

Public Document Pack



Committee: Executive

Date: Monday 3 April 2017

Time: 6.30 pm

Venue Bodicote House, Bodicote, Banbury, OX15 4AA

Membership

Councillor Barry Wood (Chairman)

Councillor Ken Atack

Councillor John Donaldson

Councillor Mike Kerford-Byrnes

Councillor D M Pickford

Councillor G A Reynolds (Vice-Chairman)

Councillor Colin Clarke

Councillor Tony Ilott

Councillor Kieron Mallon

Councillor Lynn Pratt

AGENDA

1. Apologies for Absence

2. Declarations of Interest

Members are asked to declare any interest and the nature of that interest that they may have in any of the items under consideration at this meeting.

3. Petitions and Requests to Address the Meeting

The Chairman to report on any requests to submit petitions or to address the meeting.

4. Urgent Business

The Chairman to advise whether they have agreed to any item of urgent business being admitted to the agenda.

5. Minutes (Pages 1 - 12)

To confirm as a correct record the Minutes of the meeting held on 6 March 2017.

6. Chairman's Announcements

To receive communications from the Chairman.

7. Air Quality Action Plan (Pages 13 - 78) 6.35pm

Report of Public Protection Manager

Purpose of report

To approve the Air Quality Action Plan for Banbury, Bicester and Kidlington.

Recommendations

The meeting is recommended:

- 1.1 To approve the Air Quality Action Plan.
- 1.2 To note the feedback from the Overview and Scrutiny Committee.

8. Local Development Scheme (Pages 79 - 98) 6.40pm

Report of Head of Strategic Planning and the Economy

Purpose of report

To seek approval of an updated Local Development Scheme (LDS) for the production of the Council's planning policy documents.

Recommendations

The meeting is recommended:

- 1.1 That the updated Local Development Scheme (LDS) presented at Appendix 1 is approved.

9. Empty Homes Project Update (Pages 99 - 104) 6.50pm

Report of Commercial Director

Purpose of report

To provide Members with an update on the first 12 months work of the Empty Homes Project, based within the Private Sector Housing Team.

Recommendations

The meeting is recommended:

- 1.1 To note the progress of owner engagement with the project.

- 1.2 To note the proposals for use of enforcement powers to bring empty properties back into use.
- 1.3 To note the added value of addressing vacant properties to the Council.

10. Update: Construction Apprenticeships and Skills (Pages 105 - 118) 6.55pm

Report of Commercial Director and Head of Strategic Planning and the Economy

Purpose of report

The purpose of this report is to provide an update for the Executive on the progress being made to secure construction apprenticeships arising from the planned growth across the District. It is a year since the Executive approved guidance which was intended to operate informally to secure construction apprenticeships and skills through the processing of planning applications by the Council (attached at Appendix 1). It is therefore timely to review how the initiative has been progressing.

Recommendations

The meeting is recommended:

- 1.1 To note the report.

11. Final Business Case: Joint Housing Services (Pages 119 - 128) 7.00pm

Report of Commercial Director

Purpose of report

This report presents the final business case for a joint working in Housing Services across Cherwell District and South Northamptonshire Councils (hereafter Cherwell or CDC and South Northamptonshire or SNC respectively).

The report recommends the formation of a Joint Private Sector Housing Service and a Joint Housing Service and in doing so seeks the Executive's agreement for the non-staffing elements of the business cases.

The proposal is part of the wider transformation programme across the two Councils.

Recommendations

The meeting is recommended:

- 1.1 To consider the attached final business case and the consultation responses in relation to non-staffing matters as outlined in section 5.1.
- 1.2 To note that the business case will have been considered by the Joint Commissioning Committee with regard to staffing matters on 30 March 2017. This will include consideration of the consultation responses from affected staff and trade union representatives.

- 1.3 To approve and implement the proposed final business case to create a Joint Private Sector Housing Service and a Joint Housing Service between CDC and SNC, subject to similar consideration and approval by SNC Cabinet on 10 April 2017 and approval of the staffing implications by the Joint Commissioning Committee.
- 1.4 To delegate to the Commercial Director in consultation with the Leader of the Council any non-significant amendment that may be required to the business case following the decision by SNC Cabinet and/or the Joint Commissioning Committee.
- 1.5 To note that the savings realised from this proposal will be held in reserve and earmarked for Housing to provide additional resources that may be required to cope with any increased demand resulting from recent legislative changes.

12. Improvements to the Council's Car Parking Service (Pages 129 - 136) 7.05pm

Report of Director of Operational Delivery

Purpose of report

To consider the approach taken to improve the Council's car parking service and to consider the effect where known of the Council's free parking offers.

Recommendations

The meeting is recommended:

- 1.1 To support the nature of the proposed new service and the focus on improvements for customers.
- 1.2 To note the outcomes of the review of the 2016/17 free parking promotions.
- 1.3 To support the continued use of free parking promotions for Small Business Saturday in December and Free After three in January as a means of supporting Bicester and Banbury Town Centre traders.
- 1.4 To undertake a tariff review in 2018 to be informed by the data gathered over the previous 12 months arising from the new car parking service should a decision be taken to award a contract under the separate part two confidential report in this same agenda.

13. Exclusion of the Press and Public

The following report contains exempt information as defined in the following paragraphs of Part 1, Schedule 12A of Local Government Act 1972.

1 – Information relating to any individual

2 – Information which is likely to reveal the identity of an individual

3 – Information relating to the financial or business affairs of any particular person (including the authority holding that information).

4 – Information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or office holders under, the authority.

Members are reminded that whilst the following item has been marked as exempt, it is for the meeting to decide whether or not to consider it in private or in public. In making the decision, members should balance the interests of individuals or the Council itself in having access to the information. In considering their discretion members should also be mindful of the advice of Council Officers.

No representations have been received from the public requesting that this item be considered in public.

Should Members decide not to make a decision in public, they are recommended to pass the following recommendation:

“That under Section 100A of the Local Government Act 1972, the public and press be excluded from the meeting for the following items of business on the ground that, if the public and press were present, it would be likely that exempt information falling under the provisions of Schedule 12A, Part 1, Paragraphs 1, 2, 3 and 4 would be disclosed to them, and that in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.”

14. **Final Business Case: Joint Housing Services - Exempt Appendix** 7.15pm
(Pages 137 - 166)

15. **Improvements to the Council's Car Parking Service - Evaluation of Tenders and Contract Award** (Pages 167 - 186) 7.20pm

Exempt Report of Director of Operational Delivery

16. **ICT Strategy 2017-2020** (Pages 187 - 222) 7.30pm

Exempt Report of Commercial Director

17. **Asset Disposal - Southam Road Cemetery Depot, Banbury** 7.35pm
(Pages 223 - 232)

Exempt Report of Commercial Director

(Meeting scheduled to close at 7.40pm)

Information about this Agenda

Apologies for Absence

Apologies for absence should be notified to natasha.clark@cherwellandsouthnorthants.gov.uk or 01295 221589 prior to the start of the meeting.

Declarations of Interest

Members are asked to declare interests at item 2 on the agenda or if arriving after the start of the meeting, at the start of the relevant agenda item.

Local Government and Finance Act 1992 – Budget Setting, Contracts & Supplementary Estimates

Members are reminded that any member who is two months in arrears with Council Tax must declare the fact and may speak but not vote on any decision which involves budget setting, extending or agreeing contracts or incurring expenditure not provided for in the agreed budget for a given year and could affect calculations on the level of Council Tax.

Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012

This agenda constitutes the 5 day notice required by Regulation 5 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 in terms of the intention to consider an item of business in private.

Evacuation Procedure

When the continuous alarm sounds you must evacuate the building by the nearest available fire exit. Members and visitors should proceed to the car park as directed by Democratic Services staff and await further instructions.

Access to Meetings

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

Mobile Phones

Please ensure that any device is switched to silent operation or switched off.

Queries Regarding this Agenda

Please contact Natasha Clark, Democratic and Elections
natasha.clark@cherwellandsouthnorthants.gov.uk, 01295 221589

Ian Davies
Interim Head of Paid Service

Published on Friday 24 March 2017

Cherwell District Council

Executive

Minutes of a meeting of the Executive held at Bodicote House, Bodicote, Banbury, OX15 4AA, on 6 March 2017 at 6.30 pm

Present: Councillor Barry Wood (Chairman), Leader of the Council
Councillor Ken Atack, Lead Member for Financial Management
Councillor Colin Clarke, Lead Member for Planning
Councillor John Donaldson, Lead Member for Housing
Councillor Tony Ilott, Lead Member for Public Protection
Councillor Mike Kerford-Byrnes, Lead Member for Change Management, Joint Working and ICT
Councillor Kieron Mallon, Lead Member for Banbury Futures
Councillor D M Pickford, Lead Member for Clean and Green
Councillor Lynn Pratt, Lead Member for Estates and the Economy

Apologies for absence: Councillor G A Reynolds, Deputy Leader of the Council

Officers: Ian Davies, Director of Operational Delivery
Scott Barnes, Director of Strategy and Commissioning
Karen Curtin, Commercial Director
Kevin Lane, Head of Law and Governance / Monitoring Officer
Paul Sutton, Chief Finance Officer / Section 151 Officer
Natasha Clark, Interim Democratic and Elections Manager
Lesley Farrell, Democratic and Elections Officer

135 **Declarations of Interest**

There were no declarations of interest.

136 **Petitions and Requests to Address the Meeting**

There were no petitions or requests to address the meeting.

137 **Urgent Business**

There were no items of urgent business.

138 **Minutes**

The minutes of the meetings held on 6 February 2017 and 20 February 2017 were agreed as correct records and signed by the Chairman.

139 **Chairman's Announcements**

There were no Chairman's announcements.

140 **Air Quality Action Plan**

The Public Protection Manager submitted a report to approve the Air Quality Action Plan for Banbury, Bicester and Kidlington.

The Chairman advised Executive that he had received a request from the Chairman of the Overview and Scrutiny Committee for the item to be deferred to enable the Overview and Scrutiny Committee to consider and make any comments to Executive prior to Executive considering the report.

Resolved

- (1) That the Air Quality Action Plan be deferred to enable the report to go to the Overview and Scrutiny Committee to review prior to consideration by Executive.

Reasons

Deferred to allow consideration of the report by the Overview and Scrutiny Committee

Alternative options

N/A

141 **Annual Monitoring Report 2016**

The Head of Strategic Planning and the Economy submitted a report which sought approval of the Annual Monitoring Report (AMR) 2016, and presented the District's current housing land supply position.

In considering the report, Executive commented that the report was very positive and fitted with the Governments housing requirements and requested that all Members of the Planning Committee receive a copy of the report.

Resolved

- (1) That the Annual Monitoring Report (annex to the Minutes as set out in the Minute Book) be approved and the Head of Strategic Planning and the Economy be authorised to make any necessary minor amendments before publication.

- (2) That that the District's housing delivery position be noted.

Reasons

The Annual Monitoring Report provides important information to measure the effectiveness of planning policies and to assist policy making and development management decision making. It is the statutory mechanism for monitoring housing delivery. Its most significant conclusion is that the District continues to demonstrate a five year housing land supply.

Alternative Options

To seek amendment of the 2016 AMR in consultation with the Lead Member for Planning Officers consider the AMR to be a robust report supported by data and research. Delay could lead to uncertainty within the development industry and risks for decision making.

Not to approve the AMR

Production of a monitoring report is a statutory requirement and is used to monitor implementation of the Local Plan. The AMR includes both prescribed and non-prescribed monitoring information and assists continued plan-making.

142

Tenancy Strategy 2017

The Head of Regeneration and Housing submitted a report which provided Executive with an overview of the final draft of the updated Tenancy Strategy and recommended it for adoption.

Resolved

- (1) That the contents of the report be noted.
- (2) That the refreshed and updated Tenancy Strategy (annex to the Minutes as set out in the Minute Book) be approved for adoption.

Reasons

The Tenancy Strategy forms an important part of the Council's vision for the provision of Affordable Housing in the District and it complements the objectives within the Housing Strategy. It provides an overview to Registered Providers the expectations on its partners in delivering affordable housing as well as the Council's willingness to work positively with new ways of delivery, while safeguarding the interests of some of the District's more vulnerable residents.

To a large extent the fundamental principles which the Council approved in its Tenancy Strategy in 2012 are still relevant and there is no proposal within this review and redraft to change any of those positions. Therefore this is more a refresh of the 2012 Strategy rather than a change in position.

Given the fast changing environment in housing and related policy, the Strategy will be reviewed on an annual basis to ensure it remains relevant and in line with the Council's requirements.

Alternative Options

Option 1: Not to agree to adopt the final draft of the Tenancy Strategy

Option 2: Members to make additional amendments to the document with a view of the Tenancy Strategy being presented for adoption at a later date

143

Business Rates Incentives Scheme

The Head of Strategic Planning and the Economy submitted a report which sought approval of the Business Rates Incentives Scheme which detailed proposals for awarding business rates incentives to bring back into use empty properties and sustain the vitality and diversity of Banbury and Bicester town centres.

In presenting the report, the Lead Member for Financial Management explained that the Budget Planning Committee had considered the report at their meeting of 28 February 2017 and had made recommended some amendments to the scheme. The Lead Member for Financial Management confirmed that he and officers agreed with the recommended amendments and therefore final approval of the Policy would be delegated to the Chief Finance Officer in consultation with the Lead Member for Financial Management and the Business Support Unit Manager.

Resolved

- (1) That the contents of the report be noted.
- (2) That final approval of the Business Rates Incentives Scheme be delegated to the Chief Finance Officer, in consultation with the Lead Member for Financial Management and the Business Support Unit Manager.

Reasons

Cherwell District Council is committed to ensuring the town centres for both Banbury and Bicester are supported to retain their economic vitality and diversity. Business rates incentives have a role to play as part of the measures taken by Cherwell District Council to support the economy of each town. Further, business rates incentives more generally can be used to promote economic growth by helping local companies to expand thus securing high quality and high value jobs.

The Budget Planning Committee considered the report at their 28 February 2017 meeting and recommended a number of amendments which will be incorporated in the final version of the Scheme. Consideration will also be given to including Kidlington within the scheme.

Alternative Options

Option 1: Members could choose not to approve the proposed scheme, but Business Rates Incentives have a role to play as part of the measures taken by Cherwell District Council to support the economy of each town.

144 **Quarter 3 2016/17 Performance Update**

The Director of Strategy and Commissioning submitted a report which provided an update on the Cherwell Business Plan progress to the end of Quarter Three 2016/17.

Resolved

- (1) That the exceptions highlighted and proposed actions be noted.
- (2) That it be noted that having considered the Quarter 3 Performance Report, the Overview and Scrutiny Committee have referred no performance related matters to Executive.

Reasons

This is the third report based on the new Business Plan presented in the new reporting style. Slight amendments in style and appendices have been made to try and improve how the report works. This is an evolutionary process and we will continue to develop the reports, including any changes from feedback received from the Overview and Scrutiny Committee.

As agreed previously, this report focuses on the exceptions. The performance and insight team have also picked out some 'good news' stories to provide a balance and provide case studies supporting the generally excellent levels of delivery.

Alternative Options

None identified.

145 **Quarter 3 2016-17 - Revenue and Capital Budget Monitoring Report**

The Chief Finance Officer submitted a report which summarised the Council's Revenue and Capital position and Reserves position for the first nine months of the financial year 2016-17 and projections for the full year.

Resolved

- (1) That the projected revenue and capital position at the end of December 2016 be noted.
- (2) That the current position on Reserves at the end of December 2016 be noted.

Reasons

In line with good practice budget monitoring is undertaken on a monthly basis within the Council. The revenue and capital position is formulated in conjunction with the joint management team and reported formally to the Budget Planning Committee on a quarterly basis. The report is then considered by the Executive.

Alternative Options

Option 1: This report illustrates the Council's performance against the 2016-17 Financial Targets for Revenue and Capital. As this is a monitoring report, no further options have been considered. However, members may wish to request that officers provide additional information.

146 **Exclusion of the Press and Public**

Resolved

That under Section 100A of the Local Government Act 1972, the public and press be excluded from the meeting for the following items of business on the ground that, if the public and press were present, it would be likely that exempt information falling under the provisions of Schedule 12A, Part 1, Paragraph 3 would be disclosed to them, and that in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

147 **Woodpiece Road Options Appraisal**

The Head of Regeneration and Housing submitted an exempt report to provide an overview of the options appraisal at Woodpiece Road, Arccott and to summarise a second stage appraisal of possible options.

Resolved

- (1) That the contents of the exempt report be noted.
- (2) That it be agreed that another report be brought to Executive following further work on this project.

Reasons

There has now been a two stage options appraisal assessment carried out. This report is not requesting that members make a decision on any item at this stage, but simply to note this report and the Stage 2 Options Appraisal.

Subject to further work which will increase the detail and understanding of what (if any) option in the Appraisal is suitable a further report should be brought to Executive in order to highlight this work as well as present a number of options and recommendations for members to consider.

Alternative options

Option 1: Not to accept the report or appended Options Appraisal

Option 2: Not to agree to a further report to be presented

148 **Franklins House Ground Floor Business Incubator**

The Commercial Director submitted an exempt report relating to the Franklins House Ground Floor Business Incubator.

Resolved

- (1) As set out in the exempt minutes.
- (2) As set out in the exempt minutes.

Reasons

As set out in the exempt minutes.

Alternative options

As set out in the exempt minutes.

149 **Pioneer Square Defects Update**

The Commercial Director submitted an exempt report relating to an update on Pioneer Square defects.

Resolved

- (1) That the report and the actions being taken by Cherwell District Council in respect of the defects and in particular the defective fins be noted.
- (2) As set out in the exempt minutes.
- (3) As set out in the exempt minutes.

Reasons

As set out in the exempt minutes

Alternative options

The options available for consideration are identified in the exempt report (exempt annex to the Minutes as set out in the Minute Book). Officers are recommending at this stage CDC pursues Option 4 but in the event that this is not satisfactory then Options 1-3 will be reconsidered.

The meeting ended at 7.10pm

Chairman:

Date:

By virtue of paragraph(s) 3, 5 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

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Cherwell District Council

Executive

3 April 2017

Air Quality Action Plan

Report of Public Protection Manager

This report is public

Purpose of report

To approve the Air Quality Action Plan for Banbury, Bicester and Kidlington.

1.0 Recommendations

The meeting is recommended:

- 1.1 To approve the Air Quality Action Plan.
- 1.2 To note the feedback from the Overview and Scrutiny Committee.

2.0 Introduction

- 2.1 Part IV of the Environment Act 1995 established the legislative framework for local air quality management. Under the Act, the Council has a statutory duty to review and assess air quality in the District against national air quality objectives and co-ordinate actions to improve air quality where exceedances are identified.
- 2.2 Local authorities have a duty to declare any area where an air quality objective is unlikely to be, or is not being met as an Air Quality Management Area (AQMA). Once an AQMA has been declared the Council is required to develop an Air Quality Action Plan (AQAP) outlining the measures required to improve air quality in that area.
- 2.3 The review and assessment process identified nitrogen dioxide from road transport sources as the pollutant of concern in Cherwell. The review and assessment reports can be found on the air quality management page of the Council's website at www.cherwell.gov.uk/airqualitymanagement.
- 2.4 The assessment reports confirmed the air quality objective for nitrogen dioxide was being exceeded at four locations in the District and AQMAs were subsequently declared for these areas. The AQMAs are at:

1. Hennef Way in Banbury
2. Horsefair/North Bar in Banbury
3. Bicester Road in Kidlington
4. Kings End/Queens Avenue in Bicester

2.5 Consideration of this item was deferred at the 6 March 2017 Executive meeting to enable the report to go to the Overview and Scrutiny Committee to review prior to consideration by Executive. The report will be considered at the 27 March 2017 Overview and Scrutiny Committee meeting and feedback provided to the Lead Member for Public Protection.

3.0 Report Details

3.1 The Executive considered the draft AQAP at its meeting on the 5 September 2016 and resolved that the draft AQAP be approved for public and stakeholder consultation.

3.2 Consultation on the draft AQAP was carried out from the 12 October 2016 to the 8 January 2017.

3.3 A Steering Group was set up with representatives from the Councils Environmental Protection, Planning Policy, Bicester Delivery and Communications Teams, and the Localities, Policies and Programmes Teams from the County Council. Two meetings were held to consider the draft AQAP and the responses received to the consultation.

3.4 The changes made to the draft AQAP are as follows:

- The requirement for major developments in or within 100 metres of an AQMA to be air quality neutral has been removed and will not be pursued; see Table A.1 in Appendix A of the AQAP.
- Measures included in the draft AQAP that are not being taken forward because there is currently no funding and/or commitment to develop them are shown Table 6.1 of the AQAP. These measures have been retained as measures which could improve air quality and will be reconsidered at each review of the AQAP.
- A measure covering air pollution and action measure awareness raising campaigns has been added; see measure G10 in Table 5.1 of the AQAP.
- Two measures specific to Bicester, the Satellite Catapult project and a school project using air quality sensors, which are being developed by the Bicester Delivery Team have been added to the measures for the Bicester AQMA; see measures 4.7 and 4.8 in Table 5.5 of the AQAP.

3.5 A copy of the agreed AQAP is attached as Appendix 1. Table 5.1 shows the general measures that would apply to all four AQMAs and Tables 5.2 to 5.5 the measures specific to one of the AQMAs.

3.6 The AQAP will be reviewed annually to check progress on the agreed actions but also to consider any additional measures that could be included.

4.0 Conclusion and Reasons for Recommendations

- 4.1 The production of an AQAP is mandatory once an order to declare an AQMA has been issued. The Council has issued an order for each of the four AQMAs declared.

5.0 Consultation

- 5.1 Defra (on behalf of the Secretary of State), Oxfordshire County Council (as the local Highways Authority), Environment Agency, Public Health England, Oxfordshire Public Health, and Neighbouring Authorities were all consulted.
- 5.2 Information was placed on Cherwell District Council website and an online public survey set up that ran from the 12 October 2016 to the 8 January 2017. Consultees were invited to participate via links in press releases, the council website, emails, letters and social media releases. A letter drop was made to properties within, and close to the AQMAs to ensure they were aware of the consultation and the online survey.
- 5.3 A presentation was also given at a Bicester Traffic Advisory Group meeting at their request.
- 5.3 A copy of the text of the online consultation can be found in Appendix C of the AQAP. Over 100 responses were received and these can be found in Appendix D of the AQAP.

6.0 Alternative Options and Reasons for Rejection

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

Option 1: The Council could choose not to adopt an AQAP. However once an AQMA has been declared the Council is required to produce an AQAP and so for this reason this is not an alternative option.

7.0 Implications

Financial and Resource Implications

- 7.1 There are no financial implications arising directly from this report. The continuing review and assessment of air quality and the development of the AQAP will be met within existing budgets.

Comments checked by:

Kelly Wheeler, Principal Accountant (Operations and Delivery), 01327 322230,
kelly.wheeler@cherwellandsouthnorthants.gov.uk

Legal Implications

- 7.2 There is a statutory requirement to review and assess air quality and if an AQMA has been declared it is a requirement to produce an AQAP outlining the actions to improve air quality in that area.

Comments checked by
Nigel Bell, Team Leader Planning & Litigation, 01295 221687
nigel.bell@cherwellandsouthnorthants.gov.uk

Risk

- 7.3 There is an increase in risk to health to prolonged exposure to elevated levels of nitrogen dioxide. This risk is being managed through the service risk register and will be escalated if necessary to the corporate register.

