Howes Lane to the Bucknell Road and Lords Lane roundabout with the aim of improve movements around the Bicester ring road and into the town centre. Scheme also includes the provision of a new tunnel to facilitate connectivity by walking and cycling.
11. The programme of improvements for each of the routes will consist of a mixture of new highways infrastructure and upgrades to existing public rights of way. Land purchase will be required where new highways infrastructure cannot be fitted into the existing highway boundary and for the creation of new paths.
12. Further details of the schemes and wider transport strategies they relate to can be found within the County Council's Local Transport Plan 2015 – 2031.

CPO Processes

13. The ability to use CPO powers should help support the land negotiations and provide a greater confidence in achieving earlier agreements without having to resort to actually using the CPO powers sought.
14. In the event that CPO powers are required, there will be the need to carry out the statutory requirements to give notice of the CPO to the land owner and to the public. If objections are received, there may be a need for preparation and attendance at a public enquiry.
15. All necessary processes and procedure would be followed in the making of any Compulsory Purchase Orders.

Financial and Staff Implications

16. Scheme cost estimates currently do not have an allowance for the additional costs likely to be needed for a full CPO process. Initial costs to start the process can be met through the contingency allowance. If it looks likely that

the full CPO process will be necessary, then it is probable that the scheme cost estimate will need to be increased or scope of the project reduced.

17. In the event of CPO being exercised, it is likely to cause impacts on the delivery timetable of schemes, with an estimated delay of 6 – 8 months. Should a public enquiry be required, delays could be significantly longer estimated between 12 – 18 months. This may also increase project costs.
18. There is no direct impact on staffing.

SUE HALLIWELL
Director for Planning and Place

Background papers Local Transport Plan (4) 2015 – 2031
Available online at www.oxfordshire.gov.uk

Contact Officer Eric Owens
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March 2019

Division(s): N/A

CABINET – 23 APRIL 2019

FORWARD PLAN AND FUTURE BUSINESS

Items identified from the Forward Plan for Forthcoming Decision

Topic/Decision	Portfolio/Ref
Cabinet, 14 May 2019	
<ul style="list-style-type: none"> <p>▪ Appointments 2019/20 To consider member appointments to a variety of bodies which in different ways support the discharge of the Council's Executive functions.</p> 	<p>Cabinet, Leader of the Council 2018/187</p>
<ul style="list-style-type: none"> <p>▪ Staffing Report - Quarter 4 - 2018 Quarterly staffing report providing details of key people numbers and analysis of main changes since the previous report.</p> 	<p>Cabinet, Deputy Leader of the Council 2018/186</p>
<ul style="list-style-type: none"> <p>▪ Business Management & Monitoring Report - April 2019 To note and seek agreement of the report.</p> 	<p>Cabinet, Deputy Leader of the Council 2019/022</p>
<ul style="list-style-type: none"> <p>▪ Measuring Corporate Performance: 2019-20 Outcomes Framework To approve the proposed Outcomes Framework for use in 2019-20.</p> 	<p>Cabinet, Deputy Leader of the Council 2019/003</p>
<ul style="list-style-type: none"> <p>▪ Oxfordshire Minerals and Waste Local Plan: Site Allocations - Consultation Draft Plan To seek approval of the Minerals and Waste Local Plan: Site Allocations – Draft Plan for consultation.</p> 	<p>Cabinet, Environment 2018/102</p>
<ul style="list-style-type: none"> <p>▪ Joint Municipal Waste Management Strategy for Oxfordshire To note the contents and challenges of the Joint Municipal Waste Management Strategy for Oxfordshire and to recommend to adopt the Joint Municipal Waste Management Strategy for Oxfordshire.</p> 	<p>Cabinet, Environment 2019/054</p>

- **Agency Agreement (S101) with Cherwell District Council for Highway Maintenance on the Classified Road Network within Cherwell** Cabinet, Environment 2019/055

To seek approval in principle for the Agency Agreement with Cherwell District Council and seek approval to delegated authority to the Director for Infrastructure Operations and the Director for Law & Governance in consultation with the Cabinet Member for Environment to give final approval to the Agency Agreement.

Cabinet Member for Education & Cultural Services, 15 May 2019

- **Accounting for Community Use of School Land and Buildings on Strategic Housing Sites** Cabinet Member for Education & Cultural Services, 2019/052
- To seek approval of a policy position that where land and buildings are provided through a section 106 agreement to mitigate the delivery of housing, specific school facilities shall only be available for community use where access is solely upon the absolute discretion of the school governing body.

