

# Agenda

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## Scrutiny Committee

Date: **Tuesday 28 February 2017**

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Time: **6.00 pm**

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Place: **St Aldate's Room, Town Hall**

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For any further information please contact:

**Sarah Claridge, Committee Services Officer**

Telephone: 01865 529920

Email: [democraticservices@oxford.gov.uk](mailto:democraticservices@oxford.gov.uk)

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As a matter of courtesy, if you intend to record the meeting please let the Contact Officer know how you wish to do this before the start of the meeting.

# Scrutiny Committee

## Membership

|              |                              |
|--------------|------------------------------|
| <b>Chair</b> | Councillor Andrew Gant       |
|              | Councillor Tom Hayes         |
|              | Councillor Jamila Begum Azad |
|              | Councillor Nigel Chapman     |
|              | Councillor Van Coulter       |
|              | Councillor James Fry         |
|              | Councillor David Henwood     |
|              | Councillor Jennifer Pegg     |
|              | Councillor Craig Simmons     |
|              | Councillor Sian Taylor       |
|              | Councillor Marie Tidball     |
|              | Councillor Ruth Wilkinson    |
|              | Councillor Jean Fooks        |

The quorum for this Committee is four, substitutes are permitted.

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# AGENDA

Pages

1 **APOLOGIES FOR ABSENCE**

2 **DECLARATIONS OF INTEREST**

3 **WORK PLAN AND FORWARD PLAN**

Contact Officer: Andrew Brown, Scrutiny Officer,  
Tel 01865 252230, [abrown2@oxford.gov.uk](mailto:abrown2@oxford.gov.uk)

9 - 28

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| Background Information |
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| The Scrutiny Committee operates within a work plan which has been set for the 2016/17 council year. This plan will be reviewed at every meeting so that it can be adjusted to reflect the wishes of the Committee and take account of any changes to the latest <a href="#">Forward Plan</a> (which outlines decisions to be taken by the City Executive Board or Council). |
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| Why is it on the agenda? |
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| The Committee is asked to: |
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| <ol style="list-style-type: none"><li>1. Review and note the scrutiny work plan.</li><li>2. Decide whether to schedule a special meeting on 8 June 2017 to look at the Local Plan preferred options decision (in addition to a normal meeting on 6 June).</li><li>3. Consider which topic to prioritise for review in spring 2017.</li><li>4. Consider how to formulate a work plan for 2017-18.</li><li>5. Select any additional Forward Plan items for pre-decision scrutiny based on the following criteria (max. three items per meeting):<ul style="list-style-type: none"><li>• <i>Is the issue controversial / of significant public interest?</i></li><li>• <i>Is it an area of high expenditure?</i></li><li>• <i>Is it an essential service / corporate priority?</i></li><li>• <i>Can Scrutiny influence and add value?</i></li></ul></li></ol> |
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| Who has been invited to comment? |
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| <ul style="list-style-type: none"><li>• Andrew Brown, Scrutiny Officer</li></ul> |
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4 **REPORT BACK ON RECOMMENDATIONS**

Contact Officer: Andrew Brown, Scrutiny Officer,  
Tel 01865 252230, [abrown2@oxford.gov.uk](mailto:abrown2@oxford.gov.uk)

29 - 34

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| Background Information |
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| The Committee makes a number of recommendations to the City Executive Board, who are obliged to respond in writing. |
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| Why is it on the agenda?  |
| <p>Since the last meeting the City Executive Board has responded to scrutiny recommendations on the following items:</p> <ul style="list-style-type: none"> <li>• Budget 2017/18</li> <li>• Update on the Corporate Plan 2016 -2020</li> <li>• Carbon Management Plan: 2017 – 2022</li> <li>• Grant allocations to community and voluntary orgs 2017/18</li> <li>• Cycling – progress update</li> <li>• Safeguarding language school students</li> <li>• Recycling</li> </ul> |
| Who has been invited to comment?  |
| <ul style="list-style-type: none"> <li>• Andrew Brown, Scrutiny Officer</li> </ul>  |

## 5 AIR QUALITY (6:15 PM)

35 - 86

Contact Officer: Andrew Brown, Scrutiny Officer,  
Tel 01865 252230, [abrown2@oxford.gov.uk](mailto:abrown2@oxford.gov.uk)

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| Background Information   |
| <p>The Scrutiny Committee considered an air quality report in November 2016 and asked to invite officers from the County Council to a future meeting for a further discussion.</p>   |
| Why is it on the agenda?   |
| <p>For the Scrutiny Committee to consider efforts to improve air quality in the city. The most recent air quality status report for Oxford (previously seen by the Committee) is included and the Oxford Transport Strategy is included under item 6. Cllr Simmons, the Committee's Lead Member for this item, has suggested the following lines of inquiry for this discussion:</p> <ul style="list-style-type: none"> <li>• <i>What next steps can be taken to reduce emissions from public transport?</i></li> <li>• <i>What more can be done in the short to medium term to reduce emissions from other vehicles by promoting public transport, cycling, walking and cleaner fuels?</i></li> <li>• <i>What specific steps can be taken to improve air quality in the worst areas, e.g. St. Clements and are there plans for additional monitoring or public signage?</i></li> <li>• <i>What plans are in place to accommodate the additional journeys that are expected to take place when the Westgate Shopping Centre reopens?</i></li> <li>• <i>How effective is partnership working on air quality between the City and Council Councils?</i></li> </ul> |
| Who has been invited to comment?   |
| <ul style="list-style-type: none"> <li>• Councillor John Tanner, Board Member for a Clean, Green;</li> <li>• Jo Colwell, Environmental Sustainability Service Manager;</li> <li>• Martin Kraftl, Oxfordshire County Council;</li> <li>• Stewart Wilson, Oxfordshire County Council.</li> </ul>   |

## 6 WORKPLACE PARKING LEVIES

87 - 140

Contact Officer: Andrew Brown, Scrutiny Officer Tel: 01865 252230  
abrown2@oxford.gov.uk

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| Background Information  |
| The Scrutiny Committee has asked to consider the pros and cons of a proposed workplace parking levy for Oxford.   |
| Why is it on the agenda?  |
| For the Scrutiny Committee to consider emerging proposals for the introduction of a workplace parking levy in the city. The following documents are included: <ul style="list-style-type: none"><li>• House of Commons Library: Workplace Parking Levy.</li><li>• Oxford Transport Strategy.</li><li>• Report to Oxfordshire County Council's Cabinet on 22 November 2016.</li></ul>  |
| Cllr Simmons, the Committee's Lead Member has suggested the following lines of inquiry for this discussion: <ul style="list-style-type: none"><li>• <i>Have there been any developments since the county cabinet decision on 22 November to approve the development of an outline business case for a WPL and explore a possible congestion charging scheme by October 2017?</i></li><li>• <i>Has any initial engagement been undertaken with businesses in the city about the proposed WPL?</i></li><li>• <i>What are the key lessons from the WPL in Nottingham?</i></li><li>• <i>What issues have been raised about the suitability of congestion charging for Oxford?</i></li></ul> |
| Who has been invited to comment?  |
| <ul style="list-style-type: none"><li>• Councillor Alex Hollingsworth, Board Member for Planning and Regulatory Services;</li><li>• Martin Kraftl, Oxfordshire County Council;</li><li>• Stewart Wilson, Oxfordshire County Council.</li></ul>  |

## 7 POLICE AND CRIME PANEL UPDATE (7:15 PM)

141 - 156

Contact Officer: Andrew Brown, Scrutiny Officer Tel: 01865 252230  
abrown2@oxford.gov.uk

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| Background Information   |
| The Scrutiny Committee requested an update on the work of the Thames Valley Police and Crime Panel (PCP) which exists to examine and review how the Police and Crime Commissioner (PCC) for Thames Valley Anthony Stansfeld, carries out his responsibilities. |

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| Why is it on the agenda?   |
| <p>For the Committee to receive a briefing on the work of the PCP and provide comment. The following documents are included:</p> <ul style="list-style-type: none"> <li>• Report of the Chair of Thames Valley PCP;</li> <li>• Police and Crime Plan for the Thames Valley;</li> <li>• Thames Valley Police and Crime Panel Annual Report.</li> </ul> <p>The Chair has suggested the following lines of inquiry:</p> <ul style="list-style-type: none"> <li>• <i>How effective are the powers available to the PCP in holding the PCC to account and how can the PCP add value?</i></li> <li>• <i>What role does the PCP have in reviewing the precept and what criteria are used?</i></li> <li>• <i>Does the PCP have a role in ensuring that neighbourhood police teams are adequately resourced?</i></li> <li>• <i>What involvement has the PCP had in priority areas such as preventing CSE, FGM and human trafficking, and enhancing support for victims with mental health needs?</i></li> <li>• <i>What are the priorities for the next Police and Crime Plan?</i></li> </ul> |
| Who has been invited to comment?   |
| <ul style="list-style-type: none"> <li>• Cllr Dee Sinclair, Board Member for Community Safety and Oxford City Council representative on Thames Valley PCP;</li> <li>• Cllr Trevor Egleton, Police &amp; Crime Panel Chairman – apologies received;</li> <li>• Clare Gray, Police and Crime Panel Scrutiny Officer.</li> </ul>  |

## 8 PERFORMANCE MONITORING - QUARTER 3

157 - 168

Contact Officer: Andrew Brown, Scrutiny Officer Tel: 01865 252230  
abrown2@oxford.gov.uk

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| Background Information  |
| <p>The Scrutiny Committee has a role in monitoring council performance and quarterly reports are provided to the Committee on a set of selected corporate and service indicators. The Housing Panel received separate reports on housing performance.</p> |
| Why is it on the agenda?  |
| <p>For the Scrutiny Committee to note and comment on performance at the end of 2016/17 quarter 3 (December 2016). A written response to comments made by the committee on the Q2 performance report in December will be circulated separately.</p>        |
| Who has been invited to comment?  |
| <ul style="list-style-type: none"> <li>• Cllr Fry, lead scrutiny member for performance</li> </ul>  |

**9 MINUTES**

Contact Officer: Sarah Claridge, Committee and Member Services Officer  
Tel: 01865 529920

Minutes from 30 January 2017

**Recommendation:** That the minutes of the meeting held on 30 January 2017 be APPROVED as a true and accurate record.

**10 DATES OF FUTURE MEETINGS**

Meetings are scheduled as followed:

**Scrutiny Committee**

27 March 2017

2 May 2017

6 June 2017

All meetings start at 6.00 pm.

**Standing Panels**

Housing Standing Panel – 1 March 2017

Finance Standing Panel – 29 March 2017

## **DECLARING INTERESTS**

### **General duty**

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

### **What is a disclosable pecuniary interest?**

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

### **Declaring an interest**

Where any matter disclosed in your Register of Interests is being considered at a meeting, you must declare that you have an interest. You should also disclose the nature as well as the existence of the interest.

If you have a disclosable pecuniary interest, after having declared it at the meeting you must not participate in discussion or voting on the item and must withdraw from the meeting whilst the matter is discussed.

### **Members' Code of Conduct and public perception**

Even if you do not have a disclosable pecuniary interest in a matter, the Members' Code of Conduct says that a member "must serve only the public interest and must never improperly confer an advantage or disadvantage on any person including yourself" and that "you must not place yourself in situations where your honesty and integrity may be questioned". What this means is that the matter of interests must be viewed within the context of the Code as a whole and regard should continue to be paid to the perception of the public.

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

a)

b)

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# SCRUTINY WORK PLAN

## February 2017 - June 2017

Published on: 16/02/17

6

The Scrutiny Committee agrees a work plan every year detailing selected issues that affect Oxford or its inhabitants. Time is allowed within this plan to consider topical issues as they arise throughout the year as well as decisions to be taken by the City Executive Board. This document represents the work of scrutiny for the remainder of the 2016-17 council year and will be reviewed monthly by the Scrutiny Committee.

The work plan is based on suggestions received from all elected members and senior council officers. Members of the public can also contribute topics for inclusion in the scrutiny work plan by completing and submitting our [suggestion form](#). See our [get involved webpage](#) for further details of how you can participate in the work of scrutiny.

The following criteria will be used by the Scrutiny Committee to evaluate and prioritise suggested topics:

- *Is the issue controversial / of significant public interest?*
- *Is it an area of high expenditure?*
- *Is it an essential service / corporate priority?*
- *Can Scrutiny influence and add value?*

Some topics will be considered at Scrutiny Committee meetings and others will be delegated to two standing panels. Items for more detailed review will be considered by time-limited review groups.

The Committee will review the Council's [Forward Plan](#) at each meeting and decide which executive decisions it wishes to comment on before the decision is made. The Council also has a "call in" process which allows decisions made by the City Executive Board to be reviewed by the Scrutiny Committee before they are implemented.

**Scrutiny Committee and Standing Panel responsibility and membership**


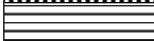

| Committee / Panel  | Remit  | Nominated councillors   |
|--------------------|--|---|
| Scrutiny Committee | Overall management of the Council's scrutiny function. | Cllrs Azad, Chapman, Coulter, Fry, Gant (Chair), Hayes, Henwood, Pegg, Simmons, Taylor, Tidball & Wilkinson |
| Finance Panel      | Finance and budgetary issues and decisions             | Cllrs Fooks, Fry, Simmons (Chair) & Taylor  |
| Housing Panel      | Strategic housing and landlord issues and decisions    | Cllrs Goff, Henwood (Chair), Pegg, Sanders, Thomas & Wade, Geno Humphrey (tenant co-optee)                  |

**Current and planned review groups and one-off panels**

| Topic                                   | Scope  | Nominated councillors                                 |
|---|--|---|
| Budget review 2017/18                   | To review the Council's 2017/18 draft budget and medium term financial strategy                                | Cllrs Fooks, Fry, Simmons (Chair) & Taylor            |
| Devolution plans for Oxfordshire review | To scrutinise devolution proposals for Oxfordshire   | Cllrs Coulter, Gant, Hayes, Simmons & Tidball (Chair) |
| Health inequalities (one- off panel)    | To consider the council's response to the recommendations of the Independent Commission on Health inequalities | Councillor Coulter (Chair), other members TBC         |

**Indicative timings of 2016/17 review panels**

| Scrutiny Review                  | Aug     | Sept    | Oct                | Nov                | Dec       | Jan       | Feb     | March | April              | May |
|----------------------------------|---------|---------|--------------------|--------------------|-----------|-----------|---------|-------|--------------------|-----|
| Devolution plans for Oxfordshire | Scoping |         | Evidence gathering |                    | Reporting |           |         |       |                    |     |
| Budget review 2017/18            |         | Scoping |                    | Evidence gathering |           | Reporting |         |       |                    |     |
| Review 3 (TBC)                   |         |         |                    |                    |           |           | Scoping |       | Evidence gathering |     |

|   |                    |
|---|--------------------|
|  | Scoping            |
|  | Evidence gathering |
|  | Reporting          |

## SCRUTINY COMMITTEE

### 28 FEBRUARY 2017 - PROVISIONAL REPORTS

| Agenda item                            | Decision | Description   | CEB Portfolio                               | Report Contact                 |
|--|----------|---|---|--------------------------------|
| Air Quality                            | No       | To consider partnership working with the County Council to improve air quality in the city.   | A Clean Green Oxford                        | Andrew Brown, Scrutiny Officer |
| Proposals for a workplace parking levy | No       | To consider the pros and cons of proposed workplace parking charges in Oxford.  | Corporate Strategy and Economic Development | Andrew Brown, Scrutiny Officer |
| Police and Crime Panel update          | No       | To receive an update on police and crime scrutiny activities by the Council's representative on Thames Valley Police and Crime Panel (PCP). | Community Safety                            | Andrew Brown, Scrutiny Officer |
| Performance Monitoring - quarter 3     | No       | Quarterly reports on Council performance against a set of corporate service measures chosen by the Committee.                               | Corporate Strategy and Economic Development | Andrew Brown, Scrutiny Officer |

11

### 27 MARCH 2017 - PROVISIONAL REPORTS

| Agenda item                             | Decision | Description   | CEB Portfolio                             | Report Contact                                       |
|---|----------|---|---|--|
| Waterways Public Space Protection Order | Yes      | To update the Board on the outcome of phase one of the consultation process and proposals for the way forward.            | Community Safety                          | Richard Adams, Community Safety & Resilience Manager |
| Public Spaces Protection Orders         | No       | To monitor the impacts of PSPOs the city, including the numbers and types of early interventions and enforcement actions. | Community Safety                          | Richard Adams, Community Safety & Resilience Manager |
| Graffiti prevention                     | No       | To consider the appreciative inquiry and focus group around graffiti and other initiatives to solve the issues long term. | Climate Change and Cleaner Greener Oxford | Liz Jones, Interim ASBIT Team Leader                 |

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|--|-----|---|---|--|
| Safeguarding Report 2017/18              | Yes | An annual report to monitor the progress made on Oxford City Council's Section 11 Self-assessment Action Plan 2016-2017 and to approve the Action Plan for 2017-2018. | Finance, Asset Management and Public Health | Val Johnson, Policy and Partnerships Team Leader     |
| Recommendation Monitoring - Guest Houses | No  | To monitor progress and implementation following the recommendations of the Guest Houses Review Group in December 2015.   | Corporate Strategy and Economic Development | Richard Adams, Community Safety & Resilience Manager |

## 2 MAY 2017 - PROVISIONAL REPORTS

| Agenda item  | Decision | Description   | CEB Portfolio   | Report Contact                                |
|--|----------|---|---|---|
| Oxford Railway Station Supplementary Planning Document (SPD) | Yes      | To seek approval to consult on the draft Oxford Railway Station Supplementary Planning Document (SPD).  | Planning and Regulatory Services  | Fiona Piercy, Regeneration Programme Director |
| Fusion Lifestyle's Annual Service Plan 2017/18               | Yes      | The report will recommend that the City Executive Board endorse Fusion Lifestyle's Annual Service Plan for the management of the Council's leisure facilities for 2017/18.  | Leisure, Parks and Sport  | Lucy Cherry, Leisure and Performance Manager  |
| City Centre Strategy   | Yes      | To approve the City Centre Strategy which aims to <ul style="list-style-type: none"> <li>• create and promote a strong investment proposition by informing the future role and direction of the city centre</li> <li>• facilitate ongoing dialogue with those involved in the management and future of the city centre</li> <li>• provide a framework for collaboration and action</li> <li>• assist in the allocation of resources and prioritise actions</li> </ul> | Planning and Regulatory Services, Corporate Strategy and Economic Development | Fiona Piercy, Regeneration Programme Director |

|   |    |   |   |   |
|---|----|---|---|---|
| Recommendation monitoring - Local economy | No | To monitor progress following the local economy review group in June 2015.  | Corporate Strategy and Economic Development | David Edwards, Executive Director City Regeneration and Housing |
| Assessing disabled impacts in planning    | No | To consider how the Council fulfils its duty to assess the impacts on disabled people of new developments and changes of use, including for businesses and private and social sector housing. | Planning and Regulatory Services            | Patsy Dell, Head of Planning & Regulatory Services              |

### 6 JUNE 2017 - PROVISIONAL REPORTS

| Agenda item  | Decision | Description  | CEB Portfolio  | Report Contact   |
|--|----------|--|--|--|
| Local Plan Preferred Options                                       | Yes      | Progress of the review of the Local Plan   | Planning and Regulatory Services                         | Sarah Harrison, Senior Planner   |
| Design Review Panel  | No       | To consider the work and effectiveness of the Oxford Design Review Panel.  | Planning and Regulatory Services                         | Patsy Dell, Head of Planning & Regulatory Services                                 |
| Grant Allocations to Community and Voluntary Organisations 2016/17 | Yes      | A monitoring report on the reported achievements resulting from grants allocations will be submitted to the City Executive Board in June 2017. | Customer and Corporate Services, Culture and Communities | Jackie Yates, Executive Director Organisational Development and Corporate Services |

13

### SCRUTINY COMMITTEE - TO BE SCHEDULED

| Agenda item                                      | Decision | Description   | CEB Portfolio                               | Report Contact                 |
|--|----------|---|---|--------------------------------|
| NHS Sustainability and Transformation Plan (STP) | No       | To receive a briefing on the emerging STP for Buckinghamshire, Oxfordshire and West Berkshire.    | Finance, Asset Management and Public Health | Andrew Brown, Scrutiny Officer |
| Disabled Students' Allowance                     | No       | To consider the impacts of cuts to Disabled Students' Allowance on disabled students in the City. | Corporate Strategy and Economic Development | Andrew Brown, Scrutiny Officer |

## FINANCE PANEL

### 29 MARCH 2017 - PROVISIONAL REPORTS

| <b>Agenda item</b>            | <b>Decision</b> | <b>Description</b>  | <b>CEB Portfolio</b>                        | <b>Report Contact</b>                     |
|-------------------------------|-----------------|---|---|---|
| Brexit                        | No              | To consider updated report on the impacts of Brexit for the City Council.   | Finance, Asset Management and Public Health | Nigel Kennedy, Head of Financial Services |
| Budget and Capital monitoring | No              | To note the most recent budget monitoring report and receive a briefing on expected outturn.  | Finance, Asset Management and Public Health | Nigel Kennedy, Head of Financial Services |
| Service reviews               | No              | To consider the outcomes of comprehensive reviews of a number of service area budgets undertaken as part of this year's budget setting process. | Finance, Asset Management and Public Health | Nigel Kennedy, Head of Financial Services |

## HOUSING PANEL

### 1 MARCH 2017 - PROVISIONAL REPORTS

| Agenda item  | Decision | Description  | CEB Portfolio             | Report Contact  |
|--|----------|--|---------------------------|---|
| Housing performance - quarter 3                        | No       | To consider a report on Council performance against a set of housing service measures chosen by the Panel.   | Housing                   | Stephen Clarke, Head of Housing and Property              |
| Access to the private rented sector                    | No       | To receive a briefing on Council support to people in receipt of Housing Benefit in accessing the private rented sector, including the rent guarantee scheme, Home Choice pilot and 'real lettings' property investments.                          | Housing                   | Dave Scholes, Housing Strategy & Needs Manager            |
| Rough sleeping   | No       | To consider how the Council deals with people sleeping rough including those with no recourse to public funds.   | Community Safety, Housing | Ossi Mosley, Rough Sleeping & Single Homelessness Officer |
| Allocation of Homelessness Prevention Funds in 2017/18 | Yes      | To agree the allocation of the homelessness prevention funds with the purpose of meeting the objectives of the homelessness strategy. Funding is recommended to services/projects working to prevent and/or tackle homelessness and rough sleeping | Housing                   | Ossi Mosley, Rough Sleeping & Single Homelessness Officer |

15

### 26 APRIL 2017 - PROVISIONAL REPORTS

| Agenda item          | Decision | Description  | CEB Portfolio | Report Contact                               |
|----------------------|----------|--|---------------|--|
| Great Estates update | No       | To receive an update on progress made in developing masterplans for estates and working up and delivering a rolling programme of priority improvement schemes. | Housing       | Stephen Clarke, Head of Housing and Property |

|                                       |    |   |         |  |
|---------------------------------------|----|---|---------|--|
| Empty garages and former garage sites | No | To receive an update on how the Council is dealing with empty garages and former garage sites.  | Housing | Martin Shaw, Property Services Manager                 |
| Empty Property Strategy               | No | To receive a briefing on the Council's approaches to dealing with empty properties in the City ahead of a refresh of the Council's Empty Property Strategy 2013-18. | Housing | Melanie Mutch, Empty Property Officer (Private Sector) |
| Leaseholder relationships             | No | To consider Council relationships with leaseholders including the views of individual leaseholders.   | Housing | Stephen Clarke, Head of Housing and Property           |

### HOUSING PANEL - TO BE SCHEDULED

| Agenda item              | Decision | Description   | CEB Portfolio                    | Report Contact                                   |
|--------------------------|----------|---|----------------------------------|--|
| Private Sector Licencing | Yes      | To pre-scrutinise any decisions on proposals to extend licencing to the non-HMO private rented sector.  | Planning and Regulatory Services | Ian Wright, Environmental Health Service Manager |
| Flexible tenancies       | Yes      | To pre-scrutinise any decisions on the local implementation of government plans to prevent local authorities in England from offering secure tenancies for life to new council tenants in most circumstances. | Housing                          | Bill Graves, Landlord Services Manager           |



# FORWARD PLAN

## March 2017 – September 2017

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### What is the Forward Plan?

The Forward Plan gives information about all the decisions (key and non-key) that the City Executive Board (CEB) is expected to take over the next year. For completeness, the Forward Plan also includes important decisions which will be taken by the full Council.

Each item on the Forward Plan shows either a provisional or confirmed date for when it will be considered by CEB. Where possible, report authors will keep to the dates shown, however, it may be necessary for some provisional items to be rescheduled.

The Forward Plan is published on the Council's website on the first working day of the month. However, it is subject to regular revision and new issues or changes to existing issues will be posted on the website as soon as they are known.

The Forward Plan includes:

- a short description of the decision to be made
- who will make the decision
- when the decision will be made
- details of the planned consultation with local people and other stakeholders
- contact details for further information

### What is a Key decision?

A key decision is an executive decision which is likely:

- to result in the council incurring expenditure of more than £500,000; or
- to be significant in terms of its effects on communities living or working in an area comprising of two or more wards.

A key decision, except in special or urgent circumstances, cannot be taken unless it has appeared in the Forward Plan for 28 days before the decision is made.

### Inspection of documents

The agenda papers (including the reports and background papers) for CEB meetings are available 5 working days before the meeting on the council website:

<http://www.oxford.gov.uk>

The Forward Plan is available to view at the Town Hall.

### Private meetings

The majority of the decisions taken by the CEB are made in the "open session" of a meeting when the press or public have the right to attend. However, some or all, of the information supporting decisions in the Forward Plan may be confidential and as such it will be taken in the "private session" a meeting when the press or public are excluded. Items that will be taken in "private session" are marked in this plan and the reason for doing so given.

If you object to an item being taken in private, or if you wish to make representations about any matter listed in the Forward Plan, then please contact Committee & Member Services at least 7 working days before the decision is due to be made:

T: 01865 252191

Email: [cityexecutiveboard@oxford.gov.uk](mailto:cityexecutiveboard@oxford.gov.uk)

### The Council's decision-making process

Further information about the Council's decision making process can be found in the Council's Constitution, which can be inspected at the Council's offices or online at

<http://www.oxford.gov.uk>

## City Executive Board Members and Senior Officers

| City Executive Board Member      | Portfolio                                   |
|----------------------------------|---|
| <b>Bob Price, Council Leader</b> | Corporate Strategy and Economic Development |
| <b>Ed Turner, Deputy Leader</b>  | Finance, Asset Management and Public Health |
| <b>Susan Brown</b>               | Customer and Corporate Services             |
| <b>Alex Hollingsworth</b>        | Planning and Regulatory Services            |
| <b>Pat Kennedy</b>               | Young People, Schools and Skills            |
| <b>Linda Smith</b>               | Leisure, Parks and Sport                    |
| <b>Mike Rowley</b>               | Housing                                     |
| <b>Dee Sinclair</b>              | Community Safety                            |
| <b>Christine Simm</b>            | Culture and Communities                     |
| <b>John Tanner</b>               | A Clean and Green Oxford                    |

| Senior Officers       | Job Title   |
|-----------------------|---|
| <b>Peter Sloman</b>   | Chief Executive   |
| <b>David Edwards</b>  | Executive Director, City Regeneration and Housing                     |
| <b>Tim Sadler</b>     | Executive Director, Community Services                                |
| <b>Jackie Yates</b>   | Executive Director, Organisational Development and Corporate Services |
| <b>Caroline Green</b> | Assistant Chief Executive   |
| <b>Helen Bishop</b>   | Head of Business Improvement  |
| <b>Ian Brooke</b>     | Head of Community Services  |
| <b>Graham Bourton</b> | Head of Direct Services   |
| <b>Nigel Kennedy</b>  | Head of Financial Services/Section 151 Officer                        |
| <b>Stephen Clarke</b> | Head of Housing and Property  |
| <b>Lindsay Cane</b>   | Acting Head of Law and Governance / Monitoring Officer                |
| <b>Patsy Dell</b>     | Head of Planning and Regulatory                                       |

## REPORTS TO CEB

### OXFORD CITY HOUSING LIMITED SHAREHOLDER MEETING - MARCH 2017

|  |   |
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| <b>ITEM 9:<br/>ID: I015540</b>   | <b>OXFORD CITY HOUSING LIMITED (OCHL) – BUSINESS PLAN 2017/18</b><br><br><b>Report Status: Provisional: Decision reliant on another action or process</b>   |
| <p>This report presents the first annual Business Plan of Oxford City Housing Limited (OCHL) – a wholly owned subsidiary of Oxford City Council. The Business Plan details the strategic objectives and commercial projections for the company.</p> <p>The Business Plan is presented to the Shareholder (executive members of the Council nominated to undertake its shareholder powers) for noting and comment only.</p> <p>Future Business Plans and progress statements will be presented to the Shareholder on an annual basis.</p> |   |
| <b>Is this a Key Decision?</b>   | Not Key   |
| <b>Is this item open or exempt to the public?</b>  | Fully exempt - Information which is subject to any obligation of confidentiality.   |
| <b>Will this decision be preceded by any form of consultation?</b>   |   |
| <b>Decision Taker</b>  | Oxford City Housing Limited - Shareholder Committee March 2017  |
| <b>Executive Lead Member</b>   | Corporate Strategy and Economic Development   |
| <b>Lead Executive Director</b>   | Executive Director for Regeneration and Housing   |
| <b>Report Contact</b>  | David Watt, Finance Business Partner Tel: 01865 252182 <a href="mailto:dwatt@oxford.gov.uk">dwatt@oxford.gov.uk</a> , Alan Wylde, Housing Development & Enabling Manager Tel: 01865 252319 <a href="mailto:awylde@oxford.gov.uk">awylde@oxford.gov.uk</a> |

### CEB 6 APRIL 2017

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| <b>ITEM 10:<br/>ID: I014716</b>  | <b>SAFEGUARDING REPORT 2017/18</b><br><br><b>Report Status: Confirmed<br/>Council: Confirmed</b> |
| <p>An annual report to monitor the progress made on Oxford City Council's Section 11 Self-assessment Action Plan 2016-2017 and to approve the Action Plan for 2017-2018.</p> |  |
| <b>Is this a Key Decision?</b>   | Not Key  |
| <b>Is this item open or exempt to the public?</b>  | Open -   |
| <b>Will this decision be preceded by any form of consultation?</b>   | None   |
| <b>Decision Taker</b>  | City Executive Board 6 Apr 2017<br>Council July 2017   |

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| <b>Executive Lead Member</b>   | Finance, Asset Management and Public Health   |
| <b>Lead Executive Director</b> | Assistant Chief Executive   |
| <b>Report Contact</b>          | Val Johnson, Policy and Partnerships Team<br>Leader Tel: 01865 252209<br>vjohnson@oxford.gov.uk |

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| <b>ITEM 11:<br/>ID: I013240</b>  | <b>WATERWAYS PUBLIC SPACE PROTECTION ORDER</b><br><br><b>Report Status: Confirmed</b>                                 |
| To update the Board on the outcome of phase one of the consultation process and proposals for the way forward. |   |
| <b>Is this a Key Decision?</b>   | Yes It is significant in terms of its effect on communities living or working in an area comprising two or more wards |
| <b>Is this item open or exempt to the public?</b>  | Open -  |
| <b>Will this decision be preceded by any form of consultation?</b>   | Public consultation completed.  |
| <b>Decision Taker</b>  | City Executive Board 6 Apr 2017   |
| <b>Executive Lead Member</b>   | Community Safety  |
| <b>Lead Executive Director</b>   | Executive Director for Community Services   |
| <b>Report Contact</b>  | Richard Adams, Community Safety & Resilience<br>Manager Tel: 01865 252283<br>rjadams@oxford.gov.uk                    |

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| <b>ITEM 12:<br/>ID: I013718</b>   | <b>OXFORD FLOOD ALLEVIATION SCHEME</b><br><br><b>Report Status: Provisional: Awaiting further information, advice or input</b> |
| <ul style="list-style-type: none"> <li>To update Members on the Oxford Flood Alleviation Scheme;</li> <li>To request approval to revise Oxford City Councils' project contribution;</li> <li>To request delegated authority to Executive Director of Community Services, in consultation with the Heads of Financial Services and Law and Governance, to be able to enter a funding agreement with Environment Agency.</li> </ul> |  |
| <b>Is this a Key Decision?</b>  | Yes It is likely to result in the Council incurring expenditure which is greater than £500,000                                 |
| <b>Is this item open or exempt to the public?</b>   | Open -   |
| <b>Will this decision be preceded by any form of consultation?</b>  | None   |
| <b>Decision Taker</b>   | City Executive Board 6 Apr 2017  |
| <b>Executive Lead Member</b>  | Corporate Strategy and Economic Development  |
| <b>Lead Executive Director</b>  | Executive Director for Community Services  |
| <b>Report Contact</b>   | Helen Vaughan-Evans, Northway & Marston<br>Flood Scheme Project Manager<br>hvaughanevans@oxford.gov.uk                         |

## CEB 11 MAY 2017

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| <b>ITEM 16:<br/>ID: I014682</b>  | <b>FUSION LIFESTYLE'S ANNUAL SERVICE PLAN 2017/18</b><br><br><b>Report Status: Confirmed</b> |
| The report will recommend that the City Executive Board endorse Fusion Lifestyle's Annual Service Plan for the management of the Council's leisure facilities for 2017/18. |  |

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| <b>Is this a Key Decision?</b>                                     | Yes It is significant in terms of its effect on communities living or working in an area comprising two or more wards |
| <b>Is this item open or exempt to the public?</b>                  | Open -  |
| <b>Will this decision be preceded by any form of consultation?</b> | No  |
| <b>Decision Taker</b>  | City Executive Board 11 May 2017  |
| <b>Executive Lead Member</b>                                       | Leisure, Parks and Sport  |
| <b>Lead Executive Director</b>                                     | Head of Community Services  |
| <b>Report Contact</b>  | Lucy Cherry, Leisure and Performance Manager<br>Tel: 01865 252707 lcherry@oxford.gov.uk                               |

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| <b>ITEM 17:<br/>ID: I016206</b>  | <b>OXFORD RAILWAY STATION SUPPLEMENTARY PLANNING DOCUMENT (SPD)</b><br><br><b>Report Status: Provisional: Awaiting further information, advice or input.</b> |
| To seek approval to consult on the draft Oxford Railway Station Supplementary Planning Document (SPD). |  |
| <b>Is this a Key Decision?</b>   | Yes It is significant in terms of its effect on communities living or working in an area comprising two or more wards  |
| <b>Is this item open or exempt to the public?</b>  | Open -   |
| <b>Will this decision be preceded by any form of consultation?</b>                                     | Yes – public consultation  |
| <b>Decision Taker</b>  | City Executive Board 11 May 2017   |
| <b>Executive Lead Member</b>   | Planning and Regulatory Services   |
| <b>Lead Executive Director</b>   | Executive Director for Regeneration and Housing  |
| <b>Report Contact</b>  | Fiona Piercy, Regeneration Programme Director<br>Tel: 01865 252185 fpiercy@oxford.gov.uk   |

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| <b>ITEM 18:<br/>ID: I016207</b>  | <b>GRENOBLE ROAD - HOUSING DEVELOPMENT</b><br><br><b>Report Status: Provisional: Awaiting further information, advice or input</b> |
| To request delegated authority to submit a planning application for Grenoble Road. |  |
| <b>Is this a Key Decision?</b>   | Yes It is likely to result in the Council incurring expenditure which is greater than £500,000                                     |
| <b>Is this item open or exempt to the public?</b>                                  | Open -   |
| <b>Will this decision be preceded by any form of consultation?</b>                 | None   |
| <b>Decision Taker</b>  | City Executive Board 11 May 2017   |
| <b>Executive Lead Member</b>   | Planning and Regulatory Services   |
| <b>Lead Executive Director</b>   | Executive Director for Regeneration and Housing  |
| <b>Report Contact</b>  | David Edwards, Executive Director City Regeneration and Housing Tel: 01865 252394 dedwards@oxford.gov.uk                           |

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|---|---|
| <b>ITEM 19:<br/>ID: I015539</b>   | <b>CITY CENTRE STRATEGY</b><br><br><b>Report Status: Provisional: Decision needs further consideration or information</b> |
| To approve the City Centre Strategy which aims to <ul style="list-style-type: none"> <li>• create and promote a strong investment proposition by informing the future role and direction of the city centre</li> <li>• facilitate ongoing dialogue with those involved in the management and future of the city centre</li> <li>• provide a framework for collaboration and action</li> <li>• assist in the allocation of resources and prioritise actions</li> </ul> |   |
| <b>Is this a Key Decision?</b>  | Not Key   |
| <b>Is this item open or exempt to the public?</b>   | Open -  |
| <b>Will this decision be preceded by any form of consultation?</b>  | None  |
| <b>Decision Taker</b>   | City Executive Board 11 May 2017  |
| <b>Executive Lead Member</b>  | Planning and Regulatory Services, Corporate Strategy and Economic Development   |
| <b>Lead Executive Director</b>  | Executive Director for Regeneration and Housing   |
| <b>Report Contact</b>   | Fiona Piercy, Regeneration Programme Director<br>Tel: 01865 252185 fpiercy@oxford.gov.uk                                  |

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|--|---|
| <b>ITEM 20:<br/>ID: I016214</b>                                    | <b>COMMUNITY LEASES</b><br><br><b>Report Status: Provisional: Decision needs further consideration or information</b> |
| This report requests CEB to agree an approach to community leases  |   |
| <b>Is this a Key Decision?</b>                                     | Yes It is significant in terms of its effect on communities living or working in an area comprising two or more wards |
| <b>Is this item open or exempt to the public?</b>                  | Open -  |
| <b>Will this decision be preceded by any form of consultation?</b> | None  |
| <b>Decision Taker</b>  | City Executive Board 11 May 2017  |
| <b>Executive Lead Member</b>                                       | Culture and Communities   |
| <b>Lead Executive Director</b>                                     | Head of Community Services  |
| <b>Report Contact</b>  | Ian Brooke, Head of Community Services Tel: 01865 252705 ibrooke@oxford.gov.uk  |

## CEB 15 JUNE 2017 - SPECIAL MEETING

|   |   |
|---|---|
| <b>ITEM 22:<br/>ID: I014947</b>                   | <b>LOCAL PLAN PREFERRED OPTIONS</b><br><br><b>Report Status: Confirmed</b>  |
| Progress of the review of the Local Plan          |   |
| <b>Is this a Key Decision?</b>                    | Yes It is significant in terms of its effect on communities living or working in an area comprising two or more wards |
| <b>Is this item open or exempt to the public?</b> | Open -  |
| <b>Will this decision be preceded by any</b>      | Public consultation   |

|                                |   |
|--------------------------------|---|
| <b>form of consultation?</b>   |   |
| <b>Decision Taker</b>          | City Executive Board 15 Jun 2017  |
| <b>Executive Lead Member</b>   | Planning and Regulatory Services  |
| <b>Lead Executive Director</b> | Head of Planning and Regulatory Services                                  |
| <b>Report Contact</b>          | Sarah Harrison, Senior Planner Tel: 01865 252015 sbharrison@oxford.gov.uk |

## CEB 20 JUNE 2017

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| <b>ITEM 23:<br/>ID: I014713</b>  | <b>APPOINTMENT OF OUTSIDE BODIES 2017/2018</b><br><br><b>Report Status: Confirmed</b>      |
| To appoint Council representatives to outside bodies and charities for the year 2017/18. |  |
| <b>Is this a Key Decision?</b>   | Not Key  |
| <b>Is this item open or exempt to the public?</b>  | Open -   |
| <b>Will this decision be preceded by any form of consultation?</b>                       | Yes - Outside Bodies, Members  |
| <b>Decision Taker</b>  | City Executive Board 15 Jun 2017   |
| <b>Executive Lead Member</b>   | Corporate Strategy and Economic Development  |
| <b>Lead Executive Director</b>   | Acting Head of Law and Governance  |
| <b>Report Contact</b>  | Catherine Phythian, Committee Services Officer<br>Tel: 01865252402 cphythian@oxford.gov.uk |

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| <b>ITEM 24:<br/>ID: I011611</b>   | <b>NORTH OXFORD VICTORIAN SUBURB CONSERVATION AREA APPRAISAL- FINAL</b><br><br><b>Report Status: Provisional: Awaiting further information, advice or input</b> |
| To approve the North Oxford Victorian Suburb Conservation Area Appraisal following public consultation. |   |
| <b>Is this a Key Decision?</b>  | Yes It is significant in terms of its effect on communities living or working in an area comprising two or more wards   |
| <b>Is this item open or exempt to the public?</b>   | Open -  |
| <b>Will this decision be preceded by any form of consultation?</b>                                      | Public consultation in Spring 2017  |
| <b>Decision Taker</b>   | City Executive Board 20 Jun 2017  |
| <b>Executive Lead Member</b>  | Planning and Regulatory Services  |
| <b>Lead Executive Director</b>  | Executive Director for Regeneration and Housing   |
| <b>Report Contact</b>   | Gill Butter, Conservation and Urban Design Officer gbutter@oxford.gov.uk  |

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| <b>ITEM 25:<br/>ID: I012213</b>   | <b>MONITORING GRANTS ALLOCATED TO COMMUNITY AND VOLUNTARY ORGANISATIONS 2016/17</b><br><br><b>Report Status: Confirmed</b> |
| To monitor progress and report achievements resulting from those grant allocated to Community and Voluntary Organisations 2016/17 |  |
| <b>Is this a Key Decision?</b>  | Yes  |
| <b>Is this item open or exempt to the</b>   | Open -   |

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| public?   |   |
| Will this decision be preceded by any form of consultation? | N/A   |
| Decision Taker  | City Executive Board 20 Jun 2017  |
| Executive Lead Member                                       | Culture and Communities, Customer and Corporate Services                                    |
| Lead Executive Director                                     | Executive Director for Community Services   |
| Report Contact  | Julia Tomkins, Grants & External Funding Officer<br>Tel: 01865252685 jtomkins@oxford.gov.uk |

## CEB 18 JULY 2017

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| ITEM 26:<br>ID: I015164   | <b>REFURBISHED OF BARTON COMMUNITY CENTRE</b><br><br><b>Report Status: Provisional: Decision needs further consideration or information</b>  |
| Approval to undertake refurbishment works including the creation of the new doctor surgery. |  |
| Is this a Key Decision?   | Yes It is likely to result in the Council incurring expenditure which is greater than £500,000   |
| Is this item open or exempt to the public?  | Open -   |
| Will this decision be preceded by any form of consultation?                                 | The local community have already been consulted on what they would like to see in an improved centre.<br>Further consultation on the design detail will take place in October but will not affect the contract award |
| Decision Taker  | City Executive Board 18 Jul 2017   |
| Executive Lead Member   | Leisure, Parks and Sport   |
| Lead Executive Director   | Head of Community Services   |
| Report Contact  | Julia Castle, Senior Lettings & Disposal Surveyor<br>jcastle@oxford.gov.uk   |

## CEB 15 AUGUST 2017 - PROVISIONAL

## CEB 19 SEPTEMBER 2017

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| ITEM 27:<br>ID: I015324  | <b>COMMISSIONED ADVICE STRATEGY 2018-2021 - PROGRESS REPORT</b><br><br><b>Report Status: Provisional: Awaiting further information, advice or input.</b> |
| To update the Board on the progress made in developing a new commissioned advice strategy during 2017/18 |  |
| Is this a Key Decision?  | Yes It is likely to result in the Council incurring expenditure which is greater than £500,000   |
| Is this item open or exempt to the public?   | Open -   |
| Will this decision be preceded by any form of consultation?  | To be discussed with advice organisations the Council currently funds in October.  |



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| <b>Decision Taker</b>          | City Executive Board 19 Sep 2017   |
| <b>Executive Lead Member</b>   | Customer and Corporate Services  |
| <b>Lead Executive Director</b> | Executive Director for Organisational Development and Corporate Services                       |
| <b>Report Contact</b>          | Paul Wilding, Programme Manager Revenue & Benefits Tel: 01865 252461<br>pwilding@oxford.gov.uk |

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| <b>ITEM 28:<br/>ID: I015275</b>  | <b>EAST OXFORD COMMUNITY CENTRE - IMPROVEMENT SCHEME</b><br><br><b>Report Status: Provisional : Decision needs further consideration or information</b> |
| To present an improvement scheme for the East Oxford Community Centre following public consultation. |   |
| <b>Is this a Key Decision?</b>   | Yes It is likely to result in the Council incurring expenditure which is greater than £500,000  |
| <b>Is this item open or exempt to the public?</b>  | Open -  |
| <b>Will this decision be preceded by any form of consultation?</b>                                   | Public Consultation   |
| <b>Decision Taker</b>  | City Executive Board 19 Sep 2017  |
| <b>Executive Lead Member</b>   | Culture and Communities   |
| <b>Lead Executive Director</b>   | Executive Director for Community Services   |
| <b>Report Contact</b>  | Vicky Trietline, Development Project Management Surveyor Tel: 01865 529881<br>vtrietline@oxford.gov.uk  |