Comments checked by:
Ed Bailey, Corporate Performance Manager, 01295 221605
edward.bailey@cherwellandsouthnorthants.gov.uk

8.0 Decision Information

Key Decision

Financial Threshold Met: No

Community Impact Threshold Met: Yes

Wards Affected

Banbury Grimsbury and Hightown
Banbury Cross and Neithrop
Kidlington East
Bicester West
Bicester East
Bicester South and Ambrosden

Links to Corporate Plan and Policy Framework

Fulfilling the statutory regulatory functions of the Council, supporting the protection of human health and wellbeing from poor air quality and protecting the natural environment link to the Council's Business Plan objective to 'work to promote and support health and wellbeing across the District'

Lead Councillor

Councillor Tony Ilott, Lead Member for Public Protection

Document Information

Appendix No	Title
Appendix 1	Air Quality Action Plan
Background Papers	
None	
Report Author	Trevor Dixon, Environmental Protection Manager
Contact Information	01327 322279, Trevor.dixon@cherwellandsouthnorthants.gov.uk

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Cherwell District Council Air Quality Action Plan

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

March 2017

Local Authority Officer	Sean Gregory
Department	Environmental Protection
Address	Bodicote House Whitepost Road Bodicote Banbury OX15 4AA
Telephone	01295 227001
E-mail	sean.gregory@cherwellandsouthnorthants.gov.uk
Report Reference number	sg 02 AQAP2017 AQ
Date	March 2017

Executive Summary

This Air Quality Action Plan (AQAP) has been produced as part of our statutory duties required by the Local Air Quality Management framework. It outlines the action we will take to improve air quality in Cherwell between 2017 and 2020.

Air pollution is associated with a number of adverse health impacts. It is recognised as a contributing factor in the onset of heart disease and cancer. Additionally, air pollution particularly affects the most vulnerable in society; children and older people, and those with heart and lung conditions. There is also often a strong correlation with equalities issues, because areas with poor air quality are also often the less affluent areas^{1,2}.

The annual health cost to society of the impacts of particulate matter alone in the UK is estimated to be around £16 billion³. Cherwell District Council is committed to reducing the exposure of people in Cherwell to poor air quality in order to improve health.

We have developed actions that can be considered under five broad topics:

- Policy guidance and development control
- Promoting low emission transport
- Promoting travel alternatives to private vehicle use
- Transport planning and infrastructure
- Public information

Our priorities are:

- Priority 1 – Strengthening local policy to improve air quality and its role in protecting health;
- Priority 2 – Reducing NO_x emissions from cars in all AQMAs;
- Priority 3 – Ensuring new developments encourage and facilitate low emission and alternative transport;
- Priority 4 – Ensuring transport infrastructure delivery takes account of air quality improvement potential within AQMAs;
- Priority 5 – Raising awareness of poor air quality and encouraging improvement actions by vehicle users and fleet managers.

¹ Environmental equity, air quality, socioeconomic status and respiratory health, 2010

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

³ Defra. Abatement cost guidance for valuing changes in air quality, May 2013

In this AQAP we outline how we plan to effectively tackle air quality issues. It is recognised that Public Health and Highways Authority matters are beyond Cherwells direct control and partnership working to deliver the measures outlined is essential.

We recognise that there are a large number of air quality policy areas that are further outside of our influence (such as vehicle emissions standards agreed in Europe), but for which we may have useful evidence, and so we will continue to work with regional and central government on related policies and issues.

Responsibilities and Commitment

This AQAP was prepared by the Public Protection Service of Cherwell District Council with the support and agreement of the following departments:

Cherwell District Council:

- Public Protection
- Environmental Protection Team
- Bicester Delivery Team
- Procurement Team
- Planning Policy Team
- Corporate Performance Team
- Communications Team

Oxfordshire County Council:

- Oxford, Cherwell and West Locality Team

The draft AQAP (August 2016) was approved to go to public consultation by the Councils Executive at their meeting on 3 September 2016.

An online survey was launched and ran from 12 October 2016 to 8 January 2017. The survey format and text is shown in Appendix C. Consultees were invited to participate via links in press releases, the council website, emails, letters and social media. The responses to this online survey are presented in Appendix D.

This AQAP will be subject to an annual review and appraisal of progress each year will be reported in the Annual Status Reports (ASRs) produced by Cherwell District,

Cherwell District Council

as part of our statutory Local Air Quality Management duties, and to the Councils Executive.

If you have any comments on this AQAP please write to us using the following details and quoting AQAP in the title / header:

Email: airquality@cherwell-dc.gov.uk

Address:

Environmental Protection
Bodicote House
Whitepost Road
Bodicote
Banbury
OX15 4AA

Table of Contents

Executive Summary	i
Responsibilities and Commitment.....	ii
1 Introduction	1
2 Summary of Current Air Quality in Cherwell District	2
3 Cherwell District’s Air Quality Priorities	3
3.1 Public Health Context.....	3
3.2 Planning and Policy Context.....	5
3.2.1 Cherwell Local Plan Part 1	5
3.2.2 Cherwell Local Plan Part 2.....	6
3.3 Source Apportionment.....	7
3.3.1 AQMA No.1 Hennef Way, Banbury - Source Apportionment	8
3.3.2 AQMA No.2 Banbury - Source Apportionment	9
3.3.3 AQMA No.3 Bicester Road, Kidlington - Source Apportionment	9
3.3.4 AQMA No.4 Bicester - Source Apportionment.....	10
3.4 Required Reduction in Emissions.....	10
3.4.1 AQMA No.1 Hennef Way, Banbury – Required Reduction.....	11
3.4.2 AQMA No.2 Banbury – Required Reduction.....	11
3.4.3 AQMA No.3 Bicester Road, Kidlington – Required Reduction	11
3.4.4 AQMA No.4 Bicester – Required Reduction	11
3.5 Key Priorities	11
4 Development and Implementation of Cherwell District AQAP	13
4.1 Consultation and Stakeholder Engagement.....	13
4.2 Steering Group.....	14
5 AQAP Measures	15
Appendix A: Reasons for Not Pursuing Action Plan Measures	26
Appendix B: Source Apportionment Calculations	28
Appendix C: Consultation - Online Survey	29
Appendix D: Survey Consultation Responses.....	30
Glossary of Terms	31

1 Introduction

This report outlines the actions that Cherwell District Council will deliver in order to reduce concentrations of air pollutants and exposure to air pollution; thereby positively impacting on the health and quality of life of residents and visitors to the Cherwell area.

It has been developed in recognition of the legal requirement on the local authority to work towards Air Quality Strategy (AQS) objectives under Part IV of the Environment Act 1995 and relevant regulations made under that part and to meet the requirements of the Local Air Quality Management (LAQM) statutory process.

This Plan will be reviewed every five years at the latest and progress on measures set out within this Plan will be reported on annually within Cherwell District's air quality ASR.

2 Summary of Current Air Quality in Cherwell District

Cherwell District Council has identified four areas where air quality does not meet national air quality objectives for nitrogen dioxide. The locations of these four Air Quality Management Areas (AQMAs) can be found on our website at www.cherwell.gov.uk/airqualitymanagement. There are two in Banbury, one in Bicester and one in Kidlington. These concentrations are largely related to road traffic emissions. AQMA No.1 in Hennef Way exceeds the annual and hourly mean objectives for nitrogen dioxide.

AQMA No.2 between Oxford Road to Southam Road, Banbury, including a section of High Street exceeds the annual mean objective for nitrogen dioxide.

AQMA No.3 on a section of Bicester Road, Kidlington to the north of the Water Eaton Lane controlled junction exceeds the annual mean objective for nitrogen dioxide.

AQMA No.4 between the mini roundabout in Kings End through Queens Avenue to the Field Street mini roundabout, including St Johns, exceeds the annual mean objective for nitrogen dioxide.

The latest monitoring indicates nitrogen dioxide concentrations are trending downwards in most places. This includes within the AQMAs, although concentrations in the AQMAs remain above the national air quality objective levels for nitrogen dioxide. Further information can be found in the latest Annual Status Report which can be downloaded at the website above. Monitoring locations and the latest monitoring data can also be found using the interactive map on <https://oxfordshire.air-quality.info/>.

3 Cherwell District's Air Quality Priorities

3.1 Public Health Context

Four AQMAs have been identified with people exposed to sufficiently poor air quality to require legal intervention under Environment Act 1995, which this action plan contributes to. Table 3.1 shows the number of residential properties within the AQMAs.

Table 3.1 – Residential properties within AQMAs

AQMA	Description	Nitrogen Dioxide Concentration ($\mu\text{g}/\text{m}^3$) ^a	Approximate No. residential properties within AQMA
AQMA No.1	Hennef Way, Banbury	59.8	3
AQMA No.2	Banbury	40.9	86
AQMA No.3	Kidlington	41.1	5
AQMA No.4	Bicester	46.0	111

Notes:

^a 2015 Concentration at relevant exposure reported in ASR 2016

These AQMAs are localised areas representing the worst affected places. The main source of pollutants in these AQMAs is traffic emissions. Traffic emissions are not localised i.e. journeys originating and terminating within the AQMA so measures to address emissions district-wide are collated as general measures.

It is anticipated that most general measures to reduce emissions will also contribute to reducing PM_{2.5} emissions from vehicles.

Where local measures to reduce pollutant concentrations are identified, these measures have been related to that specific AQMA.

Oxfordshire County Councils Joint Strategic Needs Assessment (JSNA) provides information about Oxfordshire's population and the factors affecting health, wellbeing, and social care needs and can be found at <http://insight.oxfordshire.gov.uk/cms/joint-strategic-needs-assessment>

Air quality is included in Section 4.2.8 of the 2016 JSNA under the “Wider Determinants; Environment” section and recognises:

- Poor air quality is known to have negative impacts on health.
- In the more densely populated areas of the county, and those which experience high traffic flows, increased levels of air pollution are of concern. In these areas, road traffic is the most significant source of pollutant emissions.
- There are currently 13 AQMAs in Oxfordshire, where the annual mean objective for nitrogen dioxide is being exceeded (four in Cherwell, one covering the whole of Oxford, three in South Oxfordshire, three in Vale of White Horse and two in West Oxfordshire).
- Trends in air quality across some of Oxfordshire’s long-standing AQMAs show signs of improvement, with reductions in concentrations of nitrogen dioxide over recent years. However, new AQMAs are still being identified.
- Air Quality and Mortality Estimates in 2010 the UK Committee on the Medical Effects of Air Pollutants estimated that removing all man-made, particulate matter air pollution could save the UK population approximately 36.5 million life years over the next 100 years, and would be associated with an increase in UK life expectancy from birth, of six months on average.
- The calculated attributable proportion of deaths associated with air pollution, among those aged 25 and over in Oxfordshire, was 5.6% in 2010. However, given the uncertainties this could, in fact, be somewhere between 0.9% and 11%. For 2013 it was estimated that 5.3% of all-cause mortality among people aged 30 and over in Oxfordshire was attributable to particulate air pollution from man-made sources. This value has fluctuated between 5.1% and 5.6% over the years between 2010 and 2013 but it is not possible to tell whether or not changes are statistically significant.
- The national and regional averages in 2013 were 5.3% (England) and 5.2% (South East). Meanwhile, the proportion of mortality attributable to man-made air pollution in the districts ranged from 5% (in West Oxfordshire) to 5.6% (in Oxford) with the other three districts at 5.3%.

-The quantification of mortality burden associated with long term nitrogen dioxide concentration exposure is not currently available.

3.2 Planning and Policy Context

3.2.1 Cherwell Local Plan Part 1

The Cherwell Local Plan Part 1 was adopted in July 2015. It sets out proposals to support the local economy and the community between 2011 and 2016. This can be downloaded from the Cherwell District Council website or by following this [link](#).

Sustainable development is a key part of this Plan focussing proposed growth in and around Banbury and Bicester and limiting growth in rural areas. The Plan sets out planning policies grouped around three themes; Developing a Sustainable Local Economy, Building Sustainable Communities and Ensuring Sustainable Development. Section C outlines how these themes will be delivered in Bicester, Banbury, Kidlington and villages and rural areas.

The need to consider the effects of development on air quality, and how they can contribute towards improvements, is identified as a key challenge to ensuring sustainable development. Commuters in Cherwell travel relatively long distances to work and reducing travel by car and managing traffic congestion are identified as key challenges. Maximising the opportunity to shift from dependency on cars to sustainable modes of transport is also identified.

Relevant objectives and policies which may contribute to improvements in air quality within the AQMAs are referred to below. Further detail can be found in the adopted Local Plan.

The strategic objectives (SO) for ensuring sustainable development include minimising carbon emissions, promoting decentralised and renewable or low carbon energy where appropriate (SO11), reducing the dependency on the private car with increasing the attraction of public transport, cycling and travel by foot (SO13).

Policy SLE4 includes new developments to provide financial and/or in-kind contributions to mitigate the transport impacts of development. All development where reasonable to do so, should facilitate the use of sustainable modes of transport to make the fullest possible use of public transport, walking and cycling. Encouragement will be given to solutions which support reductions in greenhouse gas emissions and reduce congestion. Development which is not suitable for the

roads that serve the development and which have a severe traffic impact will not be supported.

Policies ESD 1 – ESD 5 address carbon emission reductions. These include a requirement that all new residential development will be expected to incorporate sustainable design and construction technology to achieve zero carbon development. All new non-residential development will be expected to meet at least BREEAM 'Very Good' (ESD 3). The encouragement of decentralising energy systems in developments e.g. district heating or combined heat and power (ESD 4). Support for renewable and low carbon provision wherever adverse impacts can be addressed satisfactorily is part of ESD 5.

Policy ESD10 includes the requirement for air quality assessments where development proposals would be likely to have a significantly adverse impact on biodiversity by generating an increase in air pollution.

Policy BSC 8 acknowledges the local environment has a fundamental impact on the health and well-being of local people. By providing facilities such as local open space this allows for activities such as walking and cycling, promoting healthy lifestyles.

Policy ESD 17 refers to providing opportunities for walking and cycling by maximising the opportunity to maintain and extend green infrastructure links and connecting the towns to the urban fringe and the wider countryside beyond.

Section C of The Cherwell Local Plan Part 1 contains the policies for Cherwells Places and includes detailed site-specific policies for large strategic developments. This includes a new zero-carbon mixed use development including 6000 homes at North West Bicester (Bicester 1: North West Bicester Eco-town).

The Infrastructure Delivery Plan (IDP) is appended to the Local Plan Part 1 and details projects to facilitate the proposed development growth. Some of these will contribute to improvements in air quality within the AQMAs. The IDP is reviewed on an annual basis.

3.2.2 Cherwell Local Plan Part 2

Cherwell District Council is currently preparing Cherwell Local Plan 2011-2031 (Part 2) which will contain non-strategic site allocations and development management policies.

An Issues Consultation Paper was published in January 2016. Related documents can be on the Cherwell District Council website or following this [link](#).

3.3 Source Apportionment

The AQAP measures presented in this report are intended to be targeted towards the predominant sources of emissions within Cherwell District’s area.

Source apportionment exercises have been undertaken. These are presented in the following reports which can be found on www.cherwell.gov.uk/airqualitymanagement:

- Further Assessment - Hennef Way (2013)
- Banbury Source Apportionment (2015)
- Kidlington Source Apportionment (2015)
- Detailed Assessment – Bicester (2015)

The source apportionment aspects of these reports have been revised using the most recent emission factors (including petrol / diesel vehicle apportionment), background concentrations and monitoring results. The traffic survey data used is the same.

A summary of sources is shown in Table 3.2 below. The data used to inform these calculations is shown in Appendix B:

Table 3.2 Summarised NO₂ concentrations in AQMAs apportioned by source

AQMA	NO ₂ Concentration	% NO ₂ by Source				
		Background	Cars	LGVs	HGVs	Buses
1 (Hennef Way)	59.8 µg/m ³	32%	39%	17%	10%	2%
2 (Banbury)	40.9 µg/m ³	32%	39%	13%	10%	6%
3 (Kidlington)	41.1 µg/m ³	35%	41%	9%	6%	9%

4 (Bicester)	46.0 $\mu\text{g}/\text{m}^3$	27%	50%	8%	2%	13%
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3.3.1 AQMA No.1 Hennef Way, Banbury - Source Apportionment

The source apportionment works reported in the 2013 Further Assessment for Hennef Way, Banbury were based on an exceedence of the annual mean objective not being predicted by the modelling undertaken. Uncertainties were identified in the monitoring i.e. significantly above the objective at the property boundary but significantly below at the property façade facing away from the roadside, which translated into the modelling. Subsequent monitoring at relevant exposure is reported in the Updating and Screening Assessment 2015 and Annual Status Report 2016. Monitoring at both facades, at different heights on the roadside façade and at the property boundary fence have been reported and show exceedences at the roadside façade. The worst of these exceedences has been used for the source apportionment in this AQMA.

The worst case NO_2 of $59.8 \mu\text{g}/\text{m}^3$ is apportioned to:

- $6.3 \mu\text{g}/\text{m}^3 \text{NO}_2$ (10.5%) Regional Background
- $12.9 \mu\text{g}/\text{m}^3 \text{NO}_2$ (21.6%) Local Background
- $23 \mu\text{g}/\text{m}^3 \text{NO}_2$ (38.5%) Cars of which,
 - $19.8 \mu\text{g}/\text{m}^3 \text{NO}_2$ (33.1%) Diesel Cars
- $10.2 \mu\text{g}/\text{m}^3 \text{NO}_2$ (17.1%) Light Goods Vehicles
- $6.1 \mu\text{g}/\text{m}^3 \text{NO}_2$ (10.2%) Heavy Goods Vehicles
- $1 \mu\text{g}/\text{m}^3 \text{NO}_2$ (1.7%) Buses

Cars are the main contributor (38%) to this NO_2 concentration. Diesel car emissions are attributed to the majority of these car related emissions with 33% of the total, $19.8 \mu\text{g}/\text{m}^3$. This diesel car fraction is larger than the total background NO_2 concentrations of $19.2 \mu\text{g}/\text{m}^3$.

Light goods vehicles, of which the majority are diesel, make up the next highest proportion (17.1%) of this concentration, with HGVs accounting for 10% and buses a much smaller fraction (1.7%).

3.3.2 AQMA No.2 Banbury - Source Apportionment

The worst case NO₂ of 40.9 µg/m³ is apportioned to:

- 8.9 µg/m³ NO₂ (21.8%) Regional Background
- 8.7 µg/m³ NO₂ (21.3%) Local Background
- 19.2 µg/m³ NO₂ (46.9%) Cars of which,
 - 16.4 µg/m³ NO₂ (40.1%) Diesel Cars
- 6.3 µg/m³ NO₂ (15.4%) Light Goods Vehicles
- 5 µg/m³ NO₂ (12.2%) Heavy Goods Vehicles
- 2.8 µg/m³ NO₂ (6.8%) Buses

Cars are the main contributor (46.9%) to this NO₂ concentration. Diesel car emissions are attributed to the majority of these car related emissions with 40.1% of the total, 16.4 µg/m³. The total background concentration of NO₂ (17.6 µg/m³) is attributed to 43.1% of the total.

Light goods vehicles, of which the majority are diesel, make up the next highest proportion (15.4%) of this concentration, with HGVs accounting for 12.2% and buses a smaller fraction (6.8%).

3.3.3 AQMA No.3 Bicester Road, Kidlington - Source Apportionment

The worst case NO₂ of 41.1 µg/m³ is apportioned to:

- 6.4 µg/m³ NO₂ (15.6%) Regional Background
- 7.8 µg/m³ NO₂ (19.0%) Local Background
- 16.8 µg/m³ NO₂ (40.9%) Cars of which,
 - 14.3 µg/m³ NO₂ (34.8%) Diesel Cars
- 3.5 µg/m³ NO₂ (8.5%) Light Goods Vehicles
- 2.6 µg/m³ NO₂ (6.3%) Heavy Goods Vehicles

- 3.9 µg/m³ NO₂ (9.5%) Buses

Cars are the main contributor (40.9%) to this NO₂ concentration. Diesel car emissions are attributed to the majority of these car related emissions with 34.8% of the total, 14.3 µg/m³. The total background concentration of NO₂, 14.2 µg/m³, is attributed to 34.8% of the total.

Buses make up the next highest proportion (9.5%) with 3.9 µg/m³. Light goods vehicles make up the next highest proportion (8.5%) of this concentration, with HGVs accounting for a lower fraction of 6.3%.

3.3.4 AQMA No.4 Bicester - Source Apportionment

The worst case NO₂ of 46.0 µg/m³ is apportioned to:

- 6.6 µg/m³ NO₂ (14.3%) Regional Background
- 5.9 µg/m³ NO₂ (12.8%) Local Background
- 22.8 µg/m³ NO₂ (49.6%) Cars of which,
 - 19.5 µg/m³ NO₂ (42.4%) Diesel Cars
- 3.6 µg/m³ NO₂ (7.8%) Light Goods Vehicles
- 0.8 µg/m³ NO₂ (1.7%) Heavy Goods Vehicles
- 6.2 µg/m³ NO₂ (13.5%) Buses

Cars are the main contributor (46.9%) to this NO₂ concentration. Diesel car emissions are attributed to the majority of these car related emissions with 42.4% of the total, 19.5 µg/m³. The total background concentration of NO₂ (12.5 µg/m³) is attributed to 27.1% of the total.

Buses, 6.2 µg/m³, make up the next highest proportion (13.5%) of this concentration with light goods vehicles accounting for 7.8 % and HGVs a much smaller fraction (1.7%).

3.4 Required Reduction in Emissions

The required reduction in emissions has been calculated in line with Defra's statutory Technical Guidance document (LAQM.TG16) to determine the road NO_x reduction

required to meet the annual mean air quality objective of $40 \mu\text{g}/\text{m}^3$ NO_2 . It is anticipated that this reduction will also achieve the hourly mean objective. Total oxides of nitrogen (NO_x) are used for the required reduction in vehicle emissions. This is routinely used for vehicle emissions standards instead of NO_2 . Vehicles emit nitrogen dioxide (NO_2) and nitrogen oxide (NO) which make up the total NO_x . The NO reacts with ozone in sunlight to create NO_2 . The relationship between NO_x emitted and ambient NO_2 is not linear so emission reductions are presented in NO_x .

3.4.1 AQMA No.1 Hennef Way, Banbury – Required Reduction

To reduce the total NO_2 concentration by $19.8 \mu\text{g}/\text{m}^3$ at the worst case monitoring location in this AQMA, a road NO_x reduction of $61.6 \mu\text{g}/\text{m}^3$ (52%) is required.

3.4.2 AQMA No.2 Banbury – Required Reduction

To reduce the total NO_2 concentration by $0.9 \mu\text{g}/\text{m}^3$ at the worst case monitoring location in this AQMA, a road NO_x reduction of $11.1 \mu\text{g}/\text{m}^3$ (16%) is required.

3.4.3 AQMA No.3 Bicester Road, Kidlington – Required Reduction

To reduce the total NO_2 concentration by $1.1 \mu\text{g}/\text{m}^3$ at the worst case monitoring location in this AQMA, a road NO_x reduction of $11.2 \mu\text{g}/\text{m}^3$ (17%) is required.

3.4.4 AQMA No.4 Bicester – Required Reduction

To reduce the total NO_2 concentration by $6 \mu\text{g}/\text{m}^3$ at the worst case monitoring location in this AQMA, a road NO_x reduction of $25.6 \mu\text{g}/\text{m}^3$ (30%) is required.

3.5 Key Priorities

The key priorities for action are:

- Priority 1 – Strengthening local policy to improve air quality and its role in protecting health;
- Priority 2 – Reducing NO_x emissions from cars in all AQMAs;
- Priority 3 – Ensuring new developments encourage and facilitate low emission and alternative transport;
- Priority 4 – Ensuring transport infrastructure delivery takes account of air quality improvement potential within AQMAs;

Cherwell District Council

- Priority 5 – Raising awareness of poor air quality and encouraging improvement actions by vehicle users and fleet managers.

