

Meeting of Council

Monday 26 February 2018

Members of Cherwell District Council,

A meeting of Council will be held at Bodicote House, Bodicote, Banbury, OX15 4AA on Monday 26 February 2018 at 6.30 pm, and you are hereby summoned to attend.



Yvonne Rees
Chief Executive

Friday 16 February 2018

AGENDA

1 **Apologies for Absence**

2 **Declarations of Interest**

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

3 **Communications** (Pages 1 - 2)

To receive communications from the Chairman and/or the Leader of the Council.

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

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

5 Minutes of Council (Pages 3 - 14)

To confirm as a correct record the Minutes of Council held on 18 December 2017.

Council Reports

6 Submission of the Partial Review of the Cherwell Local Plan 2011-2031 Oxford's Unmet Housing Needs (Pages 15 - 70)

** Please note that the appendices for this item will be published as supplements to the agenda **

Report of Executive Director for Place and Growth

Purpose of report

To seek approval for the submission of the Partial Review of the adopted Cherwell Local Plan 2011-2031 to the Secretary of State for Housing, Communities and Local Government for independent examination.

Recommendations

The meeting is recommended:

- 1.1 To note the responses to the consultation on the Proposed Submission draft of the Partial Review of the Local Plan summarised in the Statement of Consultation at Appendix 4.
- 1.2 To note the supporting documents relevant to the preparation of the Partial Review of the Local Plan presented at Appendices 5 to 12 and available on line at <https://www.cherwell.gov.uk/info/112/evidence-base/369/local-plan-part-1-partial-review---evidence-base>
- 1.3 To approve the Schedule of Focused Changes and Minor Modifications to the Proposed Submission draft of the Partial Review of the Local Plan presented at Appendix 3.
- 1.4 To approve the Proposed Submission Draft of the Partial Review (July 2017) (Appendix 2) incorporating the Schedule of Focused Changes and Minor Modifications (Appendix 3) as the Submission draft of the Partial Review of the Cherwell Local Plan 2011-2031.
- 1.5 To authorise the Executive Director for Place and Growth to submit the Submission draft of the Partial Review of the Cherwell Local Plan 2011-2031 to the Secretary of State for Housing, Communities and Local Government for independent examination with all necessary prescribed and supporting documents.
- 1.6 To authorise the Executive Director for Place and Growth to make any necessary, presentational changes to the Submission draft of the Partial Review and to necessary prescribed and supporting documents before submission to the Secretary of State.

7 Developer Contributions Supplementary Planning Document (SPD) (Pages 71 - 78)

** Please note that the appendices for this item will be published as a supplement to the main agenda **

Report of Executive Director for Place and Growth

Purpose of report

To seek adoption of the Developer Contributions Supplementary Planning Document (SPD).

Recommendations

The meeting is recommended to:

- 1.1 Agree that the Council adopts the Developer Contributions document presented at Appendices 1 and 2 as a Supplementary Planning Document (SPD) in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).
- 1.2 Authorise the Executive Director for Place and Growth to publish an Adoption Statement.

8 The Oxfordshire Housing and Growth Deal (Pages 79 - 152)

Report of Chief Executive

Purpose of report

To consider the Oxfordshire Housing and Growth Deal (the Deal) announced by Government in the November Budget, which provides £215 million of additional government funding for Oxfordshire, along with a package of planning freedoms and flexibilities for the Oxfordshire authorities.

The outline agreement makes it clear that full agreement of the Deal is subject to agreement by each local authority and the Oxfordshire Local Enterprise Board (OxLEP) board (referred to collectively as the "Oxfordshire Partners").

The deal also requires a detailed delivery plan to be agreed by Oxfordshire Partners, Homes England and the Ministry of Housing, Communities and Local Government (MHCLG) by 31 January 2018.

Recommendations

The meeting is recommended to:

- 1.1. Agree to the Oxfordshire Housing and Growth Deal (the Deal)
- 1.2. Agree the Delivery Plan (attached as Appendix 2 to this report) as the basis for the Deal; noting that elements will be updated as detailed work programmes develop.

- 1.3. Delegate authority to the Chief Executive in consultation with the Leader and the Growth Board, to make minor changes to the Delivery Plan that may be required to secure agreement with Government.
- 1.4. Delegate authority to the Chief Executive in consultation with Leader and the Growth Board, to agree the Year 1 affordable housing delivery programme, phasing and processes specified in the Delivery Plan.
- 1.5. Appoint Oxfordshire County Council as the accountable body in respect of the Oxfordshire Housing and Growth Deal.
- 1.6. Delegate authority to the Chief Executive in consultation with the Leader and the Growth Board, to review the terms of reference of the Growth Board and agree any amendments and any appropriate inter-authority agreements required to support the Delivery of the Housing and Growth Deal.
- 1.7. Delegate authority to the Chief Executive, in consultation with the Leader, to take any other decisions arising from agreement to the Oxfordshire Housing and Growth Deal, until the revised terms of reference of the Growth Board are in place.
- 1.8. Agree to participate in the preparation of a Joint Statutory Spatial Plan (JSSP) for Oxfordshire in accordance with the timescales set out in the Delivery Plan and in accordance with Section 28 of the Planning and Compulsory Purchase Act 2004 (Districts only). The milestones for progressing the JSSP being contingent on Government delivering the Planning Freedoms and Flexibilities as described in the Delivery Plan.

9 Members Allowances 2018/19 (Pages 153 - 174)

Report of Monitoring Officer

Purpose of report

To determine the levels of the allowances to be paid to Members for the forthcoming 2018/2019 financial year following the submission of the report of the Council's Independent Remuneration Panel (IRP)

Recommendations

The meeting is recommended to:

- 1.1 Consider the levels of allowances to be included in the 2018/2019 Members' Allowances Scheme, and whether the Panel's recommendations should be adopted or modified in any way
- 1.2 Authorise the Monitoring Officer to prepare an amended Members' Allowances Scheme, in accordance with the decisions of the Council for implementation with effect from 1 April 2018.
- 1.3 Authorise the Monitoring Officer to take all necessary action to revoke the current (2017/2018) Scheme and to publicise the revised Scheme pursuant to The Local Authorities (Members's Allowances)(England) Regulations 2003 (as amended).

- 1.4 Thank the Independent Remuneration Panel for its report and set a fee of £300 for Panel Members for the work carried out on this review for 2017/2018 and propose the same level of fee for any reviews carried out in 2018/2019 capped at a maximum of £1200.

10 **Revenue and Capital Budgets and Corporate Business Plan for 2018/19** (Pages 175 - 234)

Report of Executive Director - Finance and Governance

Purpose of report

The Council is required to produce a balanced budget for 2018/19 as the basis for calculating its level of Council Tax. It has to base that budget on its plans for service delivery during the year, recognising any changes in service demand that may arise in future years.

The proposed Corporate Strategy and Budget for 2018/19 are presented as an integrated report, incorporating updated Performance and Risk management frameworks, to ensure effective delivery. This clearly demonstrates that the Council adopts a strategic approach in aligning its allocation of all of its resources, to the delivery of the Council's priorities.

Recommendations

The meeting is recommended:

- 1.1 To approve the 2018/19 Corporate Strategy detailed in Appendix 1, and note the new approach to Performance Management that has been adopted.
- 1.2 To note the new Leadership Risk Register in Appendix 2 and new approach to Risk Management that has been adopted.
- 1.3 To approve a zero Council Tax increase, or amend the proposal contained within this report to recommend a different level of Council Tax.
- 1.4 To consider the contents of this report in approving the General Fund Revenue Budget and Capital Programme for 2018/19 and to formally record that consideration.
- 1.5 To note the four year grant settlement shown in Table 1.
- 1.6 To approve the 2018/19 General Fund Budget, shown in Table 2, below, and in the Medium Term Revenue Plan (MTRP) in Appendix 3; and the 2018/19 Capital Programme set out in Appendices 4 and 5.
- 1.7 To approve the Collection Fund Estimates contained in Appendix 6.
- 1.8 To note the impact of the proposed budget on reserves in Appendix 7.
- 1.9 To note the adoption of the Corporate Investment Strategy detailed in Appendix 8.

- 1.10 To approve the Treasury Management Strategy including Prudential Indicators as detailed in Appendix 9.
- 1.11 To note the contents of the Section 25 statement from the Chief Finance Officer contained in paragraphs 2.1 to 2.7 in relation to robustness of estimates and adequacy of reserves.
- 1.12 To approve the appended statement of pay policy for 2018/19 as required by the Localism Act and detailed in Appendix 10.

11 Adjournment of Council Meeting

The Council to adjourn, if necessary to allow the Executive to meet to consider any proposals which do not accord with the Executive's recommendations.

12 Calculating the amounts of Council Tax for 2018/19 and setting the Council Tax for 2018/19 (Pages 235 - 240)

** Please note that the appendices to this report will follow as all of the information required to generate the figures is not yet available **

Report of Executive Director – Finance and Governance

Purpose of report

To detail the Calculations for the amounts of Council Tax for 2018/19 and the setting of Council Tax for 2018/19.

Recommendations

It is recommended that the Council resolves:-

- 1.1 That it be noted that at the Executive meeting held on 8 January 2018 the Council calculated the Council Tax Base 2018/19:
 - a) for the whole Council area as 52,681.6 [item T in the formula in Section 31B of the Local Government Finance Act 1992, as amended (the "Act")]; and
 - b) For dwellings in those parts of its area to which a Parish Precept relates as in the attached Appendix 1.
- 1.2 That the Council Tax requirement for the Council's own purposes for 2018/19 (excluding Parish Precepts and Special Expenses) is £6,506,178.
- 1.3 That the following amounts be calculated for the year 2018/19 in accordance with Sections 31 to 36 of the Act:-
 - a) £86,972,051 being the aggregate of the amounts which the Council estimates for the items set out in Section 31A(2) of the Act, taking into account all precepts issued to it by Parish Councils and any additional special expenses.

- b) £75,556,037 being the aggregate of the amounts which the Council estimates for the items set out in Section 31A (3) of the Act.
- £11,416,014 being the amount by which the aggregate at 3(a) above exceeds the aggregate at 3(b) above, calculated by the Council, in accordance with Section 31A(4) of the Act, as its Council Tax requirement for the year (Item R in the formula in Section 31B of the Act).
- c) £216.70 being the amount at 3(c) above (Item R), all divided by Item T (6(a) above), calculated by the Council, in accordance with Section 31B of the Act, as the basic amount of its Council Tax for the year (including Parish Precepts and Special Expenses);
- d) £4,909,836 being the aggregate amount of all special items (Parish Precepts and Special Expenses) referred to in Section 34(1) of the Act as per the attached Schedule 2.
- e) £123.50 being the amount at 3(d) above less the result given by dividing the amount at 3(e) above by Item T(1(a) above), calculated by the Council, in accordance with Section 34(2) of the Act, as the basic amount of its Council Tax for the year for dwellings in those parts of its area to which no Parish Precept or special item relates.

- 1.4 It be noted that for the year 2018/19 the Oxfordshire County Council and the Police and Crime Commissioner for Thames Valley have issued precepts to the Council, in accordance with Section 40 of the Local Government Finance Act 1992, for each category of dwellings in the Council's area as indicated below :-

<u>Valuation Band</u>	Oxfordshire County Council	Police and Crime Commissioner for Thames Valley
	£	£
A	950.79	121.52
B	1,109.26	141.77
C	1,267.72	162.03
D	1,426.19	182.28
E	1,743.12	222.79
F	2,060.05	263.29
G	2,376.98	303.80
H	2,852.38	364.56

- 1.5 The Council, in accordance with Sections 30 and 36 of the Local Government Finance Act 1992, hereby sets the amounts shown in Appendix 2 as the amounts of Council Tax for the year 2018/19 for each part of its area and for each of the categories of dwellings.
- 1.6 The Council's basic amount of Council Tax for 2018/19 is not excessive in accordance with principles approved under Section 52ZB Local Government Finance Act 1992.

1.7 To approve the discounts and exemption set out below:

- 1 Agree that in respect of properties within Class A and B as defined by the Council Tax (Prescribed Classes of Dwellings) (England) (Amendment) Regulations 2012 (furnished chargeable dwelling that are not the sole or a main residence of an individual) the discount provided by Section 11a of the Local Government Finance Act 1992 shall be zero.
- 2 Agree that in respect of properties within Class C as defined by the Council Tax (Prescribed Classes of Dwellings) (England) (Amendment) Regulations 2012 (a property that is unoccupied and substantially unfurnished) the discount provided by the Section 11A of the said Act shall be 25% for a period of 6 months and thereafter zero.
- 3 Agree that in respect of properties within Class D as defined by the said Regulations (chargeable dwellings that are vacant and undergoing major repair work to render them habitable) the discount provided by Section 11A of the said Act shall be 25%
- 4 Agree no council tax discount shall be applied to dwellings that are unoccupied and unfurnished for more than two years and that council tax payable on such properties is 150% (except for those properties which fall into prescribed Classes E and F).

13 Local Government Association - Peer Challenge Final Report and Recommendations (Pages 241 - 262)

Report of Chief Executive

Purpose of report

This report presents the final report from the joint Peer Challenge of Cherwell District and South Northamptonshire Councils, undertaken by the Local Government Association in November 2017.

Recommendations

The meeting is recommended to:

- 1.1 Endorse the report and request that officers ensure its recommendations are reflected in relevant plans and strategies.

14 Monitoring Officer Annual Report 2017 (Pages 263 - 272)

Report of Monitoring Officer

Purpose of report

To provide an overview of the work of the Monitoring Officer in the past year.

Recommendation

The meeting is recommended to:

- 1.1 Note the Monitoring Officer's Annual Report

Council Business

15 Minutes

- a) Minutes of Executive, Lead Member Decisions and Executive Decisions not included in the 28 day notice

The Leader of the Council to formally propose that the minutes of the meetings of the Executive and Lead Member Decisions as set out in the Minute Book (circulated separately) be received and to report that since the last meeting of Council held on 18 December 2017 no decisions have been taken by the Executive which were not included in the 28 day notice.

- b) Minutes of Committees

The Leader of the Council to formally propose that the minutes of committees as set out in the Minute Book (circulated separately) be received.

16 Questions

- a) Written Questions

To receive any written questions and answers which have been submitted with advance notice in accordance with the Constitution. A written response to the question will be circulated at the meeting.

- b) Questions to the Leader of the Council

The Chairman to invite questions to the Leader of the Council (including any matters arising from the minutes).

Following a response to their question being provided Members will be entitled to a follow up or supplementary question.

- c) Questions to Committee Chairmen on the Minutes

The Chairman to invite questions to Chairmen of Committees on any matter arising from the minutes of their committee (if any).

17 Motions

The following motion has been submitted with advance notice, in accordance with the constitution.

Dumping of Plastic

“This council notes the increasing public concern at the environmental damage and ecological harm caused by the dumping of plastic. And this authority in doing so commits to doing its bit to tackle the problem by:-

- Conducting an audit of all departments to identify excess plastic being used by this council.
- Running a public relations campaign to increase awareness across Cherwell of the problem of plastic pollution.
- To complement this council taking on Refill Banbury and Bicester; by investigating the feasibility of installing drinking water fountains in our town and village centres.”

Proposer: Councillor Sean Woodcock

18 Urgent Business

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

Councillors are requested to collect any post from their pigeon hole in the Members Room at the end of the meeting.

Information about this Agenda

Apologies for Absence

Apologies for absence should be notified to democracy@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.

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

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CHAIRMAN/VICE CHAIRMAN'S ENGAGEMENTS

17 December 2017 – 26 February 2018

Date	Event
26 January	<i>The Vice Chairman and her husband, together with other Oxfordshire Chairmen and Mayors, attended a concert organised by Oxfordshire County Music Service at the Sheldonian Theatre.</i>
30 January	<i>The Vice Chairman attended the launch of the 'Eat Out, Eat Well' Award Event which was held at Bloxham Mill. As part of the event the Vice Chairman presented the first 5 awards to businesses who have recently received this. The event was organised by Cherwell's Commercial and Business Support Team and supports the Business Plan Priority – Cherwell a Thriving Community.</i>
1 February	The Chairman and his Consort attended the Rallye Monte-Carlo Historique event in Banbury town centre. They, together with the Mayor of Banbury, were collected from Bodicote House in a classic Jaguar owned by a local business and transported to the event. The Jaguar then formed part of the static car display. They then joined Rallye drivers at a lunch at Banbury Town Hall before watching the staged start of the event. The event started at Paisley Abbey in Scotland and this was the first time the event had visited Banbury since 1962.
9 February	The Chairman and his Consort attended a winter reception at RAF Croughton at the invitation of Col. William H Kale III, Commander of the 501 st Combat Support Wing and Col. Eric Oliver, Commander of the 422d Air Base Group. The event gave an opportunity to meet USAF senior leadership and learn more about the activities and the mission on base.
10 February	The Chairman and his Consort attended the Chairman of Vale of White Horse District Council's Charity Dinner at Steventon. The dinner was held to raise funds for the Children's Air Ambulance and the Alzheimer's Society.
23 February	The Chairman and his Consort, at the invitation of the Chairman of West Oxfordshire District Council, attended a Big Band Concert, raising funds for Friends of the Young Musicians' Association (Oxfordshire). The concert was held at Chipping Norton Theatre.
24 February	The Chairman and his Consort attended the Mayor of Bicester's event - an Evening at the Proms at St Edburg's Church performed by The Waterloo Band and Bugles of the Rifles.

Correct at time of agenda publication, 16 February 2018

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Cherwell District Council

Council

Minutes of a meeting of the Council held at Bodicote House, Bodicote, Banbury, OX15 4AA, on 18 December 2017 at 6.30 pm

Present: Councillor Maurice Billington (Chairman)
Councillor Jolanta Lis (Vice-Chairman)

Councillor Andrew Beere
Councillor Mike Bishop
Councillor Hugo Brown
Councillor Mark Cherry
Councillor Colin Clarke
Councillor Ian Corkin
Councillor Nick Cotter
Councillor Surinder Dhesi
Councillor John Donaldson
Councillor Sean Gaul
Councillor Chris Heath
Councillor Simon Holland
Councillor David Hughes
Councillor Shaida Hussain
Councillor Tony Ilott
Councillor Mike Kerford-Byrnes
Councillor James Macnamara
Councillor Kieron Mallon
Councillor Nicholas Mawer
Councillor Andrew McHugh
Councillor Alastair Milne-Home
Councillor Nigel Morris
Councillor Richard Mould
Councillor D M Pickford
Councillor Lynn Pratt
Councillor G A Reynolds
Councillor Barry Richards
Councillor Dan Sames
Councillor Nigel Simpson
Councillor Jason Slaymaker
Councillor Barry Wood
Councillor Sean Woodcock

Apologies
for
absence: Councillor David Anderson
Councillor Ken Atack
Councillor Hannah Banfield
Councillor Claire Bell
Councillor Carmen Griffiths
Councillor Timothy Hallchurch MBE
Councillor Alan MacKenzie-Wintle
Councillor Neil Prestidge

Councillor Sandra Rhodes
Councillor Les Sibley
Councillor Nicholas Turner
Councillor Tom Wallis
Councillor Douglas Webb
Councillor Bryn Williams

Officers: Ian Davies, Director of Operational Delivery
Paul Sutton, Executive Director: Finance and Governance /
Section 151 Officer
James Doble, Assistant Director - Transformational
Governance / Monitoring Officer
Natasha Clark, Interim Democratic and Elections Manager

58 **Declarations of Interest**

12. Bespoke / Custom Build Mortgage Bridging Loan Fund.
Councillor Ian Corkin, Declaration, as a Non Executive Director on Graven Hill Village Development Company Limited and would leave the meeting for the duration of the item.

20. Acquisition of Castle Quay.
Councillor Surinder Dhesi, Conflict of Interest, as an employee of Marks and Spencer and would participate in the debate but abstain from voting of the item.

59 **Communications**

Chief Executive

The Chairman advised Council that the Chief Executive was unable to attend the meeting evening as her father had sadly passed away at the weekend. The Chairman and all Members extended their condolences to the Chief Executive and her family at this sad time.

Honorary Alderman Fred Blackwell

The Chairman advised Members that Honorary Alderman Fred Blackwell had passed away on 13 December 2017. Honorary Alderman Blackwell had been a councillor for Cherwell and its predecessor authority, Banbury Borough Council, for 45 years, standing down in 2016.

Honorary Alderman Blackwell served as Cherwell's chairman for two years from 1981 to 1983 and the title of Honorary Alderman was conferred on him on 18 July 2016 in recognition of his decades of dedication to the district.

Members paid tribute to Honorary Alderman Blackwell sharing personal anecdotes and memories.

Council observed a period of silence in memory of Honorary Alderman Blackwell.

Chairman's Dinner

The Chairman advised that his Charity Dinner on Saturday 10 March at Exeter Hall, Kidlington was now sold out and there was a waiting list. The Chairman advised that donations could be made and thanked Members who were unable to attend and had already made a donation explaining that all proceeds would go to the charities I was supporting as Chairman.

Chairman's Engagements

A list of engagements attended by the Chairman or Vice-Chairman since the last meeting of Council was published as part of the agenda.

Post

The Chairman reminded Members to collect any post from pigeon holes.

Festive Greetings

The Chairman wished a Merry Christmas and Happy New Year to all Members and Officers.

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

There were no petitions or requests to address the meeting.

61 **Urgent Business**

There were no items of urgent business.

62 **Minutes of Council**

The minutes of the meeting held on 16 October 2017 were agreed as a correct record and signed by the Chairman, subject to the following amendments:

Attendance: Change Councillor David Hughes from "Apologies for Absence" to "Present as Expected"

Minute 46: Motions

Amend and replace the following words of the first paragraph under the following motion:

b) Condition of BT Phones Boxes in the District

It was moved by Councillor ~~Wood~~ Gaul, and seconded by Councillor ~~Hussain~~ Wood, that the following motion be adopted:

63 **Minutes**

a) Minutes of the Executive, Lead Member Decisions and Executive Decisions made under Special Urgency

Resolved

That the minutes of the meeting of the Executive and Lead Member decisions as set out in the Minute Book be received and that it be noted that since the last meeting of Council on 16 October 2017 one decision had been taken which were not included in the 28 day notice relating to: Retail Unit A4, Block A Pioneer Square, Bicester.

b) Minutes of Committees

Resolved

That the minutes of Committees as set out in the Minute Book be received.

64

Thames Valley Police - Address by Chief Constable

The Chairman welcomed the Police and Crime Commissioner for Thames Valley, Anthony Stansfeld, the Chief Constable of Thames Valley Police, Francis Habgood, and the Cherwell Local Area Deputy Commander Chief Inspector Emma Garside, to the meeting.

The Police and Crime Commissioner and Chief Constable Habgood addressed the meeting regarding policing in Thames Valley. A number of Members asked questions and answers were duly provided.

The Chairman thanked the Police and Crime Commissioner, the Chief Constable and Chief Inspector Garside.

65

Questions

a) Written Questions

The Chairman advised Council that one written question had been submitted with advance notice in accordance with the Constitution. The question was from Councillor Richards and addressed to the Leader of the Council, Councillor Wood, and was in relation to the council's housing waiting list. A written answer had been tabled at the meeting (annex to the Minutes as set out in the Minute Book).

Councillor Richards asked a supplementary question to which an answer was duly given.

b) Questions to the Leader of the Council

Questions were asked and answers received on the following issues:

Councillor Ilott: Provision of a "changing place" facility in Banbury, Bicester and Kidlington

Councillor Beere: Business Rates Retention Scheme

Councillor Cherry: Former Lincoln House Care Home

Councillor Dhesi: Vehicles parked illegally on double yellow lines in Banbury

Councillor Dhesi: Council owned car parks not being gritted during the recent snow

c) Questions to Committee Chairmen on the Minutes

The following question was asked to Committee Chairmen on the minutes of meetings:

Councillor Reynolds to the Chairman of the Overview and Scrutiny Committee in relation to Minute 32 of the 10 October 2017 meeting: Reference to the survey for parishes on mobile phone signals and ensuring county councillors are kept up to date. In the absence of the Overview and Scrutiny Committee, Councillor Wood responded to the question.

66

Motions

Social Media

It was moved by Councillor Mallon and seconded by Councillor Cotter that the following motion be adopted:

“We as elected members of this council deplore the use of social media to denigrate members of the public and elected members at all levels of public life.

In the words of the Prime Minister:

“All of us should have due care and attention to the way we refer to other people and should show those within public life the respect they deserve.”

And in the words of the Leader of Her Majesty’s opposition:

“So I say to all activists, cut the personal abuse, cut the cyber bullying online.”

We therefore pledge that as elected members and representatives of our political parties we will:

- not ourselves misuse social media;
- seek out and stop any personal attacks by our own political parties, the elected members of our parties, paid up members and activists of our political parties; and
- show due respect to the people we represent and to our elected colleagues.”

Resolved

That the following motion be adopted:

We pledge that as elected members and representatives of our political parties we will:

- not ourselves misuse social media;

- seek out and stop any personal attacks by our own political parties, the elected members of our parties, paid up members and activists of our political parties; and
- show due respect to the people we represent and to our elected colleagues.

67 **Council Tax Reduction Scheme 2018-2019 and Council Tax Discounts 2018-2019**

The Chief Finance Officer submitted a report to provide members with an update on the consultation process that had taken place on the proposals for a Council Tax Reduction Scheme for 2018-2019 and to seek approval for a Council Tax Reduction Scheme for the year 2018-2019 on the recommendation of the Executive and Budget Planning Committee.

The report also provided members with an update of Council Tax discounts and sought approval for the Council Tax discounts for the year 2018-19.

Resolved

- (1) That the Council Tax Reduction Scheme (CTRS) for the year 1 April 2018 to 31 March 2019 as set out in the annex to the Minutes (as set out in the Minute Book) be approved and implemented with effect from 1 April 2018.
- (2) That delegated authority be granted to the Section 151 Officer to make further amendments to the CTRS Regulations up to and including 31 January 2018 in consultation with the Lead Member for Financial Management.
- (3) That, having given due consideration, the following level of Council Tax discounts for 2018-2019 be approved:
 - Retain the discount for second homes at zero
 - Retain the discount for empty homes (unoccupied and substantially unfurnished) at 25% for 6 months and thereafter at zero.
 - Retain the discount for empty homes undergoing major repair at 25% for 12 months and thereafter at zero.
 - Retain the empty homes premium of an additional 50% for properties that have remained empty for more than 2 years.

68 **Bespoke / Custom Build Mortgage Bridging Loan Fund**

The Chief Finance Officer submitted a report to consider the creation of a capital budget for a pilot scheme of 10 bridging loans available to self-builders qualifying for mortgages under the Arlingclose Bespoke/Custom Build Mortgage scheme which will be considered by Executive in January 2018.

Resolved

- (1) That the creation of a capital budget of up to £2,500,000 to be made available in the event that Executive agree the business case for the pilot scheme in January 2018 be approved.
- (2) That authority be delegated to the Chief Finance Officer to approve the final amount of each individual loan within the pilot scheme and the form of the loan agreements to facilitate those loans.

69

Constitutional Amendments and Review of Constitutional and Governance Arrangements

The Assistant Director Transformational Governance / Monitoring Officer submitted a report to amend the terms of reference of the Joint Commissioning Committee (JCC), to delegate authority to the Monitoring Officer to reassign to the officer scheme of delegation in light of the newly agreed senior management structure and to agree the proposed approach to review constitutional and governance arrangements.

Resolved

- (1) That agreement be given to amend the terms of reference of the Joint Commissioning Committee to include the determination of terms and conditions and the determination of HR policies, the creation of new posts where there is an increase to the establishment and no budget and the restructuring of teams involving more than ten posts for all staff employed by Cherwell District and South Northamptonshire Councils.
- (2) That authority be delegated to the Monitoring Officer, in consultation with the Chief Executive, to reassign the officer scheme of delegation in accordance with the new senior management structure as agreed by the Joint Commissioning Committee to add the proposed delegations relating to Primary Authority status, restructures of ten posts or less and updates to the spatial planning delegations and to amend the constitution accordingly.
- (3) That officers be requested to carry out a review of constitutional and governance arrangements for discussion and consideration by group leaders.

70

Community Governance Review - Graven Hill

The Chief Executive submitted a report to agree to carry out a Community Governance Review (CGR) as soon as practical to consult on the principle of including the development of Graven Hill within the boundaries of Bicester Town Council.

Resolved

- (1) That agreement be given to hold a Community Governance Review as soon as practical to consult on the principle of including the

development site of Graven Hill within the boundary of Bicester Town Council.

71 **Calendar of Meetings 2018/19**

The Assistant Director – Transformational Governance submitted a report for Council to consider the calendars of meetings for the municipal year 2018/19.

Resolved

- (1) That the calendar of meetings for Cherwell District Council (CDC) for the municipal year 2018/19 (annex to the Minutes as set out in the Minute Book) be approved.
- (2) That the joint committees calendar of meetings for the municipal year 2018/19 (annex to the Minutes as set out in the Minute Book) be approved, subject to similar agreement by South Northamptonshire Council.

72 **Local Government Ombudsman Annual Report 2016/17**

The Assistant Director – Transformational Governance and Monitoring Officer submitted a report to provide council with the Local Government Ombudsman's annual report on Cherwell District Council for the financial year 2016/17.

Resolved

- (1) That the report be noted.

73 **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.

74 **Questions on Exempt Minutes**

There were no questions on exempt minutes.

75 **Retail Unit A4, Block A Pioneer Square, Bicester**

The Chief Finance Officer submitted an exempt report relating to Retail Unit A4, Block A Pioneer Square, Bicester.

Resolved

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

76

Acquisition of Castle Quay

The Chief Finance Officer submitted an exempt report relating to the acquisition of Castle Quay.

Resolved

- (1) As set out in the exempt minutes.
- (2) As set out in the exempt minutes.
- (3) As set out in the exempt minutes.
- (4) As set out in the exempt minutes.
- (5) As set out in the exempt minutes.
- (6) As set out in the exempt minutes.
- (7) As set out in the exempt minutes.

The meeting ended at 10.10 pm

Chairman:

Date:

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

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Cherwell District Council

Council

26 February 2018

<p style="text-align: center;">Submission of the Partial Review of the Cherwell Local Plan 2011-2031 - Oxford's Unmet Housing Needs</p>
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Report of Executive Director for Place and Growth

This report is public

Purpose of report

To seek approval for the submission of the Partial Review of the adopted Cherwell Local Plan 2011-2031 to the Secretary of State for Housing, Communities and Local Government for independent examination.

1.0 Recommendations

The meeting is recommended:

- 1.1 To note the responses to the consultation on the Proposed Submission draft of the Partial Review of the Local Plan summarised in the Statement of Consultation at Appendix 4.
- 1.2 To note the supporting documents relevant to the preparation of the Partial Review of the Local Plan presented at Appendices 5 to 12 and available on line at <https://www.cherwell.gov.uk/info/112/evidence-base/369/local-plan-part-1-partial-review---evidence-base> .
- 1.3 To approve the Schedule of Focused Changes and Minor Modifications to the Proposed Submission draft of the Partial Review of the Local Plan presented at Appendix 3.
- 1.4 To approve the Proposed Submission Draft of the Partial Review (July 2017) (Appendix 2) incorporating the Schedule of Focused Changes and Minor Modifications (Appendix 3) as the Submission draft of the Partial Review of the Cherwell Local Plan 2011-2031.
- 1.5 To authorise the Executive Director for Place and Growth to submit the Submission draft of the Partial Review of the Cherwell Local Plan 2011-2031 to the Secretary of State for Housing, Communities and Local Government for independent examination with all necessary prescribed and supporting documents.

- 1.6 To authorise the Executive Director for Place and Growth to make any necessary, presentational changes to the Submission draft of the Partial Review and to necessary prescribed and supporting documents before submission to the Secretary of State.

2.0 Introduction

- 2.1 This report presents the Partial Review of the Cherwell Local Plan 2011-2031 – Oxford's Unmet Housing Needs for approval and subsequent presentation to Council as a 'Submission' Local Plan. Upon approval by Council the Plan would be submitted to the Secretary of State for Housing, Communities and Local Government for independent examination.

- 2.2 Members are invited to consider the following documents:

- i. the Proposed Submission Plan (July 2017) previously approved by the Executive for consultation in June 2017 (Appendix 2);
- ii. the Statement of Consultation (Appendix 4) which summarises how consultation informed preparation of the Plan; summarises the representations received to the Proposed Submission Plan and identifies the main issues arising from those representations (a copy has also been placed in the Members' Room). Members are advised that the representations are available in full at: <https://www.cherwell.gov.uk/info/112/evidence-base/369/local-plan-part-1-partial-review---evidence-base> and also in the Members' Room (evidence doc. PR78);
- iii. the proposed Schedule of Focused Changes and Minor Modifications (Appendix 3) which officers consider would improve and update the draft Plan in view of the representations received;
- iv. the Sustainability Appraisal (SA) of the Proposed Submission Local Plan (with Non-Technical Summary) (Appendix 5), SA Addendum (Appendix 6) relating to the Focused Changes and Minor Modifications, and the SA Non-Technical Summary Addendum (Appendix 7) (together comprising the full Sustainability Appraisal);
- v. other supporting documents and background papers also comprising the evidence base for the Partial Review of the Local Plan (available at <https://www.cherwell.gov.uk/info/112/evidence-base/369/local-plan-part-1-partial-review---evidence-base>).

- 2.3 Following approval by Council, these documents would comprise the Submission documents and would be subject to independent examination.

- 2.4 This report follows a report to a meeting of the Executive earlier today (26 February). The Executive was recommended (1.1 to 1.4) to note and approve the same documents as now presented to Council; (1.5) '*To recommend to Council that it submits the Submission draft of the Partial Review of the Cherwell Local Plan 2011-2031 to the Secretary of State for Housing, Communities and Local Government for independent examination with all necessary prescribed and supporting documents*'; and (1.6), '*To authorise the Executive Director for Place and*

Growth to make any necessary, presentational changes to the Submission draft of the Partial Review and to necessary prescribed and supporting documents before the meeting of the Council. The Executive's decision will be reported orally by the Assistant Director for Law and Governance to Council.

- 2.5 The presentation to Members of the documents listed at paragraph 2.2 above marks the conclusion of work undertaken since 2015 to consider how to sustainably accommodate additional housing to help Oxford meet its unmet housing need in the context of a countywide Housing Market Area. The Plan is informed by the output of cooperation and a concerted programme of work undertaken jointly by the Oxfordshire councils through the Oxfordshire Growth Board in the interest of responding to Oxford's housing need, including for affordable housing, and in support of countywide economic growth.
- 2.5 This Council committed to working on an on-going basis with the other Oxfordshire councils under the statutory 'duty to cooperate' in the Cherwell Local Plan 2011-2031 adopted on 20 July 2015 (para. B.95). The Oxfordshire councils had all recognised that Oxford may not be able to accommodate the whole of its new housing requirement for the 2011-2031 period within its administrative boundary.
- 2.6 The Plan made it clear that if joint work between the authorities revealed that Cherwell and other districts needed to meet additional need for Oxford, this would trigger a 'Partial Review' of the Local Plan.
- 2.7 Preparatory work began in 2015. On 19 November 2015 the Oxfordshire Growth Board agreed a total working figure for Oxford's unmet housing need of 15,000 homes (evidence doc. PR12). A consultation on issues for the Partial Review took place from January to March 2016 (evidence doc. PR20). On 26 September 2016, following the completion of a programme of work (see para's. 3.7 to 3.13 below), the Oxfordshire Growth Board agreed an apportionment of Oxford's identified unmet housing need to the district councils (evidence doc. PR27). This included the delivery of 4,400 homes in Cherwell by 2031 in addition to the 22,840 homes provided for by the adopted Local Plan. A consultation on options took place from November 2016 to January 2017 (evidence doc. PR47). On 19 June 2017, the Executive approved the Proposed Submission Document for the purpose of inviting representations (evidence doc. PR70).
- 2.8 Consultation on the Proposed Submission Plan commenced on 17 July 2017 and extended to 10 October 2017 (Appendix 4). A total of 1460 representations were received in response to the consultation (evidence doc. PR78). They have now been considered by officers in reviewing whether the Partial Review (the Plan) is 'sound' and legally compliant - the tests of the independent examination of the Plan that commences upon the Plan's submission to the Secretary of State for Housing, Communities and Local Government.
- 2.9 To be considered 'sound' the Plan must be shown to be:
 - i. positively prepared – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;

- ii. justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
- iii. effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- iv. consistent with national policy – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.

2.10 Legal compliance includes whether the Plan has been prepared in accordance with required procedures including the duty to cooperate with prescribed bodies on planning issues that cross administrative boundaries, particularly those which relate to strategic priorities.

2.11 The view of officers is that the Plan is sound but that a number of 'focused changes' and 'minor modifications' should be made to it in the interests of its improvement, clarification and updating and to address minor presentational, grammatical and typographical issues. These are all presented in the schedule presented at Appendix 3 to this report.

2.12 Guidance produced by the Planning Inspectorate (*'Procedural Practice in the Examination of Local Plans'*, 4th edition, June 2016) clarifies how such changes will be dealt with by an Inspector who examines a Local Plan:

'3.3 Where an addendum of focussed changes has been submitted with the published plan, the Inspector will also make an early assessment of the nature and status of the addendum. He/she will consider if the changes do not result in a change to the plan's strategy, and whether they have been subject to public consultation (and sustainability appraisal, where necessary). If the Inspector is satisfied on all of these points, the addendum can be considered as part of the submitted plan and the Inspector will make this clear in the initial guidance note (or at the [Pre-Hearing Meeting] if one is held). If this is not the case, the Inspector will usually treat these proposed changes in the same way as any other proposed main modification at post-submission pre-hearing stage...' (i.e. where appropriate, be subject to a process of publicity and the opportunity to make representations).

'3.4. Given that the [Local Planning Authority] can make additional (i.e. minor) modifications to a plan on adoption, it is not necessary for a submission plan to be accompanied by a schedule of minor changes. If the LPA considers that changes are minor it does not need to subject them to the formal examination process. The LPA will be accountable on adoption for the scope of these minor changes.'

2.13 The schedule presented at Appendix 3 includes both proposed focused changes and minor modifications in the interest of being comprehensive but differentiates between them. It is the view of officers that those considerations pertinent to the focused changes have been the subject of consultation. The changes have also been the subject of Sustainability Appraisal (see SA Addendum at Appendix 6) to determine whether or not they are likely to have any significant environmental, social or economic effects which might affect the overall appraisal of the Plan's sustainability. The Proposed Submission Sustainability Appraisal (Appendix 5) and SA Addendum (Appendices 6&7) together comprise the submission Sustainability

Appraisal. The proposed changes have also been screened through the Habitats Regulations Assessment (HRA) process (Appendix 8&9).

2.14 The focused changes do not significantly affect the Plan but entail refinement of existing policies having regard to additional information included in representations, on-going cooperation and discussions with consultees and the completion of the Plan's evidence base.

2.15 In summary, the main focused changes are:

- i. the lowering of the total number of homes proposed on land to the west of Yarnton (Policy PR9) from 530 homes to 440 homes to improve the deliverability of the site and achieve a high quality of design;
- ii. the reconfiguration of the residential area within the site proposed for allocation to the east of Woodstock (Policy PR10) to respond more accurately and sensitively to archaeological constraints and increasing the proposed number of homes from 410 to 500 homes having regard to the additional information;
- iii. the introduction of criteria for any potential application for planning permission for the potential development of a golf course at Frieze Farm (Policy PR6c) if needed to replace the golf course proposed for development to the west of Oxford Road (Policy PR6b). The criteria added are consistent with criteria already included in the Plan for other sites.
- iv. deletion of specific references to densities of development within the site policies in view of the required development brief process and to avoid misinterpretation of net and gross densities having regard to different site circumstances;
- v. updating of education requirements in light of further information from Oxfordshire County Council;
- vi. clarification of points of access / connectivity on and within development sites, where required and appropriate, in light of further information from the County Council;
- vii. updating of the infrastructure schedule in view of further information from service providers;
- viii. updating of the consultation requirement in respect of foul drainage connections to ensure any necessary increases in capacity are provided for (*note: relates to further information for the Water Cycle Study*);
- ix. requirement for soil management plans in site policies to encourage the best use of natural resources;
- x. more explicit requirements for sought Heritage Impact Assessments (HIAs) and archaeological investigations to be taken into account in preparing development schemes in light of comments from Historic England;

- xi. addition of a caveat to the development of safeguarded land to the north of Shipton Road, Woodstock (land reserved at site PR10 for either education or sports pitch use) to require agreement with Historic England following completion of a Heritage Impact Assessment (*note: a HIA has been commissioned by the Council*);
- xii. removal of the requirement to retain land at site PR10 (south east of Woodstock) in agricultural use (within a designated area of green space) to maximise the opportunity for any archaeology to remain undisturbed in light of comments from Historic England;
- xiii. requirement to consult with the Canal and River Trust on development briefs for canalside sites (Policy PR7b – land at Stratfield Farm and Policy PR8 – land east of the A44);
- xiv. requirement for the Biodiversity Impact Assessment (BIA) for site PR8 (land east of the A44) to be informed by a hydrogeological risk assessment to avoid changes to ground water levels that could have an adverse impact on Rushy Meadows Site of Special Scientific Interest (*note: see para's 3.193 to 3.195 of this report*);
- xv. updating of requirements relating to Flood Risk Assessment;
- xvi. clarification on the 5 year supply requirements for development sites;
- xvii. requirements for place shaping principles to be agreed with the Council for any unallocated sites that might be considered under the provisions of Policy PR12b to ensure consistency of approach with policies for allocated sites;
- xviii. requirement for any unallocated sites that might be considered under Policy PR12b to provide 50% affordable housing to ensure consistency of approach with policies for allocated sites.

2.16 Officers recommend that the focused changes and minor modifications presented at Appendix 3 be approved and presented to Council for consideration as part of the submission plan.

3.0 Report Details

Background

3.1 The National Planning Policy Framework (NPPF, 2012) includes requirements for the Council to:

- i. have a clear understanding of housing needs in its area;
- ii. prepare a Strategic Housing Market Assessment (SHMA) to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries;
- iii. work collaboratively with other bodies to ensure that strategic priorities across local boundaries are properly co-ordinated and clearly reflected in individual Local Plans;

- iv. work together to meet development requirements which cannot wholly be met within their own areas, for instance because of a lack of physical capacity or because to do so would cause significant harm to national principles and policies;
- v. produce Local Plans in accordance with a statutory Duty to Cooperate with prescribed bodies (including Oxford City Council and the other Oxfordshire Councils);
- vi. meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.

3.2 The Oxfordshire Strategic Housing Market Assessment was published in April 2014. This found that across Oxfordshire, there is an identified need for provision of around 5,000 homes a year over the period 2011 to 2031. The adopted Cherwell Local Plan provides for Cherwell's needs – some 22,840 homes from 2011 to 2031. Oxford's needs are identified as being between 1,200 and 1,600 homes a year, a potential requirement of around 28,000 additional homes by 2031 (evidence doc. PR04).

3.3 In 2014, through the then 'Shadow' Oxfordshire Growth Board, all of Oxfordshire's councils accepted that Oxford could not fully meet its own housing needs. They collectively committed to consider the extent of Oxford's unmet need and how that need might be sustainably distributed to the neighbouring districts so that this could be tested through their respective Local Plans. This was supported by a Statement of Cooperation (evidence doc. PR01).

3.4 When the existing Cherwell Local Plan was being prepared the Council proposed a commitment to the Partial Review of the Local Plan in the event that there was a need to provide additional housing for Oxford. The Government appointed Planning Inspector who examined the Plan stated,

'...It is ...essential for clarity and soundness that the Council's firm commitment to help meet the needs of Oxford city as part of the countywide housing market area, jointly with other relevant authorities including through the Oxfordshire Growth Board, as well as in respect of the Oxford and Oxfordshire City Deal (2014), is formally recorded in the plan...' (Inspector's Report, para. 62, evidence doc. PR45).

3.5 His Non-Technical Summary records: *'Add a formal commitment from the Council, together with other relevant Councils, to undertake a joint review of the boundaries of the Oxford Green Belt, once the specific level of help required by the city of Oxford to meet its needs that cannot reasonably be met within its present confines, is fully and accurately defined'* (Inspector's Report, p.3)

3.6 The commitment is provided at para. B.95 of the existing Local Plan (2015):

'Cherwell District Council will continue to work under the 'Duty to Co-operate' with all other Oxfordshire Local Authorities on an on-going basis to address the objectively assessed need for housing across the Oxfordshire Housing Market Area and to meet joint commitments such as the Oxford and Oxfordshire City Deal (2014). As a first step Cherwell District Council has sought to accommodate the housing need for Cherwell District in full in the Cherwell Local Plan. Cherwell District Council recognises that Oxford may not be able to accommodate the whole of its new housing requirement for

the 2011-2031 period within its administrative boundary. The urban capacity of Oxford is as yet unconfirmed. Cherwell District Council will continue to work jointly and proactively with the Oxfordshire local authorities and through the Oxfordshire Growth Board to assess all reasonable spatial options, including the release of brownfield land, the potential for a new settlement and a full strategic review of the boundaries of the Oxford Green Belt. These issues are not for Cherwell to consider in isolation. These options will need to be undertaken in accordance with national policy, national guidance, the Strategic Environmental Assessment (SEA) regulations, and the Habitats Regulations Assessment (HRA) to establish how and where any unmet need might best be accommodated within the Oxfordshire Housing Market Area. Joint work will need to comprehensively consider how spatial options could be supported by necessary infrastructure to ensure an integrated approach to the delivery of housing, jobs and services. Full public consultation will be central to a 'sound' process and outcome. If this joint work reveals that Cherwell and other Districts need to meet additional need for Oxford, this will trigger a partial review of the Local Plan, to be completed within two years of adoption, and taking the form of the preparation of a separate Development Plan Document for that part of the unmet need to be accommodated in the Cherwell District. The Council will engage in joint working on supporting technical work such as countywide Sustainability Appraisal as required to support the identification of a sustainable approach to meeting agreed, unmet needs.'

- 3.7 In November 2014, the Oxfordshire Growth Board agreed a joint work programme for considering the level of unmet housing need and how that need could be distributed to the individual district councils (evidence doc. PR05).
- 3.8 On 19 November 2015, the Growth Board agreed a total working figure for Oxford's unmet housing need of 15,000 homes. On the basis of Oxford's overall housing need being 28,000 homes from (2011-2031), this meant approximately 13,000 homes being provided within Oxford's administrative boundary (evidence doc. PR12).
- 3.9 On 26 September 2016, the Growth Board considered a report summarising the output of the countywide work programme (evidence doc. PR27). This comprised:
- i. the review of the urban capacity of Oxford to inform agreement on the level of unmet housing need (evidence doc. PR11, PR08 & PR09);
 - ii. a Green Belt Study to assess the extent to which the land within the Oxford Green Belt performs against the purposes of the Green Belt as defined in national policy (evidence doc. PR13);
 - iii. the sustainability testing of spatial options to help inform the apportionment of unmet need to the rural districts (evidence doc. PR14);
 - iv. a high level transport assessment of spatial options (evidence doc. PR15);
 - v. an education assessment of spatial options (evidence doc. PR16).

- 3.10 The Growth Board decided on an apportionment of 14,850 homes between the district and city councils (evidence doc. PR27). Cherwell district was asked to consider the accommodation of 4,400 homes in addition to its existing Local Plan commitments (some 22,840 homes).

Oxfordshire Growth Board Apportionment of Oxford's Unmet Housing Needs	
District	Apportionment - No.of Homes (Net)
Cherwell	4400
Oxford	550
South Oxfordshire*	4950
Vale of White Horse	2200
West Oxfordshire	2750
Total	14850

*South Oxfordshire did not agree to the final proposed apportionment

- 3.11 The Leadership of South Oxfordshire District Council did not agree to the final apportionment. However, with regard to effective joint working, it should be noted that South Oxfordshire District Council had been engaged in the Growth Board work programme for its duration and that its officers had agreed the final report recommended to the Growth Board as well as all intermediate progress reports.
- 3.12 The Growth Board work programme enabled a countywide, cooperative decision to be made on how the unmet housing need should be accommodated at a district level. It has informed the plan making process of the Cherwell Partial Review but as a non-statutory planning process it does not bind the Council to planning for 4,400 homes nor a prescribed approach or outcome as to how or where the Council should provide for Oxford's unmet housing need. The Partial Review process does this on a statutory plan making basis and tests the sustainability and deliverability of providing for an additional 4,400 homes.
- 3.13 In November 2016, following the apportionment decision, a Memorandum of Cooperation was signed by the Leaders of all the Oxfordshire Councils (except South Oxfordshire) making clear the agreed position (evidence doc. PR28):

'This apportionment is based upon a common assumed start date of 2021 for the commencement of development after the adoption of the respective Local Plan review or Local Plan update/refresh. This assumption does not preclude earlier delivery, but does recognise the complexity of the issues being considered and has sought to factor in reasonable lead times to enable options to come forward and to be fully considered through the Local Plan process' (para. 3.4);

'The Programme does not seek to identify, propose or recommend any site or sites for additional housing within any district. Each LPA will remain responsible for the allocation of housing sites within its own district and through its own Local Plan process' (para. 3.6).

- 3.14 West Oxfordshire District Council (WODC) has responded to the apportionment decision by making provision in its draft Local Plan (as at September 2017) for a further 2,750 homes in the period 2021 – 2031 to assist with the unmet housing needs of Oxford in addition to addressing its own needs (approximately 15,950 homes) (i.e. in accordance with the Growth Board apportionment). It has publicly corresponded with its Local Plan Inspector on final modifications and associated consultation. The Inspector has advised (16 January 2018) that subject to modifications the Plan is capable of being legally compliant and sound.

3.15 The Vale of White Horse Local Plan (Part 1), adopted in December 2016 but prepared prior to the Growth Board decision of 26 September 2016, provides a commitment (para. 1.26) to a Local Plan Part 2 '*closely informed by the Oxfordshire Growth Board process to apportion the 'working assumption' unmet need figure of 15,000...*'. It states, '*...if the Part 2 plan is not adopted within two years of the adoption of Local Plan 2031: Part 1, then from that time until the adoption of the Part 2 Plan, the Council's housing requirement will be 20,560 plus the agreed quantum of Oxford's unmet housing need to be addressed within the Vale of White Horse District*'. Vale consulted on a Publication [Proposed Submission] Version of its Part 2 Plan in October 2017. It states (p.20), '*The Part 1 plan allocates strategic development sites to fully meet the Vale's own housing requirement up to 2031 (20,560 homes)...*'; '*...the additional housing allocations needed to ensure the agreed quantum of unmet housing for Oxford to be addressed within the Vale is also fully met...is for 2,200 homes to be delivered ...up to 2031...*'. (i.e. in accordance with the Growth Board apportionment). All Oxfordshire councils have committed to Plan for and support the delivery of 100,000 new homes between 2011 and 2031 in the Outline Agreement for the Oxfordshire Growth Deal (Appendix 11) (by reference to the SHMA 2014 at para. 24).

Preparation of the Proposed Submission Local Plan (July 2017)

- 3.16 Preparation of the Plan began in 2015 following adoption of the Cherwell Local Plan 2011-2031. An issues consultation paper for the Partial Review was approved by Members on 4 January 2016 (evidence doc. PR19) and published that month with a Sustainability Appraisal Scoping Report (evidence docs. PR20 & PR25). The consultation paper highlighted issues potentially requiring consideration in undertaking the Partial Review. The paper was prepared to inform engagement with local communities, partners and stakeholders in the early stage of the Partial Review process and to ensure that a wide cross-section of views were obtained. A 'call for sites' was made in the interest of identifying sites that might be appropriate to develop to help meet Oxford's housing needs.
- 3.17 Two workshops took place for Parish/Town Councils in the north and south of the district on 23 and 24 February 2016 respectively. A meeting with Wolvercote Neighbourhood Forum (Oxford) and with Summertown and St Margaret's Neighbourhood Forum (Oxford) took place on 2 March 2016. A total of 148 representations were received (Appendix 4).
- 3.18 On 7 November 2016, the outcome of the Oxfordshire Growth Board work programme was presented to Members (evidence doc. PR69) together with a proposed options consultation paper and the results of consultation at the issues stage. The representations and site submissions received in response to the previous issues paper and the wider 'call for sites' were made publicly available (evidence doc. PR21) and a Statement of Consultation (evidence doc. PR24) was presented to Members. This included an extensive schedule of the comments received in relation to each issues paper question.
- 3.19 The Executive noted the Oxfordshire Growth Board's decision to apportion 4,400 homes to Cherwell in the interest of meeting Oxford's agreed unmet housing need and approved the options paper for formal public consultation.

- 3.20 Consultation on the options paper (evidence doc. PR47) took place between November 2016 and January 2017. The consultation matters included the level of housing the council was being asked to accommodate, a draft vision and objectives for the Partial Review, potential areas of search for accommodating development, potential strategic development sites and the emerging evidence base. The consultation was supported by an Interim Transport Assessment (evidence doc. PR22) and Initial Sustainability Appraisal (PR23) in addition to other documents.
- 3.21 During the consultation period workshops were held with Parish/Town Councils on 7 and 12 December 2016 and other stakeholders on 13 December. Four staffed, public exhibitions were held - in Banbury (26 November), Bicester (3 December), Cutteslowe in Oxford (10 December) and in Kidlington (19 December) (Appendix 4).
- 3.22 A total of 1225 responses were received to the options consultation. The Statement of Consultation presented at Appendix 4 sets out the main issues raised and how those issues were taken into account preparing the Proposed Submission Document (Appendix 2).
- 3.23 Following the options consultation, plan preparation continued supported by evidence gathering including:
- Habitats Regulations Assessment screening (PR30);
 - Strategic Flood Risk Assessment (PR31 & PR32);
 - the Oxfordshire Infrastructure Strategy (PR35);
 - the County Council's A44-A4260 Corridor Study (PR36);
 - the County Council's Park and Ride (Oxford) Report (PR37);
 - a Green Belt Study (PR40)
 - a Small-Scale Green Belt Review relating to commitments in the adopted Local Plan to accommodate high value employment needs (PR42);
 - a Strategic Economic Growth Study (PR41);
 - a Viability Assessment (PR 49);
 - a Village Analysis Study (PR50);
 - a Landscape Character Sensitivity and Capacity Assessment (including heritage and ecology review) (PR51);
 - a Transport Assessment (PR52);
 - Sequential and Exception Tests (Flooding) (PR53);
 - a draft Housing and Economic Land Availability Assessment (PR54);
 - a draft Water Cycle Study (PR71);
 - other supporting documents; and,
 - an underpinning process of Sustainability Appraisal (PR43).
- 3.24 The Sustainability Appraisal (SA) scoped the issues for preparing the plan, established sustainability objectives and tested the vision and objectives for the Plan against them. The SA objectives were used to appraise the likely environmental, social and economic effects of providing for 4,400 homes and the effects of providing a significantly higher or lower number. It appraised areas of search as broad locations for accommodating growth across the district and specific development sites within those areas of search which were taken forward.
- 3.25 A summary of the reasons that specific areas of search and sites were taken forward or rejected was provided within the Sustainability Appraisal. This took into account the results of the sustainability appraisal itself and other planning

considerations. The environmental, social and economic effects of proposed policies were also appraised, and mitigations identified, to inform the preparation of a sustainable plan.

3.26 Officers examined nine areas of search as potential broad locations for accommodating the development). Within these areas a total of 147 potential sites had been identified comprising at least two hectares of land (Appendix 5). The Areas of Search (illustrated at Appendix 5, Non-Technical Summary, Figure 1.10), were as follows:

Option A	Kidlington & Surrounding Area
Option B	North & East of Kidlington
Option C	Junction 9, M40
Option D	Arccott
Option E	Bicester and Surrounding Area
Option F	Former RAF Upper Heyford & Surrounding Area
Option G	Junction 10, M40
Option H	Banbury & Surrounding Area
Option I	Remainder of District / Rural Dispersal

3.27 The outcome of the plan preparation process, informed by the evidence base (including the Sustainability Appraisal) and the outcome of consultation, was that Option C through to Option I were not considered to be suitable for accommodating housing to help meet Oxford's unmet housing needs for the following reasons:

- i. they were less well situated to build communities associated with Oxford;
- ii. they were less well situated to assist with the delivery of the Oxford Transport Strategy, in terms of existing sustainable travel connectivity and the opportunity for sustainable commuter travel behaviour;
- iii. they were more likely to result in a higher level of commuting to Oxford by private motor vehicle;
- iv. they were likely to result in less affordable transport options for accessing Oxford for potential occupiers of affordable and low cost housing
- v. more dispersed options provided less opportunity for strategic infrastructure investment (e.g. transport and education);
- vi. the likelihood that significant additional development could not be built at Bicester, Banbury and RAF Upper Heyford by 2031 in addition to that in the existing Local Plan (2015).

3.28 It was concluded that options C to I, or a combination of any options including C to I, would not sufficiently deliver the vision and objectives which underpin the Partial Review.

3.29 Additionally, it was concluded that option C to I would have a greater detrimental impact on the development strategy for Cherwell set out in the existing adopted Cherwell Local Plan (2015). The reasons for this are documented in section 7 of the Sustainability Appraisal (see Appendix 5).

3.30 Option A (Kidlington & Surrounding Area) and Option B (North & East of Kidlington) were considered to be most suitable for meeting Oxford's needs.

3.31 In summary, this was because of:

- i. the proximity to Oxford, the existing availability of public transport and the opportunity to maximise the use of sustainable and affordable transport in accessing Oxford's key employment areas and services and facilities;
- ii. the opportunity to achieve an overall, proportionate reduction in reliance on the private motor vehicle in accessing Oxford's key employment areas and services and facilities and to achieve further investment in sustainable transport infrastructure;
- iii. the deliverability of sustainable transport improvements in comparison to other Areas of Search;
- iv. relationship of existing communities to Oxford;
- v. existing economic relationship between the areas of search and Oxford;
- vi. the opportunity to provide affordable homes to meet Oxford's identified need close to the source of that need.

3.32 It was concluded that Options A and B could deliver the vision and objectives which underpin the Partial Review. Furthermore, it was considered that they would not significantly undermine the delivery of the development strategy for meeting Cherwell's needs set out in the existing Local Plan (2015). In the absence of other suitable options, Areas A and B were taken forward.

3.33 Within Areas A and B a total of 41 site options were considered and assessed for inclusion in the Partial Review. These sites were assessed through the consideration of range of evidence including landscape, transport, land availability, flood risk and green belt studies. They were also assessed with the benefit of feedback from consultation, through the preparation of a Habitats Regulations Assessment, and through the Sustainability Appraisal of the likely environmental, social and economic effects of developing each site and the synergistic and cumulative effects of the proposed growth.

3.34 Many of the sites identified were situated within the Oxford Green Belt. In addition to their overall sustainability, sites were also considered for their suitability in meeting the Partial Review's vision and objectives. Sites within the Green Belt were only taken forward in the absence of other suitable alternatives.

3.35 On 19 June 2017, a draft Proposed Submission document was presented to the Executive (evidence doc. PR70), along with the Sustainability Appraisal, Statement of Consultation, Equalities Impact Assessment. A public link was provided in the report to the evidence base at that time including the representations received to the previous consultation on options (evidence doc. PR29). The Proposed Submission document (Appendix 2) was approved for the purpose of inviting representations.