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| <b>ITEM 29:<br/>ID: I013443</b>  | <b>MUSEUM OF OXFORD DEVELOPMENT TRUST - FUNDRAISING PROGRESS</b><br><br><b>Report Status: Provisional: Awaiting further information, advice or input</b> |
| September 2017: To update the Board on the development trust's fundraising progress and whether a charity trust is a suitable model for the museum   |  |
| Jan 2017: The report sets out arrangements for establishing a development trust for the Museum of Oxford. The development trust will enable the museum to receive funding from sources for which Oxford City Council would not normally be eligible. |  |
| Development trusts sit alongside the body for which they are fundraising and are different from a charitable trust whose purpose is to the service itself.   |  |
| The development trust will enable the Museum of Oxford to raise funds to supplement investment in its redevelopment already committed by Oxford City Council and the Heritage Lottery Fund.  |  |
| <b>Is this a Key Decision?</b>   | Yes It is likely to result in the Council incurring expenditure which is greater than £500,000   |
| <b>Is this item open or exempt to the public?</b>  | Open -   |
| <b>Will this decision be preceded by any form of consultation?</b>   | None   |
| <b>Decision Taker</b>  | City Executive Board 19 Sep 2017   |
| <b>Executive Lead Member</b>   | Culture and Communities  |
| <b>Lead Executive Director</b>   | Head of Community Services   |
| <b>Report Contact</b>  | Peter McQuitty, Corporate Lead - Culture & the Arts Tel: 01865 252780 pmcquitty@oxford.gov.uk  |

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| <b>ITEM 30:<br/>ID: I016330</b>  | <b>MUSEUM OF OXFORD HIDDEN HISTORIES PROJECT</b><br><br><b>Report Status: Provisional: Awaiting further information, advice or input</b> |
| To seek project approval for the Museum of Oxford Hidden Histories Project |  |
| <b>Is this a Key Decision?</b>   | Yes It is likely to result in the Council incurring expenditure which is greater than £500,000   |
| <b>Is this item open or exempt to the public?</b>                          | Open -   |
| <b>Will this decision be preceded by any form of consultation?</b>         | None   |
| <b>Decision Taker</b>  | City Executive Board 19 Sep 2017   |
| <b>Executive Lead Member</b>   | Corporate Strategy and Economic Development  |
| <b>Lead Executive Director</b>   | Head of Community Services   |
| <b>Report Contact</b>  | Helen Vaughan-Evans, Northway & Marston Flood Scheme Project Manager<br>hvaughanevans@oxford.gov.uk                                      |

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| <b>ITEM 31:<br/>ID: I015077</b>  | <b>SUSTAINABILITY STRATEGY 2017</b><br><br><b>Report Status: CEB: Provisional: Decision needs further consideration or information</b><br><b>Council: Provisional: Decision needs further consideration or information</b> |
| The report will provide the revised Oxford Sustainability Strategy, which will set out the vision for Oxford's sustainable future and steps we are required to take to deliver it. The report will recommend approval of the draft strategy for public consultation. |  |
| CEB April 2017: To report on the public consultation process and present the final Sustainability Strategy to the Board. CEB to recommend that Council approve the final Sustainability Strategy 2017.   |  |
| Council April 2017 – Council to approve Sustainability Strategy 2017   |  |
| <b>Is this a Key Decision?</b>   | Yes It is significant in terms of its effect on communities living or working in an area comprising two or more wards  |
| <b>Is this item open or exempt to the public?</b>  | Open -   |
| <b>Will this decision be preceded by any form of consultation?</b>   | 6 weeks Online public consultation required  |
| <b>Decision Taker</b>  | City Executive Board 19 Sep 2017<br>Council 2 Oct 2017   |
| <b>Executive Lead Member</b>   | A Clean and Green Oxford   |
| <b>Lead Executive Director</b>   | Executive Director for Community Services  |
| <b>Report Contact</b>  | Mai Jarvis, Environmental Quality Team Manager<br>Tel: 01865 252403 mjarvis@oxford.gov.uk  |

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| <b>ITEM 32:<br/>ID: I015283</b>   | <b>QUARTERLY INTEGRATED PERFORMANCE 2017/18 - Q1</b><br><br><b>Report Status: Confirmed</b> |
| These reports detail the Council's finances, risk and performance as at the end of each financial quarter for 2017/18 and may include recommendations on consequential changes to the budget: |   |

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| · Q1, 30 June 2016 – report in September 2017                      |  |
| · Q2, 30 September 2016 - report in December 2017                  |  |
| · Q3, 31 December 2016 - report in March 2018                      |  |
| · Q4, 31 March 2017- report in June 2018                           |  |
| <b>Is this a Key Decision?</b>                                     | Not Key  |
| <b>Is this item open or exempt to the public?</b>                  | Open -   |
| <b>Will this decision be preceded by any form of consultation?</b> | None   |
| <b>Decision Taker</b>  | City Executive Board 19 Sep 2017<br>City Executive Board 19 Dec 2017<br>City Executive Board 20 Mar 2018<br>City Executive Board 19 Jun 2018 |
| <b>Executive Lead Member</b>                                       | Finance, Asset Management and Public Health  |
| <b>Lead Executive Director</b>                                     | Head of Financial Services   |
| <b>Report Contact</b>  | Anna Winship, Management Accountancy<br>Manager Tel: 01865 252517<br>awinship@oxford.gov.uk  |

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| <b>ITEM 33:<br/>ID: I014684</b>   | <b>TREASURY MANAGEMENT PERFORMANCE: ANNUAL REPORT<br/>AND PERFORMANCE 2016/17</b>              |
|   | <b>Report Status: Confirmed</b>  |
| The Treasury Management Performance Report 2016/17 is submitted twice a year: |  |
| · Dec 2016– the position at the 30 September 2016 (Half Year)                 |  |
| · Sept 2017 – the position at 31 March 2017 (Full Year)                       |  |
| <b>Is this a Key Decision?</b>  | Yes It is likely to result in the Council incurring expenditure which is greater than £500,000 |
| <b>Is this item open or exempt to the public?</b>                             | Open -   |
| <b>Will this decision be preceded by any form of consultation?</b>            | None   |
| <b>Decision Taker</b>   | City Executive Board 19 Sep 2017   |
| <b>Executive Lead Member</b>  | Finance, Asset Management and Public Health  |
| <b>Lead Executive Director</b>  | Head of Financial Services   |
| <b>Report Contact</b>   | Bill Lewis   |

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## Scrutiny recommendation tracker 2016/17 – February 2017

|                                       |     |     |
|---------------------------------------|-----|-----|
| Total recommendations (year to date): | 119 |     |
| Agreed                                | 99  | 83% |
| Agreed in part                        | 7   | 6%  |
| Not agreed                            | 13  | 11% |

### 9 FEBRUARY 2017 CITY EXECUTIVE BOARD

#### Budget 2017/2018

| <b>Recommendation</b>  | <b>Agreed?</b> | <b>Comment</b>  |
|--|----------------|---|
| 1. That future budget reports should provide current and past data alongside figures for the coming four years, and gross as well as net figures, in order to present them in context.   | Y              | Agreed – Happy to provide further clarity   |
| 2. That clarity is provided in future years as to which fees and charges are discretionary and which are restricted to a level based on cost recovery or set by other bodies.  | Y              | Agreed – Happy to provide further clarity   |
| 3. That opportunities to generate additional revenue from discretionary fees and charges within the Planning and Regulatory Service (e.g. by issuing more Street Trading Licences) should be kept under review, given that unmet income targets have been rebased. | Y              | Agreed - We will continue to increase income from discretionary services  |
| 4. That consideration is given to charging a lower rate for Street Trading licences in areas outside the city centre, hence making compliance without the need for enforcement more likely and maximising income.  | Y              | <p>A new reduced fee of £350 was included in the 17/18 Fees &amp; Charges Schedule and was approved by General Purposes Licensing Committee on 23<sup>rd</sup> January. The following is taken from the January 23 GPL committee report:</p> <p>A new fee of £350 is proposed to assist businesses in low footfall areas outside the city centre. This fee would apply to premises located in the existing Neighbourhood Shopping Centres (as listed in Appendix 9 of the Oxford Local Plan 2001-2016).</p> <p>The introduction of a reduced fee is recommended in the interests of encouraging increased vitality in low footfall out of town areas where small businesses may struggle to establish</p> |

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|--|---|--|
|  |   | themselves. The level has been set to reflect the reduced impact, size and compliance risk of street cafes in these areas, whilst balancing the need to cover costs.   |
| 5. That additional income from car parking charges should be rated high risk (and therefore have a 30% contingency) given the significant increases in rail capacity in the city.  | Y | Additional income arising from increasing the park and ride charges in April 2018 is classified as high risk and mitigated by a 30% contingency. Other increased income arising from volume changes on park and ride and increases in off street parking fees is considered to be a medium risk given the changes that are expected in vehicle movements arising from the opening of the Westgate. Car parking income this financial year is already exceeding budget.   |
| 6. That consideration is given to how 'Invest to save' items are classified and presented in future budgets given that there are few invest to save revenue items but numerous capital projects that generate revenue savings (e.g. homelessness property investments).  | Y | The Council has a budgeted for a significant amount of capital expenditure which will give rise to savings in the revenue budget, including waste transfer station- £2.4 million, Seacourt park and ride extension -£3.9 million, purchased of properties for homeless families - £10million, Loan to Oxwed - £4.1 million and Loans to Housing Company -£60million. We are happy to consider ways to make such schemes more prominent in the Budget report if it is the view of Scrutiny that they were not clear.  |
| 7. That officers are encouraged to submit invest to save ideas, even if the savings are likely to be high risk, given there is still a significant transformation reserve that can be drawn on to fund these (c.£750k).  | Y | Officers are encouraged to consider 'invest to save' proposals through the Budget Setting process. Most of those for this year's budget setting process are capital by nature as identified in recommendation 6 above. This will continue to be a key theme during budget setting going forward as balancing the budget becomes more challenging. It is to be noted that retaining a contingency against high risk savings can serve as encouragement to put these forward.  |
| 8. That further consideration is given to the allocation of contingencies against high risk efficiency savings (which are reducing from 40% to 30%), given the council's recent record of not drawing on contingencies and the fact that unachieved efficiencies can be covered in other ways (e.g. by making alternative savings), or reported as pressures the following year. | N | The Medium Term Financial Plan provides for around £3.5million of increased efficiencies and fees and charges by year four with contingencies relating to non-achievement of high risk areas of £340k. Whilst the Council has had a good track record of achieving all savings or replacing them with other savings, this will become more and more challenging. It is still considered prudent to make some contingency in order to protect the revenue account, and indeed to send a clear message to officers that such savings proposals are desirable, and some non-achievement will not result in budget shortfalls. |

|  |   |   |
|--|---|---|
| 9. That the council's Audit and Governance Committee considers the long term risks, controls and governance issues associated with the establishment of fully or partly council-owned companies and other new delivery vehicles (e.g. trust models).                                 | Y | Agree. A review of the Governance of companies established by the Council by the Councils internal auditors, BDO, is part of the draft internal audit work programme  |
| 10. That the council's capacity and skills to support the new companies should be closely monitored, the risk being that if these efforts are under-resourced then opportunities will not be maximised.  | Y | Agree – as the Council's wholly owned companies grow they will become more complex and require more resource to service. The resources required to support these companies will be closely monitored and if appropriate will be increased   |
| 11. That consideration is given to using a property agent to improve the council's capacity and agility in the property market (e.g. for homelessness property purchases), as this could enable the council to move quickly to take better opportunities and potentially save money. | Y | Agree -The Council is currently making use of its internal staff resource to manage the purchase of these properties. If it is considered that more resource is required to accelerate the process then this will be procured.  |
| 12. That the next annual review of the Council Tax Support Scheme includes an assessment of the impacts of the scheme on reducing poverty in the city to provide assurance that this is the best way of targeting resources to improve outcomes.                                     | Y | Agree – The Council is required to annually review the scheme and consult on any subsequent changes. To date the Council has decided not to change the scheme from that originally introduced. The scheme will be considered again in September 2017 for the year 2018-19. The administration is clear that any changes will be driven by a desire to maximise our ability to prevent financial hardship, rather than achieve savings.  |
| 13. That further discussions are held with Oxfordshire Clinical Commissioning Group to explore how community facilities can be incorporated into the provision of health care services.  | Y | We are confident that the space at Rose Hill will soon be taken by health users. The health authorities are interested in using community spaces to deliver some services, and we welcome this (especially since there may be synergies with other aspects of our community development work). The work at Rose Hill has, however, made it clear that leasing space is not a straightforward process for the health authorities, and this will need to be borne in mind when planning future occasion of our centres. |
| 14. That a review of council spending on apprenticeships is undertaken that includes identifying how to maximise opportunities to claim back part of the levy to fund external training for apprentices.   | Y | Agree -The Council is currently looking at the best way to mitigate the cost of the levy by the charging of appropriate apprenticeship training costs   |
| 15. That costs arising from uplifts in the Oxford Living Wage (OLW) should take account of the expected convergence of the OLW and the National Living Wage (which will rise to £9 per   | Y | Agree- Whilst it is agreed that by 2020 the National Living Wage will overtake the Fusion contracted wage, the saving to the Council will be minimal in the context of the overall Council  |

|  |   |  |
|--|---|--|
| hour by 2020 for over 25s), which may release some small savings over the plan period.   |   | budget. We will review the position annually   |
| 16. That the following areas should be priorities for further spending if additional revenue resources become available:<br>a) The Fraud Team, given its potential to raise revenue;<br>b) An Occupational Therapist to work within existing governance structures, which could prevent unspent Disabled Facilities Grant funding being returned to Government;<br>c) One-off funding to protect archived documents in the Town Hall basement from flooding (e.g. waterproof filing systems);<br>d) An additional Streetscene operative; | Y | CEB note the above priorities suggested by the Panel and will consider these alongside other competing priorities if and when available financial resources allow. |

### Update on the Corporate Plan 2016 - 2020

| <b>Recommendation</b>  | <b>Agreed?</b> | <b>Comment</b>   |
|--|----------------|--|
| 1. That the report makes it clearer where the council's key achievements have been funded or delivered in partnership with voluntary groups and other organisations. | Y              | The final published text will refer to partnership funding for the projects concerned. |

32

### Carbon Management Plan: 2017 - 2022

| <b>Recommendation</b>   | <b>Agreed?</b> | <b>Comment</b> |
|---|----------------|----------------|
| 1. That consideration is given to releasing revenue from the transformation budget and prudential borrowing in order to fund carbon reduction schemes, subject to robust business cases.      | Y              |                |
| 2. That guidance and best practice in relation to carbon reduction measures are taken into account during the Local Plan review and influence future planning conditions on new developments. | Y              |                |



### Grant allocations to community and voluntary organisations 2017/2018

| <b>Recommendation</b>   | <b>Agreed?</b> | <b>Comment</b>   |
|---|----------------|--|
| 1. That the unallocated funding for the Advice and Money Management commissioning theme is kept under review with a view to ensuring that all available funding is allocated during the year.   | Y              |  |
| 2. That workshops aimed at encouraging and supporting under-represented groups to bid for small grants are offered in a wider range of locations across the city.                               | Y              | With a specific focus on reaching regeneration areas which grants target, yes.   |
| 3. That details of the criteria used to assess applications received through the Annual Open Bidding programme are made available to applicants (e.g. on the application forms).                | Y              | Details are already made available. The proposal to include on application forms and perhaps give a sense of weightings, would be particularly useful. We have also committed to start providing feedback on any trends amongst the quality of applications assessed to OCVA after each grant round. This will allow attendees at workshops to benefit from focused support in any areas of potential weakness |
| 4. That in future grant allocation reports a consistently transparent approach is taken to explaining the rationale for the levels of grants awarded through the Annual Open Bidding programme. | Y              |  |

### Cycling – progress update

| <b>Recommendation</b>  | <b>Agreed?</b> | <b>Comment</b>  |
|--|----------------|---|
| 1. That guidance is provided to elected members on the use of CIL funding allocated to ward budgets to fund cycling improvement schemes, including guidance on the pooling of these resources. | Yes            | Yes, this can be done. As Portfolio Holder I will work with planning officers to draft some simple guidelines on how to approach schemes of this sort, and circulate it.  |
| 2. That the replacing of cycle symbols on the Cowley Road is the priority for any unspent capital funding for cycling improvement schemes in 2016/17, subject to County Council approval.      | No             | The County Council has previously been asked to carry out this work by local councillors, and informed them that it is contrary to the provisions of the Regulations governing the use of traffic markings. The County Council contacted the Department for Transport to ask if an exemption would be granted, and were told in no uncertain terms that it would not be. This too was conveyed to local councillors. The City Council is unable to do works on the highway without the County |

|  |     |   |
|--|-----|---|
|  |     | Council's permission, and the County Council cannot do works that are contrary to the Regulation for road markings without the permission of the Department for Transport. That permission will not be forthcoming. This example makes the case for continuing our current policy of focussing on projects that can proceed immediately without the need for third party authorisation. |
| 3. That the City Council contacts the Vice-Chancellors of both universities to request their intervention to achieve the delegation of the power to remove abandoned bicycles on University or College-owned land to the City Council. | Yes | The Council will contact the two universities to see whether this delegation can be achieved, and under what terms.   |

### Safeguarding Language School Students

| <b>Recommendation</b>  | <b>Agreed?</b> | <b>Comment</b>  |
|--|----------------|---|
| That the City Council lobbies for a strengthening of the legislation to require that local authorities are informed by language schools when minors are temporarily placed in a private home for more than a few days. | Y              | I agree the recommendation.<br><br>Portfolio Holder suggests CEB to write to relevant ministers and the LGA setting out our concerns and urging prompt action |

### Recycling

| <b>Recommendation</b>   | <b>Agreed?</b> | <b>Comment</b>  |
|---|----------------|---|
| 1. That every effort is made to fund recycling incentive campaigns beyond October 2018, when grant funding for the Blue Bin Recycling League comes to an end. | Y              | The Blue Bin Recycling League is doing excellent work in encouraging recycling in Oxford. I'd like to put on record my thanks to the staff team running the scheme. It is too early to say whether or not the City Council will be able to continue this project when Government funding ends.<br><br>"But I would expect recycling incentive schemes to be part of the mix in the refuse and recycling services the City Council provides. But we need to learn the lessons by a careful appraisal of the Blue Bin League's successes and any failures.<br><br>"We will then have to determine what money might be available and how best it could be used. The City Council should be guided in that by our continued determination to increase recycling and reduce waste. |



## 2015 Air Quality Annual Status Report (ASR)

In fulfilment of Part IV of the  
Environment Act 1995  
Local Air Quality Management

July 2016



|                         |  |
|-------------------------|--|
| Local Authority Officer | Ian Halliday   |
| Department              | Environmental Sustainability                           |
| Address                 | St Aldate's Chambers, 109 St Aldate's, Oxford, OX1 1DS |
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| Report Reference number |  |
| Date                    | July 2016  |

## Executive Summary: Air Quality in Oxford

Air pollution remains an invisible killer. It contributes to a range of illnesses including heart disease and cancer. It particularly affects the most vulnerable in society: children, older people and those with heart and lung conditions. There is also a strong correlation with poverty because areas with poor air quality are also often in less affluent areas<sup>1 2</sup>.

Sixty years on from the Clean Air Act (1956) and pollution is still affecting people's health. There is an increasing burden on the NHS. It is estimated that in the UK it cost £16M a year to deal with the health impacts of just Particulate Matter (PM)<sup>3</sup>.

Oxford, in common with many urban areas throughout the United Kingdom, is subject to poor air quality, particularly close to areas with high levels of road traffic. In Oxford, nitrogen dioxide is the pollutant of most concern.

The whole of the city was declared as an Air Quality Management Area (AQMA) in 2010. An Air Quality Action Plan (AQAP) was adopted by the Council in 2013. More details on the AQMA and AQAP are available here:

[https://www.oxford.gov.uk/info/20216/air\\_quality\\_management/206/air\\_quality\\_management\\_in\\_oxford/2](https://www.oxford.gov.uk/info/20216/air_quality_management/206/air_quality_management_in_oxford/2)

Transport is by far the most significant source of emissions of oxides of nitrogen in the city, accounting for 75% of emissions, 17% of emissions come from commercial and residential heating, 6% from industry and 2% from energy production.

Air quality in Oxford has seen significant improvements but there is far more that needs to be done.

- Ten year trends from our data collection and analysis show that nitrogen dioxide (NO<sub>2</sub>) levels have dropped by typically 35% at roadsides in the city centre. This is good news for the environment and for the health of people in Oxford.

---

<sup>1</sup> Environmental equity, air quality, socioeconomic status and respiratory health, 2010

<sup>2</sup> Air quality and social deprivation in the UK: an environmental inequalities analysis, 2006

<sup>3</sup> Defra. Abatement cost guidance for valuing changes in air quality, May 2013

- Automatic monitoring station data for nitrogen dioxide continues to show decreases in levels at both High St and St Aldate's, following previous years (2009-2012) of recorded increases.
- The number of diffusion tube locations indicating results above the annual mean objective for nitrogen dioxide of  $40\mu\text{g}/\text{m}^3$  are also reducing.
- There were two exceedences of the hourly objective of  $200\mu\text{g}/\text{m}^3$  measured in St Aldate's. This is well within the 18 exceedences permitted.
- At some monitoring locations we saw small increases in measured levels of  $\text{NO}_2$ . In general, these were associated with locations where traffic and congestion levels were influenced by events such as long term road works, particularly around Frideswide Square and routes leading to and from it.
- Automatic monitoring station data for Particulate Matter ( $\text{PM}_{10}$ ) shows that the measured annual means were  $21\mu\text{g}/\text{m}^3$  on the High Street and  $13\mu\text{g}/\text{m}^3$  at St Ebbe's. These are well within the objective of  $40\mu\text{g}/\text{m}^3$ .
- Automatic monitoring station data for Particulate Matter ( $\text{PM}_{2.5}$ ) shows that the measured annual mean was  $10\mu\text{g}/\text{m}^3$ . This compares to an annual mean of  $14\mu\text{g}/\text{m}^3$  measured in 2010.

**Air pollution arises from activities we all contribute to, it is a shared problem and therefore the solutions need to be equally shared.**

## **Actions to Improve Air Quality**

Oxford's Air Quality Action Plan (AQAP) not only focusses on measures the City Council needs to address, but includes measures that we can influence, or work in partnership with others to deliver.

Effective measures require co-operation from all sectors including transport policy and management, the Council's priorities for new developments, freight management for business and commerce, and daily choices made by all transport users.

Oxford's AQAP recognises that the City Council cannot act in isolation in order to deliver a comprehensive package of measures without engagement and delivery from a wide set of stakeholders.

The following are actions that Oxford City Council has taken to improve air quality in the city:

- Declared the whole of the city an Air Quality Management Area for nitrogen dioxide.
- Developed an Air Quality Action Plan and Low Emission Strategy for the city.
- Introduced the first extensive Low Emission Zone (LEZ) outside of London. This won the prize for Local Authority Air Quality Initiative of the Year at the National Air Quality Awards 2015.
- Launched the Oxfordshire Air Quality website to make historic and real time air quality data more readily accessible to members of the public.
- Increased the number of diffusion tube monitoring locations in the city by nearly 50% from January 2015.
- Launched Oxford Park and Pedal which has seen over 100 cycle parking spaces introduced at two of our park and ride sites.
- Ran the Test Drive the Future event to introduce the public to a range of electric vehicles (EVs) and the financial and environmental benefits of going electric. The event provided an opportunity to test drive vehicles, and outlined the options for driving an electric car 'pay as you go' through one of Oxford's car clubs.





- Engaged with the Oxfordshire Health Improvement Board to ensure that air quality is considered in the context of the Joint Strategic Needs Assessment.
- Commissioned a study into options for a Delivery and Servicing Plan for the Council's city centre premises. Consideration and implementation of the options is now underway.
- We have continued to seek opportunities to work in partnership with our neighbouring District Councils through participation in the Oxfordshire Air Quality Group.
- Presented on our experiences of implementing our Low Emission Zone to inform Defra's consideration of the most appropriate mechanism for establishing newly proposed Clean Air Zones.

## **Local Priorities and Challenges**

The priorities for the forthcoming year are:

- Continuing our expanded monitoring regime and seeking to expand further, where appropriate.
- Launching the 'Schools Tackling Oxford's Air Pollution (STOP) project. This will install real time, indicative air quality monitors in six schools across the city and provide educational material to integrate the measurements into the national curriculum.
- Working with the County Council to further develop measures from the Oxford Transport Strategy that will have a positive impact on air quality, including options for a Zero Emission Zone.
- Using £800,000 worth of grant funding won through the Go Ultra Low City Scheme to roll out EV charging solutions for properties without dedicated parking spaces.
- Bidding to the Office for Low Emission Vehicles Taxi Scheme for funding to facilitate the installation of electric charging infrastructure to encourage the uptake of electric taxis.

- Developing a Technical Advisory Note setting out our approach to consideration of air quality in the planning process.
- Ensuring that air quality is considered fully during the development of the Oxford Local Plan.
- Reporting annually to the Health improvement Board on the state of air quality across the county and what measures are being taken to improve it.

## **How to Get Involved**

Everyday decisions can have an impact on Oxford's air quality. Do you take the car when you could have cycled? Do you drive your children to school when you could have walked? We all have a huge role to play, and we can all be part of the solution. Encouraging walking and cycling in the city not only has a positive impact on air quality levels, but it also has multiple other benefits, including increasing the health of wellbeing of all those who live, work and visit Oxford.

Full details of air quality monitoring, including real time data on pollutant levels, is available on the Oxfordshire Air Quality Group website (<https://oxfordshire.air-quality.info/>).

# Table of Contents

|  |           |
|--|-----------|
| <b>Executive Summary: Air Quality in Oxford .....</b>  | <b>i</b>  |
| Actions to Improve Air Quality .....   | ii        |
| Local Priorities and Challenges.....   | iv        |
| How to Get Involved.....   | v         |
| <b>1 Local Air Quality Management.....</b>   | <b>1</b>  |
| <b>2 Actions to Improve Air Quality.....</b>   | <b>2</b>  |
| 2.1 Air Quality Management Areas.....  | 2         |
| 2.2 Progress and Impact of Measures to address Air Quality in Oxford.....                                    | 2         |
| 2.3 PM <sub>2.5</sub> – Local Authority Approach to Reducing Emissions and or Concentrations.....            | 13        |
| <b>3 Air Quality Monitoring Data and Comparison with Air Quality Objectives and National Compliance.....</b> | <b>16</b> |
| 3.1 Summary of Monitoring Undertaken .....   | 16        |
| 3.1.1 Automatic Monitoring Sites .....   | 16        |
| 3.1.2 Non-Automatic Monitoring Sites.....  | 16        |
| 3.2 Individual Pollutants .....  | 17        |
| 3.2.1 Nitrogen Dioxide (NO <sub>2</sub> ).....   | 17        |
| 3.2.2 Particulate Matter (PM <sub>10</sub> ).....  | 19        |
| 3.2.3 Particulate Matter (PM <sub>2.5</sub> ) .....  | 20        |
| <b>Appendix A: Monitoring Results .....</b>  | <b>21</b> |
| <b>Appendix B: Supporting Technical Information / Air Quality Monitoring Data QA/QC .....</b>                | <b>35</b> |
| Automatic Monitoring Sites .....   | 35        |
| Non-Automatic Monitoring Sites.....  | 35        |
| <b>Appendix C: Summary of Air Quality Objectives in England .....</b>  | <b>41</b> |
| <b>Glossary of Terms .....</b>   | <b>42</b> |
| <b>List of Tables</b>  |           |
| Table 2.1 – Declared Air Quality Management Areas.....   | 2         |
| Table 2.2 – Progress on Measures to Improve Air Quality .....  | 5         |
| <b>List of Figures</b>   |           |
| Figure 3.1 – Trends in Annual Mean Measurements at Continuous Monitoring Stations.....                       | 18        |
| Figure 3.2 – Trends in Annual Mean Measurements at Diffusion Tube Monitoring Locations.....                  | 19        |

## 1 Local Air Quality Management

This report provides an overview of air quality in Oxford during 2015. It fulfils the requirements of Local Air Quality Management (LAQM) as set out in Part IV of the Environment Act (1995) and the relevant Policy and Technical Guidance documents.

The LAQM process places an obligation on all local authorities to regularly review and assess air quality in their areas, and to determine whether or not the air quality objectives are likely to be achieved. Where an exceedance is considered likely the local authority must declare an Air Quality Management Area (AQMA) and prepare an Air Quality Action Plan (AQAP) setting out the measures it intends to put in place in pursuit of the objectives. This Annual Status Report (ASR) is an annual requirement showing the strategies employed by Oxford City Council to improve air quality and any progress that has been made.

The statutory air quality objectives applicable to LAQM in England can be found in Table E.1 in Appendix C.

## 2 Actions to Improve Air Quality

### 2.1 Air Quality Management Areas

Air Quality Management Areas (AQMAs) are declared when there is an exceedance or likely exceedance of an air quality objective. After declaration, the authority must prepare an Air Quality Action Plan (AQAP) within 12-18 months setting out measures it intends to put in place in pursuit of the objectives.

A summary of AQMAs declared by Oxford City Council can be found in Table 2.1. Further information related to declared or revoked AQMAs, including maps of AQMA boundaries are available online at [https://uk-air.defra.gov.uk/aqma/local-authorities?la\\_id=193](https://uk-air.defra.gov.uk/aqma/local-authorities?la_id=193).

**Table 2.1 – Declared Air Quality Management Areas**

| AQMA Name               | Pollutants and Air Quality Objectives  | City / Town | One Line Description  | Action Plan  |
|-------------------------|--|-------------|---|--|
| The City of Oxford AQMA | <ul style="list-style-type: none"> <li>NO<sub>2</sub> annual mean</li> </ul> | Oxford      | The whole of the administrative area of Oxford City Council | Air Quality Action Plan 2013 – 2020<br><br><a href="https://www.oxford.gov.uk/info/20216/air_quality_management/206/air_quality_management_in_oxford/2">https://www.oxford.gov.uk/info/20216/air_quality_management/206/air_quality_management_in_oxford/2</a> |

### 2.2 Progress and Impact of Measures to address Air Quality in Oxford

Oxford City Council has taken forward a number of measures during the current reporting year of 2015 in pursuit of improving local air quality. Details of all measures completed, in progress or planned are set out in Table 2.2. More detail on these measures can be found in the Action Plan.

Key completed measures are:

- Ensuring that sustainable transport measures developed in the Oxford Area Strategy of the Local Transport Plan (LTP) support the targets of the AQAP.
- Ensuring that walking and cycling strategies within the LTP assist delivery of the AQAP objectives.
- Assisting in the development of bus and park and ride strategies within the LTP which support the AQAP.
- Requiring air quality assessments for all planning applications for major developments.
- Rolling out eco-driving training for our staff.
- Working closely with our County and District colleagues, through engagement with the Oxfordshire Air Quality Partnership.
- Initiating engagement with the Oxfordshire Health Improvement Board.
- Completion of a feasibility study considering the potential to introduce EV charging infrastructure for taxis at strategic locations around the city.
- A report outlining options for a Delivery and Servicing Plan (DSP) for city centre Council sites has been prepared.

Oxford City Council's priorities for the coming year are:

- Continuing our expanded monitoring regime and seeking to expand further, where appropriate.
- Launching the 'Schools Tackling Oxford's Air Pollution (STOP) project. This will install real time, indicative air quality monitors in six schools across the city and provide educational material to integrate into the national curriculum.
- Working with the County Council to further develop measures from the Oxford Transport Strategy that will have a positive impact on air quality, including options for a Zero Emission Zone.

- Using £800,000 worth of grant funding won through the Go Ultra Low City Scheme to roll out EV charging solutions for properties without dedicated parking spaces.
- Bidding to the Office for Low Emission Vehicles Taxi Scheme for funding to facilitate the installation of electric charging infrastructure to encourage the uptake of electric taxis.
- Developing a Technical Advisory Note setting out our approach to consideration of air quality in the planning process.
- Ensuring that air quality is considered fully during the development of the Oxford Local Plan.
- Reporting annually to the Health improvement Board on the state of air quality across the county and what measures are being taken to improve it.

Table 2.2 – Progress on Measures to Improve Air Quality

|   | Measure   | EU Category                         | EU Classification       | Lead Authority | Planning Phase | Implementation Phase | Key Performance Indicator  | Target Pollution Reduction in the AQMA | Progress to Date   | Estimated Completion Date | Comments |
|---|---|-------------------------------------|-------------------------|----------------|----------------|----------------------|--|--|--|---------------------------|----------|
| 1 | Manage bus emissions through the implementation of the low Emission Zone  | Promoting Low Emission Transport    | Low Emission Zone (LEZ) | OCC            | Complete       | Ongoing              | All local bus services within the streets affected must be operated exclusively by buses whose engines meet the Euro V emission standard | N/A                                    | The Low Emission Zone has been implemented.  | Ongoing                   |          |
| 2 | Work to ensure sustainable transport measures developed in the Oxford Area Strategy of the LTP support the targets of the AQAP.   | Promoting Low Emission Transport    | Other                   | OCC            | Complete       | Complete             | Oxford Transport Strategy includes measures that support delivery of the AQAP  | N/A                                    | The Oxford Transport Strategy has been published and includes measures to support the targets of the AQAP      | Ongoing                   |          |
| 3 | Support walking and cycling strategies within the LTP to ensure they assist delivery of the AQAP objectives.  | Promoting Travel Alternatives       | Promotion of cycling    | OCC            | Complete       | Complete             | Walking and cycling strategies include measures that support delivery of the AQAP  | N/A                                    | The Active Healthy Travel Strategy has been published and includes measures to support the targets of the AQAP | Ongoing                   |          |
| 4 | Assist in development of bus and park and ride strategies within the LTP which support the AQAP. In particular we will work with the County to promote traffic management and routing measures to reduce bus emissions. | Alternatives to private vehicle use | Bus based Park & Ride   | OCC            | Complete       | Complete             | Bus and Park & Ride strategies include measures that support delivery of the AQAP  | N/A                                    | The Bus Strategy has been published includes measures to support the targets of the AQAP                       | Ongoing                   |          |



|   | Measure   | EU Category                      | EU Classification  | Lead Authority | Planning Phase | Implementation Phase | Key Performance Indicator                         | Target Pollution Reduction in the AQMA | Progress to Date   | Estimated Completion Date | Comments |
|---|---|----------------------------------|--|----------------|----------------|----------------------|---|--|--|---------------------------|----------|
| 5 | Work with the County and our partners in Low Carbon Oxford to promote travel plans with organisations across the city.  | Promoting Travel Alternatives    | Workplace Travel Planning  | OCC            | Ongoing        | Not commenced        | Travel Plans adopted by organisations in the city | N/A                                    | This measure has not been progressed to date.  | TBC                       |          |
| 6 | Continue to work with the County and bus operators to reduce bus emissions further, supporting the tightening of emission standards in contracted services and enforcement of the anti-idling policy following implementation of the LEZ. | Vehicle Fleet Efficiency         | Promoting Low Emission Public Transport  | OCC            | Complete       | Ongoing              | TBC   | N/A                                    | We have been working in partnership with Oxford Bus Company and the County Council to develop a bid that would introduce inductively charged electric buses onto Park and Ride routes in the city. The outcome of the bid is awaited.  | Ongoing                   |          |
| 7 | Promote the uptake of electric vehicles by working with our partners to install electric vehicle recharging infrastructure.   | Promoting Low Emission Transport | Procuring alternative Refuelling infrastructure to promote Low Emission Vehicles, EV recharging, Gas fuel recharging | OCC            | Ongoing        | Ongoing              | Charging infrastructure installed                 | N/A                                    | We completed a feasibility study considering the potential to introduce EV charging points for taxis at strategic locations around the city. Following a successful bid to the Office for Low Emission Vehicles, OCC has obtained £800,000 worth of funding that will be used to evaluate various options for on-street charging, resulting in the installation of 100 new EV charging points in the city. | Ongoing                   |          |

49

|    | Measure   | EU Category                         | EU Classification  | Lead Authority | Planning Phase | Implementation Phase | Key Performance Indicator   | Target Pollution Reduction in the AQMA | Progress to Date  | Estimated Completion Date | Comments |
|----|---|-------------------------------------|--|----------------|----------------|----------------------|---|--|---|---------------------------|----------|
| 8  | Investigate the feasibility of developing infrastructure to support emerging low or zero emission vehicle technologies, such as hydrogen fuel cells.      | Promoting Low Emission Transport    | Procuring alternative Refuelling infrastructure to promote Low Emission Vehicles, EV recharging, Gas fuel recharging | OCC            | Ongoing        | Not commenced        | TBC   | N/A                                    | This measure has not been progressed to date.   | TBC                       |          |
| 9  | Continue to develop low emission and zero emission vehicles in our own fleet, and seek opportunities to increase the Council's electric vehicle car-pool. | Promoting Low Emission Transport    | Company Vehicle Procurement - Prioritising uptake of low emission vehicles   | OCC            | Complete       | Ongoing              | Number of electric vehicles in Council's fleet                      | N/A                                    | The number of electric pool vehicles in the Council's fleet continues to increase. Opportunities to replace conventionally fuelled vehicles with electric vehicles are assessed on a case by case basis.        | Ongoing                   |          |
| 10 | Promote the development of low and zero emission car clubs schemes in the city.   | Alternatives to private vehicle use | Car Clubs  | OCC            | Complete       | Ongoing              | Number of low/zero emission car club vehicles available in the city | N/A                                    | We have been working with car club providers to promote the provision of zero emission vehicles in the city   | Ongoing                   |          |
| 11 | Work with our Low Carbon Oxford Pathfinders to support the introduction of low emission vehicle into their fleets.  | Promoting Low Emission Transport    | Company Vehicle Procurement - Prioritising uptake of low emission vehicles   | OCC            | Complete       | Ongoing              | Number of low/zero emission vehicles in LCO Pathfinder fleets       | N/A                                    | A number of Low Carbon Oxford Pathfinder event was held to bring together key organisations, to increase awareness of the impacts of business related travel and transport on the environment and human health. | Ongoing                   |          |

|    | Measure  | EU Category                      | EU Classification  | Lead Authority | Planning Phase | Implementation Phase | Key Performance Indicator | Target Pollution Reduction in the AQMA | Progress to Date  | Estimated Completion Date | Comments |
|----|--|----------------------------------|--|----------------|----------------|----------------------|---------------------------|--|---|---------------------------|----------|
| 12 | Support eco-driving through inclusion of eco-driving information in the Low Carbon Hub and other travel information services, and where possible look to support eco-driving schemes with for example taxi companies.  | Public Information               | via the Internet   | OCC            | Ongoing        | Not commenced        | TBC                       | N/A                                    | This measure has not been progressed to date.   | TBC                       |          |
| 13 | Explore the impact of alternative and low emission transport on air quality in Oxford.   | Promoting Low Emission Transport | Company Vehicle Procurement - Prioritising uptake of low emission vehicles | OCC            | Not commenced  | Not commenced        | TBC                       | N/A                                    | This measure has not been progressed to date.   | TBC                       |          |
| 14 | Exploring the options available for freight consolidation and management and other schemes to reduce the amount of freight vehicles operating in the city. We will also consider low and zero emission vehicles in relation to the final delivery leg of any such consolidation schemes. | Freight and Delivery Management  | Other  | OCC            | Complete       | Ongoing              | TBC                       | N/A                                    | Report has been completed and published <a href="https://www.oxford.gov.uk/info/20216/air_quality_management/977/reducing_freight_emissions">https://www.oxford.gov.uk/info/20216/air_quality_management/977/reducing_freight_emissions</a> | Ongoing                   |          |
| 15 | Seek to establish a freight quality partnership to promote Eco-driving and anti-idling policies with operators in the city.  | Freight and Delivery Management  | Freight Partnerships for city centre deliveries                            | OCC            | Not commenced  | Not commenced        | TBC                       | N/A                                    | This measure has not been progressed to date  | TBC                       |          |

|    | Measure  | EU Category                             | EU Classification          | Lead Authority | Planning Phase | Implementation Phase | Key Performance Indicator  | Target Pollution Reduction in the AQMA | Progress to Date   | Estimated Completion Date | Comments |
|----|--|---|----------------------------|----------------|----------------|----------------------|--|--|--|---------------------------|----------|
| 16 | Support the development of Delivery and Servicing Plans (DSPs) with business across the city to further reduce unnecessary freight movements. The development of such DSP's will need to consider integration with work emerging on freight consolidation. | Freight and Delivery Management         | Delivery and Service plans | OCC            | Not commenced  | Not commenced        | TBC  | N/A                                    | This measure has not been progressed to date   | TBC                       |          |
| 17 | Ensure that transport and environmental impact assessments for new developments are adequate to determine what levels of mitigation may be required to offset potential increases in transport activity and emissions.                                     | Policy Guidance and Development Control | Low Emissions Strategy     | OCC            | Complete       | Complete             | Air quality assessments undertaken for all major development in the city | N/A                                    | Air quality assessments are now required for all new developments classified as 'major'                | Ongoing                   |          |
| 18 | Explore opportunities to develop policy measures that require developers to provide investments in and contributions to the delivery of low emission transport projects and plans, including strategic monitoring and assessment activities.               | Policy Guidance and Development Control | Low Emissions Strategy     | OCC            | Ongoing        | Not commenced        | TBC  | N/A                                    | The Oxford Local Plan is currently under review. This measure will be progressed through that process. | TBC                       |          |

|    | Measure  | EU Category                             | EU Classification  | Lead Authority | Planning Phase | Implementation Phase | Key Performance Indicator                                  | Target Pollution Reduction in the AQMA | Progress to Date   | Estimated Completion Date | Comments |
|----|--|---|--|----------------|----------------|----------------------|--|--|--|---------------------------|----------|
| 19 | Seek to ensure that stretching targets are set within travel plans for new developments, and that all new developments are encouraged to adopt Delivery and Servicing Plans to reduce freight movements. | Policy Guidance and Development Control | Low Emissions Strategy   | OCC            | Ongoing        | Not commenced        | TBC  | N/A                                    | The Oxford Local Plan is currently under review. This measure will be progressed through that process.                   | TBC                       |          |
| 20 | Seek to ensure that new developments make appropriate provision for walking, cycling, public transport and low emission vehicle infrastructure e.g. EV charging points.                                  | Policy Guidance and Development Control | Low Emissions Strategy   | OCC            | Complete       | Ongoing              | EV charging points installed at all new major developments | N/A                                    | The Oxford Local Plan is currently under review. This measure will be progressed through that process.                   | Ongoing                   |          |
| 21 | We will encourage the development of voluntary area-wide travel plans for existing developments through the Community Action Groups  | Promoting Travel Alternatives           | Other  | OCC            | Ongoing        | Not commenced        | TBC  | N/A                                    | The Oxford Local Plan is currently under review. This measure will be progressed through that process.                   | TBC                       |          |
| 22 | Promote the development of car clubs within new developments.  | Alternatives to private vehicle use     | Car Clubs  | OCC            | Ongoing        | Ongoing              | Number of car clubs in new developments                    | N/A                                    | Where appropriate, car clubs are considered as part of mitigation measures for air quality impacts in major developments | Ongoing                   |          |
| 23 | Develop a low emission vehicle hierarchy to guide the procurement of vehicles within our fleet.  | Promoting Low Emission Transport        | Company Vehicle Procurement - Prioritising uptake of low emission vehicles | OCC            | Ongoing        | Not commenced        | Number of low emission vehicles within Council fleet       | N/A                                    | This measure has not been progressed to date   | TBC                       |          |

53

|          | Measure  | EU Category                             | EU Classification  | Lead Authority | Planning Phase | Implementation Phase | Key Performance Indicator   | Target Pollution Reduction in the AQMA | Progress to Date   | Estimated Completion Date | Comments |
|----------|--|---|--|----------------|----------------|----------------------|---|--|--|---------------------------|----------|
| 24       | Continue to assess our fleet operations in terms of mileage management and efficient routing of vehicle movements.   | Vehicle Fleet Efficiency                | Driver training and ECO driving aids   | OCC            | Complete       | Ongoing              | N/A   | N/A                                    | Route and mileage management are integrated into business as usual for the fleet.  | Ongoing                   |          |
| 25       | Maintain and develop our staff travel plan and complement this with Delivery and Servicing Plans (DSP) for key Council sites such as Town Hall.  | Freight and Delivery Management         | Delivery and Service plans   | OCC            | Complete       | Ongoing              | An adopted DSP is in place for the Council's city centre locations.     | N/A                                    | A report outlining options for a DSP for city centre Council sites has been prepared and consideration of the options and implementation is ongoing. | Ongoing                   |          |
| 26       | Roll out eco-driving training for our staff.   | Vehicle Fleet Efficiency                | Driver training and ECO driving aids   | OCC            | Complete       | Ongoing              | Eco-driving training in place for staff                                 | N/A                                    | Eco-driving training is now in place for staff   | Ongoing                   |          |
| 54<br>27 | Seek to develop a sub-regional approach to air quality monitoring and action planning, working closely with our County and District colleagues, through engagement with the Oxfordshire Air Quality Partnership. | Policy Guidance and Development Control | Regional Groups Co-ordinating programmes to develop Area wide Strategies to reduce emissions and improve air quality | OCC            | Complete       | Ongoing              | Attendance at the Oxfordshire Air Quality Group                         | N/A                                    | Engagement with neighbouring District Councils has been developed through participation in the Oxfordshire Air Quality Group.                        | Ongoing                   |          |
| 28       | Consider the benefit of including wider stakeholders such as transport providers, public health organisations and research and consulting expertise.   | Policy Guidance and Development Control | Regional Groups Co-ordinating programmes to develop Area wide Strategies to reduce emissions and improve air quality | OCC            | Complete       | Ongoing              | Regular updates on air quality provided to the Health Improvement Board | N/A                                    | Engagement with the Health Improvement Board is now in progress.   | Ongoing                   |          |

|    | Measure   | EU Category        | EU Classification | Lead Authority | Planning Phase | Implementation Phase | Key Performance Indicator                                  | Target Pollution Reduction in the AQMA | Progress to Date  | Estimated Completion Date | Comments |
|----|---|--------------------|-------------------|----------------|----------------|----------------------|--|--|---|---------------------------|----------|
| 29 | Improve communication to increase the public's understanding of the main sources and health effects of air pollution emissions. | Public Information | via the Internet  | OCC            | Complete       | Ongoing              | County wide Oxfordshire Air Quality Group website launched | N/A                                    | The Oxfordshire Air Quality Group website ( <a href="https://oxfordshire.air-quality.info/">https://oxfordshire.air-quality.info/</a> ) was launched in October 2015. As well as providing real time and historic monitoring data, the website provides information on the health impacts of air quality and a 'Children's Area'. | Ongoing                   |          |
| 30 | Work with the District and County Councils in Oxfordshire to provide a co-ordinated approach to public awareness and education. | Public Information | Other             | OCC            | Complete       | Ongoing              | County wide Oxfordshire Air Quality Group website launched | N/A                                    | The Oxfordshire Air Quality Group website ( <a href="https://oxfordshire.air-quality.info/">https://oxfordshire.air-quality.info/</a> ) was launched in October 2015. As well as providing real time and historic monitoring data, the website provides information on the health impacts of air quality and a 'Children's Area'. | Ongoing                   |          |

## 2.3 PM<sub>2.5</sub> – Local Authority Approach to Reducing Emissions and or Concentrations

As detailed in Policy Guidance LAQM.PG16 (Chapter 7), local authorities are expected to work towards reducing emissions and/or concentrations of PM<sub>2.5</sub> (particulate matter with an aerodynamic diameter of 2.5µm or less). There is clear evidence that PM<sub>2.5</sub> has a significant impact on human health, including premature mortality, allergic reactions, and cardiovascular diseases.