4 Development and Implementation of Cherwell District AQAP

4.1 Consultation and Stakeholder Engagement

In developing this AQAP, we have worked with other local authorities and agencies to improve local air quality. Schedule 11 of the Environment Act 1995 requires local authorities to consult the bodies listed in Table 4.1. A public online survey portal was used to facilitate the consultation. A copy of this survey is presented in Appendix C.

The following stakeholder engagement was undertaken to direct people towards this consultation survey:

- Online consultation link
- Local press release
- Social media press release
- Letter drops to properties within and close to AQMAs
- Steering group meetings

The response to our consultation / stakeholder engagement is shown in Appendix D.

Table 4.1 – Consultees from Schedule 11 of EA 1995

Consultee
Secretary of State
Environment Agency
Highways authority
Neighbouring local authorities
Other public authorities as appropriate, such as Public Health officials
Bodies representing local business interests and other organisations as appropriate

4.2 Steering Group

An officer level steering group was set up to consider the actions in Tables 5.1 to 5.5 with representatives from:

Cherwell District Council Planning Policy

Cherwell District Council Environmental Protection

Cherwell District Council Bicester Delivery Team

Cherwell District Council Communications

Oxfordshire County Council Localities, Policies and Programmes Teams

Two steering group meetings were run in 2016 to further develop the measures proposed.

Several steering group meetings were run in 2013 to develop action measures for AQMA No.1 – Hennef Way. These actions were not taken further due to the uncertainties raised over an exceedence occurring at a relevant receptor (identified in the 2013 Further Assessment report) and Defra requiring further monitoring to address this uncertainty. These measures are included in tables 5.1 – 5.5.

5 AQAP Measures

Table 5.1 to 5.5 show the Cherwell District AQAP measures. It contains:

- a list of the actions that form part of the plan
- the responsible individual and departments/organisations who will deliver this action
- expected benefit in terms of pollutant emission and/or concentration reduction
- the timescale for implementation

Updates on the implementation of these measures will be reported on in future Annual Status Reports which will be available to download at www.cherwell.gov.uk/airqualitymanagement.

Measures included in the consultation where there has been no funding and / or commitment to undertake these measures are included in Table 6.1. These will be retained as measures which could improve air quality but are not being progressed until funding and commitment can be secured to undertake these.

Measures that will not be pursued and the reasons why are shown in Table A.1 in Appendix A.

Table 5.1 – Air Quality Action Plan General Measures

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Target Pollution Reduction in the AQMA	Cost	Comments
G.1	Explore the Local Plan including Low Emission Vehicle uptake measures being incorporated into new developments	Policy Guidance and Development Control	Air Quality Planning and Policy Guidance	CDC	2016/17	2017/18	Medium	Low	Local Plan Part 2 will consider measures to encourage low emission vehicle take-up through development management policy.
G.2	All major developments to include Emission statements and mitigation strategies within an appropriate air quality assessment submitted at the application stage.	Policy Guidance and Development Control	Air Quality Planning and Policy Guidance	CDC	2016/17	2017/18	Medium	Low	Emission statements and mitigation strategies will be required in air quality assessments. This will be included in development management policies as part of Local Plan Part 2 development.
G.3	Damage cost calculations to be included in air quality assessments to show the financial impact of developments.	Policy Guidance and Development Control	Air Quality Planning and Policy Guidance	CDC	2016/17	2017/18	Low	Low	Damage Cost calculations will be required in air quality assessments. This will be included in development management policies as part of Local Plan Part 2 development.

Cherwell District Council

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Target Pollution Reduction in the AQMA	Cost	Comments
G.4	Travel plans submitted with development proposals will make reference to their contribution to an air quality mitigation strategy. Progress will be reported to OCC post development completion.	Policy Guidance and Development Control	Air Quality Planning and Policy Guidance	OCC	n/a	In place	Low	Low	Travel plans are coordinated and progress checked by OCC. Measures to address air quality specifically can be adopted through the development control process in partnership with CDC. These should be included in the Local Air Quality Management Annual Status Report.
G.5	Air Quality actions to be included in the Local Transport Plan	Policy Guidance and Development Control	Air Quality Planning and Policy Guidance	OCC	2015	2016	Medium	Low	LTP4 (2016 update) includes an annex on actions to address air quality. On-going measure development and updates to LTP4 should represent changes in air quality. Maintain close links between OCC and CDC.
G.6	Air Quality included in the Public health framework Joint Strategic Needs Assessment	Policy Guidance and Development Control	Air Quality Planning and Policy Guidance	OCC	2015	2015	Low	Low	JSNA includes a statement on air quality. To maintain, update and progress actions as part of the annual review process.

Cherwell District Council

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Target Pollution Reduction in the AQMA	Cost	Comments
G.7	Low emission vehicles to be included in taxi licensing policy to encourage their take up and use within the district.	Policy Guidance and Development Control	Other Policy	CDC	2017/18	2018	Low	Low	At the next Taxi licensing policy review measures to encourage low emission vehicles will be included.
G.8	Low emission plant, vehicle, delivery and fleet requirements to be included in sustainable procurement section of CDC procurement policy.	Policy Guidance and Development Control	Sustainable procurement guidance	CDC	2017	2018	Medium	Low	To include "Consideration will be given to minimise oxides of nitrogen and particulate emissions whenever plant & vehicles are purchased, deliveries made or contracts procured" in the CDC procurement policy.
G.9	Low emission plant, vehicle, delivery and fleet requirements to be included in OCC procurement policy.	Policy Guidance and Development Control	Sustainable procurement guidance	OCC	2017	2018	Medium	Low	

Cherwell District Council

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Target Pollution Reduction in the AQMA	Cost	Comments
G.10	Air pollution and action measures awareness raising campaign	Public Information	Via other mechanisms	CDC	2017	2017/18	Low	Low	No funding has been identified for a project. Scope of this campaign to be determined. Minimum will be within existing council communication channels promoting existing schemes e.g. lifishare, easeitoxford, oxon-air, council website.

Table 5.2 – AQMA No.1 Hennef Way Air Quality Action Plan

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Target Pollution Reduction in the AQMA	Cost	Comments
1.1	Banbury Park and Ride Bus service around M40 junction	Alternatives to private vehicle use	Bus based Park & Ride	OCC	2017/18	tbc	Medium	Medium	Feasibility to be investigated within next area strategy review within LTP4
1.2	Lift share scheme	Alternatives to private vehicle use	Car & lift sharing schemes	OCC	current	current	Low	Low	oxfordshire.liftshare.com is operational
1.3	Corporate policy encouraging home working where possible and equipment provision.	Promoting Travel Alternatives	Encourage / Facilitate home-working	CDC	current	current	low	Low	CDC transport policy encourages home working and regularly reviews work travel.
1.4	Promote use of canal towpath routes	Promoting Travel Alternatives	Promote use of rail and inland waterways	CDC / Canal and Rivers Trust	2017/18	tbc	Low	Low	
1.5	Promote use of rail to get into Banbury	Promoting Travel Alternatives	Promote use of rail and inland waterways	CDC / Chiltern Rail	2017/18	tbc	Low	Low	

Table 5.3 – AQMA No.2 Banbury Air Quality Action Plan

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Target Pollution Reduction in the AQMA	Cost	Comments
2.1	Banbury Park and Ride Bus service around M40 junction	Alternatives to private vehicle use	Bus based Park & Ride	OCC	2017/18	tbc	Medium	Medium	Feasibility to be investigated within next area strategy review within LTP4
2.2	Banbury wide car club	Alternatives to private vehicle use	Car Clubs	Banbury CAG	2017	tbc	low	Low	Banbury CAG progressing this. Funding shortfall currently identified.
2.3	Corporate policy encouraging home working where possible and equipment provision.	Promoting Travel Alternatives	Encourage / Facilitate home-working	CDC	current	current	low	Low	CDC transport policy encourages home working and regularly reviews work travel.
2.4	Promote use of canal towpath routes	Promoting Travel Alternatives	Promote use of rail and inland waterways	CDC / Canal and Rivers Trust	2017/18	tbc	Low	Low	
2.5	Promote use of rail to get into Banbury	Promoting Travel Alternatives	Promote use of rail and inland waterways	CDC / Chiltern Rail	2017/18	tbc	Low	Low	Promote use of rail to get into Banbury

Table 5.4 – AQMA No.3 Kidlington Air Quality Action Plan

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Target Pollution Reduction in the AQMA	Cost	Comments
3.1	Lift share campaign at Water Eaton Park and ride	Alternatives to private vehicle use	Car & lift sharing schemes	OCC	2017	2017	Low	Low	Water Eaton traffic drives through this AQMA. Promote lift share to encourage sharing to the park and ride.
3.2	Promote use of canal towpath routes	Promoting Travel Alternatives	Promote use of rail and inland waterways	CDC / Canal and Rivers Trust	2017/18	tbc	Low	Low	
3.3	Promote use of rail to get into Bicester	Promoting Travel Alternatives	Promote use of rail and inland waterways	CDC / Chiltern Rail	2017/18	tbc	Low	Low	Promote use of rail to get into Bicester
3.4	Investigate traffic light management to reduce north side queuing.	Traffic Management	UTC, Congestion management, traffic reduction	OCC	2017	tbc	Medium	Low	Traffic is currently optimised using MOVA system. Possible use of system to optimise for sensitivity of air quality receptors to be investigated.

Table 5.5 – AQMA No.4 Bicester Air Quality Action Plan

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Target Pollution Reduction in the AQMA	Cost	Comments
4.1	Bicester Park and Ride Bus service	Alternatives to private vehicle use	Bus based Park & Ride	OCC	2015	2016	Medium	Delivered	Potential to include alternative vehicle charging at this site to encourage low emission vehicle transport
4.2	Promote Oxford Parkway station for journeys into Bicester	Alternatives to private vehicle use	Rail based Park & Ride	Chiltern Rail	2016	2016	Low	Low	Oxford Parkway alternative to travel to Bicester. Potential to advertise eastoxford.
4.3	Low emission delivery plans	Freight and Delivery Management	Delivery and Service plans	OCC	2017	tbc	Low	Low	Assess feasibility to introduce low emission delivery vehicle requirements.
4.4	Bicester active travel i.e. walking and cycling campaign	Promoting Travel Alternatives	Intensive active travel campaign & infrastructure	CDC	2016	2017	high	tbc	Healthy new town priority to encourage active travel i.e. walking and cycling
4.5	Wayfinding campaign	Promoting Travel Alternatives	Other	CDC	2016	2017		tbc	Wayfinding campaign to signpost walking and cycling routes around Bicester.

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Target Pollution Reduction in the AQMA	Cost	Comments
4.6	Central corridor works in LTP	Traffic Management	Strategic highway improvements, Re-prioritising road space away from cars, inc Access management, Selective vehicle priority, bus priority, high vehicle occupancy lane	OCC					
4.7	Develop Satellite Catapult project	Promoting Travel Alternatives	Other	CDC	2017	tbc	Low	Medium	This project is being developed in Bicester, looking at ways to use the satellite catapult to map, communicate and educate on air quality and travel data.
4.8	Develop school project using air quality sensors	Public Information	Via other mechanisms	CDC	2017	tbc	Low	Low	Drayson technology sensors are being considered for use to develop a project working with schools.

Table 6.1 – Measures without commitment and / or funding

Measure	EU Category	EU Classification	Target Pollution Reduction in the AQMA	Comments
Targeted business-led employee lift share schemes for Banbury - Brackley employee journeys and local industrial estates i.e. Wildmere and Overthorpe	Alternatives to private vehicle use	Car & lift sharing schemes	Low	No dedicated OCC Travel Choices Team and no funding for Business travel choices. Work with business travel is done through development control.
Identify school journeys on this route e.g. Banbury - Middleton Cheney to monitor and promote school travel plans	Promoting Travel Alternatives	School Travel Plans	Low	No dedicated OCC Travel Choices Team and no funding for Business travel choices.

Measure	EU Category	EU Classification	Target Pollution Reduction in the AQMA	Comments
Green Wall Barrier between carriageway and receptor	Transport Planning and Infrastructure	Other	Medium	No commitment or source of funding identified
Targeted Banbury - Brackley employee journeys and local industrial estates i.e. Wildmere and Overthorpe workplace travel plan promotion	Promoting Travel Alternatives	Workplace Travel Planning	Low	No dedicated OCC Travel Choices Team and no funding for Business travel choices. Work with business travel is done through development control.
Electric Vehicle Charging in CDC owned car parks	Promoting Low Emission Transport	Procuring alternative Refuelling infrastructure to promote Low Emission Vehicles, EV recharging, Gas fuel recharging	Low	No funding for this was identified.
Priority parking for lift share permit holders in CDC owned car parks	Alternatives to private vehicle use	Car & lift sharing schemes	Low	No funding for this identified. Lift share permit system and assign priority parking for permit holders.
Identify school journeys in Bicester AQMA to monitor and promote school travel plans	Promoting Travel Alternatives	School Travel Plans	Medium	School traffic was highlighted through the consultation as a key issue in this AQMA. No funding was identified for this. There is no dedicated OCC Travel Choices Team and no funding for Business travel choices.
Bicester wide car club	Alternatives to private vehicle use	Car Clubs	Low	There is a car club run by developers on the Elmsbrook development. No funding for a Bicester wide car club was identified.
Create Clean Air Zones which encompass the AQMA's	Promoting Low Emission Transport	Low Emission Zone (LEZ)	Medium	Central Governments Joint Air Quality Unit released Clean air zone framework guidance. LTP4 includes reference to Clean Air Zones. No funding has been identified to progress this measure.

Appendix A: Reasons for Not Pursuing Action Plan Measures

Table A.1 – Action Plan Measures Not Pursued and the Reasons for that Decision

Action category	Action description	Reason action is not being pursued (including Stakeholder views)
Air quality neutral development	Major developments in or within 100 metres of an AQMA will be air quality neutral	Difficult to enforce. No definition of air quality neutral. Arbitrary 100 metre distance may be open to challenge.
Bus based Park and ride	Removal of Water Eaton Park and Ride to reduce travel to this park and ride facility. .	The park and ride facility reduces journeys into neighbouring authorities AQMA.
Rail based Park & Ride	Promotion of rail based park and ride	Banbury and Bicester stations are located in areas which may encourage journeys through AQMAs.
Environmental Permits	Environmental permit based actions	Transport is the main contributor to pollutants in the AQMAs.
Freight Consolidation Centre	Freight Consolidation Centre	Main emission source is cars
Freight Partnerships for city centre deliveries	Freight Partnerships for city centre deliveries	Main emission source is cars
Quiet & out of hours delivery	Quiet & out of hours delivery	Main emission source is cars
Route Management Plans/ Strategic routing strategy for HGV's	Route Management Plans/ Strategic routing strategy for HGV's	Main emission source is cars
Public information via television	TV campaign	Limited impact
Anti-idling enforcement	Anti-idling enforcement campaign	Idling hasn't been identified as a significant issue in any AQMA.
Reduction of speed limits,	Reduction of speed limits	Speeding or faster moving traffic has not been identified as an issue. Hennef Way dual carriageway has a

Cherwell District Council

20mph zones		speed reduction to 50 mph in place currently.
Road User Charging (RUC)/ Congestion charging	Congestion charging in towns	No zone for congestion charging identified.
Testing Vehicle Emissions	Roadside testing of vehicle emissions campaigns	
Workplace Parking Levy, Parking Enforcement on highway	Workplace Parking Levy, Parking Enforcement on highway	Roadside parking not identified as a significant issue.
Vehicle Retrofitting programmes	Vehicle Retrofitting programmes	
Transport Planning and Infrastructure	Purchasing the 3 houses within AQMA No.1	Not improving air quality or the neighbourhood with empty properties.

Appendix B: Source Apportionment Calculations

The source apportionment and emission reduction calculations were undertaken using the Defra LAQM NO_x to NO₂ calculator V 4.1 and national background mapping as recommended in LAQM Technical Guidance TG16 (April 2016). The following inputs were used:

-Year of monitoring used: 2015

-2015 diffusion tube monitoring as reported in ASR 2016

-Estimated Regional Concentrations above the surface layer:

Ozone 61 mg m⁻³

Oxides of nitrogen 12 mg m⁻³ as NO₂

Nitrogen dioxide 10 mg m⁻³

-All UK Traffic Mix

Fraction NO_x emitted from local road vehicles as NO₂ - 0.23979

Appendix C: Consultation - Online Survey

Air Quality Action Plan Development Survey

Air Quality Action Plan Aim

Cherwell District Council are developing a plan to improve air quality in the district and address poor air quality in four areas. These areas are where national air quality objectives, designed to protect health from nitrogen dioxide, are not being achieved.

A draft Air Quality Action Plan (AQAP) has been produced and we would like your comments. This is an opportunity to give your opinion on what you would like considered in the AQAP. The survey responses will shape the final plan which aims to consider:

- 1) How information about what affects air quality and measures that improve it
- 2) Measures to improve air quality where we live, work and visit
- 3) Ways to reduce the effect of vehicles on our local environment and health
- 4) Steps to protect the health of ourselves, neighbours, employees and visitors

Air Quality Action Plan Development Survey

Air Quality Management Areas

The four areas where the national objectives are not being achieved have been designated as Air Quality Management Areas (AQMAs). These are:

AQMA No.1 Hennef Way, Banbury

http://www.cherwell.gov.uk/media/pdf/f/3/Hennef_Way_AQMA_-_Printed_March_2012.pdf

AQMA No.2 Banbury

http://www.cherwell.gov.uk/media/pdf/r/8/AQMA_No.2_boundary_for_AQMA_Order_-_October_2014.pdf

AQMA No.3 Kidlington

http://www.cherwell.gov.uk/media/pdf/s/q/AQMA_No.3_boundary_for_AQMA_Order_-_October_2014.pdf

AQMA No.4 Bicester

http://www.cherwell.gov.uk/media/pdf/a/1/AQMA_No.4_-_October_2015.pdf

Air Quality Action Plan Development Survey

Air Quality Action Plan Priorities

The priorities of this draft Air Quality Action Plan based on nitrogen dioxide levels and their source (which is largely from road vehicles) are:

Priority 1 – Strengthening local policy to improve air quality and its role in protecting health;

Priority 2 – Reducing oxides of nitrogen emissions from cars in all Air Quality Management Areas (AQMA);

Priority 3 – Ensuring new developments encourage and facilitate low emission and alternative transport;

Priority 4 – Ensuring changes to transport infrastructure takes account of air quality improvement potential within AQMAs;

Priority 5 – Raising awareness of poor air quality and encouraging improvement actions by vehicle users and fleet managers.

The full draft Air Quality Action Plan can be found at www.cherwell.gov.uk/airqualitymanagement. The action plan measures are outlined for comment in this consultation.

Air Quality Action Plan Development Survey

Monitoring

How we monitor air quality and the latest results can be found in our latest air quality report, the 2016 Annual Status Report. This can be downloaded at <http://www.cherwell.gov.uk/airqualitymanagement>. An interactive map with monitoring results trends can be found at <http://www.oxfordshire.air-quality.info/>

This consultation will end on 18 December. The action plan will be developed based on the feedback we receive from this consultation process. A final version of the Air Quality Action Plan will be completed by February 2017.

The questions below are designed to take into account your views so they can help us create a plan to improve air quality and provide information which is of interest. We look forward to your response.

Consultation responses will be reported at the end of the consultation. We are unable to respond to consultation responses individually.

Air Quality Action Plan Development Survey

Respondent Information

1. Do you live, work or travel within Cherwell District?

- Live
- Work
- Travel
- None of the above

2. Are you a resident in or close to an Air Quality Management Area (AQMA)?

- Yes
- No

3. Do you travel through an AQMA in a motor vehicle?

- Yes
- No

Air Quality Action Plan Development Survey

Proposed General Measures

Draft measures being considered for inclusion in the Air Quality Action Plan are listed in the following pages.

The "General Measures" apply to the whole district. Measures specific to each Air Quality Management area (AQMA), follow. Please comment on the proposed measures and feel free to add others for consideration.

- Explore Cherwell's Local Plan including low emission vehicle uptake measures incorporated into all new development.
- Planning applications for major developments to include emission statements and mitigation strategies within an appropriate air quality assessment.
- Damage cost calculations to be included in air quality assessments to show the financial impact of developments.
- Major developments in or within 100 metres of an AQMA will be air quality neutral.
- Travel plans submitted with development proposals will make reference to their contribution to the mitigation strategy and progress will be reported to CDC for five years post development completion.
- Air quality actions to be included in the Local Transport Plan.
- Air quality included in the public health Joint Strategic Needs Assessment.
- Include low emission vehicles in taxi licensing policy to encourage their take up and use within the district.
- Low emission plant, vehicle, delivery and fleet requirements to be included in sustainable procurement section of Cherwell District Council procurement policy.
- Low emission plant, vehicle, delivery and fleet requirements to be included in sustainable procurement section of Oxfordshire County Council procurement policy.

4. Please use the box below to comment on any of these measures. Do you feel that there are any measures missing which could be included to improve air quality across the district?

Air Quality Action Plan Development Survey

Proposed Measures for AQMA No.1 Hennef Way, Banbury

Draft proposed measures being considered for Air Quality Management Area No. 1 Hennef Way, Banbury. Please comment on the proposed measures and feel free to add others for consideration.

- Banbury Park and Ride Bus service around M40 junction
- Targeted business-led employee lift share schemes
- Corporate policy encouraging home working where possible and equipment provision.
- Promote use of canal towpath routes
- Promote use of rail to get into Banbury
- Identify school journeys on this route e.g. Banbury - Middleton Cheney to monitor and promote school travel plans
- A vegetation wall to act as a barrier between the road and the houses
- Targeted business-led workplace travel plan promotion

5. Please use the box below to comment on any of these measures. Do you feel that there are any measures missing which could be included to improve air quality in this AQMA?

Air Quality Action Plan Development Survey

Proposed Measures for AQMA No.2 Banbury

Draft proposed measures being considered for Air Quality Management Area No. 2, Banbury. Please comment on the proposed measures and feel free to add others for consideration.

- Banbury Park and Ride Bus service
- Priority parking for lift share permit holders in CDC owned car parks
- Banbury wide car club
- Corporate policy encouraging home working where possible and equipment provision.
- Promote use of canal towpath routes
- Promote use of rail to get into Banbury

6. Please use the box below to comment on any of the specific measures. Do you feel that there are any measures missing which could be included to improve air quality in this AQMA?

Air Quality Action Plan Development Survey

Proposed Measurers for AQMA No.3 Kidlington

Draft proposed measures being considered for Air Quality Management Area No. 3 Kidlington. Please comment on the proposed measures and feel free to add others for consideration.

- Lift share campaign at Water Eaton Park and ride.
- Promote use of canal towpath routes
- Promote use of rail to get into Bicester
- Feasibility for traffic light management to reduce north side queuing to be investigated.

7. Please use the box below to comment on any of these specific measures. Do you feel that there are any measures missing which could be included to improve air quality in this AQMA?

Air Quality Action Plan Development Survey

Proposed Measures for AQMA No.4 Bicester

Draft proposed measures being considered for Air Quality Management Area No.4 Bicester. Please comment on the proposed measures and feel free to add others for consideration.

- Bicester Park and Ride Bus service
- Priority parking for lift share permit holders in CDC owned car parks
- Bicester wide car club
- Promote Oxford Parkway station for journeys into Bicester
- Low emission delivery plans
- Bicester active travel i.e. walking and cycling campaign
- Identify school journeys on this route to monitor and promote school travel plans
- Wayfinding campaign
- Central corridor works in Local Transport Plan

8. Please use the box below to comment on any of these specific measures. Do you feel that there are any measures missing which could be included to improve air quality in this AQMA?

Air Quality Action Plan Development Survey

Further information

9. After considering the actions proposed and your comments so far, are there any actions that you are planning to personally take to improve air quality in Cherwell?