Duty to Cooperate

3.36 The Duty to Cooperate is a statutory requirement for the Council to cooperate with Local Planning Authorities (LPAs) and other prescribed bodies when it undertakes certain activities, including the preparation of Local Plans and in relation to cross-boundary strategic matters. This is to maximise the effectiveness with which activities are undertaken. LPAs are required 'to engage constructively, actively and on an on-going basis'.

3.37 For Cherwell the local planning authorities that border Cherwell are:

- Aylesbury Vale District Council
- Buckinghamshire County Council
- Northamptonshire County Council
- Oxford City Council
- Oxfordshire County Council
- South Northamptonshire Council
- South Oxfordshire District Council
- Stratford-on-Avon District Council
- Vale of White Horse District Council
- Warwickshire County Council
- West Oxfordshire District Council

3.38 Regulation 4 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) sets out the other prescribed bodies for the purposes of implementing the Duty. Of those bodies listed in the Regulation, the following bodies are relevant to Cherwell District:

- The Environment Agency
- Historic England
- Natural England
- The Civil Aviation Authority
- The Homes and Communities Agency (now Homes Agency)
- The NHS Oxfordshire Clinical Commissioning Group
- The NHS England South East
- The Office of Rail Regulation
- The Highways Authority:
 - Oxfordshire County Council
 - Highways Agency (now Highways England)
- The Oxfordshire Local Enterprise Partnership
- The South East Midlands Local Enterprise Partnership
- The Oxfordshire Local Nature Partnership

3.39 In preparing the Partial Review of the Local Plan, officers have engaged with the prescribed bodies in order to identify and consider relevant strategic issues and respond effectively in the preparation of the Plan. This is explained in the Duty to Cooperate statement (Appendix 10) and supplemented by the Statement of Consultation (Appendix 4).

The Proposals of the Proposed Submission Local Plan (July 2017)

3.40 The Proposed Submission Plan (July 2017) as presented to members in June 2017 (Appendix 2) does the following:

- i. Section 1 explains why the plan has been produced and how an understanding of Oxford's unmet housing need has been arrived at;
- ii. Section 2 explains how the Plan has been prepared including the options considered in arriving at our development strategy;
- iii. Section 3 sets the scene for the Plan; describing the county, Cherwell and Oxford context and the wider cross-regional issues;

- iv. Section 4 describes a vision and objectives for helping to meet Oxford's unmet housing need within Cherwell;
- v. Section 5 provides our strategy for meeting the vision and objectives in a way that achieves sustainable development including policies for strategic development sites to provide the required homes;
- vi. Section 6 explains how we will ensure that the strategy is delivered.

3.41 The Plan's vision for meeting Oxford's unmet housing needs in Cherwell is as follows (Appendix 2, p.58):

'To provide new development that meets Oxford's agreed, identified housing needs, supports the city's world-class economy, universities and its local employment base, and ensures that people have convenient, affordable and sustainable travel opportunities to the city's places of work, study and recreation, and to its services and facilities. This development will be provided so that it:

- i. creates balanced and sustainable communities*
- ii. is well connected to Oxford*
- iii. is of exemplar design which responds distinctively and sensitively to the local built, historic and environmental context*
- iv. is supported by necessary infrastructure*
- v. provides for a range of household types and incomes reflecting Oxford's diverse needs*
- vi. contributes to improving health and well-being, and*
- vii. seeks to conserve and enhance the natural environment.'*

3.42 To achieve this vision, the Plan has a number of objectives (Appendix 2, p.60). In summary they involve:

- i. partnership working to meet needs and required infrastructure by 2031
- ii. providing development so it supports the projected economic growth which underpins the housing needs and local Oxford and Cherwell economies
- iii. substantively providing affordable access to new homes for those requiring affordable housing, new entrants to the housing market, key workers and those requiring access to Oxford's key employment areas; and, providing well designed development that responds to the local context
- iv. providing development so that it complements the County Council's Local Transport Plan (including the Oxford Transport Strategy) and facilitates demonstrable and deliverable improvements to the availability of sustainable transport for access to Oxford.

3.43 The Plan's strategy (Appendix 2, p. 62-67) has been prepared to meet these objectives and achieve the vision. It seeks to meet Oxford's specific needs while achieving substantial benefit for Cherwell's communities.

3.44 The Plan provides for development that will support the city's economy, universities and its local employment base and ensure that people have convenient, affordable and sustainable travel opportunities to the city's places of work and to its services and facilities.

- 3.45 The strategy prioritises the need for development to be well connected to Oxford, to be related to the area of the district that has the strongest economic and social relationships with the city, which is fully integrated with the County Council's sustainable transport policies, which seeks to grasp the opportunities for distinctive place-shaping and which provides a consolidated approach to green infrastructure and for the achievement of net gains in biodiversity.
- 3.46 The Plan focuses development on a geographic area extending north from Oxford to south Kidlington, along the A44 corridor to Yarnton and Begbroke, and up to Woodstock in West Oxfordshire (Appendix 2, p.65, figure 10).
- 3.47 The Plan is not without controversy. It involves development in the Oxford Green Belt - a designated area of land around Oxford in which existing planning policies have the fundamental aim of preventing urban sprawl by keeping land permanently open. Under national planning policy, Green Belt boundaries should only be altered in exceptional circumstances through the preparation or review of a Local Plan.
- 3.48 Having considered all reasonable options for accommodating development, the Plan explains (Appendix 2, p. 66-67. para. 5.17), that there are exceptional circumstances for development in the Green Belt to help meet Oxford's needs within Cherwell.
- 3.49 The consideration of all other reasonable options suggested that a sustainable alternative could not be delivered without unacceptable harm to the existing Cherwell development strategy. The Plan avoids undermining the strategy of the existing Cherwell Local Plan (2015) and the delivery of planned growth at Bicester, Banbury and Former RAF Upper Heyford. Other examined options outside the Green Belt would not deliver development that sufficiently and sustainably meets Oxford's needs so that it achieves the Plan's vision.
- 3.50 In summary, the Plan's proposed policies seek to achieve the following:
- i. deliver the required homes for Oxford by 2031 in a form that achieves sustainable development (policy PR1: Appendix 2, p.69);
 - ii. deliver a mix, tenure and size of homes that responds to identified needs (policy PR2: Appendix 2, p.73);
 - iii. exceptionally allow for development in the Green Belt having considered all other reasonable options and the vision and objectives we need to achieve (policy PR3: Appendix 2, p. 77-78);
 - iv. maximise the opportunity for affordable and sustainable transportation from development areas to Oxford's key employment areas, services and facilities (policy PR4a: Appendix 2, p. 82);
 - v. use the advantage of sustainable transport opportunities to help strengthen Kidlington centre in accordance with the existing Local Plan (2015) and the Kidlington Framework Masterplan (policy PR4b: Appendix 2, p.83);
 - vi. provide a consolidated and integrated approach to the provision of green infrastructure alongside new development, particularly within the Green Belt (policy PR5: Appendix 2, p. 86);

- 3.51 The Plan provides for the development of strategic sites that will best achieve the vision and objectives and deliver sustainable development in the Oxfordshire, Cherwell, Oxford and wider context.
- 3.52 The proposed sites included in the Proposed Submission Plan (July 2017), and the respective number of dwellings planned, are as follows:

Plan Area	Policy / Site	Page No. (Appendix 2)	No. of Homes
North Oxford	Policy PR6a – Land East of Oxford Road	89-94	650
	Policy PR6b – Land West of Oxford Road	95-99	530
	Policy PR6c – Land at Frieze Farm (reserved site for replacement Golf Course)	100-101	-
Kidlington	Policy PR7a – Land South East of Kidlington	106-110	230
	Policy PR7b – Land at Stratfield Farm	111-116	100
Begbroke	Policy PR8 – Land East of the A44	120-126	1950
Yarnton	Policy PR9 – Land West of Yarnton	129-133	530 (see para. 3.197 below)
Woodstock	Policy PR10 – Land South East of Woodstock	138-143	410 (see para. 3.202 below)
Total			4400

- 3.53 The Plan's proposed policies map shows the location of the sites (see Appendix 2, p158).

Consultation on the Proposed Submission Plan (July 2017)

- 3.54 Following the Executive's approval of the Plan in June 2017, the consultation period on the Proposed Submission Plan commenced on 17 July 2017. Originally intended to run from 17 July to 29 August, the consultation period was extended to 10 October 2017 (supported by additional publicity) in the context of significant public interest and providing the opportunity for a number of additional documents to be considered. These comprised a Housing and Economic Land Availability Assessment (evidence doc. PR54) (published as a draft), appendices that had not originally been included within the County Council's A44/A4260 Corridor Study (evidence doc. PR36) and a Position Statement on Open Space and Recreation

(evidence doc. PR72). The additional documents were published on 25 August 2017, thereby being available for six weeks.

3.55 Staffed public exhibitions were held during July and August 2017 at the following locations:

- Shipton-on-Cherwell Village Hall on Wednesday 19 July 2017;
- Yarnton Village Hall on Friday 21 July 2017;
- Woodstock Community Centre (West Oxfordshire) on Thursday 27 July 2017;
- Cutteslowe Pavilion, Cutteslowe Park (Oxford) on Tuesday 1 August 2017;
- Begbroke Village Hall on Wednesday 2 August 2017;
- Exeter Hall, Kidlington on Thursday 17 August 2017.

3.56 The consultation was supported by evidence documents including a Sustainability Appraisal (evidence doc. PR43), Habitats Regulations Screening Report (PR44) and Statement of Consultation (PR46).

3.57 The Statement of Consultation now presented to Members at Appendix 4 documents the consultation arrangements.

3.58 A total of 1460 representations were received which are available on-line at <https://www.cherwell.gov.uk/info/112/evidence-base/369/local-plan-part-1-partial-review---evidence-base> (evidence doc. PR78). The main issues raised are summarised in the Statement of Consultation (Appendix 4) which includes summaries of each individual representation in Plan order.

3.59 Most of the responses received were objections. Most were received by email and therefore many did not include postal addresses. It is therefore not possible to give an accurate geographic breakdown of the objections. However, a substantial level of response was received from communities at Yarnton, Begbroke, Gosford and Water Eaton, and Kidlington and to a lesser extent at north Oxford and Woodstock in West Oxfordshire.

3.60 Approximately 550 of the 1460 representations received comprised cards containing responses coordinated by Kidlington Development Watch and often containing additional comments provided by individual respondents.

Overarching Issues Raised

3.61 The overarching issues raised include objections to:

- the plan as a whole;
- the assessment of housing need and reliance on its methodology (the 2014 Oxfordshire Strategic Market Assessment);
- providing additional housing to meet Oxford's housing needs;
- the level of housing provision being made within the administrative boundary of Oxford;
- the deliverability of affordable housing to meet needs;
- the ability to secure the availability of housing to those working in / accessing Oxford;
- development in the Green Belt and the case presented for such development, particularly the 'exceptional circumstances';

- the development of the proposed sites including the context of other alternatives;
- the impact of the proposed developments on the Green Belt, on the separation/coalescence of settlements and on their identity;
- the loss of the historic North Oxford Golf Course;
- the justification for site selection;
- the omission of alternative sites, particularly from site promoters including for the development of land at:
 - Banbury
 - Bicester
 - Wendlebury
 - Weston-on-the-Green / Junction 9 of M40
 - north of The Moors, Kidlington
 - Islip
 - in the vicinity of Former RAF Upper Heyford
 - Shipton-on-Cherwell Quarry
 - rural locations
- the impact of development on local communities;
- the impact of additional traffic;
- the capacity / convenience of the highway network;
- the impact on air pollution;
- the impact on biodiversity / wildlife;
- the impact on infrastructure capacity particularly highways, health and education;
- the proposals for infrastructure provision and the timely deliverability of infrastructure;
- the proposals for sustainable transport, their achievability and effect;
- the suggested closure of Sandy Lane to create a green link;
- the impact of the proposals on access to, and the environment and viability of Kidlington centre;
- the process for preparing the Plan including the appropriateness of the consultation arrangements, not consulting on a draft Plan at the formative 'Regulation 18' stage prior to 'Regulation 19' consultation on the Proposed Submission Plan, the quality and timeliness of evidence.

3.62 Responses from the most immediately affected local authority areas (including Parish/Town Councils), Parish Meetings, Neighbourhood Forums in Oxford, campaign groups and other local representatives are highlighted below. Extensive responses are summarised more fully at Appendix 1. The summary below and at Appendix 1 must be read in conjunction with the Statement of Consultation at Appendix 4 which contains summaries of all representations.

Begbroke Parish Council

3.63 Begbroke Parish, together with Yarnton Parish, includes the proposed sites to the east and west of the A44 (Policies PR8 and PR9). The Parish Council's objections and concerns cover a wide range of issues including the consultation arrangements; the level of and approach to calculating housing need; the deliverability of housing that would meet local needs; the impact on the Green Belt including for individual parishes; the lack of justification for development within the Green Belt; objections to sites and the alternatives to the Plan's proposals; the impact on traffic congestion and air quality; the deliverability of transport

infrastructure improvements; the impact on wildlife habitats and the Oxford Canal; and, the lack of benefits for local communities. The Parish Council's objections are summarised more fully at Appendix 1.

Bladon Parish Council (West Oxfordshire)

- 3.64 Bladon Parish is next to the proposed site to the south east of Woodstock (Policy PR10). The Parish Council's main points of objection relate to traffic volumes and the impact on Bladon in relation to Policy PR10 (south east of Woodstock). In particular, it is concerned about the volume of traffic on the A44, Bladon roundabout and passing through the village via the A4095; pollution caused by the volume of traffic; and, the effect of traffic on the World Heritage Site of Blenheim.

Blenheim Parish Meeting (West Oxfordshire)

- 3.65 The Parish Meeting relates to Blenheim Palace. Site PR10 to the south east of Woodstock is part promoted by the Vanburgh Unit Trust which manages the Blenheim Palace Estate. No representation was received from Blenheim Parish Meeting.

Gosford and Water Eaton Parish Council

- 3.66 Gosford and Water Eaton Parish contains the sites to east and west of Oxford Road (Policies PR6a and PR6b) and to the south-east of Kidlington (Policy PR7a).
- 3.67 The Parish Council provided a number of supportive comments on the overall approach to providing high levels of affordable housing, on the requirement for 50% affordable housing which it considers should be a minimum and on providing housing for key workers.
- 3.68 Gosford and Water Eaton Parish Council's objections and concerns include: the soundness of the Plan and its supporting documents; the weight and justification given to the proposed housing requirement of 4,400 homes; the assessment of housing need; the impact of a high level of development within the parish and the scale of growth overall; the need for further impact testing; the effect on existing communities and the historic and natural environment; the lack of infrastructure capacity; the impact on existing traffic congestion and air quality; the urbanisation of the area; the achievability of transport/highway mitigations and other infrastructure; the impact on Kidlington; the loss of countryside; the impact on residential amenity; inconsistency with adopted Local Plan policies; the loss of Green Belt including that of 'high' value; the longer term sustainability of the Green Belt; delivering housing to meet specific local needs; coalescence between Kidlington, Gosford and Water Eaton and Oxford; the identity of villages; conflict with national policy; harm to the landscape; objections to site proposals / policies and the robustness of transport and sustainability evidence. The Parish Council's objections are summarised more fully at Appendix 1.

Kidlington Parish Council

- 3.69 Kidlington Parish includes the proposed site at Stratfield Farm (Policy PR7b). The Parish Council provided supportive comments in relation to the development of sites PR7a (south east of Kidlington) and site PR7b (Stratfield Farm) and securing permanent green boundaries if justified by exceptional circumstances; securing

50% affordable housing; retaining Green Belt and avoiding development to the north of Kidlington; and, retaining Green Belt designation on Frieze Farm.

- 3.70 Kidlington Parish Council's objections and concerns include: the need to complete the new Oxford Local Plan; the level of housing needs, the methodology for assessing housing need in view of Government consultation on a new, standardised approach; the need to protect the separation of settlements; harm to integrity, functions, scale of the Green Belt; including higher value Green Belt land; the lack of 'exceptional circumstances' for development in the Green Belt; objection to specific sites being removed from the Green Belt; the impact on traffic congestion and air quality; the coalescence of settlements and harm to their character; the loss of valued open land; conflict with adopted Local Plan policies; detrimental effects on the community and the environment; the need for more account to be taken of the Kidlington Masterplan; the need for the timely delivery of infrastructure; the need to apply the 50% affordable housing requirement to the policy for unallocated sites; the need for clarity on how affordable homes would be allocated; securing homes to meet local needs; the impact on Kidlington centre; harm to countryside; objections to specific sites; and detailed comments on policies. The Parish Council's objections are summarised more fully at Appendix 1.

Oxford City Council

- 3.71 The City Council supports the Plan's strategy and proposed sites. It highlights the following:

- positive approach to joint working on cross boundary issues has been demonstrated;
- positive, timely and comprehensive approach towards planning for the unmet needs of Oxford;
- cooperative approach is to be commended;
- support for the overall spatial strategy, vision and objectives which specifically and positively respond to the issue of meeting Oxford's unmet need and recognise that the strategy needs to be different to that of meeting the wider district needs;
- support for the plan's guiding principles:
 - the strategy reflects the importance for sites to have a good spatial relationship to Oxford;
 - the strategy seeks to locate development so that it would be well-connected to Oxford and support the city's economy
 - the strategy seeks to offer people, convenient, affordable and sustainable travel opportunities to the city's places of work, services and facilities;
- support for the sites proposed;
- welcomes how cross border issues including affordable housing and transport have been addressed to achieve a joined up approach to design and integrated communities, particularly the links to Northern Gateway, access to Oxford Parkway Station and the sensitive consideration of Cutteslowe Park;
- supports the position that there are exceptional reasons for development within the Green Belt;
- supports the allocation of sites PR6a and PR6b;
- supports the reservation of land at Frieze Farm for a replacement Golf Course should this be required;
- supports the analysis of the close relationship between Kidlington and Oxford and that new homes to its south would be well related to Oxford;

- agree that it is possible to develop to the south of Kidlington while maintaining an important Green Belt gap;
- welcomes the provision for good public transport, cycle and pedestrian links for the sites to the south of Kidlington;
- supports the allocation of sites at Begbroke, Yarnton and Woodstock & welcomes the delivery of sustainable transport links;
- welcomes the 50% affordable housing requirement and on-going dialogue on housing allocations policy;
- supports delivery of 'key worker' housing (noting Oxford's new emerging approach);
- supports the proposed approach to development briefs;
- supports the clear approach to the housing trajectory.

3.72 The City Council has a number comments seeking further consideration:

- on presentation of the Green Belt study / alignment with Oxford's emerging Local Plan (*note: relates to a request from the City Council to include two areas of land in the study*);
- a detailed comment on mapping notation;
- questions whether a higher density of development would be appropriate for site PR6b (west of Oxford Road) but notes the opportunity to agree detailed principles through the development brief.

Oxfordshire County Council

3.73 The County Council supports the proposed submission document and its alignment with the Oxford Transport Strategy (OTS). Its supporting comments include:

- the Plan is coherent and seeks to address Oxford's unmet housing need in a positive, justified and effective manner, consistent with national policy in the NPPF;
- the proposed allocation of sites within close proximity to Oxford offers excellent opportunities for making use of existing transport infrastructure and for enhancing sustainable links into Oxford;
- the scale of housing being planned for is supported;
- the vision is supported;
- the proposed housing would be well connected to Oxford's key employment locations and the city centre and would help to deliver the Oxford Transport Strategy;
- supports the spatial strategy which focuses development on land in North Oxford, Kidlington and along the A44 corridor. These locations have strong economic links to Oxford; offer the opportunity to build on existing public transport and other infrastructure capacity e.g. education and help fund the delivery of planned transport investment in Rapid Transit corridors, remote Park & Ride, and cycling and walking improvements set out in the County's Local Transport Plan and as part of the Oxford Transport Strategy;
- supports CDC in seeking to respond to Oxford's affordable needs whilst ensuring development remains viable;
- there are high levels of traffic congestion in the southern Cherwell/North Oxford area, an issue which extends into neighbouring districts and made worse by cumulative growth across the region. However, the proposed sites score highly in terms of sustainability due to the opportunities for public

transport, cycling and walking connectivity with the city, and would therefore have a lesser impact in transport terms;

- OCC will work collaboratively with CDC and Oxford City Council to maximise modal shift; work on identifying solutions to the highway capacity problems will require a wider collaborative approach and should be considered through future planned strategic development that is likely to be progressed through the Oxfordshire Growth Deal;
- welcomes the proposed education provision within the plan;
- agrees that there are exceptional circumstances for removing land from the Green Belt and allocating it for housing including the urgent need to provide homes to meet Oxford's significant needs, particularly for affordable homes, and the inability of the City Council to fully meet its own needs within its administrative boundary;
- the proposed locations offer the most sustainable options for meeting Oxford's needs; channelling development for Oxford's needs towards other settlements in Cherwell would result in longer distance commuting to Oxford, placing further pressures on the transport network;
- the plan generally aligns with Local Transport Plan 4 and the Oxford Transport Strategy (OTS);
- the highway improvements within the highway boundary that are detailed in the Infrastructure Schedule are supported;
- the proposals would improve on existing, and provide new, pedestrian and cycle infrastructure between existing and new sites, including to Northern Gateway, Water Eaton / Oxford Parkway and North Oxford; and ensure that the developments and infrastructure complement the LPT and corridor studies;
- the Plan seeks to set new Green Belt boundaries which are well defined and which can last beyond the plan period;
- there is no objection to land at Frieze Farm remaining in the Green Belt and being used as a golf course as appropriate facilities for outdoor sport which preserve the openness of the Green Belt;
- reference to Oxfordshire Infrastructure Strategy is welcomed;
- the content relating to public rights of way and access to the countryside is supported;
- the education provision in the plan is supported (subject to detailed comments);
- supports the removal of Water Eaton Park and Ride from the Green Belt;
- supports the encouragement of the sustainable and safe management of waste;
- strongly supports health and well-being within the vision, notes the 'golden threads' with adopted Local Plan objectives, and welcomes the focus on Areas of Search A and B in that context;
- supports the requirements for archaeological assessment and potential pre-determination investigations;
- supports the attention given to green infrastructure (GI), landscape and biodiversity in the plan and in respect of development brief requirements.

3.74 Its areas of concern are as follows:

- reservations regarding the proposed location of the new secondary school at Begbroke;

- reservations about the proposal for a potential new rail station at Begbroke despite issues being identified as a scheme in OxIS (Oxfordshire Infrastructure Strategy);
- detailed observations provided on the infrastructure schedule;
- the need to consider the housing needs of in lower paid roles essential to the functioning of the Oxfordshire economy (e.g. care workers and school support staff) in the approach to key workers;
- site specific policies should set out or refer to all the necessary developer contributions and infrastructure required e.g. references to strategic highway contributions or public transport contributions;
- detailed observations on site policies including for education provision;
- reference should be made to the Active & Healthy Travel Strategy and to new Cycling and Walking Design Guides;
- concerned from recent experience as to whether the policy requiring 'a single, comprehensive outline scheme' will be strong enough to ensure the allocations come forward as a single planning application;
- query the reason why references to the requirements for vehicular access by emergency services have been made;
- in line with the Oxford Transport Strategy, low-car developments should be sought through policy (as is proposed at Northern Gateway) in order to restrict car use and encourage sustainable transport use;
- requirements for active travel and wheelchair routes should be applied consistently,
- health promoting infrastructure should be provided early in the development programme and its use monitored and measured;
- the role of green infrastructure in health and well-being, climate change, water management and landscape design could be highlighted;
- site specific policies could include a requirement for landscape assessment.

Shipton-on-Cherwell and Thrupp Parish Council

- 3.75 Shipton-on-Cherwell and Thrupp Parish contains the site proposed for development to the south east of Woodstock (Policy PR10). No representation has been received.

Summertown & St Margaret's Neighbourhood Forum (Oxford)

- 3.76 The area of Oxford represented by the Summertown and St Margaret's Neighbourhood Forum is adjacent to Cutteslowe, to the south of the A40 (Northern By-Pass). No representation has been received.

Tackley Parish Council (West Oxfordshire)

- 3.77 Tackley Parish is north of, and close to (about 1.5km), to the proposed site at the edge of Woodstock (Policy PR10). No representation has been received from the Parish Council.

West Oxfordshire District Council

- 3.78 The site to the south east of Woodstock (Policy PR10) abuts West Oxfordshire's administrative boundary. The site lies immediately beyond the existing Green Belt boundary. West Oxfordshire District Council is supportive of the Plan's vision and

considers that there are exceptional circumstances for development within the Green Belt:

- support for CDC's positive steps in taking forward the Partial Review;
- important to consider the relationship of sites with Oxford and how well they contribute in meeting Oxford's needs. The vision is appropriate in principle;
- the strategic objectives rightly recognise the need for Cherwell to work in partnership with other authorities in delivering Oxford's unmet housing needs;
- the strategic objectives rightly recognise the needs for transport improvements;
- support for policy PR3. Exceptional circumstances have been demonstrated to justify the release of sites from the Green Belt, including sites for housing to help meet Oxford's unmet housing needs and sites for necessary transport infrastructure;
- the release of sites from the Green Belt is necessary to deliver the scale of housing required in a sustainable manner;
- the proposed sites to be released relate well to Oxford and to proposed or existing transport infrastructure;
- Policy PR4a provides an appropriate framework for the two councils to work together on transport and infrastructure issues;
- agrees with the expectation that strategic developments would be expected to provide proportionate financial contributions towards necessary infrastructure and services.

3.79 However, West Oxfordshire District Council has the following objections/concerns:

- it is essential to have recognition of the wider transport improvements required in policy PR4a. For example, the proposed A40 link road and improvements to the A44;
- consideration should be given to improving rail links by providing a new station at Begbroke;
- there is a need to make efficient use of land released from the Green Belt for housing purposes. Some of the proposed densities on sites to be released do not appear to make efficient use of land despite their close proximity to Oxford and sustainable transport infrastructure and services. This would mean development to the south east of Woodstock (Policy PR10) would not be required. Site capacities need to be reviewed;
- concern over the impact of the proposed Woodstock urban extension including the potential adverse effects on the settings of important heritage assets;
- not clear that CDC has appropriately considered the cumulative impact of Policy PR10 in combination with proposals in the proposed West Oxfordshire Local Plan. The WODC Plan proposes 670 new homes as extensions to Woodstock including 300 immediately to the west of the Cherwell site for which planning approval has been given subject to a section 106 agreement. The cumulative effects that need to be considered include the impact on the setting of the Blenheim World Heritage site. Site PR10's openness is readily apparent from the A44 as visitors travel to Woodstock from the south and this contributes to the setting of the World Heritage site. A key issue to consider is whether there would be any in-combination harm;
- CDC has not considered that there is already a lack of parking in Woodstock. There is concern that the development of PR10 would create a satellite village whereby shoppers would use the car to commute to and from Kidlington;

- concerns about the impact of Policy PR10 on the setting of the Blenheim Villa Scheduled Ancient Monument (SAM) which is within the site. Although the SAM would be protected, the proposed housing area would represent a significant change to the landscape just to the north of the SAM, adversely affecting its setting;
- there is a strong hedgerow feature on the western boundary of site PR10 which follows the alignment of an historic track. The development would breach this natural boundary and extend development in an incongruous 'finger' to the east, It would not relate well to the existing urban form of Woodstock in this area;
- Policy PR10 would impact on the landscape and setting of Woodstock as a result of an incongruous urban extension poorly related to the characteristics of the location;
- as an alternative to PR10 and in addition to re-considering densities on other sites, the development of site PR3a should be considered which is proposed for removal from the Green Belt;
- more efficient use of Green Belt sites could deliver at least 410 homes.

Wolvercote Neighbourhood Forum (Oxford)

3.80 Wolvercote and Cutteslowe are the most directly affected areas of Oxford. The Wolvercote Neighbourhood Forum (which also represents the Cutteslowe area) has the following objections:

- the Plan is unsound;
- the proposals to build on the Green Belt are not based on an “objectively assessed” housing need;
- there is a need to first explore other ways of meeting Oxford’s housing needs, for example by Oxford City Council using land within its boundaries for housing rather than for employment and building homes at a higher density;
- the Government has recently put forward a new way of calculating objectively assessed housing need and this suggests that housing needs and therefore unmet housing needs have been wrongly calculated and overestimated;
- Oxford City Council has not yet prepared a local plan so there is currently no estimate of how much housing it can provide;
- does not support building on the Green Belt. States that the majority of Wolvercote residents are against it;
- the Green Belt has already been reduced;
- the Plan is not consistent with national Green Belt policy;
- there would be high risk of harm to the Green Belt (Green Belt Study);
- there would be coalescence of Oxford and Kidlington;
- a new community could be built on an existing brownfield site at Shipton-on-Cherwell quarry;
- existing roads approaching the north of Oxford are already congested / at full capacity in peak periods;
- there are few indications that the completed work on the Wolvercote and Cutteslowe roundabouts has much improved traffic flow;
- high pollution levels a concern and would be made worse;
- the transport infrastructure could not cope with the additional traffic and is already affected by approved developments at Northern Gateway and Barton (Oxford);

- unrealistic to expect that the suggested highway improvements would be implemented in the necessary time scale in the present economic climate;
- buses approaching from out-of-city Park and Ride facilities would not cope with the increased demand from the 4,400 dwellings closer to the city;
- the proposed housing would not be well located in relation to employment sites to the south east of Oxford;
- many people would still prefer to drive;
- delivery of the sustainable transport proposals is questionable;
- object to Policies PR6a and PR6b (east and west of Oxford Road);
- development would harm the existing views of open countryside from Cutteslowe Park;
- if the North Oxford golf course is to be relocated it will take some years to develop a similar, mature, natural environment;
- the golf course is a recreational facility and valued for its biodiversity;
- other possible sites that have not been given sufficient consideration;
- concerned that unaffordable expensive homes would be built for the benefit of commuters to London (proximity to Oxford Parkway);
- unlikely that would be a net biodiversity gain due to the loss of Green Belt land.

Woodstock Town Council (West Oxfordshire)

- 3.81 Woodstock Town Council's administrative area abuts site PR10. Its objections and concerns include: the development of site PR10; substantial impact on the historic town and its heritage assets; cumulative impacts including West Oxfordshire's development proposals and in particular the neighbouring site; the substantial increase in housing provision; the loss of green space and agricultural land; the harm to character and heritage significance; loss of a crucial buffer zone between Woodstock and London-Oxford Airport; virtual merger with Kidlington; the creation of a damaging hard edge on the A44 approach; impact on archaeology and the setting of Blenheim Roman Villa; extreme traffic congestion, non-compliance with national and local policy; the impact on current residents and businesses; lack of highway capacity; the need for substantial investment in highway infrastructure; the impact on air quality; the level of housing need in view of Government consultation on a new assessment methodology; the delivery of affordable housing; concern about site PR10's detachment; lack of services, facilities and parking in Woodstock; poor accessibility to Woodstock; conflict with operation of the neighbouring airport; and, concerns about assumptions in the Sustainability Appraisal. The Parish Council's objections are summarised more fully at Appendix 1.

Yarnton Parish Council

- 3.82 Yarnton Parish, together with Begbroke Parish, includes the land proposed for development to the east and west of the A44 (Policies PR8 and PR9). Its objections are:
- the removal of land from the Green Belt for sites PR8 (east of A44) and PR9 (west of Yarnton) is not consistent with national policy. Objects to both sites;
 - the 'exceptional circumstances' for development in the Green Belt are largely implausible;
 - no regard has been given to the identity of Yarnton and Begbroke;
 - there would be no effective infrastructure;

- concerned about Policy PR8's reference to 'Begbroke' when the bulk of the proposed housing would be in Yarnton Parish;
- concerned about defining the separation of Yarnton and Begbroke;
- conflict with adopted Local Plan policies: Policy Villages 1 which limits development at Category A villages, Policy ESD14 for Green Belt protection and Policy ESD 13 for the landscape;
- the plan would not maintain the separate identities of Yarnton and Begbroke;
- questions the achievability of bus lane improvements along the A44 (Begbroke to Loop Farm);
- concerned about the closure of Sandy Lane without a suitable alternative route.

Other Representatives

- 3.83 The Statement of Consultation (Appendix 4) includes summaries of the responses from organisations including Harbord Area Residents Association (Oxford), Friends of Cutteslowe and Sunnymead Park (Oxford), Summertown and Wolvercote Conservatives and the North Oxfordshire Green Party.
- 3.84 A joint representation has been received from Councillor Neil Prestidge and Councillor Maurice Billington (Ward Members for Kidlington East) who consider that there is a need for housing in this area but who do not agree on the number of houses that are being proposed, the sites that have been proposed for development or the type of development that has been proposed. Councillor Griffiths (also Ward Member for Kidlington East) considers that there are not exceptional circumstances for development in the Green Belt and that the Plan is not supported by an Infrastructure Delivery Plan. She has other concerns about the impact of the Plan, development of the north Oxford golf course and about the Plan's deliverability.
- 3.85 Councillor Gant, Oxford City Council Member for Summertown ward and Leader of the City Council's Opposition, has highlighted the Government's consultation on a proposed new methodology for assessing housing need. He considers that it would significantly reduce the forecast need for Oxford and that the Plan process should be paused until the full implications of a new methodology are understood. For that reason he states that the Memorandum of Understanding agreed at the Oxfordshire Growth Board in November 2016 cannot be relied upon. Councillor Gant considers that there are not exceptional circumstances for development in the Green Belt and that reasonable alternatives have not been considered. He has other specific comments on affordable and key worker housing and questions whether the Plan would facilitate movement in the housing market.
- 3.86 A representation has also been received from Councillor Buckley, Member for the Wolvercote and Summertown Division of Oxfordshire County Council. He considers that the identified level of housing need is not justified, has concerns about congested transport corridors into Oxford, that housing could be more sustainably provided in South Oxfordshire district, about the importance of delivering affordable housing and housing for local workers, and that exceptional circumstances for development in the Green Belt have not been justified. He objects to the development of sites PR6a and PR6b immediately to the north of Oxford and suggests the alternative use of brownfield land such as Shipton-on-Cherwell quarry.

Layla Moran MP

3.87 The Member of Parliament for Oxford West and Abingdon has the following objections:

- the estimates of housing need published by the Government in the Planning For Homes consultation (14 September 2017) are so significantly lower than the figures this plan is based on that the only reasonable course of action is for CDC to halt the current process and reassess. The new figures not only suggest that a much lower target is needed for Cherwell DC, but also for Oxford and other neighbouring districts. This may have a substantial effect on what the level of Oxford City Council's unmet need is. Until the case for the unmet need is unequivocally made, given the huge public opposition, a more cautious approach should be taken;
- the proposals will cause significant coalescence between Yarnton, Begbroke and Kidlington, undermining one of the key principles of national planning policy. Cherwell DC have failed to set out 'exceptional' reasons why there is a need to build on the Green Belt on the scale proposed when there are other sites available in the district;
- objects to Policy PR1(a) to build 4,400 houses in this area for Oxford overspill. This is not a proven requirement and not justified. It is based on a highly inflated estimate of housing need in the county. It is unsustainable. It would hugely worsen traffic problems and pollution. Schools and health services would be overstretched. The Green Belt's open countryside in which nearly 4,000 of the houses would be built would be sacrificed for ever and its walks and views lost. Natural habitats and wildlife would be destroyed;
- Oxford City Council has been allocating land in the city for employment instead of for housing. It has ignored the impact on surrounding Districts and failed in its duty to cooperate. The City Council should do more to meet its own needs;
- objects to Policy PR3 to remove land from the Oxford Green Belt. The Green Belt around Kidlington preserves green spaces that are so greatly appreciated and enjoyed by local residents. It protects both the historic city of Oxford from overdevelopment and neighbouring villages from coalescence;
- Government guidance says that Green Belt is a permanent designation and that unmet housing need is not a reason for building in the Green Belt. The plan is therefore ineffective and not consistent with national policy. These proposals reduce separation gaps so they are almost negligible;
- objects to Policy PR11 on infrastructure because it only sets out "an approach". It is wishful thinking. No costs are shown and in most cases no source of funding is identified. There are no projects to improve the already congested highway network for private vehicles and no indication of how it will cope with the additional vehicles owned by the occupiers of these new houses and the other developments planned for the area. The plan is not positively prepared because it does not provide for necessary infrastructure.

North Oxford Golf Club and its Members

3.88 North Oxford Golf Club (NOGC) has made the following comments:

- the golf course is very compact covering a total of around 32 hectares;

- careful management and maintenance over the past 110 years have enabled NOGC to retain a full, attractive and challenging 18 holes and at the same time be compliant with evolving requirements for safety and space;
- it would be completely infeasible to design a new 18-hole golf course on a site that was 10% smaller than the existing compact site. There may be an underground gas main across the land. The 29.95 hectares of the Frieze Farm site are therefore a complete non-starter for a golf course;
- CDC has made no effort to engage at all with NOGC on the question of possible replacement golfing facilities that would be "equivalent or better provision in terms of quantity and quality in a suitable location" (National Planning Policy Framework, para 74);
- The proposal to identify a specific replacement site was not mentioned at all in the November 2016 consultation, so NOGC has had no opportunity to prepare any arguments to present to CDC in writing or in public meetings;
- CDC is falling well short of required procedural standards.

3.89 Many separate responses have also been received from individual members of the Golf Club who object to its proposed residential development (Policy PR6b) and to the use of Frieze Farm as a potential replacement facility (Policy PR6c). The recreational, social, historic and environmental importance of the golf course and objections to the impacts of development have been highlighted among other issues.

Campaign Groups

3.90 The Council's attention is drawn to the responses from the following campaign groups:

- Begbroke and Yarnton Green Belt Campaign;
- Kidlington Development Watch;
- Woodstock Action Group.

Begbroke and Yarnton Green Belt Campaign (BYG)

3.91 On 1 August 2018, the Begbroke and Yarnton Green Belt Campaign advised that it had a growing membership of over 250 people. It is professionally represented and its objections / concerns include: the plan preparation and consultation process has not been lawful; some evidence has been missing; lack of justification for altering Green Belt boundaries; object to the removal of sites from the Green Belt and to the development of site PR10 (Woodstock) due to the impact on the A44 corridor; the Sustainability Appraisal process is flawed including the assessment of reasonable alternatives; the transport assessment is flawed; the exceptional circumstances for development in the Green Belt are flawed; the assessment of housing need is flawed; the Plan is premature in light of the Government's consultation on a proposed new methodology for assessing housing needs; the Council is not compelled to plan for 4,400 homes and the countywide assessment has not been completed; the Council has wrongly accepted the apportionment without question; the Growth Board process was flawed; alternative development options are available; a number of evidence documents are flawed (including the Habitats Regulations Assessment) or distracting. BYG's objections are summarised more fully at Appendix 1.

Kidlington Development Watch (KDW)

- 3.92 Kidlington Development Watch advises that it has an interest in planning issues, publicises consultations that directly affect Kidlington and offers advice on how people can best make their views known. It states that it has a good understanding of the views of Kidlington residents, a large number of whom have made representations because of KDW's activities.
- 3.93 KDW's objections and concerns include: the plan has not taken into account previous consultation; the Statement of Consultation is flawed; the Plan's proposals have been predetermined; the Council has not consulted on the acceptability of development in the Green Belt; the 2014 SHMA is not sound; the consultation process and documents have been inadequate; the Council has failed the Duty to Cooperate; the housing need and job growth are over-estimated; the Plan is premature due to the Government's consultation on a new methodology for assessing housing need – the need for Oxford and Cherwell would fall significantly; Oxford's expansion is unsustainable; more housing could be accommodated within the city; the Green Belt would gradually disappear; exceptional circumstances have not been demonstrated; there is a risk of over-allocating land; there would be significant traffic problems; the transport assessment is flawed and the deliverability of infrastructure is doubted; impact on countryside, views, habitats, environment, air and light pollution; object to the removal of sites from the Green Belt and to PR10 (Woodstock) due to the impact on the Green Belt and the town. KDW's objections are summarised more fully at Appendix 1.

Woodstock Action Group

- 3.94 Woodstock Action Group has raised the following objections/concerns:
- Woodstock Action Group aims to conserve the local environment against unnecessary development and to preserve, maintain and enhance the historic character and charm of Woodstock; to support low-cost affordable housing for local residents, in appropriate areas and to reject large scale housing development on inappropriate sites;
 - objects to Policy PR10 (land south east of Woodstock) on transport grounds
 - concerned about capacity/safety/congestion of A4095, A34 and A44
 - concerned about increase in car ownership
 - concerned about impact of PR10 on infrastructure, services, commercial centre and approach to Blenheim Palace World Heritage Site.
 - objects to PR10 on pollution grounds
 - atmospheric pollution has not been considered within the plan
 - the WSP/Parsons Brinkerhoff Air Quality Assessment carried out for the WODC application does not extend to the PR10 allocation. Concerned about the cumulative impact of development and pollution;
 - objects to and requests deletion of PR3 (Green Belt)
 - concerned about urban sprawl, merging of villages, encroachment on open fields along the A44, deterioration of the setting and approach to the Blenheim Palace World Heritage Site and the diminishing of the special character of Woodstock;
 - believes the plan should focus on regenerating land within Oxford;
 - asserts that Policy PR3 (Green Belt) is excessive, unsound, untenable and superfluous in light of the new calculation for unmet need;

- concerned about the consultation process and complexity of consultation documents;
- there is no indication of when the planning proposals will be delivered;
- housing needs to be built close to where jobs are e.g. Northern Gateway, Langford Lane and Gosford;
- if the 4,400 houses and WODCs 300+ houses are progressed undiluted and in accordance with the exaggerated and dismissed SHMA figures, this would prove to be unsustainable, unjustified and contrary to NPPF policy;
- the plan is not positively prepared or complete and the sources or identification of funds for infrastructure are not shown.

Prescribed Bodies

3.95 As explained in the Duty to Cooperate Statement at Appendix 10, officers have engaged effectively with adjoining Councils and 'prescribed bodies' in the interest of producing a sound plan and in seeking to comply with the Duty to Cooperate. Officers would, in particular, draw Members' attention to the responses from Highways England, Natural England, the Environment Agency and Historic England.

Highways England

3.96 A response was received from Highways England which led to further discussion including with Oxfordshire County Council as Local Highway Authority. In its representation, Highways England supported the Plan's objectives, acknowledged the advantages of the growth locations in terms of making the use of sustainable transport and noted the importance of sustainable transport solutions to minimise the impact of additional traffic on the highways network.

3.97 It emphasised the risk that if Green Belt development were not permitted, allocations elsewhere could potentially have a far more onerous impact on the highway network than predicted in the Partial Review. However, the following concerns were raised:

- the lack of detailed information on residual impacts and associated, potential mitigations;
- concern about potential traffic impacts on the strategic road network, particularly the A34/A44 Peartree Interchange, and other sections including other links and junctions on the A34 and M40 Junction 9;
- the importance of an accurate impact assessment;
- request for clarity on the contributions from developer and other funding to deliver the infrastructure schemes included in the plan;
- the potential need for an approach where planning permission would be conditional on including proportional funding for the infrastructure set out by the Partial Review;
- concern that with the enhanced transport improvement package there would still be links on the A44 corridor that would be at over-capacity in 2031 during peak hours and delays at some junctions along these corridors;
- need for clarification on whether the proposed mitigation measures to support the additional housing development were an output from or input to the Oxfordshire Strategic Model;
- the need for clarification on the off-site transport improvements / schemes / infrastructure inputs;

- in view of predicted capacity issues along the A34 and at M40 junction 9, the need for a more comprehensive set of model output to assess the impact on the strategic road network;
- recommended use of junction specific models with and without the proposed development and infrastructure measures;
- the need for sensitivity testing of scenarios.

3.98 Highways England notes the potential for a future Oxford to Cambridge expressway and associated improvements to the A34 to enable the accommodation of the proposed growth but emphasises that at this stage no reliance can be placed upon it.

3.99 Officer comments on this response are provided at paragraphs 3.160 to 3.174.

Natural England

3.100 Natural England's representation to the Partial Review Proposed Submission Plan indicated that it considered the Plan was not legally compliant, and did not currently meet all the tests of soundness in terms of its effectiveness and consistency with national policy. However its concerns centred on the need for further evidence and once available it indicated it would be happy to review its advice on the Plan. Natural England's concern relates to three issues:

- i. The Habitats Regulations Assessment (HRA) Air quality assessment;
- ii. Draft Water Cycle Study findings;
- iii. Potential impact of development site PR8 on Rushy Meadows Site of Special Scientific Interest (SSSI).

3.101 This response is explained further in the officer comments provided at paragraphs 3.123 to 3.125; 3.155 to 3.159; and 3.192 to 3.195.

Environment Agency

3.102 The Environment Agency's representation indicates that in order to make the Plan sound, the latest climate change allowances should be used as part of the evidence base in the Strategic Flood Risk Assessment (SFRA) supporting the Partial Review. It considers that the SFRA is not consistent with NPPF paragraph 165 which indicates that "planning policies and decisions will need to be based on up-to-date information about the natural environment". It has stated that this may impact on the deliverability of potentially allocated sites within the sequential test, which may have to be revisited.

3.103 This response is explained further in the officer comments provided at paragraphs 3.126 to 3.132.

Historic England

3.104 Historic England's representation supports a number of references to the historic environment contained in the Partial Review Plan. However it also raises objections in relation to Policies PR6a, PR6b, PR6c, PR7a, PR7b, PR8, PR9, PR10, and PR12 b. Its comments on Policies PR6b, PR6c, PR7a, PR7b, PR8, PR9 and PR12b requested minor re-wording of policy requirements or the addition of new requirements to overcome its objections.

3.105 This response is explained further in the officer comments provided at paragraphs 3.186; 3.199 to 3.201; 3.203.

All Comments Received

3.106 The summaries above do not provide an account of all of the 1460 representations received. Members are reminded that all formal comments received to the Proposed Submission Plan and, indeed, in relation to all stages of the plan-making process are available for consideration as follows:

- by presentation of the Statement of Consultation presented at Appendix 4;
- by way of the publication on-line of all the representations received to the Proposed Submission consultation and to the earlier issues and options consultations (evidence document references: PR21, PR29 and PR78 available at <https://www.cherwell.gov.uk/info/112/evidence-base/369/local-plan-part-1-partial-review---evidence-base>);
- by depositing all the representations received to the Proposed Submission consultation in the Members' Room.

Officer Comments

3.107 Officers have considered all comments made in representations in reviewing whether in their view the Plan is 'sound' or whether any significant changes are necessary to the Plan's strategy. They have informed the identification of the proposed focused changes and minor modifications at Appendix 3.

3.108 The 'soundness' of a Plan does not require every single objection to be resolved or withdrawn. The tests of soundness are that the Plan is i. positively prepared; ii. justified; iii. effective; and, iv. consistent with national policy (see para. 2.9 above). The Plan must also be legally compliant including with regard to how it has been prepared, meeting the Duty to Cooperate and the process of Sustainability Appraisal.

3.109 The officer comments below address key themes and issues in the context of all the representations, identifying areas where some change to the Plan is recommended.

Weight of Local Objection

3.110 The number of representations and objections from affected Parish/Town Councils, local communities, their representatives and neighbourhood areas illustrate the level of local concern. The collective weight of local opinion as represented by BYG, KDW and WAG is noted in particular. The overall response to the Proposed Submission Plan (1460 representations) far exceeds that received to the equivalent stages of the adopted Local Plan (approximately 300-400 representations). Nevertheless, the Plan is also produced in the wider public interest of meeting objectively assessed needs and the weight of objections in itself does not invalidate the proposals.

Consultation

3.111 Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) requires public participation in the preparation of a

local plan. It sets out a requirement to notify particular bodies (including specific and general consultation bodies and residents or other persons carrying on business in the Local Planning Authority's area) of the subject of a local plan which the LPA propose to prepare and to invite them to make representations as to what that local plan ought to contain.

- 3.112 Regulation 19 concerns the arrangements for making the proposed submission documents available before submission of a Local Plan to the Secretary of State and associated notifications and publicity (also Regulation 35).
- 3.113 Regulation 20 provides that any person may make representations to an LPA about a local plan which the LPA proposes to submit to the Secretary of State. Any such representations must be received by the LPA by the date specified in a required statement of the representations procedure.
- 3.114 Regulation 23 provides that before the person appointed to carry out the independent examination of the local plan makes a recommendation, they must consider any representations made in accordance with Regulation 20.
- 3.115 The Council's adopted Statement of Community Involvement (SCI, July 2016) sets out who Cherwell District Council will engage with in preparing key planning policy documents and how and when they will be engaged. Its aim is to encourage community and stakeholder involvement.
- 3.116 Officers are of the clear view that the Partial Review has been prepared in accordance with the Local Plan Regulations and the Council's SCI. Consultation on the Proposed Submission Local Plan was preceded by two separate consultations on issues and options when the Plan was at a formative stage. Options and Proposed Submission consultations were supported by staffed, public exhibitions. Town/Parish Council and stakeholder workshops have been held. Officers consider that legally compliant, appropriate and timely opportunities were provided for the public to engage effectively with the plan making process at the Regulation 18 stage and for people to give intelligent consideration and response in terms of the content of the Plan and its specific proposals. Members are now invited to conscientiously take into account the representations in considering the recommendations of this report.
- 3.117 In addition to the requirements as to consultation in the Local Plan Regulations and the Council's SCI, the courts have set down requirements, in particular *R (Moseley) v Haringey London Borough Council* [2014] 1 WLR 3947. They are that: (i) consultation must be at a time when proposals are still at a formative stage; (ii) the proposer must give sufficient reasons for any proposal to permit of intelligent consideration and response; (iii) that adequate time must be given for consideration and response; and (iv) that the product of consultation must be conscientiously taken into account in finalising any proposals. Officers consider that there has been compliance with all these requirements.
- 3.118 Members are advised that there is no statutory requirement to publish a draft Plan prior to the publication of a Proposed Submission document. In the issues consultation paper (January 2016, evidence doc. PR20), the Council advised under 'next steps' that the responses received would be used *'to inform the preparation of the next stage of the Partial Review: consultation on the spatial options for accommodating the additional growth'* (para. 8.1). In the options consultation

paper, (November 2016, evidence doc. PR47), the Council advised under 'next steps', 'The feedback we receive will be used in the further consideration of issues and options, in completing our evidence base and in preparing a proposed document which we will publish in 2017' (para. 9.2). The Plan's preparation has been in accordance with these stated intentions.

Evidence

- 3.119 Officers are of the view that, in accordance with the NPPF, the proposed Plan is based on, adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area. The Plan seeks to ensure an integrated approach to the provision of housing by planning to meet the needs of Oxford within a Cherwell context and within shared economic circumstances. It seeks to respond to relevant market and economic signals (for example, see Cherwell Strategic Economic Growth Study- evidence doc. PR41). Evidence cannot be produced in anticipation of all issues but, as required by the NPPF, it is proportionate.
- 3.120 The evidence base supporting the Plan is published on-line at <https://www.cherwell.gov.uk/info/112/evidence-base/369/local-plan-part-1-partial-review---evidence-base>. The Sustainability Appraisal (Appendices 5-7) includes an account of the most relevant evidence base that has informed the Appraisal process.
- 3.121 Evidence was initially gathered through the Oxfordshire Growth Board to support the examination of Oxford's unmet housing need and its apportionment. It continued through the issues and options stages of plan development to the production of the Proposed Submission document. Strategies, studies and assessments have informed the shaping of the Plan's vision, objectives and policies. They have sometimes, necessarily, informed each other (for example the Transport Assessment informing the Sustainability Appraisal). At each stage (issues, options and proposed submission) the consideration of representations has informed the Plan's development. Officers are of the view that the evidence gathering process has been robust, objective, proportionate and informative.
- 3.122 On some matters, it has been necessary to continue with evidence refinement or the production of supplemental evidence in response to representations received / issues raised.
- 3.123 Natural England was consulted on the Draft Water Cycle Study (WCS) supporting the Proposed Submission Partial Review Plan, and as a result of its concern that the water quality levels downstream of Cassington Waste Water Treatment Works (WWTW) are maintained post development, additional text was incorporated into the Study relating to development in the Cassington WWTW catchment (Section 9.1 of the WCS) as follows:

"It is recommended that Cherwell District Council consider embedding a development control policy within their Local Plan to require that developers provide evidence to them that they have consulted with TWUL, the Environment Agency and Natural England regarding wastewater treatment capacity, and the outcome of this consultation, prior to development approval. The Council should consider the response from TWUL, the Environment Agency and Natural England when deciding if the expected timeframe for the development site in question is appropriate.

Where there is uncertainty from TWUL that the necessary capacity is available, a Grampian condition could be imposed, prohibiting development authorised by the planning permission or other aspects linked to the planning permission (e.g. occupation of dwellings) until the provision of the necessary treatment infrastructure to accept the additional flows is in place.”

- 3.124 Natural England’s representation has requested the incorporation of a policy in the Plan to reflect the text in the Water Cycle Study. This has been addressed through proposed minor changes to the wording of Policies PR7a, PR7b and PR8 (Appendix 3, proposed changes FC40, FC46 and FC60), as these development sites will drain to Cassington WWTW.
- 3.125 As explained later in this report, Natural England's other comments have also resulted in the preparation of a Hydrological and Hydrogeological Study (evidence doc. PR80).
- 3.126 The Environment Agency's representation concerning the Strategic Flood Risk Assessment and having regard to the latest climate change allowances has required further consideration. The Partial Review Plan is supported by a Level 1 Strategic Flood Risk Assessment (SFRA), together with a more detailed Level 2 SFRA focused on a small number of sites where flood risk needed further investigation. The approach to be taken to the new climate change allowances in the Level 1 SFRA was discussed and agreed with the Environment Agency at the start of the study. The Level 1 SFRA includes text referring to the new climate change guidance but was not required to model or map the latest allowances. Instead, it was agreed with the EA that a proxy for new climate change allowances should be used. The Level 2 SFRA provided additional information on flood risk and requirements for developers undertaking site specific Flood Risk Assessments.
- 3.127 Further discussion has taken place with the Environment Agency following receipt of its representation, and on 22 January it confirmed that it is satisfied that the Level 1 SFRA (and the associated Sequential Test, evidence doc. PR53) did not require modelling work to assess the impact of climate change. With regard to the Level 2 SFRA (which includes sites PR7a and PR8), the EA remained concerned about the potential impact of the latest climate change allowances on the delivery of three sites proposed for allocation in the Plan (PR6c - Land at Frieze Farm; PR7a - Land South East of Kidlington; and PR8 - Land East of the A44). This was discussed at a meeting on 7 February at which the EA, whilst acknowledging that it could not in this instance insist on the modelling of the new climate change allowances, requested further consideration be given to the three sites through an Addendum to the Level 2 SFRA. Officers have agreed to the preparation of the Addendum.
- 3.128 Site PR6c (Frieze Farm), reserved for potential construction of a golf course, has a slither of land on the north western boundary of the site within flood zones 2 and 3. The Environment Agency has indicated that this is not of major concern due to the proposed use, but it would be preferable to understand if the site would be at higher risk of flooding in the future. The Level 2 SFRA Addendum will examine ground levels at the site to assess this. In addition, the Schedule of Focused Changes and Minor Modification at Appendix 3 proposes (ref. FC36) an addition to Policy PR6c: *“The application will be supported by a Flood Risk Assessment, informed by a suitable ground investigation and having regard to guidance contained within the Council's Level 1 Strategic Flood Risk Assessment. The Flood Risk Assessment*

should include detailed modelling of watercourses taking into account allowance for climate change. There should be no ground raising or built development within the modelled flood zone.”

- 3.129 Site PR7a (South East of Kidlington) contains a relatively small area of Flood Zone 2 and 3 in its north-east corner. The policy requires (criterion 13) residential development to take place outside the modelled flood zone 2 and 3 envelope and for a Flood Risk Assessment to be submitted with the planning application. The Addendum to the Level 2 SFRA will examine ground levels at the site to assess the potential impact of new climate change allowances.
- 3.130 Site PR8 contains areas of Flood Zone 2 and 3, located within proposed green infrastructure areas along Rowel Brook and to the west of the Oxford Canal (to the east of the railway). The Environment Agency acknowledges that the flood zones lie outside of areas proposed for built development, but as they are close to the boundary of these areas, it is concerned that an increase in flood extent as a result of new climate change allowances could impact on areas proposed for development. The Level 2 SFRA Addendum will examine ground levels and flows to assess the potential impact of this and the Schedule of Focused Changes and Minor Modifications at Appendix 3 proposes a change to policy PR8 (ref. FC59) clarifying that “*Residential development must be located outside the modelled Flood Zone 2 and 3 envelope.*”
- 3.131 At the time of writing this report the additional work is being undertaken by the Council’s consultants with the expectation that an update can be provided to the meeting and that the Addendum to the Level 2 SFRA will be available for submission of the Plan, should it be approved by Members. Until the Addendum is produced it is not known whether more detailed modelling will be required (which would take several months) or whether there will be any implications for the three sites.
- 3.132 Members are advised that there is therefore some risk. However, the Plan's proposals avoid built development in the existing EA modelled flood zones; the necessary work required by the EA is being undertaken and can be made available to inform the Local Plan Examination; and, the Plan's policies include requirements for both Flood Risk Assessments (including proposed changes at Appendix 3) and development briefs which provide scope for detailed consideration of site layouts. Officers therefore do not suggest that any further change is required at this time.

Duty to Cooperate

- 3.133 The Council has worked jointly and closely with all of the other Oxfordshire councils on an on-going basis to address the objectively assessed need for housing across the Oxfordshire Housing Market Area in accordance with its commitment in paragraph B.95 of the adopted Local Plan. The engagement has been carried out on a constructive and active basis. This has included on the Oxfordshire Growth Board's work programme for identifying the level of Oxford's unmet housing need and for determining an apportionment of that need to individual district councils; in preparing an Oxfordshire Infrastructure Strategy; and, more recently in reaching an outline agreement with the Government for an Oxfordshire Growth Deal including its commitment to the delivery of 100,000 new homes between 2011 and 2031 (Appendix 11), and (currently) in preparing an associated Delivery Plan.

- 3.134 The strategic support provided by partner authorities such as Oxford City Council, Oxfordshire County Council and West Oxfordshire District Council reflects the close, cooperative work that takes place across Oxfordshire on cross boundary priorities, a largely common understanding that Oxford's housing need is acute, and that, in the current context, identified housing needs would be most sustainably met by planning for development that has a close and well-connected relationship with Oxford.
- 3.135 The perspectives on specific proposals and the detail of policy are understandably reflective of the responsibilities, priorities and challenges of each authority. In particular, in the case of comments from the County Council as service provider, informed by subsequent discussions, this has led to some small scale refinement of the Plan within the Schedule of Focused Changes and Minor Modifications at Appendix 3. It includes, for example, the updating of education requirements and amendment of specific highway requirements.
- 3.136 The Duty to Cooperate statement presented at Appendix 10 explains the strategic issues on which the Council has engaged with the requisite prescribed bodies and how that has been effective in informing the Plan. The continued dialogue with Natural England, the Environment Agency and Historic England and how that affects the Plan as recommended to Members is explained later in this report.