We measure PM<sub>2.5</sub> at the St Ebbe's urban background site. In 2010 the annual mean concentration was 14µg/m<sup>3</sup>. In 2015 the annual mean concentration was 10 µg/m<sup>3</sup>.

Oxford City Council considers that many of the measures designed to reduce levels of nitrogen dioxide set out in the AQAP will also contribute to reducing levels of PM<sub>2.5</sub>.

Oxford City Council considers that the following existing measures contained in the AQAP will contribute to reducing levels of PM<sub>2.5</sub>:

1. Manage bus emissions through the implementation of the Low Emission Zone
2. Work to ensure sustainable transport measures developed in the Oxford Area Strategy of the LTP support the targets of the AQAP.
3. Support walking and cycling strategies within the LTP to ensure they assist delivery of the AQAP objectives.
4. Assist in development of bus and park and ride strategies within the LTP which support the AQAP. In particular we will work with the County to promote traffic management and routing measures to reduce bus emissions.
5. Work with the County and our partners in Low Carbon Oxford to promote travel plans with organisations across the city.
6. Continue to work with the County and bus operators to reduce bus emissions further, supporting the tightening of emission standards in contracted services and enforcement of the anti-idling policy following implementation of the LEZ.
7. Promote the uptake of electric vehicles by working with our partners to install electric vehicle recharging infrastructure.



9. Continue to develop low emission and zero emission vehicles in our own fleet, and seek opportunities to increase the Council's electric vehicle car-pool.
10. Promote the development of low and zero emission car clubs schemes in the city.
11. Work with our Low Carbon Oxford Pathfinders to support the introduction of low emission vehicle into their fleets.
12. Support eco-driving through inclusion of eco-driving information in the Low Carbon Hub and other travel information services, and where possible look to support eco-driving schemes with for example taxi companies.
14. Exploring the options available for freight consolidation and management and other schemes to reduce the amount of freight vehicles operating in the city. We will also consider low and zero emission vehicles in relation to the final delivery leg of any such consolidation schemes.
15. Seek to establish a freight quality partnership to promote Eco-driving and anti-idling policies with operators in the city.
16. Support the development of Delivery and Servicing Plans (DSPs) with business across the city to further reduce unnecessary freight movements. The development of such DSP's will need to consider integration with work emerging on freight consolidation.
17. Ensure that transport and environmental impact assessments for new developments are adequate to determine what levels of mitigation may be required to offset potential increases in transport activity and emissions.
18. Explore opportunities to develop policy measures that require developers to provide investments in and contributions to the delivery of low emission transport projects and plans, including strategic monitoring and assessment activities.
19. Seek to ensure that stretching targets are set within travel plans for new developments, and that all new developments are encouraged to adopt Delivery and Servicing Plans to reduce freight movements.

20. Seek to ensure that new developments make appropriate provision for walking, cycling, public transport and low emission vehicle infrastructure e.g. EV charging points.
23. Develop a low emission vehicle hierarchy to guide the procurement of vehicles within our fleet.
25. Maintain and develop our staff travel plan and complement this with Delivery and Servicing Plans (DSP) for key Council sites such as Town Hall.
26. Roll out eco-driving training for our staff.

In addition we have been seeking opportunities to engage with Public Health colleagues on air quality. We have presented to the Oxfordshire Health Improvement Board on air quality across the county and the roles and responsibilities of public bodies in relation to it. The Board has requested annual updates on developments in air quality, which should link in to the Public Health Outcome Framework PM<sub>2.5</sub> indicator. We have also been working in partnership with Oxfordshire County Council to ensure that air quality is given the necessary attention in the development of the Joint Strategic Needs Assessment.

## 3 Air Quality Monitoring Data and Comparison with Air Quality Objectives and National Compliance

### 3.1 Summary of Monitoring Undertaken

#### 3.1.1 Automatic Monitoring Sites

Oxford City Council undertook automatic (continuous) monitoring at 3 sites during 2015. Table A.1 in Appendix A shows the details of the sites.

Maps showing the location of the monitoring sites are provided on the Oxfordshire Air Quality Group website (<https://oxfordshire.air-quality.info/>). Further details on how the monitors are calibrated and how the data has been adjusted are included in Appendix B.

#### 3.1.2 Non-Automatic Monitoring Sites

Oxford City Council undertook non- automatic (passive) monitoring of NO<sub>2</sub> at 70 sites during 2015. Table A.2 in Appendix A shows the details of the sites. This represents a significant increase in the level of monitoring from the 48 locations previously used. The current level of non-automatic monitoring is planned to continue for the foreseeable future.

Maps showing the location of the monitoring sites are provided on the Oxfordshire Air Quality Group website (<https://oxfordshire.air-quality.info/>). Further details on Quality Assurance/Quality Control (QA/QC) and bias adjustment for the diffusion tubes are included in Appendix B.

For the purposes of deciding which locations are significant, we consider in the first instance locations where there is relevant public exposure. It is important that assessments focus on locations where members of the public are likely to be regularly present for a period of time appropriate to the averaging period of the objective.

Approximately half of the monitoring locations are within central Oxford at locations where we believe relevant exposure is most likely to be significant. The remainder are used outside of the central area, again being prioritised by locations where relevant exposure is most likely.

Practically speaking we cannot monitor at every location on a continuous basis. To make most efficient use of our resources we rotate a number of monitoring sites every year, ensuring such sites are covered on average every 2 to 3 years.

One important aspect of monitoring is that we are able to demonstrate trends in air quality over long time periods. In order to carry this out, we continue monitoring at a number of the same sites year on year, so that the results we report can provide a strong basis for showing trends that are independent of location.

## **3.2 Individual Pollutants**

The air quality monitoring results presented in this section are, where relevant, adjusted for “annualisation” and bias. Further details on adjustments are provided in Appendix B.

### **3.2.1 Nitrogen Dioxide (NO<sub>2</sub>)**

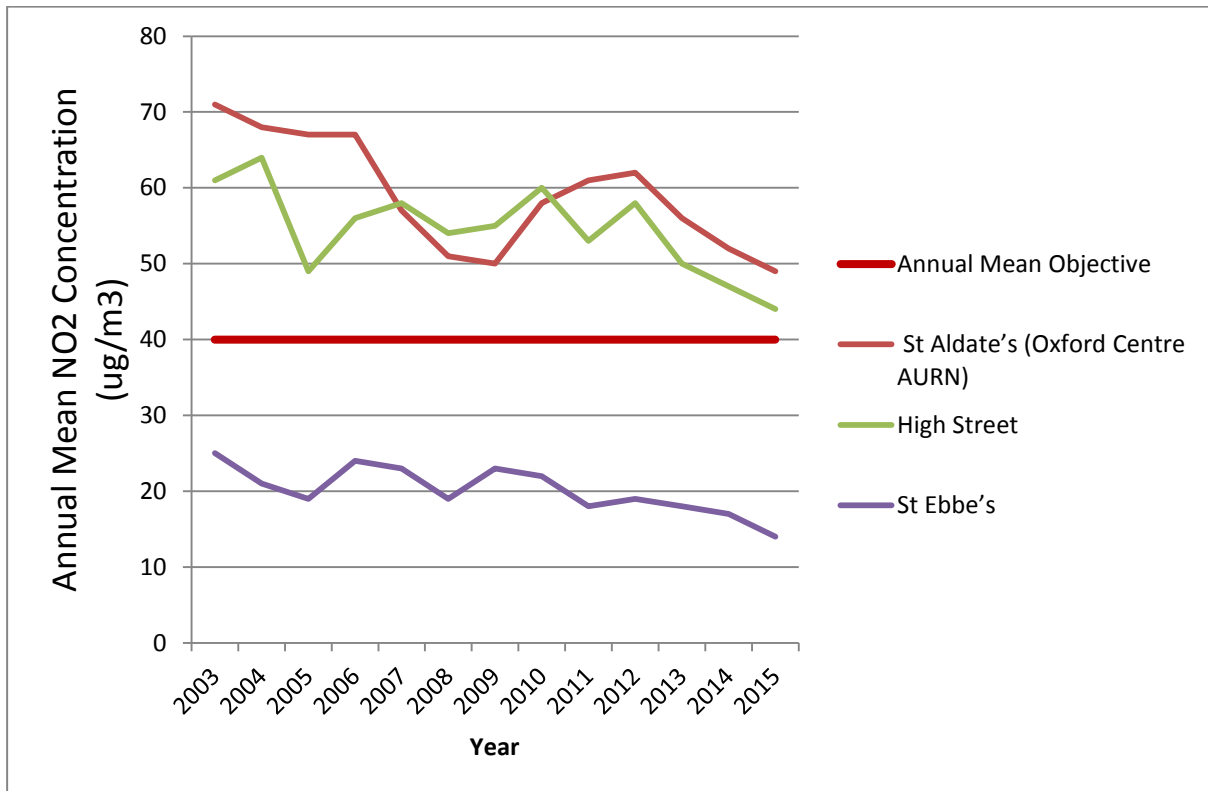
Table A.3 in Appendix A compares the ratified and adjusted monitored NO<sub>2</sub> annual mean concentrations for the past 5 years with the air quality objective of 40µg/m<sup>3</sup>.

Table A.4 in Appendix A compares the ratified continuous monitored NO<sub>2</sub> hourly mean concentrations for the past 5 years with the air quality objective of 200µg/m<sup>3</sup>, not to be exceeded more than 18 times per year.

The annual mean air quality objective was exceeded at 25 of the 70 diffusion tube monitoring locations across the city. All of these exceedances were within the existing AQMA.

- The most significant area of exceedances continues to be the city centre.
- Ten year trends from our data collection and analysis show that NO<sub>2</sub> levels have dropped by typically 35% at roadsides in the city centre.
- No exceedances were measured at the Green Road roundabout.
- There was one measured exceedance among the 8 monitoring locations in Headington centre.
- There was one exceedance recorded among the 6 monitoring locations along Botley Road.

The graph below shows the long term trend in levels of NO<sub>2</sub>. It is apparent that there has been a significant downward trend in measured levels of NO<sub>2</sub> at both the St Aldate's and the High Street monitoring stations. These locations continue to show decreases in measured levels of NO<sub>2</sub>, following previous years (2009-2012) of recorded increases. However, levels measured at both of these locations continue to exceed the annual mean objective.



**Figure 3.1 – Long Term Trends in Annual Mean Measurements at Continuous Monitoring Stations**

The graph below shows the long term trend for levels of measured of NO<sub>2</sub> at a number of diffusion tube monitoring locations. It is apparent that there has been a significant downward trend in measured levels of NO<sub>2</sub> at most of these locations. Ten year trends from our data collection and analysis show that nitrogen dioxide (NO<sub>2</sub>) levels have dropped by typically 35% at roadsides in the city centre. However, as highlighted above, the annual mean objective was still exceeded at 25 of the 70 monitoring locations.

In 2015 we saw small increases in measured levels of NO<sub>2</sub>. In general, these were associated with locations where traffic and congestion levels were influenced by events such as long term road works, particularly around Frideswide Square and routes leading to and from it. It is anticipated that these increases will be short term.

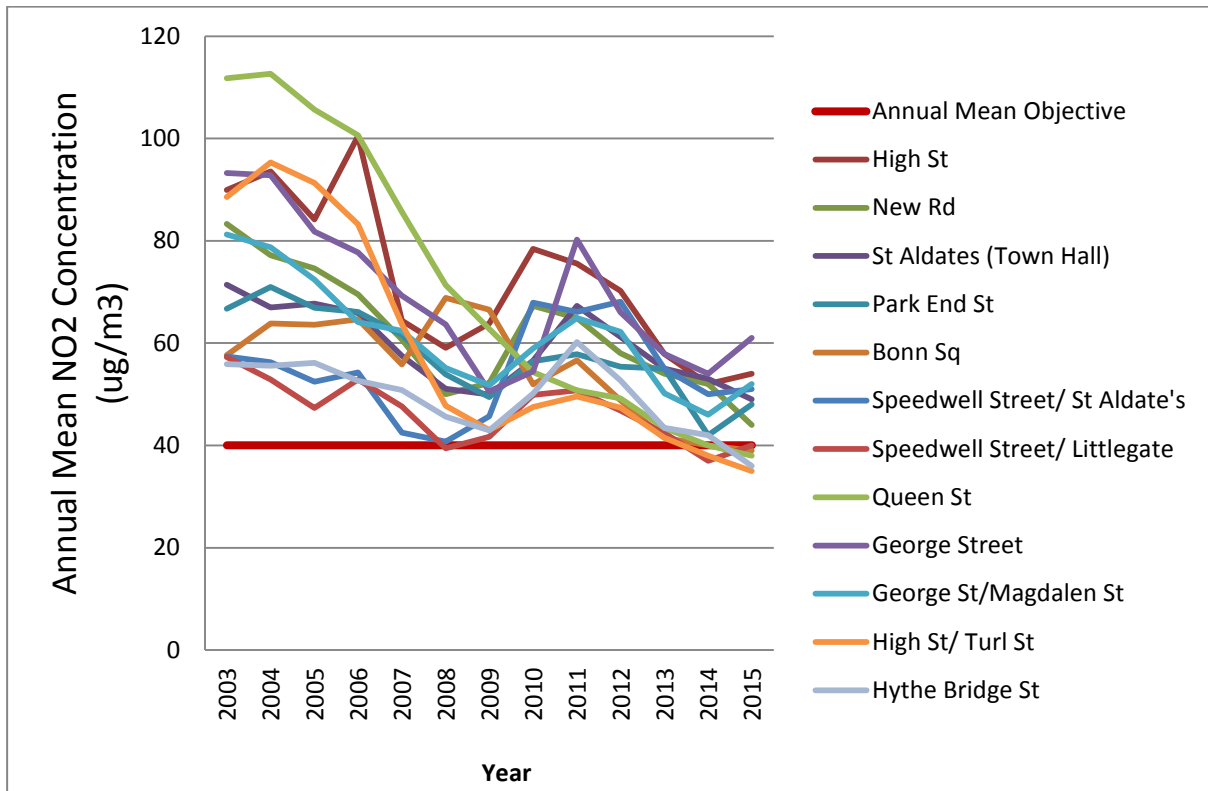


Figure 3.2 – Long Term Trends in Annual Mean Measurements at Diffusion Tube Monitoring Locations

### 3.2.2 Particulate Matter (PM<sub>10</sub>)



Table A.5 in Appendix A compares the ratified and adjusted monitored PM<sub>10</sub> annual mean concentrations for the past 5 years with the air quality objective of 40µg/m<sup>3</sup>.

The measured annual means were 21µg/m<sup>3</sup> on the High Street and 13µg/m<sup>3</sup> at St Ebbe's. These are well within the objectives.

Table A.6 in Appendix A compares the ratified continuous monitored PM<sub>10</sub> daily mean concentrations for the past 5 years with the air quality objective of 50µg/m<sup>3</sup>, not to be exceeded more than 35 times per year.

There were 6 exceedances of the daily mean at St Ebbe's and 1 on the High Street. There were no exceedances of the air quality objectives for PM<sub>10</sub>.

### **3.2.3 Particulate Matter (PM2.5)**

Table A.7 in Appendix A presents the ratified and adjusted monitored PM<sub>2.5</sub> annual mean concentrations for the past 5 years.

The measured annual mean for PM<sub>2.5</sub> was 10µg/m<sup>3</sup>. This compares to an annual mean of 14µg/m<sup>3</sup> measured in 2010.

## Appendix A: Monitoring Results

Table A.1 – Details of Automatic Monitoring Sites

| Site ID | Site Name                        | Site Type        | X OS Grid Ref | Y OS Grid Ref | Pollutants Monitored   | In AQMA? | Monitoring Technique  | Distance to Relevant Exposure (m) <sup>(1)</sup> | Distance to kerb of nearest road (m) <sup>(2)</sup> | Inlet Height (m) |
|---------|----------------------------------|------------------|---------------|---------------|--|----------|---|--|---|------------------|
| CM1     | St Aldate's (Oxford Centre AURN) | Roadside         | 451355        | 206155        | NO <sub>2</sub>  | Y        | Chemiluminescent  | 1  | 3   | 2.5              |
| CM2     | High Street                      | Roadside         | 451677        | 206272        | NO <sub>2</sub><br>PM <sub>10</sub>  | Y        | Chemiluminescent;<br>Conventional<br>TEOM Gravimetric<br>Equivalent | 1  | 2   | 1.5              |
| CM3     | St Ebbe's                        | Urban background | 451168        | 205382        | NO <sub>2</sub> ;<br>PM <sub>10</sub> ;<br>PM <sub>2.5</sub> ;<br>O <sub>3</sub> | Y        | Chemiluminescent;<br>FDMS;<br>FDMS;<br>UV absorption                | 10   | 2   | 2.5              |

(1) 0m if the monitoring site is at a location of exposure (e.g. installed on the façade of a residential property).

(2) N/A if not applicable.

Table A.2 – Details of Non-Automatic Monitoring Sites

| Site Name                                   | Site Type        | X OS Grid Ref | Y OS Grid Ref | Pollutants Monitored | In AQMA? | Distance to Relevant Exposure (m) <sup>(1)</sup> | Distance to kerb of nearest road (m) <sup>(2)</sup> | Tube collocated with a Continuous Analyser? | Height (m) |
|---|------------------|---------------|---------------|----------------------|----------|--|---|---|------------|
| St Ebbe's                                   | Urban Background | 451168        | 205382        | NO2                  | Y        | 0  | 3   | Y   | 3          |
| Roadsign by 10 Weirs Lane                   | Roadside         | 451907        | 204214        | NO2                  | Y        | 0  | 2   | N   | 3          |
| Weirs Lane/Abingdon Road Lamp Post 1        | Roadside         | 451922        | 204203        | NO2                  | Y        | 2  | 2   | N   | 3          |
| Lamp Post 52 Abingdon Road                  | Roadside         | 451912        | 204156        | NO2                  | Y        | 3  | 2   | N   | 3          |
| Lenthall Road Allotments                    | Urban Background | 452741        | 203533        | NO2                  | Y        | 5  | N/A   | N   | 1.5        |
| 4 The Roundway                              | Roadside         | 455601        | 207380        | NO2                  | Y        | 0  | 5   | N   | 3          |
| North Way Lamp Post 9                       | Roadside         | 455405        | 207569        | NO2                  | Y        | 0  | 1   | N   | 3          |
| North Way/ Barton Village Road Lamp Post 20 | Roadside         | 455114        | 207799        | NO2                  | Y        | 0  | 0.5   | N   | 3          |
| 29 Green Road                               | Roadside         | 455595        | 207315        | NO2                  | Y        | 0  | 8.5   | N   | 2.5        |
| 67 Green Road                               | Roadside         | 455650        | 207175        | NO2                  | Y        | 5  | 2   | N   | 3          |
| Windmill Road E Lamp Post 7                 | Roadside         | 454688        | 206850        | NO2                  | Y        | 0  | 2   | N   | 3          |
| Windmill Road E Lamp Post 5                 | Roadside         | 454623        | 206987        | NO2                  | Y        | 0  | 2   | N   | 3          |
| Windmill Road W Lamp Post 4                 | Roadside         | 454629        | 206942        | NO2                  | Y        | 0  | 2   | N   | 3          |
| Windmill Road W                             | Roadside         | 454555        | 207096        | NO2                  | Y        | 0  | 2.5   | N   | 3          |
| London Road / BHF                           | Roadside         | 454420        | 207021        | NO2                  | Y        | 0  | 2.5   | N   | 3          |
| London Road / Osler Road                    | Roadside         | 454379        | 207056        | NO2                  | Y        | 0  | 1   | N   | 3          |
| London Road - Andrews                       | Roadside         | 454519        | 207132        | NO2                  | Y        | 0  | 3   | N   | 3          |

69

| Site Name                                 | Site Type        | X OS Grid Ref | Y OS Grid Ref | Pollutants Monitored | In AQMA? | Distance to Relevant Exposure (m) <sup>(1)</sup> | Distance to kerb of nearest road (m) <sup>(2)</sup> | Tube collocated with a Continuous Analyser? | Height (m) |
|---|------------------|---------------|---------------|----------------------|----------|--|---|---|------------|
| Estate Agents                             |                  |               |               |                      |          |  |   |   |            |
| London Road /Holyoake Road                | Kerbside         | 454630        | 207147        | NO2                  | Y        | 0  | 0.5   | N   | 3          |
| Barton Lane Lamp post 2                   | Roadside         | 454954        | 207758        | NO2                  | Y        | 3  | 1   | N   | 3          |
| Foxwell Drive Lamp Post 4                 | Roadside         | 453785        | 208376        | NO2                  | Y        | 2  | 1   | N   | 3          |
| Marsh Lane/ Dents Close Lamp Post 1       | Roadside         | 453785        | 208289        | NO2                  | Y        | 3  | 2   | N   | 3          |
| York Place                                | Kerbside         | 452328        | 206016        | NO2                  | Y        | 0  | 2   | N   | 3          |
| St Clements                               | Kerbside         | 452322        | 205990        | NO2                  | Y        | 1  | 1   | N   | 3          |
| Osney Lane/ Hollybush Row                 | Kerbside         | 450671        | 206055        | NO2                  | Y        | 2  | 2   | N   | 3          |
| Beckett Street                            | Roadside         | 450565        | 206217        | NO2                  | Y        | 5  | 2   | N   | 3          |
| Frideswide Square                         | Kerbside         | 450642        | 206241        | NO2                  | Y        | 0  | 1   | N   | 3          |
| Royal Oxford Hotel                        | Roadside         | 450673        | 206265        | NO2                  | Y        | 0  | 2.5   | N   | 3          |
| Botley Road/ Mill Street                  | Roadside         | 450392        | 206228        | NO2                  | Y        | 1  | 1   | N   | 3          |
| Abbey Road corner                         | Roadside         | 450352        | 206241        | NO2                  | Y        | 0  | 1   | N   | 3          |
| Botley Road/ Hillview Road                | Roadside         | 450016        | 206204        | NO2                  | Y        | 1  | 2   | N   | 3          |
| Botley Road South (Corner of Duke Street) | Roadside         | 449656        | 206223        | NO2                  | Y        | 0  | 2   | N   | 3          |
| Botley Road N (Corner of prestwich place) | Roadside         | 449659        | 206241        | NO2                  | Y        | 0  | 2   | N   | 3          |
| Duke Street                               | Urban Background | 449653        | 206158        | NO2                  | Y        | 0  | 1   | N   | 3          |
| Pear Tree Park & Ride                     | Roadside         | 449515        | 210720        | NO2                  | Y        | 10   | 4   | N   | 3          |
| BP Service Station Woodstock Road         | Kerbside         | 449592        | 210219        | NO2                  | Y        | 5  | 5   | N   | 3          |
| Wolvercote roundabout -                   | Roadside         | 449828        | 210209        | NO2                  | Y        | 1  | 1   | N   | 3          |

| Site Name                                   | Site Type    | X OS Grid Ref | Y OS Grid Ref | Pollutants Monitored | In AQMA? | Distance to Relevant Exposure (m) <sup>(1)</sup> | Distance to kerb of nearest road (m) <sup>(2)</sup> | Tube collocated with a Continuous Analyser? | Height (m) |
|---|--------------|---------------|---------------|----------------------|----------|--|---|---|------------|
| 78 Sunderland Avenue                        |              |               |               |                      |          |  |   |   |            |
| Sunderland Avenue West                      | Roadside     | 449810        | 210164        | NO2                  | Y        | 1  | 1   | N   | 3          |
| Sunderland Avenue/<br>Cutteslowe Roundabout | Roadside     | 450468        | 210227        | NO2                  | Y        | 1  | 2   | N   | 3          |
| Banbury Road/<br>Cutteslowe Roundabout      | Roadside     | 450378        | 210224        | NO2                  | Y        | 5  | 2   | N   | 3          |
| Corner of South Parade/<br>Banbury Road     | Roadside     | 450759        | 209156        | NO2                  | Y        | 0  | 1   | N   | 3          |
| Folly Bridge                                | Roadside     | 451429        | 205567        | NO2                  | Y        | 0  | 1   | N   | 3          |
| St Aldate's                                 | Roadside     | 451355        | 206155        | NO2                  | Y        | 0  | 2   | Y   | 2.5        |
| Queen Street                                | Roadside     | 451269        | 206143        | NO2                  | Y        | 0  | 2   | N   | 3          |
| Bonn Square                                 | Roadside     | 451202        | 206128        | NO2                  | Y        | 0  | 3   | N   | 3          |
| New Road                                    | Roadside     | 451066        | 206195        | NO2                  | Y        | 2  | 3.5   | N   | 3          |
| Park End Street                             | Kerbside     | 450883        | 206276        | NO2                  | Y        | 2  | 1   | N   | 3          |
| Hythe Bridge Street                         | Roadside     | 450793        | 206343        | NO2                  | Y        | 0  | 2   | N   | 3          |
| Worcester Street                            | Roadside     | 450940        | 206419        | NO2                  | Y        | 2  | 2   | N   | 3          |
| Beaumont Street                             | Kerbside     | 451168        | 206519        | NO2                  | Y        | 2  | 1   | N   | 3          |
| George Street/ Magdalen Street              | Kerbside     | 451232        | 206392        | NO2                  | Y        | 2  | 0.5   | N   | 3          |
| George Street                               | Kerbside     | 450967        | 206343        | NO2                  | Y        | 0  | 0.5   | N   | 3          |
| Cornmarket street                           | Urban centre | 451325        | 206230        | NO2                  | Y        | 0  | 2   | N   | 3          |
| High Street/ Turl Street                    | Roadside     | 451465        | 206222        | NO2                  | Y        | 1  | 2.5   | N   | 3          |
| 50 High Street                              | Roadside     | 451900        | 206251        | NO2                  | Y        | 0  | 2.5   | N   | 3          |
| Longwall Street                             | Kerbside     | 451967        | 206259        | NO2                  | Y        | 1  | 1   | N   | 3          |
| Magdalen Bridge                             | Roadside     | 452111        | 206111        | NO2                  | Y        | 0  | 2   | N   | 3          |
| High Street                                 | Kerbside     | 451574        | 206231        | NO2                  | Y        | 2  | 1   | N   | 3          |
| Speedwell Street/ St                        | Roadside     | 451409        | 205809        | NO2                  | Y        | 1  | 3   | N   | 3          |

71

| Site Name                              | Site Type        | X OS Grid Ref | Y OS Grid Ref | Pollutants Monitored | In AQMA? | Distance to Relevant Exposure (m) <sup>(1)</sup> | Distance to kerb of nearest road (m) <sup>(2)</sup> | Tube collocated with a Continuous Analyser? | Height (m) |
|--|------------------|---------------|---------------|----------------------|----------|--|---|---|------------|
| Aldate's                               |                  |               |               |                      |          |  |   |   |            |
| Thames Street                          | Roadside         | 451305        | 205659        | NO2                  | Y        | 1  | 3   | N   | 3          |
| New Butterwyke Place/<br>Thames Street | Roadside         | 451255        | 205695        | NO2                  | Y        | 5  | 2   | N   | 3          |
| Friars Wharf                           | Roadside         | 451209        | 205706        | NO2                  | Y        | 0  | 3   | N   | 3          |
| 1 Blackfriars Road                     | Roadside         | 451072        | 205750        | NO2                  | Y        | 0  | 3   | N   | 3          |
| Thames Street/ Trinity Street          | Roadside         | 450926        | 205797        | NO2                  | Y        | 0  | 10  | N   | 3          |
| Thames Street/ Oxpens Road             | Kerbside         | 450887        | 205825        | NO2                  | Y        | 0  | 1   | N   | 3          |
| Speedwell Street/<br>Littlegate        | Roadside         | 451206        | 205780        | NO2                  | Y        | 1  | 2   | N   | 3          |
| 36 Faulkner Street                     | Urban Background | 451149        | 205859        | NO2                  | Y        | 1  | 20  | N   | 3          |
| Old Greyfriars Street                  | Roadside         | 451149        | 205947        | NO2                  | Y        | 5  | 5   | N   | 3          |
| Norfolk Street                         | Roadside         | 451030        | 205962        | NO2                  | Y        | 0  | 1.5   | N   | 3          |
| Paradise Square                        | Roadside         | 450982        | 205973        | NO2                  | Y        | 0  | 1   | N   | 3          |
| Castle Street                          | Roadside         | 451062        | 206067        | NO2                  | Y        | 0  | 1.5   | N   | 3          |

(1) 0m if the monitoring site is at a location of exposure (e.g. installed on/adjacent to the façade of a residential property).

(2) N/A if not applicable.



Table A.3 – Annual Mean NO<sub>2</sub> Monitoring Results

| Site ID | Site Name                                  | Monitoring Type | Valid Data Capture for Monitoring Period (%) <sup>(1)</sup> | Valid Data Capture 2015 (%) <sup>(2)</sup> | NO <sub>2</sub> Annual Mean Concentration (µg/m <sup>3</sup> ) <sup>(3)</sup> |           |           |           |           |
|---------|--|-----------------|---|--|---|-----------|-----------|-----------|-----------|
|         |  |                 |   |  | 2011  | 2012      | 2013      | 2014      | 2015      |
| CM1     | St Aldate's (Oxford Centre AURN)           | Automatic       | 99.03   | 99.03                                      | <b>61</b>   | <b>62</b> | <b>56</b> | <b>52</b> | <b>49</b> |
| CM2     | High Street                                | Automatic       | 98.29   | 98.29                                      | <b>53</b>   | <b>58</b> | <b>50</b> | <b>47</b> | <b>44</b> |
| CM3     | St Ebbe's                                  | Automatic       | 97.64   | 97.64                                      | 18  | 19        | 18        | 17        | 14        |
|         | St Ebbe's                                  | Diffusion Tube  | 100   | 100  | 21  | 22        | 20        | 17        | 16        |
|         | Roadsign by 10 Weirs Lane                  | Diffusion Tube  | 92  | 92   | NM  | NM        | 29        | 31        | 30        |
|         | Weirs Lane/Abingdon Road Lamp Post 1       | Diffusion Tube  | 100   | 100  | NM  | NM        | 35        | 35        | 39        |
|         | Lamp Post 52 Abingdon Road                 | Diffusion Tube  | 92  | 92   | NM  | NM        | <b>40</b> | 37        | <b>42</b> |
|         | Lenthall Road Allotments                   | Diffusion Tube  | 92  | 92   | 21  | 19        | 20        | 13        | 15        |
|         | 4 The Roundway                             | Diffusion Tube  | 100   | 100  | <b>45</b>   | <b>43</b> | 37        | 32        | 32        |
|         | North Way Lamp Post 9                      | Diffusion Tube  | 100   | 100  | NM  | NM        | NM        | NM        | 30        |
|         | North Way/Barton Village Road Lamp Post 20 | Diffusion Tube  | 100   | 100  | NM  | NM        | NM        | NM        | 30        |
|         | 29 Green Road                              | Diffusion Tube  | 83  | 83   | <b>43</b>   | <b>40</b> | 34        | 30        | 29        |
|         | 67 Green Road                              | Diffusion Tube  | 92  | 92   | <b>46</b>   | <b>46</b> | 36        | 33        | 34        |
|         | Windmill Road E Lamp Post 7                | Diffusion Tube  | 100   | 100  | NM  | NM        | NM        | 32        | 29        |

73

| Site ID | Site Name                           | Monitoring Type | Valid Data Capture for Monitoring Period (%) <sup>(1)</sup> | Valid Data Capture 2015 (%) <sup>(2)</sup> | NO <sub>2</sub> Annual Mean Concentration (µg/m <sup>3</sup> ) <sup>(3)</sup> |           |           |           |           |
|---------|-------------------------------------|-----------------|---|--|---|-----------|-----------|-----------|-----------|
|         |                                     |                 |   |  | 2011  | 2012      | 2013      | 2014      | 2015      |
|         | Windmill Road E Lamp Post 5         | Diffusion Tube  | 100   | 100  | NM  | NM        | NM        | 25        | 26        |
|         | Windmill Road W Lamp Post 4         | Diffusion Tube  | 100   | 100  | NM  | NM        | NM        | 30        | 31        |
|         | Windmill Road W                     | Diffusion Tube  | 100   | 100  | NM  | NM        | NM        | <b>40</b> | <b>44</b> |
|         | London Road / BHF                   | Diffusion Tube  | 100   | 100  | NM  | NM        | NM        | 36        | 34        |
|         | London Road / Osler Road            | Diffusion Tube  | 100   | 100  | NM  | NM        | NM        | 31        | 34        |
|         | London Road - Andrews Estate Agents | Diffusion Tube  | 83  | 83   | NM  | NM        | NM        | 31        | 29        |
|         | London Road / Holyoake Road         | Diffusion Tube  | 25  | 25   | NM  | NM        | NM        | 31        | 30        |
|         | Barton Lane Lamp post 2             | Diffusion Tube  | 93  | 93   | NM  | NM        | NM        | NM        | 31        |
|         | Foxwell Drive Lamp Post 4           | Diffusion Tube  | 100   | 100  | NM  | NM        | NM        | NM        | 22        |
|         | Marsh Lane/ Dents Close Lamp Post 1 | Diffusion Tube  | 100   | 100  | NM  | NM        | NM        | NM        | 20        |
|         | York Place                          | Diffusion Tube  | 100   | 100  | <b>50</b>   | 39        | 31        | 32        | 30        |
|         | St Clements                         | Diffusion Tube  | 100   | 100  | <b>85</b>   | <b>85</b> | <b>70</b> | <b>65</b> | <b>67</b> |
|         | Osney Lane/ Hollybush Row           | Diffusion Tube  | 100   | 100  | <b>40</b>   | 35        | 33        | 28        | 32        |
|         | Beckett Street                      | Diffusion Tube  | 83  | 83   | 37  | 36        | 36        | 30        | 33        |
|         | Frideswide Square                   | Diffusion Tube  | 50  | 50   | <b>71</b>   | <b>64</b> | <b>55</b> | <b>50</b> | <b>52</b> |
|         | Royal Oxford Hotel                  | Diffusion Tube  | 83  | 83   | <b>57</b>   | <b>50</b> | <b>47</b> | <b>41</b> | <b>40</b> |
|         | Botley Road/                        | Diffusion Tube  | 100   | 100  | NM  | NM        | NM        | NM        | 28        |

74

| Site ID | Site Name                                    | Monitoring Type | Valid Data Capture for Monitoring Period (%) <sup>(1)</sup> | Valid Data Capture 2015 (%) <sup>(2)</sup> | NO <sub>2</sub> Annual Mean Concentration (µg/m <sup>3</sup> ) <sup>(3)</sup> |           |      |      |           |
|---------|--|-----------------|---|--|---|-----------|------|------|-----------|
|         |  |                 |   |  | 2011  | 2012      | 2013 | 2014 | 2015      |
| 75      | Mill Street                                  |                 |   |  |   |           |      |      |           |
|         | Abbey Road corner                            | Diffusion Tube  | 100   | 100  | 38  | 36        | NM   | NM   | 28        |
|         | Botley Road/Hillview Road                    | Diffusion Tube  | 92  | 92   | 37  | 34        | NM   | NM   | <b>40</b> |
|         | Botley Road South (Corner of Duke Street)    | Diffusion Tube  | 100   | 100  | <b>44</b>   | 39        | NM   | NM   | 34        |
|         | Botley Road N (Corner of prestwich place)    | Diffusion Tube  | 100   | 100  | <b>40</b>   | 36        | NM   | NM   | 29        |
|         | Duke Street                                  | Diffusion Tube  | 100   | 100  | NM  | NM        | NM   | NM   | 20        |
|         | Pear Tree Park & Ride                        | Diffusion Tube  | 100   | 100  | NM  | NM        | NM   | NM   | 38        |
|         | BP Service Station Woodstock Road            | Diffusion Tube  | 83  | 83   | NM  | NM        | NM   | NM   | <b>44</b> |
|         | Wolvercote roundabout - 78 Sunderland Avenue | Diffusion Tube  | 100   | 100  | <b>40</b>   | 33        | NM   | NM   | 39        |
|         | Sunderland Avenue West                       | Diffusion Tube  | 75  | 75   | <b>45</b>   | <b>43</b> | NM   | NM   | 34        |
|         | Sunderland Avenue/ Cutteslowe Roundabout     | Diffusion Tube  | 75  | 75   | <b>46</b>   | 38        | NM   | NM   | <b>42</b> |
|         | Banbury Road/ Cutteslowe Roundabout          | Diffusion Tube  | 83  | 83   | <b>45</b>   | 39        | NM   | NM   | <b>40</b> |

| Site ID | Site Name                               | Monitoring Type | Valid Data Capture for Monitoring Period (%) <sup>(1)</sup> | Valid Data Capture 2015 (%) <sup>(2)</sup> | NO <sub>2</sub> Annual Mean Concentration (µg/m <sup>3</sup> ) <sup>(3)</sup> |           |      |      |           |
|---------|---|-----------------|---|--|---|-----------|------|------|-----------|
|         |   |                 |   |  | 2011  | 2012      | 2013 | 2014 | 2015      |
|         | Corner of South Parade/<br>Banbury Road | Diffusion Tube  | 83  | 83   | NM  | NM        | NM   | NM   | 25        |
|         | Folly Bridge                            | Diffusion Tube  | 100   | 100  | NM  | NM        | NM   | NM   | 40        |
|         | St Aldate's                             | Diffusion Tube  | 100   | 100  | <u>67</u>   | <u>61</u> | 55   | 53   | 49        |
|         | Queen Street                            | Diffusion Tube  | 100   | 100  | <u>51</u>   | <u>49</u> | 43   | 40   | 38        |
|         | Bonn Square                             | Diffusion Tube  | 100   | 100  | <u>57</u>   | <u>49</u> | 41   | 40   | 39        |
|         | New Road                                | Diffusion Tube  | 92  | 92   | <u>65</u>   | <u>58</u> | 54   | 47   | 44        |
|         | Park End Street                         | Diffusion Tube  | 100   | 100  | <u>58</u>   | <u>55</u> | 55   | 42   | 48        |
|         | Hythe Bridge Street                     | Diffusion Tube  | 92  | 92   | <u>60</u>   | 53        | 43   | 42   | 36        |
|         | Worcester Street                        | Diffusion Tube  | 83  | 83   | <u>66</u>   | <u>64</u> | 54   | 52   | 50        |
|         | Beaumont Street                         | Diffusion Tube  | 92  | 92   | 57  | 49        | 42   | 43   | 44        |
|         | George Street/<br>Magdalen Street       | Diffusion Tube  | 100   | 100  | <u>65</u>   | <u>62</u> | 50   | 46   | 52        |
|         | George Street                           | Diffusion Tube  | 83  | 83   | <u>80</u>   | <u>66</u> | 58   | 54   | <u>61</u> |
|         | Cornmarket street                       | Diffusion Tube  | 100   | 100  | 42  | 34        | 29   | 29   | 31        |
|         | High Street/<br>Turl Street             | Diffusion Tube  | 100   | 100  | 50  | 47        | 41   | 38   | 35        |
|         | 50 High Street                          | Diffusion Tube  | 92  | 92   | <u>66</u>   | <u>65</u> | 56   | 47   | 45        |
|         | Longwall Street                         | Diffusion Tube  | 83  | 83   | <u>75</u>   | <u>63</u> | 53   | 50   | 50        |
|         | Magdalen Bridge                         | Diffusion Tube  | 100   | 100  | NM  | NM        | NM   | NM   | 27        |
|         | High Street                             | Diffusion Tube  | 100   | 100  | <u>76</u>   | <u>70</u> | 58   | 52   | 54        |
|         | Speedwell Street/<br>St Aldate's        | Diffusion Tube  | 92  | 92   | <u>66</u>   | <u>68</u> | 55   | 50   | 51        |
|         | Thames Street                           | Diffusion Tube  | 75  | 75   | 45  | 43        | 44   | 28   | 30        |

| Site ID | Site Name                           | Monitoring Type | Valid Data Capture for Monitoring Period (%) <sup>(1)</sup> | Valid Data Capture 2015 (%) <sup>(2)</sup> | NO <sub>2</sub> Annual Mean Concentration (µg/m <sup>3</sup> ) <sup>(3)</sup> |           |           |           |           |
|---------|-------------------------------------|-----------------|---|--|---|-----------|-----------|-----------|-----------|
|         |                                     |                 |   |  | 2011  | 2012      | 2013      | 2014      | 2015      |
|         | New Butterwyke Place/ Thames Street | Diffusion Tube  | 100   | 100  | <b>40</b>   | 37        | 35        | <b>44</b> | 38        |
|         | Friars Wharf                        | Diffusion Tube  | 100   | 100  | NM  | NM        | NM        | 25        | 25        |
|         | 1 Blackfriars Road                  | Diffusion Tube  | 92  | 92   | NM  | NM        | NM        | NM        | 26        |
|         | Thames Street/ Trinity Street       | Diffusion Tube  | 100   | 100  | 26  | 23        | 22        | 19        | 20        |
|         | Thames Street/ Oxpens Road          | Diffusion Tube  | 100   | 100  | 34  | 32        | 31        | 27        | 27        |
|         | Speedwell Street/ Littlegate        | Diffusion Tube  | 92  | 92   | <b>51</b>   | <b>47</b> | <b>42</b> | 37        | <b>40</b> |
|         | 36 Faulkner Street                  | Diffusion Tube  | 100   | 100  | <b>43</b>   | 39        | 32        | 34        | 30        |
|         | Old Greyfriars Street               | Diffusion Tube  | 58  | 58   | NM  | NM        | NM        | NM        | 26        |
|         | Norfolk Street                      | Diffusion Tube  | 100   | 100  | NM  | NM        | NM        | 23        | 30        |
|         | Paradise Square                     | Diffusion Tube  | 100   | 100  | NM  | NM        | NM        | 29        | 24        |
|         | Castle Street                       | Diffusion Tube  | 100   | 100  | NM  | NM        | NM        | <b>42</b> | <b>47</b> |

Notes: Exceedances of the NO<sub>2</sub> annual mean objective of 40µg/m<sup>3</sup> are shown in **bold**.

NO<sub>2</sub> annual means exceeding 60µg/m<sup>3</sup>, indicating a potential exceedance of the NO<sub>2</sub> 1-hour mean objective are shown in **bold and underlined**.

(1) data capture for the monitoring period, in cases where monitoring was only carried out for part of the year.

(2) data capture for the full calendar year (e.g. if monitoring was carried out for 6 months, the maximum data capture for the full calendar year is 50%).

(3) Means for diffusion tubes have been corrected for bias. All means have been “annualised” as per Technical Guidance LAQM.TG16 if valid data capture for the full calendar year is less than 75%. See Appendix B for details.