10. If you have any further comments on this consultation, please feel free to give them below.

Air Quality Action Plan Development Survey

Close

Thank you for completing the survey, please see the councils website at <http://www.cherwell.gov.uk/airqualitymanagement> for further information regarding the details of this consultation.

Appendix D: Survey Consultation Responses

General Measures. Please use the box below to comment on any of these measures. Do you feel that there are any measures missing which could be included to improve air quality across the district?

Plant more trees

I know that bus services have been cut from my area of town and idont imagine this is the only part of Banbury to be affected. We need to invest in good local transport services

In Banbury would be good to have adequate cycle lanes, more trees or shrubbery to counter the pollutants, relief road to enable vehicles exiting the motorway to be drawn away from the areas mentioned in the report.

Is air pollution from business premises and potential business premises included

Hennef Way to the M40 junction is a real bottleneck and can only get worse with more businesses moving into the trading estates

no

A lot of traffic on the roads in general is caused by parents taking their children to school. The impact of this is evident at school holiday times. I firmly believe the number of cars on the road would be greatly reduced if affordable public transport was available for all schools including primary schools.

encourage staff to walk/cycle/car share/use public transport. Such encouragement could be to pay travel allowances inversely proportionate to emmissions. charge for car parking at offices, promote alternatives to individual cars. lobby for change in emmissions based taxation to take account of high polluting hybrids that can only do 20 miles on electric motor. offer reduced parking/free charging for genuine electric vehicles. improve cycle routes to avoid slow, winding routes. look to make areas traffic free. build cycle/foot bridge over railway to offer uncongested alternative to the two existing traffic clogged roads. convert old railway route between Brackley and Banbury into a footpath/cycleway route to encourage emission free travel between two centres + general health benefits from more active population.

Explore mitigation measures to address the impact of air quality

Encourage the planting of more trees and hedgerows - increase the viability of open spaces to provide a green lung to new developments

The biggest problem must be the volume of traffic at peak periods and older vehicles with higher levels of NO2 emission. Town growth must increase this problem over the next five years.

Every major development should me made to include EV charging points (how come Sainsbury's have 2 but a later Tesco development have none) this should be included in the local plan as a matter of urgency. It should really be stipulated that a minimum of 10% of the parking spaces have charge points. Milton Keynes offers free parking for EV drivers - this attracts people to own them. Without measures like these they town will just get worse. The planning for the north west should be changed so that chargers should be mandatory at all new builds (not just "provision for charges" as it currently is)

Increase bus use, and provide increase cycle network. Low emission buses

Direct action needs to be taken immediately. Reduce the number of buses entering Bicester Re open North Street to Banbury Roa, this will help to spread the pollution in a wider area area and dilute it. Impose speed restrictions in the area, Say 20 mph Stop giving any more planning permissions that increase traffic in Central Bicester. Etc,etc.

N//a

CDC promised cycle paths around Bicester. They have not delivered on this promise bar a few isolated stretches. CDC paid for a consultants report which recommended banning HGVs from the centre of Bicester. CDC have ignored this report. CDC proposed car sharing scheme despite OCC having had one for years. The problem in Bicester will only improve if the traffic through town is routed on new roads on the periphery of the town and stopping any more housing/warehouse developments.

<p>This is too late for Bicester, there have been too many developments without thinking through the consequences for the air quality in Bicester. I live on Kings End in Bicester - it's a conservation area, it also has a signpost on it disallowing any vehicle over 7.5 tonnes except for access. 1 this road is access Sainsbury's but so is Launton Road. Little use is being made of the ring road by huge trucks and cars alike. This could have improved the air quality in Bicester but now the damage is done. Many are probably just following their SatNavs without realising they are going to sit in a huge traffic jam rather than drive round the ring road at 50 miles per hour. Surely the council have a duty of care to the buildings in the conservation area as well as the owners of the properties.</p>
<p>How about building a ring road around Bicester that works now, let alone when the 10000s of new houses are built. Then maybe the quickest route won't be directly through the middle of the town. The road plan is currently flawed! Why go the longer, slower route around the failing ringroad?</p>
<p>Reduce amount of traffic travelling to and from and across Bicester. Close down Bicester village. Reduce amount of housing - Bicester is due 100% in number of homes with an antiquated traffic system that current plans do not address</p>
<p>Stop traffic into and around Bicester Village.</p>
<p>Stop cars using villages as "rat runs"</p>
<p>Re-assess any recent changes in road layout that may have had a detrimental affect on air quality.</p>
<p>Seem ok. How about funding the buses so people don't have to drive everywhere. how about doing something about all the traffic caused by bicester village which adds to the bad air quality in that area, a bypass for lorries, park and ride for bicester village located out of town.</p>
<p>I live near AQMA no 2 but I have not noticed poor air quality when I have walked near Banbury Cross because of wide pavements, plenty of trees and generally a pleasant environment. The area I am surprised is not covered by an AQMA is along the A4620, its crossing with Bridge Street, and then along Bridge Street itself where it crosses the railway. I walked along this route for years taking my children to school and the combination of heavy traffic, often stationery because of congestion or pedestrians crossing, make it one of the most polluted-feeling walks in Banbury. Hundreds of school children cross the bridge both ways every day as it links Grimbsbury with routes to the secondary schools. I think this area is the one that needs priority.</p>
<p>1, the buses are all diesel and pump out lots of pollution, make the electric.</p>
<p>Nothing to add</p>
<p>Pro actively prevent further AQMAs arising, such as Ardley, where the M40 junction, incinerator fumes and lorries delivering to the tip and incinerator may tip it over the edge.</p>
<p>I agree with vehicles that will help increase air quality but I feel you're placing your efforts in the wrong area. It is half term this week and that amount of traffic on the roads in these areas and indeed everywhere is DRAMATICALLY reduced. I personally feel encouraging more lift sharing and the return or schools buses would greatly benefit air quality in general. I'm sure everyone can agree that one child per car is not environmentally friendly.</p>
<p>Local master plans all include significant elements that encourage the increase and growth of motor vehicle pollution in these areas e.g. increased housing, more local roads, more out of town shopping offering large scale car parking, large distribution developments (more large lorries). Doubtful whether mitigating plans/ideas will counter this or whether requirements for development will be enforced. Nothing about actually reducing the volume of polluting activity i.e. vehicles and encouraging/increasing non or less-polluting alternatives e.g walking, cycling, rail,</p>
<p>reduce the increased traffic flow going to the new railway station by creating access from the A34 to the station.</p>
<p>Exclusion of all HGVs from B430 Weston on the Green</p>
<p>Low emission vehicles sound nice but the emissions that it takes to create and charge them exceed that of conventional vehicles. Battery powered vehicles only change the location that the emissions come from. Removing some of the impediments to traffic flow might help clear the problems.</p>

better public transport as living in a village with non-existent buses it is impossible to get anywhere without a car or motor bike. Cycling is not an option with small children. Also why not have a school bus system like in America as if all children were picked up by bus it would cut down dramatically the amount of vehicles on the road, not to mention the CO₂ coming out of parked cars outside schools

Measures missing are charging points in Banbury to encourage electric vehicle. Require usable and safe cycle lanes. Relief road required to take vehicles exiting the motorway from using Banbury town centre as a through road.

Considering points two to four above, I would like to know why a Waitrose was granted planning permission within and around the Hennef Way/Southam Road areas both of which are highlighted as needing to reduce the poor air quality. How is a large supermarket and subsequent additional car park 'neutral'? Surely the extra few hundred cars per day visiting the new supermarket will be adding more emissions to the area you're actually trying to reduce them? As it is in between both sites and not necessarily a 'target' the extra traffic will use either or both areas at risk to access an already traffic congested roadway.

I would like to know how considering points two, three, and four that a Waitrose was granted planning permission on that stretch of road (Southam Rd). Surely an additional supermarket and its carpark would bring great traffic and emissions which would only add to the impact of poorer air quality, and is not 'neutral'. How was this passed considering the above points?

Stop the growth of rapeseed in the fields. It has dreadful effects for asthma/hay fever sufferers.

AQMA No.1 - Hennef Way. Please use the box below to comment on any of these measures. Do you feel that there are any measures missing which could be included to improve air quality in this AQMA?

free bus between town centre and both retail parks to reduce cars travelling between the retail parks and the town. The M40 junction park and ride wouldn't be used by those living south side of Banbury.

As stated previously, we need investment in local transport to make it both user friendly and affordable

Park and ride would be good, but would have to be developed so that customer is not taken from the town centre. Employee lift scheme may work if businesses run 9-5 shifts. Home working would be better. Canal towpaths would have to be made safer, railways provide good parking facilities unfortunately the car park causes congestion feeding into the air quality which you are trying to improve. vegetation I have already mentioned, a cheaper and more flexible transport system may encourage more use. I suggest large wind turbines to disperse the pollutants and provide energy.

Schools should be encouraged/mandated to have a "walking bus" initiative whereby parents sign up to a walking group that delivers their children to school safely, rather than clog up streets with their dreadful/irresponsible parking.. Would it be possible to liaise with Head Teachers?

no

I agree with these measures and personally would be happy to work from home as I live 20 miles away. I am glad that school traffic is being taken into account, rather than just businesses. Car sharing for both is a great idea.

Reduce the speed limit on Hennef Way and consider relocating the pelican crossing/installing a footbridge.

Vegetation wall might be a good idea but in some areas has been found to prohibit the dispersal of airborne pollutants and increase pollutant concentrations.

greater promotion of walking buses for school age children

Need to improve the canal towpath for cycle traffic from the Track roundabout to the footbridge over the canal towards the Hansel Fields roundabout.

Better cycle route avoiding road

1, lots as mentioned before, copy other towns or cities .

N/a

I live in Bicester

This is naive, you will not get people out of their cars.

Promote Bicester park and ride more

None of this will have any affect on the issue as it relates to Bicester.

These are all fine but I think a big issue relating to this AQMA will be goods traffic. Are there no measures to deal with this?

Increase business rates, so those that the more employees you have that drive to work in petrol/diesel cars the higher business rates you pay

Nothing comes to mind.

Prevent stationary traffic building up at the roundabouts - consider traffic lights or other measures.

As mentioned previously, it's not the businesses you need to target. I travel during rush hour and there is no issue at all when the schools are on holidays....

Very good.

I would very much like to see school buses, as the drop in the amount of traffic during half term is huge.

The vegetation wall is a great idea and works well. Park and ride service would be great but it needs to reduce the cost that drivers would pay at in town parking otherwise folks would not use it.

I think all new houses with gardens should have to have tree/s in their garden to offset the co2 the houses and extra vehicles coming from them as the area gets progressively more built up. Also why aren't all houses and new office blocks not as standard fitted with solar panels or similar as this should be mandatory.

See previous page.

A second entry onto the retail park is essential. The traffic build up at peak times on the roundabout can only be exacerbating the emissions to the area, where as a separate entrance/exit point front eh Tesco car park on Southam Road would ease the flow of traffic and thus lower emissions. Recently traffic was backed up on the retail park and surrounding roads for several hours.

AQMA No.2 Banbury - Please use the box below to comment on any of these measures. Do you feel that there are any measures missing which could be included to improve air quality in this AQMA?

Living in a village but travelling to Banbury is very expensive by bus, cheaper to drive or get a taxi if one way journey for 2 adults.
Additional relief road from the motorway to take away traffic trying to get to the outskirts at the other end of town. Subsidised parking for vehicles used for car sharing.
Any initiative needs to be frequent and easy to use and delivered from the service user point of view rather than the non-user's perspective
no
Reduce the speed limit and consider alternative routing of through traffic
loan bikes at park and ride sites and easy access to safe cycling and walking routes from perimeter car parks
Probably insufficient to deal with the increase in traffic volumes created by the growth of the town.
Better off road cycle network, especially around the train station, Middleton road.
Reduce the number of vehicles with road calming measures
N//a
I live in Bicester
1 all very laudable but will people give up using their cars?
Can we have some measures aimed at safe cycling? And again, why are there no measures connected with goods traffic?
Have one day a week when the town is closed to all petrol/diesel driven traffic
Nothing comes to mind regarding the AQMA. However, I think a Park and Ride service could have some attraction perhaps on a weekend between the M40 and Banbury town centre linked to the retail park bus service.
Increase parking charges to deter cars.
Same as before. A school park and ride may help if it's located outside of Banbury and then children are brought in by bus.
Very good
Create a local area lift share scheme along the lines of BlaBlaCar.
Including a park and ride in the area of Bodicote would be helpful too.
see previous as this applies to all areas suggested
Where would the park and ride be set up ? also I do not think a park and would be used much. Previous scheme run at Christmas proved to be low usage. If more thought went into cycle paths it may encourage greater use, even pioneering a 'Boris type bike scheme'
Personally, I think the pedestrian crossings are all too close together. There is a crossing on all four junctions of the cross, then a hundred yards further up on Horse Fair there is another, another mini one a hundred yards further up and then on the corner of North Bar there is the traffic lights and crossings (the Three Pigeons). While as a business owner I want pedestrians to come into town, surely all of these crossings in such a short space will mean cars are just sitting there with their engines running up to three times in a matter of a few hundred yards. All the time the traffic is waiting, the emissions are building.

AQMA No.3 Kidlington - Please use the box below to comment on any of these measures. Do you feel that there are any measures missing which could be included to improve air quality in this AQMA?

No new comments to be made on the above only that cycling appears to be ignored.

Can't comment as don't have any experience of Kidlington

no

Consider alternative junction arrangements to prevent / reduce the impact of queuing traffic

N/A

N//a

I live in Bicester

1 the train'a great, and I'm looking forward to being able to get the train to Oxford again. Thank you Chiltern Rail. There are some people who you will not for to use public transport. Others don't give it a second thought and would definitely use it. Maybe exorbitant parking charges like in Oxford would do it?!

Using rail is fair enough but how do people then complete their journeys; no-one will walk anymore and bus services are being cut to shreds

1. Introduction of separate designated cycle lanes. 2. Upgrade A34 to eliminate traffic queueing and the knock on effect of using the area as a rat run. 3. Better phasing of traffic lights at junction of Bicester Road and A41 to reduce traffic queueing. 4. Parking restrictions on Bicester Road as parking slows down traffic. 5. Better phasing of traffic lights at junction of Bicester Road and Oxford Road to reduce traffic queueing. 6. Promote switching off engines at traffic lights. 7. Use smart traffic lights that operate according to traffic queueing.

I know the canal area is little used in Kidlington and I suggest the tow path route to Oxford could be opened up to cyclists and perhaps small motorcycles. Keep them off the busy roads into Oxford and make use of an unloved facility.

Cycle lanes on main north-south route

Same as before

Make park and ride parking free

Slip road from the A34 giving direct access to the park and ride and new railway station, keeping traffic away from Bicester Road. Reduced speed (from 40 to 30) to slow traffic and 'put people off' using it as a through road to the railway station. Introduce resident parking in layby and around the close to prevent people coming and parking by the houses instead of using the park and ride.

Removing roughly half of the traffic lights on the Oxford road would reduce the time that vehicles are idling in traffic. One direction travel roads within the city centre would also limit idling time.

see previous as this applies here to

Do not live in Kidlington, unable to comment.

AQMA No.4 Bicester - Please use the box below to comment on any of these measures. Do you feel that there are any measures missing which could be included to improve air quality in this AQMA?
Bring back catchment areas for schools to avoid pupils having to travel miles to attend school. I notice the decrease in traffic when pupils on holiday, perhaps there is a quick fix here ?
Can't comment as don't use Bicester
no
Implement the proposals for the central corridor route set out in the Bicester Sustainable Transport Strategy.
N/A
Again - encourage EV take up by free parking and charge points in council car parks
Consider positive ways to reduce traffic, either travelling to/from Bicester Village or through traffic going to/from Tescos on A41 and/or going towards/away Junction 9 on the M40. Sheer weight of traffic would seem to be the cause of pollution in this Management Area.
More effort should be made to reduce the 'school run' vehicles going to/from Bicester Community College, twice a day. Travel to/from Oxford should be promoted using Bicester Village station when the service through to the main station in Oxford starts in December 2016.
Build an integrated and joined up cycling network in Bicester.
N//a
A circular bus network from 6am-10pm. A proper ring road to take traffic away from Queens Avenue No further expansion of Bicester Village Cancel planning permission for warehousing developments.
Please just stop the lorries! They should not be thundering past the old houses on Kings End, the Causeway and Church Street.
Park and ride is pointless where it is. Should have been built by M40 with decent access and exits. Lack of planning - it's obvious Bicester will expand so the park and ride will end up in the middle of the town eventually! Stop cancelling bus services. Fix the ring road. it's half done, and not good enough for today's traffic, let alone when the "eco"town is built. These people are going to have cars you know!
Once again how do people continue on with their journeys if going by rail? They will NOT walk to final destination which puts the kibosh on your active travel plans
1. Implement separate designated cycle lanes. 2. Eliminate traffic into Bicester Village, which causes huge traffic queues. Make access to Bicester Village by Park and Ride buses only. 3. Use smart traffic lights that operate according to traffic queueing. 5. Implement a proper and complete ring road around Bicester. 6. Stop messing around with so called hamburger roundabouts that do not work and just cause months of traffic misery in construction and waste of public money. 7. Use some common sense before allowing new business access to existing roads e.g. appalling and dangerous placement of Tesco access. 8. Move Tesco access to Bicester Avenue access point so traffic lights can be eliminated at the present Tesco entrance.
Organise buses to serve Bicester Village station.
Work with bus companies to reinstate the routes that have recently been lost. Look at the changes that have been made to the road layout in the last few years, and assess whether these need to be changed back to what worked in the first place. Have a proper independent assessment of the road layout around Bicester Village and the effect this has on traffic travelling south along Queens Avenue.
Bring back the local bus services to Langford and Bure Park and other areas where they have been stopped and charge more for car parks so that more people will use them.
Prioritise developing land for jobs before more housing in order to create local opportunities that stop people having to commute. Bicester has an appalling lack of quality employers, meaning a large percentage (majority?) of workers have to travel. For my own journey, to Aylesbury, there is no viable public transport option given I can do the journey in 30 mins by car.
Bicester seems to be well served with travel options
Cycle lanes and electric car charging points. Increase the cost of parking
Same as before

Vehicle low emission zone, particularly for buses and HGVs (the latter which traverse the area despite the weight restriction)
Banning al HGVs from driving through centre of Bicester. Any deliveries enter via London Road only.
School journey times are very busy in this area, this is important topic to look at, especially considering most people are local and shouldn't need cars. Include investigate ways to control volume of traffic through stated area, especially vehicles with generally higher emissions (lorries, busses etc...) can through traffic be directed to other routes?
The use of banbury and Buckingham roads as through roads causes lots of traffic on a daily basis. This is regular Bicester traffic, school traffic and Bicester Village traffic. We live on field street and see it every day. We feel more should be made if the ring roads. Discourage traffic from using these roads as quick through roads by adding measures which would make the ring road a more time efficient route?
Air quality in Weston on the Green / A34/M40 is extremely poor and steps must be taken to improve this.
I have no comment.
So air quality is below acceptable levels in the defined management area, but you are not interested in the the adjacent areas which must be feeding low quality air into the area, why ? Why did you permit the incinerator so close to Bicester and upwind, what contamination is that spewing over Bicester, similarly what contamination is the energy plant on the so called ECO town throwing out ? If as you seem are only blaming motor vehicles you could speed up the flow of traffic by having synchronised pelican or toucan crossings instead of giving priority to pedestrians particularly at school throw out times. You could dispense with the inane chicanes on Banbury Rd and Buckingham Rd as the do not serve any purpose apart from producing more pollution by slowing down the traffic. Of course the ultimate answer would be to build a proper dual carriageway ring road which any sensible Council would have done.
see previous as answer applies here too
Do live in Bicester, unable to comment.
Stop the growth of rapeseed in the fields. It plays havoc for hay fever/asthma sufferers. Lorries to only deliver during the night. To cut down on exhaust fumes during the day.

After considering the actions proposed and your comments so far, are there any actions that you are planning to personally take to improve air quality in Cherwell?
Find a job away from Banbury
I have invested in a hybrid car to reduce my emissions as I can't use public transport for my journey to work
reduce single occupancy use of car
carry on cycling to work and try to avoid peak times when I need car.
Encourage through traffic to use alternative routes and reduce speed limits in town centres. Investigate possible mitigation measures such as a green wall on Hennef Way
I walk and cycle when I can.
Personally we have already invested in one electric car and are considering a second.
Regularly publish air quality data
There is little I can do as where I live is close to this area, and I can't always avoid travelling through it.
I will pressure councillors.
No
Sack the CDC member Tony Illot for failing to act on his portfolio. Tie all developments into a single plan which balances transport and air quality.
Again, kept the huge trucks to the ring road and Launton Road. The old houses are being ruined, the once beautiful roads of quant old houses are now unbearably busy.
Move?
No. That is the responsibility of CDC.
Promote bus and rail travel. Buses to some villages have ceased recently which has meant more people having to use cars.
I am keen to move out of Bicester because of traffic and air quality issues.
I presume you mean in Cherwell District. My children both walk to school and I work from home and use the train to travel to occasional meetings. I would like us to use bicycles more locally but I do not consider it safe on the road to do so.
I walk almost everywhere.
Travel into and out of urban areas outside of rush hour to avoid queuing traffic in and around town
Considering an electric car
I would love to use public transport to get to work but it just isn't available to me.
Driving less. Not using Banbury Gateway shopping centre. reducing the number of visits to town and shopping centres by car.
Move to somewhere that's taking it seriously? I already make most local journeys (up to 30 minutes walk) on foot
walking a lot more!
walk everywhere and use more public transport . might get a bike
I live in the centre of Bicester and we only own one vechicle. We only use the car for work or large shopping trips. Otherwise we tend to walk in and around town and my husband takes the train to work.
Change from diesel to petrol vehicle if there is any financial incentive
I am unable to do so due to the fact that I already ride share in with a co-worker, that co-worker uses their personal vehicle for Cherwell business and that there is no public transportation options connecting Buckingham and Banbury.
1 to move out of the area to one controlled by a Council who can control their planning applications sensibly
We will replace our diesel car with a petrol car when the lease expires.
Keep on cycling wherever possible, or walk.

If you have any further comments on this consultation, please feel free to give them below.
shared green travel plans could be revisited and re-launched.
Easier to identify problems rather than solutions, so I don't envy you the task, but I do think that the welcome growth of Banbury etc will make this a major problem for the future, as air pollution of the industrial kind used to be. Investment in buses, cycle routes and relief roads will be needed at some point. Also car sharing for school runs as well as peak hour commuters - need to work with schools on that.
The chicane on the Buckingham road near Coopers Green increases pollution by making vehicles wait, often for a minute or more with engines running and then accelerate away through the gears thereby using far more fuel than if they were able to flow through at a steady 30mph. I live near there and also see many close calls where impatient drivers try to get through against oncoming traffic.
This has been going on for over 10 years. When will the government take Cherwell Council to court. When are the EU going to support air quality improvements in Bicester. When are central UK government going to do something?.
No
Sack all Bicester Councillors for failing to represent the needs of their constituents.
This has been too long coming and is too late for Bicester. I fear the damage is done and you councillors have ruined our town. Shame on you.
No doubt nothing sensible will actually be done as usual, except allowing Bicester Village and Tesco and other developers to do what they want, without thinking about the consequences.
It's good we are having this survey. However I am surprised at the emphasis on car travel rather than large lorries (on the one hand) and promoting cycling (on the other). Perhaps if this is for strategic reasons then at some stage it could be explained. Many thanks.
All the proposed actions will not reduce the air pollution, the traffic in Banbury is appalling. Only really radical measures will make a difference.
Nothing to add
Put children back onto buses and we'll all be better off
We do feel the park and ride should be promoted much more across Bicester and much sooner on the signs on the routes into town - ring roads and A41 from motorway junction. Is this service cheap enough to encourage users? We also think the lack of proper well signposted cycle lanes and busy traffic encourages people to cycle in the pavements which has become a daily hazard of walking to station or around town.
Nothing comes to mind.
I think more grants should be given to provide affordable solar panels/heat pumps etc. The green deal previously being run was rubbish. We would love to get rid of our oil fired central heating but as we live in a village without gas there are little options available. We have already insulated our windows and roof however encourage reduced parking charges for electric vehicles, introduce electric charging points. Please consult cyclists before introducing any further cycling initiatives, previous attempt was very poorly thought out and implemented.