Objective Assessment of Housing Need

- 3.137 The Oxfordshire Strategic Housing Market Assessment 2014 was produced jointly by all the Oxfordshire councils in accordance with Government guidance and has been scrutinised through the examinations of the Cherwell, Vale of White Horse and (currently) West Oxfordshire Local Plans. It provides a clear understanding of housing needs and remains the most up-to-date, cooperatively produced and robust assessment.
- 3.138 As highlighted in representations, the Government, in September 2017 published a consultation document entitled 'Planning for the right homes in the right places' in which a proposed new methodology for assessing housing need was highlighted.
- 3.139 The basic methodology suggested a simplified method involving three components: a demographic baseline, a modification to account for market signals (the price of homes) and a cap to limit any increase an authority may face when they review their plan. 'Indicative' figures accompanied the consultation to demonstrate what the effect of the methodology could be under the circumstances at that time. These suggested that Oxford's basic needs would be 746 dwellings per annum (2016-2026) and that Cherwell's would be 762 per annum (2016-2026) compared to the need identified in the 2014 SHMA of 1400 per annum (2011-2031) for Oxford (mid-point) and 1,142 per annum (2011-2031) for Cherwell. However, the consultation paper included the following paragraph:

'46. Plan makers may put forward proposals that lead to a local housing need above that given by our proposed approach. This could be as a result of a strategic infrastructure project, or through increased employment (and hence housing) ambition as a result of a Local Economic Partnership investment strategy, a bespoke housing deal with Government or through delivering the modern Industrial Strategy. We want to make sure that we give proper support to those ambitious authorities who want to deliver more homes. To facilitate this we propose to amend

planning guidance so that where a plan is based on an assessment of local housing need in excess of that which the standard method would provide, Planning Inspectors are advised to work on the assumption that the approach adopted is sound unless there are compelling reasons to indicate otherwise. We will also look to use the Housing Infrastructure Fund to support local planning authorities to step up their plans for growth, releasing more land for housing and getting homes built at pace and scale'

3.140 Within the consultation paper were proposed transitional arrangements depending on the stage reached in preparing a Plan. It was suggested that if plan was submitted for examination on or before 31 March 2018 or before the revised NPPF was published (whichever was later), authorities should continue with the current plan preparation. Otherwise, it was suggested that the new standardised method would apply.

3.141 The consultation paper stated:

'52. We are also proposing transitional arrangements to set a period of time before which plans would be expected to use the standard method for calculating the local housing need. This recognises that a number of plan makers have already made significant steps in preparing their plan, and we want to encourage them to complete their plan, avoiding further delays and so undermining the delivery of new homes.'

3.142 The consultation paper was very clear in its support for authorities seeking to provide more homes than might be required by the draft methodology provided there is a more than the draft figures given in the consultation document, provided there are evidence-based and sound planning reasons for doing so. It was similarly clear that Local Planning Authorities should not hold-up their planning making.

3.143 Further consultation of changes to Government policy are expected. On 30 January 2018, the Government's Chief Planning Officer advised,

'NPPF timetable update

We are currently revising the NPPF in order to implement our planning reform package from the housing White Paper, the Planning for the right homes in the right places consultation and the announcements at Autumn Budget. We intend to publish a draft revised NPPF before Easter. We will consult on both new policies from the Budget, and the text of the Framework, to make sure the wording is clear, consistent and well-understood. Our ambition is to publish a final revised Framework in the summer.'

Local Housing Need transitional arrangements

In our Planning for the right homes in the right places consultation in September we set out that the new standardised method should be used, unless the plan will be submitted for examination on or before 31 March 2018, or before the revised Framework is published (whichever is later). In light of the timetable set out above these transitional arrangements will apply to any plans submitted before the final revised Framework is published.'

3.144 In view of the fact that the final, revised NPPF will not be published until the summer (an 'ambition'); that the Council had committed to a two-year review programme for the Partial Review beginning in 2015; that there is agreement

among all Oxfordshire councils that Oxford cannot fully meet its own housing needs; and, that all Oxfordshire Councils have committed to Plan for and support the delivery of 100,000 new homes between 2011 and 2031 in the Outline Agreement for the Oxfordshire Growth Deal (Appendix 11) (by reference to the SHMA 2014 at para. 24), officers do not recommend that the plan-making process be paused.

3.145 It might be considered that a risk for the Council would be for the objectively assessed need to fall significantly later in 2018 and for individual local planning authorities within Oxfordshire to start re-appraising Oxford's level of unmet need and its apportionment. This risk cannot be eliminated but is reduced by the following circumstances:

- the need for additional homes, including affordable homes, and the growth of the Oxfordshire economy will remain as key planning considerations;
- the outline agreement for the Oxfordshire Growth Deal (Appendix 11);
- the expected commitment from West Oxfordshire and Vale of White Horse District Councils in their new Local Plans to fulfil their apportioned housing figure;
- the existing and expected commitments from Vale of White Horse District Council in its existing and new Local Plan to fulfil its apportioned housing figures;
- the commitment between all of the Oxfordshire Councils to the production of a new Joint Spatial Plan and the alignment to that Plan in the commitment to deliver 100,000 homes by 2031 in the Growth Deal Outline Agreement.

The 'Trigger' for the Partial Review

3.146 To strive to achieve the two year timetable set out within paragraph B.95 of the Local Plan, and in the context of a general agreement across the Oxfordshire authorities that Oxford could not fully meet its own housing needs, it was necessary to begin preparatory work for the Partial Review in 2015 while countywide work to examine the level of unmet housing need continued.

3.147 Paragraph B.95 of the adopted Local Plan states, '*...If this joint work reveals that Cherwell and other Districts need to meet additional need for Oxford, this will trigger a partial review of the Local Plan, to be completed within two years of adoption, and taking the form of the preparation of a separate Development Plan Document for that part of the unmet need to be accommodated in the Cherwell District.*'

3.148 On 19 November 2015 the Oxfordshire Growth Board agreed a total working figure for Oxford's unmet housing need of 15,000 homes (see evidence doc. PR12). This was reported to the Executive on 4 January 2016 when the issues consultation paper was approved for consultation (evidence doc. PR19):

'3.7 While this work [the Growth Board work programme] has not been finalised, on 19 November 2015, the Oxfordshire Growth Board agreed a total working figure for Oxford's unmet need of 15,000 homes. The report presented to the Growth Board stated:

"...The first key project within the Programme was to agree the figure for unmet need in Oxford City. This was done by asking the critical friend to critique the Oxford SHLAA [Strategic Housing Land Availability Assessment], the Cundall report

[an alternative assessment of housing capacity] commissioned by South, Vale and Cherwell [Councils], the Oxford response to this and any other relevant information. Following consideration of the report all authorities agreed a working assumption of 15,000 homes for Oxford City's unmet need. All authorities agree to work towards this in good faith, based on the previously agreed process which includes the review of the Oxford City's Local Plan.

The Board should note that the working assumption of 15,000 is a working figure to be used by the Programme as a benchmark for assessing the spatial options for growth and is not an agreed figure for the true amount of unmet need..."

3.8 It will not be until the countywide work is complete that this figure can be refined and a housing distribution to individual districts can be agreed. There is a need to achieve further refinement of the current urban housing potential of Oxford and the City Council will need to explore what further contribution to meeting its housing need might be possible in its Local Plan review. However, the agreed 15,000 figure provides a basis for individual Councils to begin to consider possible scenarios...'

3.9 The countywide work will be completed by Summer 2016 and will inform the distribution of unmet housing need to the individual district Councils. It will also inform the preparation of the Partial Review of Local Plan Part 1.

3.10 There is a need to progress work on the Partial Review in order to meet the timetable commitment made in paragraph B.95 of the adopted Local Plan (completion within 2 years of adoption).'

Apportionment of Housing Need

3.149 There is not a single Local Planning Authority for Oxfordshire. The Oxfordshire Growth Board, a Joint Committee of all six Oxfordshire Councils, and represented by the Leaders of each, is the appropriate non-statutory body for jointly considering countywide spatial planning issues. It embarked on a proportionate, evidential programme of work in the interest of reaching agreement on the level of Oxford's unmet housing need and how that might reasonably be apportioned to the districts councils. This resulted in the decision of the Growth Board on 26 September 2016 (evidence doc. PR27).

3.150 Members are advised to be mindful that this was not a statutory planning process and could not replicate that for the preparation of a Local Plan. However it represents cooperative cross-border working on strategic priorities, as envisaged by the national policy in the NPPF. It should also be noted that the consultation anticipated by the Growth Board on the apportionment process has not taken place. Nonetheless, the Council has taken active steps through its consultations to inform the public about the Growth Board programme and its output. Officers consider that those steps and the consultation in respect of the Partial Review have properly informed and engaged communities in the process. As a technical programme of work leading to a decision supported jointly by the elected leaderships of each Council (other than South Oxfordshire District Council), officers are of the view that it represents an appropriate basis for testing at an individual district level through a Local Plan process.

3.151 The Council's consultations have provided the opportunity to consider the Growth Board evidence and the suggested level of additional housing to be accommodated within Cherwell. It can be seen that there is much local opposition. However,

officers see no evidential reason to consider that the apportionment arrived at on a countywide, cooperative basis could not be accommodated subject to the Plan's detailed policy requirements.

Vision and Objectives

- 3.152 Officers have considered the proposed vision and plan objectives in light of the representations made. No change is recommended. The goals of meeting housing needs; supporting the city's economy, universities and its local employment base; and ensuring that people have convenient, affordable and sustainable travel opportunities to the city's places of work, study and recreation, and to its services and facilities are essential to delivering a Plan that truly relates to Oxford's need. The vision's aims are central to achieving sustainable development.

Consideration of Reasonable Alternatives

- 3.153 Officers consider that all reasonable options have been considered. The housing capacity of Oxford has been tested by the Oxfordshire Growth Board. The Council has tested Areas of Search covering the entire district to determine which Areas were not suitable for accommodating Oxford's unmet housing needs and which could deliver the Plan's vision and objectives. Within those Areas identified, all reasonable site options were examined. The consideration of alternatives was informed by evidence, consultation feedback and sustainability appraisal.

Sustainability Appraisal

- 3.154 It has been explained earlier in this report how the Plan has been informed by a process of Sustainability Appraisal (SA) from early scoping of issues, an Initial SA accompanying the options consultation, the SA informing the Proposed Submission Plan and, at Appendices 6&7, an SA Addendum related to the proposed Schedule of Focused Changes and Minor Modifications (Appendix 3). The SA has been informed by evidence supporting the plan. Officers are of the view that it has been a robust and informative process that complies with statutory requirements.

Habitats Regulations Assessment: Air Quality Assessment

- 3.155 The Conservation of Habitats and Species Regulations 2010 require the Council to undertake a Habitats Regulations Assessment (HRA) to assess whether there are any likely significant effects on sites of European importance as a result of the Plan proposals. Natural England's representation on the HRA air quality assessment indicated that firstly, the scope of the HRA should be extended to assess whether there are any likely significant effects on Aston Rowant Special Area of Conservation (SAC), and secondly that in order to fulfil the requirements of the regulations the air quality assessment and associated traffic modelling should comprise an in-combination assessment to take account of all proposed allocations in adopted and emerging local plans across the County. Cherwell's HRA considers in combination effects of all committed and allocated growth at the time of preparation but as the position is constantly changing does not reflect all growth from emerging local plans.
- 3.156 Following further discussion with Natural England (jointly with other Oxfordshire district councils), it agreed that Aston Rowant SAC (within South Oxfordshire) did not need to be included within the HRA, primarily due to its distance from the district

boundary. This is consistent with previous HRAs undertaken to support the adopted Cherwell Local Plan.

- 3.157 Natural England also invited the submission of further information which underpinned the respective HRA's of each Oxfordshire council to enable it to consider the combined context. This was provided in November 2017. Following consideration of the additional information, on 26 January 2018, Natural England revised its advice and asked for further consideration, in-combination, of the outputs of Cherwell's and the Vale of White Horse's HRAs (relating to Vale's Local Plan Part 2 Submission Plan) only. Natural England has advised that if this indicates the need for avoidance and mitigation measures then this should be able to be covered through a Statement of Common Ground.
- 3.158 The Council's consultants have undertaken further analysis on this issue and at the time of writing this report a joint response to Natural England was in the process of being agreed between Cherwell and Vale of White Horse officers. It is anticipated that an update may be able to be provided to the meeting.
- 3.159 The view of officers is that the advice of Natural England on this issue does not impede progress in completing the Partial Review of the Local Plan.

Transportation

- 3.160 Whilst the proposals for development within the Plan undoubtedly affect a challenging area of the district in transport terms – the interface with Oxford with main transport corridors (A44/A4260) into the city; connections with the A34 and A40; congestion at the Wolvercote, Cutteslowe and Peartree roundabouts and associated air quality issues – it is the view of officers that they represent the best opportunity for maximising the use of sustainable transport, reducing the reliance on the private car, ensuring high levels of accessibility to Oxford's places of employment, its universities, its services and facilities, and developing communities that are well-connected to Oxford.
- 3.161 Officers with the Council's transport consultant have worked in cooperation with Oxfordshire County Council from early stages of plan preparation through regular liaison meetings, through issue specific meetings at key stages of evidence preparation which resulted on the joint commissioning of transport modelling, understanding of the plan's effect on local and strategic road network, the identification of transport mitigation measures and culminated on the joint sign-off of the Transport Assessment supporting the plan. District and County officers met with Highways England at key stages of transport evidence and plan preparation.
- 3.162 In cooperation with the County Council, development locations were selected based on a 'lowest transport impact' basis, appraised through an iterative stage of model testing.
- 3.163 The County Council's proposals for rapid transit routes and strategic cycleway improvements within the Plan's growth area, its strategy for providing Park and Ride facilities further away from the city to encourage early 'modal shift', and its desire to improve traffic movements along both the A4260 and A44, integrate well with proposals for development immediately to the north of Oxford and along the A44 and provide clear opportunities. The aspirations of the Kidlington Masterplan SPD

to improve sustainable connectivity within the wider Kidlington / Begbroke area are also informative.

- 3.164 Alignment with the Oxford Transport Strategy, contained within the County Council's Local Transport Plan, has been a central theme of the Plan. Highways England's view that if Green Belt development were not to come forward, land allocations elsewhere could potentially have a far more onerous impact on the highway network is illustrative of the appropriateness of the proposed strategy in transport terms, notwithstanding the highway capacity challenges that endure.
- 3.165 The representation from Highways England (see para's. 3.96 to 3.98) has been considered by the Council's transport consultant and discussed at a meeting attended by Highways England and the County Council.
- 3.166 Officers from the three authorities discussed the effect of the plan on the M40 J9, A34 and A34 junctions and agreed that the main residual issues are concentrated upon the Peartree interchange which suffers from peak traffic congestion even without growth from the Partial Review.
- 3.167 The Plan's concentrated focus on sustainable travel helps to minimise additional impacts and there is an understanding that implementation would need to include improvements to bus services operating through the Peartree interchange and Loop Farm roundabout. There is agreement with the highway authorities that junction 'microsimulation' work may need to be taken forward once there is greater certainty over the precise nature of development.
- 3.168 Through the Growth Board, the Oxfordshire councils have reached an Outline Agreement with Government for an Oxfordshire Growth Deal. Subject to agreement on a required Delivery Plan, it will commit the Government to a 5 year (2018-2023) £215m funding package which includes addressing the transport infrastructure requirements of growth to 2031. This is in the context of the Oxfordshire councils committing to delivering 100,000 homes (2011-2031) in line with the need identified in the SHMA 2014. The Partial Review's sustainable transport mitigation package is included in the emerging Growth Deal under 'North Oxford All Modes Corridor Improvements'.
- 3.169 Officers have updated the Plan's infrastructure schedule attached to the proposed Schedule of Focused Changes and Minor Modifications at Appendix 3. Upon approval of the schedule, it would comprise part of the proposed changes to the Plan. The updates take into account additional information provided by the County Council.
- 3.170 It is the view of officers that the Plan's proposals represent the most sustainable approach to addressing the local highway issues. There is clear alignment with the County Council's policies and programmes as Local Highway Authority. Strategic highway schemes have been identified in the Oxfordshire Infrastructure Strategy which will ensure countywide coordination and form the basis for funding bids. Officers will continue to work closely with the County Council and Highway England to secure investment for the transport improvements including strategic funding such as from the Growth Deal and Local Growth Fund, funding from developer contributions and from the capital programmes of the relevant authorities.

- 3.171 The Plan, its sustainability and its deliverability do not depend on the provision of a railway halt/station. Land is safeguarded to assist with a longer term aspiration following discussions with the site promoter (site PR8) and initial exploratory discussions with the rail industry.
- 3.172 On more detailed matters, officers from the county and district councils are agreed that the potential closure of Sandy Lane to vehicular traffic would not affect the operation of the Strategic Road Network, that modelling evidence shows that Langford Lane operates under capacity and could absorb displaced vehicular moments; and, that modelling shows that the A40-A44 link road (highlighted by West Oxfordshire District Council) is not required to deliver the growth in the Partial Review. Officers recommend that its potential closure, aligned with the implementation of rapid transit routes, is retained within the Plan to maximise the potential for the use of sustainable transport, to create a high quality 'green link' between Begbroke/Yarnton and Kidlington, to achieve a high quality of development within site PR8 and to assist Network Rail with the closure of the level crossing for safety reasons.
- 3.173 The potential closure of the Sandy Lane level crossing has been discussed with and welcomed by Network Rail. It has also been agreed to introduce a minor amendment to the Plan requiring consultation with it on the development brief for site PR8 in part to avoid the pedestrian/cycle/wheelchair use of the Yarnton Lane/Green Lane as a preferred route that might lead to more intensive use of the level crossing thereon. It has been agreed that the Plan's proposals do not materially lead to increased vehicular traffic over the crossing. Nevertheless, Network Rail wishes to explore its potential for closure. The closure of both Sandy Lane and Yarnton Lane level crossings would be of significant benefit to Network Rail in terms of health and safety, journey times and rail capacity.
- 3.174 Overall, having reviewed all the comments submitted, officers are of the view that a change is not required to plan's strategy for transportation but that the focused changes and minor modifications presented at Appendix 3 would improve the final document in light of detailed comments made.

Other Infrastructure

- 3.175 Many of the representations received include concerns about the capacity of existing infrastructure such as schools and health services and the timely deliverability of new infrastructure to serve the proposed developments. The Infrastructure Schedule supporting the plan has been updated following the receipt of additional information and discussion with service planners / providers such as the County Council (including on education matters), the Oxfordshire Clinical Commissioning Group (with local GP Practice Managers) and the Council's own community/recreation services. A Developer Contributions Supplementary Planning Document is being presented to Council for adoption at this meeting which will assist in the delivery of required infrastructure. More widely, the completion of an Oxfordshire Infrastructure Strategy (evidence doc. PR35) strengthens the position of the Oxfordshire authorities is seeking Government funding where required to support or accelerate delivery.
- 3.176 Officers consider the Plan's proposals to be 'sound' with regard to infrastructure delivery. The focused changes and minor modifications at Appendix 3 are recommended to improve the Plan and bring specific requirements up-to-date.

Green Belt / Exceptional Circumstances

- 3.177 The national importance given to the protection of designated Green Belts and the 'high bar' set for the removal of land from the Green Belt through Local Plan demonstration of 'exceptional circumstances' has necessarily been a fundamental principle of Plan preparation. The 'exceptional circumstances' test is different from the Development Management test of 'very special circumstances' for 'inappropriate' development within the Green Belt.
- 3.178 Officers have reviewed whether its examination of reasonable alternatives remains robust in the light of representations. They remain of the view that Areas of Search, other than Areas A and B, are unsuitable for the accommodation of the additional development required to meet Oxford's needs. The Council's approach to assessing exceptional circumstances has also been discussed with its Green Belt consultants in the context of comments made. Officers are of the view that a re-appraisal of the approach and options is not required. They are of the clear view that the exceptional circumstances set out at paragraph 5.17 of the Proposed Submission Plan are robust.

The Impact on Local Communities

- 3.179 The Plan's proposals would undoubtedly have effects on local communities. The Sustainability Appraisal (SA) process examines the Plan's proposals against a set of environmental, social and economic objectives to determine whether the effects are significant and identify appropriate mitigations. The SA has informed the plan-making process
- 3.180 Of direct consequence would be the increased coalescence of settlements – bringing the south of Kidlington and the north of Oxford closer together, and drawing Begbroke / Yarnton / Kidlington nearer to each other.
- 3.181 The developments immediately to the north of Oxford (PR6a and PR6b) would be located to the south of A34 in an area that already has the perception of a gateway into Oxford due to the presence of Oxford Parkway / Water Eaton Park and Ride and other urban influences. The A34 is a definitive barrier, separating this area from Kidlington to the north and the two proposed developments to the south of Kidlington (PR7a and PR7b). To the west lies the Oxford Canal and railway. No residential development is planned to the east of the railway and to the west of Kidlington. Helped by its large size, its own urban centre and by proposals for open strategic areas of open space within the Plan, it is considered that Kidlington would retain its own identity, with the centre of Kidlington strengthened by the new transport links and growth to its west.
- 3.182 The development of land to the east and west of the A44 would bring Begbroke, Yarnton and Kidlington closer together with a new urban neighbourhood located between. However, officers consider that the Plan's proposals, including for Local Nature Reserves, a nature conservation area and Community Woodland would facilitate a distinctive approach to high quality development along the A44 corridor which would allow for the existing characters and identities of Begbroke and Yarnton to be retained.
- 3.183 The proposed development to the south east of Woodstock (PR10) would bring the town's edge up to Upper Campsfield Road directly opposite London-Oxford airport

and within which a new Park and Ride facility is expected to be developed by the County Council. The openness of the airfield would remain and continue to facilitate separation with the built up area of Kidlington. The combined proposals of this Council and those of West Oxfordshire mean that the town can be expected to grow significantly but it is the view of officers that there is no reason to suggest that the Woodstock would lose its identity.

- 3.184 Having considered the representations made, officers remain of the view that the negative consequences of the proposed developments are outweighed by the absence of suitable alternatives and the advantages of meeting Oxford needs in these well-connected locations.

Policy PR6a - East of Oxford Road

- 3.185 The many objections to the development of this site, and the comments on the proposed policy, are noted. Officers remain of the view that the proposed allocation is sustainable and deliverable in view of the evidence. The recommended changes at Appendix 3 include minor changes to the area of land required for primary school use and detailed clarifications and amendments in response to comments received.
- 3.186 Historic England has requested some minor changes to the wording of requirements relating to the historic environment in this and other site policies which are included in the schedule of changes at Appendix 3. It also indicated in its representation that site PR6a should not be taken forward without an assessment of the significance of St. Frideswide farmhouse, the contribution of its setting to that significance, and the likely impact of proposed development on that significance. However following a visit to the site and further discussion, Historic England confirmed that such an assessment was not required at this stage, but requested minor rewording of point 15 (included in Appendix 3).

Policy PR6b – West of Oxford Road

- 3.187 The many objections to the development of this historic recreation facility with its mature landscape are noted. The comments on the proposed policy are acknowledged. During the consultation period, the Leader of the Council, with Council officers, met a group of members of the North Oxford Golf Club to hear their concerns. In the light of evidence, officers remain of the view that the suitability of this site for meeting Oxford's housing needs far outweighs the loss of the golf course and that there remains potential to provide a replacement facility on a comparably sized site at Frieze Farm (Policy PR6c). The recommended schedule of changes (Appendix 3) includes detailed clarifications and amendments in response to comments received.
- 3.188 The Proposed Submission Plan's reference to a lower density of development on land to the west of Oxford Road reflects its well-treed character. However, in the context of other comments received, it is recommended in the focused changes to remove reference to prescribed densities in all site policies in view of the required development brief process and to avoid misinterpretation in light of the different circumstances for each site.

Policy PR6c – Land at Frieze Farm

- 3.189 The many objections to the potential development of this site for a replacement golf course are noted, including comments that the site it is not suitable for such a facility and on the requirements of the proposed policy. At 30 hectares in size, the site is not considered to be the optimum size for the development of a new 18 hole course. Neither does the site have the advantage of the mature landscape that has been created at the existing north Oxford course. However, at only about 2 hectares smaller than the existing course, and being situated very close to the existing course, the site remains to be regarded as a reasonable option for a replacement golf facility should this be necessary to meet local needs. Officers have considered the deliverability of the site from a land use perspective and are of the view that the proposed reservation of land remains appropriate. In response to comments made, changes (Appendix 3) are recommended to Policy PR6c to insert criteria for considering potential applications for planning permission, consistent with the approach taken for other site policies.

Policy PR7a – Land South-East of Kidlington

- 3.190 The objections to the development of this site, and the comments on the proposed policy, are noted. Officers remain of the view that the proposed allocation is sustainable and deliverable in view of the evidence. The recommended schedule of changes (Appendix 3) includes detailed clarifications and amendments in response to comments received.

Policy PR7b – Land at Stratfield Farm

- 3.191 The objections to the development of this site, and the comments on the proposed policy, are noted. Officers remain of the view that the proposed allocation is sustainable and deliverable in view of the evidence. Recommended changes (Appendix 3) include detailed clarifications and amendments in response to comments received.

Policy PR8 – Land East of the A44

- 3.192 The many objections to the development of this site, and the comments on the proposed policy, are noted. Officers remain of the view that the proposed allocation is sustainable and deliverable in view of the evidence. Recommended changes (Appendix 3) include clarification on required provision for education, and, in response to comments from Natural England, that the Biodiversity Impact Assessment required by Policy PR8 be informed by a hydrogeological risk assessment to ensure the protection of Rushy Meadows Site of Special Scientific Interest (SSSI).
- 3.193 Proposed Policy PR8 contained a requirement for a Biodiversity Impact Assessment supporting a planning application to include investigation of any above or below ground hydrological connectivity between Rowel Brook and Rushy Meadows SSSI. However, Natural England's representation advised that further information regarding potential hydrological impacts on the SSSI was needed at this stage to ensure that the quantum of development allocated was deliverable without a significant impact.

3.194 A Hydrological and Hydrogeological Study (evidence doc. PR80) was therefore commissioned by officers which concluded:

“Although a potential hydrogeological connection via superficial sands and gravels is assumed to be present between Rushy Meadows SSSI and the proposed PR8 development land to the south, significant hydrological and hydrogeological linkages were not identified. As a consequence, adverse impacts to Rushy Meadows SSSI as a consequence of the proposed development are considered Negligible.”

3.195 The study indicates that whilst it is possible that groundwater abstraction could lower groundwater levels within the SSSI, the extent of the impact would be dependent upon the nature of the abstraction or dewatering activity. The consideration of mitigation measures to control dewatering operations during construction was therefore recommended. Although this would be determined through the planning application process, the proposed focused change clarifies the supporting information required (Appendix 3, ref. FC56).

3.196 Other detailed clarifications and amendments are also recommended for Policy PR8 in response to comments received.

Policy PR9 – Land West of Yarnton

3.197 The many objections to the development of this site, and the comments on the proposed policy, are noted. Officers remain of the view that the proposed allocation is sustainable and deliverable in view of the evidence. However, it is recommended (Appendix 3) that the total number of homes proposed is reduced from 530 homes to 440 homes to improve the deliverability of the site and achieve a high quality of design in the context of a representation from the site promoter. Other recommended changes include detailed clarifications and amendments in response to comments received.

Policy PR10 – Land South East of Woodstock

3.198 The many objections to the development of this site, and the comments on the proposed policy, are noted. Officers remain of the view that the proposed allocation is sustainable and deliverable in view of the evidence.

3.199 Historic England’s representation on Policy PR10 indicated that the site should not be allocated for development until an archaeological assessment had been undertaken and ascertained the extent and significance of archaeological remains on the site as a whole, to identify if development is acceptable on the site, and if so over what area. Following further discussion, Historic England was provided with archaeological assessment information submitted as part of the previous planning application on the site (14/02004/OUT) (see Appendix 12 to this report). On examination, Historic England confirmed that further archaeological assessment was not required in respect of the majority of the allocation site, but that having regard to the information contained in the assessment, it could not support the allocation in its current form as the area proposed for housing covers part of the areas of archaeological potential. It advised that:

“Any allocation or proposed development should accurately draw on the information gathered already, and as far as possible avoid areas of intensive archaeology shown on the geophysics and other survey reports...”,and

“We recommend that development is withdrawn from areas of known archaeological potential, particularly those of higher potential, and that these areas are included in green space proposals for any allocation or development...”

“We welcome the allocation of the areas to the south and east of the villa as green space, as this reflects comments provided previously ... in terms of preserving the setting of the villa. We note, however, that the Villa area is allocated as retained agricultural land and so would be vulnerable to on-going ploughing and arable planting. To ensure the on-going preservation of the Villa site and associated higher potential deposits, it would be best preserved under controlled grazing or public open space, than under arable.”

- 3.200 The proposed distribution of uses within site PR10 has been amended in response to Historic England’s advice to address these concerns (see proposed changes to policies maps attached to the schedule of changes at Appendix 3). The Policies Map now indicates archaeological constraint areas and a reconfigured residential development area, and has removed the reference to land retained in agricultural use.
- 3.201 The archaeological survey information submitted as part of the outline planning application did not cover that part of site PR10 allocated for primary school use. It is not yet certain whether this land will be required for a school, playing fields or other outdoor sports provision but following further consultation with Historic England, it indicated that in view of archaeological interest to the south in association with the Scheduled Ancient Monument, a desk based Heritage Impact Assessment and Geophysical survey should be undertaken on the site. This work has commenced but in view of associated timescales Historic England has agreed to some additional wording in the plan to ensure that development on that part of the site will be informed by the outcome of the HIA. It is considered that the proposed reconfiguration of the layout, together with other focused changes requested to policy requirements, have addressed the concerns raised by Historic England.
- 3.202 However, the reconfiguration of the proposed residential area meant that officers needed to review the precise number of dwellings that could be provided on the site. This suggested approximately 489 dwellings. This has been rounded to 500 homes for the purpose of what is a strategic housing allocation and which offsets the reduction in the number of homes (90) planned for land to the west of Yarnton (Appendix 3).
- 3.203 Other recommended changes include detailed clarifications and amendments in response to comments received. It is also recommended that the policy makes clear that the development of land for either school or sports pitch use to the north of Shipton Road will be subject to the consideration of a Heritage Impact Assessment in consultation with Historic England.

Affordable Housing

- 3.204 Securing the delivery of affordable housing is critical in helping to meet Oxford's housing needs in the context of the 2014 SHMA and Oxford's Housing Strategy. Officers from the two Councils have been in discussion with a view to agreeing an outline approach for the cross border allocation of housing. The discussions have been broadened out in the context of other Oxfordshire local plans seeking to address Oxford's needs and cooperative work on the Oxfordshire Growth Deal which includes the delivery of affordable homes.
- 3.205 Officers consider that the Plan's approach to tailor the overall need for affordable housing to Oxford's needs to be required and deliverable in the context of evidence including the Plan's viability assessment (evidence doc. PR49). Agreement between the two councils as housing authorities will help ensure timely delivery. The concerns raised in representations about the wider 'affordability' of market housing and the risk that it is not readily available to those working within Oxford go beyond spatial planning issues, but the provision of additional housing would assist movement within the market and officers consider that Policy PR2 - Housing Mix, Tenure and Size would help would tailor the new housing to local needs.
- 3.206 In the interest of consistency a proposed change (Appendix 3) includes the addition of the proposed 50% affordable housing requirement to Policy 12b: Sites Not Allocated in the Partial Review.

Other Policies

- 3.207 In addition to objections, detailed comments are provided on Policy PR1 (Policy Achieving Sustainable Development for Oxford's Needs); Policy PR2 (Housing Mix, Tenure and Size); Policy PR3 (The Oxford Green Belt, Policy PR4a: Sustainable Transport), Policy PR4b (Kidlington Centre), Policy PR5 (Green Infrastructure), Policy PR11 (Infrastructure Delivery), Policy PR12a (Delivering Sites and Maintaining Housing Supply), Policy PR12b (Sites Not Allocated in the Partial Review); and Policy PR13 (Monitoring and Securing Delivery).
- 3.208 Officers consider that these policies are 'sound' and that no improvements are required to policies PR1, PR2, PR3, PR4a or PR4b. Changes (Appendix 3) are proposed to Policy PR5 in response to representations from the Buckinghamshire, Berkshire and Oxfordshire Wildlife Trust (BBOWT), the County Council and Sport England. Small changes to Policy PR11 are advised in light of comments from Scottish and Southern Electric Networks, Sport England, Thames Valley Police and in the context of finalising the Developer Contributions SPD. Some clarification is proposed on how sites would contribute in delivering a 5 year housing supply (PR12a), and as previously stated, on requiring a consistent approach to seeking 50% affordable housing by referencing it under Policy PR12b for unallocated sites. A very minor update to Policy PR13 is suggested as are the relevant updating of maps and appendices.

Overall Response to Proposed Submission Consultation

- 3.209 The representations received have been considered by officers in reviewing the soundness and legal compliance of the Plan. The representations are summarised as an appendix to the Statement of Consultation (Appendix 4 to this report). The

Statement of Consultation summarises the main issues and provides a collective response from officers for each section/policy of the Plan.

- 3.210 The proposed Focused Changes and Minor Modifications presented at Appendix 3, have been identified in the context of the representations made, on-going cooperation and associated reviews of evidence. They have been tested through the Sustainability Appraisal process and are recommended to Members.
- 3.211 The view of officers is that the Proposed Submission Plan has been positively prepared and is justified, effective, consistent with national policy and legally compliant.
- 3.212 It is recommended that the Proposed Submission Plan together with the schedule of Focused Changes and Minor Modifications be approved for submission to the Secretary of State together with all supporting documents

Next Steps

- 3.213 Should the Plan be approved by Council, its submission would mark the start of its examination by a Government appointed Planning Inspector in accordance with his/her programme.

4.0 Conclusion and Reasons for Recommendations

- 4.1 This report presents the Partial Review of the Cherwell Local Plan 2011-2031 – Oxford's Unmet Housing Needs for approval and subsequent presentation to Council as a 'Submission' Local Plan. Upon approval by Council the Plan would be submitted to the Secretary of State for Housing, Communities and Local Government for independent examination.
- 4.2 Consultation on the Proposed Submission Plan commenced on 17 July 2017 and extended to 10 October 2017. A total of 1460 representations were received in response to the consultation. They have been considered by officers in reviewing whether the Partial Review (the Plan) is 'sound' and legally compliant - the tests of the independent examination of the Plan that commences upon the Plan's submission.
- 4.3 The view of officers is that the Plan is sound but that a number of 'focused changes' and 'minor modifications' should be made to it in the interests of its improvement, clarification and updating and to address minor presentational, grammatical and typographical issues. These are all presented for approval in the schedule of changes at Appendix 3 to this report.

5.0 Consultation

- 5.1 The Plan has been the subject of public consultation and engagement during the course of its production as explained in this report and in the Statement of Consultation at Appendix 4.
- 5.2 Internal briefing: Councillor Colin Clarke, Lead Member for Planning

6.0 Alternative Options and Reasons for Rejection

- 6.1 Officers have considered all reasonable alternatives in preparing the Partial Review of the Local Plan. This is documented in the Sustainability Appraisal presented at Appendices 5,6 & 7. The Plan as presented is considered to be sound, legally compliant, and, in the view of officers, would result in sustainable development.
- 6.2 The following alternative options are open to Members but are not recommended for the reasons as set out below:

Option 1: Not to approve the Plan

Joint work with the other Oxfordshire councils has revealed that Cherwell and other Districts need to meet additional housing need for Oxford. In accordance with paragraph B.95 of the adopted Local Plan, this triggered the Partial Review process to be completed within two years of adoption (from July 2015). Officers consider the proposed Partial Review of the Plan to be sound and legally compliant. Not to approve the Plan would lead to a reconsideration of how the whole District would contribute in meeting the identified housing need in the context of the statutory Duty to Cooperate. There would be significant uncertainty for partner authorities, local communities and the development industry.

Option 2: Not to approve the Plan and seek significant changes

New, significant changes would need to be considered by officers on an evidential basis before the Plan could be re-presented to Members for approval. Changes involving new planning considerations may require re-consultation. The consideration of significant changes would lead to delay.

Option 3: To approve the Plan and seek changes.

Changes would need to be considered by officers to determine whether they would affect the submission of the Plan for examination; whether they would be significant; and, whether they need to be considered on an evidential basis. Changes involving new planning considerations may require re-consultation. The consideration of significant changes would lead to delay.

7.0 Implications

Financial and Resource Implications

- 7.1 Submission and examination of the Partial Review of the Local Plan is being met within existing budgets.

Comments checked by:

Paul Sutton, Executive Director - Finance and Governance 0300 0030106

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Legal Implications

- 7.2 The legal process is set out in the body of the report and has been followed. An extended consultation has been carried out. Subject to making the focused changes

and minor modifications, officers consider the Plan is ready for submission for independent examination.

Comments checked by:

Nigel Bell, Interim Legal Services Manager 01295 221687

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8.0 Decision Information

Wards Affected

All

Links to Corporate Plan and Policy Framework

This report directly links to all four of the corporate priorities and objectives set out in the Cherwell District Council Business Plan 2017-18 as follows:

- Sound budgets and a customer focused council
- Thriving communities
- District of opportunity
- Safe, clean and green

Lead Councillor

Councillor Colin Clarke – Lead Member for Planning

Document Information

Appendix No	Title
Appendix 1	Additional Representation Summaries
Appendix 2	Proposed Submission Draft of the Partial Review of the Cherwell Local Plan 2011-2031 (July 2017)
Appendix 3	Schedule of Focused Changes and Minor Modifications – February 2018
Appendix 4	Statement of Consultation - February 2018
Appendix 5	Sustainability Appraisal (SA) Report (June 2017) of the Proposed Submission Local Plan (July 2017) including Non-Technical Summary (June 2017)
Appendix 6	Sustainability Appraisal Addendum February 2018 - Focused Changes and Minor Modifications
Appendix 7	Sustainability Appraisal Non-Technical Summary Addendum February 2018
Appendix 8	Habitats Regulations Assessment (HRA) Screening Report June 2017
Appendix 9	Habitat Regulations Assessment Screening Report Addendum February 2018 - Focused Changes and Minor Modifications
Appendix 10	Duty to Cooperate Statement, February 2018
Appendix 11	Outline Agreement for Oxfordshire Growth Deal
Appendix 12	Heritage Impact Assessment accompanying planning application 14/02004/OUT
Appendix 13	List of Evidence

Background Papers	
None	
Reference Documents	
<p>Cherwell Local Plan 2011-2031 (Part 1): https://www.cherwell.gov.uk/info/83/local-plans/376/adopted-cherwell-local-plan-2011-2031-part-1</p> <p>Evidence documents: https://www.cherwell.gov.uk/info/112/evidence-base/369/local-plan-part-1-partial-review---evidence-base</p> <p>Report of Executive Director for Place and Growth to the Executive, Cherwell District Council, 26 February 2018, <i>Submission of the Partial Review of the Cherwell Local Plan 2011-2031 - Oxford's Unmet Housing Needs</i>: http://modgov.cherwell.gov.uk/ieListDocuments.aspx?CIId=115&MIId=3108&Ver=4</p>	
Report Author	<p>Adrian Colwell, Executive Director – Place and Growth</p> <p>David Peckford, Deputy Manager – Planning Policy and Growth Strategy</p>
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Cherwell District Council

Council

26 February 2018

<p style="text-align: center;">Developer Contributions Supplementary Planning Document (SPD)</p>

Report of Executive Director for Place and Growth

This report is public

Purpose of report

To seek adoption of the Developer Contributions Supplementary Planning Document (SPD).

1.0 Recommendations

The meeting is recommended to:

- 1.1 Agree that the Council adopts the Developer Contributions document presented at Appendices 1 and 2 as a Supplementary Planning Document (SPD) in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).
- 1.2 Authorise the Executive Director for Place and Growth to publish an Adoption Statement.

2.0 Introduction

2.1 This report follows a report to a meeting of the Executive on 5 February 2018 at which it was resolved to:

- (1) note the responses to consultation summarised in the Consultation Statement presented at Appendix 3;
- (2) to approve the final draft of the Developer Contributions SPD as presented at Appendices 1 and 2 and incorporating the changes summarised at paragraph 3.9 of this report;
- (3) to recommend to Council that it adopts the final draft of the Developer Contributions document as a statutory Supplementary Planning Document under the Town and Country Planning (Local Planning) (England) Regulations 2012;
- (4) to authorise the Executive Director for Place and Growth to make any necessary minor changes to the final draft of the SPD before the meeting of the Council.

One change has been made to the SPD since it was considered by the Executive to correct an administrative error. The error resulted in the incorrect version of Appendix 13 being inserted in the SPD. The correct version, reflecting that which was the subject of consultation, has been re-inserted within the SPD's appendices at Appendix 2 to this report.

- 2.2 The purpose of the Developer Contributions SPD is to set out the Council's approach to seeking Section 106 planning obligations from new developments for the provision of necessary infrastructure, community facilities and services. It will enable developers to understand the Council's planning obligation requirements and costs from an early stage in the development process and to make appropriate provision when formulating costs and undertaking financial appraisals. It will provide local communities with a clear understanding of the Council's requirements.
- 2.3 Since the introduction of the Community Infrastructure Levy (CIL) Regulations in 2010, the Government has expected developers to contribute towards the provision of infrastructure through a combination of mechanisms: paying a levy through CIL (if adopted at local level), S106 obligations, planning conditions and S278 highway contributions.
- 2.4 The CIL Regulations have recently been the subject of review by Central Government. The CIL Review Group was established by the former Communities Secretary and former Minister for Housing and Planning in November 2015. The purpose of the review was to '*Assess the extent to which CIL does or can provide an effective mechanism for funding infrastructure, and to recommend changes that would improve its operation in support of the Government's wider housing and growth objectives*'. The report was submitted to Government in October 2016, and published in March 2017.
- 2.5 The Government's formal response to the review is still awaited. However, at the Autumn Budget 2017 the Government announced that it will launch a consultation with detailed proposals on a number of matters including:
- removing restrictions on Section 106 pooling towards a single piece of infrastructure where the local authority has adopted CIL, in certain circumstances such as where the authority is in a low viability area, or where significant development is planned on several large strategic sites;
 - speeding up the process of setting and revising CIL to make it easier to respond to changes to the market;
 - allowing authorities to set rates which better reflect the uplift in land values between a proposed and existing use;
 - giving Combined Authorities and planning joint committees with statutory planning functions the option to levy a Strategic Infrastructure Tariff (SIT) in future.
- 2.6 The consultation document has yet to be published but there is a pressing need now to provide up to date guidance on developer contributions within the parameters of existing regulations and adopted local plan policies.
- 2.7 In November 2016 the Council published a draft Developer Contributions SPD and undertook a six week formal public consultation. That document was drafted to complement, and operate alongside an emerging CIL Charging Schedule. However, following the publication of the CIL Review which recommended significant reforms

to CIL, work towards its introduction was 'paused' to await the Government's announcement.

- 2.8 A revised draft Developer Contributions SPD (Appendix 5), drafted in the context of the Council not adopting a CIL Charging Schedule at this time, was approved by the Executive for public consultation on 6 November 2017. The results of the consultation have now been taken into account and consequently modifications have been made to the document as now presented for adoption (Appendices 1 and 2).
- 2.9 Further to the Executive's recommendation (para. 2.1(3) above), the Council is invited to adopt the completed Developer Contributions document at Appendices 1 and 2 as a Supplementary Planning Document (SPD). As an SPD the document will have statutory status as planning guidance. It does not establish Development Plan policy which is the role of the Council's Local Plans.

3.0 Report Details

- 3.1 Planning obligations, secured under Section 106 of the Town and Country Planning Act 1990 (as amended), are known as Section 106 agreements. They can either be a multi-party deed of agreement, or a unilateral undertaking made under planning legislation in association with a planning permission for new development. They are normally applied to aspects of development that cannot be controlled by imposing a planning condition or by the use of other statutory controls. Planning obligations are legally binding and enforceable if planning permission is granted. They can cover almost any relevant issue such as types of infrastructure or services and future maintenance.
- 3.2 The legal tests for the use of Section 106 agreements are set out in Regulations 122 and 123 of the Community Infrastructure Levy Regulations 2010 (as amended). Regulation 122(2) states that the use of planning obligations should only be sought where they meet all of the following tests:
- They are necessary to make a development acceptable in planning terms;
 - They are directly related to a development;
 - They are fairly and reasonably related in scale and kind to the development.

The obligation is a formal document, a deed which becomes a land charge. If the Section 106 agreement is not complied with, it is enforceable against the person that entered in to the obligation and any subsequent owner.

Developer Contributions SPD

- 3.3 The Developer Contributions SPD (Appendices 1 and 2) is a detailed, technical document. It is supported by a Consultation Statement (Appendix 3) which explains the public consultation that has taken place in preparing the document. It also provides a summary of all the representations received. A Screening Statement (Appendix 4) has also been prepared concluding that a Strategic Environmental Assessment is not required. Statutory consultees had the opportunity to review a draft Screening Statement during the formal consultation period. They concurred that a Strategic Environmental Assessment is not required.

- 3.4 The introduction to the SPD provides an overview of the document and describes the relationship between S106 agreements and CIL. The next section sets out the policy framework at both national and local level. There is then detailed general guidance on the procedures to be used by the Council in assessing the need and type of S106 agreement required for developers. The topics covered include pre-application discussions, fees, viability, monitoring and enforcement.
- 3.5 Section 4 of the SPD gives specific guidance for different types of infrastructure. The types of infrastructure covered include affordable housing, education, transport and access, open space, play facilities, indoor and outdoor sport and recreation, community facilities, nature conservation and biodiversity, apprenticeship and skills, and public realm and public art.
- 3.6 Detailed technical advice, including the Council's standards for indoor and outdoor recreation provision, and capital contributions and commuted sums for maintenance are set out in the appendices to the document.

Consultation Results

- 3.7 Thirty-two representations were received in response to consultation on the November 2017 draft of SPD (Appendix 5). The Consultation Statement at Appendix 3 to this report includes a summary of the main issues raised in each representation and explains how they have been addressed in the final draft of the SPD. The representations have been placed in the Members' Room and are available on-line at <https://www.cherwell.gov.uk/info/234/supplementary-planning-documents-spd/489/planning-obligationsdeveloper-contributions-in-preparation>.
- 3.8 In brief, the main issues raised include:
- Relationship to CIL – concern raised about the need to have an early review of the SPD to reflect any functional or legislative changes to the role of CIL. Concern was also expressed regarding the potential mechanisms to deliver strategic infrastructure, particularly transport, in the absence of an adopted CIL charging schedule and in the context of pooling restrictions on the number of contributions (5) per infrastructure project.
 - The County Council has advised that it has begun work on a Developer Guide. Updated population figures based on a survey of new housing are due to be published in 2018. Given that the outcome of the Government's CIL review is also due to be published during 2018, the County Council states that the District Council should consider whether to postpone adoption of the SPD so that these revisions can be incorporated.
 - Concern that the SPD contains a number of new policies which are not in the adopted Cherwell Local Plan eg affordable housing space standards, Employment Skills and Training Plans and Community Development Workers. The emerging Cherwell Local Plan Part 2 should provide the policy basis for all planning obligations.
 - Evidence Base – Concern that there are a number of infrastructure items for which the SPD provides no supporting evidence to justify how values have been calculated.
 - Viability – Concern that the SPD is not consistent with the NPPF. In addition the overall approach to viability reviews should be revised to ensure that it only applies to larger, multi-phased schemes.

- Views that there should be flexibility built in to the SPD to allow a more bespoke approach to infrastructure provision for larger scale developments, to capture opportunities for alternative approaches to delivery.
- Pre-Application discussions – A view that there needs to be direct consultation with Town and Parish councils at an early stage in the development process.
- Affordable Housing – A views that there should be greater flexibility in the SPD to allow changes to tenure split. University staff housing should be included as part of the affordable housing provision.
- Health – the Oxfordshire Clinical Commissioning Group (OCCG) has provided updated and detailed calculations relating to contributions towards primary care facilities.
- Concern that a number of requirements are not compliant with regulations e.g. waste bins, local management organisations for open space management, public art and community development requirements.
- Payments in Kind – Views that the SPD should allow for ‘payments in kind’ contributions to mitigate development impact.
- Heritage – Historic England state that it regrets that there is no sub-section specifically on heritage.

Response to the Issues Raised

3.9 The Consultation Statement at Appendix 3 explains how the issues raised have been taken in to account. The key proposed changes to the SPD, which have been incorporated into the final draft of the SPD at Appendices 1 and 2, are as follows:

- Clarification on the role of the SPD in the absence of a CIL Charging Schedule.
- Clarification on the role of ‘payments in kind’.
- Textual changes to financial viability requirements generally and more specifically in relation to affordable housing.
- Additional cost information relating to cemetery provision.
- The introduction of new and updated requirements related to the provision of primary care infrastructure (provided by the OCCG).
- Introduction of a new requirement for capital contributions where development results in the need for additional waste recycling capacity (capital costs).
- A new sub-section on ‘Heritage’.
- A general review of the ‘Procedures’ having regard to representations received.
- A general review of the infrastructure requirements having regard to representations received.

3.10 Changes are not proposed where the issues raised relate to wider local plan policy matters; where they assume that CIL will be introduced; where they seek unnecessary flexibility in the SPD's requirements; where there would be conflict with other corporate policy; and where they relate to matters more appropriately considered through any the future review of Development Management processes or by dealing with development proposals on a site-by-site basis.

3.11 The Developer Contributions SPD is now complete and presented for adoption. Upon adoption, the SPD will be a material consideration in the determination of planning applications. It sets out the package of contributions or obligations expected to come forward from development proposals to mitigate the impact of development and help fund infrastructure needed to support growth. It is not intended to provide all the funding needed but could help maximize resource income which would otherwise not be available.

4.0 Conclusion and Reasons for Recommendations

- 4.1 Public consultation on a revised draft Developer Contributions SPD occurred between 23 November 2017 and 21 December 2017. The results of that consultation have been considered in producing a final document. The Executive approved the SPD on 5 February 2018 and recommends its adoption. It is now presented for formal adoption so that it has statutory status as planning guidance. The SPD does not establish Development Plan policy which is the role of the Council's Local Plans.

5.0 Consultation

Internal briefing: Councillor Colin Clarke, Lead Member for Planning

Public consultation as set out in the Statement of Consultation (Appendix 3)

6.0 Alternative Options and Reasons for Rejection

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

Option 1: Not to adopt the Developer Contributions SPD and seek changes.

Officers consider that the SPD has been prepared in accordance with the relevant legislation. The adopted Cherwell Local Plan 2011-2031 sets the planning framework up to 2031 with the SPD providing a further level of detail to guide development. Significant changes may require further consultation.

Option 2: Not to adopt the Developer Contributions SPD and to rely on the current Draft Planning Obligations SPD (July 2011).

The Draft Planning Obligations SPD (July 2011) is now out of date, it carries little weight in decision making and its continued use will potentially make it more difficult for the Council to secure S106 developer contributions in the future. Not adopting the new SPD will create uncertainty about the Council's requirements for developer contributions.

7.0 Implications

Financial and Resource Implications

- 7.1 Adoption of the Developer Contributions Supplementary Planning Document is being met within existing budgets.

Comments checked by: Paul Sutton, Executive Director - Finance and Governance
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- 7.2 The SPD is being prepared as statutory planning guidance in accordance with the relevant legislation. Once adopted, the SPD will be a material consideration in the determination of planning applications and provide a firm basis from which to seek planning obligations.

Comments checked by: Nigel Bell, Interim Legal Services Manager 01295 221687
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8.0 Decision Information

Wards Affected

All

Links to Corporate Plan and Policy Framework

This report directly links to all four of the corporate priorities and objectives set out in the Cherwell District Council Business Plan 2017-18 as follows:

- Sound budgets and a customer focused council
- Thriving communities
- District of opportunity
- Safe, clean and green

Lead Councillor

Councillor Colin Clarke – Lead Member for Planning

Document Information

Appendix No	Title
Appendix 1	Developer Contributions SPD Final Draft - Main Document
Appendix 2	Developer Contributions SPD Final Draft - Appendices
Appendix 3	Consultation Statement
Appendix 4	SEA/SA Screening Statement
Appendix 5	Developer Contributions SPD – 2 nd Consultation Draft - November 2017 (Superseded)
Background Papers	
None	
Report Author	Christina Cherry, Senior Planning Policy Officer David Peckford, Deputy Manager – Planning Policy and Growth Strategy
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Cherwell District Council

Council

26 February 2018

The Oxfordshire Housing and Growth Deal

Report of Chief Executive

This report is public

Purpose of report

To consider the Oxfordshire Housing and Growth Deal (the Deal) announced by Government in the November Budget, which provides £215 million of additional government funding for Oxfordshire, along with a package of planning freedoms and flexibilities for the Oxfordshire authorities.

The outline agreement makes it clear that full agreement of the Deal is subject to agreement by each local authority and the Oxfordshire Local Enterprise Board (OxLEP) board (referred to collectively as the “Oxfordshire Partners”).

The deal also requires a detailed delivery plan to be agreed by Oxfordshire Partners, Homes England and the Ministry of Housing, Communities and Local Government (MHCLG) by 31 January 2018.

1.0 Recommendations

The meeting is recommended to:

- 1.1. Agree to the Oxfordshire Housing and Growth Deal (the Deal)
- 1.2. Agree the Delivery Plan (attached as Appendix 2 to this report) as the basis for the Deal; noting that elements will be updated as detailed work programmes develop.
- 1.3. Delegate authority to the Chief Executive in consultation with the Leader and the Growth Board, to make minor changes to the Delivery Plan that may be required to secure agreement with Government.
- 1.4. Delegate authority to the Chief Executive in consultation with Leader and the Growth Board, to agree the Year 1 affordable housing delivery programme, phasing and processes specified in the Delivery Plan.
- 1.5. Appoint Oxfordshire County Council as the accountable body in respect of the Oxfordshire Housing and Growth Deal.
- 1.6. Delegate authority to the Chief Executive in consultation with the Leader and the Growth Board, to review the terms of reference of the Growth Board and agree any

amendments and any appropriate inter-authority agreements required to support the Delivery of the Housing and Growth Deal.

- 1.7. Delegate authority to the Chief Executive, in consultation with the Leader, to take any other decisions arising from agreement to the Oxfordshire Housing and Growth Deal, until the revised terms of reference of the Growth Board are in place.
- 1.8. Agree to participate in the preparation of a Joint Statutory Spatial Plan (JSSP) for Oxfordshire in accordance with the timescales set out in the Delivery Plan and in accordance with Section 28 of the Planning and Compulsory Purchase Act 2004 (Districts only). The milestones for progressing the JSSP being contingent on Government delivering the Planning Freedoms and Flexibilities as described in the Delivery Plan.

2.0 Background to the Report

Introduction

- 2.1. The Deal, announced in the November Budget, offers £150 million for infrastructure, £60 million for affordable housing and £5 million capacity funding. This funding, over a five -year period, will support the ambition of building 100,000 new homes across Oxfordshire between 2011 and 2031 to address the county's severe housing shortage and expected economic growth. This level of housing growth is that identified by the Oxfordshire Strategic Housing Market Assessment 2014 and is consistent with that planned for in existing and emerging Oxfordshire Local Plans.
- 2.2. The six Oxfordshire Authorities, OxLEP and key partners have for some months been engaged with Government officials on an ambitious, comprehensive and integrated approach to addressing Oxfordshire's housing, infrastructure and economic challenges, so as to deliver the potential of our world class knowledge economy and high quality sustainable development across the County. This strong collaboration, under the auspices of the Oxfordshire Growth Board has received support by Government through the announcement in the Autumn Budget Statement of the Deal.
- 2.3. The Oxfordshire Partners and Government both view the Deal as the first part of a long-term commitment to Oxfordshire, with the measures announced in the Budget being "an initial package, intended to kick-start a process of meeting Oxfordshire's long-term potential" and a statement of support for our ambitions for Oxfordshire.
- 2.4. The announcement of a Housing and Growth Deal for Oxfordshire in the Autumn Budget is a positive contribution to this ambition. It offers up to £215m as a 'down-payment' on investment in infrastructure and housing needed to deliver the Oxfordshire part of the Cambridge – Milton Keynes - Oxford corridor and a commitment from Government to further work with Oxfordshire to address barriers to growth and avoid unplanned speculative development. In addition, other funding announcements and initiatives in the Autumn Budget statement offer wider opportunities for Oxfordshire.
- 2.5. A copy of the Outline Agreement of the Growth Deal is included in Appendix 1. The key elements of the deal, as set out in the Outline Agreement are:

- Strategic Housing and Infrastructure Delivery
- A Joint Statutory Spatial Plan and Planning Flexibilities
- Productivity

- 2.6. The objective of the Deal is to deliver transport and social infrastructure along with new housing. This includes road and rail, but also other infrastructure requirements such as schools, health centres and adult social care. Achieving our ambition for Oxfordshire will require a sustained partnership between local partners and Government, to secure investment to meet infrastructure needs and support local business growth and a highly skilled workforce.
- 2.7. Oxfordshire Partners have also been engaging with the National Infrastructure Commission (NIC) and government departments in recent months to put forward the case for investment in Oxfordshire. As a result, the NIC's report on the Cambridge –Milton Keynes- Oxford corridor and Government's initial response in the Chancellor's Autumn Budget Statement recognises the corridor and Oxfordshire within it, as one of the key regions in driving the UK economy post Brexit. This opens up greater opportunities for Oxfordshire to work with Government to secure the on-going investment needed to deliver properly planned growth and economic development over the coming years.
- 2.8. The Outline Deal Agreement was conditional on the completion of a Delivery Plan to be agreed with Government officials by 31 January 2018 and the approval of all of the Oxfordshire Councils to the Deal. The work on the Delivery Plan has been completed and this is attached at appendix 2.
- 2.9. If approved by all Oxfordshire Partners, this will be confirmed in writing to the Secretary of State along with submission of the Delivery Plan for his agreement.

Strategic Housing and Infrastructure Delivery

- 2.10. Under the terms of the deal the Government will provide Oxfordshire's six local authorities £150 million of funding (£30m for five years) for infrastructure improvements and £60 million of funding for affordable housing that will benefit existing communities and unlock new development sites.
- 2.11. The Deal is intended to support Oxfordshire's ambition to plan and support the delivery of 100,000 new homes between 2011 and 2031. Funding received through the Deal, together with further anticipated funding from other opportunities will help accelerate the delivery of planned homes and in a way that ensures both existing and new communities created are properly supported by enhanced transport and social infrastructure.
- 2.12. In addition to the Deal, in September, Oxfordshire County Council submitted bids for up to £500 million of funding from the Housing Infrastructure Fund to support transport schemes for the Didcot Garden Town, West Oxfordshire and the North of Oxford. Decisions on these bids are expected in Autumn 2018. The Deal investment programme may need to be amended to reflect the outcome. The Districts have also submitted a number of bids to the Marginal Viability element of this funding and have recently been advised that five bids totalling circa £36 million have been successful, three in Oxford and one each in Vale and Cherwell.

- 2.13. Investment in infrastructure is recognised in the Oxfordshire Infrastructure strategy (OxIS) as a prime requirement of sustainable growth. The Oxfordshire Infrastructure Strategy (OxIS) identified £8.35bn of infrastructure investment is needed for Oxfordshire by 2040. A substantial part of this requirement will be provided from national and strategic infrastructure funding and developer contributions. Closing the remaining infrastructure gap will take a long term and sustained approach from the Oxfordshire Partners to maximise opportunities to secure investment.
- 2.14. The Deal is recognised as the current opportunity to secure such investment. It also recognises that significant further investment is needed and commits Government to working with Oxfordshire to secure further investment.
- 2.15. As part of this, the Deal asks the Oxfordshire partners to consider introducing a Strategic Infrastructure Tariff, and to look for opportunities to bring in further new private investment.
- 2.16. The Delivery Plan sets out the proposed methodology and decision-making process for the funding according to criteria agreed with Government. This includes an infrastructure investment programme for year one. The programme for future years will be agreed by September 2018.
- 2.17. The £60 million affordable funding will support a flexible Oxfordshire-wide programme to deliver an additional 1,320 affordable homes of a range of tenures to start on site by 2021. The fund is in addition to the existing HCA Affordable Housing Programme which will continue. This gives Oxfordshire partners the opportunity to use the funding to deliver schemes according to local priorities and using a range of delivery vehicles. The first year of the affordable housing delivery programme will be agreed by 31 March 2018.