Table A.4 – 1-Hour Mean NO<sub>2</sub> Monitoring Results

| Site ID | Site Type        | Monitoring Type | Valid Data Capture for Monitoring Period (%) <sup>(1)</sup> | Valid Data Capture 2015 (%) <sup>(2)</sup> | NO <sub>2</sub> 1-Hour Means > 200µg/m <sup>3</sup> <sup>(3)</sup> |           |      |      |      |
|---------|------------------|-----------------|---|--|--|-----------|------|------|------|
|         |                  |                 |   |  | 2011   | 2012      | 2013 | 2014 | 2015 |
| CM1     | Roadside         | Automatic       | 99.03   | 99.03                                      | <b>35</b>  | <b>55</b> | 11   | 0    | 2    |
| CM2     | Roadside         | Automatic       | 98.29   | 98.29                                      | 3  | 3         | 1    | 0    | 0    |
| CM3     | Urban Background | Automatic       | 97.64   | 97.64                                      | 0  | 3         | 0    | 0    | 0    |

Notes: Exceedances of the NO<sub>2</sub> 1-hour mean objective (200µg/m<sup>3</sup> not to be exceeded more than 18 times/year) are shown in **bold**.

(1) data capture for the monitoring period, in cases where monitoring was only carried out for part of the year.

(2) data capture for the full calendar year (e.g. if monitoring was carried out for 6 months, the maximum data capture for the full calendar year is 50%).

(3) If the period of valid data is less than 90%, the 99.8<sup>th</sup> percentile of 1-hour means is provided in brackets.

Table A.5 – Annual Mean PM<sub>10</sub> Monitoring Results

| Site ID | Site Type        | Valid Data Capture for Monitoring Period (%) <sup>(1)</sup> | Valid Data Capture 2015 (%) <sup>(2)</sup> | PM <sub>10</sub> Annual Mean Concentration (µg/m <sup>3</sup> ) <sup>(3)</sup> |      |      |      |      |
|---------|------------------|---|--|--|------|------|------|------|
|         |                  |   |  | 2011   | 2012 | 2013 | 2014 | 2015 |
| CM2     | Roadside         | 94.29   | 94.29                                      | 23   | 22   | 24   | 22   | 21   |
| CM3     | Urban Background | 88.93   | 88.93                                      | 17   | 17   | 20   | 15   | 13   |

Notes: Exceedances of the PM<sub>10</sub> annual mean objective of 40µg/m<sup>3</sup> are shown in **bold**.

(1) data capture for the monitoring period, in cases where monitoring was only carried out for part of the year.

(2) data capture for the full calendar year (e.g. if monitoring was carried out for 6 months, the maximum data capture for the full calendar year is 50%).

(3) All means have been “annualised” as per Technical Guidance LAQM.TG16, valid data capture for the full calendar year is less than 75%. See Appendix B for details.

Table A.6 – 24-Hour Mean PM<sub>10</sub> Monitoring Results

| Site ID | Site Type        | Valid Data Capture for Monitoring Period (%) <sup>(1)</sup> | Valid Data Capture 2015 (%) <sup>(2)</sup> | PM <sub>10</sub> 24-Hour Means > 50µg/m <sup>3</sup> <sup>(3)</sup> |      |      |      |      |
|---------|------------------|---|--|---|------|------|------|------|
|         |                  |   |  | 2011  | 2012 | 2013 | 2014 | 2015 |
| CM2     | Roadside         | 94.29   | 94.29                                      | 1   | 3    | 0    | 0    | 1    |
| CM3     | Urban Background | 88.93   | 88.93                                      | 5   | 5    | 5    | 0    | 6    |

Notes: Exceedances of the PM<sub>10</sub> 24-hour mean objective (50µg/m<sup>3</sup> not to be exceeded more than 35 times/year) are shown in **bold**.

(1) data capture for the monitoring period, in cases where monitoring was only carried out for part of the year.

(2) data capture for the full calendar year (e.g. if monitoring was carried out for 6 months, the maximum data capture for the full calendar year is 50%).

(3) If the period of valid data is less than 90%, the 90.4<sup>th</sup> percentile of 24-hour means is provided in brackets.



Table A.7 – PM<sub>2.5</sub> Monitoring Results

| Site ID | Site Type        | Valid Data Capture for Monitoring Period (%) <sup>(1)</sup> | Valid Data Capture 2015 (%) <sup>(2)</sup> | PM <sub>2.5</sub> Annual Mean Concentration (µg/m <sup>3</sup> ) <sup>(3)</sup> |      |      |      |      |
|---------|------------------|---|--|---|------|------|------|------|
|         |                  |   |  | 2011  | 2012 | 2013 | 2014 | 2015 |
| CM3     | Urban Background | 89.62   | 89.62                                      | 12  | 12   | 14   | 10   | 10   |

## Notes:

- (1) Data capture for the monitoring period, in cases where monitoring was only carried out for part of the year.
- (2) Data capture for the full calendar year (e.g. if monitoring was carried out for 6 months, the maximum data capture for the full calendar year is 50%).
- (3) All means have been “annualised” as per Technical Guidance LAQM.TG16, valid data capture for the full calendar year is less than 75%. See Appendix B for details.

## Appendix B: Supporting Technical Information / Air Quality Monitoring Data QA/QC

### Automatic Monitoring Sites

Oxford City Council currently operates three continuous monitoring sites. All routine calibration and maintenance is carried out and recorded in accordance with manufacturers' and Automated Urban Monitoring Network site operators' manuals.

Instrument drift is routinely checked by: -

- a daily internal instrument calibration which is carried out automatically using an electronic calibration check,
- every two weeks a manual external instrument calibration is carried out by Oxford City Council using gas cylinders that can be traced back to reference standards for each pollutant,
- every six months an audit of instrument response is carried out by an external organisation using independent gas calibration standards.

The above checks enable data to be examined subsequently for instrument drift, which is expected, or for faulty data which is usually not expected. Instrument drift is routinely adjusted by means of the 2 weekly external gas calibrations. Scaled data is calculated using the gas calibrations for each analyser.

Data from the continuous monitoring sites is collected and independently validated by Riccardo-AEA.

A dedicated supporting unit is also employed for each site, responding to equipment breakdowns and scheduled maintenance and servicing.

Particulate monitoring data is either FDMS (requires no correction), or has been subject to a gravimetric correction as detailed within the report.

### Non-Automatic Monitoring Sites

Diffusion tubes are supplied and analysed by an accredited laboratory (South Yorkshire Air Quality Samplers), using the 50% TEA in Acetone method.

The laboratory is subject to quality assurance testing as part of their accreditation. This involves an independent comparison to other laboratories. The results of inter-comparisons are available for scrutiny.

A bias correction factor can be applied to diffusion tube results to account for laboratory bias and to correct to continuous monitoring results. Oxford City Council carries out a co-location study annually, and has used the results to calculate a locally derived bias adjustment factor for each separate year studied.

In 2015 the bias correction factor derived from the local co-location study was 0.94. The national bias correction factor was 0.84. It is considered most appropriate to use the locally derived factor as this represents the more conservative approach and is considered to be more representative of the local situation.

## Appendix C: Summary of Air Quality Objectives in England

Table E.1 – Air Quality Objectives in England

| Pollutant                              | Air Quality Objective <sup>4</sup>                                   |                |
|--|--|----------------|
|  | Concentration  | Measured as    |
| Nitrogen Dioxide (NO <sub>2</sub> )    | 200 µg/m <sup>3</sup> not to be exceeded more than 18 times a year   | 1-hour mean    |
|  | 40 µg/m <sup>3</sup>   | Annual mean    |
| Particulate Matter (PM <sub>10</sub> ) | 50 µg/m <sup>3</sup> , not to be exceeded more than 35 times a year  | 24-hour mean   |
|  | 40 µg/m <sup>3</sup>   | Annual mean    |
| Sulphur Dioxide (SO <sub>2</sub> )     | 350 µg/m <sup>3</sup> , not to be exceeded more than 24 times a year | 1-hour mean    |
|  | 125 µg/m <sup>3</sup> , not to be exceeded more than 3 times a year  | 24-hour mean   |
|  | 266 µg/m <sup>3</sup> , not to be exceeded more than 35 times a year | 15-minute mean |

<sup>4</sup> The units are in microgrammes of pollutant per cubic metre of air (µg/m<sup>3</sup>).

## Glossary of Terms

| Abbreviation      | Description   |
|-------------------|---|
| AQAP              | Air Quality Action Plan - A detailed description of measures, outcomes, achievement dates and implementation methods, showing how the local authority intends to achieve air quality limit values'    |
| AQMA              | Air Quality Management Area – An area where air pollutant concentrations exceed / are likely to exceed the relevant air quality objectives. AQMAs are declared for specific pollutants and objectives |
| ASR               | Air quality Annual Status Report  |
| Defra             | Department for Environment, Food and Rural Affairs  |
| DMRB              | Design Manual for Roads and Bridges – Air quality screening tool produced by Highways England   |
| DSP               | Delivery and Servicing Plan   |
| EU                | European Union  |
| EV                | Electric Vehicle  |
| FDMS              | Filter Dynamics Measurement System  |
| LAQM              | Local Air Quality Management  |
| LTP               | Local Transport Plan  |
| LEZ               | Low Emission Zone   |
| NO <sub>2</sub>   | Nitrogen Dioxide  |
| NO <sub>x</sub>   | Nitrogen Oxides   |
| OCC               | Oxford City Council   |
| PM <sub>10</sub>  | Airborne particulate matter with an aerodynamic diameter of 10µm (micrometres or microns) or less   |
| PM <sub>2.5</sub> | Airborne particulate matter with an aerodynamic diameter of 2.5µm or less   |
| QA/QC             | Quality Assurance and Quality Control   |
| SO <sub>2</sub>   | Sulphur Dioxide   |





## Roads: Workplace Parking Levy (WPL)

Standard Note: SN628  
Last updated: 1 March 2012  
Author: Louise Butcher  
Section: Business and Transport

This note describes the Workplace Parking Levy (WPL), a policy introduced by the Labour Government that enables local authorities to charge businesses for every employee who parks in the area. It outlines the policy of successive governments and provides information on the only scheme currently in place, in Nottingham.

Under the *Transport Act 2000* local traffic authorities in England and Wales, outside London, may introduce a WPL to help tackle congestion in towns and cities. This far, Nottingham is the only local authority area to have sought and obtained approval for a scheme, which will begin on 1 April 2012. That may change as local authorities seek new streams of revenue to compensate for reductions in central government grants.

Information on other aspects of transport policy – including parking and road charges – can be found on the [Roads Topical Page](#) of the Parliament website.

### Contents

|          |   |           |
|----------|---|-----------|
| <b>1</b> | <b>Enabling legislation</b>                       | <b>2</b>  |
| <b>2</b> | <b>Policy of the Coalition Government, 2010-</b>  | <b>2</b>  |
| <b>3</b> | <b>Policy of the Labour Government, 1997-2010</b> | <b>4</b>  |
|          | 3.1 Background                                    | 4         |
|          | 3.2 Implementing the Transport Act 2000           | 5         |
| <b>4</b> | <b>Business views on the WPL</b>                  | <b>6</b>  |
| <b>5</b> | <b>The WPL in practice: Nottingham</b>            | <b>7</b>  |
|          | 5.1 Policy  | 7         |
|          | 5.2 Responses                                     | 9         |
| <b>6</b> | <b>Devolved areas</b>                             | <b>10</b> |

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## 1 Enabling legislation

Sections 178-200 of the [Transport Act 2000](#), as amended, provide the enabling legislation for local authorities outside London to introduce a charge on workplace parking. The Act defines a workplace parking scheme as a scheme "for imposing charges in respect of the provision of workplace parking places at premises in the area covered by the scheme".<sup>1</sup> It is for local authorities to decide whether or not to bring forward a scheme. They can be introduced by a local traffic authority outside London, either singly or jointly with another local traffic authority or with a London traffic authority. A scheme may only be made if it facilitates the policies set out in the Local Transport Plan (LTP).

The WPL is collected by way of a licensing scheme. An owner of premises applies to their local authority for a licence to park up to a maximum number of vehicles ('licensed units'), and pays the appropriate sum based on the charge per unit. Local authorities are obliged to issue the licence for the number of units requested: *they may not use this mechanism as a means of directly controlling the number of parking places provided.*

A licensing scheme could allow for variations in the charges according to different days or times of day, different parts of the licensing area, different classes of motor vehicles or different numbers of licensed units, depending on local circumstances. For example, an authority would be able to choose to apply the levy to parking during normal office hours on weekdays, to charge different rates for two-wheeled vehicles, or to set a sliding scale so that the charge per vehicle increases or decreases above certain thresholds. The Secretary of State may, by regulation:

- Provide for exemptions, reduced rates or limits on charges;
- Specify that the occupier of premises (or, in specified circumstances, other persons) is liable to pay the parking levy; and
- Give a right of entry to premises by an authorised official to check that workplace parking is covered by a licence.

The financial provisions for WPL schemes are contained in section 191 and Schedule 12 of the 2000 Act.<sup>2</sup> They aim to create maximum flexibility as to how and where the money raised is spent. Clear accountability for any revenue raised is essential, and it must be identified in a separate and transparent account. Paragraph 7 of the schedule sets out how net proceeds may be spent by local traffic authorities during the 'initial' period of a scheme (i.e. ten years from commencement), essentially in support of the authority's LTP. After the initial ten-year period local authorities must spend the net proceeds in accordance with regulations made by the Secretary of State.

## 2 Policy of the Coalition Government, 2010-

The Conservative-Liberal Democrat Coalition Government that took power in May 2010 made no mention of the Workplace Parking Levy (WPL) in their Coalition Agreement.<sup>3</sup> Similarly, there was no mention of the issue in either the Conservative or Liberal Democrat

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<sup>1</sup> a more complete definition is given in section 182

<sup>2</sup> further provisions on the calculation of 'net proceeds' under the scheme are given in the *Road User Charging and Workplace Parking Levy (Net Proceeds) (England) Regulations 2003* (HSI 2003/110H)

<sup>3</sup> HMG, *The Coalition: Our Programme for Government*, May 2010



manifestos for the 2010 election.<sup>4</sup> The government's policy towards WPL was given in the January 2011 local transport White Paper:

The Government has made clear that local authorities may put forward schemes, but they must demonstrate that they have properly and effectively consulted local businesses and addressed any proper concerns raised by local businesses during those consultations.<sup>5</sup>

Further, throughout 2011 the government consulted, as part of the Red Tape Challenge, on cutting unnecessary, burdensome and overcomplicated regulation for road transport users. The results were published in December 2011. On the three sets of regulations relating to the WPL the paper stated:

These regulations set out some of the arrangements for road user charging and workplace parking levy schemes. They make sure that accounts are properly kept and vehicles are treated consistently, and we have decided to retain these regulations.

Although we do not propose to amend the Workplace Parking Levy legislation itself, we will require any future schemes to demonstrate that they have properly and effectively consulted local businesses, have addressed any proper concerns raised and secured support from the local business community. This will make sure that future schemes will not impose a burden on business.<sup>6</sup>

This is in line with Conservative policy before the general election. The then Shadow Transport Secretary, Theresa Villiers, said in an interview that the party would not repeal the legislation on the WPL, leaving the matter to individual local authorities.<sup>7</sup> However, Ms Villiers did criticise the Labour Government's decision to approve Nottingham's WPL scheme, she was quoted as saying: "Labour are going to hit businesses in Nottingham with a new tax when jobs are already under threat because of the economic downturn".<sup>8</sup>

Since Nottingham announced its scheme, there has been press speculation that other local authorities are looking at WPL schemes.<sup>9</sup> However, nothing has come of this thus far. With local authorities facing reductions in income from central government, it would not perhaps be surprising that they might seek to look at alternative ways of raising revenue to invest in things like transport. That said, with the economy still weak there is the added consideration of encouraging local businesses and supporting the high street. In her December 2011 review on the future of the high street, Mary Portas discussed the importance of cheap and free parking to the future vitality of town centres. Though she was talking primarily about parking for consumers, the point could equally be made as regards an incentive to businesses to set up in one location or another.<sup>10</sup>

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<sup>4</sup> Conservative Party, *Invitation to join the Government of Britain: the Conservative manifesto 2010*, April 2010; and: Liberal Democrats, *Liberal Democrat Manifesto 2010*, April 2010

<sup>5</sup> DfT, *Creating Growth, Cutting Carbon: Making Sustainable Local Transport Happen*, Cm 7996, January 2011, p72

<sup>6</sup> DfT, *Red Tape Challenge – Road Transportation*, December 2011, p25

<sup>7</sup> "Villiers sets sights on making transport changes big and small", *Local Transport Today*, 5 March 2010, LTT 540

<sup>8</sup> "Tories could have final say on Nottingham's parking levy and tram", *Local Transport Today*, 14 August 2009 (LTT 526)

<sup>9</sup> e.g. "Motorists face £250-a-year tax to park at work", *The Daily Telegraph*, 22 August 2010

<sup>10</sup> Mary Portas, *The Portas Review: An independent review into the future of our high streets*, December 2011

### 3 Policy of the Labour Government, 1997-2010

#### 3.1 Background

Parking provision and enforcement is an important tool available to local authorities to control traffic congestion in towns, since the availability of parking spaces and the cost of parking to the motorist can have a significant influence on the level of traffic entering a town. Where there is little private, non-residential parking and through-traffic can be controlled, existing parking controls can be effective in reducing car use. This in turn can reduce congestion, environmental impact and accidents. Performance will depend very much, however, on the way in which controls are applied. Simply reducing space may merely increase the amount of time spent searching for parking space, which may have adverse impacts on congestion. Controls are generally inexpensive to implement, but usually require continuing expenditure on enforcement if they are to be effective.

The availability of convenient, guaranteed, free or cheap parking is a major factor influencing people's decision to drive to work, but controls cannot be imposed on private, non-residential parking (e.g. parking by employees, shoppers in private spaces) which typically accounts for 40 to 60 per cent of all town centre parking spaces. It was estimated in 1996 that there were three million parking spaces at commercial premises in the UK.<sup>11</sup> A study of parking control strategies, based on Bristol, found that a package of measures based on a reduction of 12.5 per cent in private non-residential parking could reduce morning peak hour traffic by between seven per cent and 12 per cent.<sup>12</sup>

In 1997 the House of Commons Environment Select Committee proposed that a car park tax should be levied on out-of-town shopping centres, either as a fixed sum per square foot of parking space, or as an addition to the Uniform Business Rate.<sup>13</sup> Its argument was that a tax would make out-of-town shopping relatively more expensive and thus make town centre shopping more attractive. However, such a tax would be absorbed entirely by the retailer in which case it would be ineffective, or it could be passed on to the consumer in higher prices, which would be unfair to those without cars, often the poorer members of society. Further, if the tax was passed on to the motorist, through car park charges for example, it might not make much difference to behaviour, either because customers would park outside the car park or because a car is considered necessary for carrying the goods.

In July 1998 the Labour Government published its first transport White Paper which examined the possibility of implementing controls over existing private non-residential parking. While making the case generally for and stating that it would go ahead with a WPL, the White Paper also highlighted the potential problems that would have to be overcome, including where, when and how much to charge and how to administer and enforce such a scheme.<sup>14</sup> More detail was given in a consultation paper issued in December 1998. It described the likely scope of the levy as follows:

The aim of the levy is to reduce the amount of free workplace car parking available as a means of reducing car journeys and promoting greater use of alternative modes. The parking in question would be for all who are at their workplace, whether or not they are direct employees of the building's occupier. Examples include consultants and

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<sup>11</sup> IPPR, *Green Tax Reform*, January 1996, p85

<sup>12</sup> DETR, *HA new deal for transport: better for everyone*, Cm 3950, July 1998, p117

<sup>13</sup> Environment Committee, *Shopping Centres* (fourth report of session 1996-97), HC 210, March 1997, para 39

<sup>14</sup> *op cit.*, *HA new deal for transport: better for everyone*, pp117-118

contractors, students at educational establishments, Councillors and, at the Palace of Westminster, Members of both Houses of Parliament.

The Government proposes that the levy should apply to:

- all parking at categories of property where parking provision is predominantly for use by those at their workplace (as described above) such as parking at offices, factories, warehouses and educational establishments;
- parking for workers at buildings where workplace parking is a minority of total on-site parking – such as parking at retail outlets, leisure centres, hospitals and so on.<sup>15</sup>

The response to the consultation published in February 2000 stated that the government intended to give local authorities the power to implement a WPL and/or local road charging as “part of an integrated package of measures”.<sup>16</sup> As indicated above, this was legislated for under the *Transport Act 2000*.

### 3.2 Implementing the Transport Act 2000

Very little happened in this area after the passage of the initial legislation until the Nottingham scheme reached a point where it required the Secretary of State’s approval. A 2004 White Paper made only one brief mention of WPL as part of a range of options that local authorities might want to take up.<sup>17</sup> A report published by the Department for Transport in June 2005 on the so-called ‘smarter choices’ agenda suggested that a workplace travel plan and a WPL could be beneficial to each other.<sup>18</sup> The government’s focus appeared, therefore, to have moved from WPL to workplace travel plans.<sup>19</sup> In a June 2006 report the Transport Select Committee expressed its disappointment at the gap in implementation of workplace parking levies by local authorities.<sup>20</sup> The government responded that it might, in exceptional circumstances, consider a WPL scheme as part of a Transport Innovation Fund bid.<sup>21</sup>

However, in December 2008, following developments in Nottingham (see below), the Department for Transport published a consultation paper on the planned WPL regulations which would complete the ‘regulatory framework’ set out in the 2000 Act and would permit a scheme, such as Nottingham’s, to finally be implemented.<sup>22</sup> [Responses to the consultation](#) were published in July 2009 and in August the government gave Nottingham the go ahead for their WPL scheme (see below). The *Workplace Parking Levy (England) Regulations 2009* (SI 2009/2085) came into force on 1 October 2009. They make provision about general issues concerning WPL schemes and charges and for the recovery of charges imposed under licensing schemes. In particular they provide for:

- exemptions from the requirement to have a scheme order confirmed;

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<sup>15</sup> DETR, [HBreaking the logjam: the government's consultation paper](#)H, December 1998, paras 6.4-6.12

<sup>16</sup> DETR, [HBreaking the logjam: the Government's response to the consultation](#)H, 22 February 2000, para 1.10

<sup>17</sup> DfT, [HThe Future of Transport: A Network for 2030](#)H, Cm 6234, 20 July 2004, para 5.20

<sup>18</sup> DfT, [HSmarter choices: changing the way we travel](#)H, 24 June 2005, p62

<sup>19</sup> see, e.g.: [HHC Deb 7 February 2006, c1062W](#)

<sup>20</sup> Transport Committee, [HParking Policy and Enforcement](#)H (seventh report of session 2005-06), HC 748, 22 June 2006, para 244

<sup>21</sup> [HGovernment response to the Committee's seventh report of session 2005-06](#)H, HC 1641, 19 October 2006, p26; TIF was abolished before the 2010 GE

<sup>22</sup> DfT, [HWorkplace Parking Levy - Completing the legal framework](#)H, 11 December 2008, paras 1.6-1.7

- liability to pay licence charges;
- the setting of penalty charge rates;
- notification of penalty charges to the person liable;
- the adjudication of appeals.

However, it is up to individual schemes to set, for example, the exact level of the charges they wish to apply.

#### **4 Business views on the WPL**

When the WPL proposals were first put forward in 1998 the CBI and the Institute of Directors stated that they were against parking charges on the grounds that it would be a tax on business that would do little to change travel patterns.<sup>23</sup> During the consultation period, the British Chambers of Commerce said the introduction of a workplace parking charge would force businessmen to act as "unpaid tax collectors" and would cause friction between employers and staff.<sup>24</sup>

Two surveys were undertaken before legislation was brought forward on WPL to try to gauge business reactions. The Transport Research Laboratory surveyed 112 Scottish businesses for the Chartered Institute of Transport and the Royal Town Planning Institute in 1999. Two of the questions concerned who should bear the cost of the levy and how it would affect their business:

##### **'Who they considered should bear the extra costs of such a levy?'**

15% felt that the company should pay the levy.

8% felt that the employees should pay.

11 % thought that the cost should be split amongst company, employee and customer.

64% of the replies would not say or chose not to answer.

One firm felt that the customer should bear the cost of the levy.

##### **'How they perceived a levy would affect their current situation?'**

30% of responses indicated that an introduction of a levy on workplace parking would result in an alteration to the number of parking spaces.

35% of the survey responses indicated that there would be no change to the number of parking spaces.

65% of the replies indicated that their company would not relocate if a levy on workplace parking were introduced.<sup>25</sup>

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<sup>23</sup> "Motoring funds raised from road tolls and workplace parking to be spent on transport for 10 years", *Financial Times*, 9 December 1998

<sup>24</sup> "Drive to accelerate congestion charging", *The Times*, 18 November 1999

<sup>25</sup> TRL, *Workplace parking levy* (TRL Report 399), 1999, pp1-2

The Labour Government commissioned a study from MVA Ltd prior to the publication of what became the 2000 Act. The study looked at businesses in Nottingham and Westminster; the summary of the report on the Department for Transport's website states:

The findings indicate that a levy on workplace parking would reduce the stock of workplace parking and could lead to a significant reduction in the number of vehicles using workplace parking spaces. It would also generate a revenue stream to fund transport improvements. The study also suggested that a minority of businesses would pass on some of the cost of the levy to customers and that some form of compensation would be offered to a majority of staff whose workplace parking spaces might be surrendered. A number of businesses in Nottingham claimed that they would relocate if a workplace parking levy was applied in Nottingham, but not elsewhere in the region.<sup>26</sup>

In February 2009 the British Chambers of Commerce stated that the WPL could cost businesses across England £3.4 billion (the amount was extrapolated from the proposed levels of the Nottingham levy) and launched a petition against the WPL. A press notice stated:

The British Chambers of Commerce (BCC) has calculated that if every eligible council covered by the consultation adopted the WPL, then businesses will be left with huge costs amounting to £3.4 billion [...] With the economy now in recession and firms struggling with cash-flow, the tax will be detrimental for companies, towns and local economies.

Commenting on the WPL, Director General of the British Chambers of Commerce, David Frost, said: "If councils go ahead with this oppressive tax, companies and employees will be hit hard at a time when they least need it. There is a real risk that towns and cities will see firms refusing to invest and in a worst case scenario relocating elsewhere. This isn't a risk worth taking for a scheme which will not help reduce congestion."<sup>27</sup>

The British Retail Consortium is strongly opposed to WPL, on the basis that "it will do little to tackle the real problems of congestion".<sup>28</sup>

For business views on the WPL proposals in Nottingham, see below.

## **5 The WPL in practice: Nottingham**

### **5.1 Policy**

Under the Labour Government local authorities were required to produce Local Transport Plans (LTPs) every five years. In drawing up their first set of plans, to cover the period 2001-06, authorities were directed to indicate whether they intended to use the new powers to introduce road user charging or a workplace parking levy.<sup>29</sup>

In July 2007 Nottingham City Council launched a 12-week consultation about the introduction of a WPL in the city.<sup>30</sup> As part of the consultation, there was a five day Public Examination of

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<sup>26</sup> MVA Ltd for the DfT, *Options for influencing PNR usage* (UG145), April 2000

<sup>27</sup> BCC press notice, "Tax on parking could cost business £3.4 billion", 6 February 2009

<sup>28</sup> BRC, *Policies & Issues: Local Government* [accessed 1 March 2012]

<sup>29</sup> DETR, *Guidance on Full Local Transport Plans*, March 2000, para 162

<sup>30</sup> Nottingham City Council, *Workplace parking levy draft business case for public consultation*, July 2007

the WPL proposals by an independent chairman which took place in October 2007. The Council also published its response to the consultation.<sup>31</sup>

In August 2009 the Department for Transport gave Nottingham the go ahead for its WPL scheme.<sup>32</sup> In September 2009 the council voted to proceed with the WPL with charging beginning on 1 April 2012.

The scheme is outlined in the 2011-2026 Local Transport Plan strategy as follows:

The City Council is fully committed to introducing a Workplace Parking Levy (WPL) within its administrative boundary having developed a robust business case for the scheme. This demand management tool will influence the travel behaviour of commuters by introducing a levy for employers within the city of Nottingham's administrative boundary that provide 11 or more liable parking places.

The WPL is a charge made for each parking place provided by an employer and used by employees, certain types of business visitors, and pupils and students. The decision remains with the employer as to whether they decide to pass the charge on to their employees. Employers will be required to obtain an annual licence for the maximum number of liable places they provide.

As commuters are the main cause of congestion in Nottingham, the City Council believes that it is only fair that employers accept their responsibility and proactively manage the traffic going to and from their employment sites and contribute to investment in public transport alternatives to the car.

Ultimately employers will benefit from less congestion than otherwise would occur and employees will gain better public transport options.

The WPL will also:

- Further encourage the uptake of travel plans and responsible parking management policies
- Encourage employers to give stronger consideration to the development potential/costs of land used as parking in the city
- Represent a financially efficient, high value for money proposal, with relatively low development costs and shorter implementation timescales than alternative charging mechanisms

The WPL will contribute to the necessary local funding contribution required for Nottingham's extension to the tram system, (NET Phase Two), safeguard the long-term future of supported Linkbus services and contribute to the redevelopment of Nottingham's Station Hub. It is estimated that the WPL will raise in the order of £14 million a year. This revenue will be ring fenced for investment in improving public transport in Nottingham.

The City Council considers that the introduction of an extensive package of improvements as a result of the availability of WPL income will create a modern transport system, which will have a major impact on lessening congestion pressures and provide the necessary network capacity for future anticipated growth.

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<sup>31</sup> all these documents available in the [HNottingham WPL document archive, 2007-08](#)

<sup>32</sup> DfT, [HDecision letter on Nottingham workplace parking levy](#), 12 August 2009



Extensive modelling has been used to assess both direct and indirect transport impacts of the WPL:

- Direct transport impacts are where employee travel behaviour is altered directly by the imposition of the levy charge. As a tool in itself, it is considered that the WPL would have a positive but modest impact on modal shift. This is because not all employers will pass the levy onto their staff and where they do, due to the low costs involved, the number of affected employees who decide to transfer to public transport rather than use their car is likely to be relatively modest
- Additional and larger direct positive impacts on modal shift would accrue from the wider demand management impacts of the WPL, complementary employer action to actively promote alternatives to the car and by positively managing staff parking provision
- Indirect transport impacts will arise as a result of changes in travel behaviour due to the introduction of public transport infrastructure, integration actions and services funded wholly or in part by the WPL income, including NET Phase Two, Nottingham Station Hub improvements, and maintaining and enhancing bus services (e.g. Linkbus network development)

Nottingham's major employers support the future growth and prosperity of the city. The aggregate transport economic benefits of improved travel conditions, both on the public transport network arising from additional NET and bus services, and on the highway network through increased modal shift and congestion relief, will outweigh the levy cost to businesses. The additional public transport provision and congestion relief will benefit employees travelling on company business and for service and delivery vehicles. Improved accessibility will also benefit employers through access to a larger potential workforce and in retail and leisure businesses to a larger potential market. In economic terms the package of transport measures introduced by the WPL will deliver benefits to business that outweigh the cost of the levy charges themselves.

The WPL scheme underwent a public consultation process, including a public examination, during autumn 2007. Following Full Council approval in May 2008, an updated business case and WPL Order were submitted to the Secretary of State for Transport. The WPL legal Order was confirmed by the Secretary of State on the 31st July 2009 giving the City Council the powers to introduce a WPL scheme in Nottingham on the 1st October 2011 and to introduce a charge for liable places from the 1st April 2012.<sup>33</sup>

Full details of the scheme are available on the [Nottingham WPL website](#).

## 5.2 Responses

Reports in the local press have shown mixed reactions to the proposals. Following the Council's decision to proceed with the levy in May 2008, the *Financial Times* reported:

Jon Collins, the council's leader, said the toll on commuters was the price needed to pay for essential public transport in the city. "We need to do something if we want this city to thrive and grow," he said. "Leadership is about saying, 'There are difficult decisions to be made in the interests of this city'." [...]

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<sup>33</sup> Nottingham City Council, H<sup>Nottingham Local Transport Plan Strategy 2011 – 2026</sup>H, April 2011, pp47-48

Conservative council members have described the toll as "born out of desperation" and "about money and money only". It would make people pay for the "audacity" of going to work, said Brendan Clarke-Smith, a Tory councillor.

The Derbyshire and Nottinghamshire Chamber of Commerce and Industry suggests that more than 90 per cent of employers in the city oppose the proposals. Many companies could leave the area as a result of the charge, the chamber has warned. Alliance Boots, the biggest private-sector employer in the city, is likely to pay more than £500,000 a year - although that could be passed on to staff.<sup>34</sup>

*The Daily Telegraph* reported in September 2008:

Paul Southby, the CBI East Midlands director, said: "As far as we are concerned, it will not help congestion, will not pay for the schemes the council thinks it will and places businesses hit by the levy at an unfair disadvantage, locally, nationally and internationally.

"If there is to be a road charging scheme, it should be a joined up national scheme. Councils should not be allowed to introduce their own projects, and in doing so put their own businesses at a disadvantage. Some of the larger businesses in Nottingham have complained it will hit their bottom line by £1 million, which is a huge amount given the economic climate."

[...] Jon Collins, the council leader, said: "Forecasts tell us that car use is set to increase, congestion levels will get much worse and, ultimately, over the next 20 years, oil production is going to peak. Any city that does not plan to meet these challenges is not planning ahead for sustainable growth. Future generations will thank us."

George Cowcher, the local chamber of commerce's chief executive, said: "Let's make it clear - Nottingham's so-called blueprint for future transport income generation will cost jobs and it will force businesses to rethink their situations. Cutting through the rhetoric, it's a tax on jobs and competitiveness, which is unpopular both with businesses and workers alike, and comes at a time when we are seeing the worst trading conditions in decades."

The AA said the scheme was "another motoring tax that could deter companies from locating in the city".<sup>35</sup>

In March 2010 the Federation of Small Businesses published a policy note on the Nottingham WPL which stated that it is "opposed to the WPL for several reasons", they being that it is: a tax on jobs; will dissuade businesses from locating their premises in Nottingham; there is a direct impact on small businesses that contract with WPL payers; it will have a negative impact on the Nottingham economy; and the benefits of an improved tram network will not be felt by small businesses. The FSB also took the view that the then Labour Government had unrealistic expectations of the extent to which the WPL would cut congestion.<sup>36</sup>

## 6 Devolved areas

In **London**, Section 296 and Schedule 24 of the *Greater London Authority Act 1999*, as amended, provides the legal basis for charging for workplace parking in London. Under it, the Mayor of London, acting for the GLA and individual Boroughs, has the ability to:

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<sup>34</sup> "Nottingham to levy employers for car parking", *Financial Times*, 15 May 2008

<sup>35</sup> "Drivers face £350 tax for parking at work", *The Daily Telegraph*, 26 September 2008

<sup>36</sup> FSB, *Workplace Parking Levy*, March 2010



- bring forward proposals for parking levies in their areas;
- approve a Borough scheme with or without modification, or to reject it; and
- arrange for the boroughs to operate a GLA WPL scheme on the Mayor's behalf.

It is not possible for a mayor's scheme and a Borough scheme for a WPL to operate simultaneously in the same area although the proceeds from a single scheme could be distributed between them by agreement.

The then Mayor of London, Ken Livingstone, opted for a congestion charge rather than a WPL scheme. In July 2003 Mayor Livingstone issued a press notice ruling out a WPL in London on the grounds that it would present an enforcement problem, the level of charge would have to be unreasonably high, and it would see only a small reduction in congestion.<sup>37</sup> The current mayor, Boris Johnson, makes no mention of WPL in his transport strategy.<sup>38</sup>

In **Scotland**, on 16 June 1999 the then First Minister, Donald Dewar, announced that the Scottish Parliament's first legislative programme would include a Transport Bill, which would "establish a framework to enable, where sensible, road-user charging and to allow, where appropriate, to introduce a levy on workplace parking".<sup>39</sup> The Scottish Executive published a consultation paper the following month,<sup>40</sup> and in August the then Scottish Transport Minister, Sarah Boyack, announced that a sub-group would be set up within the National Transport Forum for Scotland to look specifically at replies to the consultation document.<sup>41</sup> The provision to introduce parking levies was removed from the *Transport Bill* in Committee. According to reports, this was a result of lobbying on the Scottish Executive from business.<sup>42</sup> There is, therefore, no legislative basis for a WPL in Scotland.

In **Wales**, the 1998 transport White Paper for Wales, published by the Welsh Assembly Government, stated: "We will ensure that local authorities are able to use a substantial proportion of funds raised from road user charging or workplace parking levies to further improve public transport".<sup>43</sup> The enabling legislation is included in the *Transport Act 2000*.

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<sup>37</sup> Mayor of London press notice, "[HMayor says no to workplace parking levy](#)", 16 July 2003

<sup>38</sup> Mayor of London, [HMayor's Transport Strategy](#), May 2010

<sup>39</sup> [HSP OR, 16 June 1999, c407](#)

<sup>40</sup> Scottish Executive, *Tackling Congestion*, 13 July 1999

<sup>41</sup> Scottish Executive press notice, "[HBoyack announces new group to examine responses to tackling congestion](#)", 10 August 1999

<sup>42</sup> "Lib Dem MSPs in parking u-turn protest", *The Scotsman*, 9 November 2000

<sup>43</sup> Welsh Office, [HTransporting Wales into the Future](#), July 1998

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# Oxford Transport Strategy

69



## Contents

| Chapter  | Pages | Development management policy<br>Implementation   | 30-31 |
|--|-------|---|-------|
| 1 <b>The Oxford Transport Strategy</b><br>The purpose of the strategy<br>The area it covers  | 1     | 5 <b>Implementation</b><br>The cost of improvement<br>Funding the OTS<br>The next steps |       |
| 2 <b>The Scale of the Challenge</b><br>The transport impacts of growth<br>What this means in the future<br>The key challenges for the OTS  | 2-5   |   |       |
| 3 <b>Objectives</b><br>A vision for Oxford<br>The OTS objectives   | 6     |   |       |
| 4 <b>The strategy components</b><br>An integrated approach   | 7     |   |       |
| <b>Mass Transit</b><br>The existing situation<br>Vision for mass transit<br>Proposed network<br>Supporting infrastructure<br>Vehicle technology<br>Smart mobility<br>Implementation  | 8-18  |   |       |
| <b>Walking and Cycling</b><br>The existing situation<br>Vision for Walking & Cycling<br>Enhancing the cycle network<br>Encouraging walking<br>Technology<br>Implementation   | 19-23 |   |       |
| <b>Managing Traffic and Travel Demand</b><br>Principle of demand management<br>The Existing situation<br>Vision for managing traffic and travel demand<br>Future demand for travel<br>Highway capacity improvements<br>Workplace Parking Levy<br>Traffic control points<br>Road user charging<br>Public Parking<br>Freight / deliveries<br>Role of taxis | 24-29 |   |       |



# 1. The Oxford Transport Strategy

## The purpose of the strategy

The Oxford Transport Strategy (OTS) sets out Oxfordshire County Council's transport vision and strategy for Oxford over the next 20 years, as part of our fourth Local Transport Plan. It identifies the current and future challenges for transport in the city and sets out a strategy based on a combination of infrastructure projects and supporting measures to enable economic and housing growth.

This strategy builds on a legacy of success in tackling Oxford's transport challenges through pioneering and innovative approaches which have enabled the city to grow and develop without year on year rises in traffic levels. For instance, our world first Park & Ride system, which began in the 1970s, has not only proven successful in containing traffic in the city, it has gone on to become a model subsequently adopted by cities around the world to address their own congestion problems.

This strategy builds on the successes of the past, quantifies the scale of the future challenges and proposes bold and innovative solutions.

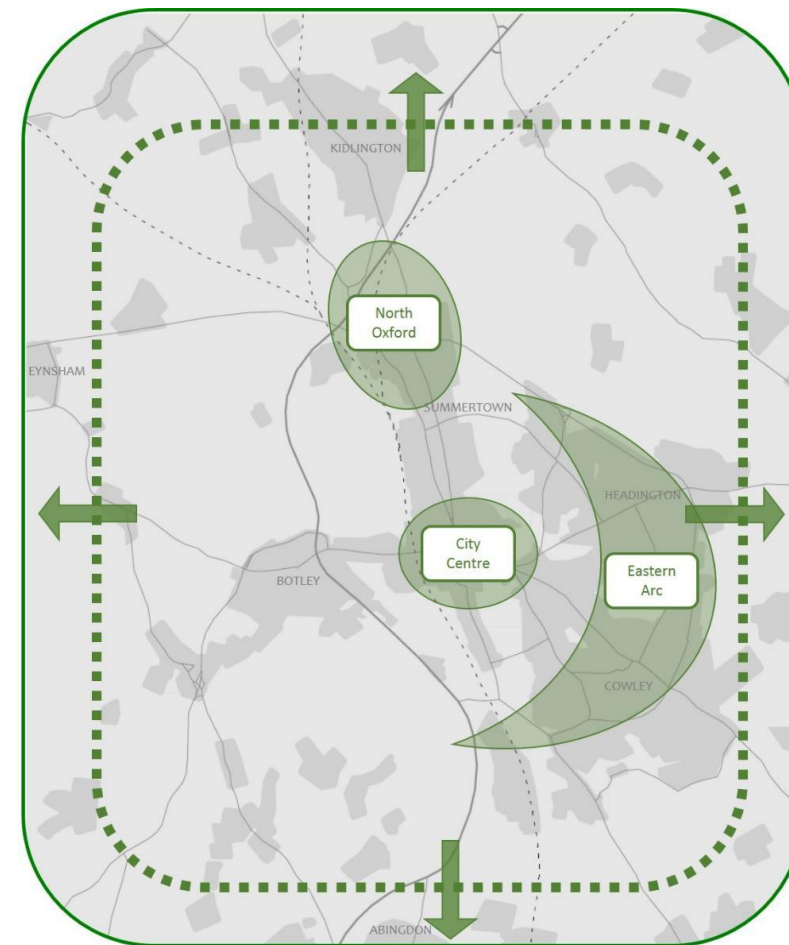


## The area it covers

Oxford's influence on transport does not stop at the city boundary. The OTS has been developed to cover the urban area of Oxford as well as the main transport corridors to and from the city.

There are three locations which will be the focus for future employment, housing and regeneration. These are:

- the **City Centre** – the cultural and historic heart of Oxford;
- the **Eastern Arc** – the largest employment area and most populated part of the city (which includes Marston, Headington, Cowley and Littlemore); and
- **North Oxford** – which includes Cutteslowe and Wolvercote and major corridors into Oxford from north of the outer ring road.



## 2. The Scale of the Challenge

### Transport impacts of growth

Oxford is an attractive, enterprising and dynamic city – a place that people from around the world want to visit and increasingly want to live and work in.

Oxford’s population has grown at an unprecedented rate in recent years, with the number of residents rising by 14% between 2001 and 2013 (from 135,500 to 154,800 people). Despite the sizeable impacts of recession, overall job growth has been equally impressive, with 118,000 jobs in 2012, compared to 99,000 in 2001. Oxford has 33% more jobs per head of working age population (aged 16-64) than the South East as a whole.<sup>1</sup>

The additional travel demand generated by this growth has been well-contained in Oxford: overall, rises in traffic within the city have been avoided or minimised by the local authorities’ transport and planning policies and schemes.

But despite these successes, the trend of sustained growth has brought challenges.

As a medieval city, Oxford’s often narrow streets are, in many areas, unsuited to motorised vehicles. Peak period congestion is a persistent problem, with traffic building at bottlenecks which cannot realistically be entirely removed. Within the centre, cars, buses and delivery vehicles compete for limited space with pedestrians and cyclists. These create an uneasy tension between the demands for movement and access, and the desire to ensure the centre offers a highly attractive and vibrant environment for people.

As more people have moved to Oxford, pressure has been added to the city’s housing stock, helping to drive up house prices at a faster rate than other areas and intensifying population density. Limited space for new development has contributed to a significant shortfall in affordable housing (particularly around the centre), resulting in changes to where people are able to live and accordingly how far and how they travel.

Oxfordshire has ambitious plans for growth, with proposals for 100,000 new homes and 85,000 new jobs to be created by 2031. The county has evolved into one of the UK’s major hubs for knowledge-based industries, with Oxford at its heart. The recent Strategic Housing Market

<sup>1</sup> Figures provided by the Office for National Statistics

Assessment (SHMA) identifies that, within the city, there will be a need for up to 24,300 jobs and 28,000 new homes.

Whilst the modal share for public transport for trips to the city has increased steadily in recent years, travel by car remains the dominant form of transport to all destinations other than the city centre. With existing congestion already requiring extensive engineering solutions to junctions on the ring-road, the predicted growth of homes and jobs in Oxford and throughout the county will only exacerbate the problem.