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
AQS	Air Quality Strategy
ASR	Air quality Annual Status Report
CRT	Canal and River Trust
Defra	Department for Environment, Food and Rural Affairs
EU	European Union
LAQM	Local Air Quality Management
NO	Nitrogen Oxide
NO ₂	Nitrogen Dioxide
NO _x	Nitrogen Oxides
PM ₁₀	Airborne particulate matter with an aerodynamic diameter of 10µm (micrometres or microns) or less
PM _{2.5}	Airborne particulate matter with an aerodynamic diameter of 2.5µm or less
tbc	To be confirmed

Cherwell District Council

Executive

3 April 2017

Local Development Scheme

Report of Head of Strategic Planning and the Economy

This report is public

Purpose of report

To seek approval of an updated Local Development Scheme (LDS) for the production of the Council's planning policy documents.

1.0 Recommendations

The meeting is recommended:

- 1.1 That the updated Local Development Scheme (LDS) presented at Appendix 1 is approved.

2.0 Introduction

2.1 The Local Development Scheme (LDS) is a rolling business plan for the Local Planning Authority that sets out the preparation of key planning policy documents that will be relevant to future planning decisions. It outlines the programme and resources for completion and adoption of each relevant planning document. It is a requirement of the Planning and Compulsory Purchase Act 2004 (as amended) that the Council prepares and maintains an LDS.

2.2 The LDS must specify:

- the local development documents which are to be development plan documents;
- the subject matter and geographical area to which each development plan document is to relate;
- which development plan documents (if any) are to be prepared jointly with one or more other local planning authorities;
- any matter or area in respect of which the authority has agreed (or propose to agree) to the constitution of a joint committee;
- the timetable for the preparation and revision of the development plan documents; and
- such other matters as are prescribed.

- 2.3 Development Plan Documents must be prepared in accordance with the LDS and this must be demonstrated at public examinations. The LDS will be used by officers, consultees, developers, agents and the public in determining when planning policy documents are likely to be produced by the Council and when key stages of consultation can be expected. Implementation of the LDS is monitored through the Annual Monitoring Report process and the LDS is periodically reviewed if there are significant changes in circumstances.
- 2.4 A new LDS is presented at Appendix 1 for approval. It revises that approved by the Executive on 4 January 2016. The LDS has been updated to take account of: progress in preparing both a Partial Review of Local Plan Part 1 (to contribute in meeting Oxford's unmet housing needs) and a Local Plan Part 2 (Development Management policies and non-strategic sites); a review of the work required to complete those projects; the updated position in completing and preparing Supplementary Planning Documents; and, the Government's on-going review of the operation of the Community Infrastructure Levy.
- 2.5 The LDS is led by the Planning Policy and Growth Strategy team who are responsible for meeting statutory obligations and ensuring consistency of the programme and the planning documents, with the national obligations and conformity with the adopted Local Plan Part 1.
- 2.6 Potential changes to plan-making legislation and national planning policy have been highlighted in the recent housing White Paper '*Fixing our Broken Housing Market*' (February 2017). Consequently, the LDS will need to be kept under review and a further update may be required later in 2017.

3.0 Report Details

- 3.1 An updated Local Development Scheme (LDS) is presented at Appendix 1.
- 3.2 The LDS highlights that the Council's key planning policy documents will be as follows:
- Cherwell Local Plan 2011-2031 (Part 1) – complete and adopted by the Council on 20 July 2015 (incorporating Policy Bicester 13 re-adopted on 19 December 2016). This comprises the main strategy document containing strategic development sites and policies and forms part of the statutory Development Plan.
 - Partial Review of Cherwell Local Plan 2011-2031 (Part 1) - under preparation. Consultation took place on an Issues Paper from 29 January 2016 to 11 March 2016 and on an Options Paper from 14 November 2016 to 9 January 2017. The Partial Review will contain a supplemental planning strategy and strategic development sites in order for the district to contribute in meeting the identified unmet housing needs of Oxford City. Upon adoption by the Council it will become part of the statutory Development Plan.
 - Cherwell Local Plan 2011 – 2031 (Part 2): Development Management Policies and Sites – under preparation. A preliminary scoping consultation was undertaken in May 2015. Consultation took place on an Issues Paper from 29 January 2016 to 11 March 2016. Local Plan Part 2 will contain

detailed planning policies for considering planning applications and non-strategic site allocations. Upon adoption by the Council it will become part of the statutory Development Plan.

- Adopted Policies Map – a map of Cherwell which illustrates geographically the application of the policies in the adopted Development Plan. An Interactive Adopted Policies Map is available on-line at <http://www.cherwell.gov.uk/index.cfm?articleid=11535>.
- Supplementary Planning Documents (SPDs) – some have been completed and some are in preparation or awaiting preparation. SPDs build upon and provide further detail to policies in Development Plan Documents. They are statutory documents but do not form part of the Development Plan. The content of SPDs must follow and not conflict with the adopted Local Plan. The following SPDs have been, are being, or will be prepared:
 - North West Bicester SPD – adopted on 22 February 2016
 - Banbury Masterplan SPD – adopted on 19 December 2016
 - Kidlington Masterplan SPD – adopted on 19 December 2016
 - Developer Contributions SPD – under preparation
 - Bicester Masterplan SPD – under preparation
 - Banbury Canalside SPD - under preparation
 - Cherwell Design Guide – under preparation
 - Bolton Road Development Area, Banbury SPD – on hold
 - Sustainable Buildings in Cherwell SPD – to be prepared

3.3 Additionally, Annual (or Authorities) Monitoring Reports (AMRs) are produced each year to monitor progress in producing Local Development Documents and the implementation of policies. The 2016 AMR was approved by the Executive on 6 March 2017 and was forwarded to DCLG given the significance of the delivery of growth evidenced in the District.

3.4 A Statement of Community Involvement (SCI) is also produced to set out how communities and stakeholders can expect to be engaged in the preparation of planning documents and in the consideration of planning applications. A new SCI was consulted upon from 29 January to 11 March 2016 and adopted by the Council on 18 July 2016. The SCI applies to all elements of the Local Development Framework and the preparation of SPDs.

3.5 The main changes in the proposed LDS (Appendix 1), compared to that approved by the Executive in January 2016, are as follows:

- i. A review of the timetable for completion of the Partial Review of Local Plan Part 1 (Oxford's unmet housing needs). The Partial Review is being prepared to meet the commitment in the adopted Cherwell Local Plan 2011-2031 to complete the review within two years of adoption of Local Plan Part 1 (from July 2015). The last LDS (January 2016) provided for consultation on a Proposed Submission document in April/May 2017 thereby enabling submission to the Secretary of State for examination in June 2017.

The Partial Review is being undertaken in the context of the Duty to Cooperate and countywide work (through the Oxfordshire Growth Board) which examined the level of Oxford's unmet housing need and the apportionment of that need to

the Oxfordshire District Councils. On 26 September 2016, the Oxfordshire Growth Board agreed an apportionment which included 4,400 homes (2011-2031) to be met by this Council.

That decision enabled officers to present an Options consultation paper to the Executive on 7 November 2016. Public consultation ran from November to January 2016 and officers' work has since included the completing of evidence documents and the review of consultation responses. A Proposed Submission document is being prepared but due to the amount of work required and the high level of response to the Options consultation (over 1200 responses) it has not been possible to bring the Proposed Submission document to this meeting of the Executive (3 April) and instead a special meeting is being arranged for 22 May 2017. The LDS at Appendix 1 reflects this change and includes the following milestones:

- 22 May 2017 – presentation of Partial Review Proposed Submission document to the Executive for approval to proceed to invite representations.
 - 30 May to 10 July 2017 inclusive – six week statutory representation period (no extensions of time will be permitted)
 - 4 September 2017 - presentation of Partial Review Submission document to the Executive for approval
 - 5 September 2017 - presentation of Partial Review Submission document to special meeting of the Council for approval
 - 8 Sept 2017 – formal submission of the Partial Review of the Local Plan to the Secretary of State for Communities and Local Government (through the Planning Inspectorate) for Examination.
- ii. A review of the timetable for the completion of Local Plan Part 2 (Development Management Policies and Sites). The last LDS (January 2016) provided for consultation on a Proposed Submission document in February/March 2017 thereby enabling submission to the Secretary of State for examination in June 2017 alongside the Partial Review of the Local Plan.

Due to the priority given to the Partial Review of the Local Plan, it has not yet been possible to complete an Options Paper for consultation which means delay to the overall programme. The reviewed LDS timetable (Appendix 1) provides for an Options consultation after submission of the Partial Review of the Local Plan in September 2017, followed by a Proposed Submission consultation in January/February 2018 ahead of submission for Examination in April 2018.

- iii. Placing advanced work on a potential Community Infrastructure Levy (CIL) Charging Schedule on hold. CIL comprises a schedule of charges for contributions to off-site infrastructure, payable by developers. Work commenced in February 2015 and consultation on a preliminary charging schedule was undertaken from 12 February to 25 March 2016. A draft charging schedule was consulted upon from 14 November 2016 to 9 January 2017.

However, On 7 February 2017, the Government published the housing White Paper '*Fixing our Broken Housing Market*' in which it was announced, "*The Government will examine the options for reforming the system of developer contributions including ensuring direct benefit for communities, and will respond to the independent review and make an announcement at Autumn Budget 2017*" (para. 2.29).

The independent review '*A New Approach to Developer Contributions*' (October 2016) has been published and includes a recommendation that the Government should replace the Community Infrastructure Levy with a twin-track system of a new low level tariff (a Local Infrastructure Tariff), combined with Section 106 agreements for larger sites, that "...*captures the best of both worlds, optimises the contributions from those smaller sites which may not otherwise be contributing in a Section 106 system and also ensures the more substantial infrastructure needs of larger developments are met in a timely manner by those best placed to do so*" (CIL Review Report, para. 4.3.1).

This recommendation and other potential changes mean that it is proposed to put work on a potential CIL on hold until there is more certainty about future changes to legislation and Government policy. It also means that a further round of consultation on the draft Developer Contributions Supplementary Planning Document will be required.

- iv. updating to reflect completion of the North West Bicester SPD, Banbury Masterplan SPD, and Kidlington Framework Masterplan SPD and the re-adoption of Policy Bicester 13 of the Local Plan.
- v. the addition of the Cherwell Design Guide Supplementary Planning Document being prepared by the Head of Development Management (Design and Conservation Team).
- vi. updating of the programmes for other Supplementary Planning Documents, particularly the timetable for the completion of the Bicester Masterplan and the Banbury Canalside and Bolton Road SPDs.

3.6 The LDS provides a programme schedule for each project providing the geographical area affected by the document, the status of the document, the timetable for production, a brief summary of the management arrangements and service resource and the monitoring and review mechanism. Each project sits within the growth framework set by the adopted Local Plan part 1.

3.7 The Government has recently highlighted potential changes to the planning system in the recent housing White Paper '*Fixing our Broken Housing Market*' (February 2017). It has also previously consulted on changes to the National Planning Policy Framework (NPPF). More formal mechanisms for Joint Spatial Plans and new requirements for the review of Local Plans may affect the programmes for producing policy documents. In addition, the work of the National Infrastructure Commission (NIC) (particularly in relation to the Oxford-Cambridge corridor) may also have implications for Local Authorities in this area. Consequently, the LDS will need to be kept under review. A further update of the LDS may need to be presented to Members later in 2017.

4.0 Conclusion and Reasons for Recommendations

- 4.1 An updated Local Development Scheme (LDS) has been prepared. It provides a programme for the preparation of the Council's key planning policy documents that will be relevant to future planning decisions and, where applicable, the public examination of those documents. The Council has a statutory responsibility to prepare and maintain an LDS. The LDS will be used by officers, the public, partners, developers and other stakeholders to monitor the production of documents to plan for associated consultations. Approval of the LDS is needed to assist project management and ensure that the Council meets its statutory responsibilities for plan-making.

5.0 Consultation

Internal briefing: Councillor Colin Clarke, Lead Member for Planning

6.0 Alternative Options and Reasons for Rejection

- 6.1 *Not to approve the LDS*

The Council has a statutory responsibility to maintain an LDS. Not to approve the LDS could undermine the confidence of the public and stakeholders about the Council's plan-making programme. The LDS would need to be re-presented to the Executive at a future meeting or to the Lead Member for Planning.

- 6.2 *To reconsider the content of the LDS*

The LDS has been prepared having regard to the Council's statutory responsibilities and current resources. It is considered by officers to be appropriate for the present and foreseeable circumstances.

7.0 Implications

Financial and Resource Implications

- 7.1 The work arising from the LDS is to be met within existing budgets.

Comments checked by:

Paul Sutton, Head of Finance and Procurement, tel. 0300-003-0106
Paul.Sutton@cherwellandsouthnorthants.gov.uk

Legal Implications

- 7.2 The preparation of the LDS is a statutory requirement.

Comments checked by:

Nigel Bell, Team Leader – Planning & Litigation, tel. 01295 221687
Nigel.Bell@cherwellandsouthnorthants.gov.uk

8.0 Decision Information

Key Decision:

Financial Threshold Met: No
Community Impact Threshold Met: Yes

Wards Affected

All

Links to Corporate Plan and Policy Framework

Accessible, Value for Money Council
District of Opportunity
Safe and Healthy
Cleaner Greener

Lead Councillor

Councillor, Colin Clarke, Lead Member for Planning

Document Information

Appendix No	Title
Appendix 1	Local Development Scheme, April 2017
Background Papers	
None	
Report Author	Adrian Colwell, Head of Strategic Planning and the Economy David Peckford, Deputy Manager – Planning Policy and Growth Strategy
Contact Information	Adrian.Colwell@cherwellandsouthnorthants.gov.uk Tel. 0300 003 0110 david.peckford@cherwell-dc.gov.uk Tel. 01295 221841

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LDS April 2017

**CHERWELL DISTRICT COUNCIL
LOCAL DEVELOPMENT SCHEME
April 2017**



CONTENTS

Section	Page
1 Introduction	4
2. Existing Development Plan	4
3. Non-Statutory Local Plan	4
4. Cherwell Local Plan Development Framework	5
5. Neighbourhood Development Plans	6
6. Programme for Local Development Documents	6
Appendix 1: LDS Timetable	

1. Introduction

The Local Development Scheme (LDS) is a rolling business plan for the preparation of key planning policy documents that will be relevant to future planning decisions. It outlines the programme and resources for completion and adoption of each relevant planning document. It is a requirement of the Planning and Compulsory Purchase Act 2004 (as amended by s.111 of the Localism Act (2011)) that the Council prepares and maintains an LDS.

The LDS must specify:

- the local development documents which are to be development plan documents;
- the subject matter and geographical area to which each development plan document is to relate;
- which development plan documents (if any) are to be prepared jointly with one or more other local planning authorities;
- any matter or area in respect of which the authority have agreed (or propose to agree) to the constitution of a joint committee;
- the timetable for the preparation and revision of the development plan documents; and
- such other matters as are prescribed.

Development Plan Documents must be prepared in accordance with the LDS.

This LDS revises that approved by the Council's Executive on 4 January 2016.

It updates the programme for the production of the Council's key planning policy documents following adoption of the Cherwell Local Plan 2011-2031 (Part 1) on 20 July 2015. Policy Bicester 13 (Gavray Drive) of the Local Plan was re-adopted on 19 December 2016 in accordance with a Court Order dated 19 February 2016 and an addendum to the Local Plan Inspector's report received on 18 May 2016.

Potential changes to plan-making legislation and national planning policy have been highlighted in the recent housing White Paper 'Fixing our Broken Housing Market' (February 2017). Consequently, the LDS will need to be kept under review and a further update may be required later in 2017.

2. Existing Development Plan

As at 4 January 2016, the existing statutory Development Plan comprises the Cherwell Local Plan 2011-2031 (Part 1) adopted in July 2015 (incorporating the re-adopted Policy Bicester 13) and the saved policies of the adopted Cherwell Local Plan 1996 that have not been replaced by the new Local Plan Part 1 (see Appendix 7 of the adopted Local Plan). The Cherwell Local Plan 1996 was adopted in November 1996 and policies were saved from 27 September 2007. The Development Plan also includes the Hook Norton Neighbourhood Plan which was formally 'made' by the Council on 19 October 2015 and the Bloxham Neighbourhood Plan which was 'made' on 19 December 2016.

3. Non-Statutory Local Plan

The Council also has a Non-Statutory Cherwell Local Plan 2011. Originally produced as a replacement for the adopted Local Plan, the Plan was subject to first and second draft deposit stages and pre-inquiry changes were incorporated. However, the decision was taken by the Council to discontinue work on the plan on the 13 December 2004 and withdraw it from the statutory local plan process before the Public Inquiry. To avoid a policy void the Non-Statutory Cherwell Local Plan

2011 was approved by the Council as interim planning policy for development control purposes on the 13 December 2004. Over time, its policies are being superseded by new planning documents.

4. Cherwell Local Plan Development Framework

The Council's key planning policy documents will be as follows:

- **Cherwell Local Plan 2011-2031 (Part 1)** – complete and adopted by the Council on 20 July 2015 (incorporating Policy Bicester 13 re-adopted on 19 December 2016). Comprises the main strategy document containing strategic development sites and policies and forms part of the statutory Development Plan.
- **Partial Review of Cherwell Local Plan 2011-2031 (Part 1)** - under preparation. Consultation took place on an Issues Paper from 29 January 2016 – 11 March 2016 and on an Options Paper from 14 November 2016 – 9 January 2017. The Partial Review will contain a supplemental planning strategy and strategic development sites in order for the district to contribute in meeting the identified unmet housing needs of Oxford City. Upon adoption by the Council it will become part of the statutory Development Plan.
- **Cherwell Local Plan 2011 – 2031 (Part 2): Development Management Policies and Sites** – under preparation. A preliminary scoping consultation was undertaken in May 2015. Consultation took place on an Issues Paper from 29 January 2016 – 11 March 2016. Local Plan Part 2 will contain detailed planning policies for considering planning applications and non-strategic site allocations. Upon adoption by the Council it will become part of the statutory Development Plan.
- **Adopted Policies Map** – a map of Cherwell which illustrates geographically the application of the policies in the adopted Development Plan. An Interactive Adopted Policies Map is available on-line at <http://www.cherwell.gov.uk/index.cfm?articleid=11535>.
- **Supplementary Planning Documents (SPDs)** – some complete and some in preparation or awaiting preparation. SPDs expand upon and provide further detail to policies in Development Plan Documents. They are statutory documents but do not form part of the Development Plan. The following SPDs have been, are being, or will be prepared:
 - North West Bicester SPD – adopted on 22 February 2016
 - Banbury Masterplan SPD – adopted on 19 December 2016
 - Kidlington Masterplan SPD – adopted on 19 December 2016
 - Developer Contributions SPD – under preparation
 - Bicester Masterplan SPD – under preparation
 - Banbury Canalside SPD - under preparation
 - Cherwell Design Guide – under preparation
 - Bolton Road Development Area, Banbury SPD – on hold
 - Sustainable Buildings in Cherwell SPD – to be prepared
- **Annual (or Authorities) Monitoring Reports (AMRs)** – produced each year to monitor progress in producing Local Development Documents and implementation of policies.
- **Statement of Community Involvement (SCI)** – sets out how communities and stakeholders can expect to be engaged in the preparation of planning documents and in the consideration

of planning applications. A new SCI was consulted upon from 29 January to 11 March 2016 and adopted by the Council on 18 July 2016.

- **Community Infrastructure Levy (CIL) Charging Schedule** – work on a potential Levy commenced in February 2015. Comprises a schedule of charges for contributions to off-site infrastructure, payable by developers. Consultation on a preliminary charging schedule was undertaken from 12 February to 25 March 2016. A draft charging schedule was consulted upon from 14 November 2016 to 9 January 2017. On 7 February 2017, the Government published the housing white paper *Fixing our Broken Housing Market* in which it was announced, “*The Government will examine the options for reforming the system of developer contributions including ensuring direct benefit for communities, and will respond to the independent review and make an announcement at Autumn Budget 2017*” (para. 2.29). The independent review *A New Approach to Developer Contributions* (October 2016) has been published. Work on a potential CIL has been put on hold until there is more certainty about future changes to legislation and Government policy.

5. Neighbourhood Development Plans

Neighbourhood Plans can be produced by Town or Parish Councils or other relevant bodies to set out policies (however expressed) in relation to the development and use of land in the whole or any part of a particular, specified neighbourhood area. They are not prepared by Cherwell District Council but are submitted to it ahead of independent examination and a referendum. They are not legally defined as Development Plan Documents but do become part of the statutory Development Plan upon their adoption.

In addition to the ‘made’ Hook Norton and Bloxham Neighbourhood Plans (see Section 2), the following Parishes presently either have designated Neighbourhood Areas, have made applications for an area to be designated or are actively preparing plans:

- Adderbury
- Deddington
- Mid-Cherwell (11 Parishes)
- Weston-on-the-Green
- Bodicote
- Stratton Audley
- Merton

6. Programme for Local Development Documents & Future National Reforms

The programme for preparing individual documents is set out in the schedules below. The Council is expected to produce documents in accordance with the schedules. If significant changes in circumstances occur, the LDS will be reviewed.

The Government has recently highlighted potential changes to the planning system in the recent housing White Paper ‘Fixing our Broken Housing Market’ (February 2017). It has also previously consulted on changes to the National Planning Policy Framework (NPPF). More formal mechanisms for Joint Spatial Plans and new requirements for the review of Local Plans may affect the programmes for producing policy documents. In addition, the work of the National Infrastructure Commission (NIC) (particularly in relation to the Oxford-Cambridge corridor) may also have

implications for Local Authorities in this area. Consequently, a further update of the LDS may need to be presented to Members later in 2017.