Joint Statutory Spatial Plan and Planning flexibilities

- 2.18. A key commitment for Oxfordshire in the deal is the development of an Oxfordshire Joint Statutory Spatial Plan (JSSP). Building on the existing Local Plans, the Oxfordshire Infrastructure Strategy and Oxfordshire Transport Strategy, the JSSP will set the strategic direction for planning to 2050.
- 2.19. The Oxfordshire authorities have been considering the case for working together on a JSSP for a number of months. A business plan for production of the JSSP was produced in October, in advance of the Deal, and was endorsed by the Growth Board, which recommended to Oxfordshire Authorities that they should work together on a JSSP.
- 2.20. The approval of the Deal provides an in-principle agreement to the preparation of a JSSP. The JSSP would be prepared under Section 28 of the Planning and Compulsory Purchase Act 2004 which enables 2 or more local planning authorities to agree to prepare a joint Local Plan. However, formal decision making to commence, submit, and adopt the JSSP would remain with the local planning authorities individually through full Council meetings.
- 2.21. The Deal will provide up to £2.5 million capacity funding to Oxfordshire Partners to support the development of the JSSP.

- 2.22. Key objectives of the JSSP are to provide a countywide strategic vision for sustainable growth, give the public a clear overview of the countywide growth picture and greater opportunities to engage in collective decision-making, and to avoid incremental, speculative and unplanned development.
- 2.23. Through the Deal, Government will grant planning flexibilities on a time limited basis to address the impact in Oxfordshire of unplanned development during the preparation of the JSSP. The Deal also commits government to working with Oxfordshire from early 2018 on longer-term solutions to make sure sites are built out. This places us in a good position to influence the national review to be conducted by Government into the mismatch between planning permissions granted and housing starts.
- 2.24. The planning flexibilities offered are:
- Land Supply requirements - for the duration of the development (from commencement of s 28 process to adoption) of the JSSP a 3-year land supply will be applied in Oxfordshire
 - Bespoke Housing Delivery Test measures for Oxfordshire will apply for 3 years following submission of the JSSP. The rates for November 2018 and November 2019, which are 25% and 45%, and which trigger the presumption in favour of sustainable development would remain as set nationally, but the figure from November 2020 would be a bespoke Oxfordshire figure subject to the submission of the JSSP by March 2020.
 - MHCLG support the completion of the current suite of Oxfordshire Local Plans and recognise this is required to enable Oxfordshire to meet the Deal commitment of submitting Local Plans by 1st April 2019. Their intention (as set out in the recent white paper) is to amend planning guidance so that where a plan is based on an assessment of local housing need in excess of that which the standard method would provide, then the working assumption is that the approach adopted would be sound unless there are compelling reasons to indicate otherwise. As the assessments of housing need in Oxfordshire Local Plans based on the 2014 Strategic Housing Market Assessment are higher than the Local Housing Need figures, they could be used, subject to an appropriate update, as a basis for any local plans that will be submitted for examination, prior to the adoption of the JSSP. The existing arrangements which allow Local Plans to set housing requirements at a lower figure based on capacity or policy constraints will continue to operate.
- 2.25 Application of these arrangements within national planning guidance will require changes through a formal process to secure the flexibilities set out above. MHCLG officials will make the necessary arrangements for this by July 2018.
- 2.26 The milestones attached to the work on the JSSP are contingent on securing the planning flexibilities outlined above and Government will seek to have these in place by the July JSSP milestone of creating a JSSP Project Board to begin the s28 process. Oxfordshire will review the availability of necessary planning freedoms and flexibilities, at its July Growth Board meeting.

- 2.27 It should be noted that in the absence of the Deal, the national 5 year Land Supply requirement and the proposed nationally set delivery test which will reach 75% by 2020 will apply to all areas of Oxfordshire.

Productivity

- 2.28 The Government recognises the importance of Oxfordshire's knowledge intensive economy for UK plc. with two universities and world-class research institutions. The county delivers £21 billion a year to the nation's economic output.
- 2.29 The Deal commits Government support to expand employment sites across the county, such as Science Vale – one of the most successful science and technology clusters in the UK. In total the Government is putting an additional £2.3bn in R&D investment. It will also bring new resources to address specific skills gaps.
- 2.30 Government has also promised opportunities for Oxfordshire to be involved in developing sector deals with life sciences and artificial intelligence sectors, reflecting Oxfordshire's leading edge research and development in these sectors. This is additional to the recent £6.9m investment in driverless vehicle testing divided between Culham and Millbrook in Bedfordshire.
- 2.31 Finally, the Deal has extended core funding for the Oxfordshire Growth Hub up to 2022. This provides support to help scale up high-growth companies.

Delivery Plan

- 2.32. The outline agreement makes it clear that full agreement of the Deal is subject to agreement by each local authority and the LEP board. The Deal also requires a Delivery Plan to be completed by Oxfordshire Partners, Homes England and MHCLG. Work on the Delivery Plan has been completed by a team of officers from the Oxfordshire Councils and OxLEP in discussion with officials from the MHCLG and Homes England. Accordingly, this report introduces and seeks approval of the principles of the Deal as set out in the Outline Agreement, and the Delivery Plan with a delegation to the Chief Executive, in consultation with the Leader, to make any required non-material changes to the delivery plan that may be required to secure agreement with Government.

Governance

- 2.33. Once agreed by the constituent authorities, delivery of the Deal will be overseen by the Growth Board, working in partnership with Homes England, Highways England and other partners.
- 2.34 The Growth Board will be responsible for oversight of the Deal, will agree delivery programmes and make all decisions on the prioritisation and allocation of the funding secured through the Deal. Progress on delivery of the work programmes will be monitored and reported to the Growth Board, MHCLG and Homes England on a quarterly basis.
- 2.35 Recommendations to the Growth Board on funding decisions and reporting on programmes will come from officer programme groups, via the Executive Officer and Chief Executive Groups reporting into the Growth Board.

- 2.36 The terms of reference for the Growth Board will be reviewed to ensure they reflect new responsibilities for oversight of the delivery of the Deal. This review will be completed by April 2018. It is proposed that agreement of any amendments to the revised Terms of Reference required to support the Delivery of the Housing and Growth Deal should be delegated to Chief Executives of the Local Authorities in consultation with the Leaders. Decisions that are required to be made in advance of that date to meet commitments in the Delivery Plan will also be delegated to the Chief Executive of the local authorities in consultation with the Leaders.
- 2.37 It is proposed that Oxfordshire County Council will be the Accountable Body for the Deal and receive payments from Government. The County Council is already the Accountable Body for the Growth Board and provides Section 151 and Monitoring Officer roles to the Committee.
- 2.38 The Delivery Plan includes an assurance framework that will be the mechanism and process for ensuring the oversight and reporting of performance against the delivery plan targets by the Oxfordshire Partners. A strategic programme and project management approach will be used to manage the overall growth and housing deal programme on behalf of the Growth Board. A formal project and risk management approach will be followed for each programme and project.

3.0 Conclusion and Reasons for Recommendations

- 3.1 This Deal is the only one of its kind in the UK, so far. It provides a significant level of additional level of additional resources for infrastructure and affordable housing to support the planned growth of Oxfordshire. Growth which in Cherwell is directed by the adopted Local Plan (itself based on the 2014 SHMA).
- 3.2 The protection offered by the bespoke planning freedoms will be significant allied with the strategic direction which a Countywide Spatial Plan will provide for shaping the growth which the development of the Oxford to Cambridge corridor will bring.

4.0 Consultation

- 4.1 Council leadership.

5.0 Alternative Options and Reasons for Rejection

- 5.1 No alternative options are identified.

6.0 Implications

Financial and Resource Implications

- 6.1 The Oxfordshire Housing and Growth Deal will provide £150 million for infrastructure, £60 million for affordable housing and £5 million capacity funding.

This is additional funding for Oxfordshire. This should help deliver planned development in Oxfordshire resulting in additional New Homes Bonus and Council Tax revenues.

- 6.2 The Capacity Funding will provide £2.5m additional funding to Oxfordshire to support the preparation of a Joint Statutory Spatial Plan; £1.5m to support Strategic Housing Delivery and £1m for feasibility work. A joint Statutory Spatial Plan is expected to result in efficiencies in further Local Plan work.

Comments checked by:

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Legal Implications

- 6.2 The Monitoring Officer has been fully consulted in the production of the report and the legal implications and governance arrangements are covered in the body of the report.

Comments checked by:

James Doble, Monitoring Officer, 01295-221587
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Risk Implications

- 6.3 If the Deal If the Deal is not agreed by the Oxfordshire Partners the opportunity to secure £215 million investment in infrastructure and affordable housing to benefit Oxfordshire's communities will be forgone. The protection offered by the bespoke planning freedoms will not be available. In addition, not agreeing the deal may have a negative impact on future prospects of securing funding from Government.
- 6.2 If the Government commitments to the planning freedoms and flexibilities are not delivered, or achieved according to the milestones, this presents a risk to achieving the JSSP milestones and potentially the continuation of the JSSP project and the deal. The Delivery Plan clarifies that this will not result in clawback of the funding under the Deal.
- 6.3 There is a risk that changes to national policy, including national planning policy causes Local Authorities to amend approach to local plans.
- 6.4 A strategic risk register will be prepared for the overall Growth Deal Programme. Separate risk registers will also be put in place and maintained for each work stream. Risk registers will be updated monthly. Reporting on performance and risks will be by agreed exception to the Oxfordshire Growth Board Executive Officer Group and the Growth Board on not less than a quarterly basis.
- 6.5. A Memorandum of Understanding will be developed by the authorities participating in the Deal to set out arrangements and responsibilities between the authorities to manage financial risks in the event that one or more partners withdraw from the Deal; or targets are not achieved potentially resulting in future payments withheld or

in the worst case scenario, funding is clawed back (which would only be in the event that funding allocations are not spent or of financial mis-management) . A dispute resolution process will also be set out. This agreement will be in place by 31 March 2018 before the first tranche of funding for infrastructure and affordable housing programmes are received.

- 6.6 An Equalities Impact Assessment for the Housing and Growth Deal is attached as an appendix 3 to this report. The EqIA concludes that there are no significant equalities issues to be considered at this stage but that the detailed work programmes that will be compiled to take the Deal forward will require EqIA at a more detailed level to assess impacts.

Comments checked by:

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7.0 Decision Information

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 Barry Wood - Leader

Document Information

Appendix No	Title
Appendix 1	Oxfordshire Growth Deal
Appendix 2	Oxfordshire Growth Deal – Delivery Plan
Appendix 3	Equalities Impact Assessment
Background Papers	
None	
Report Authors	Adrian Colwell – Executive Director for Place and Growth Yvonne Lees – Chief Executive
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Oxfordshire Housing and Growth Deal – Outline Agreement

Definitions of Terms

“Oxfordshire” or “the authorities” refers collectively to six local authorities and the Local Enterprise Partnership with whom Government (HMG) has agreed the Oxfordshire Housing and Growth deal, namely:

- Cherwell District Council
- Oxford City Council
- Oxfordshire County Council
- South Oxfordshire District Council
- Vale of White Horse District Council
- West Oxfordshire District Council
- Oxfordshire Local Enterprise Partnership (OxLEP)

Interface with transport schemes

This deal, and any distribution of funds via it, does not constitute HMG endorsement or approval to any transport scheme. In addition, it does not circumvent any design, development or planning processes required by HMG, or any of its agencies/organisations owned by HMG (for example, Highways England or Network Rail).

Nor does it imply any favourable treatment for a transport scheme in any competitive bidding process should funding be requested in addition to that provided by this deal. HMG stands ready to advise Oxfordshire about scheme development, for example on the strategic road network or rail network.

Interface with the planning system

This deal, and any distribution of funds via it, does not constitute HMG weight or approval for any scheme which is subject to the planning system.

In addition, it does not alter any of the statutory functions, duties and rights of HMG or Local Planning Authorities, and in particular the functions of the Secretary of State in relation to plan-making or decision-taking. Nor does it imply any favourable treatment for any specific scheme or plan.

1. Introduction

a) Core components of the deal

1. This document contains an outline agreement for a Housing and Growth Deal between the Government and the local authorities in the Oxfordshire area (Cherwell District Council; Oxford City Council; Oxfordshire County Council; South Oxfordshire District Council; Vale of White Horse District Council; West Oxfordshire District Council) and the Local Enterprise Partnership (OxLEP) - hereafter collectively referred to as 'Oxfordshire'.
2. Through the deal, Oxfordshire commits to:
 - The submission and adoption, subject to the inspection process, of a joint statutory spatial plan covering all five district councils in Oxfordshire, by 2021
 - Plan for and support the delivery of 100,000 new homes between 2011 and 2031 – backed up with a credible plan for delivery, outlining interim milestones and targets as agreed with the HCA and Government
3. Through the deal, Government commits to:
 - Provide Oxfordshire with up to £215m funding – see below for breakdown
 - Explore options to grant Oxfordshire certain time-limited planning flexibilities, subject to consultation where appropriate

b) Stages of the deal

4. The deal comprises two stages. The first is the 'outline agreement' stage - the detail of which is covered by this document.
5. The next stage ('the full agreement') will set out a more detailed delivery and implementation plan (see below). This will be dependent on a full council decision by each local authority, before being agreed between Oxfordshire and Government.

c) Approving the deal

6. The outline deal will be approved via an exchange of letters between DCLG ministers and the constituent councils of the Oxfordshire area (Cherwell District Council; Oxford City Council; Oxfordshire County Council; South Oxfordshire District Council; Vale of White Horse District Council; West Oxfordshire District Council) and OxLEP.
7. Before the full agreement can be approved by either side, HMG requires Oxfordshire to produce a realistic delivery plan by 31 January 2018. This plan should be agreed with the HCA, and should demonstrate how Government money provided through the deal is being spent in accordance with value for money requirements, alongside additional information on how a longer term step-change will be made to plan for and support the delivery of 100,000 homes by 2031.
8. Any capacity funding provided through the deal will be available to support the development of the delivery plan. The delivery plan should include at least the following pieces of information to demonstrate results achieved as a result of money provided through the deal:

- Implementation plan for spending Government money provided through the deal that meets value for money requirements as agreed with Government
 - A clear delivery profile setting out the number of homes to be built across each year
 - The location of housing and employment sites to be delivered, as a result of money delivered by the deal
 - The types and tenure of homes that will be built
 - The locations and type of infrastructure which will be invested in
 - A spending profile for the investment provided to Oxfordshire by Government
 - A monitoring and evaluation strategy for the deal
 - A clear plan for maximising local and new private investment into Oxfordshire
 - Timescales and payment profile for funding provided against the deal
 - Further detail on any flexibilities or freedoms granted, which may be subject to consultation where appropriate
9. This is not an exhaustive list. Government will now work closely with Oxfordshire to outline its needs for the delivery plan in more detail, and come to an agreement on its format and content.

d) Oxfordshire's plans for growth

10. Oxfordshire has a strong and growing knowledge intensive economy and is a net contributor to the UK exchequer, delivering £21 billion per year to national output. It competes on a global stage as a centre of science and innovation, with two universities and unique research organisations and activities. Oxfordshire is a high demand housing area with a house price to earnings ratio of 10.23 - well in excess of the national average of 7.72. Like many areas, infrastructure constraints are a major barrier to housing development and job creation in Oxfordshire.
11. Oxfordshire's plans for growth are focused on a long-term, comprehensive and integrated approach to addressing these barriers - to deliver housing and economic growth in high quality sustainable developments, which offer good quality of life for new and existing residents. This is reflected in the strong collaborative approach at the heart of the Oxfordshire Growth Board: a joint committee of the six local authorities, together with key strategic partners - including Oxfordshire's two universities and the LEP - set up to facilitate and enable joint working on economic development, strategic planning and growth, including housing.
12. Work undertaken by the Oxfordshire Growth Board and OxLEP has resulted in an ambitious Strategic Economic Plan, alongside an extensive assessment and ranking project, taking in all of the infrastructure development required to support Oxfordshire's expected growth over the next 25 years (Oxfordshire Infrastructure Strategy - OXIS).

e) The Cambridge-Milton Keynes-Oxford arc

13. In 2016, the Government instructed the National Infrastructure Commission (NIC) to undertake a review of the potential for growth in the geographic corridor containing Oxford, Milton Keynes and Cambridge. Sitting at the Western end of the arc, Oxfordshire has a major role to play in delivering on the Government's ambitions for this area, and beyond. The NIC's final report was published in late 2017. This housing deal will be an important step towards realising the housing growth potential of this part of the arc.

f) Delivery and governance

14. The Oxfordshire Growth Board will be accountable for the successful implementation of the deal as agreed with Government. Actions to be taken in each District will require the agreement of the host District (and the County Council where transport infrastructure is required).
15. Political support will be driven through the leaders of Oxfordshire's six local authorities – the Housing and Growth Deal is completely aligned with their local priorities around economic development in Oxfordshire and the wider Cambridge-Milton Keynes-Oxford corridor.

g) HCA and Other Agency Support

16. The Homes and Communities Agency (HCA) has significant levels of both local and national capability, through its strong presence on the ground in places (enabling it to leverage good intelligence about local housing markets) and its central commercial or strategic skills and expertise. The HCA has already played a key role within the development of the Oxfordshire Housing and Growth Deal; this is expected to continue.
17. The HCA will play an integral role within the deal process as it moves forward. By employing its wide range of powers, and deploying its expertise in managing large scale and multi-site infrastructure and development programmes, the HCA will support and enhance the potential of the Oxfordshire deal to bring forward stalled sites and ensure that the volumes of land needed for development across the county are brought forward in good time. Specifically, the HCA will work closely with the Oxfordshire authorities on the production of a delivery plan, which will be submitted by Oxfordshire to Government on or before 31 January 2018.
18. Both Government and Oxfordshire will also give consideration as to how other agencies and departments could take a more joined up role, recognising the aims of this deal, and the need for engagement to enable effective outcomes through both the planning and development process.

h) Summary

19. This deal will support Oxfordshire's six local authorities to produce a county-wide joint statutory spatial plan, and to plan for and support the delivery of 100,000 new homes by 2031.
20. Government and Oxfordshire are committed to working together to pursue a comprehensive approach to growth and will work together to explore opportunities arising from investment in the Cambridge-Milton Keynes-Oxford corridor, potential major transport schemes that could unlock major new developments and the key part Oxfordshire plays in critical sectors identified in the Government's industrial strategy.

2. Oxfordshire commitments

a) The submission and adoption, subject to the inspection process, of a joint statutory spatial plan covering all five district councils in Oxfordshire, by 2021

21. The Oxfordshire authorities are committed to allocating land for development through their current Local Plans. There are adopted Local Plans in place in Cherwell and for Vale of White Horse, a recently examined Plan in the case of West Oxfordshire and new Local Plans underway for Oxford City and South Oxfordshire.
22. Oxfordshire's plans are focused on placing economic growth at the heart of a drive to provide more housing – meeting both current and projected need. And housing delivery across the county is up over 75% in the last three years (up to 2015/16). However, sustaining this level of increase will not be possible without greater collaboration to support delivery of a county-wide programme of infrastructure investment.
23. With support from the county council, Oxfordshire's five district councils will enter into an agreement to work together to produce a joint statutory spatial plan to be adopted by March 2021, subject to examination. The following milestones will need to be met, with funding contingent on achievement of each milestone:

Action	Date
Statement of Common Ground	31 March 2018
All Local Plans submitted for examination	1 April 2019
Draft joint statutory spatial plan	30 October 2019
Submission of joint statutory spatial plan	31 March 2020
Adoption (subject to examination.)	31 March 2021

b) Delivery of 100,000 new homes by 2031 – backed up with a credible plan for delivery, outlining interim milestones and targets and agreed with the HCA and Government;

24. Oxfordshire's 2014 Strategic Housing Market Assessment (SHMA) identified that 100,000 homes are needed across the county by 2031 to meet its trend-based economic and demographic growth and to ensure that people can live in affordable homes close to where the economic potential will be delivered.
25. This is the basis for the current suite of local plans across Oxfordshire which, when fully adopted, will provide development plan coverage to 2036. The joint statutory spatial plan will build on these local plans. The ambition to plan for and support the delivery of 100,000 new homes by 2031 is recognised as significantly in excess of the Local Housing Need figures set out in the Government consultation paper 'Planning for the right homes in the right places' (DCLG September 2017).
26. The six local authorities across Oxfordshire commit to work with Government and its agencies, to agree and create a clear delivery plan outlining Oxfordshire's ambition to plan for and support the delivery of 100,000 new homes by 2031. The delivery plan will need to be submitted by Oxfordshire on or before 31 January 2018 and approved by HMG, before any funding can be drawn down as part of the deal.
27. We also encourage Oxfordshire to work with authorities across the Cambridge-Milton Keynes-Oxford corridor, together with central government, to agree a long term vision for the whole corridor up to 2050.

28. It will be important to ensure the deal supports Oxfordshire's ambitious growth programme and meets the needs of people who cannot afford to buy on the open market. Any commitments to affordable housing delivery will need to be based on realistic delivery profiles agreed with Government as part of the subsequent delivery plan. Any payment would be linked to delivery of agreed milestones and meeting required value for money and additionality standards. HMG and Oxfordshire will agree and develop an assurance framework for the deal, which will include provisions for clawback where appropriate.

c) Pursue innovation and quality

29. Oxfordshire partners are committed to ensuring that new housing and employment development are of high quality design and meet environmental standards in order to create attractive, sustainable places that offer a good quality of life for existing and new communities.

30. Oxfordshire offers significant opportunities for innovation in design and new construction arising from major developments including the Northern Development Arc, Garden Towns at Didcot and Bicester, the West Oxfordshire Garden Village and the enterprise zones.

31. Government and the Oxfordshire partners will work together to explore further opportunities to drive innovation in partnership, design and construction, including:

- Promoting the growth of a locally based high quality and low cost modular housing construction supply chain industry across Oxfordshire.
- With development partners, including the HCA, universities, health sector and private developers, Oxfordshire partners will look to use procurement and contracting influence to support the beneficial rapid development of this emerging sector.
- Implement a programme of assessment, shared learning and applying lessons from emerging innovation, for example the Garden Towns at Didcot and Bicester, the new West Oxfordshire Garden Village and the UK's largest Self-build development at Graven Hill.
- New partnership models for affordable housing delivery.
- Oxfordshire aims to plan and deliver housing and transport in a coordinated way, minimising local disruption, and ensuring that new housing is served by a range of integrated, sustainable transport options which suit local needs.
- Working closely with neighbouring authorities where appropriate, and playing a key role in future work to promote and develop the Cambridge-Milton Keynes-Oxford corridor.

d) Oxfordshire's contribution to the deal

32. Oxfordshire councils are already committing in excess of £340m over the next five years to support the delivery of their housing and growth ambitions across the county. This includes implementing and rolling forward the Oxfordshire Infrastructure Strategy through investment in transport, social and community infrastructure

schemes; strategic planning and delivery, investment through local housing companies delivering affordable and social housing as well as direct house building programmes and regeneration.

33. The councils and their partners are also active participants in local housing and commercial property markets through use of their own land and property assets to support continued economic success and long-term place ambitions in Oxfordshire.
34. Oxfordshire will be responsible for securing additional funding to plan for and support the delivery of the full complement of 100,000 homes by 2031. The deal does not preclude Oxfordshire from bidding for future sources of government funding.
35. The collaborative, long term approach to planning for infrastructure investment and commitment to a joint statutory spatial plan are important conditions of this deal and may be a helpful consideration in potential future applications for funding to drive growth and housing in the area.

e) New private investment

36. Oxfordshire should seek to bring in new private investment alongside local authority funds. The delivery plan should set out a clear proposition for encouraging new market investment to help deliver the deal and ensure Oxfordshire is an attractive place for investment, building on its existing plans for growth.
37. This deal also outlines Government's support for encouraging more private sector investment in areas with high economic potential. The recent announcement that a fully electric version of the Mini will be built at the Cowley plant in Oxford from 2019 is testament to the area's attractiveness for investment, and a reflection of Oxfordshire's position as a hub for technology and innovation across the Cambridge-Milton Keynes-Oxford arc.
38. Oxfordshire should continue to look for opportunities to bring in further new private investment.

f) Strategic infrastructure tariff

39. Oxfordshire should consider introducing a Strategic Infrastructure Tariff (SIT), which could help to capture additional land value uplift created by the development process. As a first step, the local authorities should undertake a viability assessment across the area to determine whether a SIT would be viable across Oxfordshire and to estimate its potential revenues.
40. In order to introduce a SIT, Oxfordshire would need to put in place the appropriate governance structures and mechanisms, at the appropriate time. Oxfordshire will now work with HMG to further explore the potential of this proposal, and the governance arrangements required to support it.

3. Government commitments

41. To support Oxfordshire to adopt a joint statutory plan, and to plan for and support the delivery of 100,000 new homes by 2031, Government agrees to:

a) Provide Oxfordshire with up to £215m funding.

42. Government agrees to provide Oxfordshire with a comprehensive funding package of up to £215m to secure this ambitious housing and growth deal, as follows:

- Up to £60m for affordable housing, provided this delivers sufficient value for money to be agreed in the forthcoming delivery plan
- Up to £150m funding for infrastructure to unlock key housing sites, to be administered £30m per annum for five years
- £5m resource funding to boost capacity to get a joint plan in place and support housing delivery

43. This funding will be profiled and dependent on the delivery of an agreed number of homes and milestones as set out in the delivery plan - to be agreed between HMG and Oxfordshire. Funding may be withheld or clawed back if milestones are not met.

44. Delivery progress will be evaluated by the Government in accordance with the HCA.

b) Explore options for certain time-limited planning flexibilities, subject to consultation where appropriate

45. Oxfordshire's proposals seek to align funding, transport, infrastructure and strategic planning locally. To improve this alignment and enable additional housing and growth including the agreement of a joint statutory spatial plan:

- Government recognises that planning for this level of ambition takes time to result in increased delivery on the ground, and that these ambitions should be supported during the preparation of the JSSP. Therefore, we will explore options to help ensure that the existing housing land supply position is not undermined, and explore the impact of unplanned development whilst maintaining delivery as measured by the proposed housing delivery test.
- To offer greater certainty for the adopted JSSP, we will also explore options to adjust the consequences of the housing delivery test that are proposed to apply after 2020, in the first three years following adoption of the JSSP.
- Government will explore whether, as part of the move towards a joint statutory spatial plan, extended timescales are required for certain Oxfordshire local authorities to adopt their forthcoming Local Plans using their SHMA (Strategic Housing Market Assessment), as opposed to the transitional arrangements proposed by the Local Housing Need consultation.

46. Any potential flexibility would be granted specifically to support delivery of the ambitious Oxfordshire housing deal to plan for and support the delivery of 100,000 new homes by 2031, and to submit and adopt a joint statutory spatial plan. The detail and timescales of any freedoms or flexibilities granted by HMG as part of this deal will be shaped up during the delivery plan process, and may be subject to consultation where appropriate.

c) Future collaboration between HMG and Oxfordshire

47. Government is keen to understand the barriers that can hold back development and prevent new homes from being built. HMG wants to have strategic dialogue with local areas and partners about how we can work together to deliver additional homes faster. This includes better understanding of the barriers to increasing supply in local housing market areas.
48. Throughout the deal process, Oxfordshire have presented a number of issues which they perceive as potential obstacles to growth and housing delivery. Government commits to work with Oxfordshire from early 2018 onwards to better understand these issues.
49. This collaboration should feed into the development of the delivery plan which Oxfordshire will create in partnership with HMG and submit by 31 January 2018 (see above). The ongoing work may focus on a number of areas, including:
 - The delivery of planning consents and timely build-out
 - Social and community infrastructure, which can support housing and growth
 - Coherence and links between government departments, statutory agencies and other bodies involved in the development process
 - Partnerships and new ways of working – especially in the context of the Cambridge-Milton Keynes-Oxford corridor
 - The use of powers, such as Compulsory Purchase Orders

4. Productivity

50. Oxfordshire has a strong and growing knowledge intensive economy, and is a net contributor to the UK exchequer, delivering £21 billion per year to national output. It competes on a global stage as a centre of science and innovation, with two universities and unique research organisations and activities.

51. Alongside addressing housing delivery – a key constraint on growth in many parts of the county – Government commits to work with Oxfordshire to address other barriers to growth through:

a) Developing an ambitious local industrial strategy

52. The Government is inviting Oxfordshire to begin the development of an ambitious local industrial strategy, alongside partners in the Cambridge-Milton Keynes-Oxford corridor. This strategy will back Oxfordshire's world class science and innovation assets, as well as identifying and growing new sectors (set out in Oxfordshire's Science and Innovation Audit) and business.

53. It will be a long-term vision for growth, aligned to the overall corridor-wide vision, based on robust evidence, and focused on raising productivity and pay. It will be underpinned by strong cooperation between national Government and the private sector, local leadership and key institutions.

a) Further support to grow Oxfordshire's businesses

54. Government will work with Oxfordshire to develop their Growth Hub to deliver quality driven targeted support, sector advice to increase SME market penetration and to accelerate scale up of high growth companies. Government will therefore, continue to provide core funding for the Growth Hub up until 2022.

55. The strength and ambition of Oxfordshire's businesses is critical to our economic growth and improving living standards. As part of the Cambridge-Milton Keynes-Oxfordshire corridor, Oxfordshire will work with the Department for International Trade to build on its already strong international profile, with the aim of boosting inward investment and exports. Oxfordshire will also work with local partners across the Cambridge-Milton Keynes-Oxfordshire corridor to develop this work.

b) Addressing skills gaps

56. As part of Oxfordshire's work to develop its local industrial strategy, DfE and Oxfordshire will work together to identify the specific skills needs that Oxfordshire faces, and encourage local providers to align their provision to address these needs. DfE will do this by rolling out national policies to address skills needs including Skills Advisory Panels, T-Levels and Apprenticeships; working with the LEP.

c) Supporting Oxfordshire's world-leading science and technology clusters

57. In recognition of their national importance, Government will continue to look at ways of attracting further investment and expansion of the Science Vale and Didcot Enterprise Zones.

58. As part of the Science Vale Enterprise Zone, the Harwell Campus is a beacon of the UK knowledge economy, a science and innovation district the size of a small town

with outstanding people, world-class facilities and unrivalled access to open source national laboratories and their resources. The 710 hectare Campus is already home to more than 200 organisations ranging from the Diamond Light Source (the UK's national synchrotron) to the newly announced Faraday Institution for batteries and energy storage, and includes a plethora of business involvement from SMEs to major global players. The site is set to mature to accommodate significant growth in employment, commercial and technical accommodation and supporting infrastructure including housing. To ensure Harwell continues to grow, Government will review the options available to accelerate the decommissioning programme for the Harwell site by June 2018.

59. Oxfordshire's Science & Innovation Audit identified that Oxfordshire has significant potential for growth in a number of sectors including robotics and connected autonomous systems, space, digital health and quantum computing.
60. Oxfordshire will work with industry to explore how emerging sector deals could be coordinated with local plans and investment. Including on-going discussions with the following sectors:
 - Creative Industries
 - Nuclear
 - Robotics & Autonomous Systems
 - Space
61. Government commits to exploring with Oxfordshire how the life sciences sector deal could further support the growth of Oxfordshire's life sciences cluster. Through its discussions with the life sciences sector on a deal, Government will commit to ensure the right infrastructure is in place to support the growth of life sciences clusters, of which Oxfordshire is a key one.
62. Oxfordshire will also have the opportunity to work with industry on further phases of any sector deals which complete an initial package.

5. Next steps

63. Government seeks to secure one deal with Oxfordshire. Any future agreement will need to be agreed at the appropriate level with all six local authorities and the LEP that are signing this outline agreement.
64. Should any authority/ies choose to walk away from the deal process at any point before full agreement is reached, then the outline agreement will need to be reviewed. In this instance, it is likely that Government will choose to withdraw from the deal.
65. Unless and until the joint statutory spatial plan for Oxfordshire is produced, submitted and then adopted, all existing plans and national policy continue to provide the basis for decision-making in Oxfordshire.
66. This deal does not allocate land for housing. Site allocations will be agreed through local plans subject to the inspection and examination process.
67. As outlined above, Government and Oxfordshire now hope to agree the terms of this outline agreement, before exchanging letters with the six local authorities to confirm this agreement.
68. Following this, Government expects Oxfordshire to work with the HCA to develop a credible, robust delivery plan – to cover both the commitment to plan for and support the delivery of 100,000 new homes by 2031, and the adoption of a joint statutory spatial plan by 2021 (subject to inspection). Oxfordshire will be responsible for the submission of this delivery plan by 31 January 2018.

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Housing and Growth Deal Delivery Plan

THIS DOCUMENT IS OXFORDSHIRE’S PROPOSAL TO GOVERNMENT FOR THE MANAGEMENT, DELIVERY AND GOVERNANCE OF THE OXFORDSHIRE HOUSING AND GROWTH DEAL

**This document is a working draft and has not been agreed
by HM Government or Oxfordshire Partners**

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1 Overview

1.1 INTRODUCTION

- 1.1.1 Following the announcement of the Oxfordshire Housing and Growth Deal at Budget 2017, and the memorandum of understanding between local partners and Her Majesty's Government (HMG), Oxfordshire is required to produce a realistic Housing and Growth Deal delivery plan (HGDDP) by mid-February 2018.
- 1.1.2 This HGDDP will need to be agreed with HM Government (HMG), and should demonstrate how Government money provided through the Deal will be spent in accordance with value for money requirements, to help meet Oxfordshire's ambition to plan for and support the delivery of 100,000 homes by 2031.
- 1.1.3 Oxfordshire is a thriving economy, strategically located within the South-East, close to London, and anchoring the Oxford-Milton Keynes-Cambridge Growth Corridor.
- 1.1.4 Since the recession of the last decade, our cumulative growth has been higher than any other local area. Our total economic output is around £22bn a year, meaning economic output per capita is among the highest in the UK, and we make a significant net contribution to the exchequer.
- 1.1.5 This success brings with it challenges – not least housing affordability with Oxfordshire the 5th least affordable housing market in the country relative to earnings, with median prices to median earnings ratio of over 10, but also recruitment, transport congestion, and pressure on other physical and social infrastructure.
- 1.1.6 Oxfordshire's six local authorities, together with OxLEP, are working together on an ambitious, comprehensive and integrated approach to addressing our housing, infrastructure and economic challenges to deliver the potential of our world class knowledge economy and high quality sustainable development across the County.
- 1.1.7 This is reflected in the strong collaborative approach at the heart of the Oxfordshire Growth Board: a joint committee of the six local authorities, together with key strategic partners - including Oxfordshire's two universities and OxLEP - set up to facilitate and enable joint working on economic development, strategic planning and growth, including housing.
- 1.1.8 Work undertaken by the Oxfordshire Growth Board and OxLEP has resulted in the development of an ambitious Strategic Economic Plan, alongside an extensive assessment and ranking project, taking in all of the infrastructure development required to support Oxfordshire's expected growth to 2040 (Oxfordshire Infrastructure Strategy - OxIS).
- 1.1.9 Oxfordshire has engaged actively with opportunities to secure local and national funding to rise to this challenge, through the 2013 City Deal process, Local Growth Fund, developer contributions, current bids to the Housing Infrastructure Fund and through this Deal.

1.2 THE CURRENT DEAL

- 1.2.1 Following extensive engagement with HMG who recognise both the challenges and opportunities faced by Oxfordshire, the Chancellor and Secretary of State for Communities and Local Government announced on 22 November 2017 that Oxfordshire would receive up to £215m of new funding in order to support Oxfordshire’s ambition to plan for and support the delivery of 100,000 homes by 2031. £150m of this funding focuses on infrastructure delivery, £60m on additional affordable housing, and £5m capacity funding for the costs of delivering on the agreement.
- 1.2.2 The Deal also includes commitment from Government and local partners to work together to boost productivity through a number of measures including the development of an Oxfordshire Local Industrial Strategy, supporting local business growth, and addressing skills gaps.
- 1.2.3 This deal will be underpinned by the development of an Oxfordshire Joint Statutory Spatial Plan (JSSP), building on the existing Local Plans, the Oxfordshire Infrastructure Strategy and Oxfordshire Local Transport Plan. The JSSP will set the strategic long-term direction for planning. It will also build on the extensive assessment of the infrastructure development required to support growth in housing and the economy expected over the next 25 years. Key objectives are to clarify the countywide growth picture and explore greater opportunities to engage in collective decision making, and to avoid incremental, speculative and unplanned development.
- 1.2.4 In addition to the deal, wider work is being undertaken by local and national partners, including around strategic road and rail infrastructure, productivity improvement, land assembly, and the wider Oxford-Milton Keynes-Cambridge corridor.
- 1.2.5 The ambitious and comprehensive investment programme will help deliver sustainable development with a focus on quality of place and more affordable housing. It will be overseen by the Oxfordshire Growth Board, working in partnership with Homes England, Highways England, Network Rail and other partners.
- 1.2.6 Oxfordshire partners and Government view this deal as a positive first stage in an on-going partnership to pursue a comprehensive approach to deliver housing and economic growth and will also continue to work together to explore opportunities arising from investment in the Cambridge-Milton Keynes-Oxford corridor and other funding streams.

1.3 HEADLINE COMMITMENTS

- 1.3.1 Oxfordshire and the Government have made specific commitments in the Outline Agreement.
- 1.3.2 Oxfordshire commits to:
 - Plan for and support the delivery of 100,000 new homes between 2011 - 2031 - backed up with a credible plan for delivery outlining interim milestones and targets and agreed with Homes England and Government

- The submission and adoption, subject to the examination process, of a Joint Statutory Spatial Plan (JSSP) covering all five districts, by 2021, and submission of the current suite of Oxfordshire Local Plans
- Work with government to explore further opportunities to drive innovation in partnership, design and construction
- Work to secure additional public and private funding to plan for and support delivery of 100,000 homes by 2031
- Consider the introduction of a Strategic Infrastructure Tariff

1.3.3 Government commits to:

- Provide Oxfordshire with up to £215m funding
- Explore options for time-limited planning freedoms and flexibilities (subject to consultation where appropriate)
- Support for encouraging more private sector investment in Oxfordshire as an area with high economic potential
- Future collaboration to break down barriers to housing delivery

1.3.4 Government and Oxfordshire agree to continue working together to accelerate economic growth and boost productivity by:

- Developing an ambitious Local Industrial Strategy with a long- term vision for growth.
- Developing the Oxfordshire Growth Hub (with continued Government funding) to deliver quality driven targeted support, sector advice to increase SME market penetration and to accelerate scale-up of high growth companies.
- Identifying Oxfordshire's specific skills needs, and encouraging local providers to align their provision to address these needs.
- Supporting Oxfordshire's world-leading science and technology clusters by reviewing the options available to accelerate the decommissioning programme for the Harwell site by June 2018.
- Building on Oxfordshire's strong international profile to investigate measures to boost inward investment and exports.

2 Infrastructure Fund and Programme

2.1 WORKSTREAM OVERVIEW

- 2.1.1 Government will provide Oxfordshire with £150 million funding for transport and supporting infrastructure schemes to secure the delivery of priority housing and employment sites.
- 2.1.2 The focus of this workstream is to set out how the infrastructure funding provided by the Deal will support a programme of transport and related infrastructure schemes to support planned housing development in Oxfordshire over the next 5 years. Oxfordshire will identify an indicative pipeline of schemes and the locations and level of housing development each supports, including the total number of houses each site would provide.
- 2.1.3 The Infrastructure Delivery Programme reflects the greater level of certainty Oxfordshire have over the earlier years of the Deal, and will be set out in detail for Year 1, where the focus will be on local infrastructure schemes that are ready for, or close to delivery, with corresponding housing sites able to be realised. Accordingly, Years 2-5 of the Infrastructure Delivery Programme are indicative at this stage and require a degree of flexibility to ensure we maximise value for money throughout the delivery of the Deal, but will be agreed in the March of each year of the deal after Year 1, as above.
- 2.1.4 The balance of the Infrastructure Delivery Programme also recognises that, in Year 1 there will need to be a proportionally higher level of revenue funding spent on scheme design and approvals, to ensure projects for Years 2-5 have been fully and robustly developed, so that they are ready for construction.
- 2.1.5 The Infrastructure Delivery Programme has been developed jointly across all Oxfordshire authorities, building on already established processes (through the development of Local Plan Infrastructure Delivery Plans for example) and agreed priorities, as set out at an overall level in the recently Oxfordshire Growth Board approved OxIS.
- 2.1.6 In developing and refining the proposed Infrastructure Delivery Programme, a number of factors have been taken into consideration, including the ability of each scheme to support housing – and in Years 1 and 2 including projects which if they are built, will directly enable development to take place.
- 2.1.7 However, it is important to recognise that there is not always a clear and direct linear relationship between infrastructure schemes and housing development, with infrastructure (particularly strategic projects) frequently supporting more than one development site and, similarly, development sites requiring more than one piece of infrastructure to make them work and achieve outcomes. There is also a longer lead in time for major schemes and as a consequence housing delivery is likely to be skewed towards the later years of the Deal and beyond.

2.2 OUR APPROACH

- 2.2.1 Using the Housing and Growth Deal funding an Infrastructure Fund and Delivery Programme will be established to support Oxfordshire’s ambition to plan for and support the delivery of 100,000 homes by 2031. Although the £150m does not meet the full funding gap to deliver the infrastructure required to plan for and support the delivery of all 100,000 homes, it will help support the delivery of approximately 6,500 houses during the period of the Deal, and a total of up to 14,000 by 2031. It will also establish an infrastructure fund that will lever in additional investment.
- 2.2.2 Using evidence from OxIS (that has been informed by the 5 Local Plan Infrastructure Delivery Plans) the Infrastructure Delivery Programme will focus on unlocking the housing planned for in current and emerging Local Plans. The overall Infrastructure Delivery Programme will be viewed as a package (and will include any successful Housing Infrastructure Fund bid(s)) allowing for flexibilities within the Deal period to ensure continued value for money and strategic fit across Oxfordshire.
- 2.2.3 The initial Infrastructure Delivery Programme was developed using the below approach:
- Year 1 programme informed by OxIS ranking assessed by:
 - Deliverability, in terms of: readiness / completion of design; consultation or approvals/permissions required;
 - Scheme design/options not yet complete – hence requirement for revenue funding first
 - Compulsory Purchase Orders, Side Road Orders, planning permission to be gained, including agreement with Highways England and/or Network Rail on schemes likely to have an impact on the national rail or Strategic Road Network – other legal processes to go through before a start onsite can be made
 - Value for Money – this will be determined through the HIF ‘Ready Reckoner’ tool¹
 - Strategic Fit as identified in OxIS and Local Plans
 - Interrelationship with other infrastructure proposals/schemes – including sequencing
 - Predicated Transport and other strategic outcomes, for example changes in trip patterns
 - Indicative Years 2 – Y5 programme informed by OxIS ranking and assess by:
 - Deliverability, in terms of: readiness / completion of design; consultation or approvals/permissions required
 - Value for Money – this will be determined through the ‘Ready Reckoner’
 - Strategic Fit as identified in OxIS and Local Plans
 - Interrelationship with other infrastructure proposals/schemes – including sequencing
 - Predicated Transport and other strategic outcomes, for example changes in trip patterns

¹ <https://www.gov.uk/government/publications/housing-infrastructure-fund>

- 2.2.4 The Year 1 Infrastructure Delivery Programme (including sites) will set out the schemes that could be funded or partially funded by the Housing and Growth Deal. This will be subject to Value for Money analysis using the HIF “ready reckoner” (see above) to confirm the Year 1 programme.
- 2.2.5 Years 2-5 require further assessment, therefore at this stage the Years 2-5 programme is indicative and will be developed in Quarter 1 and Quarter 2 of 2018/19 for approval by the Oxfordshire Growth Board in Quarter 3 in 2018/19, subsequent agreement with HMG and subsequent amendment of Oxfordshire County Council’s Capital Programme in Quarter 4 2018/19 (see governance section below).
- 2.2.6 The development of the Infrastructure Delivery Programme will be supported by Homes England providing advice on infrastructure and associated sites suitable for early delivery and support in the development of the overall programme to ensure continued focus on housing [and employment] delivery.
- 2.2.7 Assumptions made within the Infrastructure Delivery Programme include:
- Capital/revenue split is skewed towards revenue the earlier years of the Deal to allow for feasibility work to take place on schemes that will deliver in later years
 - The overall capital/revenue split will be 90:10 to reflect the upfront revenue costs for the early stages of scheme development
 - Successful Housing Infrastructure Fund for Didcot Garden Town, if bid is unsuccessful the infrastructure programme will be redesigned
 - Funding from the Deal will be presented within the context of other funding to avoid double counting
 - Management of overlap where an infrastructure funded site has an affordable housing component will be captured
 - Support from HMG for greater dialogue with Ministry of Defence, Highways England, Network Rail, NHS, utilities companies as part of our strategic delivery pathway model
 - Mechanisms for ensuring high quality design and construction
 - Opportunities to leverage other investment (including private) through the deal will be taken advantage of including exploring the viability of a Strategic Infrastructure Tariff (SIT) that could capture the value up lift through the development process.
 - The value for money methodology will be kept under review during the Deal to ensure it is up to date. Any changes to this assessment methodology will be agreed with Homes England and The Ministry of Housing, Communities and Local Government (MHCLG) through the annual programme delivery approval process.

2.3 KEY DELIVERABLES

- 2.3.1 **Infrastructure Fund** will be used to forward fund infrastructure schemes that unlock housing and growth across Oxfordshire, in line with the priorities determined by the Oxfordshire Growth Board and subject to consideration of relevant policies in Local Plans, the emerging JSSP and any necessary consents, including planning permission. Funding streams will include Housing Infrastructure Fund, Growth Deal funding, and locally raised funding including opportunities for private investment and potentially a Strategic Infrastructure Tariff. Funding raised locally, through development of the Infrastructure Fund, will be paid back into the fund to reinvest in further projects and is therefore likely to have greater longevity beyond the Deal itself.
- 2.3.2 **Infrastructure Delivery Programme** funded by the £150m Deal funding up to 2022/23, including the identification of sites for infrastructure and housing, highlighting their interdependencies. This will include:
- Priority schemes identified for Year 1.
 - Indicative schemes identified for Year 2 - 5
 - Demonstrable linkage to housing trajectory and release of site(s) for development i.e. predicted trajectory with and without the Deal showing added value of the Deal
- 2.3.3 **OxIS** reviewed and updated in years 2 and 4 providing up to date data on infrastructure and growth requirements for the county.
- 2.3.4 **Strategic Infrastructure Tariff (SIT)** – Oxfordshire partners will explore the appropriateness of a SIT for Oxfordshire and conduct a viability assessment (by April 2019)

2.4 TARGETS AND TRAJECTORIES

- 2.4.1 Table 1 provides an overview of the projected housing delivery for Deal period. These predicted trajectories demonstrate the capacity of Oxfordshire to scale up its housing delivery as a result of the Housing and Growth Deal infrastructure funding.
- 2.4.2 The trajectories are informed by the annual monitoring reports (AMRs) of the local planning authorities. The AMR's assume not only the availability of infrastructure funding but also a smooth delivery process – negotiation with landowners, utility providers etc.
- 2.4.3 Local Plan sites and expected housing delivery have been mapped against potential infrastructure schemes in the emerging Housing and Infrastructure Delivery Programme to produce this trajectory.
- 2.4.4 As there are a number of 'non-infrastructure' considerations in both projecting and securing housing delivery, it is essential to manage risks for housing site delivery across the Oxfordshire Growth Board partners, in particular Homes England. Risks to these trajectories will be identified on a site-specific basis and jointly managed as part of the programme.
- 2.4.5 Unlocked housing as a result of the Deal (all schemes with potential to start in the 5-year Programme)' line reflects the housing delivery impact for Housing and Growth Deal schemes likely to be included in the 5-year programme.

Table 1 Homes secured through the Deal

	2018/ 2019	2019/ 2020	2020/ 2021	2021/ 2022	2022/ 2023	Cumulative difference over full 5- year period	By2031
Predicted trajectory excluding unfunded infrastructure	4,825	4,954	4,299	4,556	4,272	22,906	N/A
Predicted trajectory with the Deal	5,239	6,169	5954	6,379	5,714	29,455	N/A
Unlocked housing as a result of the Deal (all schemes with potential to start in 5Y Programme)	414	1,215	1,655	1,823	1,442	6,549	14,000

- 2.4.6 The majority of benefits in terms of housing delivery from new infrastructure will come in towards the later years of the Deal.
- 2.4.7 The Oxfordshire authorities will not directly build the homes which comprise the delivery figures released by the infrastructure fund, and exceptional circumstances beyond the Oxfordshire Partners' control - such as economic downturn, adverse market conditions or other uncontrollable factors- will be taken into account if they affect ability to achieve the milestones in full for each year.
- 2.4.8 The infrastructure unlocked through the Deal will also support the delivery of new homes beyond the Deal period (table above). It is estimated that the total housing enabled or unlocked by the Housing and Growth Deal will reach 14,000 new homes by 2031.
- 2.4.9 The actual trajectories for the programme will depend on the schemes selected. This will be completed for year 1 as ratified through the Oxfordshire Growth Board by March 2018 and subsequently for years 2 – 5 when the annual programme is agreed in March of each year.

2.5 SPEND PROFILE

- 2.5.1 In this context, it is important that the infrastructure element of the Infrastructure Delivery Programme is seen as a set of scenarios which together bring a collective infrastructure package that helps secure the overall housing development across Oxfordshire being committed to through this Deal. These scenarios enable development sites to be released - in many cases earlier - and to be built out more quickly, so that deal outcomes can be secured sooner. For Year 1, the scenarios comprise three broad categories of infrastructure provision:
- (i) New transport and related infrastructure projects, with a clear relationship to housing provision;
 - (ii) Front-funding for developed schemes that enable housing to be unblocked and / or accelerated;
 - (iii) Enabling infrastructure investment, which combined with categories (i) and (ii) provide an overall infrastructure network upgrade that supports the totality of the housing provision
- 2.5.2 The remainder of the 5-year programme set out in the Infrastructure Delivery Programme will also comprise a blend of infrastructure investment, but the balance between new, front-funded and enabling schemes is likely to change over time as more new projects come on stream.
- 2.5.3 The milestones will relate to key activities and commitments to secure the delivery of infrastructure and will be set out in the Infrastructure Delivery Programme, for Year 1 by March 2018, and years 2-5 will be approved by the Oxfordshire Growth Board by September 2018.

3 Joint Statutory Spatial Plan and Freedoms & Flexibilities

3.1 WORKSTREAM OVERVIEW

- 3.1.1 **Longer term strategic growth planning:** a new 2050 Joint Statutory Spatial Plan for Oxfordshire (JSSP), work to start in 2018, aligned to a new 2050 Transport vision and Local Industrial Strategy.
- 3.1.2 **Freedoms and Flexibilities:** a package of time-limited planning flexibilities to enable the submission of the current suite of Oxfordshire Local Plans on the current evidential basis, ensure that the Oxfordshire housing land supply position is not undermined, and to adjust the housing delivery test.
- 3.1.3 The Oxfordshire authorities are committed to planning to meet the 100,000 housing requirement for Oxfordshire set out by the Oxfordshire Strategic Housing Market Assessment (SHMA) by 2031. Local Plans are taking shape with adopted Local Plans in place in Cherwell and for Vale of White Horse which are being followed by partial reviews to address unmet housing need, a recently examined Plan in the case of West Oxfordshire, and new Local Plans underway for Oxford City and South Oxfordshire. This has led to a substantial release of land for new housing and employment. As a consequence, housing delivery in the last 3 years across the County has been more than double the delivery in the previous three-year period.
- 3.1.4 However, there is a need to look beyond the 2031/36 timescales of the adopted and emerging Local Plans in order to maximise the local, regional, national and global economic benefits which flow from the development of the Oxford– Milton Keynes – Cambridge Corridor and to secure longer term investment in strategic infrastructure to support growth. There is also a need to continue to raise housing delivery rates and bring forward the delivery of a portfolio of new strategic sites which will be undertaken through the JSSP and future Local Plan reviews.
- 3.1.5 In many parts of the County unplanned speculative development in relatively unsustainable locations is raising significant community concerns, contributing relatively little to infrastructure, and diverting planning resources away from the delivery of planned strategic sites. A framework of planning freedoms and flexibilities will allow the Councils to focus on plan preparation and proactive action on housing delivery.

3.2 OUR APPROACH

- The JSSP will provide a strategic framework for the long-term growth of Oxfordshire up to 2050
- The JSSP will be a statutory Development Plan Document covering the whole of Oxfordshire
- The JSSP will align to a new 2050 Transport vision and a new Local Industrial Strategy
- The JSSP will integrate with the higher-level framework to be developed for the Oxford – Milton Keynes - Cambridge Corridor
- The scope of the JSSP will be defined early in the process of preparation and there will be clarity on its relationship with individual Local Plans

- The preparation of the JSSP will be based upon the Government’s finalised housing need methodology and the implications of the Oxford – Milton Keynes - Cambridge Corridor
- Capacity funding will provide £2.5 million to support the preparation of the JSSP.
- There will be a collective approach to monitoring housing delivery across Oxfordshire, and this will include monitoring of development industry performance
- The Oxfordshire Growth Board will play an important role in accelerating housing delivery through targeted capacity support, affordable housing investment, infrastructure prioritisation, and other actions

DELIVERABLES

3.2.1 The Oxfordshire Deliverables and the Government Deliverables set out below are interdependent in that the agreed planning flexibilities will need to be in place for the JSSP milestones to be met.

3.2.2 Oxon Deliverables Timetable:

- Principle of JSSP agreed through the Approval of Deal – January 2018
- Draft Oxfordshire-wide Statement of Common Ground - 31 March 2018 (To be reviewed if necessary to take account of revised NPPF/NPPG/consultation outcomes)
- Joint JSSP Project Board established to take forward JSSP under Section 28 – July 2018
- All Local Plans submitted for examination 1 April 2019
- Draft JSSP published for formal consultation - 30 October 2019
- Submission of JSSP - 31 March 2020
- JSSP Adoption (subject to examination.) 31 March 2021

3.2.3 Government deliverables: **Planning flexibilities to support transition to JSSP**

- Land Supply requirements - for the duration of the development (from commencement of s 28 process to adoption) of the JSSP a 3-year land supply will be applied in Oxfordshire, subject to local consultation.
- Bespoke Housing Delivery Test measures for Oxfordshire will apply for 3 years following submission of the JSSP. Subject to the outcome of the White Paper consultation, the rates for November 2018 and November 2019, which are 25% and 45%, and which trigger the presumption in favour of sustainable development would remain as set nationally, but the figure from November 2020 would be a bespoke Oxfordshire figure subject to the submission of the JSSP by March 2020. MHCLG will work with Oxfordshire Districts to agree the levels for the bespoke delivery test for local consultation (see below).
- Application of these arrangements within national planning guidance will require changes through a formal process to secure the flexibilities set out above. MHCLG officials will make the necessary arrangements for this. The agreement of the deal set out in this document depends on these flexibilities being achieved.
- The milestones attached to the work on the JSSP are contingent on securing the planning flexibilities outlined above and Government will seek

to have these in place by the July JSSP milestone of creating a JSSP project Board to begin the S28 process. Oxfordshire will review the availability of necessary planning freedoms and flexibilities, at its July 2018 Growth Board meeting. Should the review of JSSP progress result in changes to the milestones of the JSSP work, this will be without prejudice to the remainder of the Deal and the Oxfordshire partners shall not be liable for clawback of any capacity funding incurred on the JSSP up to that stage.

- MHCLG support the completion of the current suite of Oxfordshire Local Plans and recognise this is required to enable Oxfordshire to meet the Deal commitment of submitting Local Plans by 1st April 2019. Their intention (as set out in the recent white paper) is to amend planning guidance so that where a plan is based on an assessment of local housing need in excess of that which the standard method would provide, then the working assumption is that the approach adopted would be sound unless there are compelling reasons to indicate otherwise. As the assessments of housing need in Oxfordshire Local Plans based on the 2014 Strategic Housing Market Assessment are higher than the Local Housing Need figures, they could be used, subject to an appropriate update, as a basis for any local plans that will be submitted for examination, prior to the adoption of the JSSP. The existing arrangements which allow Local Plans to set housing requirements at a lower figure based on capacity or policy constraints will continue to operate.

4 Housing and Affordable Housing

4.1 WORKSTREAM OVERVIEW

- 4.1.1 The focus of this workstream is on the work that Oxfordshire partners will do to support increased housing delivery through the deployment of the affordable housing fund. This is within the context of the partners' ambition to support and plan for the delivery of 100,000 homes by 2031 - with particular emphasis on the period 2018 – 2021.
- 4.1.2 For affordable housing provision our ambition is to deliver a responsive range and mix of affordable housing – including shared ownership and homes for affordable and social rent - to support the local economy and meet the needs of residents across the county.
- 4.1.3 It is proposed that the new homes will be provided across a range of tenures and through innovative new models of planning and delivery specific to Oxfordshire (for example through engagement with our Universities and health sectors). It is proposed that the new homes will be delivered on a range of land supply sources including public and private land, on former greenfield sites, brownfield land, in our garden towns and villages, in existing towns, villages and within Oxford City.

4.2 OUR APPROACH

- Increasing the pace of housing delivery but also ensuring high quality outcomes.
- New and enhanced relationships with sector stakeholders
- Better strategic co-ordination and alignment of the Delivery Pathway throughout Oxfordshire
- Mechanisms for ensuring high quality design and construction whilst investigating off-site construction and manufacturing models
- Delivery of schemes that will provide value for HMG, councils and communities
- Innovation in delivery and products
- Better partnership co-ordination between projects like One Public Estate that may free up land for affordable housing delivery
- Delivery of the homes required to maximise the economic potential of Oxfordshire
- Enhanced range of affordable housing offer across Oxfordshire

4.3 PRINCIPLES OF THE FUND

- 4.3.1 The £60m funding is intended to support a bespoke Oxfordshire-wide affordable housing delivery programme that will support delivery of at least 1320 affordable homes across a range of tenures to start on site by 2021.
- 4.3.2 The fund is in addition to the existing Homes England Affordable Homes Programme which is on-going and will continue alongside the fund (it is not intended to displace or duplicate funding)
- 4.3.3 Oxfordshire partners will use the funding to deliver a programme that capitalises on priorities and opportunities that the councils collectively identify which would include opportunities it opens up for new sites or increased delivery on sites not possible under other funding streams, maximise

opportunities arising from our One Public Estate programme and through development of new partnerships to meet affordability needs.