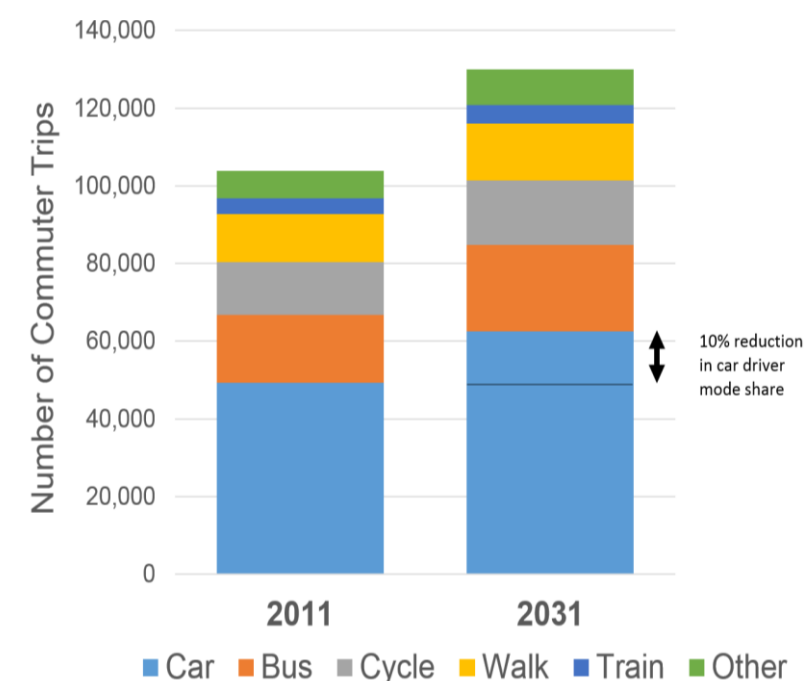
### What this means in future

Growth on this kind of scale requires a transport strategy of comparable ambition. A continuation of existing travel behaviour amongst new residents would threaten to over-burden the transport network and in turn significantly compromise the character of Oxford and quality of life of those living and working here.

It is estimated that job growth within and outside Oxford, could result in 26,000 additional journeys within the city boundary by 2031 – a 25% increase from 2011. Initial estimates suggest that, without improvements to the transport network and changes of travel behaviour, this could result in approximately 13,000 more commuter car trips each day.

The graph on the right illustrates what the impacts of growth could be on the number of commuter trips into and within Oxford if current preferred modes of travel remain unchanged. A 10% decrease in the car driver mode share is needed to prevent traffic levels rising.

Even the current Local Plans’ pre-SHMA housing allocations in Oxfordshire are forecast to result in a 16% increase in traffic on



Oxford's radial roads and 21% on the ring road in peak hours. By 2031, the impact of the resulting congestion is forecast to result in a loss of around £150 million from the economy of the city. Car journey times from the surrounding Oxfordshire towns are anticipated to increase on average by 18% to the city centre and 14% to Headington.

This increased demand for movement will also have significant adverse impacts on the environment, quality of life and health of the city's population.

More demand also means more buses, with the number of vehicles entering the city centre set to grow by over 40% if left un-checked, putting substantial strain on the historic core. Increased traffic will impact on local communities, and longer journey times will make it more difficult to reach jobs and services.

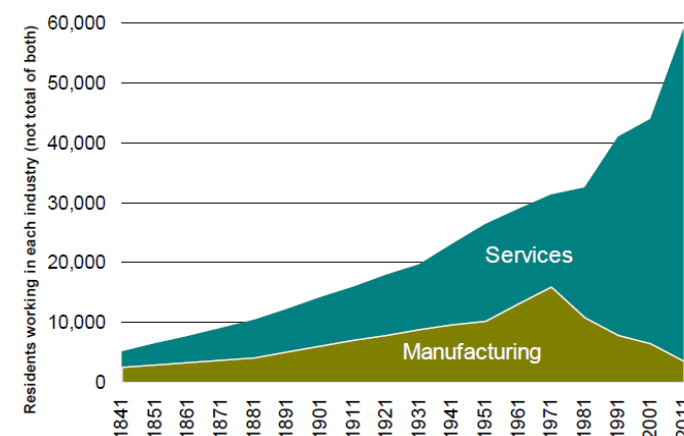
Without a step change in the provision of transport infrastructure and travel options, the city faces serious consequences.

## The key challenges for the OTS

The OTS has therefore been developed to correspond to the eight most crucial challenges for transport in the city.

### Challenge 1: Oxford's economy is growing and changing

Oxford's key economic strength lies in high-skilled, knowledge-intensive industries (including science, research and technology), building on the city's international renown as a centre of excellence in education and research. These sectors now account for the majority of jobs, whilst the relative number of positions within more traditional sectors (such as manufacturing



Employment in service related positions has grown rapidly since 2001

and retail) is declining (see graph).

The city's tourism industry also goes from strength to strength, with 9 million visitors each year, and an estimated worth of £770 million for local businesses.

Oxford's businesses typically function within a global marketplace making strategic transport connections as important as local ones. High-skilled roles also frequently

attract a more mobile and affluent workforce, who are able and prepared to travel greater distances to work. This is likely to be contributing to an increase in commuting into Oxford.

**Key implications for the OTS:** Congestion is a barrier to a competitive economy and future growth requires a well-connected, reliable and efficient transport network. Capacity is needed, but with space a key constraint, **the on-going provision of more road space is not a long-term option.**

### Challenge 2: Economic growth is happening in new locations

Economic growth is bringing changes to the location as well as the nature of development. The Eastern Arc now surpasses the centre as Oxford's main area of employment (with 43,600 jobs compared to 39,800 within central Oxford). As the city develops in future, the largest proportion of new growth will occur outside the centre.



Oxford's transport networks have historically been developed to provide access to the city centre. New areas of growth require appropriate levels of access and strengthened linkages. The growth of the "Knowledge Spine" that includes the Eastern Arc,

North Oxford, Science Vale and Bicester will also increase the importance for strengthened connectivity between these locations and good connections to strategic road and rail networks – particularly to maintain access to and from London and Heathrow airport.

**Key implications for the OTS:** High quality and integrated public transport is needed to support good connectivity across the city and to areas beyond traditional boundaries. This needs to be accompanied with measures to manage growth in demand for car travel.

### Challenge 3: Oxford is a tale of two cities

Whilst, overall, Oxford's economy has thrived, not all residents have been able to share in the city's success. Large pockets of inequality exist, with significant areas of economic and social deprivation – particularly within the Eastern Arc.





Persistent issues of unemployment, low income and health inequalities are most concentrated within these locations, with a decline in low-skilled jobs leaving significant numbers of residents mismatched to local employment opportunities. A shortage in housing availability has pushed up the cost of accommodation

relative to income, placing further pressure on the finances of lower-income residents.

With these types of challenges, travel can be a contributing factor. If communities are not well connected to employment or higher education and essential services and amenities, the opportunities and overall quality of life of individuals can be compromised.

**Key implications for the OTS:** The OTS must support initiatives to overcome the inequalities that continue to exist in Oxford. In particular, transport has an important role to play in supporting regeneration by strengthening access and providing opportunities for reaching employment, training, essential services and amenities.

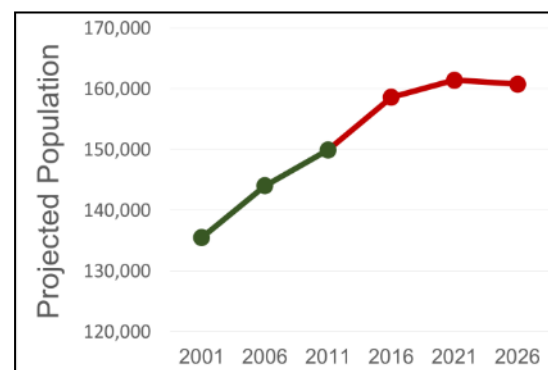
**Challenge 4: Oxford is experiencing rapid population growth and demographic change**

Oxford's rate of population growth is showing no sign of immediately abating as the city's universities and knowledge-based businesses continue to attract new residents.

With population growth comes increased demand for travel, but also opportunity for increased public transport. More densely populated places are more likely to support commercially viable public transport, supporting opportunities to manage traffic growth.

Whilst the majority in Oxford will remain of working age, particular increases are predicted in those aged 14 or younger and 70 or older.

**Key implications for the OTS:** Managing the impacts of an increased population will require a strategy that seeks to encourage trips by walking, cycling or public transport over car travel. Changing demography means the OTS must deliver high quality transport choices which are accessible to all (irrespective of age, mobility level, or ethnic background).



Oxford's population is projected to exceed 161,000 people by 2021

**Challenge 5: More people are travelling into Oxford each day and travel patterns are changing**

The journey to work remains the most significant challenge for the transport network, and increasingly this involves people travelling in from outside the city. More jobs which require a commutable journey in Oxford are now held by those living outside the city (45,750) than those living within it (42,406).

Commuters who travel from outside of Oxford are typically far more car dependent and the total number of car commuting trips rose by 9% between 2001 and 2011. Trips to work by public transport have increased for those travelling from outside, but at far more modest levels.

People's travel is also changing: it is now the Eastern Arc, rather than the centre, which is home to more jobs than anywhere else in the city (43,600 compared to 39,800 within inner Oxford). As the city's growth plans are realised the transport network within the Eastern Arc is set to become even more important to Oxford's economic success.

**Key implications for the OTS:** A continuation of current commuting travel trends would represent a significant challenge to Oxford's growth. Congestion builds significantly at peak periods on the Outer Ring Road and along the A34 and A40 creating delays and unreliability. With more commuters travelling in, the only way that this future problem can be sustainably addressed is through a step change in commuting behaviour towards public transport.

**Challenge 6: Housing demand is not being met and we need new high quality neighbourhoods**

There is a currently a large gap between housing demand and new house completions within the Oxford area, contributing to a growing shortfall in supply. This is especially significant for the availability of affordable homes.

House prices are accordingly rising quickly and the urban population density increasing, as higher costs drive up occupancy levels (with 6.2% of houses considered to be overcrowded in 2013). The impact of increasing population density may be beneficial to making public transport more commercially viable, but the housing gap is also resulting in more people commuting into Oxford from other areas, adding to commuting traffic on the ring road and key radial routes.

Scattered small settlements and dispersed patterns of growth favour car travel and make commercially viable public transport more difficult. Delivering housing at the volume and of the type which is required in locations where travel demand can be largely accommodated through



public transport, walking and cycling will be crucial to managing future traffic growth. This is particularly important in the context of declining budgets for subsidised bus services.

**Key implications for the OTS:** The OTS should be used to help ensure development is located where it can be well served by public transport and where short-distance journeys can be made by walking or cycling.

**Challenge 7: We need to better balance different needs in the city centre**

The historic city centre and its narrow streets are part of the charm of Oxford to millions of visitors from around the world. But these streets also represent a challenge, with a public realm which is not befitting of a global tourist destination. With many major transport routes converging in the city centre, space for movement is at a premium.

Buses, coaches, cars, delivery and other motorised vehicles all need to gain access to the centre. But with large numbers doing so, they increase potential conflict with pedestrians and add traffic which impacts on Oxford's character.

**Key implications for the OTS:** The OTS has to strike the right balance between enabling efficient access to the city centre and providing a high quality place for people to enjoy once they arrive. Dealing with the implications of future growth in bus use is vital. The OTS needs to capitalise on current and committed public realm improvements and create a consistent character and feel that permeates across the city centre.

**Challenge 8: There are major challenges with the urban environment and air quality**

With space at premium, creating spaces for people and public enjoyment without compromising access becomes challenging.

Oxford provides an array of green areas, waterways and historic open spaces for outdoor enjoyment. But the city is affected by notable problems with airborne pollution which are a cause of health problems in some areas. Traffic noise affects some residential areas and certain city centre streets with high traffic or bus flows.

A citywide Air Quality Management Area was declared in 2010, with targets set for keeping Nitrogen Dioxide emissions at safe levels (below 45 µg/m<sup>3</sup> by 2020) and reducing emissions of Carbon Dioxide (by 35% by 2020 from 2005 levels), Nitrogen Oxide and Particulate Matter (a 50% reduction of both).

Motorised vehicles are a key contributor to noise and poor air quality and a lasting solution will require a step-change in emission levels from vehicles within the built area. Without this, an increasing number of residents and visitors may be affected.

**Key implications for the OTS:** The OTS will need to consider how to work towards the targets for reducing transport-related noise and air pollution within the city. This will require measures to reduce traffic and to promote quieter, lower emission vehicles.

# 3. Objectives

## A Vision for Oxford

By 2035 Oxford will have a progressive transport network, providing reliable and sustainable methods of movement, enabling growth and comprehensively linking all communities. This network will support:

- a thriving knowledge-based economy, by enabling businesses to draw on a wide pool of talented people, innovate and collectively grow through strong connections and interactions and trade within global markets;
- an enviable quality of life for Oxford’s people, by providing safe, inclusive, healthy and convenient travel choices providing access for all to employment, services, retail and leisure opportunities; and
- Oxford as a city which best promotes its outstanding heritage through an attractive and vibrant public realm which offers a highly attractive environment to live and work and a visitor experience of global renown.

The OTS has been developed to complement the vision and goals of the Oxfordshire Local Transport Plan. The objectives of the OTS therefore respond to these goals, identifying the specific requirements for Oxford within the context of the LTP.

## The OTS Objectives

| LTP Goal  | OTS Challenge   | OTS objective  |
|---|---|--|
| To support jobs and housing growth and economic vitality across Oxfordshire                   | Oxford’s economy is growing and changing  | Support the growth of Oxford’s economy by providing access to appropriately skilled employees and key markets.                     |
|   | Economic growth is happening in new locations and needs effective connectivity                    | Ensure business sectors are well connected to each other and are provided with effective and reliable access to strategic networks |
|   | More people are travelling into Oxford and travel patterns are changing.                          | Provide effective travel choices for all movements into and within the city  |
| To support the transition to a low carbon future  | Oxford is experiencing rapid population growth and demographic change                             | Promote modes of travel and behaviours which minimise traffic and congestion   |
|   | Housing demand is not being met and we need high quality new neighbourhoods                       | Focus development in locations which minimise the need to travel and encourage trips by sustainable transport choices              |
| To support social inclusion and equality of opportunity                                       | Oxford is a tale of two cities.   | Provide a fully accessible transport network which meets the needs of all users  |
| To protect and, where possible, enhance Oxfordshire’s environment and improve quality of life | We need to better balance different needs in the city centre.                                     | Provide an accessible city centre which offers a world class visitor experience  |
| To improve public health, safety and individual wellbeing                                     | There are major challenges with the urban environment, air quality and obesity in the population. | Tackle the causes of transport-related noise and poor air quality and encourage active travel in the city.                         |

106

## 4. The strategy components

### An integrated approach

The strategy has three components: **mass transit, walking and cycling and managing traffic and travel demand**. There is no single solution to tackle Oxford's long-term challenges: all three components are needed in combination to deliver the objectives of the OTS.

The OTS draws together these components into a city-wide strategy. A new mass transit network for Oxford will be critical in meeting future connectivity needs in the city. This will deliver a step-change in travel choices for diverse movements within and into the city. A city-wide walking and cycling network will include continuous pedestrian and cycle routes and high quality spaces for pedestrians in areas of high footfall. Mass transit and walking and cycling improvements will be enabled and supported by an ambitious agenda of road space reallocation, and a much stronger focus on reducing traffic demand in the city.

The OTS also includes detailed proposals for the city centre, Eastern Arc and north Oxford. Within these areas, we have considered how each component (mass transit, walking and cycling, and traffic management) can be integrated.

The OTS will not mean "business as usual" for transport in Oxford. The proposals described will require a strong will for change from stakeholders, concerted leadership from the local authorities, and major capital investment. However, the county council considers that the proposals in the OTS could be truly transformational and will provide an effective platform to unlock the future growth of the city.

The OTS provides a "2035 vision" for each of the core components, showing how the continuous, integrated transport networks will look once complete. Rather than detailing the exact specifications of how every link or junction will work, the OTS provides the framework and technical principles from which future studies and programmes and schemes can be developed.

The OTS is an evolving strategy that will be adaptable to future challenges and new technologies. It aims to serve the needs of Oxford's growing population and economy, but also provide a vital influence in decisions about where future housing should be located. It seeks, in particular, to direct growth to places where sustainable travel options are more attractive.

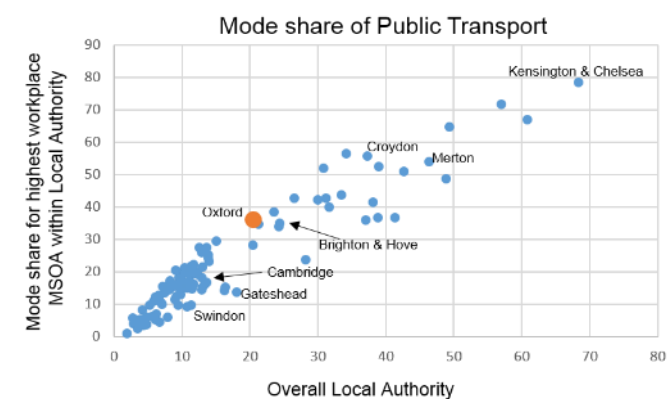
## 4. Mass Transit

Mass transit in Oxford is currently made up of the network of bus and rail services that provides strategic and local access to residents and visitors to the city. The anticipated growth of travel demand in the next 20 years means that the role of mass transit in the city, and throughout the county, will become increasingly important because of its ability to move large numbers of people efficiently, making the best use of available infrastructure and minimising environmental impacts.

### The existing situation

Mass transit in Oxford has been key to containing growth in traffic congestion in the city over the past 10 to 20 years, both enabling movement around the city for residents and for those entering the city from the wider county and beyond for work, education, retail and leisure.

In addition to dedicated city and inter-urban bus routes, the city's five peripheral Park & Ride sites provide excellent alternatives to the use of the private car in reaching the city, while Oxford's mainline rail station provides access for 5% of commuters to the city centre.



Oxford's position relative to other local authorities which have comparative workday populations, shows that the maturity of the public transport market is matched by few authorities outside of London (see the graph to the left showing 2011 Census Data).

### Limitations of the existing provision

Whilst the success of the bus network in the city has led to a continued rise in patronage, over the last decade the proportion of commuters travelling by bus has remained relatively static, particularly to areas such as Cowley and Blackbird Leys in the south-east of the city. At a city

level, this has been partly due to the beneficial increases in walking and cycling as a major mode of travel for the city's residents.

However there are still areas of major employment for which have there have been no significant improvements to services to match the scale of growth. These include the area around Cowley and Blackbird Leys, home to over 18,000 jobs, which has no direct connection to a Park & Ride site and relatively poor connections to anywhere other than the city centre.

A drawback to the excellent bus service frequencies to the centre of Oxford (from a range of destinations both locally and further afield) is that upwards of 190 buses and coaches enter the city centre per hour at peak times, leading to noise, air pollution and substantial use of space in city centre streets.

The experience and movement of shoppers, students, workers and visitors to the city's 'flagship destination' are compromised by high volumes of buses, not just travelling through the centre, but also stopping and laying over. Since mass transit (and buses in particular) will be an even more important element of the city's transport system in future, it is vital that these negative impacts are recognised and addressed.

Oxford opened the world's first Park & Ride site in the 1970s. The Park & Ride system has grown since to provide over 5,000 parking spaces, helping to reduce traffic in the city centre by providing an

easy and attractive option for traffic entering the city. All five sites are located close to the ring road, and are a popular choice for longer-distance commuting movements. However, this is exacerbating congestion on parts of the ring road, particularly around the junctions with the A40 and A34 in north Oxford. This congestion delays all traffic, including buses coming into the city. Traffic congestion is a serious issue affecting journey times and reliability of bus services from all parts of the city and county, particularly when approaching and crossing the





ring road and on the radial routes into the city. Congestion also has a serious impact on public transport within the Eastern Arc, making journeys on the orbital routes longer and less reliable (notably those which use the B4495).

Like many other cities of comparable size, Oxford's rail mode share is limited. The major commuter trip producers of Banbury, Didcot and Bicester are served by two or three direct Oxford services in the peak hours, whilst the position of the city's only station, to the west of the city centre, makes the Eastern Arc relatively inaccessible by rail without interchange onto local buses.

### Future demand

Demand forecasting undertaken for Oxfordshire's 2013 Rail Strategy has estimated that the proposed growth in trips to Oxford Station could be as much as 70% by 2026, largely as a result of the improved connections and infrastructure proposed by Network Rail and the operators. Fulfilling this growth estimate will require a marked improvement in access to the station from across the city, as well as major improvements to Oxford Station itself.

The bus network is also predicted to witness substantial increases in demand as a result of growth to 2031. Were travel to work patterns to remain as existing in terms of the main origins and destinations, over 4,500 new two-way bus trips would be made by commuters each day either into, within or out of the city – the equivalent of an additional 70 bus loads. With most services routing through, or terminating within the city centre, the additional congestion and conflict will only be exacerbated without a strategy to address the pressures placed on the city centre.

### Vision for mass transit

The aspiration for 2035 is that Oxford will provide its residents and visitors with a connected, modern mass transit network which provides a cheaper, faster, and more reliable travel option than the private car for the majority of journeys to and between destinations in the city.

Mass transit in Oxford will consist of three modes:

- Rail;
- Bus Rapid Transit (BRT); and
- Buses and coaches.

The rail network serving the city will be modernised and extended. Existing and new stations will be integrated with the city's other transport networks and will provide a first-class passenger experience.

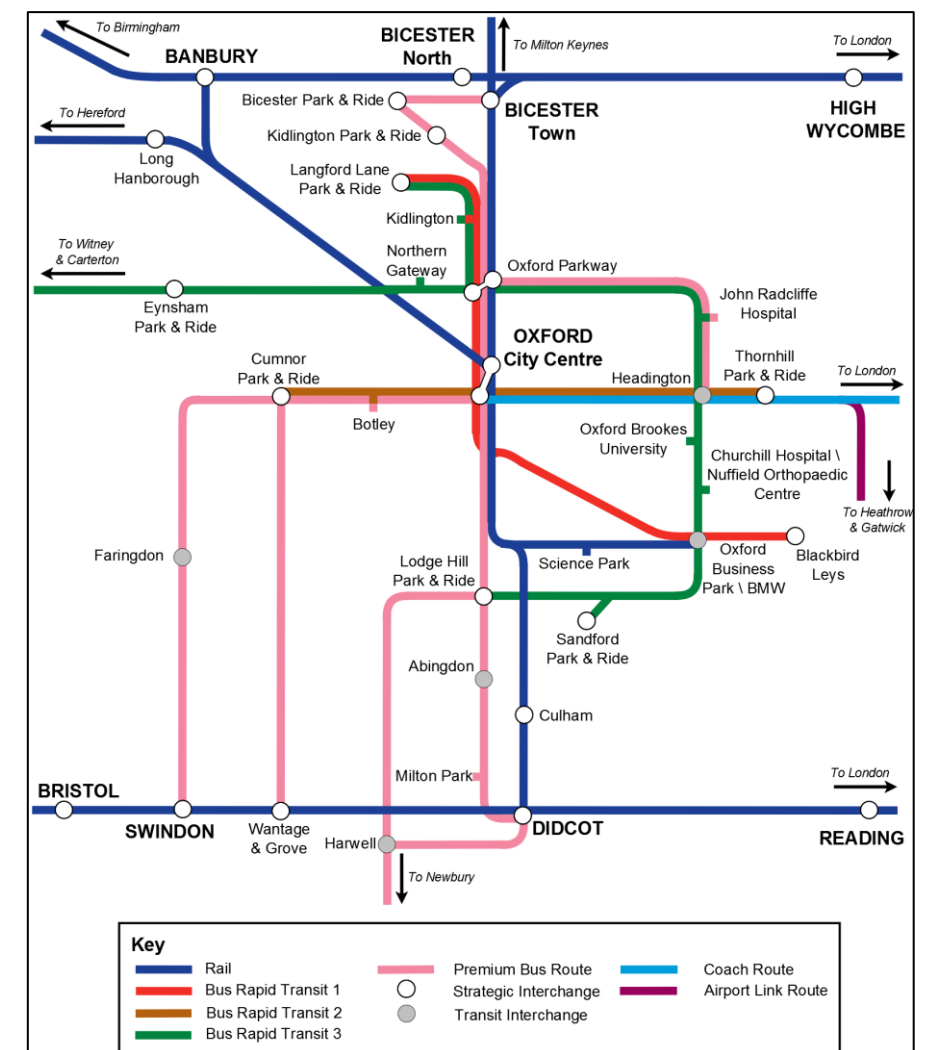
A new Bus Rapid Transit network will provide fast, affordable, high-capacity, zero emission transport on the city's busiest transport corridors, providing a tram-like level of service and passenger experience, but with the flexibility of buses.

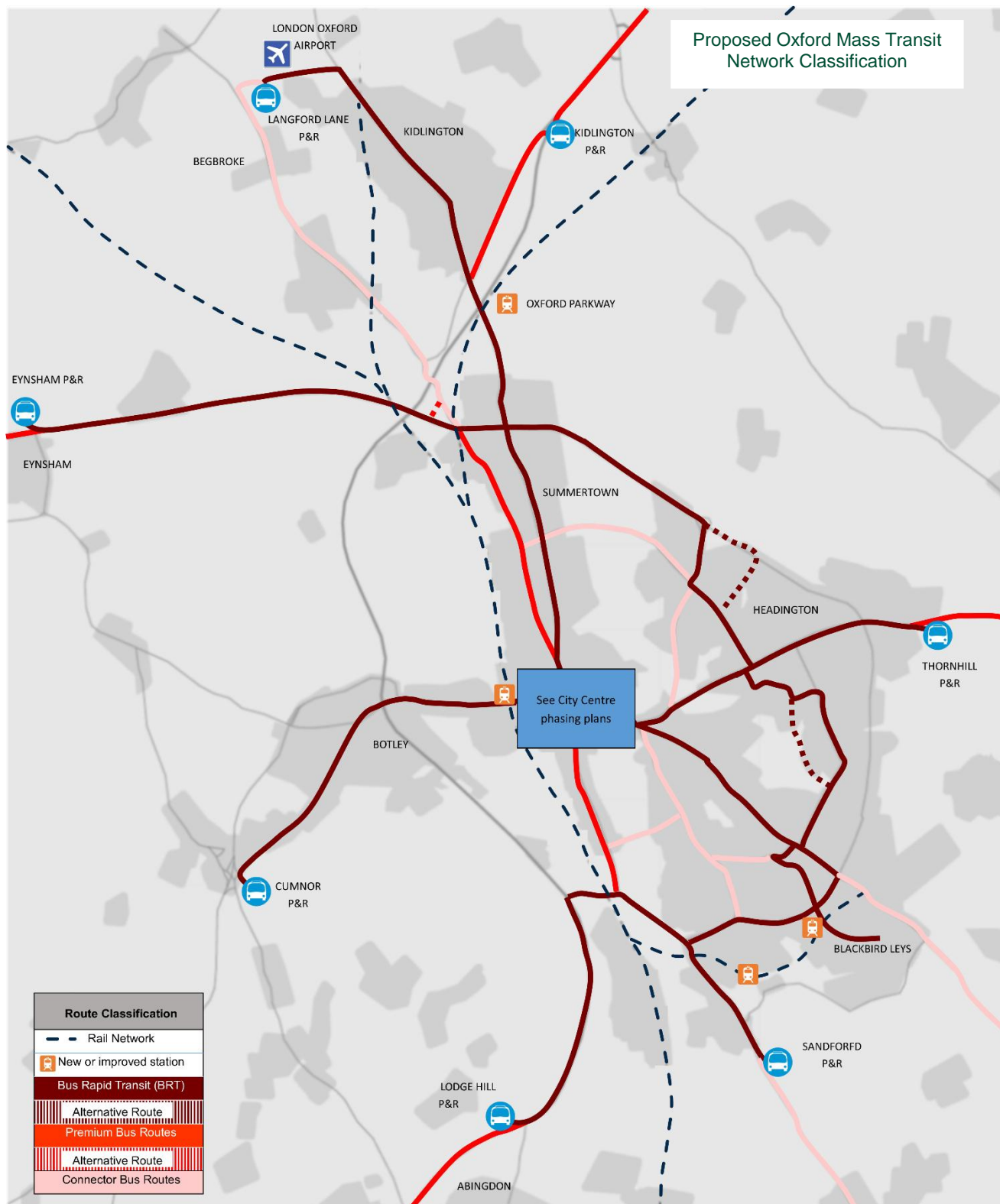
The bus and coach network will continue to grow to complement the BRT and rail network, with more advanced vehicles and better infrastructure to improve journey speeds and reliability.

The problems associated with the predicted high intensity of BRT and bus operation in the city centre will be tackled through a staged approach, culminating in the long term in the creation of transit tunnels under the city centre to fully reconcile the objectives of place-making and accessibility.

### Proposed network

In combination with our work on the Oxfordshire Science Transit and Oxfordshire Bus Strategy, the OTS has helped to define our strategic transit network for the county (shown in the schematic plan below). With Oxford as the central hub, the network will improve Oxfordshire's transport links to the county and beyond; improve access for our residents; and increase the connectivity to our locations of major growth.





The OTS mass transit proposals are shown in more detail below.

### Improvements to rail

Were the *status quo* of travel patterns and services maintained, growth in Oxfordshire’s population would increase patronage amongst commuters by 20% by 2031. However, with the committed schemes being undertaken between now and 2020, forecasting of potential demand which would be attracted by the rail network improvements strategy suggests a 70% increase in patronage at Oxford Station by 2026.



### Oxford Station Masterplan

The city and county councils and Network Rail have produced a joint master plan for Oxford Station (shown right). The master plan provides a bold vision and implementation strategy for the comprehensive redevelopment and improvement of the station, including:

- Major rail capacity and passenger improvements;
- A new transport interchange, including bus station, taxi area and car parking;
- Twice as much cycle parking as now, integrated into the station buildings;
- Widening of Botley Road under the railway bridge to provide wider pavements and segregated cycle lanes; and
- Complementary development to help fund the improvements and make the station a destination in its own right.

### East-West Rail phase 1

From 2016, Chiltern Railways are to provide a new service from Oxford to London Marylebone, operating via Bicester Town and a new Oxford Parkway Station at Water Eaton. These new links will provide Oxfordshire new strategic rail connections (e.g. High Wycombe and Aylesbury) and an alternative route to London.



## East-West Rail phase 2

The second phase will involve the re-opening and electrification of the line between Bicester Town and Bletchley, enabling passenger and freight trains to connect between the south and west of England and the West Coast and Midland Main Lines. This will place Oxford at the centre of this expanded network.

## Great Western Modernisation

Network Rail are implementing the re-signalling and electrification of the main line from London to Newbury and Oxford by 2016, and then Bristol and South Wales to 2017. This will include the introduction of new Inter-city Express (IEP) trains.

## Cowley Branch Line

The Cowley branch line is currently used only for transporting freight by BMW. However, the line's proximity to the new and expanding employment area of the southern Eastern Arc, suggests that it could play a key role in future increased transportation of both freight and passengers.

The County Council is currently working with Chiltern Railways on their proposal to reopen the Cowley branch for passenger trains, creating stations at Oxford Business Park and Oxford Science Park and served by an extension of the London Marylebone to Oxford East-West Rail Phase 1 service. This would provide a useful new connection to the Eastern Arc, intersecting BRT Line 3 at Oxford Business Park.

## Bus Rapid Transit

Where rail provides a strategic connection to the city for longer distance trips, at a more local level, the ease of movement within the city and from the nearby towns of central Oxfordshire will be transformed by developing a level of prioritised road-based travel over and above the standard bus services.

In considering the available options for road based mass transit solutions, we have recognised a number of major constraints to delivery caused by the geography and urban form of the city including:

- narrow road widths;
- limited scope for dedication of entire corridors to mass transit due to the need for access via all transport modes and a lack of diversion routes for alternative means of access;

- the need to ensure a quality of place in district centres on the radial routes; and
- Environmental constraints such as the flood-plain.

The above constraints make the possibility of delivering a mass transit system that requires major infrastructure and segregation extremely difficult without having a substantial disbenefit to all other modes of transport.

For these reasons (in addition to factors such as cost, demand and network resilience) Bus Rapid Transit (BRT) is considered the optimum solution for Oxford, as it has been in many other cities and towns throughout the world.

The table below, provides a comparison of the modes of mass transit based on a SWOT (strength, weakness, opportunity, threat) analysis.

| System             | Conventional bus  | Guided Bus   | Bus Rapid Transit  | Light Rail Transit/ Tram  |
|--------------------|---|--|--|---|
| <b>Strengths</b>   | Lowest cost of infrastructure and vehicle technology. Increases in capacity deliverable immediately. Vehicle size enables access throughout the road network. | High degree of priority on bus way sections. Can divert off the guided bus way if necessary. Outside of the city, space is available for widening and providing dedicated lanes.                 | Greater operating flexibility. Mixed running with traffic. Significantly lower capital and operating costs than LRT. Suited to disperse urban form.  | Permanence of infrastructure, vehicles and operations create confidence and aid long term locational decisions. High capacity services.   |
| <b>Weakness</b>    | High volumes of buses already add to congestion issues in the city centre and along the radial routes. The status quo is unlikely to encourage mode shift.    | Sections of parallel guided kerb limit the scope for other traffic to cross the corridor. Width constraints make delivery within the ring road unfeasible. Shared use with cyclists not possible | Opportunities for additional priority over existing situation limited. Construction cost (£2m to £5m per km) is higher than standard bus prioritisation methods; Vehicles and technology are more expensive than conventional buses. | Space unavailable to allow complete segregation within ring road. On road operation with other traffic or roads would be closed to traffic. Inability to divert should problems be experienced on the road network. |
| <b>Opportunity</b> | Timed slot booking at stops will reduce bunching. Bus stop departure charges could raise revenue. Operators already implementing low emission technology.     | High existing demand on radial routes within the city. Higher speeds from neighbouring towns would encourage modal shift.  | Can be incrementally implemented - priority/stops/vehicles. Higher capacity vehicles to be introduced to reduce total volume of buses and deal with additional demand.   | Connecting denser urban areas. High existing demand of corridors will be increased with growth.   |
| <b>Threat</b>      | Population and patronage growth are expected to be so high that excessive numbers of buses will add to congestion, noise and pollution                        | High construction cost. Ineffectual without BRT-type solutions on most of the route (where guided track cannot be provided)  | Increases in traffic flow caused by growth creates so much congestion that BRT is not effective where road space is shared.  | Very high construction cost (£20m+ per km of route), vehicle and operating cost. Failure to deliver necessary patronage will require subsidies. Technological advances could render scheme obsolete.                |

## The BRT concept

Bus Rapid Transit systems are an increasingly popular response, adopted in successful cities and city regions around the world, to high volumes of traffic and ensuing congestion along

specific transport corridors. They can make the public transport offer significantly more attractive and expand its capacity to move very high volumes of passengers.

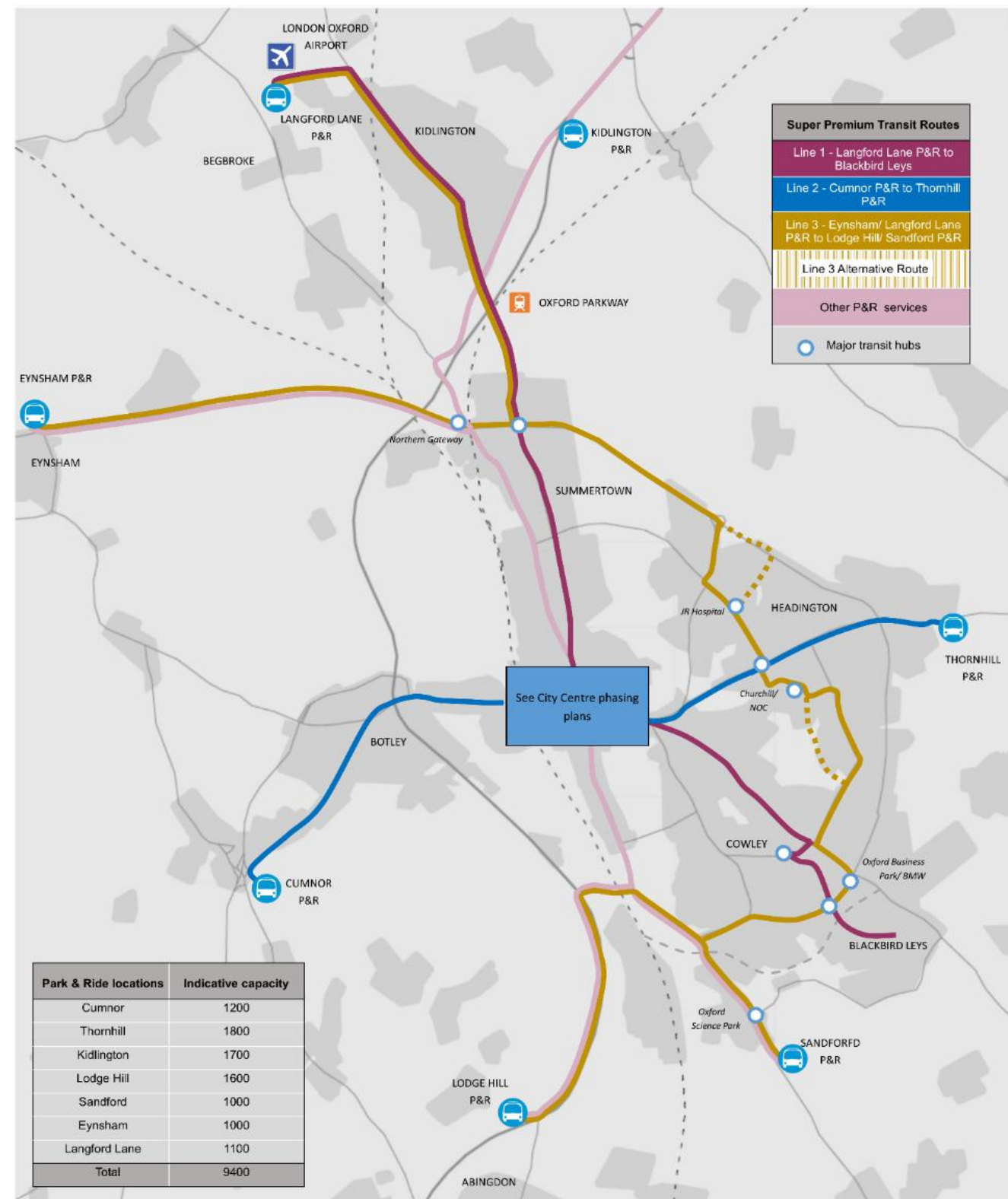
Compared to conventional bus services the key characteristic of Bus Rapid Transit (BRT) is that it is significantly faster, however it is not simply a bus route with a higher level of priority over other traffic – it is a whole integrated system of facilities, services and amenities that collectively improve the speed, reliability, comfort and image of bus transport.

Typical features of BRT may include: a high level of road priority up to full segregation; larger, modern-looking, higher quality buses; off-board ticket purchasing systems; faster methods of passenger boarding and fare collection; high quality passenger waiting facilities; real-time information systems; the extensive use of ‘Intelligent Transportation Systems’ in the operating control system; and a unique and attractive public image and identity. In many respects BRT is a more cost effective and flexible alternative (i.e. some bus services may deviate off-route) to mass light rail transit systems, that delivers very similar benefits. With the large population growth in Oxford and in its wider catchment area over the next 20 years BRT will be a vital component of Oxford’s transport network.

### Oxford BRT routes

As shown on the plan opposite, three BRT routes have been identified for the city, linking a network of new Park & Ride sites with the major employment and housing growth areas of the city centre, North Oxford and the Eastern Arc. All lines have significant resident and workplace populations (see table below). Lines 1 and 2 are centred on existing corridors of significant bus patronage, serving as they do, the city centre, key radial routes and three of the city’s Park & Ride sites.

| Line | Length (km) | Catchment within 400m of proposed route |                      |
|------|-------------|---|----------------------|
|      |             | Resident Population                     | Workplace Population |
| 1    | 18.435      | 64,251                                  | 54,499               |
| 2    | 13.289      | 38,916                                  | 35,567               |
| 3a   | 23.248      | 45,022                                  | 32,091               |
| 3b   | 25.547      | 53,473                                  | 37,418               |



Line 3, separated into two branches to the north and south of the city, delivers an orbital service, which has the potential to transform attitudes to travel both within and to the Eastern Arc. This is likely to be the most challenging line to deliver since existing bus use on this orbital



route is relatively low, traffic congestion is substantial, and there are few existing bus priority measures in place.

### The bus network

In addition to the proposed BRT routes serving the city, the use of conventional buses, particularly as inter-urban connections will remain a vital part of Oxford's mass transit network.

Whilst there will be clear benefits to many existing bus services as a result of partial sharing of routes with the BRT services, we are committed to improving journey times and reliability through prioritisation on the network whilst working with operators to ensure that customer experience is maximised.

In line with the Oxfordshire Bus Strategy, bus corridors outside of the BRT routes have been divided into 'Premium' and 'Connector' routes.

Within the city, routes which continue to provide services to the Park & Ride sites (but which do not follow the BRT routes) will be classified as Premium routes, as will those which have service frequencies higher than two per hour. All other routes are classified as Connector.

Proposed Oxford BRT and Park & Ride network



### The future of Park & Ride

Oxford's Park & Ride sites have been hugely successful in reducing traffic in the city centre by providing an easy and attractive option for visitors entering the city.

However, in order to reduce congestion on the approaches to the city it is now necessary to 'intercept' car trips further away from the city. Substantial link and junction delays (as shown opposite) occur on all approaches to the ring road, with particular hotspots located to the west (A420, A40), north-west (A44) and south (A34, A4074).

Arrivals in the AM peak hour at the Peartree, Water Eaton, Redbridge and Seacourt P&R sites result in a combined 460 car trips at the three A34 interchanges to the west of the city. Removing this demand through capturing those users

further from the city would have an immediate positive impact on the operation of the A34 and the other roads that it intersects with at junctions.

We propose that the following broad locations should be considered for the new Park & Ride sites:

| Location           | Corridor(s) | Replaces              | Main Catchment  | Proposed car park capacity |
|--------------------|-------------|-----------------------|---|----------------------------|
| Eynsham            | A40         | Peartree, Botley      | Witney, Carterton, Cheltenham, Gloucester               | 1,000                      |
| Langford Lane      | A44, A4260  | Water Eaton, Peartree | Chipping Norton, Banbury, Worcestershire, Warwickshire, | 1,100                      |
| East of Kidlington | A34 (north) | Water Eaton, Peartree | Bicester, Banbury, Milton Keynes, Bedfordshire          | 1,700                      |
| Cumnor             | A420        | Seacourt              | Cumnor, Farringdon, Swindon, Wiltshire                  | 1,200                      |
| Lodge Hill         | A34 (south) | Redbridge             | Abingdon, Didcot, Science Vale, Newbury, Hampshire      | 1,600                      |
| Sandford           | A4074       | Redbridge             | Wallingford, Didcot, Henley, Reading, Berkshire         | 1,000                      |

Eynsham, Langford Land and Kidlington would serve as the replacements to Park & Ride at Peartree and Water Eaton. Cumnor will replace the existing site at Seacourt and Abingdon and north of Sandford the site at Redbridge. Oxford Parkway will retain its Park & Rail facilities

These new sites will be particularly important in providing attractive points for drivers to transfer from their cars to mass transit services across the city: either making use of direct services or being able to seamlessly transfer between services at key interchanges across the network.

In order to build upon the success of Park & Ride, attract new users and cater for the new demand generated by growth, the new sites will provide almost double the existing capacity. This increased capacity will be essential as more of Oxford's visitors and workforce originate from outside the city.

Facilities at the Park & Ride sites will fulfil the criteria required at high quality interchange hubs, and include significant provision for those wishing to cycle for part of the journey, whether that is from their point of origin to the bus service (Cycle & Ride), or from the Park & Ride site to their destination (Park & Cycle).

The closure of the Park & Ride car parks at Water Eaton, Peartree, Seacourt and Redbridge (which will be phased to coincide with the opening of the alternative proposed sites) presents the opportunity for redevelopment. Given their size and accessibility, these sites on the periphery of the city have the potential to accommodate various land uses, including other transport uses such as freight consolidation centres.

## Supporting infrastructure

Central to the vision for road-based mass transit, and the scope of infrastructure work that will be implemented, is the classification of the route network, based on not just the existing strategic value of buses on corridors throughout the city, but also on future demand and enabling economic growth.

| Bus corridor classification   |
|---|
| <p><b>BRT</b></p> <p>BRT services will be prioritised through the application of the standard principles for Bus Rapid Transit design. Services will be frequent, utilising higher-capacity and more advanced vehicles. BRT corridors are those which form the most strategic level network, connecting key destinations, business clusters and providing access for skilled employees and key markets. BRT corridors are those which have the highest levels of existing bus patronage or are expected to play critical roles in linking growth areas. The interchange between standard bus services and modes of transport to allow ease of movement to all destinations will be a core element of a BRT.</p> |
| <p><b>Premium Bus Route</b></p> <p>Premium routes will be applied to corridors on which there are high levels of existing inter-urban or local patronage and which connect workers to employment destinations, and visitors to city centre. Premium routes will interchange with BRT at key destinations along their routes, providing users with an increased level of flexibility for how they complete their journeys.</p>   |
| <p><b>Connector Bus Route</b></p> <p>Connector routes will link local destinations within Oxford. Service frequencies will be lower than on other routes.</p>   |

## Corridor prioritisation

BRT and buses will be prioritised to enable smooth, fast and reliable progress through:

- Segregation (e.g. bus lanes);
- Selective vehicle detection and prioritisation at traffic signals;
- Traffic reduction;
- Traffic management (e.g. queue relocation); and

- Removal of obstacles such as loading and parking.

In turn this will help to attract new users and, by reducing numbers of cars, this will also help to tackle congestion on these corridors.