Schedule 6.1	Partial Review of the Cherwell Local Plan 2011-2031 (Part 1): Oxford's Unmet Housing Needs	
Subject Matter	Partial review of Part 1 of the adopted Cherwell Local Plan 2011-2031 to help meet the identified unmet housing needs from elsewhere in the Oxfordshire Housing Market Area and arising infrastructure requirements. Builds upon countywide joint working and follows the 'Post SHMA Strategic Work Programme' agreed by the [Shadow] Oxfordshire Growth Board on 20 November 2014. On 26 September 2016, the Oxfordshire Growth Board approved an apportionment of Oxford's unmet housing need (approximately 15,000 homes) to the Oxfordshire District Councils. Cherwell has been asked to accommodate an additional 4,400 homes (2011-2031).	
Geographical Area	Cherwell District	
Status	Development Plan Document (DPD)	
Timetable	Countywide working on identifying the unmet need and apportionment	Completed 26 September 2016
	Formal Commencement (adoption of Local Plan Part 1)	20 July 2015
	District Wide Issues Consultation (Regulation 18)	29 January 2016 – 11 March 2016
	District Wide Options Consultation (Regulation 18)	14 November 2016 – 9 January 2017
	Preparation of Proposed Submission DPD	January 2017 to May 2017
	Consultation on Proposed Submission DPD	30 May – 10 July 2017
	Submission (Regulation 22)	September 2017
	Examination (Regulation 24) (TBC)	September 2017 – March 2018
	Examination Hearings (Regulation 24) (TBC)	November – December 2017
	Receipt and Publication of the Inspector's Report (Regulation 25) (TBC)	April 2018
	Adoption (Regulation 26) (TBC)	May 2018
		Notes: Hearing dates and subsequent programme subject to confirmation from the Planning Inspectorate.
Management Arrangements	Overseen by Head of Service for Strategic Planning and the Economy. Regular reports to CDC Executive.	
Resources Required	Planning Policy and Growth Strategy team; input from other Council services, neighbouring authorities and consultees; Programme Officer and Planning Inspectorate.	
Monitoring and review mechanisms	Annual Monitoring Report	

Schedule 6.2	Cherwell Local Plan 2011-2031 (Part 2): Development Management Policies and Sites	
Subject Matter	Detailed planning policies to assist implementation of strategic policies and the development management process. Identification and delivery of non-strategic development sites for housing, employment, open space and recreation, travelling communities and other land uses.	
Geographical Area	Cherwell District	
Status	Development Plan Document (DPD)	
Timetable	Initial District Wide Public Notification (Regulation 18)	May 2015
	District Wide Review of Previous Issues and Options Work and Preparation	April – December 2015
	District Wide Issues Consultation (Regulation 18)	January - February 2016
	District Wide Options Consultation (Regulation 18)	September – October 2017
	Preparation of Proposed Submission Plan	October – December 2017
	Consultation on Proposed Submission Plan	January – February 2018
	Submission (Regulation 22)	April 2018
	Examination (Regulation 24) (TBC)	April 2018 – August 2018
	Examination Hearings (Regulation 24) (TBC)	June 2018
	Receipt and Publication of the Inspector's Report (Regulation 25) (TBC)	October 2018
	Adoption (Regulation 26)	November 2018
	Notes: Hearing dates and subsequent programme subject to confirmation from the Planning Inspectorate	
Management Arrangements	Overseen by Head of Service for Strategic Planning and the Economy. Regular reports to CDC Executive.	
Resources Required	Planning Policy and Growth Strategy team; input from other Council services, neighbouring authorities and consultees; Programme Officer and Planning Inspectorate.	
Monitoring and review mechanisms	Annual Monitoring Report	

Schedule 6.3	Developer Contributions SPD	
Subject Matter	Reviews and updates the current draft Planning Obligations SPD in the light of the policies set out in the Local Plan (Part 1)	
Geographical Area	Cherwell District	
Status	SPD & Local Development Document (LDD)	
Timetable	Commencement / Preparation	February 2016
	Initial Consultation (Regulation 12)	On-going to July 2016
	Preparation of Draft SPD	June 2016 – October 2016
	Consultation on Draft SPD (Regulation 12/13)	14 November 2016 - 9 January 2017

	Further Consultation on Draft SPD (Regulation 12/13)	July-August 2017
	Preparation of Final SPD	August 2017
	Adoption (Regulation 14)	September 2017
Management Arrangements	Overseen by Head of Service for Strategic Planning and the Economy. Regular reports to CDC Executive.	
Resources Required	Planning Policy and Growth Strategy team; Development Management Team; input from other Council services, neighbouring authorities and consultees.	
Monitoring and review mechanisms	Annual Monitoring Report	

Schedule 6.4	Bicester Garden Town Masterplan Supplementary Planning Document (SPD)	
Subject Matter	Builds upon and provides further detail to Local Plan policies for the town of Bicester.	
Geographical Area	Bicester	
Status	SPD & Local Development Document (LDD)	
	Re-commencement and preparation (Bicester Garden Town)	January 2016 – May 2017
	Initial Consultation (Regulation 12)	May 2017
	Preparation of SPD	June – September 2017
	Consultation (Regulation 12/13)	October-November 2017
	Preparation of Final SPD	November 2017–January 2018
	Adoption (Regulation 14)	February 2018
	Notes: Masterplan re-commenced in view of Bicester Garden Town announcement.	
Management Arrangements	Overseen by Head of Service for Strategic Planning and the Economy in conjunction with the Commercial Director (Bicester). Regular reports to CDC Executive.	
Resources Required	Bicester Delivery Team, Planning Policy and Growth Strategy team; input from other Council services, neighbouring authorities and consultees.	
Monitoring and review mechanisms	Annual Monitoring Report	

Schedule 6.5	Cherwell Design Guide SPD	
Subject Matter	Expands upon and provides further detail to Local Plan policies for the town of Bicester	
Geographical Area	Cherwell District	
Status	SPD & Local Development Document (LDD)	
Timetable	Commencement / Preparation	June 2016 – February 2017
	Initial Consultation (Regulation 12)	February - March 2017 & May 2017
	Preparation of Draft SPD	March-June 2017

	Consultation (Regulation 12/13)	June –July 2017
	Preparation of Final SPD	July-September 2017
	Adoption (Regulation 14)	October 2017
Management Arrangements	Overseen by Head of Development Management in conjunction with Head of Strategic Planning and the Economy	
Resources Required	Design and Conservation Team with support from Development Management & Planning Policy and Growth Strategy teams; input from other Council services, neighbouring authorities and consultees.	
Monitoring and review mechanisms	Annual Monitoring Report	

Schedule 6.6	Banbury Canalside Development Area Supplementary Planning Document (SPD)	
Subject Matter	Expands upon and provides further detail to Local Plan policies for the development area of Canalside, Banbury.	
Geographical Area	Canalside and Banbury town centre	
Status	SPD & Local Development Document (LDD)	
	Re-commencement & Preparation of 2nd Draft SPD (Following Local Plan adoption in July 2015)	July 2015 onwards
	Initial Consultation (Regulation 12)	April – May 2018
	Preparation of Draft SPD	June – July 2018
	Consultation (Regulation 12/13)	August 2018
	Preparation of Final SPD	September 2018
	Adoption (Regulation 14)	October 2018
Management Arrangements	Overseen by Head of Service for Strategic Planning and the Economy. Regular reports to CDC Executive.	
Resources Required	Planning Policy and Growth Strategy team; input from other Council services, neighbouring authorities and consultees.	
Monitoring and review mechanisms	Annual Monitoring Report	

Schedule 6.7	Bolton Road Development Area Supplementary Planning Document (SPD)	
Subject Matter	Expands upon and provides further detail to Local Plan policies for the Development Area at Bolton Road, Banbury.	
Geographical Area	Bolton Road and Banbury town centre	
Status	SPD & Local Development Document (LDD)	
Timetable	Re-commencement & Preparation of 2nd Draft SPD	January 2018 onwards
	Initial Consultation (Regulation 12)	April – May 2018

	Preparation of Draft SPD	June – July 2018
	Consultation (Regulation 12/13)	August 2018
	Preparation of Final SPD	September 2018
	Adoption (Regulation 14)	October 2018
Management Arrangements	Overseen by Head of Service for Strategic Planning and the Economy. Regular reports to CDC Executive.	
Resources Required	Planning Policy and Growth Strategy team; input from other Council services, neighbouring authorities and consultees.	
Monitoring and review mechanisms	Annual Monitoring Report	

Schedule 6.8	Sustainable Buildings in Cherwell Supplementary Planning Document	
Subject Matter	Expands upon and provides further detail to Local Plan (Part 1) policies for the environment and design.	
Geographical Area	Cherwell District	
Status	SPD & Local Development Document (LDD)	
Timetable	Commencement & Preparation	January 2018 onwards
	Initial Consultation (Regulation 12)	April – May 2018
	Preparation of Draft SPD	June – July 2018
	Consultation (Regulation 12/13)	August 2018
	Preparation of Final SPD	September 2018
	Adoption (Regulation 14)	October 2018
Management Arrangements	Overseen by Head of Service for Strategic Planning and the Economy. Regular reports to CDC Executive.	
Resources Required	Jointly produced by Planning Policy and Growth Strategy team; Design and Conservation team and Bicester Delivery Team, input from other Council services, neighbouring authorities and consultees.	
Monitoring and review mechanisms	Annual Monitoring Report	

Cherwell District Council

Executive

3 April 2017

Empty Homes Project Update

Report of Commercial Director

This report is public

Purpose of report

To provide Members with an update on the first 12 months work of the Empty Homes Project, based within the Private Sector Housing Team.

1.0 Recommendations

The meeting is recommended:

- 1.1 To note the progress of owner engagement with the project.
- 1.2 To note the proposals for use of enforcement powers to bring empty properties back into use.
- 1.3 To note the added value of addressing vacant properties to the Council.

2.0 Introduction

- 2.1 Previously, Members had agreed to fund a shared Empty Property Officer post with South Northants Council on a 2-year fixed term contract. The officer came into post in April 2016.
- 2.2 The focus of the Empty Homes Project is to engage with owners of residential properties that have been vacant for a minimum of 6 months. The data used to identify these owners and properties is primarily provided from Council Tax records. Reports of empty properties are also received from other parties including the general public.
- 2.3 The principal approach has been to contact the owners or responsible parties as detailed on Council Tax records by letter enclosing an Empty Homes Survey. Owners are asked to return the surveys, giving details of:
 - how they acquired the property
 - the general condition

- the timescale when it would be brought back into use
- what assistance would help to bring the property back into use

2.4 It is not the intention of the project to contact owners who are trying to bring their properties back into use. In order to identify priority cases, and where the property may have become “stuck”, checks are made to see if any activity has been recorded against the address. For example, online marketing checks are carried out to see if the property is available for sale or rent. Planning and Building Control records that are available online are also checked. Where a property is being actively marketed, or recent applications have been made for works to the home then surveys are not sent. The activity is recorded against the address and the property record is monitored.

2.5 The letters have targeted properties by length of time vacant. A summary of those mail outs is as follows:

Length of time vacant	No. of addresses as per Council Tax records	No. of properties where activity has been identified	Surveys sent	Surveys received	No of properties back into use as a result of Project by 20 Mar 2017	Total No of properties back into use by Mar 2017
2+ year As at April 16	90	17	73	40	3	31
1 - 2 years As at May 16	106	48	58	27	3	78
9 - 12 months As at June 16	103	53	50	23	4	84
6 – 15 months As at Oct 16	83	39	44	20	2	44
6 – 8 months As at Dec 16	123	95	31	10	0	28
6 months As at Mar 17	61	40	21* to be sent	0	0	11

2.6 The database of empty properties is checked monthly against Council Tax records. Records are kept to monitor the churn in empty homes within the private sector.

3.0 Report Details

3.1 The gross number of private sector empty properties within Cherwell District Council that have been vacant for more than 6 months is 220. However, when the properties are analysed 137 (62%) are subject to activity by the owner, or have planning consent as redevelopment opportunities.

3.2 Council Tax data shows that approximately 530 properties have been void for less than 6 months. Analysis of these properties is not undertaken as they fall outside the remit of the project.

- 3.3 Since coming into post, the officer has established an Empty Homes Working Group. The group meet approximately every 3 months to discuss options for void properties that their sections may be dealing with. Officers from the following sections are invited to attend:
- Council Tax
 - Planning Conservation
 - Planning Enforcement
 - Building Control
 - Public Protection
 - Investment and Growth
- 3.4 In order to promote the project and raise awareness of empty properties, a number of initiatives have taken place, including:
- Revising the web pages and creating an online form to report empty homes
 - Presentation to the Landlord Forum
 - Issue of 3 press releases
 - Newsletter to owners to coincide with National Empty Homes Week
 - Drop-in session for owners organised as part of National Empty Homes Week
 - Production of short videos for use on the Council's Facebook and Twitter accounts
 - Use of social media to post a series of advice and guidance to owners on dealing with their empty homes and the risks involved in not managing properties such as damage, vandalism and fraud.
 - Articles in the Council magazines, encouraging owners to deal with their properties, but also highlighting risks of leaving homes void.
- 3.5 To date there are 37 active cases where owners of long term empty properties are working to bring their properties back into use. A number of these properties have been vacant for over 10 years. The properties may be causing issues for neighbouring homes, blighting neighbourhoods or accruing debt and arrears. There is clear correlation between the intervention of the council and the activity of the owner. This intervention can be very time consuming, but having a consistent and regular contact with owners reaps results by problematic properties being addressed.
- 3.6 Where owners continue to leave properties void and no activity is taking place, then enforcement action is considered. Properties causing most concern to neighbours or where there is a high housing need are prioritised. By working with Council colleagues the full range of enforcement options can be considered. At present a number of dwellings have been identified as suitable for Empty Dwelling Management Orders. Other options could be Enforced Sale or Compulsory Purchase. The Empty Homes Officer is working on cases for consideration of enforcement by Senior Officers and Members as appropriate.
- 3.7 Nationally it is recognised that Councils who have a dedicated Empty Homes resource do contribute to the number of available dwellings within their district. Not only is additional housing available, but the Council also benefits from the additional New Homes Bonus that reducing the number of empty homes delivers. Raising awareness of empty homes and assisting owners prevents the long term social issues that vacant properties attract, such as vandalism, disrepair and property

fraud. Addressing empty properties can also assist with recovery of Council Tax arrears.

- 3.8 Cherwell District Council has a range of financial measures to support owners through Landlord Grants, Flexible Empty Homes Loan and the Leasing Scheme in partnership with Housing Association. Cherwell District Council follows Best Practice when negotiating with owners is to remind them of the assistance available from the Council.
- 3.9 At present, 1 property is being repaired ready for occupancy through the Flexible Empty Homes Loan scheme, and owners of 2 other properties are obtaining estimates for refurbishment with the intention to apply for Flexible Empty Homes Loans. A number of owners have expressed interest in the Landlord Grant scheme.
- 3.10 The project has been directly involved in returning 12 homes to use in its first year (see table 2.5 above). The estimated income to the Council from New Homes Bonus from those 12 properties (based on the specified average Band C council tax) is a total of £12,660 per year and a cumulatively total of £75,960 over the 6 year payment period. In Year-2 of the project our target is for a further 12 properties to be brought back into use, which would result in an additional £12,660 per annum to the Council and a further cumulative total for those year-2 properties of £75,960 over the 6 year payment period.

4.0 Conclusion and Reasons for Recommendations

- 4.1 The Empty Homes Project has successfully engaged with owners of the longest term void properties. Whilst it should be noted that these properties will take time to come back into use, owners do now have plans and are positively pursuing their options.
- 4.2 It is hoped that through regular engagement with owners of homes that are just 6 months properties will not become stuck, falling into disrepair and causing concern for neighbours and wider amenity issues.
- 4.3 The estimated income from the first year of the Empty Homes Project is in the region of £75,960 from New Homes Bonus over the 6 year payment period. This is as a result of tackling the longest-term void properties and supporting owners where there has been no activity at the property for a long period.

5.0 Consultation

None

6.0 Alternative Options and Reasons for Rejection

- 6.1 None

7.0 Implications

Financial and Resource Implications

7.1 There are no financial implications arising from this report.

Comments checked by:

Joanne Kaye, Principal Accountant, 01295 221545
joanne.kaye@cherwellandsouthnorthants.gov.uk,

Legal Implications

7.2 There are no direct legal implications arising from this report. Should any of the enforcement processes referred to in the report be activated the legal team would provide advice where appropriate.

Comments checked by:

Kevin Lane, Head of Law and Governance – 0300 0030107
kevin.lane@cherwellandsouthnorthants.gov.uk

Risk Implications

7.3 The Empty Property Officer post is jointly funded by Cherwell District Council and South Northants Council for a 2 year period. The work is not guaranteed beyond this period. If the project is to continue beyond this point, additional funding would need to be identified.

The risks within this projected will be managed as part of the teams operational risk register and escalated to the corporate register if and when necessary.

Comments checked by:

Louise Tustian, Senior Performance & Improvement Officer – 01295 258104
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8.0 Decision Information

Key Decision

Financial Threshold Met: No

Community Impact Threshold Met: No

Wards Affected

All

Links to Corporate Plan and Policy Framework

Housing Strategy objectives: Increasing the supply and access to housing.

Lead Councillor

Councillor John Donaldson, Lead Member for housing

Document Information

Appendix No	Title
None	
Background Papers	
None	
Report Author	Tim Mills, Private Sector Housing Manager
Contact Information	01295 221655 Tim.mills@cherwell-dc.gov.uk

Cherwell District Council

Executive

3 April 2017

Update: Construction Apprenticeships and Skills
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Report of Commercial Director and Head of Strategic Planning and the Economy

This report is public

Purpose of report

The purpose of this report is to provide an update for the Executive on the progress being made to secure construction apprenticeships arising from the planned growth across the District. It is a year since the Executive approved guidance which was intended to operate informally to secure construction apprenticeships and skills through the processing of planning applications by the Council (attached at Appendix 1). It is therefore timely to review how the initiative has been progressing.

1.0 Recommendations

The meeting is recommended:

- 1.1 To note the report.

2.1 Background

- 2.1 Over the past 2-3 years, the Bicester Delivery Team has been working with partners to progress a scheme to allow a sustained programme of construction apprenticeships to be delivered, taking advantage of the scale of growth that is planned for the District. The scheme's original focus was to bring forward apprenticeships through the construction of NW Bicester. In doing this the Team was mindful of the Eco Town planning principles and the leverage this gives the Council as a planning authority to encourage the development to be economically sustainable. However the concept has broadened over time and the approach now looks to secure opportunities across the District.

The scheme has two main components:

- i) Securing a target number of apprenticeships

A planning policy approach has been devised to secure construction apprenticeships through S106 agreements attached to outline planning applications over a certain size. The approach and application thresholds are

contained in the Interim Position Statement on Planning Obligations for Construction Apprenticeships and Skills referred to above and attached at Appendix 1.

ii) **Setting up and operating an Apprenticeship Training Agency (ATA)**

A key element in the successful delivery of the programme has involved the setting up of a local Apprenticeship Training Agency (ATA). In essence the Council's role has been to find a way to secure construction apprenticeships through development and then provide developers with a straightforward means of delivery. The ATA will smooth the process for developers as it can manage apprenticeships rather than the developer needing to. It will provide the necessary insurances and health and safety training as well as accessing suitable local candidates, liaise with local training providers to secure the appropriate college training and support, and with developers to agree the nature of the apprenticeship and on-site placement timescale.

2.2 It has always been the intention to develop a model and to implement it in the Cherwell District initially, and in time to roll out to the South Northants District. Ultimately the intention is that this approach could be used Oxfordshire wide and beyond.

2.3 The scheme was the subject of a successful bid for grant funding from OxLEP in December 2014. Cherwell District Council received £50,000 specifically to set up the ATA and to cover its early operation. A report went before the Executive in April 2015 which outlined the scheme. The Executive noted the report and approved CDC to be the accountable body as recipient of the grant. In April 2016 the Executive approved Appendix 1 as informal planning policy guidance and also delegated to the Leader the appointment of a Cherwell District Council representative on the ATA Board. It also requested that an update on the initiative be provided a year on from the meeting, hence this report.

3.0 Progress since the last Executive Report (April 2016)

3.1 Securing apprenticeships through NW Bicester S106 agreements

Although no apprenticeships have yet been formally secured through S106 agreements, a number of constructive discussions are currently underway as part of the preparation of S106 agreements to be attached to outline consents at NW Bicester. As a result of on-going negotiations with A2 Dominion, the lead developer of NW Bicester, the Bicester Delivery Team expects to secure approximately 100 new apprenticeships through S106 agreements to be completed over the next 12 months. Negotiations with Dorchester on the Upper Heyford site have commenced and based on the policy approach set out in the Developer Contributions SPD, CDC would be looking to secure approximately 110 new construction apprenticeships through the current submitted and forthcoming applications for development at the site - should they gain consent. The S106 agreements will be drafted so that developers are encouraged to use The Apprenticeship and Training Agency or other equivalent approach to be approved in writing by CDC, to manage the apprenticeships.

3.2 The Interim Position Statement on Planning Obligations for Construction Apprenticeships and Skills (Appendix 1)

The Executive previously approved the Interim Position Statement to operate as informal guidance, prior to informing a relevant policy within the Cherwell District Council Local Plan Part 2 and the Developer Contributions Supplementary Planning Document (SPD). The policy approach contained in the Interim Position Statement has now been incorporated in CDC's Draft Developer Contributions SPD (November 2016) which was the subject of public consultation between 14 November 2016 – 9 January 2017.

3.3 In due course and in accordance with the Council's Local Development Scheme (LDS), all representations received will be considered and, where necessary, amendments made to the Draft Developer Contributions SPD. It is also intended that an approach to secure apprenticeships more broadly (not just confined to construction) will be considered for inclusion within the emerging Cherwell Local Plan Part 2.

3.4 Setting up the ATA

The Bicester Delivery Team has set up *The Apprenticeship & Training Company Ltd*. It is a company limited by guarantee, operating on a not-for-profit basis, which was incorporated in 2015. It has been approved by the Skills Funding Agency (SFA) to deliver the service, via its 'Recognition' process. The SFA closely regulates and monitors who can deliver this service. A Company Director is in place to manage the company set up and operation. The Company is not operated and owned by CDC.

3.5 A 5 strong Board has been appointed and has been meeting on a regular basis since July 2016. All meetings are minuted. The aim is for the Company to start trading by April 2017 so it can start to manage apprenticeships for developers and contractors shortly after. As accountable body for the OxLEP grant, CDC has appointed Cllr John Donaldson as its representative to sit on the Board. Cllr Barry Wood also sits as the Board member with accountancy skills and has been formally approved to do so by CDC through a Lead Member decision. The other Board members between them have PR / Communications, HR, Recruitment Agency / ATA backgrounds and is expected that a representative from a local firm of solicitors will also join shortly.

3.6 The Company is due to take up office premises in Banbury over the next few weeks and details are being finalised for Company documentation (e.g. Memorandum and Articles), official appointment of non-executive directors and company insurances ready for submission to Companies House. CDC's Legal Team are being closely involved to ensure due diligence, in respect of the spending of the OxLEP grant fund and also as regards the involvement of two CDC councillors on the Board.

3.7 At the moment the Company has 3 contracts in the early stages of negotiation to provide services to major building contractors and developers and another contract which it has recently secured. These are as a result of speculative enquires to sites that are about to commence construction or are in the early stages of construction - the opportunities have not been secured through the planning system.

- 3.8 OxLEP has been monitoring how the funding has been spent on a quarterly basis and signed off the final tranche of funding in January 2017. It has been satisfied with the way the project has been progressing and has been managed. Just over a quarter of the grant has yet to be spent and will continue to support the Company in its first year of trading.
- 3.9 Some common emerging themes are beginning to emerge from early discussions with developers and contractors about this initiative:
- An awareness that their organisations will be paying the Apprenticeship Levy (coming into force in England and Wales from April 2107) and a desire to obtain maximum benefit from this;
 - An acknowledgement that there is an on-going paucity of relevant trained construction workers which is having an adverse impact on construction businesses;
 - A worry that with the impending departure of the UK from the European Union, the existing skills situation will worsen significantly;
 - A desire to look at legacy planning for the skills needed by the construction industry in the future.

For all these reasons, discussions to date with developers and contractors have been positive in nature as they have been appreciative of an initiative that will assist in tackling with the above concerns.

4.0 Conclusion and Reasons for Recommendations

- 4.1 Increasing the number of new apprenticeships in England is a high profile Government objective. Cherwell District Council supports this aspiration. The amount of new development taking place in the District over the next 20 years or so, coupled with the evidenced shortage of construction skills provides both an incentive and opportunity to secure the provision of new construction related apprenticeships through the land use planning system.
- 4.2 The Cherwell District Council Local Plan Part 1 as well as CDC's Economic Strategy contain strategic aspirations relating to the need to support an increase in skills and training within the District. The Interim Position Statement (Appendix 1) has usefully provided detail for developers and colleagues in CDC's Development Management on how this overarching strategic aim can be achieved through the land use planning process, prior to having statutory planning policy in place.
- 4.3 The signals from informal discussions with developers to date are that they generally support the approach CDC is promoting, as a helpful initiative designed both to increase the number of local skilled construction operatives available to support the building industry, as well as promoting the construction trades generally as a valuable future career path for young people.
- 4.4 The setting up and operating of The Apprenticeship and Training Company to manage apprenticeships on behalf of developers and their contractors is a key element of delivering the apprenticeships. This is because it will make the whole process easier for developers by managing all the elements that go towards supporting an individual towards the successful completion of an apprenticeship.