- 4.3.4 The programme will be delivered through a range of partners / vehicles including Local Housing Companies, Registered Providers, Special Purpose Vehicles and Oxford City Council (utilising its Housing Revenue Account) and other partnerships.
- 4.3.5 This will allow Oxfordshire to build on the innovative projects taking place to provide additional Affordable Housing beyond what is secured through S106 contributions. This includes working with the Universities to deliver sites that provide key worker housing alongside affordable homes such as the West Oxfordshire District Council’s project with Blenheim Estate, Cherwell District Council’s site specific Local Housing Company at Graven Hill Bicester, South Oxfordshire District Council’s Berinsfield and Didcot Gateway housing projects and the Vale of White Horse District Council’s North West Valley Park housing project.
- 4.3.6 Oxfordshire will build on these innovative projects taking place to provide Affordable Housing in addition to S106 affordable housing delivery contributions.
- 4.3.7 The Deal will ensure maximisation of wider benefits for housing delivery – e.g. by supporting low carbon Modern Methods of Construction for grant funded sites.
- 4.3.8 This could also offer the potential to develop new affordable housing products tailored to Oxfordshire’s context, developing on the work agreed in the Deal Delivery Plan

4.4 TRAJECTORY AND TARGETS

- 4.4.1 Oxfordshire has identified an indicative pipeline of sites which could deliver additional affordable units across the county.
- 4.4.1 These schemes have been identified on the basis that they can start on site by 2021, that they meet the strategic needs of the Oxfordshire Growth Board and that they offer added value.
- 4.4.2 From this Oxfordshire, has established a delivery trajectory of homes, an indicative tenure split and indicative average grant rates per tenure for the Fund.

Table 1

Tenure and Split	2018/19	2019/20	2020/21	Total starts on site by 2021	Average Grant per unit
Total	148	464	710	1322	
Social Rent	49	272	383	704	£55,000
Affordable Rent	67	124	199	390	£40,000
Shared ownership	32	68	128	229	£25,000

- 4.4.3 The Oxfordshire Growth Board commits to the delivery of these targets and to developing detailed delivery programme. This will allow flexibility to vary tenure split as long as the overall target number of homes is met or exceeded, the total fund amount is spent by 2021 and average grant per tenure rates remain consistent. It will also allow flexibility to take account of opportunities arising (for example, the City Council will bid for additional HRA borrowing flexibility from 2019 once details of this opportunity are made available).
- 4.4.4 Similarly, HMG agrees that future discussions surrounding relevant flexibilities may take place as these opportunities arise.
- 4.4.5 For year one, a detailed programme will be set out by 31 March 2018. The programme for years 2 and 3 will be worked up in detail by 30 September 2018.
- 4.4.6 The phasing of payment to deliver this programme will be linked to achievement of delivery targets. The details of the delivery targets to be used for payments will be mutually agreed by 31 March 2018 as part of the detailed site submission for year one.

4.5 PARAMETERS

Grant Flexibilities and tenants' rights

- 4.5.1 The exact detail around the flexibilities and the specific elements of tenants' rights and ownership are to be agreed as part of the detailed site submission for year one, by 31 March 2018.

Grant Protection

- 4.5.2 Grant from the Homes England Affordable Homes Programme, Recycled Capital Grant Fund or retained Right to Buy receipts cannot be used for a unit that receives investment from the Deal, unless an exception is agreed between HMG and Oxfordshire at a later date.
- 4.5.3 Grant Recovery: Capital gained from the Right to Buy and staircasing of relevant Deal grant funded units can be used for replacement affordable housing units.
- Tenure must abide by the Homes England 'priority uses' in the Capital Funding Guide, unless permission is received for alternative use from Homes England.
 - The calculation of recoverable grant is the same, per tenure, as in Capital Funding Guide, Chapter 7, Grant Recovery for a Registered Provider
 - This calculated amount must be reinvested by the Housing Deal fund into a replacement unit of Affordable Housing within 3 years of its receipt, after which date unspent receipts will need to be repaid to Homes England.
 - Administrative allowances from events leading to capital receipt are at the same level as Chapter 7, Section 3.2.2 of the Capital Funding Guide (or the relevant section of the Guide at the time of the event)
 - The net amount proceeds after the calculated recovery sum can be spent as the Programme Board sees fit
- 4.5.4 The use of assets already owned by Oxfordshire Councils or partners for development of additional affordable homes will not be considered grant when looking at average grant calculations per unit.

- 4.5.5 Unit changes by developing existing assets will be calculated as the net change in Affordable Housing, rather than completions.
- 4.5.6 In order to be state aid compliant, transfers of Public Land to private companies must take place at best value for the proposed use.
- 4.5.7 Where units are purchased from a developer in addition to agreed S106 levels, the S106 information must be inputted into monitoring documents as nil grant S106 contributions to evidence the additionality of grant use. These units will not be included in average grant rate calculations.

4.6 HOUSING DELIVERY AND INNOVATION

- 4.6.1 Through the Deal, Oxfordshire partners and government are committing to work together to explore further opportunities to drive innovation in partnership, design and construction. This will seek to build on opportunities arising from major developments including the Northern Development Arc, Garden Towns at Didcot and Bicester, the West Oxfordshire Garden Village and the enterprise zones.
- 4.6.2 This will include exploration of the following:
- Stimulating the development/scale up and supporting the growth of a localised off-site modular housing construction industry through research, business support, commissioning and direct intervention in the market.
 - Increasing supply and delivery options through housing companies, direct services organisations and bespoke arrangements that will support increased supply in Oxfordshire
 - Developing a partnership between Universities and Councils for joint procurement/delivery of high quality, low carbon modular housing through housing companies, direct services organisations and bespoke arrangements
 - Developing an Oxfordshire Delivery Pathway approach to underpin collaborative working to increase pace of planning processes, develop streamlined planning processes, additional capacity using capacity funding
 - Supporting for low and medium volume house builders to grow and new entrants to enter the market by offering small site opportunities
 - Exploring opportunities to link to the One Public Estate programme to bring forward housing supply on public sector land
 - Working with government on measures to increase the build out of sites, including engagement with the Letwin review.

4.7 DELIVERY FUND CRITERIA

- 4.7.1 This section sets out the principles by which the proposed indicative programme was appraised and provides the starting point by which the detailed future investment programme will be determined.
- **Added Value**
 - Ensuring delivery of affordable housing that is in addition to that already in the development pipeline
 - The ability of the investment to unlock stalled or new schemes
 - **Deliverability** - ability to start on site by March 2021

- **Affordability** – ability of the proposed scheme to address identified affordability needs. This will be reflected in the tenure mix of the scheme and its location within the County.
 - **Value for Money Assessment**- agreeing average subsidy per unit for each tenure type.
- 4.7.2 A review of the available information about development sites will be undertaken considering a number of factors broadly in line with the Homes England Affordable Housing Programme criteria.
- 4.7.3 Where appropriate, priority will be given to schemes that not only match the core criteria but also those that promote the SME construction industry within the County and engender development of skills within the local work force.
- 4.7.4 The Housing Delivery Programme criteria set out in this section have been used to generate the indicative pipeline. These criteria will be further refined by the Oxfordshire Growth Board before final investment decisions are taken.

4.8 RISKS AND DEPENDENCIES

- 4.8.1 There are risks associated with the availability of building materials, availability of labour, planning system-related delays and other unexpected site issues. The Oxfordshire Growth Board will be expected to produce and manage a programme risk register as well as individual project risk maps.
- 4.8.2 Oxfordshire Authorities have identified potential schemes that demonstrate the ability to deliver 1,320 additional new homes. The Oxfordshire Growth Board will continue to develop a long list of sites as a ‘buffer’ should some of the sites on the current list prove problematic to bring forward for whatever reason.

5 Productivity and Growth

5.1 WORKSTREAM OVERVIEW

- 5.1.1 Productivity is an integral component of the Deal. It is central to delivering the vision for accelerated economic growth across Oxfordshire. The commitments set out in the Deal's productivity strand aim to deliver the key objectives of the Government's Industrial Strategy - to create an economy that boosts productivity and earning power in Oxfordshire and throughout the UK.
- 5.1.2 The Industrial Strategy White Paper sets out the five foundations for productivity:
- Ideas – *the world's most innovative economy*
 - People – *good jobs and greater earning power for all*
 - Infrastructure – *a major upgrade to the UK's infrastructure*
 - Business Environment – *the best place to start and grow a business*
 - Places – *prosperous communities across the UK*
- 5.1.3 Alongside these foundations, the White Paper identifies four grand challenges which the UK must address and harness to put the country at the forefront of the industries of the future:
- Artificial intelligence & the data economy
 - Future of mobility
 - Clean growth
 - Ageing society
- 5.1.4 Commitments have been made in a number of inter-related areas (business support, skills, international trade etc.) and work within the framework of Oxfordshire's recently refreshed Strategic Economic Plan, Skills Strategy and Innovation Strategy. They have also been informed by the findings of the recent Science and Innovation Audit (Oxfordshire Transformative Technologies Alliance SIA). Together, these will also form the foundations for the development of a Local Industrial Strategy which can enable Oxfordshire to achieve and maximise its economic potential.

5.2 OXFORDSHIRE'S APPROACH

- 5.2.1 Accessing and attracting investment to sustain and develop global leadership in critical emerging sectors which will have both UK and international impact for trade and investment growth, as we leave the EU.
- 5.2.2 Working with business in shaping and informing the long term skills needs of the Oxfordshire economy through increased employer leadership and engagement in the skills system to set out priorities and ensure clearer alignment between skills provision and business requirements.
- 5.2.3 Building a pathway for young people to develop the skills needed to capture opportunities in the emerging growth sectors of Oxfordshire and facilitating social mobility for those at risk of social exclusion.

- 5.2.4 Investing in emerging critical sectors which provides for technology and digital convergence (and, therefore, greater synergies and spill over opportunities) which can best deliver early mover adoption to the UK.
- 5.2.5 Creating ‘places’ which can support the translation of ideas, knowledge and innovation into transforming how local communities, urban centres and business locations function and interact. This could be through ‘Living Labs’.
- 5.2.6 Investing in the innovation ecosystem of Oxfordshire to accelerate commercialisation and technology transfer of world class research into industry.

5.3 WORKSTREAM DELIVERABLES

- 5.3.1 Development of a Local Industrial Strategy, which will provide a long-term vision for growth (based on robust evidence), to raise productivity and earning power and increased co-operation between national government, the private sector, local leadership and key institutions in Oxfordshire.
- 5.3.2 A Growth Hub that effectively supports businesses across Oxfordshire with the potential and ambition for high growth, extending the breadth and depth of support to businesses and start-ups and working with the Scale Up Institute to develop a world class programme which accelerates the growth potential of high performing SMEs to scale up, boosting business productivity, employment and economic growth.
- 5.3.3 Oxfordshire will develop a world class investor programme to build on its already strong international profile, with the aim of boosting inward investment and increase trade and exports.
- 5.3.4 Oxfordshire will seek to develop a fully integrated vocational pathway for young people into critical emerging sectors. To align skills provision and business requirements, this will be developed through engagement of local employers.
- 5.3.5 An updated investment strategy, agreed across partners, for Oxfordshire Enterprise Zones and local growth projects that maximises the opportunities to use revenue from EZ business rates growth to support new targeted local business rates incentives.
- 5.3.6 Agreement on proposals to move forward early land remediation at Harwell to enable the Campus continues to grow creating more jobs, commercial and technical accommodation and infrastructure (including housing).
- 5.3.7 Oxfordshire will work with industry to explore how emerging and agreed sector deals could be aligned with local plans and investment.
- 5.3.8 The implementation plan to take forward these strands under the deal is attached at Appendix 2.

6 Connectivity (including Cambridge-Milton Keynes-Oxford Corridor)

6.1 OVERVIEW

- 6.1.1 The development of the growth deal for Oxfordshire needs to be seen in the context of the emerging Oxford-Milton Keynes-Cambridge corridor. It is one of the first critical blocks being supported by Government to give life to the wider vision of a strategic growth corridor which can leverage the world leading assets, knowledge and science base located across the area.
- 6.1.2 The National Infrastructure Commission published its recommendations in November 2017 to support the growth potential of the corridor through to 2050 encompassing investments for housing, the economy and key infrastructure.
- 6.1.3 The government recognises the need, highlighted by the NIC's report, to build up to 1 million new homes in the area by 2050 to maximise its economic potential, starting with a housing deal with Oxfordshire to support and plan for the delivery of 100,000 homes by 2031, and working with Central and Eastern sections on commitments in 2018.
- 6.1.4 The November 2017 budget recommitted to delivering the next stage of the East-West Rail project from Bicester to Bletchley and Bedford. We anticipate Government publishing its decision on the preferred corridor for the Oxford to Cambridge Expressway in Summer 2018.
- 6.1.5 A joint working approach has been set up between the Ministry of Housing, Communities and Local Government (MHCLG) and Department for Transport (DfT) within government with the aim of providing an aligned government voice and clarity about how the different strands of corridor work will fit together. A cross-departmental policy board will also be established to provide high level, strategic co-ordination and direction to the development of the corridor vision.
- 6.1.6 Iain Stewart MP is confirmed as the 'champion' for the corridor and the Oxfordshire Growth Board partners, as well as the rest of the corridor councils, LEP's and Universities have been invited to work with HMG to secure this ambition.
- 6.1.7 In addition to this OxLEP, together with SEMLEP, Thames Valley Buckinghamshire LEP and the Cambridgeshire MCA are working together in identifying key building blocks to which can bring scale to the economic ambition for the corridor. Initial areas of work include:
- the transformation of the High Performance Manufacturing Technology cluster
 - capitalising on the world leading potential of the life sciences sector, building on the recently published Life Sciences Sector Deal
 - developing the corridor's global capability in space and satellite applications technologies which includes the largest cluster of sector business in Europe

6.1.8 The next steps fall under a number of headings which Oxfordshire partners are and will continue to engage with:

- Development of long-term corridor vision
- Implementation of housing deals
- Expressions of interest for those wishing to promote new locally led-garden towns
- Rail – implementation of next steps commitments for East West Rail
- Corridor choice - Oxford – Cambridge Expressway
- Local industrial Strategies
- Land value capture reform
- Export growth and attracting international investment into business and infrastructure

7 Governance and Accountability

7.1 OXFORDSHIRE GROWTH BOARD

- 7.1.1 Once approved by the constituent authorities, delivery of the Deal will be overseen by the Oxfordshire Growth Board. The Growth Board is a statutory joint committee of the 6 Oxfordshire Local Authorities, OxLEP and key strategic partners².
- 7.1.2 The Oxfordshire Growth Board provides a well-established and formal partnership framework and structure, to facilitate and enable joint working on economic development, strategic planning and growth and to deliver cross boundary programmes of work within government timescales - including agreeing the detailed contents of specific priorities, plans, projects and programmes. This has included effective delivery of the City Deal and Local Growth Deals, the Strategic Economic Plan and apportionment of unmet need in compliance with the Duty to Cooperate.
- 7.1.3 The Oxfordshire Growth Board will make all decisions on the use of the Deal grant funding agreed by Government as well as other funding for the purposes of this deal.
- 7.1.4 Recommendations to the Oxfordshire Growth Board on funding decisions and reporting on programmes will come from officer programme groups, via the Executive Officer and Chief Executive Groups reporting into the Oxfordshire Growth Board.
- 7.1.5 The terms of reference for the Oxfordshire Growth Board will be reviewed and amended by April 2018 to include oversight of the delivery of the Deal, to include:
- Prioritisation and allocation of funding from the Deal and from the accountable body to the body responsible for delivery of projects;
 - To approve and monitor the implementation of a detailed work programme for delivery of the Deal (including infrastructure, affordable housing funding, and capacity funding)
 - Oversight of a productivity programme to be delivered by OxLEP
 - Oversight of the joint statutory spatial plan work programme (recognising that the draft plan will subject to examination and that the adoption of the plan will require decision by each constituent council at the end of the process)
 - Establishment of Workstream Governance Groups for Infrastructure Funding and Affordable Housing, and the establishment of a Joint Statutory Spatial Plan Project Board to guide the preparation of the JSSP.
- 7.1.6 Following the Oxfordshire Growth Board agreement of the work programmes, the resulting commitments to be undertaken by each authority for delivery of the Deal would be agreed by each of the constituent councils.

² The Oxfordshire Growth Board is a Joint Committee under s101 (5), 102 Local Government Act 1972 and s9EB Local Government Act 2000 and pursuant to the Local Authorities (Arrangement for the Discharge of Functions) (England) Regulations 2012.

7.2 ACCOUNTABLE BODY

- 7.2.1 The accountable body for the Oxfordshire Growth Board is Oxfordshire County Council which will provide Section 151 and Monitoring Officer roles to the Committee. In addition, if the County Council is successful in its Housing Infrastructure Fund (HIF) bid/s, this will enable all funding to be managed as an overall programme.
- 7.2.2 It is proposed that Oxfordshire County Council holds any unspent grant at the end of each financial year for use in the following financial year.
- 7.2.3 In terms of being the accountable body, this means that Oxfordshire County Council will:
- ensure funding is received from Government and return any funding to Government if required
 - hold the funds (including interest earned on sums held)
 - ensure recommendations to the Oxfordshire Growth Board on schemes to be funded are in accordance with grant conditions
 - pay out the funds to the body delivering schemes as agreed by the Oxfordshire Growth Board
 - ensure funding agreements are in place for the delivery of workstreams, including all councils and OxLEP
 - provide regular monitoring reports to the Oxfordshire Growth Board & MHCLG/Homes England
 - ensure the Oxfordshire Growth Board puts in place an agreement for how to deal with unspent grant that is required to be returned to Government
 - Ensure that the Oxfordshire Growth Board puts into place an agreement for how to deal with grant that has already been spent be is required to be repaid, if Government makes a decision to clawback funding for misuse of funds
 - where possible, use cash flow to allow the Oxfordshire Growth Board to agree schemes in excess of the grant funding expected for the year
- 7.2.4 For clarity, in terms of the accountable body status, Oxfordshire County Council:
- does not make decisions on use of the funding received
 - does not determine which schemes are undertaken
- 7.2.5 As set out in the Assurance Framework, An MoU will need to be put into place to manage financial risks amongst the constituent authorities for the Deal.
- 7.2.6 Housing delivery will be measured based on the Annual Monitoring Report processes for Local Plans. Following the completion of a financial year in March, an indicative figure will be reported by the end of the September of the subsequent financial year. A final figure will be reported by the end of December.
- 7.2.7 Oxfordshire Partners commit to developing a monitoring mechanism that measures performance against an agreed Value for Money threshold and takes account of houses directly attributable to the Deal. This will be developed during the course of the first year, and applied from Years 2 – 5 to better reflect progress against projected housing trajectory, providing MHCLG with assurance on the Value for Money the Deal is delivering.

7.3 INFRASTRUCTURE FUNDING PAYMENTS

- 7.3.1 The Infrastructure Delivery Programme will be managed by a Programme Board reporting to the Oxfordshire Growth Board. The Oxfordshire Growth Board will agree the 5-year programme on an annual basis receiving quarterly progress reports which will include escalated risks and issues. HMG and Homes England will be invited to any relevant progress meetings and will be sent copies of the quarterly progress reports.
- 7.3.2 Infrastructure Funding will be received from Government at the start of each financial year according to the profile outlined in the table below. This would take place once each annual programme has been agreed with Homes England.
- 7.3.3 Oxfordshire agree to work with Homes England and HMG to develop a detailed sites programme of Year 1 of the Infrastructure Delivery Programme and an indicative programme for Years 2 – 5 by 31 March 2018. More detailed assessment of the Years 2 – 5 of the programme, including a detailed plan for Year 2, will take place during Quarters 1-2 of 2018/19 for agreement with Homes England and MHCLG in September, followed by formal signoff by the Oxfordshire Growth Board in Quarter 3 of 2018/19. The following years will be approved through the same timetable. This will ensure the Infrastructure Delivery Programme has taken account of any changes required to reflect current market conditions.
- 7.3.4 With the exception of funding for 2018/19, payment will be received after 1 April each financial year. For 2018/19, an initial payment of £15m will be made during April 2018 with a further £15m during September 2018. This phasing is to ensure that targets can be achieved during the earlier stages of the Deal. Spend profiles will be agreed on an annual basis with Homes England., and will be monitored on a quarterly basis. It is proposed that any unspent funding at the end of each financial year is retained for use in the following financial year, subject to agreement with HMG.
- 7.3.5 The early years of the programme have a higher proportion of design and other revenue funding requirements. This is reflected in the weighting of the split towards revenue in Years 1 and 2 of the financial spend.

Year	Funding payments	Capital Split	Revenue Split
1 April 2018	£15m	£4m	£11m
1 September 2018	£15m	£15m	
1 April 2019	£30m	£26m	£4m
1 April 2020	£30m	£30m	
1 April 2021	£30m	£30m	
1 April 2020	£30m	£30m	
Total	£150m	£135m	£15m (10% of total)

7.4 AFFORDABLE HOUSING FUND

- 7.4.1 The fund will be managed by a Programme Board reporting to the Oxfordshire Growth Board. The Oxfordshire Growth Board will agree the programme on an annual basis with quarterly reports on progress.
- 7.4.2 A project team is required to be funded from strategic housing delivery element of the capacity fund and will be responsible for working with the Oxfordshire authorities to develop the delivery programme and enable sites to come forward. Responsibility for State Aid compliance will ultimately sit with the accountable body and the accountable body will advise on State Aid issues. The delivery bodies will, by way of the funding agreement, be required to provide evidence to demonstrate compliance with State Aid.
- 7.4.3 Oxfordshire partners will set out the process by which schemes will be assessed and funding decisions made by 31/03/18.
- 7.4.4 If there are opportunities which arise the Oxfordshire Growth Board can decide to review the programme to take advantage of those.
- 7.4.6 The phasing of payments for the affordable housing fund is as follows.

Year	Payment (£)
2018/19	£6.5m
2019/20	£21.5m
2020/21	£32m

- 7.4.5 Regular review points will be agreed with Homes England to review delivery against agreed programme and quarterly monitoring and assurance that there is differentiation / no displacement from Homes England programme funding. The information that will be used to monitor the programme is set out at Appendix 3.

7.5 JOINT STATUTORY SPATIAL PLAN

- 7.5.1 The JSSP will be prepared under Section 28 of the Planning and Compulsory Purchase Act 2004 which enables 2 or more local planning authorities to agree to prepare a joint Local Plan.
- 7.5.2 The Oxfordshire Growth Board will monitor progress on the JSSP, and approve its budget, reviewing the achievement of milestones as part of an annual review.
- 7.5.3 A Joint Statutory Spatial Plan Project Board will be established to guide the preparation of the JSSP.
- 7.5.4 The officer structure under the Oxfordshire Growth Board will be developed and will include a specific Project Team for the JSSP, and support for delivery.

7.6 PRODUCTIVITY

- 7.6.1 This element of the deal work will be led by OxLEP officers. Progress against the implementation plan will be reported quarterly to OxLEP Board and the Oxfordshire Growth Board.
- 7.6.2 Progress against the implementation plan will be reviewed at quarterly meetings between officers from OxLEP and the Department for Business, Energy and Industrial Strategy / Local Growth and Cities Unit.
- 7.6.3 In line with other elements of this deal, funding for the productivity workstream will be paid to Oxfordshire County Council as accountable body for the Oxfordshire Growth Board.

8 Capacity Funding

8.1 Government commit to up to £5m resource funding to boost capacity to get a joint plan in place and support housing delivery as follows:

Joint Statutory Spatial Plan	£2.5m
Housing Delivery	£1.5m
Feasibility Work	£1m

8.2 JOINT STATUTORY SPATIAL PLAN

8.2.1 Expected elements of the proposed deal will be for the Oxfordshire Authorities to submit a full suite of Local Plans by April 2019 and work towards a joint statutory spatial plan for submission by April 2020. This is an ambitious timescale for a lengthy and complex project and will require additional resources and capacity to deliver alongside work currently being undertaken on local plans across the Districts. The Oxfordshire JSSP would provide the means to pilot an approach to help inform government policy on strategic planning and result in learning that could be applied elsewhere in the Country.

8.2.2 The capacity requirements for the project fall into three main categories:

- The joint project team (including project management, planning policy expertise accommodation, IT support)
- Developing the evidence base including specialist consultant advice and expertise, legal advice and transport modelling
- Consultation, examination and adoption costs.

8.2.3 £2.5m capacity funding will support capacity for staff, specialist expertise and developing a joint evidence base, including transport modelling required for development of this new JSSP.

8.2.4 This funding will be used to help resource the activities that will facilitate the production of the statutory plan to the identified timescales and milestones to be completed for submission to Government for examination in March 2020³.

^{3 3} As noted earlier above (p13), in relation to the review of HMG deliverables July 2018

- 8.2.5 The proposed funding will support the establishment of a joint project team with project management and planning policy expertise. Capacity funding will also allow the development of a joint evidence base to support the plan.
- 8.2.6 The additional funding will enable work on the JSSP to be done in parallel with the submission of the current round of individual Local Plans which plan up to 2031 or 2036. This will allow the JSSP's ambitious timescales to be met.

8.3 STRATEGIC HOUSING DELIVERY

- 8.3.1 Delivery of the Deal will require us to plan for the challenge of bringing forward sites ranging from large development schemes at Garden Town and village scale, to ex-Ministry of Defence sites and new urban extensions. Our focus is not just on strategic planning but also on strategic delivery and developing innovative models of working with partners and the development industry to accelerate delivery of our housing commitments.
- 8.3.2 In addition, the capacity funding will support effective management, delivery and monitoring of the Affordable Housing Fund including programme management, financial and enabling support.
- 8.3.3 An increased role for councils in establishing new partnerships and the delivery of an ambitious affordable housing programme and strategic coordination of activity across the county will require additional capacity and resources within the planning, legal, property and housing delivery project teams.
- 8.3.4 The funding will support Oxfordshire partners' activity to increase supply and delivery options for affordable housing through local housing companies, direct services organisations and bespoke joint venture partnership arrangements and specialist housing models.
- 8.3.5 £1.5m capacity funding will be used to secure project management capacity and specialist expertise to support these delivery activities, including:
- Resourcing the Affordable Housing Fund programme management, finance and enabling support
 - Development Management Planners
 - Strategic Implementation planners
 - Urban Design specialists
 - Landscape design specialists
 - Additional Transport and Highways specialists
 - Strategic Housing/affordable housing delivery specialists
 - Surveying/Viability support
 - Drainage/Ecology/Sustainability specialists
 - Community development capacity
 - Dedicated consultation, engagement and communications resource and capacity
 - Additional legal support
 - Design Review and design support
 - Sector Investigations and advice to support development of local off-site construction approach

8.4 FEASIBILITY FUNDING

8.4.1 £1m of capacity funding will be used to support infrastructure feasibility investigations and testing. This will ensure on-going site supply investigations can be undertaken or, where opportunities for previously unanticipated sites comes forward, that there is funding for any feasibility investigations to be undertaken by the partners. This would include feasibility testing of non-OxIS sites and any other Infrastructure Delivery Programme costs.

8.4.2 In addition, we will update and maintain the OxIS to match new growth scenarios. OxIS provides all Oxfordshire partners with a detailed infrastructure framework that can be used to prioritise infrastructure investment and support future funding bids to secure investment in the infrastructure which it has identified. By being comprehensive, it provides Government and its Agencies a clearer insight into how infrastructure investment will support planned growth and provide a basis for future growth in Oxfordshire.

8.5 CAPACITY FUNDING PROFILE

8.5.1 The spending profile for the Capacity Fund is as follows:
3 Year Breakdown (£5.0m)

Capacity Funding	2017/18	2018/19	2019/20
JSSP (£2.5m)	£200,000	£1,200,000	£1,100,000
Strategic Delivery Capacity (£1.5m)	£200,000	£650,000	£650,000
Feasibility (£1m)	£110,000	£480,000	£410,000
Total Spend	£0.5m	£2.5m	£2m

8.5.2 It is proposed that this is paid to Oxfordshire County Council as a revenue grant to the following timescales:

January 2018/on agreement of delivery plan	£0.5m
1 April 2018	£2.5m
1 April 2019	£2m

9 Appendix 1 – LEP Delivery Table

Deal element	1. Local Industrial Strategy
Summary of outline deal agreement	Oxfordshire will begin the development of an ambitious local industrial strategy, alongside partners in the Cambridge-Milton Keynes-Oxford corridor. They will also develop a shared strategic vision for the CaMKOx with local partners across the corridor.
Outcomes	<ul style="list-style-type: none"> - A long-term vision for growth (based on robust evidence) to raise productivity and earning power. - Increased co-operation between national government, the private sector, local leadership and key institutions in Oxfordshire.
Milestones	By March 2019 – First wave of Local Industrial Strategies agreed.

Actions / Outputs				
	Oxfordshire Lead	HMG Lead	Timeline	Progress
A local industrial strategy for Oxfordshire				
Oxfordshire / HMT meeting to discuss the local industrial strategy process.	Nigel Tipple / Ahmed Goga	Kate Jones (BEIS)	January 2018	
A strategic vision for the corridor				
Oxfordshire / partners across the corridor / HMT meeting to discuss local industrial strategy process.	Nigel Tipple	Kate Jones (BEIS)	January 2018	In progress

Deal element	2. Business Support
Summary of outline deal agreement	Government will work with Oxfordshire to develop their Growth Hub to deliver quality driven targeted support, sector advice to increase SME market penetration and to accelerate scale up of high growth companies. Government will continue to provide core funding to OxLEP for the Growth Hub until 2022.
Outcomes	- A Growth Hub that effectively supports scale-ups and those businesses with the potential and ambition for high growth, boosting business productivity and economic growth.
Milestones	- Jan 2018 - HMG will confirm the process for allocating core Growth Hub funding.

Actions / Outputs				
	Oxfordshire Lead	HMG Lead	Timeline	Progress
HMG will work with Oxfordshire's to develop its Growth Hub to support local businesses				
HMG and Oxfordshire to undertake a Growth Hub co-design planning session.	Nigel Tipple / Ahmed Goga	Karen Leigh (BEIS)	Jan/Feb 2018	

Deal element	3. International Trade
Summary of outline deal agreement	Oxfordshire will work with the Department for International Trade to build on its already strong international profile, with the aim of boosting inward investment and exports. Oxfordshire will also work with local partners across the Cambridge-Milton Keynes-Oxfordshire corridor to develop this work.
Outcomes	- A strengthened service to attract inward investment in Oxfordshire
Milestones	March 2019 - Oxfordshire local industrial strategy finalised.

Actions / Outputs				
	Oxfordshire Lead	HMG Lead	Timeline	Progress
A programme to boost Oxfordshire’s international profile.				
Oxfordshire / HMG meeting to discuss as part of the local industrial strategy process.	Sebastian Johnson	Richard Colley / Naisha Polaine / Ben Raby (DIT)	February/March 2019	

Deal element	4. Skills
Summary of outline deal agreement	As part of Oxfordshire’s work to develop its local industrial strategy, DfE and Oxfordshire will work together to identify the specific skills needs that Oxfordshire faces, and encourage local providers to align their provision to address these needs.
Outcomes	- TBC
Milestones	March 2019 - Oxfordshire local industrial strategy finalised.

Actions / Outputs				
	Oxfordshire Lead	HMG Lead	Timeline	Progress
An analysis of the Oxfordshire’s skills need and of support for Oxfordshire.				
TBC	Ahmed Goga / others?	Maria Meyer-Kelly (DfE) / Ben Dixon (MHCLG, C&LGU)	TBC	

Deal element	5. Enterprise Zones
Summary of outline deal agreement	Government will continue to look at ways of attracting further investment and expansion of the Science Vale and Didcot Enterprise Zones.
Outcomes	<ul style="list-style-type: none"> - Government and local partners have agreed an updated investment strategy for the Enterprise Zone and local growth projects that maximises the opportunities to use revenue from EZ rates uplift to support targeted local business rates incentives. - Local partners, South Oxfordshire District Council and Vale of White Horse District Council, have a long-term strategy to use local business rates incentives and flexibilities to attract further investment.
Milestones	From April 2018 - Investment strategy and local rates policy

Actions / Outputs					
	Oxfordshire Lead		HMG Lead	Timeline	Progress
Review EZ investment strategy as part of the development of Oxfordshire's local industrial strategy					
Oxfordshire / HMG meeting to discuss as part of the local industrial strategy process.	Nigel Tipple / Goga	Ahmed	Ed Chapman (MHCLG) Kate Jones (BEIS)	March 2019	

Deal element	6. Harwell Land Remediation
Summary of outline deal agreement	Government will review the options available to accelerate the decommissioning programme for the Harwell site by June 2018.
Outcomes	- Harwell continues to grow creating more jobs, commercial and technical accommodation and infrastructure (including housing).
Milestones	By June 2018 – options assessed to accelerate the Harwell decommissioning programme.

Actions / Outputs				
	Oxfordshire Lead	HMG Lead	Timeline	Progress
An assessment of the options to accelerate the Harwell decommissioning programme.				
First draft of business case		Steven Moss (UKEAEA) / Achilleas Mavrellis (BEIS)	January 2018	
Meeting with key stakeholders / HMG	Ahmed Goga / Harwell (TBC)	Jenny Scattergood / Achilleas Mavrellis (BEIS)	February / March 2018	
Submission to NDA		TBC (NDA) / Jenny Scattergood (BEIS)	April 2018	
Assessment of options to accelerate land remediation at Harwell.	Ahmed Goga / Harwell (TBC)	Jenny Scattergood / Achilleas Mavrellis (BEIS)	June 2018	

Deal element	7. Sector Deals
Summary of outline deal agreement	<p>Oxfordshire will work with industry to explore how emerging sector deals could be coordinated with local plans and investment. Including on-going discussions with the following sectors:</p> <ul style="list-style-type: none"> • Creative Industries • Nuclear • Robotics & Autonomous Systems • Space <p>Government commits to exploring with Oxfordshire how the life sciences sector deal could further support the growth of Oxfordshire’s life sciences cluster.</p> <p>Oxfordshire will also have the opportunity to work with industry on further phases of any sector deals which complete an initial package.</p>
Outcomes	<ul style="list-style-type: none"> - Oxfordshire and industry identify a number of emerging and agreed sector deals could be aligned with local plans and investment. - Life sciences sector deal support the growth of Oxfordshire’s Life Science cluster.
Milestones	<ul style="list-style-type: none"> - TBC

Actions / Outputs				
	Oxfordshire Lead	HMG Lead	Timeline	Progress
Oxfordshire to work with industry to explore how agreed and emerging sector deals could be coordinated with local plans and investment.				
Engage with the Creative Industries policy and sector leads	Ahmed Goga	Helen Warren (DCMS) / Oliver Rooke (BEIS)	February / March [TBC]	
Engage with the Nuclear policy and sector leads	Ahmed Goga	Matthew Clarke (BEIS) / Joanne Leavesley (BEIS)	February / March [TBC]	
Engage with the Robotics & Autonomous Systems policy and sector leads	Ahmed Goga	Oscar Lee (BEIS) / Louis Barson and Yi Luo (BEIS)	February / March [TBC]	
Engage with the Space policy and sector leads	Ahmed Goga	Stuart Walters (BEIS) / Robert Waters (BEIS)	February / March [TBC]	
Government to explore how the life sciences sector deal could further support the growth of Oxfordshire’s life sciences cluster.				
Oxfordshire / HMG meeting to discuss as part of the industrial strategy	Ahmed Goga	Oscar Lee (BEIS) / Louisa Elias-Evans	February / March [TBC]	

process				
Oxfordshire will work with industry on further phases of any sector deals which complete an initial package				
TBC	TBC	TBC	On-going	

11 Appendix 3 – Oxfordshire Housing and Growth Deal – Assurance Framework

11.1 PURPOSE OF THE ASSURANCE FRAMEWORK

11.1.1 This section sets out our Assurance Framework for the management of risks and explains the governance framework in place to support our operations and decision making. It is important that stakeholders are clear as to how decisions are made, projects are planned and resources are controlled and that is the purpose of the assurance framework.

11.1.2 The Oxfordshire Growth Board (OGB) is committed to developing and implementing an assurance framework that will provide a systematic and consistent delivery monitoring approach and this document will be used by the Board Partners, the officer Management Team, our accountable body and HM Government to identify, monitor and evaluate strategic risks to funded projects. An assurance framework is a structured means of identifying and mapping the main sources of assurance within the Oxfordshire Growth and Housing Deal and coordinating them to best effect. It also allows our accountable body, Oxfordshire County Council, to ensure we have adequate controls in place over the use of public funds and are complying with them.

11.1.3 The purpose of this document is to provide assurance to all involved in programme, project delivery and the management of strategic and operational issues, as well as all our stakeholders, that:

- governance is in place for delivering growth and housing deal programme through the Oxfordshire Growth Board delivery structures;
- effective programme and project management tools are being used to improve decision making;
- approved Financial Regulations and Schemes of Delegation are in place and are complied with;
- risks are captured according to agreed processes, are regularly monitored and reviewed to ensure the mitigation is effective;
- resources are appropriate which will allow the partners within the ambit of the implementation of the Oxfordshire Housing and Growth Deal to carry out their obligations effectively; and ensure that
- all members and partners are informed of all decisions and updates accordingly.

11.2 THE OXFORDSHIRE GROWTH BOARD

11.2.1 The Oxfordshire Growth Board is a joint committee of the six councils of Oxfordshire together with key strategic partners and OxLEP. It has been set up to facilitate and enable joint working on economic development, strategic planning and growth. It does this by overseeing the delivery of projects that the councils of Oxfordshire are seeking to deliver collaboratively in the fields of economic development and strategic planning. It also oversees all the projects agreed in the Oxfordshire Growth and Housing Deal, Oxfordshire City Deal and Local Growth Deals that fall to the councils, working collaboratively,

to deliver and has an overall responsibility to manage these programmes of work alongside OxLEP. Finally, it also exists to advise on matters of collective interest, seek agreement on local priorities and influence relevant local, regional and national bodies.

11.2.2 The Oxfordshire Growth Board meetings are open to the public, who are encouraged to participate, and all agendas and minutes publicly available via the web site.

11.3 THE OXFORDSHIRE GROWTH AND HOUSING DEAL

11.3.1 The key work strands and overall Deal delivery programme has been described in detail in this delivery document and do not need to be re-rehearsed here save for recognizing the key areas of activity under the deal:

- Infrastructure delivery
- Affordable Housing programme and accelerated housing delivery linked to infrastructure investment
- Joint Statutory Spatial Plan/Bespoke Planning Freedoms and Flexibilities
- Productivity

11.3.2 The assurance framework will be the mechanism and process for ensuring the oversight and reporting of performance against the delivery plan targets by the Oxfordshire partners.

11.4 METHODOLOGY FOR MANAGING AND MONITORING THE DEAL DELIVERY PROGRAMME

11.4.1 A strategic programme and project management approach will be used to manage the overall growth and housing deal programme on behalf of the OGB. This overall approach will be established upon formal agreement of the delivery plan and implemented in detail within individual workstreams over the initial months of the deal programme. A formal project and risk management approach will be followed for each programme and project

11.4.2 The delivery plan programme sets out the outcomes that the deal is seeking to deliver

11.5 METRICS FOR DEAL DELIVERY

11.5.1 The delivery plan sets out the metrics that will be monitored for each workstream area and reported on to give assurance that deal delivery is meeting performance expectations.

11.5.2 To ensure that the deal achieves its targets and represents value for money, government will hold Oxfordshire to account using three key measures:

- Finance committed to infrastructure projects - We expect Oxfordshire to spend the full £30m per annum investment on projects which will maximise delivery of new homes.

- New housing completions delivered via the infrastructure funding and housing starts for affordable homes - we expect the indicative milestones for housing completions/starts each year to be achieved.
- Progress towards a joint statutory spatial plan (JSSP) - Oxfordshire have committed to producing and adopting a JSSP covering all 5 district councils by 2021.

11.5.3 If this investment is not being spent for the agreed purposes, or is being spent inappropriately or not at all, government may seek to review future investment.

11.6 DEAL MILESTONES

11.6.1 The delivery targets assume delivery against the following trajectories for annual milestones. However, the Oxfordshire authorities will not directly build the homes which comprise the delivery figures released by the infrastructure fund, and exceptional circumstances beyond the Oxfordshire Partners' control - such as economic downturn, adverse market conditions or other uncontrollable factors - will be taken into account if they affect ability to achieve the milestones in full for each year.

11.6.2 The Deal's review and reporting schedule (see below) will ensure that progress is being monitored on a regular and sustained basis.

Year	JSSP progress		Homes built/starts on site	
	Action	Deadline	Homes built £150m flexible infra fund	Starts on site £60m affordable homes fund
18/19	Statement of common ground	1 April 2018	414	148
	Project board established	31 July 2018		
19/20	All local plans submitted for examination	1 April 2019	1,215	464
	Draft JSSP published for consultation	30 Oct 2019		
	Submission of JSSP	31 March 2020		
20/21	JSSP adopted, subject to examination	31 March 2021	1,655	710
21/22	JSSP now Adopted	n/a	1,823	n/a
22/23	JSSP now Adopted	n/a	1,442	n/a
TOTALS			6,549	1,322

11.7 HOMES ENGLAND’S ROLE

Homes England will be responsible for QA and analysis of the housing figures at both quarterly and annual review meetings. Oxfordshire will present a report to HMG before each meeting on progress/issues (exact format to be agreed between Homes England, HMG and Oxfordshire). Homes England will continue to sit on and attend the Oxfordshire Growth Board meetings And Executive Officer Group, and will be able to provide regular, informal feedback to HMG on the status of the deal, should it be required. Homes England will provide assurance to avoid any double counting – eg: homes delivered through the deal affordable housing fund, also being funded via existing government housing programmes such as HIF, AHP etc. - to avoid any reporting errors or duplication. Homes England would sit on the JSSP delivery board to offer support.

11.8 DEPARTMENT FOR TRANSPORT’S ROLE

DfT retain a keen interest in the development of the deal, due to their role in maintaining oversight of the strategic transport network and in the cumulative impact of works on transport networks. DfT will play an active role in the Homes England review meetings. Homes England will feed back on any relevant transport developments as part of their regular engagement on the deal. DfT will raise any issues with Homes England or MHCLG as they see fit.

11.9 PROCESS AND TIMINGS

- Annual review meetings for Oxfordshire, HE, MHCLG and DFT will be held each March from 2019 onwards (until 22/23) to review previous year and agree site specific locations for delivery in the next year.
- These meetings will be used to decide whether payments have been spent properly, and whether to release the next payment tranche.
- Additional quarterly meetings between Oxfordshire and HE will be held, to review progress on the JSSP, housing numbers and delivery on the affordable homes.
- Progress is monitored and funding released for the current financial year based on meeting the milestones for the previous year - e.g. March 2019 review will monitor Oxon against 18/19 targets.
- Generally, for the £150m infrastructure fund there will be one tranche of funding, to be released in early April, for the year ahead. In the first year of the deal (18/19) there will be two tranches of £15m, released in April and September 2018, dependent on progress of JSSP milestones (subject to Government deliverables being met).
- Funding will be contingent on targets as above – ie: appropriate annual investment spend; JSSP milestones achieved; housing delivered via infrastructure fund; affordable housing starts.
- Year 1 infrastructure funding (£30m for 18/19) will be released in April 2018, following the agreement of the Delivery Plan and a “light touch review” of Year

1 site information by Homes England, subject to that being supplied by Oxon partners.

- Tranche two, scheduled for September 2018, will be contingent on the completion of the two JSSP milestones for 18/19 (subject to Government deliverables being met).
- There will be a final annual review in 23/24 to ensure 22/23 figures have been met.
- Homes England will quality assure housing site information provided by Oxon partners. Details of that process will be agreed with Oxfordshire by April 2018.
- For future years Homes England will review the Delivery Plan during December/ January for the following financial year draw-down.
- Opportunities for evaluation should be explored between HMG, Oxfordshire, and Homes England.

11.10 POTENTIAL CONSEQUENCES OF MILESTONES NOT ACHIEVED

- Failure to achieve milestones will result in deal being reviewed and potentially further payments could be withheld.
- Should any council not approve the JSSP for submission, this may result in cancellation of subsequent stages of the deal (and cessation of further investment).
- Claw-back of funding will be in the event of financial mismanagement/inappropriate spending.

11.11 REVIEW AND REPORTING PERIODS/INTERVALS – ASSURANCE ON THE DELIVERY PLAN

- 11.11.1 The deal delivery programme will be reviewed every 6 months and the programme or any agreed revisions to it confirmed each year by the OGB. An annual report on overall deal delivery progress against the plan will be submitted to the OGB and then to HMG as part of the assurance process.
- 11.11.2 Performance reporting on the key workstreams will be established as part of the new governance arrangements for each workstream. Individual on-going workstream performance monitoring and reporting will be overseen by OGB and shared with HMG on an agreed frequency (6 monthly).

11.12 RISK REGISTERS

- 11.12.1 A strategic risk register will be prepared for the overall Growth Deal Programme. Separate risk registers will also be put in place and maintained for each workstream. Risk registers will be updated monthly. Reporting on performance and risks will be by agreed exception to the Oxfordshire Executive Officer Group and the OGB on not less than a quarterly basis.

11.13 GOVERNANCE OVER ASSURANCE REPORTING AND AUDITING

- 11.13.1 The OGB will be responsible for assurance reporting to HMG. Oxfordshire County Council as accountable body will have overall responsibility for the financial component of the annual assurance report. The OGB annual assurance report will be audited by Oxfordshire County Council's audit and assurance team.

11.14 CONFLICTS OF INTEREST

- 11.14.1 The OGB partner authorities all maintain policies on the declaration of conflicts of interest.

11.15 GIFTS AND HOSPITALITY

- 11.15.1 The OGB partner authorities maintain policies on the accepting and offering of gifts and hospitality.

11.16 FREEDOM OF INFORMATION

- 11.16.1 Information held by the OGB and the partners' work of delivering the Oxfordshire Growth and Housing Deal is (as applicable) subject to the Freedom of Information Act 2000, the Environmental Information Regulations 2004, and 2018 General Data Protection Regulations.

11.17 ANTI-FRAUD AND CORRUPTION/ANTI-BRIBERY

- 11.17.1 Dealing with public money requires the highest levels of financial probity and accountability. OGB through the accountable body (Oxfordshire County Council) and the relevant workstream delivery partner will maintain a robust system of financial control, monitoring and reporting to ensure transactions are transparent and scrutinised. Each partner has their own system of reporting any concerns in relation to financial transactions.

11.18 AUDIT AND ACCOUNTS

11.18.1 Due to the nature of the work that will be undertaken, the majority of the transactions relating to project work are carried out by OCC as our accountable body. Spend incurred by OCC and funds drawn down on behalf of OGB will be included in their annual statement of accounts, published by May each year.

11.19 RISK MANAGEMENT

11.19.1 All of the activities of OGB in taking forward the implementation of the Growth and Housing Deal are affected by risk to a greater or lesser degree, and it is the responsibility of the Board to ensure those risks are managed effectively.

11.19.2 The OGB is developing a risk management approach for all Growth and Housing Deal workstreams and will capture the risks at a strategic and operational level in risk registers. Risk registers will be agreed at the outset of project and programme initiation and an overall strategic risk register will be maintained by each workstream lead.

11.19.3 Whilst ultimately the OGB is responsible for the management of risk, the overall senior lead officer and workstream leads are responsible for ensuring the risk management process operates effectively. They will make sure operational risks are reviewed on a regular basis by the Deal Senior Management Team and the strategic risks are reviewed by the OGB. Any significant operational or strategic risks would be highlighted to the Board to ensure they remain fully informed.

11.19.4 A memorandum of understanding will be developed by the authorities participating in the Deal to set out arrangements and responsibilities between the authorities to manage financial risks in the event that one or more partners withdraw from the Deal; or targets are not achieved potentially resulting in future payments withheld. A dispute resolution process will also be set out. This agreement will be in place by 31 March 2018 before the first tranche of funding for infrastructure and affordable housing programmes are received.

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Appendix 3 - Oxfordshire Housing and Growth Deal: Equalities Impact Assessment

Date of Initial assessment:	Key Person responsible for assessment:	Date assessment commenced:
<p>2. Background:</p> <p>Give the background information to the policy and the perceived problems with the policy which are the reason for the Impact Assessment.</p>	<p>The Oxfordshire Housing and Growth Deal (the Deal) is an agreement between the Oxfordshire Growth Board and Government to:</p> <ul style="list-style-type: none"> • accelerate the delivery of planned housing by the provision of necessary infrastructure • provide additional affordable homes • complete a Joint Statutory Spatial Plan (JSSP) • enhance the economic productivity of the county by additional investment <p>The Deal is a high level indicative framework for delivery and each part of the deal will be subject to a full equality impact assessment as part of its consideration and if applicable completion. For example;</p> <ul style="list-style-type: none"> • All infrastructure projects will undergo an assessment process including planning permissions that will require consideration of the impacts of the development. • All additional affordable housing secured through the Deal will have an EqIA as part of the project. In addition the allocation of additional AH will be subject to agreed allocations policies that will have formal EqIA carried out. • The completion of the JSSP will have a full EqIA completed as part of the required Statement of Community Involvement (SCI) • All grants and other initiatives secured through the Productivity strand of the Deal will also be subject to EqIA as part of their approval process. 	
<p>3. Methodology and Sources of Data:</p>		

<p>The methods used to collect data and what sources of data</p>	<p>N/A at this stage- to be detailed in the individual EqlA for each project</p>
<p>4. Consultation</p> <p>This section should outline all the consultation that has taken place on the EIA. It should include the following.</p> <ul style="list-style-type: none"> • Why you carried out the consultation. • Details about how you went about it. • A summary of the replies you received from people you consulted. • An assessment of your proposed policy (or policy options) in the light of the responses you received. • A statement of what you plan to do next 	<p>All strands of the Deal will include as part of their EqlA detail on how relevant parties will be consulted. For example</p> <p>All infrastructure projects will comply with statutory requirements for consultation as part of the planning/approval processes</p> <p>All affordable housing will be secured through the planning process and be subject to the relevant consultation requirements. Once secured any allocation of the additional affordable housing will be subject to an agreed policy that will include a full EqlA as part of its development.</p> <p>The production of the Joint Statutory Spatial Plan will be governed by a Statement of Community Involvement (SCI) that will set out the consultation framework for the Plan.</p> <p>Consideration of appropriate consultation will be part of the Productivity approval process</p> <p>All consultations will be summarised and their impacts fed back into the consideration of the individual projects concerned</p>

<p>5. Assessment of Impact: Provide details of the assessment of the policy on the six primary equality strands. There may have been other groups or individuals that you considered. Please also consider whether the policy, strategy or spending decisions could have an impact on safeguarding and / or the welfare of children and vulnerable adults</p>	<p>Race Neutral</p>	<p>Disability Neutral</p>	<p>Age Neutral</p>
	<p>Gender reassignment Neutral</p>	<p>Religion or Belief Neutral</p>	<p>Sexual Orientation Neutral</p>
	<p>Sex Neutral</p>	<p>Pregnancy and Maternity Neutral</p>	<p>Marriage & Civil Partnership Neutral</p>
	<p>It is not possible at this stage to accurately measure the impact of the Housing and Growth Deal upon specific groups. Two things should be noted</p> <ol style="list-style-type: none"> 1. The Deal brings additional resources to the county, predicated upon the completion of certain agreed delivery milestones. Whilst the Deal has a quantitative aspect – the payment according to the achievement of milestones – these are, for the delivery of infrastructure and affordable housing, indicative milestones that will be subject to further consideration and amendment. Once the projects are established and the project detail is understood, suitable detailed EqIA can and will be completed. 2. For the completion of the Statutory Joint Statutory Spatial Plan- the statutory process includes a full EqIA to be completed when appropriate 		
<p>6. Consideration of Measures: This section should explain in detail</p>	<p>Should detailed EqIA for any of the projects within the Deal demonstrate that there are adverse impacts upon any relevant groups then they will be required to comply with statute and demonstrate</p>		

<p>all the consideration of alternative approaches/mitigation of adverse impact of the policy</p>	<p>mitigations.</p>
<p>6a. Monitoring Arrangements:</p> <p>Outline systems which will be put in place to monitor for adverse impact in the future and this should include all relevant timetables. In addition it could include a summary and assessment of your monitoring, making clear whether you found any evidence of discrimination.</p>	<p>The Deal will be undertaken by a bespoke structure to be agreed by the Growth Board and Delivery against the milestones of the Deal will be reported to the Growth Board via a bespoke reporting and performance management structure that will be developed upon the Deal's agreement. This will include a regime of monitoring for equality issues</p>
<p>8. Conclusions:</p> <p>What are your conclusions drawn from the results in terms of the policy impact</p>	<p>The Deal is a substantial initiative for Oxfordshire, the equalities aspects of which will need to be rigorously assessed and mitigated where appropriate. However at this stage there is not enough detail on the Deal's outputs to be able to offer any more than a recognition that equalities impacts will be a key component of the performance management of the Deal as it evolves and that each component of the Deal will require a separate EqIA that will enable that detailed assessment to take place.</p>

Cherwell District Council

Council

26 February 2018

Members Allowances 2018/2019

Report of Monitoring Officer

This report is public

Purpose of report

To determine the levels of the allowances to be paid to Members for the forthcoming 2018/2019 financial year following the submission of the report of the Council's Independent Remuneration Panel (IRP)

1.0 Recommendations

The meeting is recommended to:

- 1.1 Consider the levels of allowances to be included in the 2018/2019 Members' Allowances Scheme, and whether the Panel's recommendations should be adopted or modified in any way
- 1.2 Authorise the Monitoring Officer to prepare an amended Members' Allowances Scheme, in accordance with the decisions of the Council for implementation with effect from 1 April 2018.
- 1.3 Authorise the Monitoring Officer to take all necessary action to revoke the current (2017/2018) Scheme and to publicise the revised Scheme pursuant to The Local Authorities (Members's Allowances)(England) Regulations 2003 (as amended).
- 1.4 Thank the Independent Remuneration Panel for its report and set a fee of £300 for Panel Members for the work carried out on this review for 2017/2018 and propose the same level of fee for any reviews carried out in 2018/2019 capped at a maximum of £1200.

2.0 Introduction

- 2.1 The Council's Independent Remuneration Panel has met to review the current (2017/2018) Members' Allowances Scheme and its report on the recommended levels of the allowance payments for the 2018/2019 financial year is attached as appendix 1.

2.2 The Council is required to have regard to the Panel's recommendations, but is under no obligation to accept them if they are deemed to be inappropriate. It is open to the Council to revise the levels of the recommended allowance payments for the 2018/2019 (either up or down) as is considered appropriate.

3.0 Report Details

Members' Allowances

3.1 Based on the information provided to the Panel as detailed in its report at Appendix 1, it recommends that:

(a) the basic allowance is increased by 2% and rounded either up or down to 12 equal payments

	2017/2018	2018/2019
Basic Allowance	£4,200.00 p.a.	£4,284.00 p.a.

(b) That there should be no changes in the Special Responsibility Allowances and the following rates should apply for the financial year 2018/2019.

	2017/2018	2018/2019
Leader of the Council	£7,284.00 p.a.	£7,284.00 p.a.
Executive Members Holding a Portfolio	£6,372.00 p.a.	£6,372.00 p.a.
Chairman of the Overview and Scrutiny Committee	£3,552.00 p.a.	£3,552.00 p.a.
Chairman of Budget Planning Committee	£3,552.00 p.a.	£3,552.00 p.a.
Chairman of the Planning Committee	£4,248.00 p.a.	£4,248.00 p.a.
Chairman of the Accounts, Audit and Risk Committee	£4,248.00 p.a.	£4,248.00 p.a.

Chairman of the Personnel Committee	£253 SRA plus £253 per meeting to a capped limit of £1012 p.a.	£253 SRA plus £253 per meeting to a capped limit of £1012 p.a.
Chairman of the Licensing Committee	£253 SRA plus £253 per full meeting to a capped limit of £1012pa	£253 SRA plus £253 per full meeting to a capped limit of £1012pa
Chairman of the Standards Committee	£253 SRA plus £253 per meeting to a capped limit of £1012 p.a.	£253 SRA plus £253 per meeting to a capped limit of £1012 p.a.
Chairman of the Appeals Panel	£253 SRA plus £253 per full meeting to a capped limit of £1012pa	£253 SRA plus £253 per full meeting to a capped limit of £1012pa
Leader of the Opposition	£2,940.00 p.a.	£2,940.00 p.a.
Deputy Leader of the Council	£2,520.00 p.a.	£2,520.00 p.a.

(c) that the Co-optee and Independent Persons Allowance should be increased by 2% and rounded either up or down to 12 equal payments:

Co-optee and Independent Persons Allowance	£720.00 p.a.	£732.00 p.a.
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Remuneration of Directors of Council Owned Companies

3.2 In November 2016 allowances were agreed for members who are Non-Executive Directors of Graven Hill Companies with an assumption that these would increase in line with members' allowances. As the allowance for Non-Executive Directors of Graven Hill Companies were in line with an equivalent special responsibility allowance, which vary depending on the appointment and as no increase was recommended for special responsibility allowances, no increase was recommended for Non-Executive Directors.

(a) the following rates which are comparable to that of the Chairman of Planning Committee should remain the same:

	2017/2018	2018/2019
Non-Executive Directors Graven Hill Village Holding Company Limited (HOLDCO)	£4248.00	£4248.00
Non-Executive Directors Graven Hill Village Development Company Limited (DEVCO)	£4248.00	£4248.00

(b) the following rates which are comparable to that of an Executive Lead Member, should remain the same:

Non-Executive Director appointed to both HOLDCO and DEVCO	£6372.00	£6372.00
Non-Executive Director of either HOLDCO or DEVCO who is also Chairman of the Board	£6372.00	£6372.00

(c) the following rate which is comparable to that of an Executive Member holding portfolio who holds more than one responsibility should remain the same:

Chairman of one company who is a Non-Executive Director of the other	£8496.00	£8496.00
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(d) there be; no increase in the Dependent Carers' and Childcare Allowances:

Childcare	£10 per hour	£10 per hour
Dependent Relative Care	£20 per hour	£20 per hour

(e) that subject to electric vehicles receiving the same level of allowance as other motor vehicles at 45p per mile, there should be no change to Travelling and Subsistence Allowances;

Bicycles	20p per mile
Motorcycles	24p per mile

Motor Vehicles including electric vehicles	45p per mile
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Breakfast Allowance	£6.02 per meal
Lunch Allowance	£8.31 per meal
Evening Meal Allowance	£10.29 per meal

(f) Democratic Services should continue to book overnight accommodation

4.0 Conclusion and Reasons for Recommendations

- 4.1 The following paragraphs set out the rationale for the recommendations of the Panel. Further detail is provided in the Panel's report at Appendix 1.
- 4.2 There had been a cost of living increase for staff in 2017/2018 and, notwithstanding that the level for 2018/19 was not known at the time of the meeting, the Panel was minded to recommend an increase of 2% to Members' Basic Allowance rounded either up or down, whichever is closest, to produce 12 equal payments. This equates to an additional payment of £7 per month to each councillor (before tax and NI, where paid)
- 4.3 The Panel noted that the increase of 1.25% to the Basic Allowance in 2017/2018 had been the first increase in the Basic Allowance since 2009/2010 agreed by Council. The Panel further noted that a number of Members had requested not to receive the increase of 1.25% in 2017/2018.
- 4.4 Over the past few years, Cherwell District Council had fallen towards the bottom of the scale of neighbouring authorities in the South East region. The Panel agreed that applying an increase to the Basic Allowance would benefit all Members, demonstrate their value and encourage a wider diversity of Councillors.
- 4.5 Assuming the increase of 2% in Basic Allowance and Co-optee and Independent Persons Allowances was applied to all eligible, the total additional cost to the council would be £4284 in 2018/2019 which has been factored in during the budget setting process.
- 4.6 Whilst the Panel recommended an increase for all Members through the Basic Allowance they felt an additional increase in Special Responsibility Allowances was not justified at this time as they had received no real evidence of increased work or responsibility.
- 4.7 The Panel also agreed to recommend an increase in mileage allowance for electric vehicles to 45p per mile as this is in line with HMRC levels.