For the BRT lines in particular, the aim of the above measures will be to create a continuous part-physical, part- virtual “track” for vehicles to make unimpeded progress. However, within the ring road, existing road space is at a premium along all corridors, particularly in the district centres where speed of movement will be secondary to the quality of place. In these instances it will be necessary to have a greater emphasis on ensuring that public realm provides excellent opportunities for stop and interchange facilities, and managing traffic, loading and parking to minimise delays to mass transit

| Bus corridor prioritisation   |
|---|
| <p><b>BRT</b></p> <p>Full bus detection and prioritisation at traffic signals. Dedicated or fully segregated lanes included where achievable. Bus lanes extended to junction stop-lines. Bus gates and access restrictions to reduce traffic levels. Uncluttered low-traffic or traffic free streets in the city centre. Strict kerbside controls and daytime loading bans.</p> |
| <p><b>Premium bus routes</b></p> <p>Stricter kerbside control/ urban clearways. Kerbside parking removed at pinch points. Bus detection included at key junctions. Bus lanes where achievable.</p>  |
| <p><b>Connector bus routes</b></p> <p>Some bus detection at signals. Kerbside parking removed at pinch points.</p>  |

The level and type of prioritisation will therefore vary significantly by corridor. For example:

- on the ring road and the approaches to the city, land is often available for widening to include dedicated or segregated bus lanes, possibly including tidal bus lanes;
- on Botley Road west of Osney there is sufficient highway land to provide a continuous outbound bus lane whilst improving the quality of cycle infrastructure;
- on Cowley Road, limited road width would be better allocated to improving the public realm in the district centre and the prioritisation of buses will be provided by relocating or rationalising kerbside parking and reducing traffic;
- along much of the inner ring road, widening to provide segregation will not be an option; instead, general traffic will be controlled through metering at traffic signals or restricted through the implementation of access controls such as bus gates, and parking and loading will be restricted.

- along each corridor the potential to alter priority at junctions, include or improve bus priority at traffic signals, and to extend bus lanes to stop lines will be assessed against the related expense to general traffic.

## Stops

Bus stops along the BRT routes will be located and designed to create the best possible access and environment for all users. Design features will include:

- sufficient length to accommodate multiple services at once, and for higher capacity multi-door vehicles in future which will enable free-flow boarding through multiple doors and fixed, short dwell times at stops as at tram or light rail stops;
- provision for level boarding - initially for existing low-floored vehicles but future proofed to ensure that all boarding points on higher capacity vehicles are equally accessible;
- off-board fare recognition;
- real-time arrival and onward journey displays;
- battery charging infrastructure for electric buses;
- being safe and convenient, minimising conflict between those waiting and other road users by allocating sufficient shelter capacity; and
- being inset from the main carriageway and offset to stops for services in the opposite direction to minimise the opportunity for services blocking other vehicles.

Buses using BRT corridors will also benefit from many of these facilities.

## Transit hubs

At strategic locations along the routes, such as the Park & Ride sites, rail stations and district centres, high quality interchange hubs will facilitate seamless interchange between bus services or onto an onward mode. Proposed hub locations are shown on the network diagram on page 12. Whilst hubs will differ in scale from one location to another they will offer all or most of the following elements:

- waiting and off-board payment facilities will be well sheltered or enclosed;
- accommodate high frequency services, and large flows of people, at peak times;
- facilitate seamless, stress-free transfer across multiple modes of travel;

- be situated in locations that are close to the strategic highway network, providing maximum opportunity for park and ride and mode-shift from private car use;
- maintain safe walk and cycle access by keeping people segregated from public transport and vehicle movements;
- have appropriate levels of convenient and secure cycle parking; and
- become an integral part of the land-use mix to create vibrant centres of activity that reduce 'dead-time' commonly associated with interchange between travel modes.

## City centre

In the city centre, the key challenge is to provide capacity for bus and BRT patronage to grow substantially over the next 20 years, whilst also improving the visitor experience. This requires some radical thinking about how mass transit is accommodated in the city centre, in terms of terminals, stops and routeing.

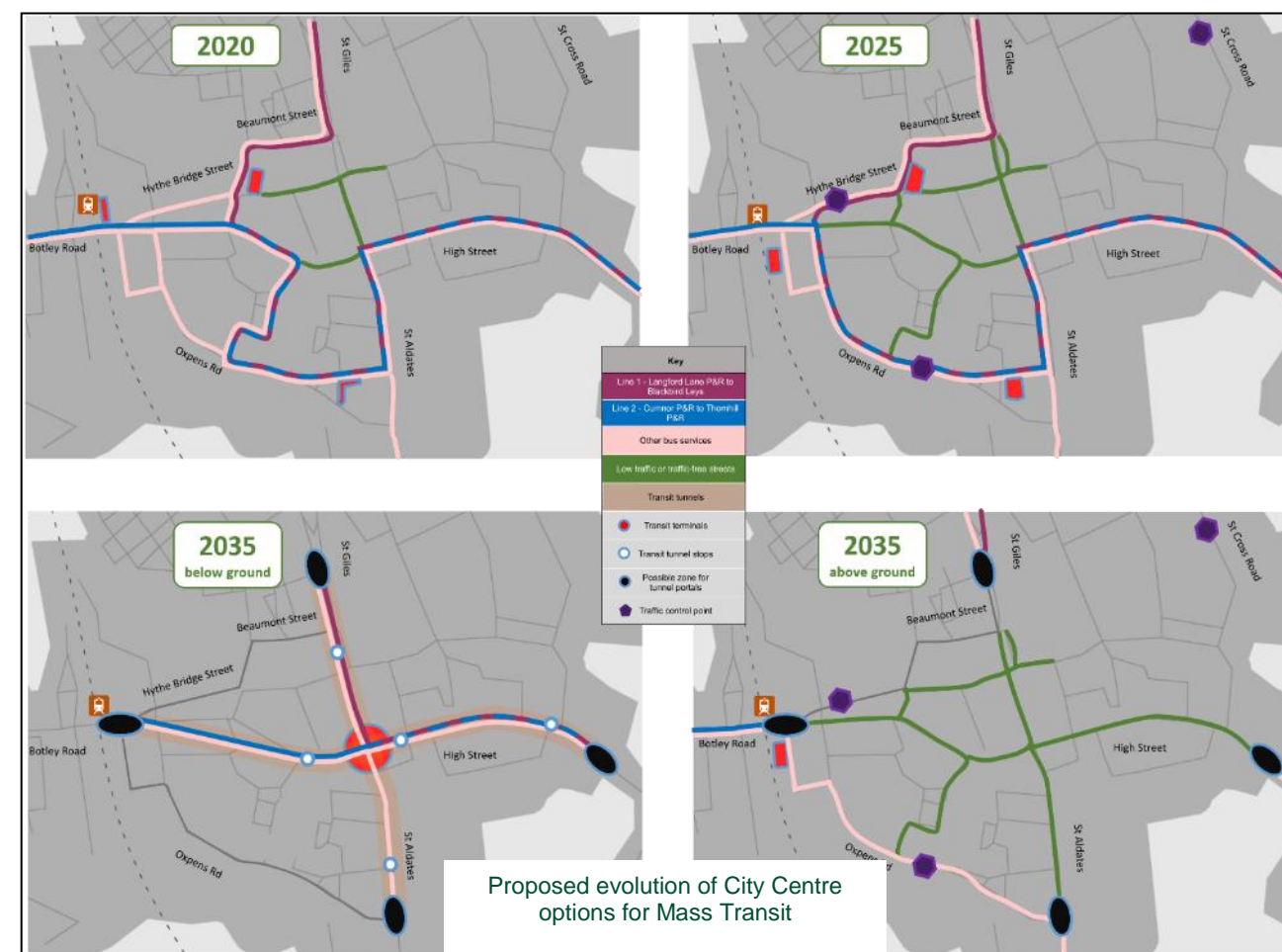
The proposals for transit terminals in the city centre build up in phases (detailed in the table and plans overleaf).

These will act as terminal points for many of the existing services which currently require access and layover facilities in the central core. Increasing the overall capacity of off-highway terminal points, initially by developing surface level sites, will enable a better operating and passenger environment and reduce conflicts with other road users in busy city centre streets.

The measures identified for 2020 and 2025 will lead to a significant reduction in the number of buses in several key city centre streets. However, even with the 2025 proposals in place three issues remain: very intensive mass transit operation in High Street and St Aldate's; the ambition for mass transit to have *direct* access through the city centre (only possible via the pedestrianised Cornmarket Street and proposed pedestrianised Queen Street); and walking distances between transit terminals and destinations (such as those experienced due to the pedestrianisation of Cornmarket Street).



| Phasing of city centre bus terminals and access |  |  |   |
|---|--|--|---|
| Terminal  | 2020   | 2025   | 2035  |
| Oxford Rail station                             | The continued use of the existing stops and stands in the station forecourt and Frideswide Square prior to the completion of the Oxford Station Masterplan | Relocated bus facility to the south of Botley Road to include 13 stands on site and a further 5 on Becket Street.  | Continued operation of station interchange, linked to transit tunnel stop(s) nearby                                       |
| Gloucester Green                                | Refurbishment of the existing facility to improve passenger experience and operation   | Complete refurbishment and expansion of the site to increase the capacity make better use of space including passenger facilities  | Closure of the bus facility and the opportunity to redevelopment the site. All stops relocated to transit tunnels nearby. |
| Speedwell Street                                | Continued use and extension of existing bus stands at the Butterwyke Turn.   | Closure of the on-street stands and change of use of an identified development site on Speedwell Street such as the Telephone Exchange.  |   |
| Transit tunnels                                 | -  | -  | Terminals and stops within the tunnels for the majority of services   |
| Access  | <b>2020</b>  | <b>2025</b>  | <b>2035</b>   |
|   | Queen Street and George Street closed to buses.  | Magdalen Street, Park End Street, New Road, Castle Street and Norfolk Street closed to buses. Services will route through Hythe Bridge Street and Oxpens Rd/ Thames St/ Speedwell Street with the benefit of traffic restrictions. | Majority of bus services in the city centre will operate within the tunnels, with limited surface running only.           |



We have not yet considered in detail the technical or environmental feasibility of constructing transit tunnels. Clearly, there would be very substantial construction works (and construction risks) and environmental impacts. Within the central core, parts of commercial properties may need to be purchased to allow for street-level entrances to the tunnel stations.

If this option were to be explored further, the business case would need to be developed in more detail. This would need to consider the benefits to passengers and reduced operating costs for the service operator(s). Innovative sources of financing would need to be considered, including financing of borrowing costs through departure charges for all services (such as those often used to pay for maintenance or renewal of bus stations).

A longer-term option which would address all these problems would be to tunnel under the city centre, removing the majority of the mass transit operation from street level. New ‘stations’ would be constructed underground, close to the main attractions in the city centre. BRT and bus services could run with ease directly across the city centre, without being impeded by other road users or using indirect routes. Interchanges between north-south and east-west routes would be provided, solving several issues faced by passengers and operators in the existing situation.

Whilst the construction cost would be very high (benchmarked costs for similar schemes suggest a capital cost in excess of £500 million), the resulting positive impacts on the public realm, conservation, safety and accessibility would be substantial.

## Vehicle technology

As the resident and workforce populations of the city grow, there will be additional impetus on providing capacity for bus passengers. To meet this challenge on the BRT routes, we propose to cater for the additional demand whilst mitigating the impacts of additional vehicles on the network. Vehicles on the BRT Lines will be:

- higher capacity than existing double-deckers;
- capable of allowing free-flow boarding and alighting from multiple entrance points;
- fitted with on-board technology to facilitate fare recognition; and
- fully accessible from all stops along routes.



As BRT becomes a standard convention in the provision of mass transit in cities, technology is improving to provide high-capacity, zero-emission vehicles. A fleet of vehicles (similar in style to the articulated Citea recently introduced in Cologne (pictured) are envisaged to provide short/medium distance trips along all BRT lines.

Through the application of a Traffic Regulation Condition, Oxford city centre is already a Low Emission Zone and operators have made great efforts in delivering vehicles which met Euro V emission standards, and are working on introducing even cleaner technologies in the near future.

However, the ambition of the OTS is to start a city centre zero-emission zone for all vehicles by 2020, with the zone being gradually expanded over time as the required infrastructure and technology develops. This will require further private sector investment from operators on all

routes, not just the short to medium range services, and be achieved through the deployment of electric buses, advanced electric-diesel hybrid vehicles with an electric drive mode, and routing changes as outlined above.

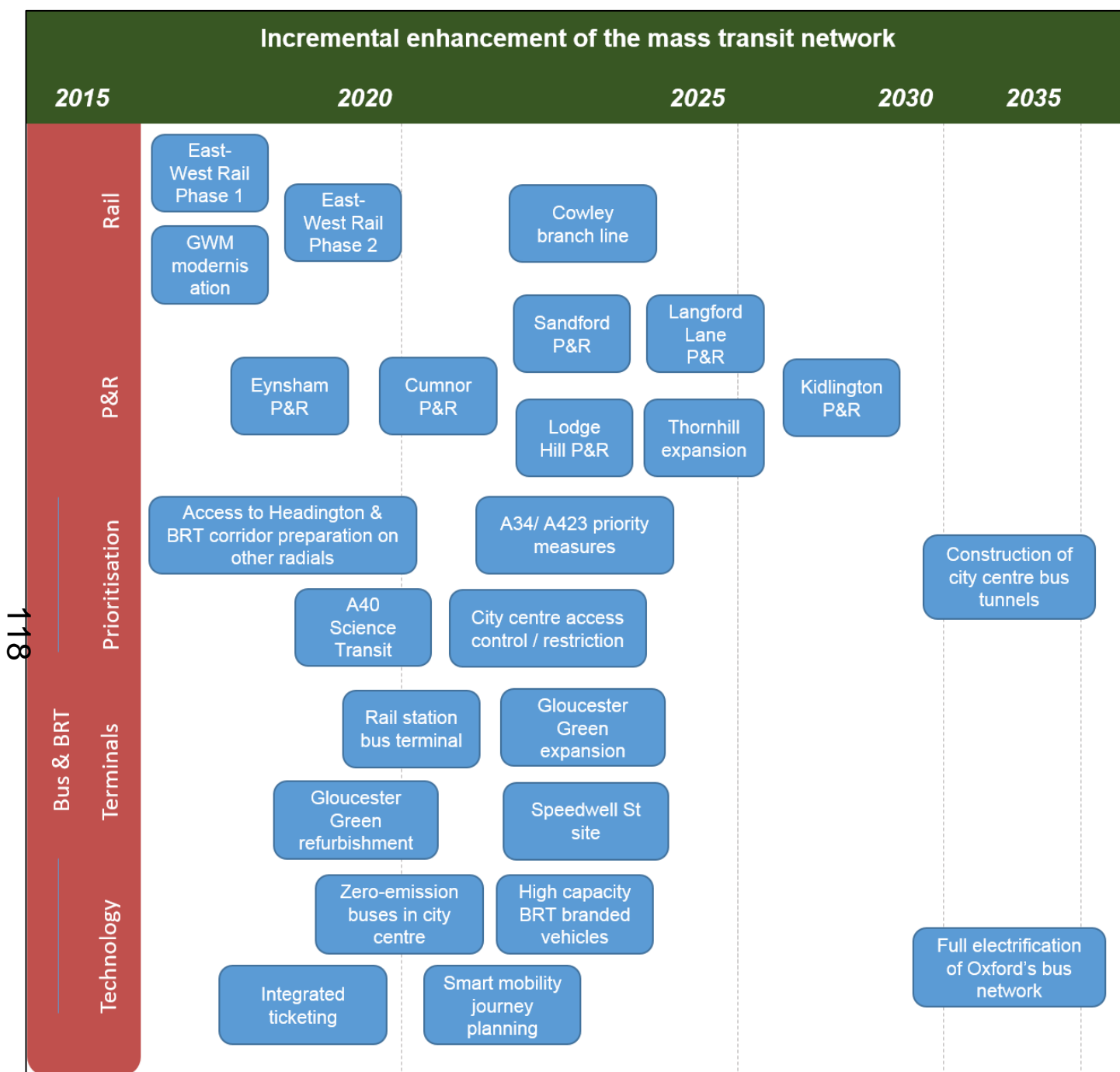
As battery and induction charging technology improves, vehicles will be able to cross the whole city whilst on full electric power, enabling the creation of a city-wide zero-emission zone by 2030. Vehicles which cannot comply with specific emission standards will be required to terminate at Park & Ride sites outside of the city.

## Smart mobility

The Science Transit Strategy is leading initiatives for public and private sector partnership in the county to deliver cutting edge Smart Mobility Information in the form of digital data sources that will be:

- relevant to different user contexts and journey purposes at all journey stages;
- available via multiple sources (web, smartphone app, digital TV);
- updated in real-time, to provide the latest insights and intelligence; and
- capable of providing comparative travel time and cost information for an individual's options.

For those without access to personalised digital data sources, all information will be linked to displays at stops, hubs and on-board services.



## Implementation

### Phasing of capital investment

## Future evolution of operator partnerships

From providing direct services from the Park & Ride initiative in the 1970s, the signing of a voluntary Quality Bus Partnership in 2006 to provide a policy framework for improvements to routes and corridors, to the creation of the city centre Low Emission Zone through the introduction of a Traffic Regulation Condition, and a Qualifying Agreement to coordinate bus timetables signed in 2011; OCC has a long tradition of working in partnership with bus operators. This has been a key element in achieving a significant level of bus patronage amongst residents and visitors of the city.

The Oxfordshire Bus Strategy, completed in tandem with LTP4, proposes the renewal of county-wide and area specific QBPs, in association with the operators and with particular focus within Oxford being on ensuring a quality of service and establishing the principles of BRT operation:

- Greater time-based and geographic coverage of bus services based on evidence of when and where people want to travel;
- Punctuality and reliability improvements through identifying the source of delays to bus services and jointly developing evidence-based solutions;
- Operation on busy radials and within the city centre to be managed through techniques such as Departure Slot Booking;
- Commercially appropriate consolidation and joint operation of services to further reduce the number of buses entering the city centre;
- Further availability of inter-operator (and multi-modal) smart ticketing building on the work in Oxford;
- Quality, capacity and environmental performance of vehicles; and;
- Interchange with other modes such as the rail services and facilities for improving onward journeys by foot and bicycle and for those with mobility impairments.

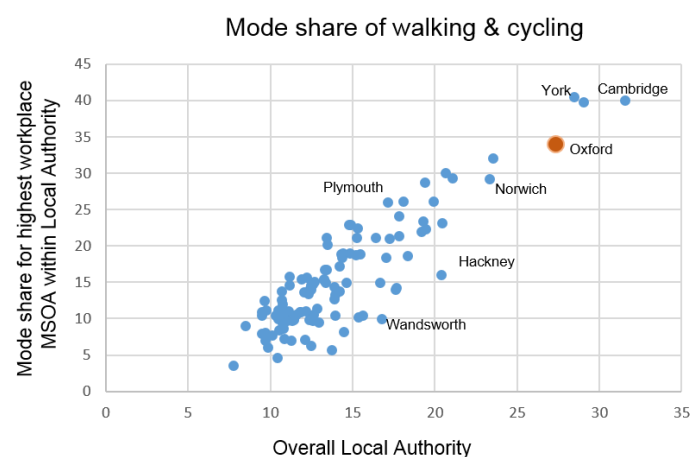


## 4. Walking and Cycling

Walking and cycling are extremely efficient forms of movement over short distances in terms of road space and impact on the highway network. Oxford is already one of the leading UK cities in terms of mode share of walking and cycling, however the ambition is to continue enhancing this position. To do so will require influencing further mode shift through encouraging people to walk and cycle by making their journeys easier, safer and more cost and time efficient in comparison to other modes.

### The existing situation

A significant proportion of trips within Oxford are made by walking or cycling and account for 50% of commuter trips made by residents of the city. Investment in the transport network, including local public realm and cycle schemes, has contributed to a 30% increase in walking and cycling to work by residents in the city between 2001 and 2011. Oxford now has one of the highest mode shares for walking and cycling when compared to other local authorities (see graph of 2011 TTW Census data) with similar sized workforces, and is of a similar maturity to many inner London authorities. Walking and cycling are also the favoured modes of the 30,000 full time students in the city.



### Limitations of the current network

Given the size of the city (with no two points within the ring road being more than 11 km apart), Oxford should be able to challenge Cambridge as the city with the highest proportion of residents walking or cycling to work.

In consultation for the OTS, cycling interest groups have suggested the biggest barriers to further improving the cycling mode share are related to the lack of high quality routes which provide continuous facilities, conforming to a specific standard. The piecemeal, location

specific approach is seen as discouraging new, inexperienced and safety-concerned cyclists from choosing to cycle as a preferred mode of transport.

Public realm improvements and pedestrian route enhancements have been made, particularly in the city centre and district centres. However, there is much more to do to make walking in Oxford a better experience.

The severance of walking and cycling routes is also a common issue at the edges of the city. As Oxford has expanded to include significant residential and workplace populations on the outside of the ring road, the dominance of motor vehicles in the transport hierarchy at junctions has not been challenged. With the committed developments at Northern Gateway and Barton Park likely to be added to in future, the issue of severance caused by the ring road will become even more critical, even for short journeys between homes and workplaces.

### Future demand

The main commercial streets within the city centre already experience very high footfalls. In peak hours, Queen Street has an hourly footfall of between 3,000 and 4,000 – comparable to that of the wider and fully pedestrianised Cornmarket. Elsewhere in the centre, Broad Street and High Street can see footfalls of up to 2,300 people per hour at peak times.

The redevelopment of the Westgate Centre is expected to result in a 54% increase in retail space in the entire city centre and an increase in visitors to the Westgate Centre from 5 million to 16 million per year.

Were travel to work patterns to remain as existing, over 5,500 new two-way commuter trips would be made by walking or cycling as the main mode each day within the city. It is also expected that they will feature as the critical modes for onward journeys for the additional 5,400 commuters arriving by bus or train.

### Vision for walking & cycling

By 2035 Oxford will be a world-class cycling city that will be accessible to everyone, regardless of age, background or cycling experience.

Walking in the city will be a pleasant, comfortable experience, with an outstanding public realm in the city centre and district centres.

Cycling and walking will be at the heart of continued and sustainable growth and contribute to a higher quality of life for its residents and workers while maintaining its visitor appeal as a world renowned city of culture and history.

## Enhancing the cycle network

Cycle route enhancements are needed to provide safe and direct access to employment, educational and commercial destinations, but also to extend coverage across residential areas. Achieving this will require a combination of high quality routes providing access to key destinations, better cycle parking and other measures which make cycling easier and more

attractive for short and medium-distance trips.

We propose a network based on a hierarchy of Cycle Super Routes, Cycle Premium Routes (shown in the figure opposite) and Connector Routes linking major origins and destinations. As with mass transit, particularly improvements are needed in the Eastern Arc, where 69% of journeys to work are 5km or less, but only 44% of trips (made by Eastern Arc residents within the city) are made by walking or cycling. The routes shown represent corridors - where possible, the actual route will follow the main road highlighted, but in some cases a direct parallel alternative may be necessary or more desirable.



120

| Cycle corridor classification |  |
|-------------------------------|--|
| <b>Cycle Super Route</b>      | <ul style="list-style-type: none"> <li>As a minimum requirement, there will be a high level of continuous and uniform provision for cyclists travelling in both directions;</li> <li>On some corridors, cyclists will share wide bus lanes in at least one direction;</li> <li>Complete or semi-segregation will be provided wherever possible (otherwise mandatory cycle lane markings will be used);</li> <li>Cycle lanes will be designed for a minimum width of 1.5m; however 2m will be considered the default width for the busiest sections;</li> <li>Advanced Stop Lines, already present at many signalised junctions in Oxford, will be the default standard and will include 1.5m feed-in lanes. Cycle lanes will continue through junctions to reaffirm the position of the cyclist in the view of other road users;</li> <li>Loading and parking bans or timed restrictions will be in place and enforced during peak times or throughout the day;</li> <li>Where segregation is not possible or desirable (e.g. parts of the city centre or the narrow part of Hollow Way), traffic levels and speeds will be reduced to create shared-use low or traffic free streets.</li> </ul> |
| <b>Cycle Premium Route</b>    | <ul style="list-style-type: none"> <li>Premium routes will also provide cyclists with uniform cycle lane provision in both directions. However these are likely to be shared with bus lanes, and will in many cases be standard width;</li> <li>Dedicated cycle lanes will be mandatory in places and should continue through junctions to reaffirm priority;</li> <li>As a minimum requirement, premium routes will be free from obstruction;</li> <li>Advanced Stop Lines will have at least some form of feed-in lane;</li> <li>In future development sites, design guidance for internal roads should meet the premium route criteria.</li> </ul>  |
| <b>Connector Routes</b>       | <ul style="list-style-type: none"> <li>Connector routes will be strategic quiet ways with a particular role in connecting Cycle Super Routes and Premium Routes to residential areas;</li> <li>It will not always be possible or necessary to provide a continuous physical features on a connector route because of the need to balance road space for other users, however clear and consistent signage will be present along the routes and will be accompanied by wayfinding totems at decision points;</li> <li>One-way streets will, where possible, be upgraded to include marked or segregated contraflow cycle lanes.</li> </ul>  |



Particular priorities for cycle route improvements are:

- Links to the city centre, especially radial routes;
- Orbital routes in the Eastern Arc; and
- Links to and between Northern Gateway and Oxford Parkway.

Whilst it would be desirable to provide Cycle Super Routes on all major routes in the city, this is not likely to be possible on all corridors, particularly where Bus Rapid Transit facilities are proposed (e.g. Banbury Road), or where there are busy shopping areas (e.g. Cowley Road).

In these cases a Cycle Super Route will be provided on a near-to-parallel alternative if possible (in the above cases, on Woodstock Road and Iffley Road). Those corridors considered appropriate for classification as Cycle Super Routes are:

- The B4495 from Summertown in the north through to Abingdon Road in the south;
- Woodstock Road and through the Science Area;
- Abingdon Road;
- Marston Road;
- Iffley Road;
- Botley Road; and
- Routes within the city centre.

Other routes may be added to this list, but based on known constraints and the need to provide BRT infrastructure in other corridors this is considered a realistic starting point.

This long term blueprint for cycling in Oxford can be implemented on a phased basis.

Measures will be designed to enable them to be enhanced to accommodate a significant increase in future levels of cycling in the city.

## Route treatment

The constraints of narrow highway boundaries, mature trees and street furniture are a challenge to providing continuous fully segregated cycle lanes or paths on most of the roads in the city. In many cases where full segregation is feasible, those schemes have already been implemented, albeit that in some cases improvements are still required to those schemes to bring them up to a higher standard. Where possible, every effort will be made to provide a

similar level of segregation, however in most instances the most achievable (and best) form of high quality cycle provision on Cycle Super and Premium Routes will be on the carriageway.

In all cases, the reallocation of road space must consider other roads users and the built environment, but providing cycle lanes - whether mandatory, semi-segregated or advisory - will enable a far greater degree of continuity and uniform design than seen at present. As detailed in the cycle corridor classification table, on-street lanes will be designed to an absolute minimum width of 1.5m, with a recommended width of 2m on Cycle Super Routes. To achieve these widths it will often be necessary to undertake reallocation measures such as removing on-street parking, reducing footways to a minimum 1.8m width (in areas with a low footfall) and removing road centre lines.

To improve safety for cyclists, when placed into shared lanes with buses and BRT vehicles, lane widths of 4m to 4.5m will be provided unless total road widths do not allow this.

Oxford already has a good network of recommended quiet routes for cyclists but a lack of signage and wayfinding information means they can be difficult to find or navigate. Essential to the success of the network will be improvements to those roads and paths which serve the purpose of connecting Super and Premium cycle routes to homes, workplaces and services which do not fall on the main corridors. In most cases it will not be necessary to provide any physical infrastructure beyond navigational aids, however we will work to provide contraflow cycle facilities on one-way streets, and will progress opportunities to create additional crossings between the eastern and western halves of the city such as the Jackdaw Lane Bridge.

## Junction treatment

In the 5 years between 2009 and 2014, 75% of all cycle casualties occurring within Oxford as a result of traffic collisions, took place at or within 20m of a junction. Whilst improving the continuity of the network will encourage more people to take up cycling, without improvements to junction safety the casualty rate at junctions is likely to rise as flows increase.

A central concept of the Oxford Cycle Strategy is therefore to address key junctions with segregation, priority or safer treatments for cyclists.

Many of the signalised junctions within the city have had Advanced Stop-Lines (ASLs) added in recent years to provide priority for cyclists. It is proposed that these are added to the remaining junctions, or to new signalised junctions as standard. In all instances cycle lanes should be continuous providing a feed-in lane to the ASL. Where necessary this will require narrowing or

reducing vehicle lanes on the approaches to junctions. Other, innovative treatments such as pre-signals for cyclist, two-stage right-turns, or cycle bypass-tracks will be considered in improving safety at large signalised junctions.

A significant barrier to cycling to and from the communities and workplaces outside of the ring-road is the lack of sufficient safe crossing opportunities. To reduce the severance caused by the ring-road, crossings, both at street-level or grade-separated will be provided. The signalisation plans for the Wolvercote and Cutteslowe roundabouts include toucan crossings for this purpose, for example

Cycle lanes on Super or Premium cycle routes will be continued through junctions, emphasising cyclists' priority at side road junctions. Side road entry treatments with raised tables and reduced corner radii to reduce vehicle speeds will further improve safety. On the Connector network, contraflow routes will be designed with physical protection for cyclists at entry points.

### Cycle parking and signage

A significant increase in cycle use will require a substantial increase in secure cycle parking. The demand for cycle parking in the city and district centres considerably exceeds the formal provision in places and, at present, there is very little opportunity for substantial on-street expansion in the locations where it is needed most. Public realm schemes, which include rationalisation of on-street vehicle parking such as those for St Giles and Broad Street, will provide opportunities for increasing cycle parking. However they are still unlikely to meet demand as street level space is still scarce.

Throughout the city, innovative short-term approaches such as renting commercial premises and conversion to cycle parking facilities will provide additional parking supply, however these are likely to be expensive due to the limited supply of sites at the very centre of the city.

A longer term solution to providing significant quantities of cycle parking will be to provide underground or basement cycle hubs. The Oxford Station masterplan includes 1000 spaces within two such facilities on either side of Botley Road. Another example, which could be delivered in the short to medium term, is the conversion of the existing Gloucester Green underground car park to a dedicated cycle hub. These could become commercially operated cycle hubs which are run in partnership with private operators, providing bike hire and bike maintenance facilities.

Signing to all primary and secondary destinations will be provided throughout the city. This will be comprehensive and immediately recognisable along whole routes, and as a minimum each sign will show Destination, Direction and Distance. Further information such as named or branded routes, and whether a route is lit or unlit could also be provided. In conservation areas signing will need to be sensitive to the surroundings, whereas on busier routes, such as Super or Premium cycle routes, advanced and at junction signing will be required to enable cyclists to adopt the correct road position. Consideration will also be given to the use of road markings and other measures to avoid sign clutter.

### Encouraging walking

Walking is the most sustainable travel option: it is feasible for the vast majority of the population, it is relatively quick for short distances, and it is a practical way of introducing physical activity into day-to-day life. Walking is already popular for many journeys in Oxford, particularly for relatively short distance journeys to work; approximately 25% of journeys to work for people who both live and work in the city are made on foot. However, 39% (over 17,500 trips) of all journeys to work within the city are under 2km in length, suggesting an opportunity to improve the mode share.

The key challenge is to improve the quality of the walking experience in the city – not just for existing pedestrians, but also to encourage more people to walk as a logical choice for short trips in the city.

As part of the proposed mass transit and cycle enhancements, pedestrian improvements will be implemented. There is a clear opportunity for local walking networks to integrate with the city-wide cycling network, to ensure a coherent approach to the roles of walking and cycling on quiet streets, and ensuring that pedestrians and cyclists can co-exist in the busier corridors, sharing space where appropriate.

There is also a clear role for public realm improvements to be integrated with measures to improve access on foot and transit stops and interchange hubs. The mass transit programme should, in particular, be considered as an important opportunity to improve public realm and simplify the local streetscape in Cowley, Headington and the Cowley Road. Public realm improvements should be integrated into multi-modal access improvements in the centres of Cowley and Headington, to improve pedestrian footfall, promote local shopping and stimulate local regeneration.

There is a need for major improvements to public realm and ‘sense of place’ in the city centre. In the short term, the pedestrianisation of George Street and Queen Street, as well as public realm improvements to St Giles, Magdalen Street and Frideswide Square will greatly improve the quality of public place within the city centre. By 2025, the establishment of the city periphery transit terminals and traffic control measures will allow Park End Street, New Road, Castle Street and Norfolk Street to become an extension of the low trafficked central core and will provide an almost uninterrupted walking route from the station to the centre. In the longer term, the ambitions for shifting bus movements underground will allow for more radical public realm improvements on High Street and St Aldates where opportunities are currently limited due to their key role as the only access to the centre from the east.



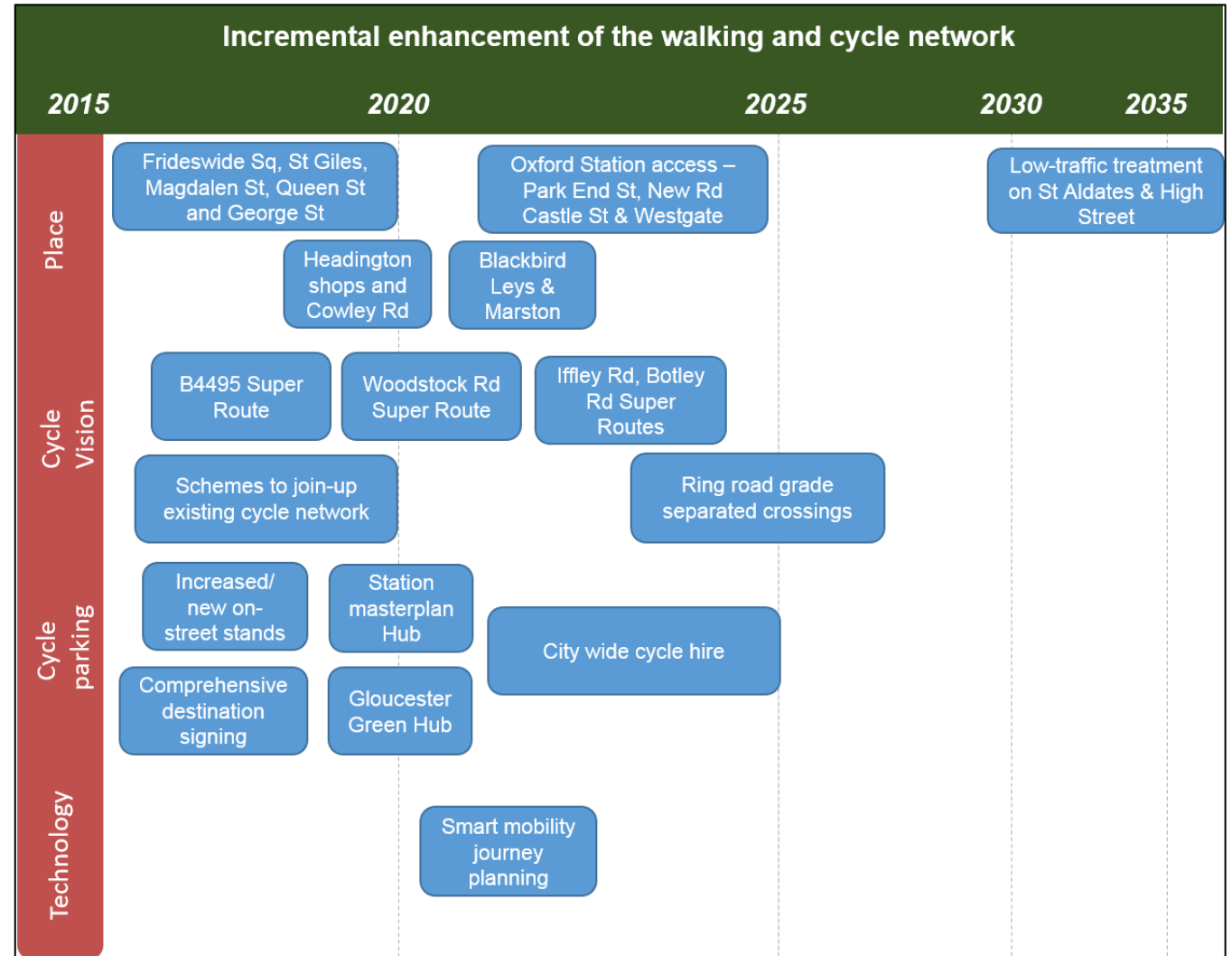
The walking improvements can be implemented on a phased basis, building on the interventions that have already been identified. The reduction in traffic in the city centre and, over the longer term, transformation of mass transit will enable an ambitious approach to walking and public realm improvements.

### Technology

Journey planning information for walking and cycling, and the benefits to health and the environment will be prioritised within the future intelligent mobility technology which is being progressed as part of our Science Transit project. This will include real-time comparative information for trips made by walking or cycling against other modes.

## Implementation

### Phasing of capital investment





## 4. Managing Traffic and Travel Demand

### Why manage demand?

Demand for travel arises from – in very broad terms – economic and social activity. Densely populated, thriving and prosperous places have the highest levels of travel demand (though not necessarily the highest levels of *traffic* demand).

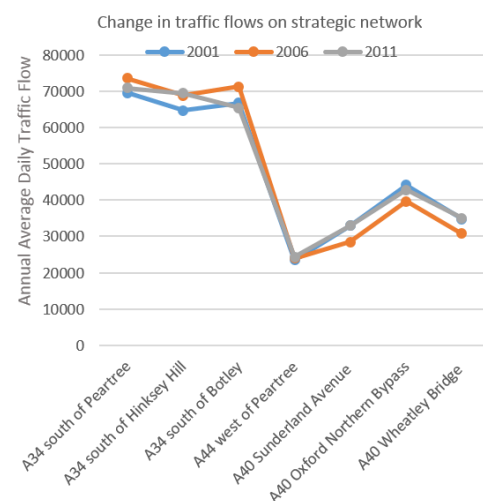
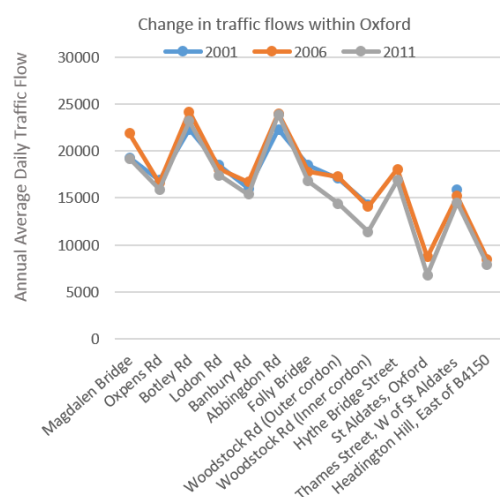
Transport planning tends to be focused on accommodating ever increasing travel demands by providing more capacity for travel, whether in the form of mass transit capacity, new pedestrian and cycle routes, or more road space for car traffic. We need to increase total transport capacity to enable growth in housing and employment. However we know that providing extra capacity (for any mode) also generates additional demand.

For road improvement schemes, for example, this sometimes means congestion relief is temporary because new capacity is quickly used up by new trips. Similarly, schemes that reduce car traffic through mode shift create new capacity in the road network, which then re-fills with new car trips. Neither case is a zero-benefit outcome, since the network is carrying more people, but congestion has not necessarily been reduced.

For this reason, in Oxford we need to combine schemes that increase transport capacity (for example the mass transit, walking and cycling schemes outlined in the previous two sections) with measures to manage car traffic and total travel demand.

### Existing situation

In the ten years between the national census surveys of 2001 and 2011, Oxford's population grew by over 16,000



people (a change of 13%) whilst the number of jobs in the city increased by around 14,000 (16%).

Despite this, traffic flows on most key roads within the city (shown in the left-hand graph below) have actually dropped over the same period. On the ring-road and the strategic network outside of the city (shown on the right-hand graph), traffic flows have increased, albeit marginally, or remained relatively constant. Looking even further back, traffic flows into Oxford city centre have reduce by 24% since 1993.

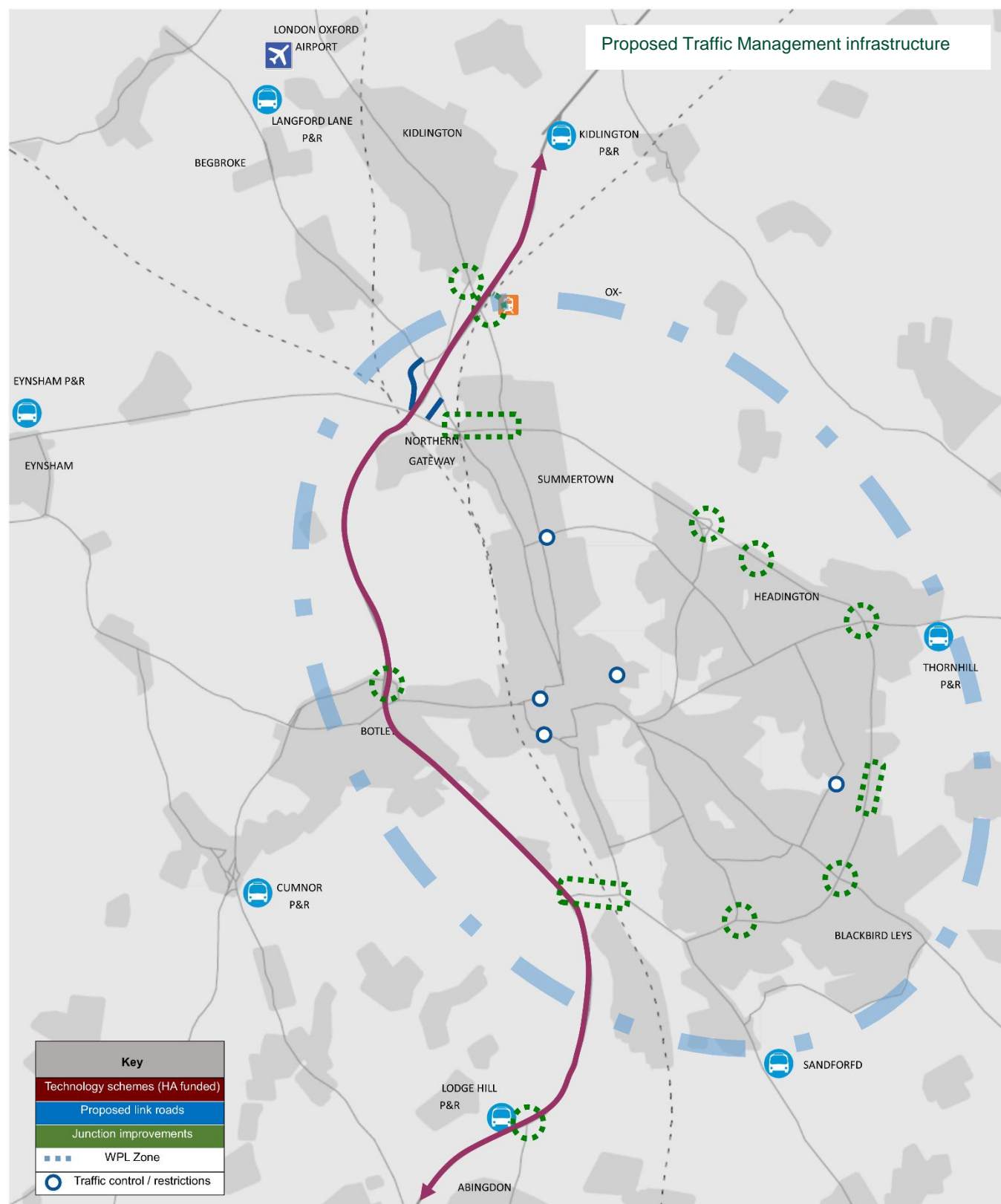
- This has been achieved through a combination of measures, including city centre traffic restrictions (e.g. the bus gate in High Street);
- High public parking charges;
- Planning policies that restrict parking supply in new developments;
- Controlled parking zones to remove free on-street visitor and commuter parking;
- Public transport, walking and cycling improvements, including Park & Ride expansion; and
- Targeted road capacity improvements – largely on the ring road

### Vision for managing traffic and travel demand

By 2035, mass transit, walking and cycling will be seen by residents and visitors alike as the best and cheapest way to travel around the city. The wealth of information on travel conditions and options will enable people to make an informed choice of how best to access their chosen destination by any mode.

Driving alone to places of work will be significantly less desirable than other travel options, and there will be a general presumption against movement by car in favour of other more space-efficient modes within the urban area.

Learning from Oxford's past successes, this will be achieved through a combination of charging, traffic restrictions, planning policies, and targeted capacity improvements. We will also use current and emerging network management and journey planning technology.



### Future demand for travel

Despite the relatively stable level of traffic flow since 2001, the DfT’s prediction for traffic change for the period between 2011 and 2035 (taken from the National Trip End Model forecast) predicts a 37% increase in vehicle trips in peak hours in Oxford based on the development growth outlined in the Local Plans.

Were travel to work patterns to remain as existing, over 13,000 new two-way commuter trips with an origin or destination within the city would be made by car as a result of the SHMA related housing growth by 2035 (an increase of 27% against 2011).