Given that CDC is the accountable body for the OXLEP grant, as well as its strategic commitment to support skills and training, it is appropriate that there is CDC representation on the Board.

5.0 Consultation

- 5.1 External discussions about the principle of securing apprenticeships through the planning system have been carried out with the lead developers of NW Bicester and developers of Upper Heyford as detailed above.
- 5.2 Internal discussions on the principle and detail of the planning policy approach have been had with Solicitor, Team Leader Planning, Shared Legal Team, Development Control Team Leader, Development Control and Major Projects, CDC, Head of Strategic Planning and the Economy, Cherwell and South Northants and Principal Planning Officer, Planning, Housing and Economy, CDC.
- 5.3 On-going discussions have been had with Solicitor, Cherwell and South Northants Shared Legal Service and Assistant Director – Transformational Governance, in relation to setting up the ATA Company and making sure due diligence has been carried out and any associated risks identified and mitigated according to CDC's agreed processes for commercial activities.

6.0 Implications

Financial and Resource Implications

- 6.1 The implementation of the planning policy approach to securing apprenticeships can be resourced within existing budgets and staff resources. *The Apprenticeship & Training Company Ltd.* is being resourced through the OxLEP City Deal grant funding which is not yet completely spent.

Comments checked by:

Joanne Kaye, Principal Accountant, (01295 221545)
joanne.kaye@cherwellandsouthnorthants.gov.uk

Legal Implications

- 6.2 There are no legal implications arising directly from this report. The Guidance at Appendix 1 was operating as informal interim guidance for CDC Development Control officers and applicants, but has since been incorporated in CDC's draft Developer Contributions SPD which has recently been out to public consultation. The Planning Policy Team are currently dealing with all responses received and will take these into account in any subsequent amendments to the policy approach.

Comments checked by:

Nigel Bell, Solicitor, Team Leader Planning, Shared Legal Team (01295 221687),
nigel.bell@cherwellandsouthnorthants.gov.uk

7.0 Decision Information

Key Decision

Financial Threshold Met: No

Community Impact Threshold Met: No

Wards Affected

All

Links to Corporate Plan and Policy Framework

This report directly links to the following corporate priority and objective set out in the Cherwell District Council Business Plan 2017-2018:

Cherwell: A District of Opportunity

Lead Councillor

Councillor Lynn Pratt, Lead Member for Estates and the Economy

Document Information

Appendix No	Title
1	Cherwell District Council Construction Apprenticeship and Skills Interim Planning Policy Guidance, April 2016
Background Papers	
None	
Reference Documents	
Apprenticeships Policy, England 2015 House of Commons Library Draft Developer Contributions SPD (November 2016) The Apprenticeship & Training Company Ltd. website: www.apprenticeshiptrainingcompany.org.uk	
Report Author	Caroline Clapson, Bicester Delivery Team
Contact Information	01295 221514 Caroline.clapson@cherwell-dc.gov.uk

Draft Cherwell District Council Interim Position Statement on Planning Obligations for Construction Apprenticeships and Skills, April 2016

1.0 Background

- 1.1 The Government has made a commitment to 3 million new apprenticeship starts in England between 2015 and 2020¹. Apprenticeships are full time paid jobs which incorporate on and off the job training. A successful apprentice will receive a nationally recognised qualification on completion of their contract. Public sector bodies will be required to employ apprentices and set targets to increase apprenticeship numbers². There are over 200 different types of apprenticeship currently available in England, through existing apprenticeship frameworks. Apprentices can receive qualifications ranging from those equivalent to 5 GCSE passes to those equivalent to a degree.
- 1.2 Cherwell District Council (CDC) has pledged during 2016-2017 to “continue to support skills development, apprenticeships and job clubs in order to help support local employment and reduce the number of young people not in education, employment or training”³. In particular CDC is keen to increase the number of apprenticeships and related skills that come forward through the construction of new development areas in the District. This aspiration is in line with the latest report from the Construction Skills Network which forecasts that in the south east region alone, 1730 construction jobs are expected to be created every year over the next 5 years, but skill shortages are beginning to emerge⁴.
- 1.3 Oxfordshire in general and the Cherwell District in particular, are experiencing a large increase in construction to provide new homes and jobs for the area. However there is a shortage of skilled construction workers to support this growth. The table below shows the trends over the last four years. Construction apprenticeships are decreasing. They made up 6.6% of the total in 2011/12 and falling to 4.1% in 14/15. Furthermore labour market information gathered by the Oxfordshire Local Enterprise Partnership (OXLEP) has shown that within the local construction sector, it is the elementary construction occupations that are most in demand⁵.

Construction, Planning and the Built Environment	2011/12	2012/13	2013/14	2014/15, Q4 provisional
Count of construction apprenticeship starts	300	250	170	180
% of all apprenticeships	6.6%	5.6%	4.4%	4.1%

Source: Economy and Skills, Oxfordshire County Council.

- 1.4 The need to increase the number of apprenticeships locally is picked up by both the Oxfordshire Local Economic Partnership (OxLEP) and the South East Midlands Economic Partnership (SEMLEP). OxLEP’s Strategic Economic Plan is committed to delivering 1150

¹ Apprenticeships Policy, England 2015: House of Commons Library Briefing Paper 03052, 20 January 2016 page 3

² Op. cit. page 3

³ Cherwell District Council Performance Pledges 2016-2017

⁴ Construction Skills Network South East Report 2016-2020

⁵ Oxfordshire Labour Market Information Summer 2014, Oxfordshire Skills Board Page 39

more apprenticeships to 2020 within Oxfordshire⁶. The SEMLEP Strategic Economic Plan is seeking just over 94,000 apprenticeship starts within the SEMLEP area between 2015 and 2020. Of these, it is anticipating that 7017 will be created within the Cherwell District⁷. It notes in particular that there is a shortage of skills and an aging workforce in the construction sector across the SEMLEP area and that there are significant opportunities for jobs growth in these sectors across the SEMLEP area⁸.

- 1.5 Cherwell District Council's Economic Development Strategy (CDCEDS) identifies the provision of apprenticeships as one way to help people into employment⁹. In essence, the growth envisaged in the Cherwell District Council Local Plan Part 1 (July 2015) will both benefit from a healthy supply of construction apprentices as well as providing an ideal environment to support the training of new entrants to the construction trades. In respect of North West Bicester, the CDCEDS seeks to implement the NW Bicester Economic Strategy as one of the means to provide, encourage and support skills needed to develop NW Bicester and cites local apprenticeships as an outcome of this initiative¹⁰.
- 1.6 This note will set out the national and local planning policy context before describing the approach to be taken in the negotiation of construction (and related trades) apprenticeships for planning applications for certain categories of new development by Cherwell District Council. It is intended that this note will operate as informal guidance which will eventually help inform a relevant policy within the Cherwell District Council Local Plan Part 2 and the Planning Contributions Supplementary Planning Document, which are currently in the early stages of preparation.

2.0 National Planning Policy Context

2.1 The National Planning Policy Framework March 2012 (NPPG)

The Framework is predicated on ensuring that the planning system promotes sustainable development. The Framework notes that there are 3 dimensions to sustainable development and that the planning system should correspondingly perform an environmental role, a social role and an economic role¹¹. In terms of the economic role, the NPPF notes that pursuing sustainable development involves "making it easier for jobs to be created in cities, towns and villages."¹² It further notes that "plans and decisions need to take local circumstances into account, so that they respond to the different opportunities for achieving sustainable development in different areas."¹³

- 2.2 Under the heading "Building a strong, competitive economy" the NPPF states that "the Government is committed to securing economic growth in order to create jobs and prosperity..."¹⁴ It continues by stating that the Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth and that

⁶ OxLEP Strategic Economic Plan March 2014, page 42

⁷ SEMLEP Strategic Economic Plan 2015-2020, Table B SEMLEP Apprenticeship Data, Page 25

⁸ Op cit. paragraph 2.5.19, page 26

⁹ Economic Development Strategy for Cherwell, North Oxfordshire 2011-2016, Cherwell District Council, pages 32, 45

¹⁰ Op Cit. page 47

¹¹ NPPF (March 2012) paragraph 7

¹² NPPF (March 2012) paragraph 9

¹³ NPPF (March 2012) paragraph 10

¹⁴ NPPF (March 2012) paragraph 18

planning should operate to encourage this. It concludes the paragraph by stating that significant weight should be placed on the need to support economic growth through the planning system.¹⁵

- 2.3 In terms of how apprenticeships can be delivered through the planning system, CDC proposes that this is achieved through planning obligations or through conditions attached to planning consents, whichever is the most appropriate depending on the individual circumstances of each application and site. In drafting conditions and agreements, CDC will take account of the NPPF and Planning Practice Guidance.

2.4 Eco Towns Supplement to Planning Policy Statement 1 July 2009 (SPPS1)

The SPPS1 specifically applies to the North West Bicester site. In a similar way to the NPPF, there are no explicit references to the provision of apprenticeships in the Supplement. However section ET10 Employment states that an economic strategy should be produced to accompany planning applications for eco towns that demonstrate how access to work will be achieved. One of the supporting documents accompanying the NW Bicester Masterplan submitted by A2 Dominion is the NW Bicester Economic Strategy (21 March 2014) which contains a commitment to apprenticeships. This will be explored in more detail in the section below which deals with the local planning policy context.

3.0 Local Planning Policy Context

3.1 The Cherwell Local Plan 2011-2031 Part 1 (adopted July 2015)

Securing the economic future of the District is the main priority of the Local Plan¹⁶. The main focus of the Plan is strengthening the local economy, job creation, inward investment and company growth, as well as building cohesive communities.¹⁷ In particular, the Plan notes that relatively large numbers of people in Cherwell are without qualifications and basic skills, so the level of education and training needs to improve¹⁸. The Plan contains 5 strategic objectives for developing a sustainable local economy including SO5 which aims to “.....support an increase in skills and innovation....¹⁹”. The Plan notes that “there will also need to be promotion of local training providers, an improvement of the relationships between companies and schools, colleges and the universities....²⁰. However there are no strategic policies that deal with the provision of apprenticeships / increasing skills in the workforce as these are detailed policy areas more appropriately covered in the Cherwell Local Plan Part 2.

- 3.2 However the supporting text to Policy Bicester 1: North West Bicester Eco-Town states that an economic strategy will be required and there should be local sourcing of labour, including providing apprenticeships during construction²¹. Policy Bicester 1 itself repeats the requirement for an economic strategy to be prepared to support planning applications for the site and amongst other matters, to demonstrate how access to work will be achieved.

¹⁵ NPPF (March 2012) paragraph 19

¹⁶ CDC Local Plan 2011-2031 Part 1, July 2014, paragraph ix Executive Summary.

¹⁷ Op cit. paragraph 1.66

¹⁸ Op cit. paragraph A14

¹⁹ Op cit. page 31

²⁰ Op cit. paragraph B14

²¹ Op cit. paragraph C39

3.3 North West Bicester Supplementary Planning Document (anticipated to be adopted March 2016)

The North West Bicester Supplementary Planning Document amplifies Policy Bicester 1 of the Local Plan Part 1. Under Development Requirement 5- Employment, it states that employment proposals for NW Bicester will be required to “support apprenticeship and training initiatives”. In Section 6 Delivery, the SPD states that “employment opportunities and facilities to support job creation providing a mix of uses and access to job opportunities” should be taken into account to deliver the masterplan vision through the submission of planning applications. It further states that contributions towards local employment, training and skills will be required through legal agreements from developers²².

3.4 NW Bicester Masterplan: Economic Strategy (March 2014)

In line with Section ET10 of the PPS1 Supplement and Policy Bicester 1 of the Cherwell Local Plan this Economic Strategy has been prepared by SQW on behalf of the promoters of the NW Bicester site to support the NW Bicester Masterplan. Figure 3-2 sets out the contribution the NW Bicester site will make to local economic objectives. It states that “NW Bicester will support the expansion of education and training opportunities in Bicester by increasing demand and the sponsorship of apprenticeships, for example in eco construction”. It notes that NW Bicester will create a long term (20+ year) demand for local skills relating to eco construction.

3.5 Paragraph 5.6 of the Economic Strategy states that “training programmes, including apprenticeships, will be provided to ensure local residents and firms can acquire the necessary skills for NW Bicester, but that these skills will also be in increasing demand elsewhere as construction standards improve and retrofit programmes are rolled out”.

3.6 Finally, Table 6-1 Economic Development Action Plan consolidates all of the above statements by setting out that OCC and CDC will develop a Bicester wide apprenticeship strategy for all the development in Bicester of which NW Bicester is a part. It further states that apprenticeship schemes will be agreed with developers, the local colleges and other suitable local training providers.

4.0 How this Guidance will be applied

4.1 Approach

Cherwell Council will seek to apply this Guidance across its entire administrative area. It will seek the provision of a stated target number of new construction apprenticeships (or apprenticeship starts) as part of an Employment, Skills and Training Plan (ESTP) for each proposal for new development, to be secured via condition or S106 agreement as explained in paragraph 2.3 above. CDC is keen that the submission of ESTPs should not be unduly onerous for developers, hence an ESTP framework is provided for information at Appendix A to this Document. This can be reproduced by developers and completed by filling in the relevant numbers.

4.2 This Guidance will apply to the types of new development and subject to the thresholds set out in the table below. However if proposed developments fall below these thresholds but developers would still like to provide new construction apprenticeships, then the Council will

²² North West Bicester Supplementary Planning Document (adopted March 2016), page 54.

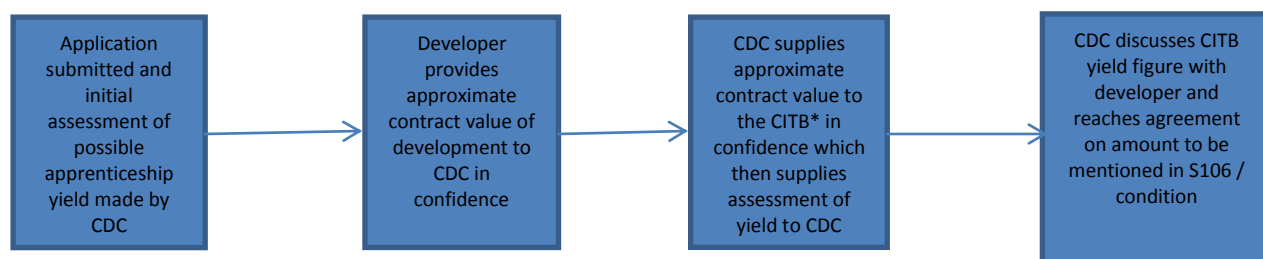
encourage and seek to support them in doing so. As the number of stated new apprenticeships will be expressed in planning obligations / conditions as a stated target to be achieved, if developers and / or their contractors are able and willing to exceed these, then the Council will encourage them to do so.

Type of Proposed New Development	Threshold	Indicative number of apprenticeships to be achieved
Housing (Use Class C3)	50 units	2.5 apprenticeships per 50 units
Non-residential uses	1000 sq m of floorspace	3 apprenticeships per 1000 sq m of floorspace
Utilities and highways infrastructure applications	None	Subject to discussion with developers on a case by case basis

4.3 In essence, while Cherwell District Council is keen to achieve an increase in new construction apprenticeship opportunities in the District through the planning system, it also considers that such arrangements need to be arrived at through discussion and agreement with developers, rather than imposed in a top-down fashion. It will be counter-productive if the numbers of construction apprenticeships required by CDC are unrealistic because they are actually unable to be achieved.

4.4 Process

The purpose of the information in the above table is to provide guidance for developers and will be the starting point in discussions with developers about the amount of apprenticeships each application could yield. This is because the Council understands that each site’s circumstances will vary and that apprenticeship yield largely relates to development cost / contract value. CDC envisages the approach to agreeing the apprenticeship yield from each relevant application could follow the process such as the one set out in the diagram below:



* CITB = Construction Industry Training Board

4.5 This process has already been piloted successfully with 3 planning applications which form part of the NW Bicester development.

5.0 Approach to S106 Agreements and Conditions

5.1 S106 Agreement Clauses

S106 agreements will encourage applicants (or their successors in title) to submit an Employment Skills and Training Plan in line with the specimen framework attached to the

agreement (and included as Appendix A of this document) before implementation of the development. S106 agreements will seek this to be approved by CDC in writing prior to implementation and for the applicants (or successors in title) to be guided by the contents.

- 5.2 S106 agreements will also require that the ESTP sets out the arrangements by which the applicants will provide the stated target number of agreed construction (and related trades) apprenticeships and will support the applicant to use The Apprenticeship and Training Company Ltd or other equivalent approach. Apprenticeship Training Agencies (ATAs) are organisations that directly employ apprentices and operate as the apprentice's day-to-day workplace manager. They coordinate the apprentice's training and pay the associated training costs. The host employer (i.e. where the apprentice will have his/her on-site placement) pays a fee which covers the cost of their salary (which will be at least the National Minimum Wage Rate), plus a management fee to cover the ATA's costs (which includes HR and payroll provision and the management of the off-site training provision). Therefore ATAs support businesses who want to take on apprentices by dealing with the administration associated with hiring or employing an apprentice. Appendix B of this Guidance provides further information about The Apprenticeship and Training Company Ltd (to be finalised).
- 5.3 S106 agreements will require that all of the apprenticeship opportunities secured through these means are initially advertised within the administrative area of the District Council and if there are no such suitable persons, to people residing in Oxfordshire and then the surrounding locality (e.g. Milton Keynes, Aylesbury, Northamptonshire).

5.4 Conditions

If it is decided that the securing of apprenticeships would be better dealt with through a condition, then the content of that condition would be similar to that set out to be dealt with under S106 agreements, with the possible use of an informative to explain the role of the Apprenticeship and Training Company Ltd.

6.0 Conclusion

- 6.1 Increasing the number of new apprenticeships in England is a high profile Government objective. Cherwell District Council supports this aspiration. The amount of new development taking place in the District over the next 20 years or so, coupled with the evidenced shortage of construction skills provides both an incentive and opportunity to secure the provision of new construction related apprenticeships through the land use planning system. Although the national planning policy guidance does not refer to apprenticeships specifically, it makes it clear that it is the business of the planning system to promote and support economic growth through the provision of jobs and that significant weight should be attached to the need for the planning system to support sustainable economic growth.
- 6.2 The Cherwell District Council Local Plan Part 1 as well as CDC's Economic Strategy contain strategic aspirations relating to the need to support an increase in skills and training within the District. These are expressed in more detail in Local Plan Policy Bicester 1 and the NW Bicester Eco Town SPD which both specifically refer to the need for an economic strategy to support NW Bicester and that it should contain provisions to support apprenticeship and training initiatives - which it does so. This guidance anticipates the further detailed policy

approach to be contained in Local Plan Part II which will relate to new development sites across the District.

- 6.3 CDC is anticipating that developers will generally support the approach being promoted in this Guidance as an important and progressive initiative designed both increase the number of local skilled construction operatives available to support the building industry, as well as promoting the construction trades generally as a valuable future career path for young people.

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Cherwell District Council

Executive

3 April 2017

Final Business Case: Joint Housing Services

Report of Commercial Director

This report is public

The appendix is exempt from publication by virtue of paragraphs 1, 2, 3 and 4 of Schedule 12A of Local Government Act 1972

Purpose of report

This report presents the final business case for a joint working in Housing Services across Cherwell District and South Northamptonshire Councils (hereafter Cherwell or CDC and South Northamptonshire or SNC respectively).

The report recommends the formation of a Joint Private Sector Housing Service and a Joint Housing Service and in doing so seeks the Executive's agreement for the non-staffing elements of the business cases.

The proposal is part of the wider transformation programme across the two Councils.

1.0 Recommendations

The meeting is recommended:

- 1.1 To consider the attached final business case and the consultation responses in relation to non-staffing matters as outlined in section 5.1.
- 1.2 To note that the business case will have been considered by the Joint Commissioning Committee with regard to staffing matters on 30 March 2017. This will include consideration of the consultation responses from affected staff and trade union representatives.
- 1.3 To approve and implement the proposed final business case to create a Joint Private Sector Housing Service and a Joint Housing Service between CDC and SNC, subject to similar consideration and approval by SNC Cabinet on 10 April 2017 and approval of the staffing implications by the Joint Commissioning Committee.

- 1.4 To delegate to the Commercial Director in consultation with the Leader of the Council any non-significant amendment that may be required to the business case following the decision by SNC Cabinet and/or the Joint Commissioning Committee.
- 1.5 To note that the savings realised from this proposal will be held in reserve and earmarked for Housing to provide additional resources that may be required to cope with any increased demand resulting from recent legislative changes.

2.0 Background

- 2.1 An initial service review paper was considered by the Transformation Joint Working Group in October 2015. The paper set out a number of challenges and opportunities for joint working across the two Councils in this service area.
- 2.2 Following the initial paper, officers met with Cllr McCord, Cllr Bignell and Cllr Clarke at SNC in November 2015 to discuss the possibility of adopting a Choice Based Lettings approach at SNC instead of the existing traditional waiting list approach in order to aid the shared service proposal. Following the discussion it was agreed that this would not be pursued at this time.
- 2.3 In March 2016, an options paper was considered by TJWG which set out clear recommendations for progressing with the development of joint working business cases for Private Sector Housing and for Housing Strategy and Options (reflecting the different approaches) as well as progressing with a review of the CDC Build! team. An update paper was provided to TJWG in October to confirm the approach taken and the anticipated level of savings.
- 2.4 In December 2016, JCC endorsed the draft business case for consultation with staff. Staff consultation took place between 24 February and 15 March 2017 and a number of changes have been made to the business case as a result of the feedback from staff.

3. Report Details

- 3.1 The proposal is to create a Joint Private Sector Housing Team and a Joint Housing Service across CDC and SNC. The proposals focus on protecting front-line staff and on delivering savings from an overall reduction of one manager post in an area of increasing demand and frequent national policy changes.

Joint Private Sector Housing Team

- 3.2 A new joint Private Sector Housing team would be established to regulate and improve the quality of the private housing sector across both districts.
- 3.3 CDC has a well-established and resourced Private Sector Housing team and the proposed joint team would build upon this experience and expertise. There is currently only 1 permanent member of staff in post (2 have been appointed and will start shortly) in the SNC Private Sector Housing team. The proposal retains the overall resource levels across the two Councils, however there is an investment in a higher level of resource than currently in place at SNC.

- 3.4 The new joint team would be tasked with continuing the well-established work at CDC and with implementing the new Private Sector Housing strategy at SNC.
- 3.5 The joint team would also include the CDC Housing Grants team which includes the Home Improvement Agency (HIA). There is no comparable function at SNC as the district wide HIA folded when all financial support from the County Council was withdrawn. However, resources within the CDC Grants Team could take on work for SNC, subject to capacity and relevant recharging.
- 3.6 The new Joint Private Sector Housing Service Manager would be tasked with exploring with Members the potential to align approaches to DFG grants and the Home Improvement Agency which could potentially deliver further efficiency savings or provide additional capacity to deal with increasing demand.