- 4.8 Any travel, subsistence and carers allowances paid to councillor directors of controlled or influenced companies by the Council should be recharged to the relevant company to which they relate.
- 4.8 It is the view of the Independent Remuneration Panel that the proposals represent realistic and fair levels of allowance for 2018/2019 and recommend adoption.

5.0 Consultation

- 5.1 Details set out in appendix 1, the Panel's Report. (5. Work of the Panel)

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: To accept the Panel's recommendations

Option 2: To modify the Panel's recommendations. This is within the Council's discretion as the Panel recommendations are not binding. However it is not recommended as the Panel has considered and justified the recommendations that they have made.

7.0 Implications

7.1 Financial and Resource Implications

Provision has been included in the draft 2018/2019 budget for Members' Allowances and the full cost of agreeing a 2% increase to the basic allowance can be accommodated

If Members were minded to alter the levels of the allowances over and above those recommended by the Panel, this would be above the provision included in the draft budget.

Comments checked by: Paul Sutton, Executive Director – Finance and Governance
Paul.sutton@cherwellandsouthnorthants.gov.uk

7.2 Legal Implications

It is a legal requirement of the Council to consider the recommendations of the Independent Remuneration Panel before setting the level of allowances.

Comments checked by: Chris Mace, Solicitor,
christopher.mace@cherwellandsouthnorthants.gov.uk, Telephone: 01327 322125

Wards Affected

All

Links to Corporate Plan and Policy Framework

Value for Money Cherwell

Lead Councillor

None

Document Information

Appendix No	Title
1	Report of the Independent and Parish Remuneration Panel on the Review of Members' Allowances for the 2018/2019 Financial Year
Background Papers	
None	
Report Author	Lesley Farrell, Democratic and Elections Officer
Contact Information	01295 221591 lesley.farrell@cherwellandsouthnorthants.gov.uk

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DISTRICT COUNCIL
NORTH OXFORDSHIRE

Report
of the Independent and Parish
Remuneration Panel
on the Review of Members' Allowances for the
2018/2019 Financial Year

For

Cherwell District Council

December 2017

CHERWELL DISTRICT COUNCIL

REPORT OF THE INDEPENDENT AND PARISH REMUNERATION PANEL

REVIEW OF MEMBERS' ALLOWANCES FOR THE 2018/2019 FINANCIAL YEAR

1.0 Introduction

- 1.1 After considering the recommendations of this Panel, Cherwell District Council introduced a revised Scheme of Members' Allowances from 1 April 2017 whereby an increase of 1.25% was applied to the basic allowance, all special responsibility allowances and co-optee and Independent Persons allowances. In addition the special responsibility allowance payable to the Accounts, Audit and Risk Committee Chairman was increased to that of the Budget Planning Chairman. No changes to travel and subsistence allowances were made. This Scheme has remained in force throughout the 2017/18 financial year.
- 1.2 This report has been prepared in accordance with the provisions of the Local Authorities (Members' Allowances) (England) Regulations 2003 (as amended). It outlines the Panel's findings following a review of the District Council's current Allowance Scheme and its recommendations for 2018/19 in respect of:
- (a) the levels of basic and special responsibility allowances;
 - (b) the travelling, subsistence and dependent carers' allowances; and
 - (c) co-optees allowance.

2.0 The Independent Remuneration Panel

- 2.1 It was agreed by Council in November 2016 that the Panel should be increased in size from 5 to 7 members to ensure that sufficient members were available if required. Due to the passing of Mr Jim Flux MBE in February 2017, 3 new members were recruited to the Panel in November 2017.
- 2.2 The current membership of the Panel is:
- Ms Jeanette Baker
Mr Ray Everitt
Mrs Charlotte Green
Mr Andrew Hodges
Mr Stefan Robinson
Mr David Shelmerdine
Mr Christopher White
- 2.3 The Panel met on 7 December 2017 to consider and agree its recommendations for the 2018/19 financial year.

Mr Christopher White was appointed as Chairman of the Panel.

Mr David Shelmerdine sent his apologies.

Mr Christopher White declared an interest in Graven Hill Development Company.

2.4 Natasha Clark (Interim Democratic and Elections Manager) and Lesley Farrell (Democratic and Elections Officer) provided the Panel with administrative advice and support.

2.5 The Panel's findings are set out in this report, together with recommendations for consideration by Council.

3.0 Terms of Reference of the Panel

3.1 The Panel's terms of reference as originally agreed by the Council when it was first constituted (as amended by the 2003 Consolidating Regulations which relate to the determination of local schemes for travelling and subsistence allowances) are outlined in its reports dated 3 July 2001 and 4 July 2003.

3.2 The principal matters on which the Panel can make recommendations are:

- (a) the amount of basic allowance to be paid to all Members of the Council;
- (b) the elected member roles which should qualify, as they involve significant additional responsibilities, for Special Responsibility Allowance payments and the levels of those allowances;
- (c) the appropriateness, and the amounts to be paid in respect of the childcare and dependent carers' allowances;
- (d) the levels, and appropriateness, of travelling and subsistence allowances; and
- (e) the amount of the co-optees and independent persons (Standards) allowances to be paid.

4.0 The Panel's Adopted Approach

4.1 Since 2001, the Panel's approach has been that recommendations should be formulated appropriate to the circumstances of the Council, recognising that the roles of Executive and Non-Executive Members are now well-established.

4.2 The following underlying principles continue to form the fundamental basis of the Panel's review process:

- (a) the allowances should take account, as far as possible, of the amount of time taken by Members to fulfil their roles.

- (b) the scheme should ensure, as far as practical, that as wide a range of people as possible should be able to stand for election and that they should not be financially penalised in so doing. This, in turn, should increase the likelihood of an inclusive approach to Council services:
- (c) the levels of the allowances should not be treated as salary but rather as a level of 'compensation';
- (d) the original principle of the panel was that an element of Members' time in terms of their work as a Councillor should be treated as voluntary and therefore should not be remunerated – the principle of voluntary service were fully set out in paragraphs 9.4 and 9.5 of our July 2001 report; and it was agreed that this principle should continue.
- (e) the assumption that all Members will participate as fully as possible in Council business and play an active role in their Wards and that the importance of these mutually inclusive roles should be reflected in the level of the basic allowance
- (f) the reviewed scheme should take account of the payments included in the current scheme and any increases which might be recommended should be balanced against the interests of the Council Tax Payers in the District, although we accept that the Council must consider the political implications of the levels of the allowances open to it to pay
- (g) the reviewed scheme should continue to be subject to well informed periodic reviews.

5.0 The Work of the Panel

- 5.1 The Panel has previously determined the underlying principles on which the levels of Members allowances should be based, as outlined above.
- 5.2 The Panel's approach required an assessment of the amount of time Councillors commit to their duties and their associated workloads in the context of the identified special responsibilities for Lead Members and Committee Chairmen.
- 5.3 The conclusions drawn by the Panel are informed by comparative data drawn from the allowances paid by other local authorities and an analysis of the results of an 'Activity Questionnaire' that Members are requested to complete every year.
- 5.4 The purpose of the 'Activity Questionnaire' is to determine:
 - (a) the amount of time Members estimate they spend on Council

business during an average month;

- (b) Members views on the adequacy, or otherwise, of the current levels of Members' Allowances at the Council; and
- (c) whether Members would like to address the Panel in person.

5.5 As part of its review, the Panel considered the following information:

- (a) a copy of the Council's Members' Allowances Scheme for 2017/18;
- (b) a comparison between Cherwell District Council and South Northamptonshire Council Members Allowances.
- (c) comparative data from the Members' Allowances survey undertaken by the South East Employers Organisation which outlines the basic, special responsibility and other allowance payments made by Council's in the South East Region.
- (d) a summary of Members responses to the 'Activity Questionnaire'.
- (e) the general economic climate and level of national pay awards
- (f) the overall financial position of the Council.
- (g) the level of recent and anticipated pay awards for Council staff and management.
- (h) any recent changes in the roles, responsibilities and workload of specific member posts.
- (i) Any additional comments Members wished to make in respect of the current allowance scheme.

5.6 The Panel continues to place great importance on the information gathered by way of the 'Activity Questionnaire'. As previously, the activity questionnaire was circulated to all Members of the Council and a total of 17 completed questionnaires were returned, representing 35.4% of its membership.

5.7 The Panel were once again disappointed by the low return of questionnaires, particularly as the questionnaire had been sent in both hard copy and via an online survey in the hope this would increase the response rate, as this forms a large part of their decision making process and the Panel could only surmise that those who did not return the questionnaire or complete the online survey were happy with the current allowance scheme.

The Panel were very grateful to those Members who returned the questionnaire or completed the online survey.

5.8 The Panel proposes to repeat this exercise again next year as it firmly believes that the information requested is vital to its efforts in undertaking proper and meaningful reviews. The Panel hopes that next year will result in a greater number of

responses from Councillors.

- 5.9 The Panel noted that those Members who responded to the activity questionnaire continued to show a great variation in the estimates of the time they spend on their roles as Councillors, ranging from 5 to 100 hours per month.
- 5.10 The Panel noted that those Members who responded spent an average of 33 hours per month on council duties. This was less than the average response of 59 hours per month in the survey last year.
- 5.11 Other conclusions arising from the questionnaires were that:
- (a) three respondents explicitly stated that no changes should be made to the level of Members allowances and expenses for 2018/19.
 - (b) None of the respondents proposed an increase in the level of Members allowances and expenses for 2018/19.
 - (c) On a scale of 1 (very generous) to 4 (totally inadequate), three respondents rated the basic allowance as 1, four as 2, five as 3 and two as 4. There was no comment from the remainder of respondents.
 - (d) On the same scale of 1 to 4, three respondents rated the special responsibility allowance as 1, five as 2, two as 3 and three as 4. There was no comment from the remainder of respondents.
 - (e) On the same scale of 1 to 4, four respondents rated the level of travel and subsistence allowances as 1, six as 2 and two as 3. There was no comment from the remainder of respondents

Unfortunately, these numbers cannot be seen as representative due to the small number of questionnaire returns and not every return answering these specific questions.

6.0 Basic Allowance

- 6.1 The Panel was requested to review the current level of the Basic Allowance.
- 6.2 Since the Council moved to its Local Pay Formula, the Panel has used the annual pay settlement for staff as one of their main considerations for recommending adjustments to the levels of the basic and special responsibility allowances paid.
- 6.3 The Council and Unison entered into a collective agreement which set out the local pay award for 2017/2018 at 1.65%. The Joint Management Team/Shared Managers have a separate agreement and for 2017/2018 the pay award was also 1.65%.
- 6.4 At the time of the meeting of the Independent Remuneration Panel, pay

negotiations at Cherwell District Council had not yet commenced for 2018/2019.

- 6.5 The Panel noted that The National Employers, who negotiate pay on behalf of 350 local authorities in England, Wales and Northern Ireland, had offered a two-year pay increase from 1 April 2018. The majority of employees would receive a 2% increase on 1 April 2018 for 2018-2019 and a further 2% on 1 April 2019 for 2019-2020.
- 6.6 The Panel received comparative data from 74 local authorities and noted that the basic allowance payable to Cherwell District Council Members was below the majority of the basic allowance paid by neighbouring authorities in the South East region.
- 6.7 The Panel acknowledged that there had been a cost of living increase for staff in 2017/2018 and, notwithstanding that the level for Cherwell District Council employees for 2018/2019 was not known at the time of the meeting, was minded to recommend an increase of 2% to Members' Basic Allowance rounded either up or down, whichever is closest, to produce 12 equal payments. The reasoning for 2% was that whilst it was below inflation and CPI, this was the level The National Employers had offered as part of its negotiations for employees in the 350 local authorities it represents.
- 6.8 Furthermore, the increase of 1.25% to the Basic Allowance in 2017/2018 had been the first increase in Basic Allowance since 2009/2010 which had been recommended by the Panel and accepted by the majority of Cherwell District Council Members. The Basic Allowance had been reduced from £4155 to £4152 in 2014/2015 to give 12 equal payments. Over the past few years, Cherwell District Council had fallen towards the bottom of the scale in neighbouring authorities in the South East region. The Panel agreed that applying an increase to the Basic Allowance would benefit all Members, demonstrate their value and encourage a wider diversity of Councillors.
- 6.9 The Panel noted that whilst their recommended increase of 1.25% for 2017/2018 was agreed by Council, a number of Members chose not to take the increase.
- 6.10 The Panel agreed to recommend that the Co-optee and Independent Persons allowance also be increased by 2% rounded either up or down, whichever is closest, to 12 equal monthly payments.
- 6.11 The total cost of a 2% increase in the Basic Allowance for elected Members and Co-optee and Independent Persons Allowance would be £4284 p.a

7.0 Special Responsibility Allowances

- 7.1 The Panel agreed to recommend that all Special Responsibility Allowances (SRA) remain the same for 2018/2019 as an increase had been recommended for all Members through the Basic Allowance. The Panel considered that an additional increase could not be justified at this time as they had received no evidence of increased work or responsibility to any role in receipt of an SRA.

7.2 In November 2016 allowances were agreed for members who are Non-Executive Directors of Graven Hill Companies with an assumption that these would increase in line with members' allowances. As the allowance for Non-Executive Directors of Graven Hill Companies were in line with an equivalent special responsibility allowance, which vary depending on the appointment and as no increase was recommended for special responsibility allowances, no increase was recommended for Non-Executive Directors.

8.0 Travelling and Subsistence Allowances

8.1 The Panel was requested to review the current level of Travelling and Subsistence Allowances.

8.2 The Panel noted that all travel rates are set at the specified HM Revenues and Customs rates and consequently had no implications for the tax liabilities of Members. Travel rates for motorcycles and motor vehicles are paid regardless of the cc of motor cycle or motor vehicle concerned.

8.3 The Panel considered the use of electric vehicles and agreed that they were becoming more mainstream and should be encouraged and not penalised. The Panel agreed that the allowance for electric vehicles should mirror that of other motor vehicles at 45p per mile as recommended by HMRC.

8.4 In relation to Subsistence Allowances, the Panel previously agreed that allowances should be paid up to the maximum rates notified by the National Joint Council for Officers index linked to the Retail Prices Index (excluding mortgages).

8.5 However, the National Joint Council for Officers ceased to produce nationally agreed subsistence rate for local government staff in 1996. Since that time, subsistence rates have been a subject for local determination and the Council has based its rates on Local Government Association rates.

8.6 The Panel considered the travelling and subsistence allowances and agreed, that subject to the increase in the allowance for electric vehicles, there should be no increase in other travelling and subsistence allowances at this time.

9 Dependent Carers' and Childcare Allowance

9.1 The panel considered the dependent carers' and childcare allowances and agreed that they should remain at the same level.

10 Recommendations to Council

10.1 Based on the information provided to the Panel, it recommends that:

- (a) That the basic allowance be increased by 2% rounded either up or down, whichever is closest, to 12 equal payments

	Proposed level for 2018/2019	Current level 2017/2018
Basic Allowance	£4,284.00 p.a.	£4,200.00 p.a.

- (b) That the following rates should remain the same for the financial year 2018/19:

	Proposed level for 2018/2019	Current level 2017/2018
Leader of the Council	£7,296.00 p.a.	£7,296.00 p.a.
Executive Members Holding a Portfolio	£6,372.00 p.a.	£6,372.00 p.a.
Chairman of the Overview and Scrutiny Committee	£3,552.00 p.a.	£3,552.00 p.a.
Chairman of Budget Planning Committee	£3,552.00 p.a.	£3,552.00 p.a.
Chairman of the Planning Committee	£4,248.00 p.a.	£4,248.00 p.a.
Chairman of the Accounts, Audit and Risk Committee	£3,552.00 p.a.	£3,552.00 p.a.
Chairman of the Personnel Committee	£253 SRA plus £253 per full meeting to a capped limit of £1012pa	£253 SRA plus £253 per full meeting to a capped limit of £1012pa
Chairman of the Licensing Committee	£253 SRA plus £253 per full meeting to a capped limit of £1012pa	£253 SRA plus £253 per full meeting to a capped limit of £1012pa

Chairman of the Standards Committee	£253 SRA plus £253 per full meeting to a capped limit of £1012pa	£253 SRA plus £253 per meeting to a capped limit of £1012pa
Chairman of the Appeals Panel	£253 SRA plus £253 per full meeting to a capped limit of £1012pa	£253 SRA plus £253 per full meeting to a capped limit of £1012pa
Leader of the Opposition	£2,940.00 p.a.	£2,940.00 p.a.
Deputy Leader of the Council	£2,520.00 p.a.	£2, 520.00 p.a.

- (c) that the Co-optee and Independent Persons Allowance be increased by 2% and rounded either up or down whichever is closest, to 12 equal payments

Co-optee and Independent Person Allowance	£732.00 p.a.	£720.00 p.a.
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- (d) that Dependent Carers' and Childcare Allowances remain the same:

Childcare	£10 per hour	£10 per hour
Dependent Relative Care	£20 per hour	£20 per hour

- (e) that subject to electric vehicles receiving the same level of allowance as other motor vehicles at 45p per mile, there should be no change to Travelling and Subsistence Allowances;

Bicycles	20p per mile
Motorcycles	24p per mile
Motor Vehicles	45p per mile

Electric or Similar Specialised Vehicles	45p per mile
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Breakfast Allowance	£6.02 per meal
Lunch Allowance	£8.31 per meal
Evening Meal Allowance	£10.29 per meal

(f) Democratic Services should continue to book overnight accommodation.

11.0 Remuneration of Directors of Council Owned Companies

11.1 In November 2016 remuneration was agreed for members who were Directors of Graven Hill Companies. It was also agreed that any increase in member allowances would be reflected in remuneration for Directors of Council owned companies.

(a) the following rates which are comparable to that of the Chairman of Planning Committee remain the same:

	Proposed level for 2018/2019	Current level 2017/2018
Non-Executive Directors Graven Hill Village Holding Company Limited (HOLDCO)	£4248.00	£4248.00
Non-Executive Directors Graven Hill Village Development Company Limited (DEVCO)	£4248.00	£4248.00

(b) the following rates which are comparable to that of an Executive Lead Member, should remain the same:

	Proposed level for 2018/2019	Current level 2017/2018
Non-Executive Director appointed to both HOLDCO and DEVCO	£6372.00	£6372.00

Non-Executive Director of either HOLDCO or DEVCO who is also Chairman of the Board	£6372.00	£6372.00
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- (c) the following rate which is comparable to that of an Executive Member holding portfolio who holds more than one responsibility should remain the same:

	Proposed level for 2018/2019	Current level 2017/2018
Chairman of one company who is a Non-Executive Director of the other	£8496.00	£8496.00

12.0 Findings of the Panel

12.1 In arriving at its recommendations, the Panel found that:

- (a) There had been a cost of living increase for staff in 2017/2018 and, notwithstanding that the level for 2018/19 was not known at the time of the meeting, was minded to recommend an increase of 2% to Members' Basic Allowance rounded either up or down, whichever is closest, to produce 12 equal payments.
- (b) The increase of 1.25% to the Basic Allowance in 2017/2018 had been the first increase in Basic Allowance since 2009/2010. The Basic Allowance had been reduced from £4155 to £4152 in 2014/2015 to give 12 equal payments. Over the past few years, Cherwell District Council had fallen towards the bottom of the scale of neighbouring authorities in the South East region. The Panel agreed that applying an increase to the Basic Allowance would benefit all Members, demonstrate their value and encourage a wider diversity of Councillors.
- (c) The total cost of a 2% increase in Basic Allowance and Co-optee and Independent Persons Allowance would be £4284 p.a. It was also be noted that a number of Members had not accepted the increase of 1.25% for 2017/2018.
- (d) An increase had been recommended for all Members through the Basic Allowance and an additional increase in Special Responsibility Allowances would not be justified at this time as there was no real evidence of increased work or responsibility.
- (e) The increasing complexity, responsibilities and burden of local government made it imperative for able individuals representing all of society to be able to stand for election as Councillors, but the absence of a national baseline for Member remuneration did not help efforts to attract candidates in the local

community with the professional qualities needed for the role.

- (f) As local government becomes increasingly business-like, levels of remuneration need to reflect the time, effort and expertise required of Councillors, otherwise it would continue to prove difficult to attract quality candidates to the role, resulting in negative implications for local democracy.

Mr Christopher White
Chairman
Independent Remuneration Panel
December 2017

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Cherwell District Council

Council

26 February 2018

<p>Revenue and Capital Budgets and Corporate Business Plan for 2018/19</p>

Report of Executive Director – Finance and Governance

This report is public

Purpose of report

The Council is required to produce a balanced budget for 2018/19 as the basis for calculating its level of Council Tax. It has to base that budget on its plans for service delivery during the year, recognising any changes in service demand that may arise in future years.

The proposed Corporate Strategy and Budget for 2018/19 are presented as an integrated report, incorporating updated Performance and Risk management frameworks, to ensure effective delivery. This clearly demonstrates that the Council adopts a strategic approach in aligning its allocation of all of its resources, to the delivery of the Council's priorities.

1.0 Recommendations

The meeting is recommended:

- 1.1 To approve the 2018/19 Corporate Strategy detailed in **Appendix 1**, and note the new approach to Performance Management that has been adopted.
- 1.2 To note the new Leadership Risk Register in **Appendix 2** and new approach to Risk Management that has been adopted.
- 1.3 To approve a zero Council Tax increase, or amend the proposal contained within this report to recommend a different level of Council Tax.
- 1.4 To consider the contents of this report in approving the General Fund Revenue Budget and Capital Programme for 2018/19 and to formally record that consideration.
- 1.5 To note the four year grant settlement shown in **Table 1**.
- 1.6 To approve the 2018/19 General Fund Budget, shown in **Table 2**, below, and in the Medium Term Revenue Plan (MTRP) in **Appendix 3**; and the 2018/19 Capital Programme set out in **Appendices 4 and 5**.

- 1.7 To approve the Collection Fund Estimates contained in **Appendix 6**.
- 1.8 To note the impact of the proposed budget on reserves in **Appendix 7**.
- 1.9 To note the adoption of the Corporate Investment Strategy detailed in **Appendix 8**.
- 1.10 To approve the Treasury Management Strategy including Prudential Indicators as detailed in **Appendix 9**.
- 1.11 To note the contents of the Section 25 statement from the Chief Finance Officer contained in paragraphs 2.1 to 2.7 in relation to robustness of estimates and adequacy of reserves.
- 1.12 To approve the appended statement of pay policy for 2018/19 as required by the Localism Act and detailed in **Appendix 10**.

2.0 Introduction

- 2.1 Section 25 of The Local Government Act 2003 includes a specific personal duty on the Chief Financial Officer (CFO) to make a report to the authority when it is considering its budget and Council Tax. Also, Section 26 of the Act gives the Secretary of State power to set minimum level of reserves for which an authority must provide in setting its budget. The legislation says that “the provisions are a fall back against the circumstances in which an authority does not act prudently, disregards the advice of its CFO and is heading for serious financial difficulty”.
- 2.2 The Local Government Finance Act 1992 also requires that authorities have regard to the level of reserves needed for meeting estimated future expenditure when calculating the next year’s budget requirement.
- 2.3 There are also a range of safeguards to ensure authorities do not over-commit themselves financially. These include:
 - The CFO ‘S114’ powers, which require a report to all members of the authority if there is or is likely to be unlawful expenditure or an unbalanced budget
 - The Prudential Code which applied to capital financing from 2004/05.
- 2.4 Under Section 25 of the Local Government Act 2003, the Council’s Chief Financial Officer is required to report to the Council on:
 - The robustness of the estimates included within the budget
 - The adequacy of the reserves and balances
- 2.5 Under the Act, Members must have regard to the contents of this report when making their decisions on the budget.
- 2.6 It is proposed that Members consider the contents of this report when making their decisions on the Council’s budgets at this meeting.
- 2.7 The conclusion is that the processes followed have been sound and similar to those that have produced robust estimates in the past. In the light of information made available during the budget process, there is sufficient capacity in the proposed

budget and available reserves and balances to cope with the financial risks the Authority faces in 2018/19.

- 2.8 The Council is in the final year of a five year Corporate Strategy, which will be reviewed and refreshed for 2019/20. The content of the plan has remained largely the same however the presentation of the plan has been updated. It is now represented as a “plan on a page” and will be supported by the key measures and performance indicators that will demonstrate the successful delivery of the Plan

3.0 Report Details

Corporate Strategy 2018/19

- 3.1 **Appendix 1** sets out the Corporate Strategy for 2018/19, which is derived from the Council’s five year strategy. The Corporate Strategy and Budget for 2018/19 are presented as an integrated report demonstrating that the Council adopts a strategic approach to managing all of its resources, ensuring that the delivery of the Council’s priorities for the district directs the allocation of financial resources. The strategy was considered and supported by the Overview and Scrutiny Committee on 23 January 2018 and Executive on 5 February 2018.
- 3.2 The five year Business Strategy, the Medium-Term Financial Strategy, the Annual Corporate Strategy, individual service plans and ultimately the appraisal targets of all individual employees demonstrate that the Council has a clear and robust “golden thread” between resource allocation and delivery of the council’s agreed strategic priorities. This is, in times of austerity, fundamental and will help us to provide effective leadership to all of our residents and businesses. It will also demonstrate that we are adopting a more mature and commercially aware approach to running our Council.
- 3.3 The integration of services and management structures have created a single organisation on the inside, serving the two councils on the outside. This has recognised the similarities between the two Council areas, but also allowed sufficient flexibility to service the differences and unique elements of each.
- 3.4 The Corporate Strategy for 2018/19 recognises that continuing convergence and represents a joint plan for the two councils, in the form of a single “Plan on a Page”. **(See Appendix 1)**
- 3.5 The content of the plan represents a “light touch” review, broadly continuing with the themes and priorities within the two Councils’ five year strategic plans, but updating, where appropriate to align with emerging issues and challenges across the area.
- 3.6 A combined vision for the area articulates our overall ambition:-
“Great places to live, work, visit and invest”
- 3.7 Our three joint strategic themes break this vision down into the key areas of focus for the plans:-
- Protected, Green & Clean
 - Thriving Communities & Wellbeing
 - District of Opportunity & Growth

- 3.8 Priority workstreams within each of the strategic themes then start to articulate how we will deliver our ambitions
- 3.9 The delivery of the plan is underpinned and enabled through a joint organisational plan, illustrated on the Plan on a Page, as three pillars, representing the basis upon which we will continue to develop our organisation :-
- Operational Excellence – will ensure sound financial management, corporate governance and use of resources
 - Public value – will focus on the quality of the services and solutions that we provide to our broad range of customers and stakeholders
 - Best Council to work for – recognises that the services we provide rely on great people and effective, sustainable partnerships
- 3.10 A new Performance Management Framework will enable progress against the key workstreams underpinning the delivery of the Corporate Strategy, to be reported and monitored more effectively by Members. It will seek to reduce the number of measures/indicators and assign accountability for delivery to Portfolio Holders and Senior Officers, allowing a more rigorous scrutiny of performance.
- 3.11 Any Corporate Strategy needs to recognise and articulate the risks the organisation faces in being able to deliver the plan. A new Leadership Risk Register has been developed to align to the Corporate Strategy and is set out at **Appendix 2**.
- 3.12 As with the Financial and Performance information, this will be reviewed and reported into Cabinet on a monthly cycle.
- 3.13 Operational Risks will be managed at service level and escalated to the Senior Management Team and Members as appropriate

Local Government Finance Settlement

- 3.14 On the 19 December 2017, the Secretary of State for Communities and Local Government, the Rt Hon Sajid Javid MP made a statement on the provisional local government finance settlement for 2018/19. The final settlement was announced on 6 February 2018
- 3.15 The final settlement contained no major changes related to the existing Medium Term Settlement, which has a further two years (2019/20 and 2020/21) to run.
- 3.16 The relevant changes that were introduced included agreeing the 20% increase for planning fees, albeit that these must be used for service improvements and a 1% increase in the maximum Council Tax increase to 3%.
- 3.17 The settlement proposes RSG, Business Rates Baseline Funding and New Homes Bonus (NHB) for the next two years, until the revised 100% Business Rates Scheme can be introduced.
- 3.18 There were announcements regarding the new scheme, which included a consultation on the proposed “Fair Funding Review.” This will form part of the new funding regime and along with a reset in growth will be used to “fairly” redistribute Business Rates to Local Authorities.

- 3.19 As with any redistribution methodology there will be winners and losers. Given the Council has generated significant growth and there will likely be a shift of resources for Social Care and geographical deprivation. We are likely to end up a loser on the redistribution, there is however likely to be a damping mechanism in place which restricts the amount that is lost.
- 3.20 Whilst the settlement itself did not result in changes for 2018/19 the Valuation Office Agency has revised the data on the change in rateable value between rating lists. This has impacted upon the tariffs and top ups, which affects the level of pooled business rates.

Table 1: Grant Figures for the four year settlement, with estimated figures for 2020/21 and 2021/22

Formula Grant	Four Year Settlement				100% Business Rates	
	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
	£'000	£'000	£'000	£'000	£'000	£'000
Business Rates Baseline	3,495	3,564	3,673	3,755	0	0
Business Rates Retention	0	0	0	0	6,755	6,890
Revenue Support Grant	1,851	1,105	0	0	0	0
Total	5,346	4,669	3,673	3,755	6,755	6,890
Percentage Change		-13%	-21%	2%	-	-

Table 2: Draft Revenue Budget 2018/19

Please see next page.

Table 2: Revenue Budget 2018-19	Adjusted Budget 2017-18 £000	Draft Budget 2018-19 £000	Movement £000	Movement %
Chief Executive	187	246	59	(31.7)
Wellbeing				
Communities	1,542	1,584	42	(2.7)
Leisure and Sport	3,638	3,564	(74)	2.0
Housing	2,091	2,038	(53)	2.5
Sub Total	7,271	7,186	(85)	1.2
Place & Growth				
Planning Policy and Development	1,407	1,444	37	(2.7)
Economy and Regeneration	1,692	1,506	(187)	11.0
Sub Total	3,099	2,950	(149)	4.8
Environment				
Environmental Services	5,170	5,886	716	(13.9)
Environmental Health and Licensing	(207)	16	223	107.9
Sub Total	4,963	5,902	939	(18.9)
Finance and Governance				
Law and Governance	1,130	1,198	68	(6.0)
Finance and Procurement	1,482	1,720	238	(16.1)
Property, Investment and Contract Management	(558)	(3,788)	(3,230)	(578.8)
Sub Total	2,054	(870)	(2,924)	142.3
Customers and Service Development				
IT Services	2,809	2,805	(4)	0.1
Strategic Marketing and Communication	317	326	9	(2.7)
HR, OD and Payroll	401	678	277	(69.0)
Performance and Transformation	526	594	68	(12.9)
Sub Total	4,053	4,402	349	(8.6)
NET COST OF SERVICES	21,627	19,817	(1,810)	8.4
Transfers to Reserves (NHB, Pension, GH)	2,373	6,045	3,672	(154.7)
Transfers from reserves	(4,260)	(1,893)	2,367	55.6
Interest on Investments - Payments	0	2,074	2,074	-
Interest on Investments - Income	(1,954)	(2,935)	(981)	(50.2)
Pension Costs - Historic	4,985	257	(4,728)	94.8
Capital Charges	(4,002)	(4,002)	0	0.0
NET BUDGET REQUIREMENT	18,769	19,363	594	3.2
FUNDING				
Formula Grant Equivalent				
Business Rates Baseline	(3,564)	(3,673)	(109)	(3.1)
Revenue Support Grant	(1,105)	(637)	468	42.4
Sub Total	(4,669)	(4,310)	359	7.7
Grants Awarded				
Transfer to Parish Councils for CTRS	349	349	0	0.0
New Homes Bonus	(4,468)	(4,009)	459	10.3
Sub Total	(4,119)	(3,660)	459	11.1
Business Rates Growth				
Retained Business Rates	(2,231)	(3,087)	(856)	(38.4)
Pooling Gain	(1,562)	(1,073)	489	31.3
Renewable Energy	(213)	(252)	(39)	(18.3)
S31 Inflation Cap	0	(194)	(194)	0.0
NNDR Collection Fund Deficit	648	(223)	(871)	134.4
Sub Total	(3,358)	(4,829)	(1,471)	(43.8)
Council Tax Income				
Baseline	(6,377)	(6,377)	0	0.0
Taxbase increase		(129)	(129)	-
Council Tax Increase by £5			0	-
Collection Fund	(246)	(58)	188	76.4
Sub Total	(6,623)	(6,564)	59	0.9
TOTAL INCOME	(18,769)	(19,363)	(594)	(3.2)
(SURPLUS) / DEFICIT	0	0	0	0.0
Council Tax Base	54,995	52,686.5	1,047.0	2.0
Council Tax Amount	£123.50	£123.50	0.0	0.0

- 3.21 In order to balance the budget from the initial MTRP, further reductions in costs and increases in income were taken into account. The main drivers for this are summarised in Table 3 below and these adjustments have resulted in a balanced budget.

Table 3: Adjustments to proposed budget 2018/19

Movement Summary	£000
Employee Costs	381
Contracts and General Inflation	200
Major Pressures / Savings / Income	
Recycling Contract	600
Castle Quay & Property Management	(2,895)
Other Savings	(95)
Change to Net Cost of Services	(1,809)
Transfer to and (from) Reserves	1,310
Interest Paid - CQ and GH	2,074
Investment Income	(981)
Budget Requirement	594
Funded by	£000
Reduction in Formula Grant	359
Reduction in New Homes Bonus	459
Increase in Business Rates	(1,471)
Reduction in Council Tax	59
Net funding Increase	(594)

Proposal for Council Tax 2018/19

- 3.22 The Budget Planning Committee considered the level of council tax at its meeting on 30 January 2018 and made a recommendation not to increase Council Tax for 2018/19.

Reserves 2018/19

- 3.23 The Budget Planning Committee reviews reserves as part of the budget monitoring process, the impact, on reserves, of the proposed budget are shown at **Appendix 7**. The proposed use of existing earmarked reserves and contributions to reserves are highlighted in the appendix.

The Future – Medium Term Financial Strategy 2019/20 to 2022/23

- 3.24 The coming years will present further challenges, which in the main will result from the move towards the 100% Business Rates regime from 2020/21. The actions the Council has taken in recent years with investments in Graven Hill, Castle Quay and Crown House allied to the strong track record and commitment in delivering efficiencies place it in a strong position to be successful in the Medium Term.

3.25 It is of course important not to become complacent especially given the level of uncertainty surrounding funding from 2020/21. The forward planning together with the joint working with South Northamptonshire Council (and any other partners that we collaborate with), combined with our commitment to identifying alternative sources of income and commercial practice to provide financial independence strengthens our position to meet the forecast challenges of future years. The Council will update its MTRP forecast to be included in the 2018/19 budget book and this is shown at **Appendix 3**.

Capital Programme 2018/19

3.26 A list of capital bids is attached at **Appendix 4** together with the detailed bid appraisal forms.

3.27 A proposed capital programme for five years from 2017/18 is attached as **Appendix 5**. This includes bids submitted for 2018/19 and the six items that are included on a five year rolling programme:

- Disabled Facilities Grants
- Discretionary Grants for Domestic Properties
- Vehicle Replacement Programme
- East West Rail Contribution
- Hardware and Software Replacement Programme
- Business Systems Harmonisation Programme

Table 4: Capital Financing

Capital Expenditure and Financing	2017/18 Revised	2018/19 Estimate	2019/20 Estimate	2020/21 Estimate	2021/22 Estimate	2022/23 Estimate
	£m	£m	£m	£m	£m	£m
Total Expenditure	106.7	74.1	21.7	1.8	1.8	1.8
Capital Receipts	1.1	1.1	1.1	10.7	1.1	1.1
Government Grants	0.4	0.4	0.4	0.4	0.4	0.4
Minimum Revenue Provision (MRP)	0.0	1.5	1.5	1.5	1.5	1.5
Borrowing	105.2	71.1	18.7	-10.8	-1.2	-1.2
Total Financing	106.7	74.1	21.7	1.8	1.8	1.8

3.28 The revenue budget includes all revenue effects of capital schemes. Assumptions of new capital receipts in 2018/19 are based on realistic estimates received from the relevant officers in the Council.

Corporate Investment Strategy 2018/19

3.29 The Corporate Investment Strategy has been designed to provide a vehicle and decision making process for non-operational property investments. The strategy outlines the principles of Investing in property and land assets that will deliver long term sustainable income and/or capital growth, to support the wider Council objectives as well as driving economic growth and regeneration within the District. **Appendix 8** sets out the Investment Strategy, the proposed Governance surrounding decision making and the criteria that will assist in determining what

types of investments, taking into consideration any associated risks, the council should acquire to deliver a balanced portfolio.

Treasury Management Strategy 2018/19

- 3.30 There is a significant increase in interest on balances as a result of the Council's decision to set up, and invest in the Graven Hill Company. Interest payable by Graven Hill to the Council in 2018/19 is estimated at £1.249m. In addition a commitment fee of £0.661m is also payable, giving total income of £1.91m from the project in 2018/19.
- 3.31 The Council's investment income budget for 2018/19 has been compiled on the basis of close tracking of actual and likely interest rates and with the help of external advice. The emphasis has been on investments with the least risk for the Council's money and this, along with the continued low interest rates on offer and the agreed use of capital receipts has led to continuing low levels of investment income built into the budget.
- 3.32 In budgetary terms this is prudent and places the Council at less risk of exposure in-year. The Treasury Management Strategy is attached as **Appendix 9** and has been recommended to Full Council by the Accounts, Audit and Risk Committee.

Collection Fund

- 3.33 The Collection Fund estimates have been finalised and are detailed in **Appendix 6**. The surplus is currently projected to be £58,027, and this has been included as funding for 2018/19.

Guidance on evaluation of estimates

- 3.34 The Local Government Act 2003 does not provide any specific guidance on how to evaluate the robustness of the estimates. The explanatory notes to the Act do, however, stress that decisions on the appropriate level of reserves should not be based on a rule of thumb, but on an assessment of all the circumstances considered likely to affect the authority. In addition reference is also made to the CIPFA (The Chartered Institute of Public Finance and Accountancy) guidance on reserves and balances.
- 3.35 The CIPFA guidance states that the following factors should be taken into account when the CFO considers the overall level of reserves and balances:
- Assumptions regarding inflation
 - Estimates of the level and timing of capital receipts
 - Treatment of demand led budgets (i.e. budgets where expenditure or income are to some extent beyond the Council's control)
 - Treatment of efficiencies
 - Risks inherent in any new partnerships
 - Financial standing of the authority (level of borrowing, debt outstanding etc)
 - The authority's track record in budget management (including the robustness of the Medium Term Financial Strategy)
 - The authority's capacity to manage in-year budget pressures
 - The authority's virement and year-end procedures in relation to under- and over- spends
 - The adequacy of insurance arrangements.

3.36 The above issues are also of relevance when evaluating the robustness of the budget.

Reserves

3.37 The rationale for each of the Council's reserves and the level required in each has been reviewed by the Leader, the Lead Member for Financial Management, The Budget Planning Committee and the Chief Finance Officer. The reserves are considered to be both necessary and at adequate levels.

3.38 Reserves can be held for two main purposes:

- General reserves to meet the potential costs of emergencies or unexpected events, including a working balance to help cushion the impact of uneven cash flows and avoid unnecessary temporary borrowing.
- Earmarked reserves to meet known or predicted liabilities over a period of time usually of more than one year. These earmarked reserves protect the Council against specific financial risks and this is a factor to be taken into account when assessing the adequacy of the totality of balances and reserves and the level of the General Fund Balance.

3.39 These reserves are in the region of £16m but will be subject to change as a result of year-end adjustments and formulating the statutory accounts. A list of current reserves is shown at **Appendix 7**.

Pay Policy 2018/19

3.40 The Localism Act requires the Council to approve a statement of pay policy by 31 March each year. The Act prescribes the mandatory components of this document and these are contained in the statement of policy contained at **Appendix 10**. It should be noted that a shared policy statement has been created with South Northamptonshire Council to reflect the fact that the Joint Management Team is on the same terms and conditions. Where there are differences in policy between the two Councils these are highlighted in the statement.

Strategic budget issues to evaluate for robustness

Inflationary Pressures

3.41 The approved budget guidelines recommended the inclusion of 2.5% inflation to be incorporated within expenditure budgets, other than payroll which has been estimated at 2%. Managers were advised to only build in contractually unavoidable inflation increases as far as possible, in spite of relatively high levels of inflation being experienced currently. This helped force through the achievement of efficiency savings at a very detailed level to balance the budget overall.

Treatment of demand-led pressures and efficiencies

3.42 Particular care has been taken in compiling the key Council budgets which are often described as 'demand led' because their achievement is to some degree outside the Council's control. These types of budgets, including spending on housing benefits and receipt of income from planning applications, land charges, car parking charges and interest on the Council's loan and financial reserve management are likely to contribute significantly to any overall variation of actual achievement

against budgets. Some of these budgets could be affected by the prevailing economic climate and in all cases a prudent approach has been adopted in the estimates prepared.

Capacity to manage in-year budget pressures

- 3.43 The Council has a record of maintaining good financial and budgetary discipline in the face of in-year pressures, including virement procedures that allow funds to be moved to areas where shortages exist. Although underspends and overspends are not automatically carried forward, the Council does have an approved carry forward scheme.
- 3.44 Managers with budgetary responsibility receive financial training and support. The Executive receives quarterly budgetary control reports, including proposed actions to deal with any variances from budget.

Risk Management

- 3.45 The Council has a well-developed risk management approach which regularly updates the key strategic and operational risks and identifies actions which can reduce the likelihood and impact of those risks. The risk registers identified are fed into the budgetary process as appropriate. The new Leadership Risk Register is shown in **Appendix 2**.

Insurance Arrangements

- 3.46 The Authority has a low record of claims against its insurance policies. The Leadership Risk register will help to inform new and existing policies.

Longer-Term Considerations

- 3.47 Although this report has the 2018/19 budget as its focus it is worthwhile considering briefly some of the key longer term financial issues facing the Council so that it can be established that no hidden issues could affect the forthcoming budget year.
- 3.48 The Council has a robust Medium Term Financial Strategy which is regularly updated and gives multi-year projections of the Council's revenue and capital position.

Key Issues for Consideration and Options

- 3.49 The key issues are whether:
- the base budget is realistic, both in terms of expenditure and income
 - the expenditure efficiencies are achievable
 - any new or increased income will be received
 - the reserves are adequate to deal with any budget problems.
- 3.50 It is considered that these requirements are in fact met and that the budget is sufficiently robust to be recommended for approval.
- 3.51 The production of the Treasury Management and Investment Strategy is a requirement of the CIPFA Code of Practice for Treasury Management.
- 3.52 It is a statutory duty under Section 2 of the Local Government Act 2003 and supporting regulations for the Council to determine and keep under review how

much it can afford to borrow. The amount so determined is termed the “Authorised Borrowing Limit”.

3.53 The Full Council can of course make changes to the budget even at this late stage, although it is advised that any such changes, if significant, could adversely affect the robustness of the budget if a full appraisal of their likely consequences is not undertaken.

3.54 The approach recommended is believed to be essential so that the Council complies with the legislation directing it to consider the Chief Financial Officer’s report.

4.0 Conclusion and Reasons for Recommendations

4.1 The above narrative alongside the appendices represents the draft budget, strategic priorities and annual business plan for Council to consider alongside the setting of the 2018/19 Council Tax.

5.0 Consultation

Public Consultation

5.1 The Executive has considered and recommended the budget and strategic business plan (including the proposed corporate values) at the meeting held on 5 February 2018.

5.2 The Budget Planning Committee has considered the budget through its meetings during October to January.

5.3 The Corporate Strategy was considered by the Overview and Scrutiny Committee on 23 January 2018 and by the Executive on 5 February, and there were no proposed changes for Full Council to consider at this meeting.

5.4 The draft budget has also been on the Council’s consultation portal.

6.0 Alternative Options and Reasons for Rejection

6.1 This report presents a final analysis of the Council’s draft 2018/19 revenue and capital budget.

6.2 It is a legal requirement to set a balanced budget and the recommendations as set out represent what is believed to be the best way of achieving this. Alternative options are:

To reject the current proposals and to make alternative recommendations or ask officers for further information.

7.0 Implications

Financial and Resource Implications

- 7.1 The financial effects of the revenue budget are identified in the report. Any decisions made in relation to on-going expenditure or income in the budget for 2018/19 will have repercussions in future years when current forecasts indicate the financial environment is likely to become increasingly difficult. The Council has a statutory duty to set a balanced budget and could be subject to the intervention of the Secretary of State if it failed to do so.

Comments checked by:

Cecilie Booth, Interim Assistant Director of Finance, 01295 221731

cecilie.booth@cherwellandsouthnorthants.gov.uk

Legal Implications

- 7.2. The Council is legally required to set a balanced budget which the recommendations will achieve if recommended by Executive and approved by Full Council. Due consideration of external responses to consultation is also required and I am informed has taken place as part of the budget process.

Comments checked by:

James Doble, Monitoring Officer, 01295 221587

james.doble@cherwellandsouthnorthants.gov.uk

Risk Management

- 7.3 The Corporate Strategy and Budget position are reflected with the new Leadership Risk register, which is attached to the report as **Appendix 2**. The register reflects that where there are significant risks these are being managed and mitigated appropriately. The risk register is updated on a regular basis and reported to the Accounts, Audit and Risk Committee.

Comments checked by:

Louise Tustian, Team Leader - Strategic Intelligence and Insight Team 01295

221786, louise.tustian@cherwellandsouthnorthants.gov.uk

8.0 Decision Information

Wards Affected

All

Links to Corporate Plan and Policy Framework

All

Lead Councillors

Councillor Barry Wood, Leader of the Council

Councillor Tony Illott, Lead Member for Financial Management

Document Information

Appendix No	Title
Appendix 1	Corporate Strategy 2018/19
Appendix 2	Leadership Risk Register
Appendix 3	Medium Term Revenue Plan (MTRP)
Appendix 4	Capital Programme Bids 2018/19
Appendix 5	Capital Programme 2018/19 – 2022/23
Appendix 6	Collection Fund Estimate 2018/19
Appendix 7	Reserves 2018/19
Appendix 8	Corporate Investment Strategy 2018/19
Appendix 9	Treasury Management Strategy 2018/19
Appendix 10	Pay Policy 2018/19
Background Papers	
None	
Report Authors	Paul Sutton, Executive Director – Finance and Governance,
	Cecilie Booth - Interim Assistant Director of Finance &
	Procurement
	Richard Ellis – Interim Executive Director of Wellbeing
Contact Information	paul.sutton@cherwellandsouthnorthants.gov.uk
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	Richard.ellis@cherwellandsouthnorthants.gov.uk

Appendix 1

Joint Corporate Strategy 2018-19



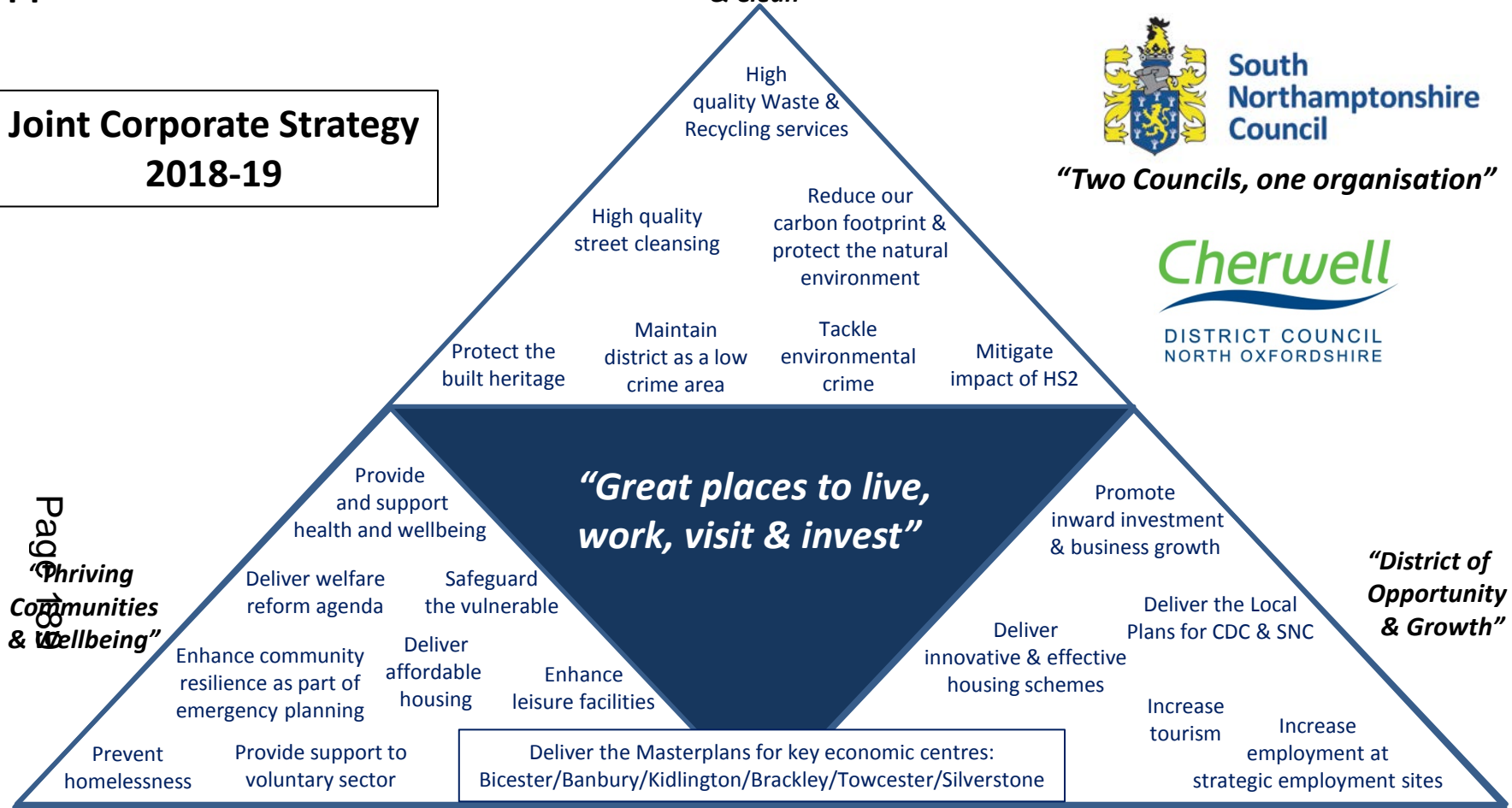
**South
Northamptonshire
Council**

“Two Councils, one organisation”



**DISTRICT COUNCIL
NORTH OXFORDSHIRE**

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**Thriving
Communities
& Wellbeing**



Shared Organisational Plan

Operational Excellence
 Rigorous Financial Management
 Income optimisation
 Commercial & Procurement excellence
 Effective Governance
 Alternative Delivery Vehicles

Public Value
 24/7 access to services
 Right first time, every time
 Service at point of need
 Efficient & effective services
 Customer Service Excellence

Best Council to work for
 Sustainable relationships with key partners
 Culture of Innovation & Creativity
 Effective People service
 Employer of choice
 Enabled through digitisation
 Corporate Social responsibility

“Here to Serve”

CDC/SNC Joint Programme									
	Version : 20180115 v2 (m)								
SBP ref	Business Plan goal	Portfolio Holder	Director	Lead Officer	Last completed milestone	Next milestone	Milestone target date	Project end date	Status
1	Protected, Green & Clean								
1.1	Maintain high quality waste & recycling services	Cllr Debbie Pickford Cllr Dermot Bambridge	Ian Davies	Ed Potter					
1.2	Provide High Quality Street Cleansing Services	Cllr Debbie Pickford Cllr Dermot Bambridge	Ian Davies	Ed Potter					
1.3	Tackle Environmental Crime	Cllr Debbie Pickford Cllr Dermot Bambridge	Ian Davies	Ed Potter					
1.4	Reduce our carbon footprint and protect the natural environment	Cllr Kieron Mallon Cllr Steve Clarke Cllr Dermot Bainbridge Cllr Karen Cooper	Ian Davies Adrian Colwell	Jackie Fitzsimons Nicola Riley					
1.5	Mitigate the effects of HS2	Cllr Steve Clarke Cllr Colin Clarke	Paul Feehily	Paul Seckington					
1.6	Maintain the District as a low crime area	Cllr Kieron Mallon Cllr Karen Cooper	Ian Davies	Nicola Riley					
1.7	Protect the built heritage	Cllr Roger Clarke Cllr Colin Clarke	Paul Feehily	Clare Mitchell					

SBP ref	Business Plan goal	Portfolio Holder	Director	Lead Officer	Last completed milestone	Next milestone	Milestone target date	Project end date	Status
2	Thriving Communities & Wellbeing								
2.1	Provide & support Health & Wellbeing (Work to ensure rural areas are connected to local services) (Develop and sustain access to local services)	Cllr Tony Ilott Cllr Steve Clarke Cllr Colin Clarke Cllr Kieron Mallon Cllr Karen Cooper	Ian Davies Adrian Colwell Claire Taylor	Nicola Riley Natasha Barnes					
2.2	Provide enhanced leisure facilities	Cllr Karen Cooper Cllr George Reynolds	Ian Davies	Sharon Bolton					
2.3	Provide support to the voluntary sector	Cllr Kieron Mallon Cllr Karen Cooper	Ian Davies	Nicola Riley					
2.4	Enhance community resilience as part of emergency planning	Cllr Phil Bignell Cllr Kieron Mallon	Ian Davies	Nicola Riley					
2.5	Prevent homelessness	Cllr Steve Clarke Cllr John Donaldson	Ian Davies	Joanne Barrett					
2.6	Safeguard the vulnerable □	Cllr Karen Cooper Cllr Steve Clarke Cllr John Donaldson Cllr Peter Rawlinson	Ian Davies Paul Sutton	Nicola Riley Belinda Green Joanne Barrett Tim Mills					
2.7	Deliver Affordable Housing & Work With Private Sector Landlords	Cllr John Donaldson Cllr Steve Clarke Cllr Roger Clarke Cllr Colin Clarke	Ian Davies Paul Feehily	Tim Mills Joanne Barrett Paul Seckington					
2.8	Deliver the welfare reform agenda	Cllr Steve Clarke Cllr John Donaldson	Ian Davies	Tim Mills Joanne Barrett					

SBP ref	Business Plan goal	Portfolio Holder	Director	Lead Officer	Last completed milestone	Next milestone	Milestone target date	Project end date	Status
3	District of Opportunity & Growth								
3.1	Deliver innovative and effective housing schemes	Cllr Steve Clarke Cllr John Donaldson	Ian Davies Paul Sutton	Tim Mills Joanne Barrett Jane Norman					
3.2	Increase tourism (Consider steps to support the visitor economy and the wellbeing of town centres)	Cllr Steve Clarke Cllr Lynn Pratt	Adrian Colwell	Steve Newman Greg Ward					
3.3	Deliver the masterplans for the key economic centres: Bicester/Banbury/Kidlington/Brackley/ Towcester/Silverstone	Cllr Roger Clarke Cllr Colin Clarke	Adrian Colwell	TBC					
3.4	Increase employment at strategic employment sites & Promote inward investment and business growth	Cllr Steve Clarke Cllr Lynn Pratt	Adrian Colwell	Greg Ward Steve Newman					
3.5	Delivery against Local Plans for CDC & SNC	Cllr Roger Clarke Cllr Colin Clarke	Adrian Colwell	Andy Darcy David Peckford					

Joint KPIs						2018/19 Actuals														
Version : 20180115 v2 (m)						2017/18 Actual		2018/19 Target		April		May		June		Quarter 1				
KPI ref	KPI name	Good is....	P/H owner	Director	Lead Officer	CDC	SNC	CDC	SNC	CDC	SNC	CDC	SNC	CDC	SNC	CDC	SNC	Frequency of measure	Member or Operational measure	Joint or Council specific measure
1 Protected, Green & Clean																				
1.1	% of waste recycled and composted	H	Clr Dermot Bambridge Clr Debbie Pickford	Ian Davies	Ed Potter													Quarterly	M	CS
1.2	% Customer Satisfaction with Waste & Recycling service	H	Clr Dermot Bambridge Clr Debbie Pickford	Ian Davies	Ed Potter													Annually	M	CS
2 Thriving Communities & Wellbeing																				
2.1	Number of households living in Temporary Accommodation (TA)	L	Clr John Donaldson Clr Steve Clarke	Ian Davies	Joanne Barrett													Quarterly	M	CS
2.2	Time taken to process Housing Benefit new claims	L	Clr Peter Rawlinson Clr Tony Ilott	Paul Sutton	Belinda Green													Monthly	M	CS
2.3	Time taken to process Housing Benefit change events	L	Clr Peter Rawlinson Clr Tony Ilott	Paul Sutton	Belinda Green													Monthly	M	CS
2.4	Customer satisfaction with benefits process	H	Clr Peter Rawlinson Clr Tony Ilott	Paul Sutton	Belinda Green													Quarterly	M	CS
2.5	Number of Visits/Usage to District Leisure Centres	H	Clr George Reynolds Clr Karen Cooper	Ian Davies	Sharon Bolton													Quarterly	M	Joint
3 District of opportunity & growth																				
3.1	% of major planning applications processed within 13 weeks	H	Clr Roger Clarke Clr Colin Clarke	Paul Feehily	Paul Seckington													Monthly	M	CS
3.2	% Planning Appeal decisions allowed	H	Clr Roger Clarke Clr Colin Clarke	Paul Feehily	Paul Seckington													Monthly	M	CS
3.3	% Planning enforcement appeal decisions allowed	H	Clr Roger Clarke Clr Colin Clarke	Paul Feehily	Paul Seckington													Monthly	M	CS
3.4	% of non-major applications processed within 8 weeks	H	Clr Roger Clarke Clr Colin Clarke	Paul Feehily	Paul Seckington													Monthly	M	CS
3.5	Maintaining 5 year land supply	H	Clr Roger Clarke Clr Colin Clarke	Adrian Colwell	Andy Darcy David Peckford													Quarterly	M	CS
Corporate KPI's																				
4 Operational Excellence																				
4.1	Cumulative in year savings vs budget	H		Paul Sutton														Monthly	M	CS
4.2	% Capital schemes with green RAG rating	H		Paul Sutton														Monthly	M	Joint
4.3	Council tax collected as a % of Council Tax due	H		Paul Sutton														Quarterly	M	CS
4.4	Business Rates collected as a % of Business Rates due	H		Paul Sutton														Quarterly	M	CS
4.5	Cumulative in year income vs budget	H		Paul Sutton														Quarterly	M	CS
4.6	% Agreed internal audit recommendations completed on time	H		Paul Sutton														Quarterly	M	CS
4.7	% of invoices paid within 30 days	H		Paul Sutton														Monthly	M	CS
4.8	% IT helpdesk calls completed within service standard	H	Clr Mike Kerford Byrnes Clr Phil Bignell	Claire Taylor	AD: CS&IT													Monthly	M	Joint
4.9	Late committee reports (% of all reports due)	L		Paul Sutton														Quarterly	M	CS
5 Public Value																				
5.1	% Incoming calls answered within 30 secs (CSC)	H	Clr George Reynolds Cllr Karen Cooper	Claire Taylor	AD: CS&IT													Monthly	M	Joint
5.2	% Incoming calls abandoned (CSC)	L	Clr George Reynolds Cllr Karen Cooper	Claire Taylor	AD: CS&IT													Monthly	M	Joint
5.3	% Customer satisfaction with Council services(survey)	H	Clr Richard Mould Clr Karen Cooper	Claire Taylor	AD: P&T													Annually	M	Joint
5.4	% Customer satisfaction (temp check)	H	Clr Richard Mould Clr Karen Cooper	Claire Taylor	AD: P&T													Quarterly	M	Joint
5.5	% enquiries resolved at first point of contact	H	Clr George Reynolds Cllr Karen Cooper	Claire Taylor	AD: CS&IT													Monthly	M	Joint
5.6	% Correct amount of housing benefit paid to customer	H		Paul Sutton														Monthly	M	CS
5.7	% Transactions available on line	H	Clr Richard Mould Clr Phil Bignell	Claire Taylor	AD: CS&IT													Monthly	M	Joint
5.8	% Customer complaints upheld	L	Clr Richard Mould Clr Phil Bignell	Claire Taylor	AD: P&T													Monthly	M	Joint
6 Best Council to work for - NB: CT will revisit these KPI's																				
6.1	Staff sickness absence - days per employee, per annum (rolling 12 months)	L	Clr Barry Wood Clr Phil Bignell	Claire Taylor	Karen Edwards													Monthly	M	Joint
6.2	Number of agency staff employed	L	Clr Barry Wood Clr Phil Bignell	Claire Taylor	Karen Edwards													Monthly	M	Joint