With existing levels of congestion in and around the city already resulting in significant delays, any increase in traffic, let alone at the levels predicted above, will present serious challenges to enabling economic growth in Oxford.

### Highway capacity improvements

The implementation of access restrictions in the city centre and Eastern Arc and reallocation of road space to other modes will support the goals and objectives of the LTP4 and the OTS by providing excellent sustainable movement networks. This fundamental principle relies on the general presumption against travel by car within the urban area.

However, it is acknowledged that access by car is still a necessity in a dynamic city, and the outer ring road will be promoted as the primary route for all short-distance car trips.

The outer ring road will be increasingly important for cross-city movements because the OTS proposes to reallocate road space and introduce traffic restrictions on some of the roads within the city to enable mass transit, walking and cycling improvements,

The existing policy of improving the key ring road interchanges is therefore consistent with the proposal to remove trips from the ‘inner ring road’ (the B4495) and other inner city routes. This will be continued in the short-term with the schemes at Cutteslowe and Wolvercote Roundabouts; whilst longer term plans at the A34 Botley and Peartree interchanges are being considered by the Highways Agency, along with Intelligent Transport Systems (ITS) such as Variable Message Signs and variable speed limits to be applied along the A34 corridor. The proposed ring road improvements are shown on the plan opposite.

## Workplace Parking Levy

### Workplace parking in Oxford

Whilst the package of OTS measures already examined will provide their own contributions to increase mode share of non-car modes, the abundance of free workplace parking within the city is a significant threat to achieving the step-change required to avoid the considerable negative impacts of growth. Results of the 2011 Census, indicate that over 39,000 employees within the city use the private car as their main mode of travel to work, with a quarter being residents of the city. In common with most other towns and cities, parking charges levied by the local authorities in Oxford currently target public parking – i.e. on-street parking and parking in public car parks. This has been a useful tool in managing traffic, but given that a) there are many times more workplace parking spaces in the city than public parking spaces and b) car trips to workplace parking spaces are generally made at peak times, there would be clear benefits in being able to influence the use of these spaces.

### An Oxford WPL

In order to gain much needed control over the use of the private car as a means of travelling to work within Oxford we propose – subject to further work and consultation – the introduction of a city-wide Workplace Parking Levy (WPL).

We believe that a WPL would have three significant benefits for the city, which will be critical to ensure growth is not limited by the constraints of traffic related congestion:

- Mode shift – Those staff who have parking charges passed down by their employer will be incentivised to seek alternative methods of getting to work.
- Funds generated through the application of a WPL would be ring-fenced solely for the reinvestment into the transport network (including operation of the WPL), improving alternatives to the private car and thus further influencing mode choice; and
- A charge on spaces - regardless of whether they are used - will encourage employers to reduce their supply of private parking; saving the employer money spent on maintenance but also presenting the opportunity to redevelop land previously used for parking for employment or housing.

We propose to follow a similar overall approach to that used in Nottingham, but adapted for Oxford and its employers, some of whom (e.g. the University of Oxford) already charge staff to

park at work. With minimal exceptions, the levy would apply to all employers with a provision of employee parking over a certain threshold. Whilst the OTS proposes that the whole city is subject to a WPL, the city centre could be charged at a premium rate, and we will consider a pricing strategy depending on the levels of accessibility throughout the city.

### Traffic control points

The implementation of the five city centre bus gates in 1999 marked a considerable improvement in the control of traffic volumes within the city centre. During peak hours, vehicles passing directly through the city centre only account for 15% to 20% of all trips entering the area, with the majority of people accessing workplace, education or retail destinations. Most users of the road network therefore already expect to use orbital traffic routes further out: either the B4495 route through the Eastern Arc connecting Summertown with Abingdon Road, or the A34/A40/A4144 ring road as the means of moving around the city.

### Reducing city centre through trips

The ambition of maximising the city centre's value as a shopping and tourist destination depends on being able to vastly improve the public realm for pedestrians. There is also a risk that a WPL could, by reducing traffic into the city centre, release capacity which would be filled by through traffic. Therefore we are proposing to reduce traffic levels in the longer term by placing further restrictions on through traffic (whilst allowing unimpeded bus movements) by implementing access controls:

- On Thames Street – allowing access to Westgate from the south or west only but preventing or discouraging any through trips.
- In the vicinity of Worcester Street or Frideswide Square – thus preventing or discouraging trips from west to north but maintaining access close to the Oxford Rail station; and
- On St Cross Road, preventing or discouraging traffic from using the Science Area as a city centre ring road.

These are shown on the map on the previous page.

These restriction points could be full or part-time closures – similar to the existing bus gates – or road user charging points (see below).



A permit based system for those requiring access (residents, blue badge holders etc) will be investigated.

### Inner ring road

To provide the necessary service journey time improvement for BRT Line 3, it will be necessary to reduce the impact of congestion caused by high vehicle flows on the B4995. This will be achieved in part through junction improvements and priorities, as described in the mass transit section. In addition, traffic restrictions in the form of access restrictions (e.g. bus gates) or charging points will be used to redistribute traffic to the outer-ring road. Two measures already identified include:

- A timed access restriction (e.g. bus gate) or road user charging point, on Hollow Way
- Turning restrictions onto Banbury Road from Marston Ferry Road.

### Road user charging

Road user charging could be a potential option, in conjunction with a workplace parking levy, for reducing traffic levels on certain routes without a complete closure. Some examples of where this could be applied are listed above.

Despite the successful implementation of the London (2003) Congestion Charge schemes, no other UK city has since implemented a similar scheme, and there are relatively few examples in other European countries. This can be attributed to a lack of political will, but also as such schemes require large capital investment costs for the infrastructure, payment mechanisms and back-office equipment as well as significant operating costs - the 21km<sup>2</sup> London CC zone cost over £200m to implement and requires an operating budget of £120m per year.

Charging only for use of very specific “premium” road links in the city centre and Eastern Arc, would enable start-up and operating costs to be minimised. Nevertheless, a road user charge is unlikely to raise significant revenue and is best seen as a network and traffic management tool rather than a means of generating funding for transport improvements.

### Public parking

Public parking in Oxford is already very limited compared to other cities, particularly in the city centre. In 2013, Oxford city centre had 1670 off-street car parking spaces, compared to 3300 in Cambridge city centre and 5200 in the centre of Reading. Despite this, city centre spaces are rarely fully occupied, though this is likely to change once the Westgate Centre is

redeveloped. Oxford’s economy, including the retail and leisure sectors, is not heavily dependent on people driving into the city centre, largely because the Park & Ride, bus, walking and cycling networks provide convenient alternatives.

In the district centres, which are less well served by alternative modes, public parking is important to maintain the vitality of shops and services located close to residential areas.

### City centre parking

In the city centre, levels of public parking will be maintained at approximately the same levels as in 2014, albeit reorganised to make better use of land. Specific measures include:

- Consolidate public parking into fewer locations, predominantly underground (e.g. new Westgate car park), with existing surface car parks redeveloped for other uses and on-street parking rationalised as part of public realm improvements (for example, St Giles and Broad Street);
- All parking to meet high standards of security and design to provide a welcoming experience;
- Charges to encourage good use of parking capacity throughout the day and year – no half-empty car parks – and to discourage arrivals during network peaks;
- Charges should discourage or prevent long stay or commuter parking;
- Consider discounts for full cars (4 + occupants);
- Provide easy-to-use payment options, linked to retail/leisure discounts or other incentives to encourage off-peak arrivals;
- Provide live parking space information from journey origin to parking space via journey planner, apps, web, electronic signs, GPS devices and in car-park systems;
- All public car park exits to be signal controlled with generous internal queuing space to allow controlled discharge of traffic onto the road network; and
- All car parks to provide for electric vehicle charging.

### District centres

For district centres, our approach is to:

- Support the vitality of district centres (which offer local amenities in sustainable locations close to residential areas) by maintaining a modest level of attractive, low cost and easily accessible short stay parking;

- Maintain current levels of public parking in all district centres, except Cowley primary district centre which currently has substantial over-provision occupying land which could be redeveloped for other uses;
- Deck or build above car parks to make efficient use of land;
- Discourage or prevent commuter or long stay use through pricing or fines.

### Zone-based parking charges

We will adopt a zonal parking charge system across the city, including Park & Ride car parks. Classification of charging zones will be based partly on their level of accessibility by other modes, so may change as and when the other OTS measures (such as a BRT or cycle super route connection) are introduced. The zonal system will be designed to encourage alternatives, in priority order:



Parking charges will therefore be lowest at Park & Ride sites, but are unlikely to be free because a) this could create an incentive to use Park & Ride even when another alternative is available and b) the operators of Park & Ride car parks will need to cover their costs.

### Freight/ deliveries

Demand forecasting for 2031 indicates that around 2,500 HGV trips will be made to, from and within the city between 8am and 6pm per day, over a third of which would occur during the AM peak hour. To reduce the impact of freight on congestion, noise and air quality, the following measures will be developed:

- Delivery & Servicing Plans;
- Construction Logistics Plans;
- Out of hours deliveries;
- Freight will be expected to comply with increasing emissions requirements.
- Local consolidation points; and
- Freight Consolidation Centres for business, retail and construction.

### Role of taxis

Taxis and private hire vehicles will continue to be an important part of Oxford’s integrated transport network; perhaps even more so as further traffic controls and restrictions reduce the attractiveness of the private car as a means of accessing the city centre. As the nature of the city centre streetscape changes, with more streets becoming access only or closed to vehicles at certain times, so will route management for taxis.

Given the importance of taxis throughout the city, it will be vital to ensure that a high level of interchange is provided with the proposed BRT routes at Park & Ride and major hubs, plus also at Oxford and Oxford Parkway stations.

As part of the objective for a zero-emission Oxford city centre by 2020 (and city-wide by 2030), taxi operators are being encouraged by Oxford City Council to invest in electric vehicles for their fleets. Oxfordshire County Council will work in partnership with taxi and private hire business to ensure that designs for BRT transit hubs, Park & Ride sites, and other council run public locations with taxi stands will have facilities for electric vehicle charging.

### Development management policy

The evolution of policy will have a critical role to play in delivering growth without adding unnecessary traffic.

Existing policy will therefore be reviewed to ensure that parking standards throughout the city are seen as an absolute maximum, which are to be applied only in exceptional circumstances. This will include the use of a formula to determine a development’s parking standard based on the assessment of future public transport and walking and cycling access.

In planning new development, there is increasing evidence that neighbourhood design – including housing density and layout of routes for public transport, walking and cycling – is a strong influence on use of these modes by residents. Traditional densely populated areas have lower overall travel demand and car ownership and higher use of sustainable modes than newer suburban developments.

In addition the strategy will need to “nudge” people towards travelling less or choosing sustainable modes, by promoting neighbourhood design that is based on research and best practice from other cities. Developers of homes and workplaces will also be required to apply vastly enhanced requirements to provide access and facilities for cyclists. Any new commercial operation will be required to adhere to standards for the management of logistics.



## The role of the OTS in planning new development

The Strategic Housing Market Assessment for Oxfordshire has presented a highly ambitious growth target of 28,000 houses for Oxford. Research undertaken by the city council suggests that a maximum allocation of 10,228 houses will be achievable within the city boundary, made up of committed developments and other sites identified in the local plan plus an element of ‘windfall’ housing.

It is anticipated that Oxford’s remaining unmet demand could, with agreement from the other Oxfordshire District Councils, be accommodated outside of the city boundary. More pressure is therefore likely to be placed on edge of city locations, within the outlying towns / villages and potentially in entirely new locations. There is a danger that a rush to build more houses could favour speculative development of sites that are harder to serve by sustainable transport modes.

The OTS has defined the optimum corridors for BRT and cycle networks, extensions of which should help to influence decisions about where future housing should be located.

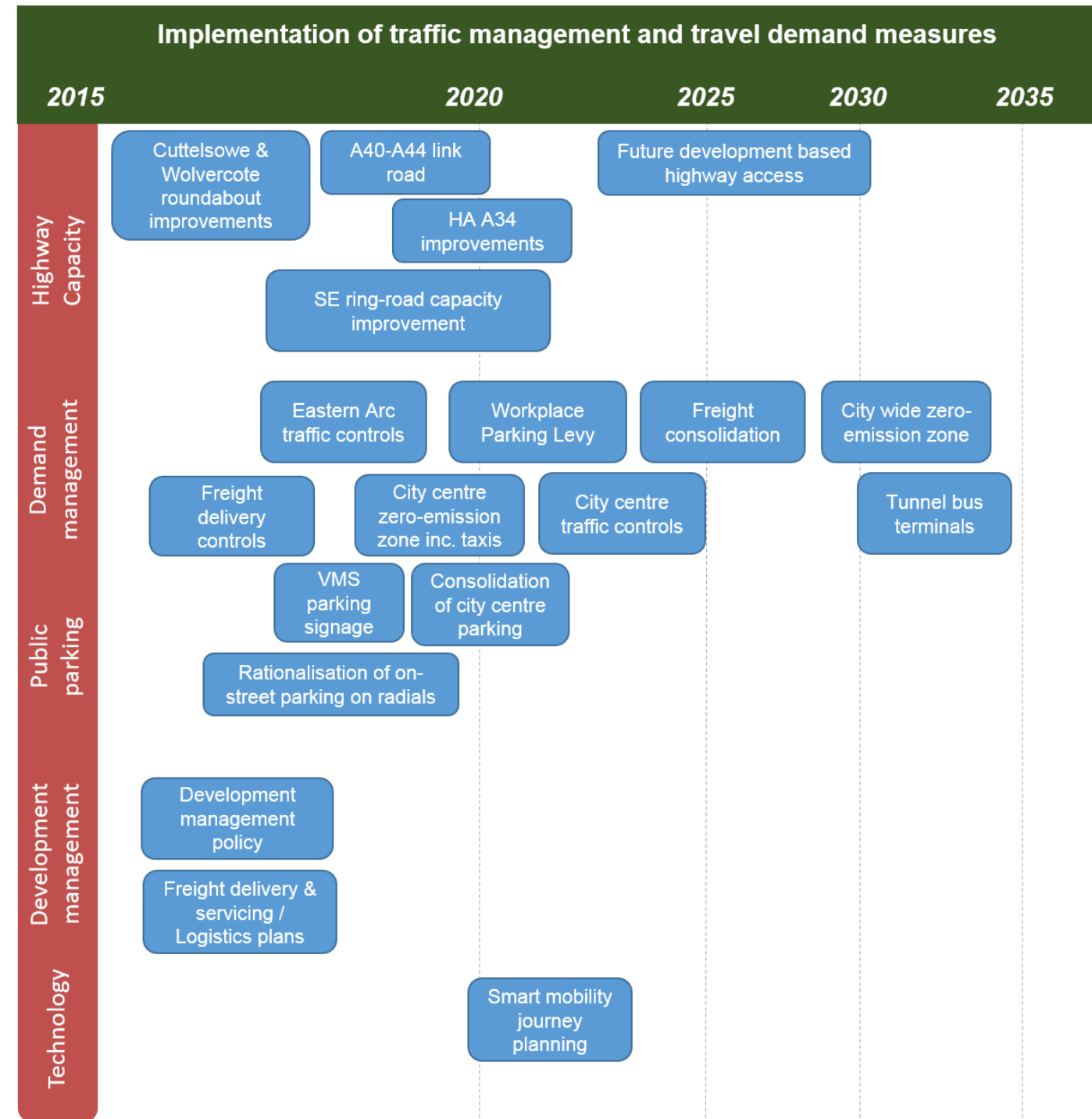
To the south of the city, BRT Lines 1 & 3 will provide a fast, high capacity transit service directly into the City Centre and Eastern Arc, with both having potential to be extended towards Abingdon and south of Grenoble Road.

Similarly, to the north of Oxford, BRT Lines 1 & 3 route through Kidlington and Eynsham, opening up large areas with access to a direct BRT service to Oxford city centre and growth areas in the Eastern Arc.

129

## Implementation

### Phasing of capital investment



## 5. Implementation of the OTS

### The cost of improvement

The OTS calls for a step change in transport investment within Oxford to preserve the vitality of one of the most important centres to the economy of the South East. Investment needs to reflect the scale of change needed to achieve the city’s vision for growth, but equally must be achievable with a recognition of the need to deliver the best value for money from constrained resources. This consideration is implicit with the principle of the incremental development of mass transit, where networks will be developed on the basis of allowing for future expansion as needed, not precluding this through fixed and inflexible infrastructure or technologies. Should demand in future necessitate greater segregation, the potential cost should be considered now.

Detailed costing will be determined through more in-depth studies into the measures identified within this strategy. However, initial estimates suggest that the implementation of the OTS will require a total capital investment (including funded schemes) of around £1.2 billion. When factored against the level of growth expected within the county in the next 20 years, this equates to an investment of approximately £14,000 per additional job and home.

Approximately half of this figure would be required to fund the city centre transit tunnels alone (which will require the most significant shift in the way our transport infrastructure is funded). The remaining c£600m of capital investment would represent an annual investment of £30 million per year over the next 20 years, roughly double our current annual spend.

### The next steps

The transport improvements detailed within the OTS sets out a framework for progressive transformation of the transport network within the city by 2035. However, many of the more ambitious schemes will be developed incrementally, as and when the need for them to mitigate for the planned growth is established, and when funding is secured.

Our 2 and 5 year capital investment programmes will see us deliver the schemes for which committed funding has been secured, including utilising the £93 million City Deal and Oxfordshire Growth Deal investments; developer funds and Community Infrastructure Levy funding, and local authority funds. The design, consultation and implementation of many of these short-term schemes are already underway.

The OTS provides a framework and context for future funding bids. Each corridor contains a combination of interconnected transit, cycle, place and demand management elements. In many cases, schemes will be developed and implemented on a whole corridor – rather than mode-specific – basis.

The OTS has introduced our ambitions for several high-profile schemes which will enable radical changes in how people move around the city. At present, schemes such as zero-emission BRT and the Workplace Parking Levy are in the feasibility stage, and in the next year we will be looking to develop the optimum solutions and funding programmes through collaborative working with public transport operators, major employers and other stakeholders.

We will look to utilise our position as a home to a truly world-class research and development sector to work with the university, college and science sectors to help take the strategy forward, including the innovative Smart Mobility and technology proposals identified under our Science Transit Strategy.

Crucially, in light of the substantial potential housing and job growth within Oxford and the wider county, we will work closely with the city council and district planning authorities to implement the principles and infrastructure of the OTS.

## Funding the OTS

The delivery of the measures and interventions recommended by the OTS will rely in part on private and private sector funding streams of an appropriate level, phasing and balance between revenue and capital funds.

- The long-term focus of the OTS means uncertainty for future availability of funding. The investment plan must therefore:
  - o Be flexible and scalable to adjust to the value of future funding streams and the timescales for funding availability; and
  - o Provide a business case for securing funding from the private and public sectors.

Central and local government, the private sector and transport operators and users all have a key role in future funding and delivery. Our approach to funding will need to be as ambitious and forward-thinking as the strategy itself. A series of opportunities have been identified which are presented within the table opposite.

| Potential Sources of Funding<br>(£ = modest contribution; ££ = moderate contribution; £££ = significant contribution)  |   |   |
|--|---|---|
| Private sector   | Transport operators   | Transport users   |
| <p><b>Developer contributions (££)</b></p> <p>Contributions for new developments to be maximised and prioritised towards public transport wherever possible, over road infrastructure.</p>   | <p><b>Freight fees (£)</b></p> <p>To be applicable until companies sign up for the use of a consolidation centre. Revenue can be ring-fenced for use on freight management and air quality improvement schemes.</p>                           | <p><b>Workplace Parking Levy (£)</b></p> <p>This will likely be a modest but valuable source of income for investment into further Mass Transit, walking and cycling schemes.</p>                             |
| <p><b>Local business rates (££)</b></p> <p>To be retained by Oxford City Council to generate funding for infrastructure, including transport.</p> <p>At a countywide level, business rate growth within the Enterprise Zones should be retained for reinvestment.</p>  | <p><b>Operator investment (£)</b></p> <p>The roll-out of very low and zero emission vehicles is welcomed and must continue. Further support to schemes which will provide more reliable services should be sought.</p>                        | <p><b>Parking charges (££)</b></p> <p>Increases in public car parking charges outside of the city centre should be used to support the implementation of the Mass Transit lines.</p>                          |
| <p><b>Tax Increment Financing (£££)</b></p> <p>An increasingly used financing tool which uses future business rate income from new development to provide backing for infrastructure, including transport.</p>   | <p><b>Bus stop / bus stand departure fees (£)</b></p> <p>Bus stop or bus stand departure fees should be implemented to help fund city centre revisions to the transit network. This may also encourage operators to consolidate services.</p> | <p><b>City centre cordon / entry charges (£)</b></p> <p>Given the limited existing through trips in the centre it is assumed that only a limited return on investment in operating costs would be gained.</p> |
| <p><b>Tourism business levy (£)</b></p> <p>Local business leaders should be encouraged to establish an Oxford Tourism Business Improvement Districts (TBIDs) which draws together private sector funding based on a scalable business rate levy to collectively invest in local improvements, including transport.</p> | <p><b>Rail station use charges (£)</b></p> <p>Rail station use charges on Train Operating Companies</p>   |   |
|  | <p><b>Tourist coach entry fee (£)</b></p> <p>Charge to be applied to companies for city entry (payable on parking within designated coach bays) will be used to pay towards Mass Transit prioritisation schemes.</p>                          |   |

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## **CABINET – 22 NOVEMBER 2016**

### **OXFORD WORKPLACE PARKING LEVY**

#### **Report by Acting Director for Environment & Economy**

#### **Introduction**

1. This paper outlines the benefits of introducing a workplace parking levy (WPL) in Oxford, along with a timetable and costs for the work required to develop and implement a WPL.
2. Cabinet is recommended to approve the overall approach proposed, including the programme at Annex 1, as the basis for further work and to allocate £100,000 from reserves to the development of an outline business case by October 2017.

#### **Background**

3. The Oxfordshire Local Transport Plan (adopted July 2016) includes, as part of the Oxford Transport Strategy (OTS), proposals to manage car traffic levels in Oxford. This will complement improvements to public transport, walking and cycling required to support housing and jobs growth in Oxfordshire and improve the city's overall accessibility. Managing traffic growth and a step-change in sustainable travel will also be essential in helping to reduce transport-related noise and air pollution within the city.
4. The OTS proposes a number of traffic management proposals including a WPL, traffic access restrictions, and parking controls.
5. Road-user charging, including a congestion charge scheme, is not ruled out by the OTS. However the work carried out for the OTS raised a number of questions about the suitability of congestion charging for Oxford. Further evidence is therefore required to fully understand whether a congestion charging scheme is appropriate and how this could work in conjunction with, or independently of, a WPL. This work is to be undertaken during the remainder of this financial year resourced from existing Environment & Economy budgets and as part of a study that will also look in more detail at traffic access restrictions.

#### **Workplace Parking Levy**

6. A WPL would discourage car commuting and also provide additional revenue for transport improvements to manage growth pressures in the city and beyond.

7. In February 2016 the county council agreed, at a meeting of the full council, to “*a full review relating to a workplace parking levy looking at implications and with a view to implementation as early as feasible*”.
8. The only UK local authority to have implemented a WPL so far is Nottingham City Council. The Nottingham scheme came into effect in April 2012.
9. The powers to introduce a WPL are contained in the Transport Act 2000. Although a WPL scheme is developed, consulted on and implemented by the local transport authority, it must be approved by the Secretary of State for Transport. A WPL must be promoted, and income collected, by the Local Transport Authority (in Oxfordshire, the county council). A WPL is a charge imposed by the local transport authority on employers (not employees, although the employer can pass the charge on) for each liable commuter parking space within their site.
10. The last government (2010-2015) stated in December 2011 that it “*will require any future [WPL] schemes to demonstrate that they have properly and effectively consulted local businesses, have addressed any proper concerns raised and secured support from the local business community. This will make sure that future schemes will not impose a burden on business.*” This policy is, according to the WPL briefing note in the House of Commons Library, in alignment with the Conservative Party’s policy before the 2010 General Election.
11. Officers have asked the Department for Transport (DfT) for the current government’s position on future WPL schemes. Ministers have not recently been asked for a view on this. DfT have suggested that Oxfordshire work up a specific proposal which can then form the basis of discussion with DfT and consultation with ministers alongside the Cambridge WPL proposal, which is also currently being developed.
12. By law, net proceeds from a WPL are only available for the purpose of directly or indirectly facilitating achievement of local transport policies, as set out in the Local Transport Plan.

### **Benefits of a Workplace Parking Levy**

13. The proposal for a WPL is central to the OTS and LTP and would support the delivery of LTP policies by:
  - Incentivising employers to reduce their car parking supply and/or incentivising employees not to drive to their place of work which would help to manage congestion especially at peak times.
  - Providing a substantial, predictable, locally controlled source of transport funding (which also levers in further private sector and government funding) to develop and deliver the major transport infrastructure and initiatives which are required to ensure Oxford and Oxfordshire’s economy, communities and environment grow and thrive.

14. In the absence of a WPL or similar funding stream (such as congestion charging), the ambitions of the OTS will not be deliverable in the timescales envisaged.
15. In Nottingham, WPL income (which currently amounts to around £9 million per year) has been focused on those elements of the transport strategy most strongly supported by the business community, and also able to be delivered locally:
  - Extending the existing tram network (NET Phase Two);
  - The redevelopment of Nottingham's railway station into a 21st century transport and business hub; and
  - Maintaining and improving the city's bus services including provision of sixty 100% electric buses intended to 'fill the gaps' not to be filled by trams or commercial bus services.
16. The benefits of these improvements and more can be linked directly back to the WPL, as they would not have been delivered without WPL income and the additional external funding it has levered in. Nottingham estimate that for every £1 raised by WPL, £3 of external funding has been levered in. This combined investment has in total delivered £10 of economic benefit to the city per £1 raised by WPL. Running costs are covered by the charge but are minimal at less than 5% of the revenue raised.
17. Preliminary evaluation results of the Nottingham WPL are now showing a positive improvement in congestion with no deleterious effect on the local economy.
18. To realise the full potential of a WPL, Oxfordshire will need to deliver a similarly ambitious and visionary package of transport improvements with local and regional benefits. The council has already adopted a highly ambitious OTS, including:
  - Rapid transit lines connecting all major employment areas in the city to P&R sites and the county towns
  - Five New outer P&R sites, and extensions to two existing sites, doubling the city's P&R capacity
  - A comprehensive redevelopment of Oxford station including additional platforms, track, new building and interchange facilities.
  - Reintroduction of passenger services on the Cowley branch line
  - A zero emission zone to dramatically reduce pollutant emissions in the city
  - Super cycle routes, premium cycle routes, and public realm improvements in the city centre and district centres
  - Smart City transport initiatives, including fully integrated ticketing systems



19. The council has already stated its willingness to keep the OTS under review as Local Plans across the county emerge. In addition, there will be a need for further consultation with employers to better understand their expectations, needs and priorities from WPL-funded measures. There will also be a need to consider changes to planning policies (in particular parking requirements for new planning applications) to complement the levy, and the county council will need to work with the city council on this as part of the preparations for Oxford's new Local Plan.
20. Employers liable to pay for the WPL will need to be engaged in the development of the details of the scheme and will also need support in understanding the implications for each individual employer and employee. Using opportunities to better manage workplace parking and implement travel plans will also be important.
21. The income from an Oxford WPL scheme could vary substantially depending on the charge level, the size of the charging area, and any exemptions. Until a specific proposal is put forward, it is therefore very difficult to say how much an Oxford WPL would generate.
22. For example, In Nottingham, employers with 10 spaces or fewer are exempt and do not pay WPL charges. Similar exemptions may well be appropriate for Oxford, and this will need to be considered in the outline business case.
23. The main options for the size of the charging area are:
  - i. Oxford city centre only (the "transport central area" in the Oxford Local Plan)
  - ii. Oxford's administrative boundary
  - iii. Oxford's administrative boundary plus immediately adjacent urban areas – principally Botley and the northern part of Kennington

These options will also need to be considered as part of the outline business case.

### **WPL: Transformation not top-up**

24. There may be a temptation to see WPL as a general fund for "topping up" the council's budgets to fund existing public services. It is vital that this is strongly resisted. WPL is a transport demand management tool and a mechanism for funding transformational transport projects that would otherwise be impossible to deliver. The economic case, and the benefits to Oxfordshire employers, residents and visitors come from the enhanced levels of accessibility and quality of life that this transport infrastructure provides.
25. If WPL funds are spent – and seen to be spent – on "the basics" (such as road maintenance) it will rapidly be viewed as a stealth tax designed to top up the council's finances, and will be doomed to rejection by employers, the public and the government. The lesson from Nottingham is that WPL must enable a

strong, transformational, well-supported vision for the city, not fund ‘business as usual’.

## **Timetable**

26. The proposed programme, including a funding profile, is at Annex 1. The Nottingham scheme took over ten years to develop and implement. Nottingham’s advice is that it could be possible to deliver a WPL within a significantly shorter period, with the benefit of their experience.
27. The council’s desire to develop and implement a WPL and/or congestion charging as quickly as possible is understood, given the transport pressures and infrastructure funding challenges Oxfordshire faces. However, it is vital that the programme allows time to develop a scheme that is right for Oxford, and – more importantly – allows time for the council to talk to the city’s employers to shape and build support for the scheme before proceeding.
28. The proposed programme is phased to allow time for in-depth discussions with employers at each stage, and to allow the Cabinet to consider the results of each stage before deciding whether or not to proceed further with the scheme. The three main phases of work are:
  - Outline business case development (April 2017 – October 2017)
  - Full business case development (October 2017 – March 2019)
  - Public consultation, preparation of final proposal & submission to Department for Transport (April 2019 – March 2020)
29. In addition to reports to Cabinet at the end of each stage, regular briefings will be provided to the Cabinet Member for Environment, and other members as appropriate, throughout the process.
30. This timetable assumes a WPL for the whole city is implemented at once. Phasing the implementation is an option which will need to be considered as part of the business cases.
31. If the council is satisfied that the case has been made and sufficient support from employers has been secured, an application to the Secretary of State for Transport (who must approve the scheme) is expected to be made around spring 2020. Given the likelihood of a general election in May 2020, a Secretary of State decision is not likely before the end of 2020, so licensing and charging would not commence until 2021.

## **Financial Implications**

32. Revenue costs to prepare and submit a WPL scheme to the DfT are outlined in the programme at Annex 1. These are currently estimated to amount to:

- £5,000 in 2016/17
  - £100,000 in 2017/18
  - £300,000 in 2018/19
  - £100,000 in 2019/20
33. Cabinet is being asked to endorse the spending in 2016/17 and 2017/18. This will fund development of the Outline Business Case, with costs specifically associated with:
- Project Management
  - Data collection and research
  - Legal advice
  - Infrastructure package development
  - Charging regime option development
  - Initial consultation
34. Costs in 2016/17 will be funded from existing Environment & Economy budgets. Costs in 2017/18 and beyond will be funded from reserves, and will be repaid once the scheme is operational.
35. Cabinet is **not** however being asked to endorse the spending in 2018/19 and 2019/20 at this stage, as these are subject to the outline business case to be reported to Cabinet in October 2017.
36. Some of the costs incurred developing the infrastructure package to be funded by the levy may be capitalised if they progress to construction.
37. The assessment and mitigation of any risks and opportunities will be undertaken as part of the Outline Business Case.

### **Stakeholder Engagement and Communications**

38. Effective communication will be critical to securing support for the scheme, and members will have a vital role to play in advocating the proposal if the council agrees to proceed with it at the end of each of the three main phases of work.
39. Some consultation has already taken place including through development of the LTP and ongoing engagement with stakeholders. Engagement with the community will be in three phases, aligned with the phases set out in paragraph 28. The purpose of this engagement will be to shape the charging scheme and the priorities for spending of the levy and secure support from as many employers as possible for the scheme. Based on Nottingham's experience, an employers' forum is likely to be required to provide a focus for these discussions.
40. Residents in the city may be affected by employees attempting to park in residential areas to avoid paying a workplace parking charge. Controlled parking zones surround many of the city's main employment sites already, but

would need to be expanded to ensure residential streets are protected from commuter parking.

41. Oxford City Council supports a WPL in principle and will be a key partner in designing the scheme and engaging local employers. The infrastructure funded through the WPL would play a major part in supporting the growth of the city and the county council will be working closely with city council colleagues to ensure the infrastructure package to be funded through the levy and set out in the OTS supports the emerging Oxford Local Plan, which will guide development in the city to 2036.
42. The LEP and other Oxfordshire district councils will also need to be involved, particularly if the boundary of the scheme extends beyond Oxford City Council's administrative area.
43. As mentioned above, there may also be opportunities to work jointly with Cambridgeshire County Council as they develop their own WPL proposal.
44. It is recognised that some employers in Oxford already charge their employees to park at work and so the impact of developing WPL will need to understand those currently charging will be affected.

## Equalities Implications

45. A Service & Community Impact Assessment (SCIA) was completed for the Local Transport Plan, which included the policy to develop a workplace parking levy for Oxford. This concluded that "*LTP4 policies have been assessed as mainly positive in terms of their impacts on protected characteristics.*"
46. The precise impacts of a WPL will depend on the details of the final charging scheme and the infrastructure package that it funds, both of which may look significantly different from Nottingham's.
47. However, largely positive outcomes are expected because WPL funds will enable a range of major transport projects, which will greatly improve the city's accessibility, particularly by public transport, walking and cycling. This will increase the number and quality of travel options available to the public, particularly for those without access to a car. WPL income may also be used to operate certain services (for example, Park & Ride car parks) free of charge, thereby reducing costs for those using them.
48. A WPL and the transport projects it is able to fund will also have positive benefits for air quality and pollution by helping to reduce congestion and by encouraging more people to travel by public transport, walking and cycling.
49. The main negative outcome might be the additional costs imposed on individuals where employers decide to pass costs on to their employees,

which would have a particular impact on those car commuters with lower incomes.

50. Service & Community Impact Assessments will be carried out as part of the outline and full business cases and reported to Cabinet.

## **RECOMMENDATION**

51. **The Cabinet is RECOMMENDED to approve the overall approach proposed, including the programme at Annex 1, as the basis for further work and to allocate £100,000 from reserves to the development of an outline business case by October 2017.**

BEV HINDLE

Acting Director for Environment & Economy

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November 2016

**To: Scrutiny Committee**

**Date: 28 February 2017**

**Report of: Thames Valley Police and Crime Panel**

**Title of Report: Update on work of the Panel**

## **Summary**

**Purpose of report:** To update the Scrutiny Committee on the work of the Panel

**Key Decision:** No

**Executive lead member:** Cllr Dee Sinclair, Board Member for Community Safety

**Report author:** Cllr Trevor Egleton, PCP Chairman  
Clare Gray, PCP Scrutiny Officer

## **Appendices**

*Appendix 1: Thames Valley Police and Crime Panel Annual Report 2015/16*

## **Background**

The Scrutiny Committee requested a report to update them on the work of the Thames Valley Police and Crime Panel (PCP). The PCP is a scrutiny body, made up of locally elected councillors (most of which have links to their Local Community Safety Partnership) and independent lay members, which exists to scrutinise the Police and Crime Commissioner. The Police Reform and Social Responsibility Act 2011 set up PCPs which are now an essential part of the accountability structures for policing. Panels have an important ongoing scrutiny role to ensure that the electorate can make a fair and balanced judgement on the performance of the Police and Crime Commissioner. PCCs were elected for the first time in November 2012 to make the police more accessible, accountable and transparent to the public; they are now in their second term.

## Update on the work of the Panel

1. The intention of Government was that PCPs would provide a light-touch scrutiny function in holding the PCC to account. Panels do not have the power to directly intervene in a planned activity or decision of the PCC, nor is it within their remit to hold the Chief Constable to account. The PCC is allowed to undertake the following:-
  - Contribute to the development of the PCC's police and crime plan (this was reviewed at our December 2016 meeting and will be implemented in April 2017)
  - Review the PCC's proposed precept (this was reviewed at our February 2017 meeting)
  - Review the PCC's proposed appointments of Chief Constable, Chief Executive and Chief Finance Officer of the Office of the PCC and Deputy PCC. A confirmation hearing for the Deputy PCC was held in December 2016
  - Making reports and recommendations on matters relating to the PCC on which the PCC is obliged to provide a response but not accept
  - An informal role in investigating complaints about non-criminal behaviour of the PCC, without any explicit powers to investigate
  - Making comments on the PCC's Annual Report
2. Despite limited powers a number of PCP's are now actively engaging in proactive scrutiny work. Thames Valley PCP has undertaken this through 'themed' meetings looking at a variety of areas such as taxi licensing, unauthorised encampments, rural crime, victims commissioning, cyber-crime, collaboration arrangements and domestic violence. There are also regular items looking at issues discussed at the PCC's public meetings (where the PCC holds the Chief Constable to account) which includes performance reports and topical issues.
3. The Panel also has a Preventing Child Sexual Exploitation-Sub Committee, a Complaints Sub Committee and Task and Finish Groups looking into the PCC's precept and Police and Crime Plan. The Preventing CSE Sub-Committee was set up following the Bullfinch Case and at the last meeting two Safeguarding Board Chairs attended to discuss current issues around CSE.
4. The Government have just passed the Policing and Crime Act which will increase the PCC responsibilities and probably that of the Panel. The Act enables PCCs to take on the duties and responsibilities of fire and rescue authorities, where a local case is made. Currently our PCC is minded to put forward a business case but there are a number of different models that could be proposed and the PCC will be keeping the Panel updated on this issue. There are also other responsibilities in the Act which includes complaints.
5. Other issues that are currently relevant to the Thames Valley are as follows:-
  - There is currently a review of the police national funding formula and at this stage it is not known what impact the new formula will have.



- Review of local policing – the Chief Constable has changed the model to deliver more efficient and smarter ways of working whilst ensuring that resourcing matches demand and that the right person is deployed to the right job at the right time. He believes that the public should not notice much change but each hub area will have Response, Investigation and Problem Solving Teams.
  - Property Asset Management Plan - aligned to the review of the model for local policing and rollout of mobile ICT, new approaches to neighbourhood policing will be essential to facilitate change which includes a reduction in the neighbourhood office estate e.g. St Aldates Police Station has been identified as a potential future disposal
  - The Panel are hosting a joint event with Buckinghamshire County Council on cyber-crime to look at a consistent way to tackle cyber-crime which does not respect geographic boundaries.
6. The Panel will continue to scrutinise the Police and Crime Plan and the new Plan will be implemented in April 2017. The PCC particularly refers to the significant change in the types of crime the police are dealing with. The Panel can scrutinise the PCC through his Delivery Plan and his key objectives in the Plan. He has selected five themes for his strategic priorities as follows:-
- Vulnerability
  - Prevention and Early Intervention
  - Reducing Reoffending
  - Serious Organised Crime and Terrorism
  - Police Ethics and Reform
7. As an example of our work programme at our next meeting on 7 April, the Panel has asked the PCC to present his new Delivery Plan and give an update on roads policing and the Local Criminal Justice System as there is a reciprocal duty for the PCC and certain criminal justice bodies to co-operate in ensuring an efficient and effective criminal justice system.

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**List of background papers:** None - all documents are published on the South Bucks District Council website.

**Version number:** 1.0

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# Thames Valley Police & Crime Panel



## Annual Report 2015/16

The Thames Valley Police & Crime Panel is currently hosted by South Bucks District Council on behalf of all 18 local authorities in Thames Valley.

It is a joint committee of all 18 local authorities, consisting of a representative from each and two independent co-opted members.

It can be contacted via the address below:

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The Police & Crime Commissioner for Thames Valley is Anthony Stansfeld.

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## Contents

Chairman's Introduction: 4

---

### Introduction:

---

- The Role of the Police & Crime Commissioner 5

---

- The Role of the Police & Crime Panel 6

---

- Members of the Panel 6

---

### Work to-Date:

---

- Reflections of our Panel Members 7

---

- Achievements 10

---

- Looking to the Future 11

## Chairman's Introduction

I am proud to introduce the fourth annual report of the Thames Valley Police and Crime Panel. Since the Panel's inception in November 2012 I feel that we have made substantial progress in the way that the Panel works to both challenge and support the Police and Crime Commissioner for the Thames Valley. This is largely due to the hard work and dedication of my fellow Panel Members.

This will be the fourth year of the Panel's operation and also the end of the first tenure of office for the Police and Crime

Commissioner. Having established good working relationships amongst Panel Members, with the new Chief Constable and the Police and Crime Commissioner and with robust procedures in place the Panel have demonstrated their part in the accountability structures for policing and community safety. Commissioners are here to stay for the immediate future and are powerful elected figures who are accountable to their communities. They have provided an impetus to reform, innovate and deliver policing more efficiently and will focus relentlessly on the job of cutting crime and keeping people safe. The Panel will continue to ensure that there is robust scrutiny of the Commissioner on his performance and effectiveness. The Panel will also continue to support the Commissioner by encouraging Local Authorities and partner organisations to work with him for the benefit of residents of the Thames Valley.

I feel that we have achieved a lot in this past year. At a recent national conference this Panel was highlighted for the work they have carried out on the scrutiny of a series of themed items and for the work of our Budget Task and Finish Group which looks at the Police and Crime Commissioner's proposed budget and Council Tax precept. The Panel utilised their scrutiny skills to ensure that the Commissioner's proposed council tax precept increase of 1.99% was required to deliver a balanced budget and maintain frontline services.

The themed items that have been explored with the PCC included Victims Commissioning, Cyber Crime, taxi licensing and domestic violence. External witnesses were invited to speak at the Panel to gain an understanding of partner views on performance from across the Thames Valley. I would like to take this opportunity to thank them for their input into the Panel's work. A new Sub-Committee was set up last year to support, monitor and scrutinise the PCC on preventing and taking action with regard to child sexual exploitation and to provide assurance to Panel Members.

There are still challenges for the Panel in relation to its limited powers and resources, particularly in dealing with increasingly difficult issues such as cyber crime, child sexual exploitation and radicalisation. There is still some further work to do in terms of engaging with residents and key stakeholders and the Complaints Sub-Committee continues to consider non-criminal complaints against the PCC and his Deputy. However the Panel continues to build on the healthy, effective and challenging relationships with the PCC which is essential for local communities who rely on fair accountability for excellent police services. This fourth annual report highlights the work and achievements of the past year and draws out some of the key areas of work that the Panel will be examining over the forthcoming year.



**Cllr. Trevor Egleton**



## The Police & Crime Commissioner

The Police and Crime Commissioner for the Thames Valley, Anthony Stansfeld, has formally been in post since 22 November 2012.

## The Police & Crime Plan

The Police & Crime Commissioner sets out in a Police & Crime Plan his objectives for his four year term of office. This document is of great importance to the Police & Crime Panel as a point of reference in fulfilling its duty to scrutinise and review the actions and decisions of the Police & Crime Commissioner.

## The Thames Valley Police Delivery Plan

The Delivery Plan is Thames Valley Police's operational plan. It describes how the Force will address its objectives. It is of interest to the Panel because it is a reflection of the Police & Crime Commissioner's Police & Crime Plan. The Delivery Plan should be clearly aligned with the objectives of the Police & Crime Plan.

## The PCC's strategic objectives

The Police and Crime Commissioner Strategic Objectives are set out below :-

- Cut crimes that are of most concern to the public and reduce reoffending
- Protecting vulnerable people.
- Work with partner agencies to put victims and witnesses at the heart of the criminal justice system.
- Ensure Police and Partners are visible, act with integrity and foster the trust and confidence of communities.
- Communicate with the public to learn of their concerns, help to prevent crime and reduce the fear of crime.



**Anthony Stansfeld**, Police and Crime Commissioner for the Thames Valley

- Protect the public from serious organised crime, terrorism and internet based crime.

The PCC Annual Report 2014/15 highlights a number of achievements as follows:-

- Reductions in overall crime
- Domestic burglary now at a 40 year low
- Rural crime has reduced by 19% (National Farmers Union Mutual Figures)
- Allocated £1.9m to support victims and witnesses in 2014/15.
- Local Mental Health Crisis Care Concordats have been signed throughout the Thames Valley.
- Multi-Agency Safeguarding Hubs have now been set up in the Thames Valley.
- Awarded grants worth over £187,000 from the Police Property Act Fund.
- Delivered £13.1m of planned cash savings in 2014/15.



## The Role of the Police & Crime Panel

The Thames Valley Police and Crime Panel examines and reviews how the Police and Crime Commissioner for the Thames Valley carries out his responsibilities to ensure that Thames Valley Police runs efficiently and effectively. In addition to this the Panel has a role to play in supporting the Commissioner in his work.

This year the Panel has:-

- Set up a Preventing Child Sexual Exploitation Sub Committee which is attended by the PCC, Force and external witnesses. Members have particularly focused on the Multi Agency Safeguarding Hubs and have visited the MASH in Oxford.
- Handled non-criminal complaints against the Police and Crime Commissioner through regular meetings of its Complaints Handling Sub-Committee and receives updates from the PCC's Complaints, Integrity and Ethics Panel.
- Reviewed the Police and Crime Commissioner's proposed Council Tax precept for the financial year and the PCC's Annual Report .
- Held themed meetings and looked in detail at Victims Commissioning, Cyber Crime, Taxi Licensing and Domestic Violence.