Joint Housing Service

- 3.7 Operating under a joint manager, the Joint Housing Service would consist of three teams covering:
 - **Housing Strategy and Partnerships Team**
A joint team under a Team Leader, providing strategic housing, partnerships and homelessness strategy services for both Councils.
 - **3 x Housing Teams***
Two teams, each operating under a Team Leader providing Housing options and allocations services for the Councils. The teams would be predominantly geographically split and aligned to the specific policy approach at each Council (Choice Based Lettings at CDC and traditional Housing Waiting List approach at SNC). However, job descriptions would all be generic and would allow the management of the service to move staff between teams to deal with any demand pressures at either Council.
- 3.8 The new Joint Housing Service Manager would be tasked with exploring with Members the potential to align the housing options and allocation policy approaches at CDC and SNC which could potentially deliver further efficiency savings or provide additional capacity to deal with increasing demand relating to the impact of policy changes including the new duty to prevent homelessness and implications arising from benefit reform agenda.

Existing Fixed Term Posts

- 3.9 There are a number of existing temporary posts in the current teams that are not funded through base budgets. These posts are predominantly new posts established on a trial basis. The proposed structure retains these fixed terms posts for the duration of their existing contracts. The joint managers will be responsible for reviewing the success of these posts at the end of each period and putting forward any necessary proposals for retaining the posts including a cost benefit analysis.

Resource Requirements

3.10 The impact of changes to Housing legislation are unknown at this point, however they make the level of volatility in the service higher than normal. The Joint Managers will need to regularly review the resources required to meet any increase in demand. To aid this, these efficiencies and any further identified through joint working will be earmarked to help meet future increases in demand.

Partnership Working

3.11 Housing as a service relies heavily on partnership working with a number of other Council services and other external bodies, in particular the relationships with the County Councils, neighbouring District Councils and voluntary groups (e.g., Connections, Citizens Advice Bureau, etc.). The proposals put forward in this business case do not impact on any current partnership or multi-agency working arrangements.

Transitional Support

3.12 Following the departure of the Head of Regeneration and Housing, the Commercial Director will put in place transitional arrangements to support the new joint services should the proposal be approved. An allowance has been made in the implementation funds to cover this cost.

Review of Build! and Regeneration Resources at SNC

3.13 A review of the CDC Build! team has taken place. At present there is no potential pipeline of projects at SNC and therefore there is no rationale to consider a joint team at this point.

3.14 Regeneration resource at SNC is currently being provided through external contracts and is subject to review. Phase 2 of the management restructure will consider how this resource is provided.

3.15 The changes that need to take place within the CDC Build! team are operational with minor structural changes which can be progressed under delegated powers to Commercial Director and Chief Finance Officer in consultation with lead members.

4.0 Conclusion and Reasons for Recommendations

4.1 The recommendation is to establish Joint Private Sector Housing Team and a Joint Housing Service between CDC and SNC.

4.2 The draft business case set out the rationale for establishing the Joint Private Sector Housing Team and a Joint Housing Service across CDC and SNC.

5.0 Consultation

Group	Summary
All staff in-scope of the business cases.	Staff have engaged positively with the consultation and a significant number of questions were received.

	<p>A number of comments and suggestions were received relating to the capacity at senior level within the proposed Joint Housing Service. The proposed structure has been revised to include additional capacity at Team Leader and Senior Housing Officer level to support the Joint Manager.</p> <p>There were also a number of suggestions relating to the detail within job descriptions and the majority of these have been accepted and the job descriptions have been revised.</p> <p>A number of comments were also received in relation to the different terms and conditions in place at both Councils.</p> <p>The consultation log will be considered by the Joint Commissioning Committee on 30 March 2017.</p>
Unison Representatives from each Council.	Consultation has been positively received.
Joint Commissioning Committee (JCC)	Endorsed business case for staff consultation.
Transformation Joint Working Group	Endorsed business case for consideration by JCC.
Lead Member for Housing (CDC) and Portfolio Holder for Economic Development, Regeneration and Housing (SNC)	Endorsed business case and changes made post consultation.

5.1 Consultation with all employees in scope of the proposal and the Unison representatives commenced on Wednesday 22 February and ran for a period of three weeks until 15 March 2017 in line with the Councils' Joint Organisational Change policy.

The consultation period included a joint initial meeting with employees of both teams along with Unison representatives and subsequent meetings with individuals as requested.

All responses received during the consultation period were recorded on a consultation log along with the answers provided.

In total, 74 questions/responses were received to the consultation.

The majority of questions/comments fell into the following categories:

Comment Category	Response/Action taken
Concern about senior capacity within the Joint Housing Service.	Addressed through the inclusion of additional Team Leader and Senior Housing Officer posts.
Suggested amendments to job descriptions.	The job descriptions have been updated to include the vast majority of the suggestions made.
Concern about the different Terms and Conditions at both Councils.	Acknowledged the differences between terms and conditions and updated staff on the current position on harmonisation. Staff have the option to request to transfer employing authority if they feel they are disadvantaged.
Concern about the impact of recent legislative changes impacting on Housing services and an increasing workload.	This has been acknowledged and the Joint Managers will need to keep resource levels under regular review to ensure the service has sufficient resources in place.

We would like to thank the staff who volunteered this information during the consultation process and those who helpfully enabled us to update the business cases.

The consultation logs of comments made by the affected staff and/or their trade union representatives, and the response of management will be considered by the Joint Commissioning Committee on 30 March 2017.

6.0 Alternative Options and Reasons for Rejection

6.1 The following alternative options have been identified and rejected as part of the development of the business case:

Status Quo (no change)

Retaining the status quo is an option for both Councils. However, retaining the status quo would not deliver the benefits set out in this business case nor would it provide access to the additional resilience and shared expertise that a joint service would facilitate.

Alternative Joint Service Option – Harmonise housing options and allocations approaches to enable a single options and allocation team.

Harmonising the policy approach to housing options and allocations at the two Councils would enable the creation of a single housing team to deliver these services compared to the two locality teams proposed in this business case which could deliver further efficiency savings.

This option was ruled out following early discussions with SNC Members on the potential adoption of Choice Based Lettings. The business case proposes that the option of harmonising the policy approaches be reviewed by the proposed Joint Housing Services manager once the shared service has been established.

Alternative Joint Service Option – Combining the proposed Joint Housing Service and Private Sector Housing team.

A single joint service combining the proposed joint Housing Service and the proposed Joint Private Sector Housing service has been considered and discounted. While there are clear links between the service areas, they are fundamentally different disciplines. The CDC approach of having a dedicated Private Sector Housing team is also well established and building on the foundation of this team is considered the best approach for a joint team.

Outsource Service

While it could be possible to outsource certain elements of the service, there are a number of statutory responsibilities related to an outsourced service that could affect delivery and, given that Housing is one of the core front-line services for both Councils, it was not considered appropriate to add an element of risk, in terms of costs and delays to the service, in order to be able to do this.

- 6.2 The approach in the recommendations is believed to be the best way forward. The proposal is to establish a Joint Private Sector Housing Service and a Joint Housing Service.

7.0 Implications

Financial and Resource Implications

- 7.1 The proposals as set out in this business case are based on the resource levels currently required at each Council and would deliver an annual staffing saving of £66,500.

Savings*		
CDC	SNC	TOTAL
(£34,250)	(£32,250)	(£66,500)

** Based on 17/18 staffing estimates. Figures rounded to the nearest £250.*

- 7.2 There is one potential redundancy resulting from this proposal and the costs are included in the implementation funds as set out in section 15.5 of the business case.
- 7.3 Implementation costs of £85,000 are estimated primarily to cover potential pay protection and redundancy costs, potential ICT costs, a transition fund and a contingency fund. Implementation costs for this business case are high, however this includes an allocation to provide additional transitional support to the service until it is embedded. Some of these costs may be chargeable to the vacant Head of Service post.
- 7.4 Based on the estimated implementation costs outlined above and the savings outlined, the payback period would be approximately 16 months.
- 7.5 The savings realised from this proposal will be held in reserve and earmarked for Housing to provide additional resources that may be required to cope with any increased demand resulting from recent legislative changes. The Joint Managers

will also be able to access earmarked New Homes Bonus funding for any additional resources required.

- 7.6 It should be noted that the saving proposed is below the 5% staffing savings target as agreed in the February 2015 Joint Working Business case. The joint manager will be tasked with achieving this target within 12 months of a joint operation. Should a decision be taken to harmonise the policy approach to housing options and allocations at both Councils in the future, further savings would potentially be delivered. However, it is recognised that any further savings identified may need to be reinvested in the service to deal with additional demand expected through benefit reform and the new duties to prevent homelessness.

Comments checked by:

Sanjay Sharma, Interim Group Accountant, 01295 221564

sanjay.sharma@cherwellandsouthnorthants.gov.uk

HR Implications

- 7.7 It is the traditional approach of CDC and SNC to consult staff and the trade unions on a detailed staffing structure arising from any business case for change, prior to consideration by members. This has the effect of enabling members to consider the views and any representations of the staff and trade unions before making their final decision on any such proposals, and ultimately ensures that the Councils meet their statutory obligations to undertake a meaningful process of consultation prior to a decision being made.
- 7.8 This model has the advantage of allowing staff to identify whether their existing jobs will be deleted; to consider the detailed job descriptions of any proposed new roles and to identify whether there are any opportunities for promotion or other career aims to be met. They can see whether their hours of work might alter, whether their salaries will change (up or down), or whether their work location will change. They are able to comment upon the proposals in the knowledge that members will give due regard to their comments before making a decision.
- 7.9 The expectation is that existing staff would continue to be employed by their current, respective authority under the pay, and terms and conditions of that employing organisation. New and revised job descriptions have been devised in order to standardise responsibilities across the two organisations. The new job descriptions have been through the job evaluation process at each organisation and have been updated following staff consultation.
- 7.10 The implementation process will be in accordance with the joint Organisational Change policy. The proposal represents a slight reduction in capacity and as a result the implementation process could result in one redundancy at manger level.

Comments checked by:

Angela Chisholm, HR Business Partner, 01295 22 7984

Angela.chisholm@cherwellandsouthnorthants.gov.uk

Legal Implications

- 7.11 As with all two way shared services this proposal, if implemented, will be covered by the section 113 agreement (as varied) entered into between the two Councils.
- 7.12 Following the decision of CDC and SNC Councils in February 2015 to approve the final business case for developing the approach to joint working and the delivery of local authority services, all services at both Councils are now included on the policy framework for the consideration of shared working. This means that the decision making process has been streamlined and the approval of draft and final business cases for two-way shared working can be taken by the Joint Commissioning Committee and Cabinet/Executive without the prior need of a decision of full Council.
- 7.13 A decision making timetable is included in Section 18 of the draft business case.

Comments checked by:

Kevin Lane, Head of Law and Governance, 0300 0030107
kevin.lane@cherwellandsouthnorthants.gov.uk

Risk Implications

- 7.14 Section 16 of the draft business case a set out the risk implications of each proposal and how they will be mitigated.

Comments checked by:

Claire Taylor, Business Transformation Manager, 0300 0030113
claire.taylor@cherwellandsouthnorthants.gov.uk

Equality Implications

- 7.15 An Equality Impact Assessment initial screening assessment has been carried out for both business cases and it has been determined that the proposals do not have any adverse impact on equality groups and as a result a full impact assessment and associated action plan is not required. These are included as part of the business cases in Appendix 1.

Comments checked by:

Caroline French, Corporate Policy Officer, 01295 221586
caroline.french@cherwellandsouthnorthants.gov.uk

8.0 Decision Information

Key Decision

Financial Threshold Met: Yes

Community Impact Threshold Met: No

Wards Affected

All

Links to Corporate Plan and Policy Framework

Cherwell: A district of opportunity;
Sound budgets and customer focused council.

South Northamptonshire: Protect the district;
Grow the district.

Lead Councillors

CDC: Councillor John Donaldson, Lead Member for Housing

SNC: Councillor Stephen Clarke, Portfolio Holder for Economic Development,
Regeneration and Housing

Document Information

Appendix No	Title
1 - EXEMPT	Joint Housing Draft Business Case
Background Papers	
n/a	
Report Author	Karen Curtin, Commercial Director
Contact Information	0300 003 0202 karen.curtin@cherwellandsouthnorthants.gov.uk

Cherwell District Council

Executive

3 April 2017

Improvements to the Council's Car Parking Service

Report of Director of Operational Delivery

This report is public

Purpose of report

To consider the approach taken to improve the Council's car parking service and to consider the effect where known of the Council's free parking offers.

1.0 Recommendations

The meeting is recommended:

- 1.1 To support the nature of the proposed new service and the focus on improvements for customers.
- 1.2 To note the outcomes of the review of the 2016/17 free parking promotions.
- 1.3 To support the continued use of free parking promotions for Small Business Saturday in December and Free After three in January as a means of supporting Bicester and Banbury Town Centre traders.
- 1.4 To undertake a tariff review in 2018 to be informed by the data gathered over the previous 12 months arising from the new car parking service should a decision be taken to award a contract under the separate part two confidential report in this same agenda.

2.0 Introduction

- 2.1 At the Executive meeting on 5 September 2016, agreement was given to commence a procurement exercise to deliver an improved car parking service. In doing so, it was acknowledged that the service should balance maximising income from car park assets with the wider economic growth and planning policy objectives of the Council to create attractive, sustainable and viable urban centres.
- 2.2 As part of delivering an improved service for the customer, the age and dated nature of the car park equipment was recognised as a major constraint as a result

of which it was agreed that the procurement process should include the introduction of modern revenue collection and parking control equipment which combines flexibility of payment options with technology based opportunities to permit customers to vary their parking stay to meet their needs.

- 2.3 In addition, it was decided that the process should take the opportunity to explore the use of the Council's own capital resources for the investment in new technology and equipment if it could be demonstrated that this provided improved value for money for the Council.
- 2.4 In agreeing the procurement process in this way, the Executive recognised that car parking services are central to the experience of most visitors to our urban centres and therefore the views of users and businesses are paramount. The customer experience is crucial to generate satisfaction and income, ensuring that repeat visits ensue whereby additional time and money is spent in the urban centres. The resultant vitality of businesses will increasingly mean that maximum business rate value will be generated to continue a virtuous cycle of thriving communities.
- 2.5 The procurement process has now been completed and this report describes the nature of the proposed future service. The tender evaluation and proposals for contract award are contained in the separate part two confidential report in this same agenda.
- 2.6 In addition, Council has requested feedback of the free parking offers for Small Business Saturday in December 2016 and a 'Free After Three' promotion in January 2017. The feedback from these promotions and an analysis of the limited amount of available data is provided below.

3.0 Report Details

Procurement of a New Car Parking Service

- 3.1 The contract offered is for a five year term which incorporates flexibility to include additional parking areas and the removal of current parking areas where re-development opportunities occur over the term of the contract. The invitation to tender required bidders to provide for the supply of new car parking equipment plus the day to day operation of all public Council car parks in addition to those where the Council provides a similar car parking service.
- 3.2 The process followed was one of competitive dialogue with the options of a management or concessionary contract. This allowed a dialogue to take place with bidders to explore different service delivery solutions but within a competitive tendering framework. Whilst the process does take longer, it was chosen as it can often result in better value service solutions being offered to the Council with improved service outcomes and allows the Council to benefit from the expertise of commercial operators in developing the best solution.
- 3.3 The bidders were also asked to make some initial comments about the current tariffs in relation to ideas for improvement, the relationship between short and long term etc. This provides a valuable external perspective of the Council's current

service in addition to the review already undertaken which concluded that the service was currently performing well on the key service performance indicators of income per car parking space and overall utilisation levels.

- 3.4 The current revenue collection and parking control equipment is in some cases ten or more years old and nearing the end of its economic life. It is also very limited in the amount of data it can offer which means that the Council has to rely largely on manual assessments of ticket numbers and parking patterns. This is not at all conducive to a modern efficient process and is the underlying factor in agreeing to the use of modern technology.
- 3.5 However, it was clear early on in the procurement process that different operators use technology in different ways which resulted in variations in car parking solutions. Therefore, to ensure an acceptable level of consistency throughout the competitive procurement process, the Council adopted for the invitation to submit best and final offers, the following instructions were given to the tenderers:
- That the Council will wish to retain control of tariffs but will expect the operator to advise based on their operating experience on the best means of achieving a balance between maximising income from car park assets with the wider economic growth and planning policy objectives of the Council to create attractive, sustainable and viable urban centres.
 - For the purpose of tendering, it should be assumed that there will be no tariff changes in 2017/18 so that bids can be compared on a like for like basis for contract award and for the new technology to provide a data rich position after the first contract year to consider in a more informed way the potential for future tariff changes.
 - Bidders should consider the means by which the opportunity could be given to disabled drivers to park in any space free of charge when the designated disabled parking spaces are full.
 - There should be the maximum range of payment options for customers eg card including contactless, cash, online, in advance and phone.
 - There needs to be greater opportunity for customers to pay for parking for a reasonable period after they have left the car park.
 - The Council will retain the responsibility for landscape management, cleansing and surface and lines maintenance of all car parks. This ensures the value and efficiency of other contracts and in house services is not lost. In terms of the maintenance of surfaces and parking bay lines etc, the Council has recently completed a major improvement programme of these which should in most car parks last the life of this five year contract. This approach avoids the inclusion of unnecessary contract sums for this purpose and provides better value.
 - The new technology in situ in each car park should be retained and owned by the Council at the end of the five year contract term so that the Council has a greater number of operating options to consider after this period with equipment life of greater than five years.
- 3.6 The bids received have undergone a full evaluation by a corporate team of officers regarding estates, finance, car park management, procurement, legal and communications. The outcome of the evaluation process of the final bids and a

recommendation for contract award can be found in the separate part 2 confidential report in this agenda.

Council's Free Parking Offers

- 3.7 There are regular requests made to the Council for free parking in all Council car parks. To date, this has been resisted on the grounds that there is a high occupancy level of Council car parks (c 90%) which indicates that price is not a major deterrent of use and that the financial impact to the Council of a free car parking policy would be so significant that it would result in major cuts in other services. The Council has however over the past few years introduced a number of free parking promotions. The latest were free parking offers for the Small Business Saturday event in December 2016 and a 'Free After Three' promotion in January 2017. These were intended to promote town centre trade generally but particularly the strong independent sector presence in Banbury and Bicester.
- 3.8 The Small Business Saturday promotion on 3 December 2016 was well received and the feedback from traders was generally positive. However, the very limited amount of data available from the Council's old equipment, combined with the general increase in car park use on Saturdays plus the fact that the free car parking offer was also made in 2015, means that the Council has little empirical and comparative evidence to demonstrate a beneficial effect. Anecdotal evidence from traders and car park wardens was that there was a marginally greater use and pressure on car parks but whether this is due to the free parking offer or the wider promotion of the event cannot be determined. On balance, it is acknowledged that the free parking offer is an important contributory factor in assisting traders to promote the event; is of value and should continue, hence the inclusion as an on-going requirement in the new contract.
- 3.9 The 'Free after Three' promotion throughout January 2017 was assessed by the car park wardens in a more systematic way. As the machines provide little useful data, the wardens undertook manual utilisation levels check of car parks at 3.30pm in Bicester and 4.30pm on several days in Banbury and one day in Bicester and compared these with similar days and at same times in November 2016. A comparison with December was not made due to the effect of the Christmas trade. From this analysis, it can be demonstrated that there was greater use in all bar one short stay car park in each town after 3.00pm compared with November 2016. The level of increased use varied from car park to car park. This trend of increased use is supported by anecdotal evidence from the car park wardens of other days in January plus visual comparisons before 3.00pm.
- 3.10 Therefore, from the albeit limited analysis, it can be demonstrated that as far as possible with all other things being equal, it appears that the January 'Free after Three' promotion did have a positive effect and therefore supports the approach to maintain this free car parking offer as one of the Council's on-going requirements in the new service contract.

4.0 Conclusion and Reasons for Recommendations

- 4.1 The Council has approached the procurement process in a way which delivers an improved car parking service, the nature of which has been influenced by customer

and trader feedback. Therefore, the new service has been procured with the requirement for the Council's ageing equipment to be replaced with modern technology which permits a greater number of payment options and more flexible payment options for customers so that they can pay on exit if they wish or even after they have left the car park for some car parks.

- 4.2 Both the Council's free parking offers in 2016 and 2017 for different reasons have supported the better use of town centres and have therefore been included in the Council's new service requirements over the term of this contract.
- 4.3 Given the position of very limited data regarding car parks' utilisation levels, it is proposed that a review of the tariffs be undertaken in 2018 when the Council will be much better informed by data from the new technology to be installed in 2017. This will also provide the new operator with the opportunity to consider against utilisation levels the current tariff structure and levels and any suggestions for change. This broad timescale would also fit with a potential area of change arising from the emerging Banbury Business Improvement District (BID) proposal.

5.0 Consultation

Soft Market testing with users and potential service suppliers.

Consultation with town centre businesses has been facilitated by the Council's Economic Growth service. From this, businesses in general recognise the need for the Council to charge for parking but request a clearer and simpler regime that supports greater customer parking payment flexibility and avoids punishment of their customers through fines.

6.0 Alternative Options and Reasons for Rejection

- 6.1 The procurement and technology proposals are outlined in the report. The only other alternative to this approach is to retain the service in house. This is not proposed as it is expected that the Council will achieve better value from an external operator and it does not have the technical expertise associated with the modern car parking technology.

7.0 Implications

Financial and Resource Implications

- 7.1 There are substantial financial implications associated with this service, the most obvious of which is an income stream of c £1.5m per annum which the Council receives. Maintaining and where possible improving this is important to the Council over the medium term to ensure financial sustainability. The procurement process proposed is intended to achieve this.

It is also recognised that whilst car parking income to the Council is important, the Council also receives substantial business rates income from urban centres which

rely upon car-borne customers choosing to spend time and money in retail and service businesses that must remain viable in order to support the Council's economic growth and planning policies of supporting viable town centres.

The detailed financial assessment of the final bids is contained in the further report in the confidential section of this agenda.

Comments checked by:

Paul Sutton, Chief Finance Officer, 030000 30106,
paul.sutton@cherwellandsouthnorthants.gov.uk

Legal Implications

- 7.2 There are no legal implications arising as a direct result of the content of this report. The detailed legal implications of the procurement process and the potential of any contract being awarded are addressed in detail in the part 2 confidential report on this agenda.

Comments checked by:

Chris Mace, Solicitor, 01327 322125,
christopher.mace@cherwellandsouthnorthants.gov.uk

HR Implications

- 7.3 The appointment of a new car park services operator will mean the transfer of current Council staff to the new service. There is also the possibility of redundancy as a consequence of this change due to the use of modern technology which reduces the current requirement for a warden service.

Comments checked by:

Claire Cox, HR Business Partner, 01295 221549;
claire.cox@cherwellandsouthnorthants.gov.uk

Risk Implications

- 7.4 The Council's car parking service does influence overall customer satisfaction with the Council. Therefore, the procurement process and subsequent service must be as customer focused as possible to minimise any reputational and income risk to the Council as a consequence of change.

There is a risk to the vitality of businesses, especially retailers, if parking services and charges are uncompetitive against other town centres and free-to-use out of town retail parks. This could then impact on business rates collection received by the Council.

Comments checked by:

Louise Tustian; Senior Performance and Improvement Officer; 01295 221786;
Louise.tustian2@cherwellandsouthnorthants.gov.uk

Equality Implications

- 7.5 Prior to the installation of the new equipment and service, a full equality impact assessment will be undertaken to ensure the new service is accessible to all.

Comments checked by:

Louise Tustian; Senior Performance and Improvement Officer; 01295 221786;

Louise.tustian2@cherwellandsouthnorthants.gov.uk

8.0 Decision Information

Key Decision

Financial Threshold Met: Yes

Community Impact Threshold Met: Yes

Wards Affected

All wards

Links to Corporate Plan and Policy Framework

Cherwell: a thriving community and Cherwell: sound budgets and customer focussed council

Lead Councillor

Councillor George Reynolds, Deputy Leader

Document Information

Appendix No	Title
None	
Background Papers	
None	
Report Author	Ian Davies, Interim Chief Executive
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