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MEDIUM TERM REVENUE PLAN - 2017/18 - 2022/23

	2017-18 £000	2018-19 £000	2019-20 £000	2020-21 £000	2021/22 £000	2022/23 £000
EXPENDITURE						
Approved base budget	19,538	21,627	19,817	20,545	21,639	22,743
Unavoidable pressures						
Salaries	813	886	880	884	889	889
New Recycling Contract	56	600	250	0	0	0
Contracts and General Inflation	0	200	205	210	215	220
Total budget pressures	869	1,686	1,335	1,094	1,104	1,109
Additional Income & One-off Items						
Bicester Projects (Reserve Funded)	857	(250)	(607)	0	0	0
Planning Salaries (Reserve Funded)	94	(94)	0	0	0	0
Revenues & Benefits (Reserve Funded)	200	(200)	0	0	0	0
Other items (Reserve Funded)	57	(57)	0	0	0	0
Castle Quay & Property Management	0	(2,895)	0	0	0	0
Total Budget Changes	1,208	(3,496)	(607)	0	0	0
Joint Business Case Changes						
Customer Services	(10)	0	0	0	0	0
Public Protection	(11)	0	0	0	0	0
ICT - 3-way to 2-way (available Dec)	120	0	0	0	0	0
Revenues & Benefits	(134)	0	0	0	0	0
Community & Leisure Services	(44)	0	0	0	0	0
Property & Investment	149	0	0	0	0	0
Planning Policy	16	0	0	0	0	0
Design and Conservation	(12)	0	0	0	0	0
Housing	(34)	0	0	0	0	0
Strategic Information and Insight	(28)	0	0	0	0	0
Total Joint Business Case Savings	12	0	0	0	0	0
NET COST OF SERVICES	21,627	19,817	20,545	21,639	22,743	23,852
Transfers to/from reserves	(2,477)	4,152	3,920	2,392	2,213	2,153
Transfers to General Fund Balance	590	0	0	0	0	0
Interest on Investments - Payments	0	2,074	2,074	2,074	2,074	2,074
Interest on Investments - Income	(1,954)	(2,935)	(2,935)	(2,935)	(2,935)	(2,935)
Pension Costs - Historic	4,985	257	275	2,000	2,000	2,000
Depreciation Adjustment	(4,002)	(4,002)	(4,002)	(4,002)	(4,002)	(4,002)
NET BUDGET REQUIREMENT	18,769	19,363	19,877	21,168	22,093	23,142

MEDIUM TERM REVENUE PLAN - 2017/18 - 2022/23

	2017-18 £000	2018-19 £000	2019-20 £000	2020-21 £000	2021/22 £000	2022/23 £000
FUNDING						
Business Rates Baseline	(3,564)	(3,673)	(3,755)	(6,755)	(6,890)	(7,028)
Revenue Support Grant	(1,105)	(637)	(114)	0	0	0
Formula grant equivalent	(4,669)	(4,310)	(3,869)	(6,755)	(6,890)	(7,028)
Transfer to Parish Councils - CTRS	349	349	349	349	349	349
New Homes Bonus	(4,468)	(4,009)	(4,563)	(4,604)	(4,339)	(4,305)
	(4,119)	(3,660)	(4,214)	(4,255)	(3,990)	(3,956)
Business Rates:						
Retained Business Rates	(2,231)	(3,087)	(3,184)	(438)	(669)	(364)
Pooling Gain	(1,562)	(1,073)	(637)	0	0	0
Renewable Energy	(213)	(252)	(296)	(305)	(314)	(324)
S.31 Inflation Cap	0	(194)	(194)	0	0	0
NNDR Collection Fund Deficit / (surplus)	648	(223)	(200)	(200)	(200)	(200)
	(3,358)	(4,829)	(4,511)	(943)	(1,183)	(888)
	(12,146)	(12,799)	(12,594)	(11,953)	(12,063)	(11,872)
Council Tax income						
Baseline	(6,219)	(6,377)	(6,506)	(6,619)	(6,734)	(6,851)
Taxbase increase	(158)	(129)	(113)	(115)	(117)	(119)
Council Tax Increase	0	0	0	0	0	0
Collection Fund	(246)	(58)	(150)	(150)	(150)	(150)
TOTAL INCOME	(18,769)	(19,363)	(19,363)	(18,837)	(19,064)	(18,992)
Council Tax	£123.50	£123.50	£123.50	£123.50	£123.50	£123.50
Council tax base	51,639.5	52,681.6	53,603.5	54,541.6	55,496.1	56,467.2

Appendix 4

Project	Portfolio Holder	Sponsor	Service Lead	Capital Spend Profile								Total Capital Cost	Ongoing Revenue Impact
				2018/19				2019/20	2020/21	2021/22	2022/23		
				Q.1	Q.2	Q.3	Q.4						
				£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000		
Orchard Way Arcade - Structural Work Improvements	Cllr Lynn Pratt	Paul Sutton	Chris Hipkiss	0	50	45	0	0	0	0	0	95	0
Retained Land External Works	Cllr Lynn Pratt	Paul Sutton	Chris Hipkiss	50	50	50	30	0	0	0	0	180	0
Thorpe Place Industrial Units Improvement Works	Cllr Lynn Pratt	Paul Sutton	Chris Hipkiss	50	50	50	25	0	0	0	0	175	0
Thorpe Way Industrial Units Improvement Works	Cllr Lynn Pratt	Paul Sutton	Chris Hipkiss	0	50	50	45	0	0	0	0	145	0
Horsefair Banbury - Replacement of Public Paved Areas plus associated works	Cllr Lynn Pratt	Paul Sutton	Chris Hipkiss	0	50	50	0	0	0	0	0	100	0
Thorpe Lane Depot - Renewal of Tarmacadam, Drainage plus associated works	Cllr Lynn Pratt	Paul Sutton	Chris Hipkiss	0	0	55	55	0	0	0	0	110	0
All Properties - EPC Certification plus Compliance Works	Cllr Lynn Pratt	Paul Sutton	Chris Hipkiss	20	20	0	0	0	0	0	0	40	0
Cherwell Community Fund	Cllr Kieron Mallon	Ian Davies	Nicola Riley	40	10	40	10	100	100	0	0	300	0
Replacement of Floodlights at Coopers Sports Facility	Cllr George Reynolds	Ian Davies	Sharon Bolton	0	65	0	0	0	0	0	0	65	0
Container & Bin Replacement	Cllr Debbie Pickford	Ed Potter	Ian Upstone, Brendan Bodger, Paul Almond	8	8	4	0	0	0	0	0	20	0
Banbury Market Improvements	Cllr Debbie Pickford	Ed Potter	Paul Almond	20	0	0	0	0	0	0	0	20	3
Public Conveniences	Cllr Debbie Pickford	Ed Potter	Brendan Bodger	0	10	20	20	200	0	0	0	250	3
Vehicle Lifting Equipment (Workshop)	Cllr Debbie Pickford	Ed Potter	Stuart Cruickshank	30	0	0	0	0	0	0	0	30	1

Project	Portfolio Holder	Sponsor	Service Lead	Capital Spend Profile								Total Capital Cost	Ongoing Revenue Impact
				2018/19				2019/20	2020/21	2021/22	2022/23		
				Q.1	Q.2	Q.3	Q.4						
				£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000		
Vehicle Replacement Programme	Cllr Debbie Pickford	Ed Potter	Stuart Cruickshank	35	0	0	0	240	0	0	0	275	8
Build Phase 1b	Cllr John Donaldson	Jane Norman	Jane Norman	0	650	500	725	1845	(2,500)	0	0	1,220	(57)
Build Phase 2	Cllr John Donaldson	Jane Norman	Jane Norman	0	1,500	3,000	2,000	4500	(7,200)	0	0	3,800	(167)
Upgrade & enhancements to Abritas Housing System	Cllr John Donaldson	Ian Davies	Joanne Barrett	0	33	0	0	33	0	0	0	66	0
Housing & Asset IT system (50% CDC - 50% SNC)	Cllr John Donaldson	Ian Davies/ Paul Sutton	Joanne Barrett, Jane Norman & Chris Hipkiss	0	0	25	25	0	0	0	0	50	0
Land and Property Harmonisation	Cllr Mike Kerford-Byrnes	Claire Taylor / Adrian Colwell	Rakesh Kumar	73	33	33	28	33	0	0	0	200	0
Customer Excellence and Digital Transformation (50/50 split to CDC/SNC)	Cllr George Reynolds / Mike Kerford-Byrnes	Claire Taylor	Natasha Barnes & Tim Spiers	10	30	35	10	0	0	0	0	85	0
Unified Communications (including Customer Services) (50/50 split to CDC/SNC)	Cllr Mike Kerford-Byrnes	Claire Taylor	James Tarrant	95	10	10	10	0	0	0	0	125	0
				431	2,619	3,967	2,983	6,951	(9,600)	0	0	7,351	(209)

Proposed Capital Programme - 2018/19 - 2022/23

Project Description	Year Approved	Project Owner	2017/18					2018/19				2019/20	2020/21	2021/22	2022/23	Total		
			Slippage B/Fwd	New Projects	Total Approved	Adjustments	Total	Existing Capital Projects	New Bids	Adjustments	Total							
			£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000							
Executive Director of Wellbeing																		
Biomass Heating for Bicester Leisure Centre	2012/13	Sharon Bolton	14		14												14	
Customer Self-Service Portal and CRM Solution	2014/15	Natasha Barnes	80		80												80	
The Hill Youth & Community Centre	2015/16	Jane Norman	849		849												849	
Whitelands Farm Sports Ground	2016/17	Sharon Bolton	998		998	140		1,138									1,138	
Community Centre Refurbishments	2013/14	Nicola Riley	84		84	60		144									144	
Solar Photovoltaics at Sports Centre	2013/14	Sharon Bolton	80		80			80									80	
Football Development Plan in Banbury	2013/14	Sharon Bolton	20		20			20									20	
North Oxfordshire Academy Astro turf	2014/15	Sharon Bolton	150		150			150									150	
Stratfield Brake Repair Works	2014/15	Sharon Bolton	22		22			22									22	
Sports Centre Modernisation Programme	2007/08	Sharon Bolton	86		86			86									86	
Bicester Leisure Centre Extension	2016/17	Sharon Bolton	149		149			149									149	
Spiceball Leisure Centre Bridge Re-surfacing	2016/17	Sharon Bolton	30		30			30									30	
Empty Homes - Work-in-default (Recoverable)	2014/15	Ian Davies	100		100			100									100	
Woodgreen - Condition Survey Works	2015/16	Liam Didcock	9		9			9									9	
Disabled Facilities Grants	Annual	Ian Davies	493	375	868	930		1,798	375		(375)			375	375	375	2,923	
Discretionary Grants for Domestic Properties	Annual	Ian Davies	340	275	615			615	275					275	275	275	1,715	
Bicester Leisure Centre - Access Road Improvements	2017/18	Sharon Bolton		33	33			33									33	
Cooper School Performance Hall - Roof, Floor & Seating	2017/18	Sharon Bolton		136	136			136									136	
North Oxfordshire Academy - Astro Turf Pitch Replacement	2017/18	Sharon Bolton		340	340			340									340	
North Oxfordshire Academy - Replacement Floodlights	2017/18	Sharon Bolton		95	95			95									95	
North Oxfordshire Academy - Sports Pavilion Improvements	2017/18	Sharon Bolton		20	20			20									20	
Replacement Booking System	2017/18	Sharon Bolton		60	60			60									60	
Car Parks Improvement Project	2017/18	Ian Davies		650	650			650									650	
Cherwell Community Fund	2018/19	Ian Davies			0			0		100				100	100		300	
Coopers Sports Facility Floodlights	2018/19	Ian Davies			0			0		65				65			65	
Community Services Total			3,504	1,984	5,488	1,130		6,618	650	165	(375)		440	750	750	650	0	9,208
Upgrade & Enhancements to Abris Housing System		Joanne Barrett								33				33			66	
Housing			0	0	0	0	0	0	0	33	0	0	0	33	0	0	0	66
Executive Director of Place and Growth																		
Bicester Community Building	-	Adrian Colwell	94		94	145		239									239	
NW Bicester Eco Business Centre	2016/17	Adrian Colwell	3,726		3,726	575		4,301									4,301	
East West Railways	2015/16	Scott Barnes	580	290	870			870	290					290	290	290	2,030	
Bicester Regeneration Projects Total			4,400	290	4,690	720		5,410	290	0	0	0	290	290	290	0	6,570	
Build Programme	2012/13	Jane Norman	4,790	4,829	9,619			9,619									9,619	
Build Phase 1b	2018/19	Jane Norman								1,875				1,845	(2,500)		1,220	
Build Phase 2	2018/19	Jane Norman								6,500				4,500	(7,200)		3,800	
Regeneration			4,790	4,829	9,619	0	0	9,619	0	8,375	0	0	8,375	6,345	(9,700)	0	0	14,639
Executive Director of Environment																		
Glass Bank Recycling Scheme	2012/13	Ed Potter	8		8			8									8	
Energy Efficiency Projects	2014/15	Ed Potter	20		20			20									20	
Off Road Parking Facilities	2015/16	Ed Potter	18		18			18									18	
Vehicle Replacement Programme	Annual	Ed Potter	128	959	1,087			1,087	740					620	700	750	3,897	
Wheeled Bin Replacement Scheme	2016/17	Ed Potter	170		170			170									170	
Urban Centre Electricity Installations	2016/17	Ed Potter	30		30			30									30	
Container Bin Replacement	2018/19	Ed Potter								20							20	
Banbury Market Improvements	2018/19	Ed Potter								20							20	
Public Conveniences	2018/19	Ed Potter								50				200			250	
Vehicle Lifting Equipment (Workshop)	2018/19	Ed Potter								30							30	
Vehicle Replacement Programme	2018/19	Ed Potter								35				240			275	

Project Description	Year Approved	Project Owner	2017/18					2018/19				2019/20	2020/21	2021/22	2022/23	Total
			Slippage B/Fwd	New Projects	Total Approved	Adjustments	Total	Existing Capital Projects	New Bids	Adjustments	Total					
			£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000					
Environmental Services Total			374	959	1,333	0	1,333	740	155	0	895	1,060	700	750	0	4,738
Executive Director of Finance and Governance																
HR / Payroll System replacement	2015/16	Paul Sutton	37		37		37				0					37
Graven Hill	-	Paul Sutton	13,148		13,148		13,148	600			600	13,000				26,748
Finance and Governance Total			13,185	0	13,185	0	13,185	600	0	0	600	13,000	0	0	0	26,785
Land & Property Harmonisation	2018/19	Rakesh Kumar			0		0		167		167	33				200
Law and Governance Total			0	0	0	0	0	0	167	0	167	33	0	0	0	200
Condition Survey Works - Solihull	2013/14	Chris Hipkiss	101		101		101				0					101
Bradley Arcade Roof Repairs - Solihull	2014/15	Chris Hipkiss	88		88		88				0					88
Improvements to Amenities to Orchard Way Shops - Solihull	2011/12	Chris Hipkiss	22		22		22				0					22
Orchard Way Shopping Arcade - front service area - Solihull	2015/16	Chris Hipkiss	288		288		288				0					288
Bicester Cattle Market Car Park Phase 2	2011/12	Chris Hipkiss	90		90		90				0					90
Thorpe Lane Depot - CCTV Replacement - Solihull	2015/16	Chris Hipkiss	25		25		25				0					25
Banbury Museum - Refurbishment Programme - Solihull	2016/17	Chris Hipkiss	38		38		38				0					38
Community Buildings - Remedial Works - Solihull	2016/17	Chris Hipkiss	150		150		150				0					150
Spiceball Riverbank Reinstatement	2016/17	Chris Hipkiss	50		50		50				0					50
Bolton Road Car Park	2016/17	Chris Hipkiss	74		74		74				0					74
Banbury Health Centre - Refurbishment of Ventilation, Heating & Cooling Systems	2017/18	Chris Hipkiss	0	270	270		270				0					270
Thorpe Way Industrial estate - Roof & Roof Lights	2017/18	Chris Hipkiss	0	100	100		100				0					100
Retail Unit A4 Pioneer Square Bicester	2017/18	Chris Hipkiss		135	135		135				0					135
Castle Quay 1 & 2	2017/18	Paul Sutton		500	500	68,000	68,500	62,000			62,000					130,500
Housing and IT Asset System - joint CDC/SNC	2018/19	Chris Hipkiss							50		50					50
Orchard Way - external decorations plus associated works and roof coverings to stairwells	2018/19	Chris Hipkiss			0		0		95		95					95
Retained Land - tarmac/walling works	2018/19	Chris Hipkiss			0		0		180		180					180
Thorpe Place Industrial Units - external painting, tarmac and door replacement	2018/19	Chris Hipkiss			0		0		175		175					175
Thorpe Way Industrial Units - external painting, tarmac and door replacement	2018/19	Chris Hipkiss			0		0		145		145					145
Horswefair Banbury - renewal of paving/trees to footpath areas between Highway and Car Park also around public toilets	2018/19	Chris Hipkiss			0		0		100		100					100
Thorpe Lane Depot - tarmac and drainage works to main yard	2018/19	Chris Hipkiss			0		0		110		110					110
All properties - EPC certification plus Compliance Works	2018/19	Chris Hipkiss			0		0		40		40					40
Property & Investments Total			926	1,005	1,931	68,000	69,931	62,000	895	0	62,895	0	0	0	0	132,826
Executive Director of Customers & Service Development																
Land & Property Harmonisation	2014/15	Tim Spiers	6	77	83		83				0					83
5 Year Rolling HW / SW Replacement Prog	Annual	Tim Spiers	0	50	50	(50)	0	50			50	50	50	50		200
Business Systems Harmonisation Programme	Annual	Tim Spiers	0	40	40	(11)	29	40			40	40	40	40		189
Upgrade to Uninterrupted Power Supply & Back up - Solihull	2014/15	Tim Spiers	337		337	50	387				0					387
Visualfiles Upgrade	2013/14	Tim Spiers	0		0	11	11				0					11
Microsoft Licensing Agreement	2015/16	Tim Spiers	0		0		0	110			110					110
IT Strategy Review	2017/18	Tim Spiers	139		139		139				0					139
Customer Excellence & Digital Transformation	2018/19	Tim Spiers					0		85		85					85
Unified Communications (inc Customer Services)	2018/19	James Tarrant					0		125		125					125
Information Technology Total			482	167	649	0	649	200	210	0	410	90	90	90	0	1,329
Capital Total			27,661	9,234	36,895	69,850	106,745	64,480	10,000	(375)	74,105	21,601	(7,870)	1,780	0	196,361

APPENDIX 6

CHERWELL DISTRICT COUNCIL
COLLECTION FUND : REVISED ESTIMATES 2017-18

COUNCIL TAX:

£.pp

(SURPLUS)/ DEFICIT AS AT 1 APRIL 2017

Oxfordshire County Council	(1,521,322)
Police and Crime Commissioner for Thames Valley	(198,049)
Cherwell District Council	(251,396)
	<u>(1,970,767)</u>

DISTRIBUTION OF SURPLUS/ (DEFICIT) FOR PREVIOUS YEAR(S):

Re: Revised Estimates

Oxfordshire County Council	1,485,348
Police and Crime Commissioner for Thames Valley	193,497
Cherwell District Council	245,661
	<u>1,924,506</u>

INCOME FOR THE YEAR:

Income From Council Tax	(89,981,280)
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TOTAL INCOME FOR THE YEAR

(89,981,280)

EXPENDITURE FOR THE YEAR:

Precepts and Demands:

Oxfordshire County Council	69,485,594
Police and Crime Commissioner for Thames Valley	8,793,174
Cherwell District Council: General Purposes	6,377,478
Cherwell District Council: Town & Parish Council Precepts	4,700,350
	<u>89,356,596</u>

Provision For Appeals and Non-collection

142,021

Write off of Bad Debts

60,866

TOTAL EXPENDITURE FOR THE YEAR

89,559,483

(SURPLUS)/ DEFICIT FOR THE YEAR

(421,797)

DIVISION OF (SURPLUS)/ DEFICIT FOR THE YEAR

Oxfordshire County Council	(327,998)
Police and Crime Commissioner for Thames Valley	(41,507)
Cherwell District Council	(52,292)
	<u>(421,797)</u>

(SURPLUS)/ DEFICIT AS AT 31 MARCH 2018

(468,058)

DIVISION OF (SURPLUS)/ DEFICIT AS AT 31 MARCH

Oxfordshire County Council	(363,972)
Police and Crime Commissioner for Thames Valley	(46,059)
Cherwell District Council	(58,027)
	<u>(468,058)</u>

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CDC Earmarked Reserves

APPENDIX 7

Earmarked Reserves	Service Owner	Draft Accounts 31-Mar-2017	Transfer In	Transfer Out	Year End Review of Reserves	Estimated Balance 31-Mar-2018 Post Review	Budget Use of Reserves 2018/19	Budget Cont'ns to Reserves 2018/19	Estimated Balance 31-Mar-19
		£000	£000	£000	£000	£000	£000	£000	£000
General Fund:									
Building Control	Tony Brummell	(100)		76		(24)			(24)
Capacity Funding	Jenny Barker	(157)		157		0	155	(155)	0
Country Park Reserve	Kevin Larner	(100)				(100)			(100)
Elections	James Doble	(109)				(109)	8		(101)
Environmental Warranties	Paul Sutton	(1,000)				(1,000)			(1,000)
Graven Hill Equalisation Reserve	Paul Sutton	0				0		(1,529)	(1,529)
Hanwell Fields Open Space	Adrian Colwell	(79)				(79)			(79)
Home Improvement Agency	Tim Mills	(234)	(34)			(268)	40		(228)
Housing Reserve	Joanne Barrett	(91)	(23)	46	(31)	(99)			(99)
Work in Default reserve	Tim Mills	(100)				(100)			(100)
Joint External Bid-writer	Jenny Barker	(19)		11		(8)			(8)
Licensing	Nicolas Sutcliffe	(129)				(129)			(129)
Local Plan Charges	Adrian Colwell	(75)	(463)	370	168	0			0
NHS - Affordable Housing	Joanne Barrett	(577)	(278)			(855)	58	(271)	(1,068)
NHS - Economic Development	Adrian Colwell	(2,665)	(2,095)	118		(4,642)		(1,869)	(6,511)
NHS - Superfast Broadband	Adrian Colwell	(727)				(727)			(727)
Planning Control	Andy Preston	(350)	(92)	94	227	(121)			(121)
Corporate Projects	Paul Sutton	(514)		200	225	(89)			(89)
Retained Business Rates	Mandy Anderson	(2,205)		568		(1,637)	637	0	(1,000)
Sainsbury's Primary Authority	Jackie Fitzsimons	(55)				(55)			(55)
Self Insurance	Paul Sutton	(160)				(160)			(160)
Transformation and Commercial	Paul Sutton	(313)			305	(8)			(8)
VAT Deminimus	Paul Sutton	(500)				(500)			(500)
Welfare Reform	Belinda Green	(99)		42		(57)			(57)
Wheeled Bin Replacements	Ed Potter	(37)				(37)			(37)
Contributions to Health Bus	Nicola Riley	(40)				(40)			(40)
Performance Reward Grant ABG	Jackie Fitzsimons	(21)				(21)			(21)
Heat Network	Jenny Barker	(50)				(50)			(50)
Devolution Viability Work	James Doble	(12)	(22)	34		0			0
Healthy New Towns	Ian Davies	(20)		7		(13)			(13)
Horton General Towns	Ian Davies	(150)				(150)			(150)
Museum development	Ian Davies	(30)		15		(15)			(15)
Pensions Deficit	Paul Sutton	(3,396)		3,053		(343)		(1,675)	(2,018)
NEW Strategic Intelligence studies	Richard Ellis	0	(10)		10	0			0

Earmarked Reserves	Service Owner	Draft Accounts 31-Mar-2017	Transfer In	Transfer Out	Year End Review of Reserves	Estimated Balance 31-Mar-2018 Post Review	Budget Use of Reserves 2018/19	Budget Cont'ns to Reserves 2018/19	Estimated Balance 31-Mar-19
		£000	£000	£000	£000	£000	£000	£000	£000
New Car Parks APCOA Consultants fees	Ian Davies	0	(15)		15	0			0
NEW Art Development	Ian Davies	0	(80)	80		0			0
NEW Business Support Admin	Ian Davies	0	(15)			(15)	15		0
GF Earmarked Reserves		(14,114)	(3,127)	4,871	919	(11,451)	913	(5,499)	(16,037)
Earmarked Reserves from Grants & Contributions									
Area Based Grant	Rakesh Kumar	(83)				(83)			(83)
Bicester Fields Main Park	Adrian Colwell	(97)				(97)			(97)
Brighter Futures - Skills Reward Grant	Nicola Riley	(66)		44		(22)			(22)
Bicester Garden Town	Jenny Barker	(1,197)		629		(568)	980	(546)	(134)
Bicester Youth Bus	Jackie Fitzsimons	(65)				(65)			(65)
Broadfield Road Yarnton Sports	Sharon Bolton	(4)				(4)			(4)
Courtyard Youth Arts	Nicola Riley	(39)				(39)			(39)
Dovecote Milcombe	Adrian Colwell	(56)		35		(21)			(21)
East Town Revenue	Jenny Barker	(472)		282	160	(30)			(30)
Emergency Planning	Jackie Fitzsimons	(40)				(40)			(40)
Green Deal Pioneer Places	Jenny Barker	(67)				(67)			(67)
Homelessness Prevention	Joanne Barrett	(70)				(70)			(70)
New Burdens Grant	Paul Sutton	(248)				(248)			(248)
Housing and Planning Initiatives	Adrian Colwell	(322)				(322)			(322)
PCC - Community Safety Grant	Jackie Fitzsimons	(64)				(64)			(64)
Thames Valley Police	Jackie Fitzsimons	(86)				(86)			(86)
Sportivate Grant	Sharon Bolton	(33)				(33)			(33)
Active Women Grant	Sharon Bolton	(22)				(22)			(22)
Corporate Training	Paula Goodwin	0				0			0
Credit Union Development Officer	Joanne Barratt	(23)	23			0			0
Laburnham Cres Ambrosden	Adrian Colwell	(38)				(38)			(38)
Reserves - Grants & Contributions		(3,092)	23	990	160	(1,919)	980	(546)	(1,485)
Total Earmarked Reserves		(17,206)	(3,104)	5,861	1,079	(13,370)	1,893	(6,045)	(17,522)
General Fund		(2,906)				(2,906)			(2,906)
Total Reserves		(20,112)	(3,104)	5,861	1,079	(16,276)	1,893	(6,045)	(20,428)

CORPORATE INVESTMENT STRATEGY

Introduction

An investment strategy is designed to assess opportunities for the effective utilisation and optimisation of the councils' non-operational assets and resources to secure new or improved sources of income and/or capital growth. The key elements of this strategy are set out below:-

- The **Strategic Case** – reducing grant from central Government and a predicted significant growth in demand for council services is placing increasing pressure on council budgets. In response, the LGA has suggested 3 principle ways to meet these challenges:-
 - Income from assets
 - Trading services
 - Sale of commodities
- The **Economic Case** – Various Investment Vehicles offer a range of diverse options to generate income, particularly where there can be a margin between the net return and the funding costs.
- The **Commercial Case** – Opportunity to deliver a long term and sustainable income, not impacted by Central Government policy. Additional secondary objectives such as business rate growth, economic activity and regeneration in local areas.
- The **Financial Case** – Each investment opportunity will be evaluated against stringent financial criteria to ensure each delivers gross income aspirations whilst taking consideration of the costs of operating the fund, including lending, acquisition and operating costs.
- The **Regeneration Case** – There is an opportunity to use council assets to lever in further investment or combine with other private or public sector assets to achieve specific regeneration and development objectives and ambitions. There are also opportunities to support failing or declining projects or assets to improve rental income and potentially provide a catalyst for adjacent regeneration and private ownership and investment.

Reasons why this is required

Continuing reductions in Central Government funding at a time when Councils are facing increasing demand for services, given changing demographics and an aging population, means that alternative sources of income and optimization of council assets and resources need to be identified.

Historically, many Councils have retained fairly significant property and land portfolios for operational reasons, but the shifting landscape for local government, changing customer trends in how they access and consume services, and different and more flexible working practices for Councils have rendered many of these assets surplus to requirements. There is therefore, an opportunity to review these assets and resources, and evaluate the most suitable options in order to optimize operational efficiency, customer access and economic and financial value.

Benefits of Property as an Asset Class

Pros	Cons
<ul style="list-style-type: none"> • Physical Asset • Relatively stable income stream • Capital growth potential • Diversification opportunities • Risk / Return profile • Inflation protection 	<ul style="list-style-type: none"> • Large lot sizes • Relatively illiquid/transaction costs • Not transparently traded like a commodities • Expert management needed • A broad investment class

Why Property

- Property is a tangible asset, usually comprising two elements; land and buildings. Whilst a building can become obsolete or destroyed, land remains an asset that generally retains value.
- A slight disadvantage of owning a tangible asset like property, is the requirement for ongoing management and the total cost of ownership. Effective management is essential to maintain income flow and to ensure that a building remains attractive to occupiers and potential buyers.
- As Cherwell and South Northants Councils own existing property portfolios, as well as shares within property holdings, the resources to undertake effective management already exists in house. However, should more complex schemes and arrangements be entered into, it will be necessary to review the models by which these may be managed in order to deliver the greatest benefit.
- Cost of ownership can be minimised, through a diversified treasury strategy employing a mix of existing resources, other council lending or central borrowing. This places councils in an advantageous position to the wider property market that has constraints on their funding options.
- Property can offer councils a wider range of benefits not as readily available from other classes such as:
 - Control over key assets in their districts that will align with the Councils' corporate strategy.

- Delivery of projects that otherwise might stall or not progress if left in private sector hands.
- Momentum where intervention by a Council can then unlock a lead to confidence in the market from third parties.
- Non-financial gains where inward investment can create / maintain jobs / training etc.What should we invest in?

Community Investments	Strategic Investments	Commercial Investments
Investment in leisure centres, sporting facilities which don't provide traditional yields but provide a wide community benefit.	Purchase of underperforming property assets which provide key strategic regeneration opportunities to generate the catalyst for economic development.	Purchase of income producing investments competing in the open market both in and outside the District.

Governance

There are two key elements to ensuring that the right governance is in place:-

- Agree the appropriate investment approach
- Establish where the decisions on individual investments will be taken and how

Investment Approach

It is essential that the Council first establishes the objectives for its Investment Strategy. A major priority for the councils will be financial sustainability, and a financial objective and contribution from this strategy will need to be established as part of Medium Term Financial Plan.

Appended is an Investment Matrix which helps in assessing the link to corporate objectives, suitability and return from any investments, and the risk profile that the Council is prepared to accept in considering any potential investments.

Investment Policy Advisory Group

It is proposed that upon adoption of such a strategy and the creation of the agreed governance structure, that there will be a resource, both internally and externally, appointed to consider the asset classes to be focused on and the acquisition criteria further defined.

The property investment market is very competitive and needs consistent and quick decisions if the Council is going to be successful in acquiring assets in this environment. It is therefore proposed that an Investment Policy Advisory Group is established to act as an advisory body for these initial decisions. They should ensure the decisions fall within the Corporate Strategy and are based upon the approved investment matrix. They will then report their recommendations to Full Council.

The Policy Advisory Group will be made up of:-

Members

- Leader of the Council
- Portfolio Holder for Financial Management
- Portfolio Holder for Estates and the Economy
- Chair of the Accounts, Audit and Risk Committee
- Leader of the Opposition

Officers

- Chief Executive
- Executive Director – Finance and Governance (Section 151)
- Assistant Director – Property, Investment and Contract Management
- Assistant Director – Law and Governance (Monitoring Officer)

The primary purposes of the Policy Advisory Group would be twofold:-

- To consider recommendations from officers regarding the potential purchase of a property asset, prior to submission of a bid. This would include consideration of the yield, and the Investment Evaluation based on the criteria set out. The ultimate consideration would be whether to submit a bid or not, and at what value.
- To consider the results of the due diligence process, (following acceptance of an offer from Council to purchase an asset), with the ultimate consideration of whether to endorse the purchase and proceed to exchange of contracts.

Decisions to submit bids, approve purchases and exchange of contracts would be taken as urgent decisions by the Chief Executive or Executive Director of Finance and Governance in consultation with the Investment Policy Advisory Group and reported to the next available meeting of the Council.

Given the need to react quickly and take timely decisions, meetings of the Investment Policy Advisory Group may need to be convened on a 'virtual' basis. In order to ensure the necessary governance, the meeting should include:-

- At least two of:-
 - Leader of the Council
 - Lead Member for Financial Management
 - Lead Member for Estates and the Economy.

And:

- At least two of:-
 - Chief Executive
 - Executive Director – Finance and Governance
 - Assistant Director – Property, Investment and Contract Management

**CORPORATE INVESTMENT STRATEGY
Draft Scoring Matrix**

SCORING CRITERIA	SCORE	4	3	2	1	0
	WEIGHTING FACTOR	EXCELLENT / VERY GOOD	GOOD	ACCEPTABLE	MARGINAL	UNACCEPTABLE
Location - In Borough/Adjacent to Borough and can still add value	25%	Prime	Good	Secondary	Tertiary	Remote
Tenancy - Strong Covenant	15%	Single tenant with strong financial covenant	Multiple tenants with strong financial covenant	Single tenant with good financial covenant	Multiple tenants with average financial covenant	Tenants with poor financial covenant strength
Tenure	10%	Freehold	150+ year unexpired with no LL controls	150+ with minimal landlord controls / gearing below 5%	Lease under 150 years	Lease under 100 years
WAULT - Weighted average unexpired lease term	20%	20 years +	15 years +	10 years +	5 Years +	Less than 5 years
Repairing Terms	10%	FRI	75% + on FRI	50% + on FRI	Internal repairing Only, Cap Ex required	Short term leases with high landlord responsibilities, Cap Ex required
Lot size	10%	Between £4m and £6m	Between £6m and £8m, £4m and £2m	Greater than £8m, Less than £2m		
Profile	10%	Super Core	Core	Value Add	Opportunistic	
Management Resources	10%	Minimum. Single tenant, FRI.	Minimum Fully let, no more than 3 tenants.	Moderate. Common parts, Service Charge etc.	Active but well managed to date.	Active and historical lack of management

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Cherwell District Council

Treasury Management Strategy Statement 2018/19, including Prudential Indicators & MRP Statement

Introduction

In 2013 the Council adopted the Chartered Institute of Public Finance and Accountancy's *Treasury Management in the Public Services: Code of Practice 2011 Edition* (the CIPFA Code) which requires the Council to approve a treasury management strategy before the start of each financial year. CIPFA published a new version of this Code in December 2017 and although local authorities do not need to formally adopt the new Code they are required by law to have regard to it.

In addition, the Department for Communities and Local Government (CLG) issued revised *Guidance on Local Authority Investments* in March 2010 that requires the Council to approve an investment strategy before the start of each financial year.

This report fulfils the Council's legal obligation under the *Local Government Act 2003* to have regard to both the CIPFA Code and the CLG Guidance.

The Council has borrowed and invested substantial sums of money and is therefore exposed to financial risks including the loss of invested funds and the revenue effect of changing interest rates. The successful identification, monitoring and control of risk are therefore central to the Council's treasury management strategy.

Revised strategy: In accordance with the CLG Guidance, the Council will be asked to approve a revised Treasury Management Strategy Statement should the assumptions on which this report is based change significantly. Such circumstances would include, for example, a large unexpected change in interest rates, in the Council's capital programme or in the level of its investment balance.

External Context

Economic background: The major external influence on the Council's treasury management strategy for 2018/19 will be the UK's progress in negotiating its exit from the European Union and agreeing future trading arrangements. The domestic economy has remained relatively robust since the surprise outcome of the 2016 referendum, but there are indications that uncertainty over the future is now weighing on growth. Transitional arrangements may prevent a cliff-edge, but will also extend the period of uncertainty for several years. Economic growth is therefore forecast to remain sluggish throughout 2018/19.

Consumer price inflation reached 3.0% in September 2017 as the post-referendum devaluation of sterling continued to feed through to imports. Unemployment continued to fall and the Bank of England's Monetary Policy Committee judged that the extent of spare capacity in the economy seemed limited and the pace at which the economy can grow without generating inflationary pressure had fallen over recent years. With its inflation-control mandate in mind, the Bank of England's Monetary Policy Committee raised official interest rates to 0.5% in November 2017.

In contrast, the US economy is performing well and the Federal Reserve is raising interest rates in regular steps to remove some of the emergency monetary stimulus it has provided for the past decade. The European Central Bank is yet to raise rates, but has started to taper its quantitative easing programme, signalling some confidence in the Eurozone economy.

Credit outlook: High profile bank failures in Italy and Portugal have reinforced concerns over the health of the European banking sector. Sluggish economies and fines for pre-crisis behaviour continue to weigh on bank profits, and any future economic slowdown will exacerbate concerns in this regard.

Bail-in legislation, which ensures that large investors including local authorities will rescue failing banks instead of taxpayers in the future, has now been fully implemented in the European Union, Switzerland and USA, while Australia and Canada are progressing with their own plans. In addition, the largest UK banks will ringfence their retail banking functions into separate legal entities during 2018. There remains some uncertainty over how these changes will impact upon the credit strength of the residual legal entities.

The credit risk associated with making unsecured bank deposits has therefore increased relative to the risk of other investment options available to the Council; returns from cash deposits however remain very low.

Interest rate forecast: The Council's treasury adviser Arlingclose's central case is for UK Bank Rate to remain at 0.50% during 2018/19, following the rise from the historic low of 0.25%. The Monetary Policy Committee re-emphasised that any prospective increases in Bank Rate would be expected to be at a gradual pace and to a limited extent.

Future expectations for higher short term interest rates are subdued and on-going decisions remain data dependant and negotiations on exiting the EU cast a shadow over monetary policy decisions. The risks to Arlingclose's forecast are broadly balanced on both sides. The Arlingclose central case is for gilt yields to remain broadly stable across the medium term. Upward movement will be limited, although the UK government's seemingly deteriorating fiscal stance is an upside risk.

A more detailed economic and interest rate forecast provided by Arlingclose is attached at **Appendix A**.

For the purpose of setting the budget, it has been assumed that new investments will be made at an average rate of 0.35%, and that new long-term loans will be borrowed at an average rate of 1.66%.

Local Context

On 31st December 2017, the Council held £34m of borrowing and £12m of investments. This is set out below.

	Actual Portfolio £m	Average Rate %
External borrowing:		
Public Works Loan Board	21	1.84
Local authorities	13	0.79
Total external borrowing	34	1.45
Treasury investments:		
Banks & building societies (unsecured)	2.7	0.30
Money Market Funds	9.3	0.33
Total treasury investments	12	0.32
Net debt	22	

Forecast changes in these sums are shown in the balance sheet analysis in table 1 below.

Table 1: Balance sheet summary and forecast

	31.3.17 Actual £m	31.3.18 Estimate £m	31.3.19 Forecast £m	31.3.20 Forecast £m	31.3.21 Forecast £m
General Fund CFR	33.2	152.4	202.5	244.2	254.4
Less: External borrowing *	0	-92	-21	-21	-21
Internal (over) borrowing	33.2	60.4	181.5	223.2	223.4
Less: Usable reserves	-21.5	-22	-22	-22	-22
Less: Working capital	-29.4	-29	-29	-29	-29
Investments (or New borrowing)	17.7	-9.4	-130.5	-172.2	-182.4

* shows only loans to which the Council is committed and excludes optional refinancing

The underlying need to borrow for capital purposes is measured by the Capital Financing Requirement (CFR), while usable reserves and working capital are the underlying resources available for investment. The Council's earlier strategy had been to maintain borrowing and investments below their underlying levels, sometimes known as internal borrowing. However, the Council has an increasing CFR due to the capital programme, but minimal investments and will therefore be required to borrow significant amounts over the forecast period.

The CFR position at 31.3.2018 reflects the equity shareholding in and loans to subsidiaries, alongside other capital expenditure, including the purchase of CQ1.

CIPFA's *Prudential Code for Capital Finance in Local Authorities* recommends that the Council's total debt should be lower than its highest forecast CFR over the next three years. Table 1 shows that the Council expects to comply with this recommendation during 2018/19.

Borrowing Strategy

The Council currently holds £34 million of loans, an increase of £34 million on the previous year, as part of its strategy for funding the capital programme. The balance sheet forecast in table 1 shows that the Council expects to borrow up to £101m in 2018/19. The Council may also borrow additional sums to pre-fund future years' requirements, providing this does not exceed the authorised limit for borrowing of £225 million.

Objectives: The Council's chief objective when borrowing money is to strike an appropriately low risk balance between securing low interest costs and achieving certainty of those costs over the period for which funds are required. The flexibility to renegotiate loans should the Council's long-term plans change is a secondary objective.

Strategy: Given the significant cuts to public expenditure and in particular to local government funding, the Council's borrowing strategy continues to address the key issue of affordability without compromising the longer-term stability of the debt portfolio. With short-term interest rates currently much lower than long-term rates, it is likely to be more cost effective in the short-term to borrow some of the Council's loans as short-term loans.

By doing so, the Council is able to reduce net borrowing costs. The benefits of short-term borrowing will be monitored regularly against the potential for incurring additional costs by deferring borrowing into future years when long-term borrowing rates are forecast to rise modestly. Arlingclose will assist the Council with this 'cost of carry' and breakeven analysis. Its output may determine whether the

Council borrows additional sums at long-term fixed rates in 2018/19 with a view to keeping future interest costs low, even if this causes additional cost in the short-term.

Alternatively, the Council may arrange forward starting loans during 2018/19, where the interest rate is fixed in advance, but the cash is received in later years. This would enable certainty of cost to be achieved without suffering a cost of carry in the intervening period.

In addition, the Council may borrow further short-term loans to cover unplanned cash flow shortages.

Sources of borrowing: The approved sources of long-term and short-term borrowing are:

- Public Works Loan Board (PWLB) and any successor body
- any institution approved for investments (see below)
- any other bank or building society authorised to operate in the UK
- UK public and private sector pension funds (except Oxfordshire County Council Pension Fund)
- capital market bond investors
- UK Municipal Bonds Agency plc and other special purpose companies created to enable local authority bond issues

Other sources of debt finance: In addition, capital finance may be raised by the following methods that are not borrowing, but may be classed as other debt liabilities:

- operating and finance leases
- hire purchase
- Private Finance Initiative
- sale and leaseback

The Council has easy access to long-term borrowing from the PWLB but will investigate other sources of finance, such as local authority loans and bank loans, that may be available at more favourable rates.

Municipal Bonds Agency: UK Municipal Bonds Agency plc was established in 2014 by the Local Government Association as an alternative to the PWLB. It plans to issue bonds on the capital markets and lend the proceeds to local authorities. This will be a more complicated source of finance than the PWLB for two reasons: borrowing authorities will be required to provide bond investors with a joint and several guarantee to refund their investment in the event that the agency is unable to for any reason; and there will be a lead time of several months between committing to borrow and knowing the interest rate payable. Any decision to borrow from the Agency will therefore be the subject of a separate report to full Council.

Short-term and variable rate loans: These loans leave the Council exposed to the risk of short-term interest rate rises and are therefore subject to the limit on the net exposure to variable interest rates in the treasury management indicators below.

Debt rescheduling: The PWLB allows authorities to repay loans before maturity and either pay a premium or receive a discount according to a set formula based on current interest rates. Other lenders may also be prepared to negotiate premature redemption terms. The Council may take advantage of this and replace some loans with new loans, or repay loans without replacement, where this is expected to lead to an overall cost saving or a reduction in risk.

Investment Strategy

The Council holds short-term invested funds for liquidity purposes, representing income received in advance of expenditure plus balances and reserves held. In the past 12 months, the Council's investment balance has ranged between £1.4 and £56.7 million. As a net borrower for the foreseeable future, investment balances held will be at modest levels and held primarily for liquidity purposes.

Objectives: Both the CIPFA Code and the CLG Guidance require the Council to invest its funds prudently, and to have regard to the security and liquidity of its investments before seeking the highest rate of return, or yield. The Council's objective when investing money is to strike an appropriate balance between risk and return, minimising the risk of incurring losses from defaults and the risk of receiving unsuitably low investment income. Where balances are expected to be invested for more than one year, the Council will aim to achieve a total return that is equal or higher than the prevailing rate of inflation, in order to maintain the spending power of the sum invested.

Strategy: Given the increasing risk and low returns from short-term unsecured bank investments, the Council would aspire to diversify into more secure and/or higher yielding asset classes. However, given the low level of funds available for longer-term investment and the high liquidity requirements, the Council's surplus cash is likely to remain invested in short-term bank deposits and call accounts, money market funds, and deposits with other local authorities.

Approved counterparties: The Council may invest its surplus funds with any of the counterparty types in table 2 below, subject to the cash limits (per counterparty) and the time limits shown.

Table 2: Approved investment counterparties and limits

Credit rating	Banks unsecured	Banks secured	Government	Corporates	Registered Providers
UK Govt	n/a	n/a	£ Unlimited 50 years	n/a	n/a
AAA	£3m 5 years	£5m 20 years	£5m 50 years	£3m 20 years	£3m 20 years
AA+	£3m 5 years	£5m 10 years	£5m 25 years	£3m 10 years	£3m 10 years
AA	£3m 4 years	£5m 5 years	£5m 15 years	£3m 5 years	£3m 10 years
AA-	£3m 3 years	£5m 4 years	£5m 10 years	£3m 4 years	£3m 10 years
A+	£3m 2 years	£5m 3 years	£5m 5 years	£3m 3 years	£3m 5 years
A	£3m 13 months	£5m 2 years	£5m 5 years	£3m 2 years	£3m 5 years
A-	£3m 6 months	£5m 13 months	£5m 5 years	£3m 13 months	£3m 5 years
None	£1m 6 months	n/a	£5m 25 years	£10m* 5 years	£3m 5 years
Pooled funds	£5m per fund				

This table must be read in conjunction with the notes below

Credit rating: Investment limits are set by reference to the lowest published long-term credit rating from Fitch, Moody's or Standard & Poor's. Where available, the credit rating relevant to the specific

investment or class of investment is used, otherwise the counterparty credit rating is used. However, investment decisions are never made solely based on credit ratings, and all other relevant factors including external advice will be taken into account.

Banks unsecured: Accounts, deposits, certificates of deposit and senior unsecured bonds with banks and building societies, other than multilateral development banks. These investments are subject to the risk of credit loss via a bail-in should the regulator determine that the bank is failing or likely to fail. See below for arrangements relating to operational bank accounts.

Banks secured: Covered bonds, reverse repurchase agreements and other collateralised arrangements with banks and building societies. These investments are secured on the bank's assets, which limits the potential losses in the unlikely event of insolvency, and means that they are exempt from bail-in. Where there is no investment specific credit rating, but the collateral upon which the investment is secured has a credit rating, the higher of the collateral credit rating and the counterparty credit rating will be used to determine cash and time limits. The combined secured and unsecured investments in any one bank will not exceed the cash limit for secured investments.

Government: Loans, bonds and bills issued or guaranteed by national governments, regional and local authorities and multilateral development banks. These investments are not subject to bail-in, and there is an insignificant risk of insolvency. Investments with the UK Central Government may be made in unlimited amounts for up to 50 years.

Corporates: Loans, bonds and commercial paper issued by companies other than banks and registered providers. These investments are not subject to bail-in, but are exposed to the risk of the company going insolvent. Loans to unrated companies will only be made following an external credit assessment or as part of a diversified pool in order to spread the risk widely.

Registered providers: Loans and bonds issued by, guaranteed by or secured on the assets of registered providers of social housing, formerly known as housing associations. These bodies are tightly regulated by the Homes and Communities Agency and, as providers of public services, they retain the likelihood of receiving government support if needed.

Pooled funds: Shares in diversified investment vehicles consisting of the any of the above investment types, plus equity shares and property. These funds have the advantage of providing wide diversification of investment risks, coupled with the services of a professional fund manager in return for a fee. Short-term Money Market Funds that offer same-day liquidity and very low or no volatility will be used as an alternative to instant access bank accounts, while pooled funds whose value changes with market prices and/or have a notice period will be used for longer investment periods.

Bond, equity and property funds offer enhanced returns over the longer term, but are more volatile in the short term. These allow the Council to diversify into asset classes other than cash without the need to own and manage the underlying investments. Because these funds have no defined maturity date, but are available for withdrawal after a notice period, their performance and continued suitability in meeting the Council's investment objectives will be monitored regularly. Investments in these funds will only be undertaken after careful analysis of cash balances available for the medium to long term and after advice from the Council's treasury advisor.

Operational bank accounts: The Council may incur operational exposures, for example through current accounts, collection accounts and merchant acquiring services, to any UK bank with credit ratings no lower than BBB- and with assets greater than £25 billion. These are not classed as investments, but are still subject to the risk of a bank bail-in, and balances will therefore be kept below £50,000 per bank wherever possible e.g. except for overnight balances where funds are received during the day and it is too late to transfer to another counterparty. The Bank of England has stated that in the event of

failure, banks with assets greater than £25 billion are more likely to be bailed-in than made insolvent, increasing the chance of the Council maintaining operational continuity.

Risk assessment and credit ratings: Credit ratings are obtained and monitored by the Council's treasury advisers, who will notify changes in ratings as they occur. Where an entity has its credit rating downgraded so that it fails to meet the approved investment criteria then:

- no new investments will be made,
- any existing investments that can be recalled or sold at no cost will be, and
- full consideration will be given to the recall or sale of all other existing investments with the affected counterparty.

Where a credit rating agency announces that a credit rating is on review for possible downgrade (also known as "rating watch negative" or "credit watch negative") so that it may fall below the approved rating criteria, then only investments that can be withdrawn on the next working day will be made with that organisation until the outcome of the review is announced. This policy will not apply to negative outlooks, which indicate a long-term direction of travel rather than an imminent change of rating.

Other information on the security of investments: The Council understands that credit ratings are good, but not perfect, predictors of investment default. Full regard will therefore be given to other available information on the credit quality of the organisations in which it invests, including credit default swap prices, financial statements, information on potential government support and reports in the quality financial press. No investments will be made with an organisation if there are substantive doubts about its credit quality, even though it may meet the credit rating criteria.

When deteriorating financial market conditions affect the creditworthiness of all organisations, as happened in 2008 and 2011, this is not generally reflected in credit ratings, but can be seen in other market measures. In these circumstances, the Council will restrict its investments to those organisations of higher credit quality and reduce the maximum duration of its investments to maintain the required level of security. The extent of these restrictions will be in line with prevailing financial market conditions. If these restrictions mean that insufficient commercial organisations of high credit quality are available to invest the Council's cash balances, then the surplus will be deposited with the UK Government, via the Debt Management Office or invested in government treasury bills for example, or with other local authorities. This will cause a reduction in the level of investment income earned, but will protect the principal sum invested.

Specified investments: The CLG Guidance defines specified investments as those:

- denominated in pound sterling,
- due to be repaid within 12 months of arrangement,
- not defined as capital expenditure by legislation, and
- invested with one of:
 - the UK Government,
 - a UK local authority, parish council or community council, or
 - a body or investment scheme of "high credit quality".

The Council defines "high credit quality" organisations and securities as those having a credit rating of A-or higher that are domiciled in the UK or a foreign country with a sovereign rating of AA+ or higher. For money market funds and other pooled funds "high credit quality" is defined as those having a credit rating of A- or higher.

Non-specified investments: Any investment not meeting the definition of a specified investment is classed as non-specified. The Council does not intend to make any investments denominated in foreign currencies, nor any that are defined as capital expenditure by legislation, such as company shares. Non-specified investments will therefore be limited to long-term investments, i.e. those that are due to mature 12 months or longer from the date of arrangement, and investments with bodies and schemes not meeting the definition on high credit quality. Limits on non-specified investments are shown in table 3 below.

Table 3: Non-specified investment limits

	Cash limit
Total long-term investments	£10m
Total investments without credit ratings or rated below A- (except UK Government and local authorities)	£10m
Total investments (except pooled funds) with institutions domiciled in foreign countries rated below AA+	£5m
Investments with other organisations*	£10m
Total non-specified investments	£25m

*Investments with other organisations would include investment opportunities with small and medium sized enterprises (SMEs) and other businesses and entities across the UK. Because of the higher perceived credit risk of SMEs, such investments may provide considerably higher rates of return. An external credit assessment will be undertaken and appropriate advice will be sought (where available) before any investment decision is made.

Investment limits: In order that the Council's revenue reserves available to cover investment losses are not unduly put at risk in the case of a single default, the maximum that will be lent to any one organisation (other than the UK Government) will be £10 million. A group of banks under the same ownership will be treated as a single organisation for limit purposes. Limits will also be placed on fund managers, investments in brokers' nominee accounts, foreign countries and industry sectors as below. Investments in pooled funds and multilateral development banks do not count against the limit for any single foreign country, since the risk is diversified over many countries.

Table 4: Investment limits

	Cash limit
Any single organisation, except the UK Central Government	£10m each
UK Central Government	unlimited
Any group of organisations under the same ownership	£10m per group
Any group of pooled funds under the same management	£10m per manager
Negotiable instruments held in a broker's nominee account	£10m per broker
Foreign countries	£10m per country
Registered providers	£10m in total
Unsecured investments with building societies	£10m in total
Loans to unrated corporates	£10m in total
Money Market Funds	£15m in total

Liquidity management: The Council uses in-house cash flow forecasting software to determine the maximum period for which funds may prudently be committed. The forecast is compiled on a prudent basis to minimise the risk of the Council being forced to borrow on unfavourable terms to meet its financial commitments. Limits on long-term investments are set by reference to the Council's medium term financial plan and cash flow forecast.

Non-Treasury Investments

Although not classed as treasury management activities and therefore not covered by the CIPFA Code or the CLG Guidance, the Council may also purchase property for investment purposes and may also make loans and investments for service purposes, for example in shared ownership housing, as loans to local businesses and landlords, or as equity investments and loans to the Council's subsidiaries.

Such loans and investments will be subject to the Council's normal approval processes for revenue and capital expenditure and need not comply with this treasury management strategy.

The Council's existing non-treasury investments (excluding property) at 31 December 2017 are shown below:

	Actual £m	Average Rate %
Non-treasury investments (excluding property):		
Shares in subsidiaries	24.8	-
Loans to subsidiaries	26.8	7.5%
Total non-treasury investments	51.6	

Variations to Investment Strategy

Delegated authority is granted to the Chief Finance Officer, in consultation with the Lead Member for Financial Management and the Chairman of Accounts, Audit and Risk Committee, to amend the lending criteria and counterparty limits detailed above as required to ensure that investments can continue to be made in a rapidly changing financial environment and the security of investments are maximised if this is deemed to be the most appropriate course of action.

Treasury Management Indicators

The Council measures and manages its exposures to treasury management risks using the following indicators.

Interest rate exposures: This indicator is set to control the Council's exposure to interest rate risk. The upper limits on fixed and variable rate interest rate exposures, expressed as the proportion of net principal borrowed will be:

	2017/18	2018/19	2019/20
Upper limit on fixed interest rate exposure	100%	100%	100%
Upper limit on variable interest rate exposure	100%	100%	100%

Fixed rate investments and borrowings are those where the rate of interest is fixed for at least 12 months, measured from the start of the financial year or the transaction date if later. All other instruments are classed as variable rate.

These limits have deliberately been set at 100% so they don't restrict the Council's ability to investigate all options.

Maturity structure of borrowing: This indicator is set to control the Council's exposure to refinancing risk. The upper and lower limits on the maturity structure of fixed rate borrowing will be:

	Upper	Lower
Under 12 months	100%	0%
12 months and within 24 months	100%	0%
24 months and within 5 years	100%	0%
5 years and within 10 years	100%	0%
10 years and above	100%	0%

Time periods start on the first day of each financial year. The maturity date of borrowing is the earliest date on which the lender can demand repayment.

The upper and lower limits as shown above provide the scope to accommodate new loan(s) in the most appropriate maturity band at the time of borrowing.

Principal sums invested for periods longer than 364 days: The purpose of this indicator is to control the Council's exposure to the risk of incurring losses by seeking early repayment of its investments. The limits on the long-term principal sum invested to final maturities beyond the period end will be:

	2018/19	2019/20	2020/21
Limit on principal invested beyond year end	£5m	£5m	£5m

Other Items

There are a number of additional items that the Council is obliged by CIPFA or CLG to include in its Treasury Management Strategy.

Policy on the use of financial derivatives: Local authorities have previously made use of financial derivatives embedded into loans and investments both to reduce interest rate risk (e.g. interest rate collars and forward deals) and to reduce costs or increase income at the expense of greater risk (e.g. LOBO loans and callable deposits). The general power of competence in Section 1 of the *Localism Act 2011* removes much of the uncertainty over local authorities' use of standalone financial derivatives (i.e. those that are not embedded into a loan or investment).

The Council will only use standalone financial derivatives (such as swaps, forwards, futures and options) where they can be clearly demonstrated to reduce the overall level of the financial risks that the Council is exposed to. Additional risks presented, such as credit exposure to derivative counterparties, will be taken into account when determining the overall level of risk. Embedded derivatives, including those present in pooled funds and forward starting transactions, will not be

subject to this policy, although the risks they present will be managed in line with the overall treasury risk management strategy.

Financial derivative transactions may be arranged with any organisation that meets the approved investment criteria. The current value of any amount due from a derivative counterparty will count against the counterparty credit limit and the relevant foreign country limit.

Investment training: The needs of the Council's treasury management staff for training in investment management are assessed regularly as part of the staff appraisal process, and additionally when the responsibilities of individual members of staff change.

Staff regularly attend training courses, seminars and conferences provided by Arlingclose and CIPFA. Relevant staff are also encouraged to study professional qualifications from CIPFA, the Association of Corporate Treasurers and other appropriate organisations.