Cabinet Member for Environment, 23 May 2019

- **Cassington: Horsemere Lane - Prohibition of Motor Vehicles/Designation as Bridleway** Cabinet Member for Environment, 2018/189
- To seek approval of the proposals.
- **Making the Case for Investment in Green Infrastructure in Oxfordshire** Cabinet Member for Environment, 2019/038
- To seek approval for the publication on the Council's web-site of a consultancy report considering the business case for investing in Green Infrastructure in the County.
- **Consideration of a Report on An Analysis of Green Space in Oxfordshire** Cabinet Member for Environment, 2019/037
- To seek approval for the publication on the Council's web-site of a report on An Analysis of Green Space in Oxfordshire.
- **Chipping Norton: A361 Banbury Road - Proposed Extension of 40mph Speed Limit** Cabinet Member for Environment, 2019/034
- To seek approval of the proposals.
- **Bicester/Chesterton: B4030 Middleton Stoney Road - Proposed Extension of 40mph Speed Limit** Cabinet Member for Environment, 2019/028
- To seek approval of the proposals.

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| <ul style="list-style-type: none"> ▪ Clifton Hampden - Proposed Cycle Measures
To seek approval of the proposals. | Cabinet Member
for Environment,
2018/201 |
| <ul style="list-style-type: none"> ▪ Oxford: Various Locations in Central Area - Proposed Coach Set Down and Pick Up Bays
To seek approval of the proposals. | Cabinet Member
for Environment,
2019/013 |
| <ul style="list-style-type: none"> ▪ Oxford: Iffley Area - Proposed Waiting Restrictions
To seek approval of the proposals. | Cabinet Member
for Environment,
2018/188 |
| <ul style="list-style-type: none"> ▪ Banbury: Castle Quay Area (Spiceball Park Road) - Amendment to Waiting Restriction, Traffic Calming and Bus Stops
To seek approval of the proposals. | Cabinet Member
for Environment,
2018/161 |
| <ul style="list-style-type: none"> ▪ A361 Banbury - Chipping Norton - Proposed 50mph Speed Limits
To seek approval of the proposals. | Cabinet Member
for Environment,
2018/080 |
| <ul style="list-style-type: none"> ▪ Didcot: Great Western Park - Proposed Zebra Crossings
To seek approval of the proposals. | Cabinet Member
for Environment,
2018/191 |
| <ul style="list-style-type: none"> ▪ Oxford: Kingston Road/Southmoor Road - Proposed Traffic Calming Measures
To seek approval of the proposals. | Cabinet Member
for Environment,
2018/199 |
| <ul style="list-style-type: none"> ▪ Oxford: Wolvercote Papermill - Proposed Waiting Restrictions, 20 mph Speed Limit and No Entry Restriction
To seek approval of the proposals. | Cabinet Member
for Environment,
2019/009 |
| <ul style="list-style-type: none"> ▪ Oxford: Proposed Controlled Parking Zone, Magdalen Road, Howard Street and Neighbouring Roads
To seek approval of the proposals. | Cabinet Member
for Environment,
2018/034 |
| <ul style="list-style-type: none"> ▪ Oxford: Access to Headington - Proposed Amendments to One-Way Order and Waiting Restrictions
To seek approval of the proposals. | Cabinet Member
for Environment,
2018/164 |
| <ul style="list-style-type: none"> ▪ East Hanney: Steventon Road - Proposed Traffic Calming Measures
To seek approval of the proposals. | Cabinet Member
for Environment,
2019/033 |
| <ul style="list-style-type: none"> ▪ Oxford: Walton Manor CPZ
To seek approval of the proposals. | Cabinet Member
for Environment,
2019/035 |

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| <ul style="list-style-type: none"> ▪ Cumnor: Farmoor and Delamere Road - Proposed Waiting Restrictions
To seek approval of the proposals. | <p>Cabinet Member for Environment, 2019/042</p> |
| <ul style="list-style-type: none"> ▪ Oxford: Bertie Place - Proposed Access Restrictions
To seek approval of the proposals. | <p>Cabinet Member for Environment, 2019/043</p> |
| <ul style="list-style-type: none"> ▪ Oxford: A40 - Proposed Closure of Central Reserve Gap at Former Nielsens Site
To seek approval of the proposals. | <p>Cabinet Member for Environment, 2019/044</p> |
| <ul style="list-style-type: none"> ▪ Oxford: B4495 Marston Ferry Road - Proposed Extension of 30mph Speed Limit
To seek approval of the proposals. | <p>Cabinet Member for Environment, 2019/045</p> |
| <ul style="list-style-type: none"> ▪ Oxford: Blenheim Drive - Proposed Amendments to Waiting Restrictions and Parking Places
To seek approval of the proposals. | <p>Cabinet Member for Environment, 2019/047</p> |
| <ul style="list-style-type: none"> ▪ Wallingford: Reading Road - Proposed Waiting Restrictions
To seek approval of the proposals. | <p>Cabinet Member for Environment, 2019/051</p> |
| <ul style="list-style-type: none"> ▪ Bicester: B4100 London Road - Proposed Toucan Crossing and Shared Use Footway/Cycle Track
To seek approval of the proposals. | <p>Cabinet Member for Environment, 2019/046</p> |