- Held a Confirmation Hearing for the extension of

the contract for the Deputy PCC, had a presentation from the Chairman of the Joint Independent Audit Committee and the Programme Manager of the Local Criminal Justice Board.

## Members of the Panel

In the Thames Valley, there is one councillor from each of the councils in the area, meaning that there are eighteen on the Panel. They are joined by two independent co-opted members, recruited through a competitive process. The independent co-opted members have the same status and rights as the other Panel Members.

Each of the 18 councils below has its own process for appointing its representative on the Police & Crime Panel and the representatives for 2015/16 were:-

- Aylesbury Vale District Council— Angela Macpherson
- Bracknell Forest Council—Iain McCracken
- Buckinghamshire County Council— Patricia Birchley
- Cherwell District Council— George Reynolds
- Chiltern District Council—Emily Culverhouse
- Milton Keynes Council— Margaret Burke
- Oxford City Council— Dee Sinclair
- Oxfordshire County Council—Kieron Mallon
- Reading Borough Council—Tony Page
- Royal Borough of Windsor & Maidenhead Council - Jesse Grey
- Slough Borough Council—Sabia Hussain
- South Bucks District Council—Trevor Egleton
- South Oxfordshire District Council—Ian White
- Vale of White Horse District Council—Chris McCarthy
- West Berkshire Council— Quentin Webb
- West Oxfordshire District Council—Robert Courts
- Wokingham Borough Council—Bob Pitts
- Wycombe District Council— Julia Adey

The two independent co-opted members were:

- Curtis James Marshall
- Julia Girling

## Reflections of our Panel Members

Each Panel member was asked about what they felt the biggest successes and challenges were over the course of the past year for the Police and Crime Panel. Their reflections on the year can be viewed over the coming pages:



### **Councillor Angela Macpherson**

**Success and challenges**—The challenge is to really ask probing scrutiny questions at the Panel and to have actions from each agenda item that we can monitor. If resources are an issue we need to be very careful about how many Sub-Committees are being set up.

### **Councillor Iain McCracken**

As Chairman of the Budget Task and Finish Group I would like to thank my Panel colleagues and the Officers of the OPCC and TVP for the information they have provided and responding to our detailed questioning. Our recommendation to the full Panel was to approve the proposed precept. I am pleased to say that the work of this Group has been highlighted as good practice at a recent national conference for Panels. One of the challenges has been supporting the PCC when dealing with the new Funding Formula to ensure there is no adverse disproportionality to the Thames Valley. As Chairman of the new CSE Sub Committee my comments are included on page 10 of this report.



### **Councillor Patricia Birchley**

**Successes**— Thames Valley Police is taking an important lead in revealing the extent of cyber crime which affects business and individuals alike. Children too can be victims and we need the public to be warned against this activity.

**Challenges**— The PCC work on prevention of terrorist activity is also vital if we are to keep our country safe for future generations.



### **Councillor George Reynolds**

**Successes**— We continue to scrutinise the PCC and he is always very willing to attend the meeting and explain his and the Forces actions

**Challenges**— To ensure Members continue to attend and ensure that the PCC is open and willing to explain any problems regarding police and crime issues and the solutions to them.



### **Councillor Emily Culverhouse**

**Successes** - As a new Member the work of the Panel has been a steep learning curve which I have enjoyed, particularly being Chairman of the Complaints Sub-Committee. As well as considering non-criminal complaints against the PCC we have submitted a response to the Government on the recent consultation on complaints against PCCs. In terms of the Panel I am eager to look into the prevention cyber crime in more detail. **Challenges** – One of the challenges of the Sub-Committee is the number of vexatious complaints that are still being received and for the Panel as a whole the amount of information and paper is rather onerous. Ways to receive information are being explored to make digesting the information more manageable enabling more effective scrutiny on targeted areas.



### **Councillor Margaret Burke**

I am interested in the Government's post legislative scrutiny of the Act in relation to the powers of the Panel as I feel that currently it is difficult to challenge the PCC effectively and not stray into operational areas which is required in order to understand if the PCC is effectively holding the Chief Constable to account.



## Reflections of our Panel Members



### Councillor Dee Sinclair

**Successes**— The themed meeting on Taxi Licensing was well received and informative with recommendations for the PCC and all TV authorities to consider

**Challenges**— The continuing reduction in funding will remain challenging particularly in urban areas with the highest crime levels. Following the PCC elections it is clear there remains no clear understanding of the role for many and we need to improve that.



### Councillor Kieron Mallon

**Successes**—The successful introduction of Multi Agency Safeguarding Hubs and reducing the risk of domestic abuse whilst giving victims the confidence to report crimes of violence

**Challenges** The potential rise of radicalism within the Thames Valley and the un-reporting of so called 'honour' based crimes



### Councillor Tony Page

**Successes and Challenges**—At a time of increasing cuts to police and local government budgets the Panel will have an important role in holding the PCC to account in protecting front-line and neighbourhood policing.



### Councillor Jesse Grey

**Successes**—Maintaining the support for the Community Safety Partnership

**Challenges**—That the level of support for Community Safety Partnerships and community policing may be challenged in difficult financial times.



### Councillor Sabia Hussain

As I am still a new Member appointed at the end of this year I am learning about the role of the Panel. However I believe it has an important influence in sharing good practice in partnership across the Thames Valley region and an example of this was visiting the MASH and using this learning for the benefit of others and my own Council. One of the challenges is the difficulties of addressing modern crime with limited resources and the importance of supporting and challenging the PCC to ensure that he and partners achieve the best outcomes for local communities.



### Curtis James Marshall Independent Member

**Successes and Challenges**—Coming together as Members and working with the PCC to consider what the best outcomes might look like in times of austerity and doing more with much less has been a challenge, but ultimately I think has worked.



### Julia Girling Independent Member

**Successes**—Bringing key topics such as Child Sexual Exploitation, Rural Crime, Female Genital Mutilation and Taxi Licensing to the table, and voicing the concerns of the public.

**Challenges**— Convincing the general public that the panel is effective.



## Reflections of our Panel Members



### Councillor Ian White

**Successes and Challenges**—Since first taking office, the PCC has brought innovation resulting in major improvements in our Policing against a background of significant cuts. The introduction of the Multi Agency Support Hubs (MASH) has greatly enhanced child safeguarding and this will develop further. Our role as Panel Members provides support through scrutiny and challenge on behalf of members of the public and I am proud to represent them on the Panel. Looking to the future, there will be challenges and we will work with the PCC to meet these ensuring that the right priorities are set whilst maximising value for money."



### Councillor Chris McCarthy

**Successes** – One of the successes of the Panel is its themed item which scrutinises the PCC on his wider community safety and local resilience responsibilities and does this through questioning the PCC and external witnesses and obtaining a Thames Valley wide view which is of benefit and learning to all Councils. **Challenges** – One of the challenges is engaging the public across such as a wide area such as Thames Valley. We have been criticised in the past for looking at operational issues but it is important to look behind the Strategy sometimes in order to effectively scrutinise and to look at items in a way that engage the public.



### Councillor Quentin Webb

**Successes**- Having a very good working relationship with the Commissioner and good engagement with the Chief Constable. The co-operation of effective partnerships.  
**Challenges**- Raising public awareness of the role of Commissioner, cyber-crime needs higher profile and resources and making the Panel as effective as possible within the current legislative framework



### Councillor Robert Courts

**Successes**— the close and effective working relationship between the PCC and the Panel is apparent. We work not only to hold the PCC to account, but to ensure that information is fed from us to him and from him down to the communities we represent.  
**Challenges**— ensuring that the public understand the role of the PCC and the value the role brings to policing, as well as ensuring that the PCC works with the Community Safety Partnerships in tackling areas of emerging concern, such as cyber crime.



### Councillor Bob Pitts

**Success and challenges**—As a new member of the panel, I have been impressed with the way it works and also how they bring themselves up to speed with an ever changing set of events. I believe one of the most important things this year has been the setting up of the CSE Sub Committee together with a themed item on Cyber crime . The challenge is keeping on top of these issues. CSE seems to appear regularly in the news and Cyber crime has no physical boundaries.



### Councillor Julia Adey

**Successes**—Themed meetings and particularly the visit to the Oxford MASH in raising members awareness for working within their own Councils.  
**Challenges**— Keeping down expenditure whilst still achieving best results

## Achievements 2015/16

**Budget**—The Panel undertook its annual review of the Police and Crime Commissioner’s proposed budget and Council Tax precept on 29 January 2016. In the build up to this meeting a small Task and Finish Group chaired by Iain McCracken met on two occasions to discuss the budget papers in detail and in so doing identified a number of questions for the Commissioner. The whole Panel then accepted the Task and Finish Groups report and following discussions agreed the precept. The impact of a new Funding Formula is of concern but updates will be given to the Panel from the OPCC at each Panel meeting.

**Child Sexual Exploitation**—Two meetings have been held since the Sub-Committee was set up in July.



The Chairman Iain McCracken has commented ‘this has been the first year of operation where Members have met with the PCC and the Force from which a series of suggested recommendations have been made aimed at spreading good practice across the Thames Valley . This is a difficult subject because of the a wide range geographical area that is Thames Valley and the different forms that CSE can take so it was important to take a general approach at the start and to develop a focussed/investigative approach as the work develops. CSE needs to remain a priority and one of the areas the Sub-Committee has looked at is effective MASH models, identifying good practice from those already operating in the area. Members visited the Oxfordshire MASH and the Kingfisher Unit as part of this work. Most of the MASH in the Thames Valley are now well established and are experiencing an increase in workload and the Bucks MASH has now

expanded their services to help adults”.

**Themed Meetings** as follows:-

**Victims Commissioning** the PCC now has responsibility for local commissioning of victims services including Restorative Justice. The Policy Manager and the PCC answered questions on a number of areas including governance, consistency of service and engagement with the public and hard to reach groups. There was a discussion about witness support and the correlation that good police support often meant the evidence given by witnesses at court was better. This was raised when the Programme Manager for the Local Criminal Justice Board (LCJB) attended a Panel meeting.

**Cyber Crime**—representatives from the Force gave a presentation on cyber crime. Panel Members asked questions to the PCC and the Force about reporting cyber crime, building expertise to address cyber crime in the Force and using every opportunity to raise awareness of cyber crime. The Panel would like to set up a Working Group in this area but this is dependent on resources. [www.getsafeonline.org](http://www.getsafeonline.org)

**Taxi Licensing** — Licensing Managers from Oxford City, Chiltern & South Bucks and Reading attended this meeting and the discussion centred around regulation, information sharing and safeguarding. A number of recommendations were made including part funding a dedicated officer, further improvements to information sharing and for the PCC to use his influence to change national standards of regulation.

**Domestic Violence** - Romy Briant MBE (Reducing the Risk Charity) and the Community Safety Manager (Bucks County Council) attended the Panel to discuss areas of good practice across the Thames Valley. Recommendations included ensuring a consistent approach to Domestic Violence and protecting and looking at long term funding for the service. As the PCC was now the Chairman of the LCJB he would have further influence on improving the use of Orders and Notices to help protect the victim.

## Looking to the Future 2015/16

Following elections, the PCC will be working towards his new Police and Crime Plan which will be a priority for the Panel to scrutinise as this impacts directly on residents. The Panel also will be continuing to have themed meetings and will be looking at the relationship between the PCC and Partnerships, including collaboration with other services. One themed item will be to look at illegal traveller sites to ensure there is a consistent approach across the Thames Valley.

Association of PCC 's wordle



There is a **Policing and Crime Bill** which will have a big impact on the role of the PCC which includes closer collaboration with the emergency services and other areas such as playing a greater role in the handling of complaints and also in the wider criminal justice system.

The Panel responded to two consultations this year which will have an impact in the future. The first consultation was the Committee for Standards of Public Life looking at the leadership, ethics and accountability in policing who made recommendations to improve governance issues. The Panel will need to ensure that these recommendations are implemented. The second consultation was on the complaints process for Police and Crime Panels which may give them more powers in dealing with non-criminal complaints.

This will be a challenging year with possible changes

from the Bill and also looking at any proposed changes with regard to the national funding formula and the impact this will have on the Thames Valley. Some of the challenges still remain the same but we are trying to find ways to improve these areas. The Chairman and Scrutiny Officer have attended two Conferences in 15/16 to look at good practice and will also be visiting Panels in other areas to observe how they undertake scrutiny.

**Engaging with residents and key stakeholders-** The Thames Valley is the largest non-metropolitan police force area in England, which provides difficulties in terms of the public accessing Panel meetings on a regular basis although there is a public question time.

- **Complaints-** The Panel, through it's Complaints Sub-Committee is responsible for all non-criminal complaints directed against the Police and Crime Commissioner, including conduct matters. A number of the complaints the Sub-Committee receives are still historical but hopefully the Government will propose a new and improved process. The Sub-Committee has met four times this year.

- **Access to timely performance information-** The Panel has six-monthly performance reports and question the PCC on any areas of concern. The Chairman and Scrutiny Officer also attend the PCC's Policy, Planning and Performance meeting and report back to the Panel. The HMIC reports also provide invaluable information.

For further information on the Panel  
<http://www.buckscc.gov.uk/about-your-council/scrutiny/thames-valley-police-and-crime-panel/>

For Panel Meetings  
<https://democracy.buckscc.gov.uk/mgCommitteeDetails.aspx?ID=751>

For Twitter [@ThamesValleyPCP](https://twitter.com/ThamesValleyPCP)

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Performance Summary  
Scrutiny Committee

Green = target met  
Amber = within tolerance  
Red = outside tolerance

Trends compare relative performance with  
Prd: previous month  
Prev Year End: previous March  
Year on Year: the same period from the previous year

Dec-2016

| Measure                                   |   | Owner         | Result 2015/16 | Latest Data |            | Year End Target 2016/17 | RAG | Trends |               |              | Comments  |
|---|---|---------------|----------------|-------------|------------|-------------------------|-----|--------|---------------|--------------|---|
| Ref                                       | Description   |               |                | Target      | Result     |                         |     | Prd    | Prev Year End | Year on Year |   |
| <b>An Efficient and Effective Council</b> |   |               |                |             |            |                         |     |        |               |              |   |
| 157                                       | BI002a: The number of training places and jobs created as a result of Council investment and leadership       | Nigel Kennedy | 466 Number     | 0 Number    | 122 Number | 470 Number              | G   | →      | ↓             | ↓            | Awaiting new data. It will be available next month  |
| BI002b                                    | BI002b: The number of Council apprenticeships created through Council investment for those who live in Oxford | Simon Howick  | 22 Number      | 0 Number    | 31 Number  | 15 Number               | G   | →      | ↑             | ↑            | 31 apprentices as at 31st December 2016. Four have now completed, one has not had their probation extended and one vacancy out to market at present   |
| CS001                                     | CS001: The % of customers satisfied at their first point of contact   | Helen Bishop  | 81.95%         | 82.00%      | 88.24%     | 82.00%                  | G   | ↑      | ↑             | ↑            | Customer satisfaction results in December achieved 90.17% satisfaction. This has increased our year to date to 88.24%.<br><br>TELEPHONE: 1184 telephony customers (9% of our answered calls) provided feedback and rated satisfaction at 99.32%. 33 |

|         |   |               |              |                  |                  |                  |   |   |   |   |  |
|---------|---|---------------|--------------|------------------|------------------|------------------|---|---|---|---|--|
|         |   |               |              |                  |                  |                  |   |   |   |   | face to face customers rated satisfaction at 93.94%.<br><br>WEB: 360 customers surveyed the Web and rated satisfaction at 59.72%, a slight decrease to November results.<br>Positive comments about our web pages were on recycling at Christmas, booking bulky waste collections, volunteering campaign and information about Gloucester Green market and Port Meadow. Negative comments were mainly around the Contact Us page which is under review, paying a parking fine, reporting missed bins and view/comment on planning applications |
| FN033   | FN033: Delivery of the council's cost savings and income targets        | Nigel Kennedy | Not Recorded | 1,318,500 Number | 1,315,000 Number | 1,758,000 Number | A | ↗ |   |   | Efficiency savings on target for the full year, and some of these have been achieved in full in the first quarter to show a positive position at this point  |
| WR001   | WR001: Number of people moved into work by the Welfare Reform Programme | Paul Wilding  | 45 Number    | 29 Number        | 48 Number        | 39 Number        | G | ↗ | ↗ | ↗ | We exceeded our annual target by the end of November 2016  |
| BIT091i | BIT019i: % all contact carried out online                               | Helen Bishop  | 26.3%        | 29.1%            | 32.6%            | 30.0%            | G | ↗ | ↗ | ↗ | Online transactions dropped significantly in December (-22.7% or 1,500 transactions) but was matched by a larger fall in calls (-27.9% or 5,380 calls) than in November. The result was a net increase in the proportion of  |

|        |   |               |             |            |             |            |   |   |   |   |  |
|--------|---|---------------|-------------|------------|-------------|------------|---|---|---|---|--|
|        |   |               |             |            |             |            |   |   |   |   | transactions online in-month to 35.04%, with year to date performance of 32.6%   |
| BIT021 | BIT021: Number of authorised procurement practitioners in Service Areas | Caroline Wood | 22 Number   | 22 Number  | 31 Number   | 35 Number  | G | → | ↗ | ↗ | 31 Practitioners have completed the programme  |
| CE001  | CE001: Car Park income received against target for the year             | Roy Summers   | £7,307,609  | £5,618,695 | £5,637,368  | £6,339,738 | G | ↗ | ↘ |   | Parking income continues to exceed budget, with the overall account £19k over budget expectation. Most car parks are performing well with the exception mainly being in the north of the city, as these car parks were negatively affected by the prolonged engineering works  |
| CE002  | CE002: Commercial property income received against target for the year  | Jane Winfield | £11,702,773 | £6,660,000 | £11,091,060 | £9,000,000 | G | ↗ | ↘ | ↗ | This figure is the total amount of all invoices raised for the current year in respect of the commercial portfolio.<br>Whilst Finance can provide a figure for income received which includes VAT, they are not currently able to provide a figure for income excluding VAT  |
| CH001  | CH001: Days lost to sickness  | Simon Howick  | 6.81 days   | 4.50 days  | 5.65 days   | 6.00 days  | R | ↘ | ↗ | ↘ | The Council has experienced high levels of short term sickness absence during December with 39% short term absence being accounted for by the categories "Infections, inc. cold/flu" and "chest and respiratory infections". The long term sick employees continue to be actively managed in accordance with the Attendance Management |

|              |   |                |                |                 |                 |                 |   |   |   |   |   |
|--------------|---|----------------|----------------|-----------------|-----------------|-----------------|---|---|---|---|---|
|              |   |                |                |                 |                 |                 |   |   |   |   | Programme.  |
| CS025        | CS025: Percentage of Business Rates Collected   | Tanya Bandekar | 98.32%         | 84.00%          | 84.94%          | 99.00%          | G | ↗ | ↘ | ↗ | Dec was another successful month for Business Rates collection with 9.65% of the 16/17 collectable debit being recovered in the month. By 31/12 collection rate had moved on to 84.94%. This is up on the profiled target of 84% and on last year's equivalent of 84.18%          |
| CS054        | CS054: Time taken to determine DHP applications   | Paul Wilding   | 7 Working Days | 10 Working Days | 10 Working Days | 10 Working Days | G | ↗ | ↘ | ↘ | Our proactive campaign to contact and offer support to all Oxford tenants we expected to be hit by changes to the benefit cap meant that we promptly assessed all new benefit cap DHP applications in December. We took an average 4.1 days to assess DHP applications this month |
| 160<br>LG002 | LG002: Achieve the electoral registration household registration rate                       | Lindsay Cane   | 96.90%         | 0.00%           | 0               | 96.00%          | G | → | ↘ | ↘ | This target produces a single result which is reported at January 2017  |
| LP187        | LP187: Effective delivery of the capital programme: >80% of development milestones achieved | Ian Brooke     | 86%            | 86 %            | 88%             | 86 %            | G | → | ↗ | ↗ | We are on track and made the critical planning application for Horspath as a key milestone  |
| BV009        | BV009: Percentage of Council Tax collected  | Tanya Bandekar | 97.61%         | 85.00%          | 85.60%          | 98.20%          | G | ↗ | ↘ | ↗ | The recent improvement in Council Tax collection continued into December. At 31/12 collection rate of the 16/17 charge had reached 85.06%. This is up on  |

|       |  |              |        |        |        |        |   |   |   |   |   |
|-------|--|--------------|--------|--------|--------|--------|---|---|---|---|---|
|       |  |              |        |        |        |        |   |   |   |   | both the profiled target (85%) and last year's equivalent (85.03%). We are now receiving regular weekly payments from the two Bailiff companies appointed under the Enforcement contract and this has undoubtedly helped collection rates for both Council Tax and Business Rates   |
| CS003 | CS003: Customers getting through first time on Councils Main Service lines | Helen Bishop | 91.50% | 95.00% | 93.12% | 95.00% | R | ↗ | ↗ | ↘ | <p>- Performance: 13,873 calls were offered into the Contact Centre in the month which was 5380 calls less than November and 2291 calls less than the same period last year. Call volumes reduced as we moved towards the Christmas period and there were also 2 bank holiday days throughout the month which impacted the volumes. We answered 13331 of them (96.09%) and we are now tracking at 93.12% YTD. We generally saw a decrease in calls in December across all services.</p> <p>- Face to Face Service: St Aldates saw 1785 customers in December and Templar Square 884, an overall decrease of 525 customers compared to last month (mainly at St Aldates) as Templar Square was shut between Christmas and New Year. Compared to the same period last year the number of visits increased by 597. Housing</p> |

|       |                               |              |              |            |            |            |   |   |  |  |  |
|-------|-------------------------------|--------------|--------------|------------|------------|------------|---|---|--|--|--|
|       |                               |              |              |            |            |            |   |   |  |  | <p>Benefit saw the most enquiries this year to date with 37% of visits followed by Housing Register 20%, Council Tax 14% and Landlord Services visits 6%. 99.3% of customers who had an appointment were seen within 5 minutes of arrival and we are now tracking at 98.6% YTD.</p> <p>- Recruitment: We have 3 full time posts which we advertised in November and interviewed in December. We offered against all 3 posts and 2 people will be starting in January. Unfortunately 1 of the people who accepted subsequently decided not to join us so we will be going back out to advert for this post.</p> <p>- ICT: System issues have continued to cause downtime with 40 hours of CSOs time lost in December, 30 hours less than November but still around quarter of an FTE. After the success we had testing desktops with SSD functionality we started to roll out laptops to CSOs. We have 3 additional CSOs now set up and have another 7 currently in progress throughout January</p> |
| LP208 | LP208: Town Hall Income       | Ian Brooke   | Not Recorded | £440,000   | £543,564   | £582,000   | G | ↘ |  |  | £179k up on target   |
| WR002 | WR002: Customers supported to | Paul Wilding | Not Recorded | 162 Number | 144 Number | 234 Number | R | ↗ |  |  | We will remind the casework team of the need to record these   |

|                               |   |               |              |            |            |            |   |   |   |   |   |
|-------------------------------|---|---------------|--------------|------------|------------|------------|---|---|---|---|---|
|                               | remove barriers to employment   |               |              |            |            |            |   |   |   |   | outcomes, as there is a recording issue here.<br><br>With the new benefit cap changes, a growing proportion of the team's caseload is also new, and there has not been time to achieve results with customers   |
| WR003                         | WR003: Customers supported to improve financial capability                                      | Paul Wilding  | Not Recorded | 75 Number  | 71 Number  | 100 Number | A | ↗ |   |   | We will remind the casework team of the need to record these outcomes, as there is a recording issue here.<br><br>With the new benefit cap changes, a growing proportion of the team's caseload is also new, and there has not been time to achieve results with customers  |
| <b>Cleaner Greener Oxford</b> |   |               |              |            |            |            |   |   |   |   |   |
| ED002                         | ED002: Implementation of measures to reduce the city council's carbon footprint by 5% each year | Paul Robinson | 637 Tonnes   | 180 Tonnes | 157 Tonnes | 248 Tonnes | A | ↗ | ↘ | ↘ | Town Hall Gas savings shifting boiler start up times to an hour later each morning (estimated saving of 72,800kWh = 13tCO2 per year)<br>Lighting upgrade case for Jubilee77 Community Centre developed to provide improved lighting to new occupants(likely completion Apr17 though).<br>Energy Bureau savings/avoided utilities spend: For the period 1 April to 31 December 2016, there were 159 closed queries with a combined saving total of £111,600. |



|        |   |             |              |            |            |              |   |   |   |   |   |
|--------|---|-------------|--------------|------------|------------|--------------|---|---|---|---|---|
|        |   |             |              |            |            |              |   |   |   |   | Synapsys energy monitoring system at St Aldates Chambers is being prepared for install late January. Will provide much finer grained energy monitoring data per floor |
| NI191  | NI 191: The amount of non-recyclable waste produced in the city per household decreases each year | Geoff Corps | 409.50 kgs   | 318.20 kgs | 289.59 kgs | 423.00 kgs   | G | ↓ | ↑ | ↑ | Lots of work is being carried out to reduce refuse waste and increase recycling across the city   |
| NI192  | NI192: Household waste recycled and composted (YTD)   | Geoff Corps | 46.90%       | 46.60%     | 49.77%     | 47.50%       | G | ↓ | ↑ | ↑ | Lots of work is being carried out to reduce refuse waste and increase recycling across the city   |
| LP205  | LP205: Number of environmental enforcement activities   | Ian Brooke  | Not Recorded | 900 Number | 611 Number | 1,200 Number | R | ↑ |   |   | The figures are still slightly below. Operations planned for next year. However emphasis is on problem solving  |
| NI195a | NI195a: Percentage of streets with litter levels that fall below Grade B (YTD)                    | Geoff Corps | 0.00%        | 1.75%      | 0.00%      | 1.75%        | G | → | → | → | Year to date 0 out of 720 streets inspected were below grade B. In December none of the 80 streets were below grade B   |
| NI195b | NI195b: Percentage of streets with detritus levels falling below Grade B (YTD)                    | Geoff Corps | 0.42%        | 3.00%      | 0.00%      | 3.00%        | G | → | ↑ | ↑ | Year to date 0 out of 720 streets inspected were below grade B. In December none of the 80 streets were below grade B   |
| NI195c | NI195c: Percentage of streets with Graffiti levels falling below                                  | Geoff Corps | 0.21%        | 1.00%      | 0.00%      | 1.00%        | G | → | ↑ | ↑ | Year to date 0 out of 720 streets inspected were below grade B. In December none of the 80 streets were below grade B   |

|                             |  |            |              |       |       |         |   |   |   |   |  |
|-----------------------------|--|------------|--------------|-------|-------|---------|---|---|---|---|--|
|                             | Grade B (YTD)  |            |              |       |       |         |   |   |   |   |  |
| <b>Meeting Housing Need</b> |  |            |              |       |       |         |   |   |   |   |  |
| PR002                       | PR002: Proportion of appeals allowed % on major developments averaged over 2 years                   | Patsy Dell | Not Recorded | 0 %   | 40%   | Not Set | R | → |   |   | Over the past 2 years, the Council has had 5 major planning applications decided by the Planning Inspectorate. Of these appeals, 3 were dismissed and 2 allowed equating to 60% of major appeals being dismissed, 40% being allowed.<br>Planning & Regulatory Services are reviewing how planning appeals are managed and decisions analysed so that more informative data can be reported to Councillors and lessons from decisions used to improve performance |
| NI157a                      | NI 157a: Processing of planning applications as measured against targets for major application types | Patsy Dell | 74.0%        | 70.0% | 71.0% | 70%     | G | ↘ | ↘ | ↗ | Measure is reporting on target   |
| Ni157b                      | NI 157b: Processing of planning applications as measured against targets for minor application types | Patsy Dell | 66.0%        | 70.0% | 69.0% | 70%     | A | ↘ | ↗ | ↗ | The number of applications determined exceeded the number received and represents a reduction in the application backlog   |
| NI157c                      | NI 157c: Processing of planning  | Patsy Dell | 68.0%        | 80.0% | 89.0% | 80%     | G | ↗ | ↗ | ↗ | The actual number of other applications determined this month exceeded the number of   |

|                                      |  |             |              |              |               |              |   |   |   |   |   |
|--------------------------------------|--|-------------|--------------|--------------|---------------|--------------|---|---|---|---|---|
|                                      | applications as measured against targets for other application types   |             |              |              |               |              |   |   |   |   | applications received. However, the applications determined included some older applications which has reduced the percentage determined within the target. Action is being taken to eliminate the historic backlog of old applications                       |
| <b>Strong and Active Communities</b> |  |             |              |              |               |              |   |   |   |   |   |
| LP119                                | LP119: The number people taking part in our youth ambition programme   | Ian Brooke  | 6,640 Number | 4,700 Number | 4,740 Number  | 5,500 Number | G | ↗ | ↘ | ↗ | December is a typically quieter month for the programme with colder, wetter weather and Christmas.<br><br>The programme is on track though in line with its profiled target   |
| NI008                                | NI008: The % increase in the number of adults taking part in sport as measured by Sport England's Active People Survey | Ian Brooke  | 31.5%        | 31.8%        | 31.8%         | 31.8%        | G | → | ↗ | ↗ | This measure is no longer being effectively used by Sport England. It is being shortly replaced   |
| PC027                                | PC027: Increase the Number of people engaging with the Council's social media accounts                                 | Carl Welham | 2,500 Number | 420 Number   | 73,390 Number | 420 Number   | G | ↘ | ↗ | ↗ | This measure records the number of people following our various media accounts.<br>We are no longer including the accounts run by Fusion or other partners as Oxford City Council accounts within this performance measure.<br><br>We have changed the social |

|  |  |                 |              |              |              |              |   |   |   |   |  |
|--|--|-----------------|--------------|--------------|--------------|--------------|---|---|---|---|--|
|  |  |                 |              |              |              |              |   |   |   |   | media page on our website to reflect this:<br><a href="http://www.oxford.gov.uk/socialmedia">www.oxford.gov.uk/socialmedia</a>   |
| PC004                                  | PC004: Grow level of active participation in dance through programme of events | Claire Thompson | 9,485 Number | 3,200 Number | 6,904 Number | 7,200 Number | G | → | ↘ | ↗ | No delivery activity in December. The greatest engagement across the year takes place in March with the 10-day Spring Dance Festival   |
| <b>Vibrant and Sustainable Economy</b> |  |                 |              |              |              |              |   |   |   |   |  |
| BI001                                  | BI001: The % of Council spend with local business                              | Caroline Wood   | 64.90%       | 52.00%       | 37.90%       | 52.00%       | R |   | ↘ | ↘ | Local spend has dropped to 37.9%. This figure does not include any local spend under the Tower Block contract as no data has been received for some months now despite chasing. The spend data is influenced by any local spend that is commissioned by prime contractors but without visibility of this and with capital projects not progressing this has had a diverse effect on the target |

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## MINUTES OF THE SCRUTINY COMMITTEE

**Monday 30 January 2017**



**COUNCILLORS PRESENT:** Councillors Gant (Chair), Chapman, Coulter, Fry, Henwood, Pegg, Simmons, Taylor, Tidball, Wilkinson and Lygo.

**BOARD MEMBERS PRESENT:** Councillor Christine Simm (Board member for Culture and Communities), Councillor Linda Smith (Board Member for Leisure, Parks and Sport) and Councillor Susan Brown (Board member for Customer and Corporate Services)

**INVITEES AND OTHER MEMBERS PRESENT:**  
Mr Nigel Gibson

**OFFICERS PRESENT:** Caroline Green (Assistant Chief Executive), Ian Brooke (Head of Community Services), Lucy Cherry (Leisure and Performance Manager), Julia Tomkins (Grants & External Funding Officer), Paul Robinson (Energy and Natural Resources Team Manager), Andrew Brown (Scrutiny Officer) and Sarah Claridge (Committee Services Officer)

### **78. APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillor Hayes (substitute Councillor Lygo) and Councillor Azad.

### **79. DECLARATIONS OF INTEREST**

The following non-pecuniary declarations of interest were made for Item 6 Grants Allocations to Community and Voluntary Organisations 2017/18 (refer minute 83):

Cllr Gant – member of Ark T Centre and Cutteslowe Community Association  
Cllr Pegg – member of Rose Hill and Donnington Advice Centre  
Cllr Taylor – member of Dovecott Voluntary Parent Committee  
Cllr Lygo – member of Oxford Play Association  
Cllr Simm – member of Donnington Doorsteps

## **80. WORK PLAN AND FORWARD PLAN**

The Chair presented the report.

### **Work Plan**

The Committee reviewed and noted the following changes in its work plan for the 2016/17 council year.

The Scrutiny officer made the following comments:

Health inequalities review: The committee agreed the panel would be made up of Cllrs Coulter, Taylor, Thomas and Wade.

The Committee agreed to invite the chair of the Thames Valley Police and Crime Panel to a future meeting.

County officer(s) to attend the Committee's February meeting to discuss air quality. The Committee nominated Cllr Simmons as lead member, to liaise with the Scrutiny Officer on the approach to take.

### **Standing Panels**

Cllr Henwood told the Committee the Housing Panel had not met since the last Scrutiny meeting.

Cllr Simmons updated the Committee on the work of the Finance Panel. He said the panel were busy on the budget review and would circulate a copy of their budget report to members once it was finalised. He invited members to attend the finance panel meeting on Wednesday 1 February to discuss the budget proposal.

### **Forward Plan**

For the March meeting, the Committee requested the Oxford Railway Station SPD from the Forward Plan.

They also agreed to see the Trading Company report after the Audit and Governance Committee had commented on it.

## **81. REPORT BACK ON RECOMMENDATIONS**

The Chair presented the report on recommendations.

Cllr Simmons asked whether the review group had commented on the County's One Oxfordshire proposal. Cllr Tidball said she had addressed it at CEB, the review group had concluded that a mayoral combined authority option was more likely to succeed than a unitary authority. This was based on the evidence they had gathered. Cllr Tidball said that she would wish to highlight recommendations 18 and 19.



The Scrutiny Committee considered and noted the report on recommendations.

## **82. LEISURE PERFORMANCE UPDATE**

Mr Nigel Gibson addressed the Committee. He said that benchmarking was merely a tool to support increasing prices. He felt the customer satisfaction comments were handpicked to show only good comments, and that no work had been done to track which leisure centres the former Temple Cowley pool users were now going to.

The Head of Community Services and the Leisure and Performance Manager presented the report. The Head of Community Services said that at the start of the Fusion contract 800,000 visits to the leisure centres took place annually, now it was up to 1.4m. The annual cost to the Council was nearly £2m at the beginning of the contract and now it is nearly zero.

Fusion is a non-profit, social enterprise organisation and there is a surplus sharing principle in the contract with the Council. Most surpluses made are invested back into the centres.

Benchmarking with other authorities is used to ensure prices are competitive and comparable with the market rate. Prices are reviewed annually and scrutinised by the Leisure Partnership Board. Prices are regularly reviewed and tested and have in some cases reduced.

Users are involved in the Leisure Partnership Board and the Council wants to strengthen this to get more users involved.

Fusion doesn't just rely on customer comments and complaints but is proactive at collecting user feedback. Council Apprentices have also recently contributed to actively seek feedback from younger users.

The Committee made the following comments:

Cllr Fry said that the user group he attends use to have a large number of maintenance complaints which has gone down significantly

The Head of Community Services said that no centre has a maintenance backlog. The budget is available, but the challenge is finding the time to repair things as the centres are busier which leads to more wear and tear.

Cllr Lygo asked about the progress made in providing healthy food at the centres. Cllr Smith, Board Member for Leisure and Sport said that a trial of healthy vending machine had been promising. Fusion's contract with their providers for vending machines and food and beverage concessions are up for renewal at the end of 2017 – so at that point we could look at a wider offering of healthier food.

Cllr Fry asked about the user group figures in the report. Are they correct, because the figures suggest the focus should be on young people?

The Head of Community Services agreed and said activities are provided to young people through the youth inclusion programme. He said that social return on investment (SROI) is built into the Fusion contract and it is their responsibility to show how social impact can be measured.

Cllr Henwood asked if the customer satisfaction comments were from the reference group or general public and could we see the survey results?

The Leisure and Performance Manager said they came from a selection of surveys including the monthly customer comments, national benchmarking surveys and proactive feedback requests.

Cllr Simmons said that Council had invested £14m in leisure centre infrastructure. What was the return on the Council's capital money put into leisure centres? The Head of Community Services said that it was not measured because no other authority does, so it does not provide a helpful comparator.

Cllr Chapman asked what are the things users complain about?. The Leisure Performance Manager said complaints are mostly received about:

- Responsive to repairs: Fusion has installed a facility management tracking system with priority ratings to complete rectification within a certain timescale. This has assisted and improved completing repairs promptly.
- Opening hours and timetabling: Fusion has introduced a static programme which changes 3 times a year and differentiates between school and non-school term times.
- Cleanliness: This has improved in the last 18-24 months

Cllr Chapman asked what work was being done to tackle carbon emissions, as one third of the council's carbon emissions come from leisure centres.

Cllr Smith said the new Blackbird Leys Pool and Leisure Centre is as efficient as it can be. The Council continues to improve the centres and Fusion's contract includes working to reduce carbon emissions. The Council investigated installing a heat exchange system at Hinksey Outdoor Pool but it's not currently financially feasible. Having a pool cover has also been dismissed for health and safety reasons (i.e. people accessing the pool out of opening hours)

Cllr Tidball said she would like to see a disability audit of all centres included in the annual report. An accessibility rating system could be used to compare centres. The Head of Community Services agreed to work on this.

Cllr Tidball asked whether the pricing structure could be adjusted to give preferential treatment for local users' i.e. discount rate if you live within a certain radius of a centre.

The Head of Community Services said he preferred advocating concessions on financial need rather than postcode.

Cllr Wilkinson asked whether officers' engaged with people who don't use the facilities. Officers said they review national surveys on non-users to understand why people chose not to use leisure centres.

Cllr Henwood asked if more data could be provided on the GP referral system especially how many people finish the programme and the health related outcomes. Officers agreed to provide this information.

The Scrutiny Committee noted the report.

### **83. GRANT ALLOCATIONS TO COMMUNITY AND VOLUNTARY ORGANISATIONS 2017/2018**

Members who declared a non-pecuniary interest in this item (refer to Declarations of Interest minute 79) took part in the discussion.

Cllr Simm, Board Members for Culture and Communities and Cllr Brown, Board member for Customer and Corporate Services introduced the report. They said that that County Council funding reductions were having an impact and that the financial pressures facing many community and voluntary groups were likely to get worse. The City Council was committed to protecting funding for this sector and the approach set out in the report was similar to that taken in recent years.

The Committee welcomed the report and commented that relatively small grant awards could be very valuable to community and voluntary organisations, and that multi-year awards enabled organisations to plan ahead.

The Committee received confirmation that £20k had not yet been allocated from the Advice and Money Management theme, which has a budget of £518k. The Committee considered whether to recommend that this funding should be allocated but concluded that it would be useful to keep some headroom in case there were additional calls on this funding during the year, for example due to additional unexpected County Council budget cuts. The Committee suggest that the unallocated funding should be kept under review during the year to ensure that all of the £20k is spent.

The Committee noted that relatively few funding applications had been received from BME groups and questioned whether more could be done to encourage and support under-represented groups. The Grants and External Funding Officer advised that the small grants programme tended to be more appropriate for these groups and that two workshops had been offered; in Rose Hill Community Centre and the city centre. Locality Officers were encouraged to work with under-represented groups across the city and a new Diversity Officer was also now in post. The Board Member for Customer and Corporate Services added that it was important to try to step back and look at the overall picture rather than to automatically fund the same groups each year, and the new Commissioned Advice Strategy would better enable this type of approach. The Committee suggest that offering additional workshops in different locations across the city would also help to enable an inclusive approach to the allocation of small grants.

The Committee asked whether groups applying for grants through the Annual Open Bidding programme had access to examples of completed applications or to the council's assessment criteria, and heard that this was not the case. The Committee suggest that providing details of the council's assessment criteria on the application forms would help to support community and voluntary groups in applying for grant funding and improve transparency.

The Committee noted that the recommended amount of grant funding awarded to groups and projects through the Annual Open Bidding programme varied from nil to 100% of the amount requested. The Committee commented that the rationales provided for the recommended awards (the 'Why?' column in Appendix 2) were inconsistent and some explanations were not particularly revealing. The Committee suggest that transparency would be improved if a more consistent approach could be taken in future years.

The Grants and External Funding Officer said that the proposed grant of £9,900 going to the Rose Hill Junior Youth Club would not be needed as the club had secured the funding from their Big Lottery bid. This money is available for other priorities.

The Scrutiny Committee resolved to make the following recommendations to CEB:

**Recommendation 1** – That the unallocated funding for the Advice and Money Management commissioning theme is kept under review with a view to ensuring that all available funding is allocated during the year.

**Recommendation 2** – That workshops aimed at encouraging and supporting under-represented groups to bid for small grants are offered in a wider range of locations across the city.

**Recommendation 3** – That details of the criteria used to assess applications received through the Annual Open Bidding programme are made available to applicants (e.g. on the application forms).

**Recommendation 4** – That in future grant allocation reports a consistently transparent approach is taken to explaining the rationale for the levels of grants awarded through the Annual Open Bidding programme.

#### **84. CORPORATE PLAN 2017/2018**

The Assistant Chief Executive presented the report, she said that the Corporate Plan had previously been rewritten each year. This year the report provided a progress update that set out key things that had been achieved as well as priorities for the year ahead, reflecting the draft budget proposals.

The Committee noted that some of the key achievements had not happened yet and that priorities for next year were subject to a budget that had not yet been agreed. The Committee also commented that the number of new homes

unlocked by the Northern Gateway development (given as 900) also included new homes at the Oxpens development and that this should be made clear. The Assistant Chief Executive said that a final accuracy check would take place and that numbers for year-end would be provided against the success measures in the final version, rather than a projected outcome of achieved or exceeded (no corporate success measures were expected to be missed).

The Committee said the report gave the impression that the council had funded or delivered certain schemes in isolation when in fact these had been achieved in partnership with other bodies (e.g. the council had contributed £200k towards an £800k scheme to refurbish Cutteslowe Park Lower Pavilion). The Committee suggest that clarity should be provided where the council has funded or delivered schemes in partnership with voluntary groups and other organisations, as the recognition of their time and efforts can go a long way.

The Scrutiny Committee resolved to make the following recommendation to CEB:

**Recommendation 1** – That the report makes it clearer where the council’s key achievements have been funded or delivered in partnership with voluntary groups and other organisations.

## **85. REFRESH OF CARBON MANAGEMENT PLAN: 2017 -2022**

The Energy and Natural Resources Team Manager introduced the report and said that it set out in detail how the Council aims to meet its ambition to reduce carbon emissions by 5% per year.

The Committee questioned the level of Salix funding available to the council and whether this was a limiting factor. The Committee heard that the council has achieved a Salix revolving loan fund of £605k, 50% of which was provided by the government - who take a cautious approach to allocating Salix funding. This translates to c.£100k-£150k per year to spend on carbon reduction measures in buildings with a payback of 5 years or less . The council had been able to reach this level of funding by building good business cases and demonstrating that additional funding allocated to the council would be spent. The Committee suggested that the Council could release revenue from the transformation budget to fund invest to save carbon reduction schemes. The Council could also consider prudential borrowing where schemes would generate a good return.

The Committee noted the wider options for carbon reduction (listed on page 19 of the Plan) and suggested that there was an opportunity to influence the development of the Local Plan review and to factor carbon reductions into future planning policies, for example in relation to the designing of new homes and infrastructure, spatial planning and tree planting. The Energy and Natural Resources Team Manager said that he would be contributing guidance and best practice to the Local Plan review and the Committee wanted to support this with a recommendation.

The Committee also had a wide ranging discussion covering opportunities to use bio-fuels in fleet vehicles, emissions at leisure centres, 'load shifting' to reduce energy costs and the possibility of switching void council-owned properties to alternative energy suppliers such as Robin Hood Energy, which is wholly owned by Nottingham City Council.

The Scrutiny Committee made the following recommendations to the City Executive Board:

**Recommendation 1** – That consideration is given to releasing revenue from the transformation budget and prudential borrowing in order to fund carbon reduction schemes, subject to robust business cases.

**Recommendation 2** – That guidance and best practice in relation to carbon reduction measures are taken into account during the Local Plan review and influence future planning conditions on new developments.

## **86. REPORTS FOR APPROVAL**

The Scrutiny Officer presented the reports on Safeguarding Language School Students, Cycling and Recycling.

### **Safeguarding Language School Students Report**

Cllr Coulter said that in paragraph 11 he had contacted the District Council Network not APSE. He had also written to the minister but had yet to receive a response.

The Scrutiny Committee agreed the amended report

### **Cycle review report**

The Committee felt there should be a third recommendation to seek clarity on what type of cycling projects members could spend their CIL budgets on – and to promote the use of pooling budgets to pay for larger projects.

The Scrutiny Committee agreed the amended report

### **Recycling report**

The Scrutiny Committee agreed the report.

## **87. MINUTES**

The Committee resolved to APPROVE the minutes of the meeting held on 12 January 2017 as a true and accurate record.

**88. DATES OF FUTURE MEETINGS**

The next meeting is scheduled for 28 February 2017

**The meeting started at 6.00 pm and ended at 8.00 pm**



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