Investment advisers: The Council has appointed Arlingclose Limited from April 2017 as treasury management advisers and receives specific advice on investment, debt and capital finance issues. The Council receives regular news, markets and regulatory updates and holds twice-yearly client review meetings.

Investment of money borrowed in advance of need: The Council may, from time to time, borrow in advance of need, where this is expected to provide the best long-term value for money. Since amounts borrowed will be invested until spent, the Council is aware that it will be exposed to the risk of loss of the borrowed sums, and the risk that investment and borrowing interest rates may change in the intervening period. These risks will be managed as part of the Council's overall management of its treasury risks.

The total amount borrowed will not exceed the authorised borrowing limit of £225 million. The maximum period between borrowing and expenditure is expected to be two years, although the Council is not required to link particular loans with particular items of expenditure.

Financial Implications

The budget for treasury investment income in 2018/19 is £42k, based on an average investment portfolio of £12 million at an interest rate of 0.35%. The budget for debt interest paid in 2018/19 is £2.1 million, based on an average debt portfolio of £62.6 million at an average interest rate of 1.66%. If actual levels of investments and borrowing, and actual interest rates differ from those forecast, performance against budget will be correspondingly different.

Other Options Considered

The CLG Guidance and the CIPFA Code do not prescribe any particular treasury management strategy for local authorities to adopt. The Chief Finance Officer, having consulted the Lead Member for Financial Management and the Chairman of Accounts, Audit and Risk Committee, believes that the above strategy represents an appropriate balance between risk management and cost effectiveness. Some alternative strategies, with their financial and risk management implications, are listed below.

Alternative	Impact on income and expenditure	Impact on risk management
Invest in a narrower range of counterparties and/or for shorter times	Interest income will be lower	Lower chance of losses from credit related defaults, but any such losses may be greater

Invest in a wider range of counterparties and/or for longer times	Interest income will be higher	Increased risk of losses from credit related defaults, but any such losses may be smaller
Borrow additional sums at long-term fixed interest rates	Debt interest costs will rise; this is unlikely to be offset by higher investment income	Higher investment balance leading to a higher impact in the event of a default; however long-term interest costs may be more certain
Borrow short-term or variable loans instead of long-term fixed rates	Debt interest costs will initially be lower	Increases in debt interest costs will be broadly offset by rising investment income in the medium term, but long-term costs may be less certain
Reduce level of borrowing	Saving on debt interest is likely to exceed lost investment income	Reduced investment balance leading to a lower impact in the event of a default; however long-term interest costs may be less certain

Prudential Indicators 2018/19

The Local Government Act 2003 requires the Council to have regard to the Chartered Institute of Public Finance and Accountancy's *Prudential Code for Capital Finance in Local Authorities* (the Prudential Code) when determining how much money it can afford to borrow. The objectives of the Prudential Code are to ensure, within a clear framework, that the capital investment plans of local authorities are affordable, prudent and sustainable, and that treasury management decisions are taken in accordance with good professional practice. To demonstrate that the Council has fulfilled these objectives, the Prudential Code sets out the following indicators that must be set and monitored each year.

Estimates of Capital Expenditure: The Council's planned capital expenditure and financing may be summarised as follows.

Capital Expenditure and Financing	2017/18 Revised £m	2018/19 Estimate £m	2019/20 Estimate £m	2020/21 Estimate £m
Total Expenditure	119.2	52.0	43.6	21.7
Capital Receipts	0	0	0	9.6
Government Grants	0.4	0.4	0.4	0.4
Revenue - MRP	0	1.5	1.5	1.5
Borrowing	118.8	50.1	41.7	10.2
Total Financing	119.2	52.0	43.6	21.7

Estimates of Capital Financing Requirement: The Capital Financing Requirement (CFR) measures the Council's underlying need to borrow for a capital purpose.

Capital Financing Requirement	31.03.18 Revised £m	31.03.19 Estimate £m	31.03.20 Estimate £m	31.03.21 Estimate £m
Total CFR	152.4	202.5	244.2	254.4

The CFR is forecast to rise by £221.2m over the next four years as capital expenditure financed by debt outweighs resources put aside for debt repayment.

Gross Debt and the Capital Financing Requirement: In order to ensure that over the medium term debt will only be for a capital purpose, the Council should ensure that debt does not, except in the short term, exceed the total of capital financing requirement in the preceding year plus the estimates of any additional capital financing requirement for the current and next two financial years. This is a key indicator of prudence.

Debt	31.03.18 Revised £m	31.03.19 Estimate £m	31.03.20 Estimate £m	31.03.21 Estimate £m
Borrowing/Total Debt	101.4	151.5	193.2	203.4

Total debt is expected to remain below the CFR during the forecast period.

Operational Boundary for External Debt: The operational boundary is based on the Council's estimate of most likely (i.e. prudent but not worst case) scenario for external debt. It links directly to the Council's estimates of capital expenditure, the capital financing requirement and cash flow requirements, and is a key management tool for in-year monitoring. Other long-term liabilities comprise finance lease, Private Finance Initiative and other liabilities that are not borrowing but form part of the Council's debt.

Operational Boundary	2017/18 Revised £m	2018/19 Estimate £m	2019/20 Estimate £m	2020/21 Estimate £m
Borrowing/Total Debt	195	205	205	205

Authorised Limit for External Debt: The authorised limit is the affordable borrowing limit determined in compliance with the Local Government Act 2003. It is the maximum amount of debt that the Council can legally owe. The authorised limit provides headroom over and above the operational boundary for unusual cash movements.

Authorised Limit	2017/18 Limit £m	2018/19 Limit £m	2019/20 Limit £m	2020/21 Limit £m
Borrowing/Total Debt	215	225	225	225

Ratio of Financing Costs to Net Revenue Stream: This is an indicator of affordability and highlights the revenue implications of existing and proposed capital expenditure by identifying the proportion of the revenue budget required to meet financing costs, net of investment income.

Ratio of Financing Costs to Net Revenue Stream	2017/18 Revised %	2018/19 Estimate %	2019/20 Estimate %	2020/21 Estimate %
General Fund	1.9	10.4	13.8	15.9

Incremental Impact of Capital Investment Decisions: This is an indicator of affordability that shows the impact of capital investment decisions on Council Tax levels. The incremental impact is the difference between the total revenue budget requirement of the current approved capital programme and the revenue budget requirement arising from the capital programme proposed.

Incremental Impact of Capital Investment Decisions	2018/19 Estimate £	2019/20 Estimate £	2020/21 Estimate £
General Fund - increase in annual band D Council Tax	-	-	-

The additional income generated by the proposed capital programme is expected to exceed the additional financing costs so will not require an increase in Council Tax.

Adoption of the CIPFA Treasury Management Code: The Council adopted the Chartered Institute of Public Finance and Accountancy's *Treasury Management in the Public Services: Code of Practice 2011 Edition* in 2013. It fully complies with the Codes recommendations.

Annual Minimum Revenue Provision Statement 2018/19

Where the Council finances capital expenditure by debt, it must put aside resources to repay that debt in later years. The amount charged to the revenue budget for the repayment of debt is known as Minimum Revenue Provision (MRP), although there has been no statutory minimum since 2008. The Local Government Act 2003 requires the Council to have regard to the Department for Communities and Local Government's *Guidance on Minimum Revenue Provision* (the CLG Guidance) most recently issued in 2012.

The broad aim of the CLG Guidance is to ensure that debt is repaid over a period that is either reasonably commensurate with that over which the capital expenditure provides benefits, or, in the case of borrowing supported by Government Revenue Support Grant, reasonably commensurate with the period implicit in the determination of that grant.

The CLG Guidance requires the Council to approve an Annual MRP Statement each year, and recommends a number of options for calculating a prudent amount of MRP. The following statement incorporates options recommended in the Guidance as well as locally determined prudent methods.

For unsupported capital expenditure incurred after 31st March 2008, MRP will be determined by charging the expenditure over the expected useful life of the relevant asset in equal instalments, starting in the year after the asset becomes operational. MRP on purchases of freehold land will be charged over 50 years. MRP on expenditure not related to fixed assets but which has been capitalised by regulation or direction will be charged over 20 years.

For capital expenditure loans to third parties that are repaid in instalments of principal, the Council will make nil MRP, but will instead apply the capital receipts arising from principal repayments to reduce the capital financing requirement instead.

Capital expenditure incurred during 2018/19 will not be subject to a MRP charge until 2019/20.

Based on the Council's latest estimate of its Capital Financing Requirement on 31st March 2018, the budget for MRP has been set as follows:

	31.03.2018 Estimated CFR £m	2018/19 Estimated MRP £
Unsupported capital expenditure after 31.03.2008	98.5	1.5
Loans to other bodies repaid in instalments	53.9	Nil
Total General Fund	152.4	1.5

Appendix A - Arlingclose Economic & Interest Rate Forecast November 2017**Underlying assumptions:**

- In a 7-2 vote, the MPC increased Bank Rate in line with market expectations to 0.5%. Dovish accompanying rhetoric prompted investors to lower the expected future path for interest rates. The minutes re-emphasised that any prospective increases in Bank Rate would be expected to be at a gradual pace and to a limited extent.
- Further potential movement in Bank Rate is reliant on economic data and the likely outcome of the EU negotiations. Policymakers have downwardly assessed the supply capacity of the UK economy, suggesting inflationary growth is more likely. However, the MPC will be wary of raising rates much further amid low business and household confidence.
- The UK economy faces a challenging outlook as the minority government continues to negotiate the country's exit from the European Union. While recent economic data has improved, it has done so from a low base: UK Q3 2017 GDP growth was 0.4%, after a 0.3% expansion in Q2.
- Household consumption growth, the driver of recent UK GDP growth, has softened following a contraction in real wages, despite both saving rates and consumer credit volumes indicating that some households continue to spend in the absence of wage growth. Policymakers have expressed concern about the continued expansion of consumer credit; any action taken will further dampen household spending.
- Some data has held up better than expected, with unemployment continuing to decline and house prices remaining relatively resilient. However, both of these factors can also be seen in a negative light, displaying the structural lack of investment in the UK economy post financial crisis. Weaker long term growth may prompt deterioration in the UK's fiscal position.
- The depreciation in sterling may assist the economy to rebalance away from spending. Export volumes will increase, helped by a stronger Eurozone economic expansion.
- Near-term global growth prospects have continued to improve and broaden, and expectations of inflation are subdued. Central banks are moving to reduce the level of monetary stimulus.
- Geo-political risks remains elevated and helps to anchor safe-haven flows into the UK government bond (gilt) market.

Forecast:

- The MPC has increased Bank Rate, largely to meet expectations they themselves created. Future expectations for higher short term interest rates are subdued. On-going decisions remain data dependant and negotiations on exiting the EU cast a shadow over monetary policy decisions.
- Our central case for Bank Rate is 0.5% over the medium term. The risks to the forecast are broadly balanced on both sides.
- The Arlingclose central case is for gilt yields to remain broadly stable across the medium term. Upward movement will be limited, although the UK government's seemingly deteriorating fiscal stance is an upside risk.

	Dec-17	Mar-18	Jun-18	Sep-18	Dec-18	Mar-19	Jun-19	Sep-19	Dec-19	Mar-20	Jun-20	Sep-20	Dec-20	Average
Official Bank Rate														
Upside risk	0.00	0.00	0.00	0.25	0.25	0.25	0.25	0.25	0.25	0.25	0.25	0.25	0.25	0.19
Arlingclose Central Case	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50
Downside risk	0.00	0.00	0.00	0.00	0.00	-0.25	-0.25	-0.25	-0.25	-0.25	-0.25	-0.25	-0.25	-0.15
3-month LIBID rate														
Upside risk	0.10	0.10	0.10	0.25	0.25	0.25	0.25	0.25	0.25	0.25	0.25	0.25	0.25	0.22
Arlingclose Central Case	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50
Downside risk	-0.10	-0.10	-0.15	-0.15	-0.15	-0.25	-0.25	-0.25	-0.25	-0.25	-0.25	-0.25	-0.25	-0.20
1-yr LIBID rate														
Upside risk	0.15	0.15	0.20	0.30	0.30	0.30	0.30	0.30	0.30	0.30	0.30	0.30	0.30	0.27
Arlingclose Central Case	0.70	0.70	0.70	0.70	0.80	0.80	0.80	0.80	0.80	0.80	0.80	0.80	0.80	0.77
Downside risk	-0.15	-0.20	-0.30	-0.30	-0.30	-0.30	-0.30	-0.30	-0.30	-0.30	-0.30	-0.30	-0.15	-0.26
5-yr gilt yield														
Upside risk	0.20	0.25	0.25	0.25	0.30	0.35	0.35	0.35	0.35	0.35	0.35	0.35	0.40	0.32
Arlingclose Central Case	0.75	0.75	0.80	0.80	0.80	0.85	0.90	0.90	0.95	0.95	1.00	1.05	1.10	0.89
Downside risk	-0.20	-0.20	-0.25	-0.25	-0.25	-0.35	-0.40	-0.40	-0.40	-0.40	-0.40	-0.40	-0.40	-0.33
10-yr gilt yield														
Upside risk	0.20	0.25	0.25	0.25	0.30	0.35	0.35	0.35	0.35	0.35	0.35	0.35	0.40	0.32
Arlingclose Central Case	1.25	1.25	1.25	1.25	1.25	1.30	1.30	1.35	1.40	1.45	1.50	1.55	1.55	1.36
Downside risk	-0.20	-0.25	-0.25	-0.25	-0.25	-0.30	-0.35	-0.40	-0.40	-0.40	-0.40	-0.40	-0.40	-0.33
20-yr gilt yield														
Upside risk	0.20	0.25	0.25	0.25	0.30	0.35	0.35	0.35	0.35	0.35	0.35	0.35	0.40	0.32
Arlingclose Central Case	1.85	1.85	1.85	1.85	1.85	1.90	1.90	1.95	1.95	2.00	2.05	2.05	2.05	1.93
Downside risk	-0.20	-0.30	-0.25	-0.25	-0.30	-0.35	-0.40	-0.45	-0.50	-0.50	-0.50	-0.50	-0.50	-0.38
50-yr gilt yield														
Upside risk	0.20	0.25	0.25	0.25	0.30	0.35	0.35	0.35	0.35	0.35	0.35	0.35	0.40	0.32
Arlingclose Central Case	1.70	1.70	1.70	1.70	1.70	1.75	1.80	1.85	1.90	1.95	1.95	1.95	1.95	1.82
Downside risk	-0.30	-0.30	-0.25	-0.25	-0.30	-0.35	-0.40	-0.45	-0.50	-0.50	-0.50	-0.50	-0.50	-0.39

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Joint Pay Policy Statement 2018-19

1. Definition and Scope

This Pay Policy Statement sets out the Councils' policies towards a range of issues relating to the pay of the workforce, in particular Chief Officers, Deputy Chief Officers and the lowest paid staff.

In accordance with the requirements of the Localism Act 2011, the Pay Policy Statement will be agreed by the Councils for each financial year and will be published on the Councils' websites. This statement can be amended during the financial year, providing any changes are approved by Full Council at both Councils.

All decisions on pay and reward for Chief Officers and Deputy Chief Officers will comply with this Pay Policy Statement.

Councillors at both Councils will be given the opportunity to vote before salary packages are offered in respect of any new appointment to a joint role where the annual salary package is £100,000 or over. In the event that the relevant post is not shared the Councillors of the employing Council concerned will be given this opportunity.

"Chief Officer" is defined as the Chief Executive Officer and all Directors. Deputy Chief Officers are an officer who reports to a Chief Officer other than in a purely administrative role.

This comprises:

- 1 Joint Chief Executive (Head of Paid Service)*
- 4 Executive Joint Directors (including Section 151 Officer)*
- 1 Joint Director

- 14 Assistant Directors (including Monitoring Officer)*

*Statutory appointments which the Councils' are required to have in the interests of effective corporate governance.

It should be noted that the organisations are currently implementing a senior management restructure, several of the chief officer or deputy chief officer posts are vacant and therefore the detail above may change during 2018/19.

Whilst the majority of Chief Officer roles are shared jointly between the two Councils, the Councils split responsibility for being the employer. The posts detailed above include officers employed by each Council.

Date: February 2018

A decision on which Council employs members of the team is made in relation to each appointment but salary and all other terms and conditions are identical irrespective of which organisation has the employment relationship.

At a time when the Councils and the wider economy are facing financial pressure and uncertainty, it is understandable that there are high levels of interest in, and scrutiny of, the Council's senior management pay and reward structures.

In the context of managing scarce public resources, remuneration at all levels needs to be adequate to secure and retain high-quality employees dedicated to the service of the public, but at the same time needs to avoid being unnecessarily generous or otherwise excessive (and being seen as such).

2. Determination of pay levels

Following a job evaluation and benchmarking exercise, conducted under the Hay Group Job Evaluation Scheme ('Hay Scheme') in 2017 and completed as part of a senior management restructure, the Councils formally adopted a salary scale for Chief Officers. The 'Hay Scheme' is a systematic process for ranking jobs logically and fairly by comparing job against job or against a pre-determined scale to determine the relative importance of jobs to an organisation. The salary scale for the Councils' Chief Officers is published on our websites.

The salary scale for the Joint Chief Executive post was considered when recruitment was undertaken in 2017.

Any subsequent new posts will be evaluated using the Hay Scheme and paid in accordance with the published salary scale.

3. Determination of individual pay levels within grade

(a) On appointment

The Joint Chief Executive and other Chief Officers are appointed to a salary within a range as below.

Table 1: Chief Officers' Pay Structure

Chief Executive	CEX4	£147,392.50
	CEX3	£143,156.74
	CEX2	£138,922.01
	CEX1	£134,686.25
Executive Director	ED9	£102,381.32
	ED8	£97,774.59
	ED7	£94,686.98
	ED6	£92,628.56
Director	ED5	£85,938.72
	ED4	£84,870.44
	ED3	£83,802.18
	ED2	£82,733.92
	ED1	£81,665.66

Date: February 2018

Assistant Director - Level 2	AD10	£77,983.45
	AD9	£76,915.19
	AD8	£75,846.91
	AD7	£74,778.65
	AD6	£73,710.38
Assistant Director - Level 1	AD5	£69,437.32
	AD4	£68,369.05
	AD3	£67,300.79
	AD2	£66,232.52
	AD1	£65,164.26

For Chief Officers the point at which officers are appointed to the scale is determined by the Joint Commissioning Committee when the offer is made. Factors taken into account are:

- Skills and experience
- Current salary
- Market factors

Where the conditions of the scheme are met, new appointments may also access financial support for relocation up the amount specified within the policy which is published on the Councils' websites.

The Councils do not currently operate a system of 'earn-back' pay for Chief (or Deputy Chief) Officers, where an element of their pay is 'at risk' and has to be earned back each year through meeting pre-agreed objectives.

(b) Progression through the pay scales

The Joint Chief Executive is employed on a pay scale where progression is subject to increased effectiveness and performance as agreed by the Joint Commissioning Committee (JCC). The salary is also subject to pay awards as agreed by the Joint Commissioning Committee.

Progression through the pay scale each year for Chief Executive, Executive Directors, Directors and Assistant Directors is subject to the overall organisation objectives being met as detailed within the corporate plans and subject to there being no individual performance issues. In the latter case incremental progression can be withheld pending improvement. For individuals who perform exceptionally well there is discretion to accelerate progression within the scale. This discretion is delegated to the Joint Chief Executive in consultation with the Leaders of the Councils. In the event that organisational objectives are not met there is no incremental progression.

(c) Additional pay

Bonus/performance related pay

Chief Officers do not receive any bonus payments or performance related pay.

Cost of living pay awards (annual)

The Councils conduct their own local annual pay negotiations with Unison to determine whether an annual cost of living pay award will be applied and what the value/terms may be.

Date: February 2018

Cost of living pay awards are considered separately by the Joint Commissioning Committee (JCC) annually following settlement or decision (as appropriate) in relation to the cost of living pay award's for mainstream staff and takes into account a range of factors including national agreements, local agreements, the economy, affordability and so on.

Returning Officer fees

The Joint Chief Executive is also appointed by the Councils as their Returning Officer. This is a separate appointment to the Joint Chief Executive's substantive employment.

The Returning Officer's fee is paid separately from and in addition to the Joint Chief Executive's salary. The Returning Officer's fee is set by the Councils for district and parish elections but determined either by central government or another determining body e.g. the County Council, European Parliament or Electoral Commission for other elections.

Elections fees

Election duties performed by Chief Officers' are separate to their substantive employment by the Councils and are paid separately from their salary at levels determined by Returning Officer. This reflects the very significant additional duties undertaken by staff volunteering to carry out election duties over and above their normal contractual council responsibilities. Such staff are employed by the Returning Officer and not the Councils for these duties. In setting fee levels, the Returning Officer takes into account a range of factors, including levels of responsibility and expertise required.

4. When employment ends

A Chief Officer or Deputy Chief Officer who ceases employment with the Council may be entitled to a severance payment if they are being dismissed either on grounds of redundancy or in the interests of the efficient exercise of the Councils' functions. The procedure applicable in these circumstances is governed by the Councils' Organisational Change Policy.

The Councils' Pensions Discretion Policy sets out the discretions which the Councils are able to exercise in the case of employees. The procedure for approving the application of any pension discretion is contained within this policy.

The Pensions Discretion Policies of each Council make clear that the abatement provisions of the Local Government Pension scheme will apply if an employee, who is in receipt of a LGPS pension, is re-employed by either Council at a rate that results in their new pay plus pension being higher than the pay in the job from which they retired.

Officers who have received a redundancy payment and/or early access to their pension may only be re-employed by either Council on an exception basis, for a specific purpose and explicit agreement of the Joint Chief Executive in consultation with the Leader of each Council, must be given.

5. Terms and conditions of employment

The Joint Chief Executive's terms and conditions of employment are agreed locally taking into account a number of factors including national and market context.

Terms and conditions of employment are also agreed locally for all other employees. These may be amended from time to time by the Councils and agreements made with the Joint Commissioning

Date: February 2018

Committee and employee representative bodies. During 2018/19 it is anticipated that South Northamptonshire Council and Cherwell District will seek to harmonise terms and conditions as part of their shared service partnership. It is expected that local negotiation of terms will remain.

6. Remuneration of the lowest paid employees

(a) Cherwell District Council

The remuneration of the lowest-paid employees at Cherwell District Council is determined by the application of the Greater London Provincial Council Job Evaluation Scheme ('GLPC Scheme'). The GLPC developed and adopted this scheme for use by London boroughs and later extended its use more widely. Its aim is to operate grading arrangements based on principles of fairness, transparency, and consistency.

The lowest paid employee is on Grade 1A of the pay structure. The current rate of pay for this post is £15,255 per annum (excluding an inflationary increase which is still subject to agreement for 2018/19).

The pay multiple (that is the ratio between the highest paid earner and the average mean earnings of the whole workforce) is 5.12.

(b) South Northamptonshire Council

The remuneration of the lowest paid employees at South Northamptonshire Council is determined by the application of the Hay Job Evaluation Scheme and the pay structure.

The lowest paid employee is on Grade 11 SCP 5 of the pay structure. The current rate of pay for this post is £18,442 per annum (excluding an inflationary increase which is still subject to agreement for 2018/19).

The pay multiple (that is the ratio between the highest paid earner and the average mean earnings of the whole workforce) is 3.62.

(c) National living wage

With the exception of Apprentices both Cherwell District Council and South Northamptonshire Council will be compliant with the national living wage.

7. Relationship between the remuneration of the Councils' Chief Officers, Deputy Chief Officers and other Officers

The Councils' policies in respect of Chief Officer, Deputy Chief Officer pay and other mainstream employees vary only in the application of allowances for additional working hours.

Chief Officers and Deputy Chief Officers are expected to work the number of hours required to properly perform their duties including out of hours and emergency cover. No additional allowances are paid in respect of these duties.

Chief Officers' and Deputy Chief Officers incremental progression is dependent on achievement of corporate objectives and individual performance and may be withheld or accelerated on this basis.

Date: February 2018

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Cherwell District Council

Council

26 February 2018

<p>Calculating the amounts of Council Tax for 2018/19 and setting the Council Tax for 2018/19</p>
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Report of the Executive Director – Finance and Governance

This report is public

Purpose of report

To detail the Calculations for the amounts of Council Tax for 2018/19 and the setting of Council Tax for 2018/19.

1.0 Recommendations

It is recommended that the Council resolves:-

- 1.1 That it be noted that at the Executive meeting held on 8 January 2018 the Council calculated the Council Tax Base 2018/19:
 - a) for the whole Council area as 52,681.6 [item T in the formula in Section 31B of the Local Government Finance Act 1992, as amended (the “Act”)]; and
 - b) For dwellings in those parts of its area to which a Parish Precept relates as in the attached Appendix 1.
- 1.2 That the Council Tax requirement for the Council’s own purposes for 2018/19 (excluding Parish Precepts and Special Expenses) is £6,506,178.
- 1.3 That the following amounts be calculated for the year 2018/19 in accordance with Sections 31 to 36 of the Act:-
 - a) £86,972,051 being the aggregate of the amounts which the Council estimates for the items set out in Section 31A(2) of the Act, taking into account all precepts issued to it by Parish Councils and any additional special expenses.
 - b) £75,556,037 being the aggregate of the amounts which the Council estimates for the items set out in Section 31A (3) of the Act.

£11,416,014 being the amount by which the aggregate at 3(a) above exceeds the aggregate at 3(b) above, calculated by the Council, in

accordance with Section 31A(4) of the Act, as its Council Tax requirement for the year (Item R in the formula in Section 31B of the Act).

- c) £216.70 being the amount at 3(c) above (Item R), all divided by Item T (6(a) above), calculated by the Council, in accordance with Section 31B of the Act, as the basic amount of its Council Tax for the year (including Parish Precepts and Special Expenses);
- d) £4,909,836 being the aggregate amount of all special items (Parish Precepts and Special Expenses) referred to in Section 34(1) of the Act as per the attached Schedule 2.
- e) £123.50 being the amount at 3(d) above less the result given by dividing the amount at 3(e) above by Item T(1(a) above), calculated by the Council, in accordance with Section 34(2) of the Act, as the basic amount of its Council Tax for the year for dwellings in those parts of its area to which no Parish Precept or special item relates.

1.4 It be noted that for the year 2018/19 the Oxfordshire County Council and the Police and Crime Commissioner for Thames Valley have issued precepts to the Council, in accordance with Section 40 of the Local Government Finance Act 1992, for each category of dwellings in the Council's area as indicated below :-

<u>Valuation Band</u>	Oxfordshire County Council	Police and Crime Commissioner for Thames Valley
	£	£
A	950.79	121.52
B	1,109.26	141.77
C	1,267.72	162.03
D	1,426.19	182.28
E	1,743.12	222.79
F	2,060.05	263.29
G	2,376.98	303.80
H	2,852.38	364.56

1.5 The Council, in accordance with Sections 30 and 36 of the Local Government Finance Act 1992, hereby sets the amounts shown in Appendix 2 as the amounts of Council Tax for the year 2018/19 for each part of its area and for each of the categories of dwellings.

1.6 The Council's basic amount of Council Tax for 2018/19 is not excessive in accordance with principles approved under Section 52ZB Local Government Finance Act 1992.

1.7 To approve the discounts and exemption set out below:

- 1 Agree that in respect of properties within Class A and B as defined by the Council Tax (Prescribed Classes of Dwellings) (England) (Amendment) Regulations 2012 (furnished chargeable dwelling that are not the sole or a main residence of an individual) the discount provided by Section 11a of the Local Government Finance Act 1992 shall be zero.

- 2 Agree that in respect of properties within Class C as defined by the Council Tax (Prescribed Classes of Dwellings) (England) (Amendment) Regulations 2012 (a property that is unoccupied and substantially unfurnished) the discount provided by the Section 11A of the said Act shall be 25% for a period of 6 months and thereafter zero.
- 3 Agree that in respect of properties within Class D as defined by the said Regulations (chargeable dwellings that are vacant and undergoing major repair work to render them habitable) the discount provided by Section 11A of the said Act shall be 25%
- 4 Agree no council tax discount shall be applied to dwellings that are unoccupied and unfurnished for more than two years and that council tax payable on such properties is 150% (except for those properties which fall into prescribed Classes E and F).

2.0 Introduction

- 2.1 Sections 31 to 36 of the Local Government Finance Act 1992 require each billing authority to calculate its own amount of tax for each category of dwellings in its area.
- 2.2 Section 30 of the 1992 Act requires each billing authority to set the amounts of tax for its area, including the amounts levied on it by way of precept from major precepting authorities.
- 2.3 It is proposed that Members consider the contents of this report and associated Appendices when making their decisions on the Council Tax setting at this meeting.

3.0 Report Details

- 3.1 The Localism Act 2011 made significant changes to the Local Government Finance Act 1992, and now requires:-
 - a) the billing authority to calculate a Council Tax requirement for the year, not its budget requirement as previously.
 - b) the Council to confirm that its basic amount of Council Tax for 2018/19 is not excessive. This covers the requirements of Chapter 4ZA Local Government Finance Act 1992 – Referendums relating to Council Tax increases.
- 3.2 The Executive at its 5 February 2018 meeting recommended a Council Tax of £123.50 at Band D.

The Council is required to make resolutions in respect of the tax base (Appendix 1) and aggregate levels of Council Tax. The aggregate levels of Council Tax comprise the “basic amount” i.e. parish and district levy and inclusion of Oxfordshire County Council and Police and Crime Commissioner for Thames Valley (Appendix 1), amounts for each band (Appendix 2) The recommendations to give effect to the legal resolution of these items are necessarily framed. Appendices 1 and 2 will follow, as all of the information to generate the figures is not yet available.

- 3.3 The average parish council tax levy is £93.20. This compares to £91.02 in 2017/18, an increase of 2.4%.
- 3.4 The precept figures included for Police and Crime Commissioner for Thames Valley were approved on 02 February 2018 and the precept figures included for Oxfordshire County Council were approved on 13 February 2018.

4.0 Conclusion and Reasons for Recommendations

- 4.1 This is a statutory report calculating and setting the Council Tax for Cherwell District Council for 2018/19.

5.0 Consultation

- 5.1 Cllr Tony Illott – Lead Member for Financial Management has been consulted on the report.

6.0 Alternative Options and Reasons for Rejection

- 6.1 It is the legal responsibility for the Council to set an agreed Council Tax by 11 March under section 32 of the Local Government Finance Act 1992.

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

Option 1: To fail to consider this report and fail to meet the deadline prescribed in the Local Government Finance Act 1992 as detailed above.

7.0 Implications

Financial and Resource Implications

- 7.1 Financial effects – by setting tax levels in accordance with the recommendations, the tax set should raise the amount required to be met from the Collection Fund to pay the precepts to Oxfordshire County Council and Police and Crime Commissioner for Thames Valley as well as to meet this Council's demand, which includes local precepting authority precepts.

Members should be aware that Section 106 of the Local Government Finance Act 1992 applies to decisions made in accordance with this report.

Accordingly, 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

Comments checked by:
Cecilie Booth, Interim Assistant Director – Finance and Governance 01295 221731
cecilie.booth@cherwellandsouthnorthants.gov.uk

Legal Implications

- 7.2 It is the legal responsibility for the Council to set an agreed Council Tax by 11 March under section 31A of the Local Government Finance Act 1992. Council tax setting legally requires a recorded vote.

Comments checked by:
James Doble, Monitoring Officer, 01295 221587
james.doble@cherwellsouthnorthants.gov.uk

Risk management

- 7.3 Risk assessment – The tax base supports the draft budget considered by the Executive at its meeting held on 5 February 2018, and the tax base is an integral part of the budget.

Comments checked by:
Louise Tustian, Team Leader - Strategic Intelligence and Insight Team 01295 221786, louise.tustian@cherwellandsouthnorthants.gov.uk

8.0 Decision Information

Wards Affected

All

Links to Corporate Plan and Policy Framework

All

Lead Councillor

Councillor Tony Illott – Lead Member for Financial Management

Document Information

Appendix No	Title
1	Calculations Required by Sections 32 of 36 of the Local Government Finance Act 1992. – To Follow
2	Council Tax Setting required by Section 30 of the 1992 Act. – To Follow
Background Papers	
None	
Report Author	Paul Sutton, Executive Director – Finance and Governance
Contact Information	0300 0030106 paul.sutton@cherwellandsouthnorthants.gov.uk

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Cherwell District Council

Council

26 February 2018

<p>Local Government Association - Peer Challenge Final Report and Recommendations</p>
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Report of the Chief Executive

This report is public

Purpose of report

This report presents the final report from the joint Peer Challenge of Cherwell District and South Northamptonshire Councils, undertaken by the Local Government Association in November 2017.

1.0 Recommendations

The meeting is recommended to:

- 1.1 Endorse the report and request that officers ensure its recommendations are reflected in relevant plans and strategies.

2.0 Background

- 2.1 Peer challenges support local government improvement and are tailored to meet individual council priorities and needs, while taking account of local circumstances. They are designed to complement and add value to a council's own performance and improvement priorities. The peers use their experience and knowledge of local government to reflect on the information presented from the people they meet, from what they have heard and material read. Peers are drawn from across the sector and this Council supports the process by enabling senior staff to act as peers for other councils' reviews.
- 2.2 All peer challenges consider five key corporate themes (as set out in the final report). Working in partnership with South Northamptonshire Council, this authority also requested that the peers considered how best the councils could maximise their strategic advantage, and explore how the next phase of organisational transformation could develop.
- 2.3 The Challenge took place between 14 and 17 November, initial feedback was given in a presentation on the 17, and the final report issued by the Local

Government Association (LGA) has now been completed and is attached as an appendix to this report.

- 2.4 The Peer Challenge considered both Cherwell and South Northants councils and how they work together. During the challenge week the peers spoke to more than 200 people (stakeholders, councillors and staff), gathered feedback from around 65 meetings and interviews, visited key sites and undertook research and review of the council's documentation. In all they collectively spent more than 260 hours (or one person spending 7 weeks) undertaking the review in the districts.

3.0 Report Details

- 3.1 The draft report has been reviewed and both the strengths and opportunities for development have been considered and accepted.
- 3.2 The Council is proud that its achievements and areas of good practice have been recognised, indeed at the end of the challenge week the Peers' presentation of findings was entitled 'From Strong to Stronger'. It is with this in mind that the opportunities identified for further for development should be considered and built into future plans.
- 3.3 The next steps arising from the Peer Challenge process are for the recommendations to be built into new plans and relevant strategies. These include strategies for place and growth, financial sustainability and organisational development.

4.0 Conclusion and Reasons for Recommendations

- 4.1 Both councils embraced the peer challenge process and would like to put on record their thanks for both the peer team who undertook the challenge and all of those who contributed to the process; councillors and colleagues from local public sector organisations, town and parish councils, staff and many representatives of the local business and voluntary sector communities.
- 4.2 Following review of the draft document it is recommended that Council endorses the report and acts upon its recommendations. The recommendations will be addressed through relevant plans and strategies, including the Council's business plans and organisational development programmes.

5.0 Consultation

- 5.1 Representatives from the local business sector, community and voluntary sector representatives, sector partners from local public sector organisations, staff, councillors and members of town and parish councils were involved in the peer challenge.

6.0 Alternative Options and Reasons for Rejection

6.1 There are no proposed alternative recommendations.

7.0 Implications

Financial and Resource Implications

7.1 There are no financial implications arising from this report.

Comments checked by:

Paul Sutton, Executive Director, Finance and Governance. 0300 003 0106

paul.sutton@cherwellandsouthnorthants.gov.uk

HR and Legal Implications

7.2 There are no HR and legal implications arising from this report.

Comments checked by:

James Doble, Monitoring Officer, 01295 221587

james.doble@cherwellandsouthnorthants.gov.uk

8.0 Decision Information

Wards Affected

All

Links to Corporate Plan and Policy Framework

All

Lead Councillor

Councillor Barry Wood, Leader of the Council

Document Information

Appendix No	Title
1	Final Report of the Peer Challenge
Background Papers	
None	
Report Author	Claire Taylor, Director – Customers and Service Development
Contact Information	claire.taylor@cherwellandsouthnorthants.gov.uk Tel: 0300 0030113

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Corporate Peer Challenge **Cherwell District and South Northamptonshire Councils**

14th -17th November 2017

Feedback Report

Final

1. Executive Summary

Cherwell District Council (CDC) and South Northamptonshire Council (SNC) are well placed to address the challenges they face, due to a number of interrelated factors. They are both currently in a strong financial position with few debts and significant reserves that have been achieved through careful management. The quality of elected members is good: the peer team met a large number of councillors from the leaders, the Cabinet and Executive, those involved in scrutiny to backbenchers across both Councils. There is significant experience of business and leadership in these groups that gives them a set of useful perspectives and skills that adds real capacity throughout the political process. The peer team also met hard-working officers capable and willing to address the future with their political colleagues.

There was positive feedback from a wide variety of partners across both districts who rated the strategic engagement they have with the Councils as good. At an operational level, relationships with partners are good and there is effective delivery of local services and, because of this, partners see the political and officer leadership of CDC and SNC in a positive light. The workforce the peer team heard from were motivated, engaged and appeared to have a high morale, even at a time when a staff re-organisation is taking place, to achieve the goal of having one organisation working for two Councils.

There is a clear awareness of the growth agenda illustrated by the publication of the National Infrastructure Commission (NIC) report in November 2017 and the Councils' understanding of the opportunities it affords. The self-assessment written for this corporate peer challenge was very open, indicating a willingness to learn from within the organisation and also from outside - from such sources as partners and stakeholders. There are a number of examples of good practice on growth in the districts that should be shared more widely to benefit both Councils and which would be of interest to other councils : these were at Bicester, Graven Hill, Heyford Park, Silverstone Circuits and Heritage and Moat Lane.

2. Key recommendations

There are a range of suggestions and observations within the main section of the report that will inform some 'quick wins' and practical actions, in addition to the conversations onsite, many of which provided ideas and examples of practice from other organisations. The following are the peer team's key recommendations to the Council:

Growth and Place Shaping

1. Continue to recognise and respond to a significantly changing environment by:

- Seeking to further develop the councils' approach to place making and the delivery of growth; coordinating approaches to housing and community development.
- Shape the opportunities for both districts presented by the creation of an Oxford-Milton Keynes-Cambridge corridor.

2. Clarify your vision and values - Place and Authorities

- Set out a clear approach to how the councils will deliver their place shaping agenda. Ensure that joint priorities are effectively set out and where the two districts have different needs set out how these will be delivered.

3. Identify fewer, clearer priorities

- Within the councils' strategic documents set out specific and clear priorities and ensure that the councils' teams (e.g. finance, community development, planning policy, development management, housing, asset investment etc.) effectively coordinate to deliver.

4. Create the Strategic Plan for your Place and Communities

- This plan should include a proactive approach to planning and development management which the local plan will deliver by shaping growth strategies, working with local communities and business.

5. Seek to create strong and cohesive communities

- Within the strategic plan for place and communities set out how growth will be managed, infrastructure secured and community building/development will be undertaken, include strategies for both new and existing communities and their integration.
- Set out how community and voluntary sector engagement will be undertaken to support this process and balance the impact of growth and development on local communities.
- Continue to build proactive relationships with the parish and town councils to ensure the delivery of strategic growth and community development plans.

6. Broadcast your story both internally and externally:

- As part of a renewed approach to communications ensure strategic marketing and communications plans clearly articulate the councils' priorities to all stakeholders.

CDC and SNC have a clear driver and a pressing need to overtly recognise and respond to a significantly changing environment. This is reflected in the timely publication of Lord Adonis's NIC report. To do this, the peer team recommend the two Councils jointly clarify their vision and values in terms of both Place and as independent authorities. Some aspects of this future direction will differ between Cherwell and South Northamptonshire as areas as well as Councils. This would very likely result in the identification of fewer, clearer priorities that would then create the Strategic Plan for 'Your Place' and 'Your Communities'. It is vital that through this process there is a focus on seeking to create strong and cohesive communities, both new and established. Then there is a need for clear and consistent broadcasting of this story both internally and externally to all partners and stakeholders so that everyone knows what you are about, what you are doing and where you are going.

Organisational

7. Create a plan for the next phase of transformation and organisational change:

- Ensure that shared staffing arrangements are underpinned by shared business systems and processes, delivering the vision of 'two on the outside one on the inside'.
- Set out plans for a programme of service reviews to ensure the ongoing effectiveness of operational delivery arrangements.
- Continue to explore opportunities for income generation and partnership working to further drive down the costs of service delivery and improvements through collaboration.
- Implement new service delivery arrangements to deliver strategic priorities around growth, regeneration and place.

8. Understand and address capacity issues:

- Deliver and embed the new senior management structure and ensure services are resourced effectively through a review process.

9. Make governance arrangements fit-for-purpose

- Review set up and governance arrangements for council owned companies, setting out clear and effective roles for Members, (including whether Members should sit on company boards) and the client/'shareholder' functions.

- Following the completion of the shared services programme undertake a review of corporate governance, constitutional arrangements and committee structures to ensure arrangements are modern, fit for purpose and streamlined and where possible aligned across the two councils.

10. Identify additional resources in order to deliver change at pace, including:

- Corporate resources to support the delivery of major programmes and projects.
- Service specific resources to deliver the councils' priorities, particularly around growth, economic and community development and place.
- A review of finance to ensure the right resources are in place to deliver against

11. Develop a shared organisational culture

- Following the completion of the shared services programme renew the councils' approach to organisational development including activities to embed a shared culture, improve employee engagement and development of the workforce to ensure resilience and deliver long term objectives.

12. Be prepared to spend money to create added value:

- Ensure that where required the right specialist expertise is sought to support the delivery of key programmes, initiatives and major projects.
- Ensure there are resources in place to deliver the councils' ambitious plans around the commercial agenda, including assets, property and investment.

13. Improve performance management and accountability by:

- Reviewing the councils' performance management framework to ensure that there are streamlined arrangements for performance reporting, enhancing accountability to Members and the senior management team and ensuring there are clearer lines of responsibility for the delivery of outcomes.
- Ensure the councils' business plans are more closely aligned with the medium term financial strategy, efficiency and transformation plans.
- Streamline the process for reviewing and developing plans and strategies and ensure effective risk management is in place.

14. Re-focus internal and external communications by:

- Undertaking a review of corporate communications, with a focus on improving internal communications and ensuring there are effective strategic communications plans in place to support the councils' priorities.

- Ensure the councils consider their place based approach (e.g. growth, regeneration, community development) in communication strategies and work with the senior management team to deliver this.
- Continuing to develop local campaigns to support service delivery.

The Councils should create a plan for organisational change that demonstrates your understanding of the issues and addresses how increased capacity is going to be created to deliver them. The governance issues, particularly around a delegated framework for decision-making, need to be discussed, agreed and adopted so it is fit-for-purpose to enable the Councils to respond quickly and innovatively to future challenges.

To do this there will need to be the identification of necessary additional resources in order to deliver change at pace, particularly in areas relating to growth - such as planning, economic development, community building and asset investment. In particular, the senior team will need to be supported by additional resource to create capacity to change at pace.

Senior politicians and officers recognise that the next step on the journey of transformation is to develop a shared organisational culture that drives consistent behaviours by staff that should create a resilient and sustainable officer group. The peer team also recommend you be prepared to spend money to create added value.

To support the 'Transformation 2.0' programme it is necessary to create a meaningful performance management system with clear lines of accountability so staff, particularly service managers, understand what they have been tasked with, what the success criteria are and what they are to be measured against. To ensure all members, staff, partners and the wider stakeholder groups understand the vision and priorities and how the Councils are going to achieve them, there should be a re-focus of the internal and external communications to ensure they tell a straightforward compelling story.

3. Summary of the Peer Challenge approach

The peer team

Peer challenges are delivered by experienced elected member and officer peers. The make-up of the peer team reflected your requirements and the focus of the peer challenge. Peers were selected on the basis of their relevant experience and expertise and agreed with you. The peers who delivered the peer challenge at Cherwell District and South Northamptonshire Councils were:

- **Trevor Holden**, Chief Executive, Luton Borough Council
- **Peter Fleming**, (Conservative) Leader of the Council, Sevenoaks District Council and 2017 Leader of the Year
- **Caitlin Bisknell** (Labour) ex-Leader, High Peak Borough Council
- **Jason Vaughan**, Strategic Director and Chief Finance Officer; Dorset Councils Partnership serving North Dorset, West Dorset and Weymouth & Portland Councils
- **Graeme Kane**, Assistant Director, Public Space, London Borough of Merton
- **Georgia Rudin**, Programme Support Officer, Local Government Association
- **Marcus Coulson**, Programme Manager, Local Government Association

Scope and focus

The peer team considered the following five questions which form the core components looked at by all Corporate Peer Challenges. These are the areas we believe are critical to councils' performance and improvement:

1. Understanding of the local place and priority setting: Does the council understand its local context and place and use that to inform a clear vision and set of priorities?
2. Leadership of place: Does the council provide effective leadership of place through its elected members, officers and constructive relationships and partnerships with external stakeholders?
3. Organisational leadership and governance: Is there effective political and managerial leadership supported by good governance and decision-making arrangements that respond to key challenges and enable change and transformation to be implemented?
4. Financial planning and viability: Does the council have a financial plan in place to ensure long term viability and is there evidence that it is being implemented successfully?
5. Capacity to deliver: Is organisational capacity aligned with priorities and does the council influence, enable and leverage external capacity to focus on agreed outcomes?

In addition to these questions, CDC and SNC outlined their two key drivers which are outlined below that they asked the peer challenge team to consider and provide feedback on.

1. Maximising our strategic advantage

CDC and SNC are located within the government proposed Oxford - Cambridge corridor. The National Infrastructure Commission (NIC) has published evidence suggesting one million extra houses and 700,000 new jobs are required in this corridor whose economy has the potential to rival Silicon Valley.

With economic potential of this magnitude we must ensure we have the collaborative capacity and strategic foresight to maximise the benefits this may bring, manage the impact of growth and development upon communities and ensure that the most vulnerable also reap the benefits.

To achieve this would require the delivery of a level of housing growth not seen in the area before. It will require new collaborative partnerships across councils and LEPs, new governance arrangements and new approaches to the delivery of infrastructure. The impact on existing communities will be significant and the ability to balance the needs of local communities with the strategic national interest will represent a significant challenge for leaders, both elected and officer.

2. Transformation '2.0'

Having reached the end of the first phase of our organisational change programme, the time is right to take stock and set out the next steps on our journey. Together the councils have completed a significant period of transformation. Nearly all services are now shared and the financial efficiencies from this programme have been significant.

However, it is a truism that change has become a constant; and now is the time to ask how we can further realise the benefits of our transformation. Our challenge is to embed joint working, becoming one high-performing organisation that serves two councils.

Our future plans are around developing a new culture to maximise the capacity and breadth that our shared workforce offers. This includes all of the challenges of process and business systems harmonisation, efficiencies and improving the way we interact with our customers. But, more fundamentally, there is also a cultural change and organisational development challenge. Are we working effectively to align our people, financial and partnership resources to deliver our strategic priorities, and realise the strategic opportunities that are open to us?

The peer challenge process

It is important to stress that this was not an inspection. Peer challenges are improvement focussed and tailored to meet individual councils' needs. They are designed to complement and add value to a council's own performance and improvement. The process is not designed to provide an in-depth or technical assessment of plans and

proposals. The peer team used their experience and knowledge of local government to reflect on the information presented to them by people they met, things they saw and material that they read.

The peer team prepared for the peer challenge by reviewing a range of documents and information in order to ensure they were familiar with the Councils and the challenges they face. The team then spent four days onsite at Cherwell District and South Northamptonshire Councils, during which they:

- Spoke to more than 200 people including a range of council staff together with councillors and external partners and stakeholders.
- Gathered information and views from more than 65 meetings, visits to key sites in the area and additional research and reading.
- Collectively spent more than 262 hours to determine their findings – the equivalent of one person spending more than 7 weeks in Cherwell and South Northamptonshire.

This report provides a summary of the peer team's findings. It builds on the feedback presentation provided by the peer team at the end of their on-site visit between the 14th -17th November 2017. In presenting feedback they have done so as fellow local government officers and members, not professional consultants or inspectors. By its nature, the peer challenge is a snapshot in time. We appreciate that some of the feedback may be about things you are already addressing and progressing.

4. Feedback

4.1 Understanding of the local place and priority setting

Strengths

Both CDC and SNC conduct resident surveys on a number of different criteria and last year's results were in line with previous years. They told a story of high levels of satisfaction from residents on the services they receive from the Councils. There was a good understanding of the settled community which was essential as both Councils face the challenges and opportunities presented by significant and sustained new growth.

Strategic plans demonstrate the understanding of the need to make sure that there is growth in high quality jobs in the local economy by building on the enviable reputation provided by the high number of Formula 1 high performance technology motorsport businesses and their related supply chain organisations located in the area. This awareness is coupled with the recognition of the need to balance new developments - which are mostly housing related - with the needs of existing communities to ensure they are sympathetic with the existing landscape yet make the best use of opportunities. To this end there are key plans and strategies in development that take account of the need for growth, the wishes of business and developers and the needs of local people.

The joint working between both Councils works well; there is a common purpose that supports both Councils and the staff say they are committed to delivering good services for the communities within which they work and live. The peer team heard from a range of community stakeholders and groups who found the authorities to be supportive and engaged; it was clear that strong relationships had been built between community groups and the district councils.

Opportunities

It was clear to the peer team that CDC and SNC are well placed to go from 'strong to stronger' in the immediate future. In the present climate of high demand for growth and reduced government funding this should be seen as a significant strength in itself. To do this the peer team recommend that there is a renewed focus that recognises and responds to this significantly changing environment. **The publication of the NIC report is an essential part of the future development of the areas and to maximise this opportunity the Councils should clarify the vision and values of the organisations that emphasises what the place will look like and how the authorities will act to deliver it.**

This would very likely entail the identification of fewer, clearer priorities that would then create the Strategic Plan for 'Your Place' and 'Your Communities'. It is vital that the Councils seek to create strong and cohesive communities through this change process that involves, on the one hand local people and elected members in dialogue, and on the other, those who will deliver this infrastructure.

With Silverstone and high performance technology motorsport businesses nearby, the focus will be on this type of business to grow the required number of jobs which should also continue the growth and promotion of innovation in both the physical landscape and the way that business is done.

To do this well it is necessary to engage with members and staff on the development of the revised vision and resulting strategies and to ensure everyone has a voice and understands the direction of travel. Once this has been achieved there is the need to broadcast your story both internally to members and staff and externally to all partners and stakeholders. This could be achieved in the form of a concise narrative that makes sense of where you are now and where you wish to go.

4.2 Leadership of Place

Strengths

In the view of the peer team and from the evidence read, heard and seen there is strong political leadership at all levels that includes the Council Leaders, Councillors Barry Wood (CDC) and Ian McCord (SNC), their respective Executive Board (CDC) and Cabinet (SNC) groups and the many backbenchers the peer team heard from. Both Councils have a strong reputation for service delivery and are developing a stronger 'place shaping' narrative. All reflected on the importance of representing the views of communities and balancing them against the needs of the growth agenda. It was clear that each Council presently retains the individual identity of the communities it serves and should continue to do so.

There are good relationships with partners in the business community, the voluntary sector, regional and sub-regional bodies and with most other local authorities. These partnerships demonstrate effective engagement in that they facilitate the creation and agreement of strategic priorities on a number of different agendas, not least of which is growth. The new Chief Executive has been welcomed by these groups as 'a breath of fresh air', creating positive feedback and a feeling that there are opportunities to develop the existing good relationships and build better ones where it is necessary.

With good member capacity and significant experience of business there is potential to further develop the recognition of the growth agenda and where it needs to occur. The first steps have been taken on innovative investment, bringing both financial and wider

community benefits, including the Towcester offices at Moat Lane where district council services are provided alongside county council library services. The development(s) at Castle Quay (Banbury) and in Bicester are examples of how the Councils are driving regeneration whilst enhancing access to services.

Opportunities to deliver services in partnership with other agencies and local government bodies should be further explored to enhance access to services through co-location and integrated service delivery at lower costs for the taxpayers of both areas. The relationships with Parish and Town Councils are good, which affords the chance for elected representatives to include the voice of their communities in the discussions on growth throughout the ongoing process.

Opportunities

As the senior leadership at CDC and SNC are aware, and along with key stakeholders and partners, there is now the opportunity to shape significant growth in the area by building strong communities with great facilities and the necessary infrastructure to support existing and new communities.

Going forward, the approach needs to consider how to carefully balance the needs of local communities and how to support economic growth. Both Councils would benefit their respective areas by creating and embedding a proactive planning framework which is transparent and can be easily understood and advocated, to avoid a developer led environment. This is key both in terms of capacity to deliver and to regulate.

There are a number of very positive examples of good Place Shaping projects that can be learnt from and replicated. In Bicester, the development funded by the Department of Communities and Local Government is part of the garden town initiative. Here the BUILD team are doing innovative and creative work to promote self-builds, affordable homes and integrated mixed use developments which could be effectively shared across the two Councils without having to break up the team or dilute their current focus.

It would also be valuable to facilitate greater collaboration between internal teams such as planning policy, development management, asset investment, finance and community development to ensure planning and investment decisions are coordinated and able to meet the needs of new and established communities and support them through change.

It should be possible to maximise the value of the Voluntary and Community Sector (VCS) through a co-design approach that will help to ensure activity involves local communities.. The VCS representatives voiced the desire and willingness to be further involved in the design and decision-making processes and would be a powerful advocate for the aspirations and priorities of CDC and SNC. The authorities also have

the opportunity to harness the skills and energy of the VCS to support their communities by developing a commissioning model to ensure Council funding is delivering against the authorities' priorities.

4.3 Capacity to deliver

Strengths

As 'one organisation, two Councils' the position of CDC and SNC and the ability to deliver the growth agenda are in a good place.

Whilst the peer team were onsite many senior staff were at risk of redundancy and are applying for posts in a new single structure that will service both Councils. Despite this situation the peer team were impressed to see that morale was high and staff appeared well engaged and motivated in their common purpose. This is supported by the organisation's appraisal system and competency framework that effectively supports personal and career development.

An innovative and positive approach has been developed towards staff training that included opportunities such as the Institute of Directors course and the Succeeding in a Commercial Environment (SIACE) programme that enables employees to develop their understanding of the new direction the organisation is moving in.

There has also been a cohort of staff who have completed the LEAN academy which is seen as a success. The LEAN methodology has been used to re-design the Human Resources function that has significantly improved the way it works.

There would appear to be fertile ground upon which to develop innovative thinking and entrepreneurial activity as both Councils have a good track record of successful external funding bids.

There were a number of examples of effective programme and project management across the two Councils in such places as the Graven Hill self and custom build initiative in Bicester, the Heyford Park development of a decommissioned airbase and the creation of the Silverstone Heritage initiative that is a stepping stone to a more sustainable Silverstone site. A further positive example is the regeneration of the historic Moat Lane area of Towcester town centre and the delivery of a new civic building (plus ancillary facilities) for the Council.

Opportunities

CDC and SNC have a clear driver and a pressing need to overtly recognise and respond to a significantly changing environment, which is reflected in the timely

publication of Lord Adonis's NIC report. To do this the peer team recommend the two Councils jointly clarify their vision and values in terms of both Place and as independent authorities. Some aspects of this future direction will differ between Cherwell and South Northamptonshire as areas as well as Councils. This would very likely result in the identification of fewer, clearer priorities that would then create the Strategic Plan for 'Your Place' and 'Your Communities'. It is vital that through this process there is a focus on seeking to create strong and cohesive communities, both new and established.

To be able to deliver the Strategic Plan the organisation that supports both Councils will need to produce a structured and resourced plan for change that outlines how the officers are going to deliver the political vision. This will require good internal communication and visible managerial leadership. The ongoing management restructure is well designed to address the skills and capacity issues that the organisation has at present and through this the Chief Executive can drive the change needed to deliver in a changing environment. Once senior officers are in place this needs to be cascaded to all staff to create enhanced corporate working to ensure delivery of positive outcomes.

4.4 Organisational leadership and governance

Strengths

As has been mentioned previously there is significant capacity and skill in the executive and non-executive members across both CDC and SNC, which is a strength.

The senior members and the new Chief Executive outlined their awareness of the current opportunity to build a strong senior officer team through "Transformation 2.0" to be able to deliver on revised priorities which will be aided through an ongoing desire of the Councils to invest in and develop the staff.

The voice of the staff is heard through the staff forum, which is an evolving group with potential to communicate the issues of re-organisation to the change agents as it progresses. The organisation also has a clear intention to use internal audit more effectively through regular attendance at the Senior Leadership Team meetings to hold individuals to account.

Opportunities

With the growth agenda and the ongoing transformation of staffing structures, the peer team suggest that a review of the Councils' governance structures is required in the light of this changing landscape and the resulting need to make decisions in a different way. To do this the policy and strategy framework requires reviewing to speed up the decision-making on financial investments by delegating decisions to portfolio holders

and senior officers. This could be achieved by giving all members an opportunity to take part in a conversation about a revised financial policy framework that delegates increased powers to specific people. This would enable the Councils to make decisions more quickly and efficiently and thus be more able to respond to a changing environment. This should be balanced through effective overview and scrutiny of those decisions.

This will require a cultural change that needs to be embraced by both members and officers and could be achieved through the cultural change plan that was indicated to the peer team. As the organisation goes through Transformation 2.0 it is necessary to be clear what the change is meant to achieve and what culture is being created.

At present the organisation generates a lot of performance management data with excellent graphs and charts. However the current system lacks clarity of purpose and could be seen as a bureaucratic overload with limited connection to outcomes. It is recognised that this information is not linked to organisational priorities and thus does not presently drive useful behaviours.

As a result of this state of affairs it is vital that the transformation approach introduces an appropriate performance management system that collects data relevant to fewer, clearer priorities. There should also be a review of performance targets to ensure they remain sufficiently stretching and these could then be used to effectively monitor and manage the performance of staff. There should also be a review of accountability so that managers can see the accurate measurement of relevant behaviours and drive the achievement of the fewer, clearer priorities.

The aforementioned change would add further value to the scrutiny function which could be improved both by the clear plan, priorities and indicators along with the wider engagement of Members in 'pre scrutiny' developing wider ownership and engagement in the Councils' policy framework. There is the opportunity to use the enthusiastic and skilled elected members across both Councils who are willing to hold the Councils' Executive and Cabinet members to account in a constructive and thoughtful manner.

4.5 Financial planning and viability

Strengths

The level of reserves puts the Councils in a strong position to address future challenges. Both CDC and SNC have successfully created income streams from business rates and New Home Bonus. The peer team heard that financial decision-making follows individual Councils' and communities' priorities.

In the recent past there have been some good investment decisions linked to property and regeneration which will provide future income to the Councils.

There is a phrase used by the Leaders of CDC and SNC that summarises their present and future approach to collaboration and the present staff re-structure of: “one on the inside, two on the outside” and so far it has delivered significant financial savings and is expected to deliver more in the future.

Opportunities

The Councils should better link their medium term financial plans to their investment strategy and the commercialisation and transformation agendas. By doing this it should ensure that all of the plans are focused on the key items and deliver the required savings in order to achieve financial sustainability.

With reference to the issues of delegation and accountability the peer team suggest consideration of an approach known by some of the peer team as “Tight and Loose”, whereby the boundaries of any decision are clearly defined (tight) and then staff are empowered to get on with it (loose) as long as they stay within the boundaries.

The peer team understand that CDC and SNC councillors were involved as company directors which, in part, could leave them open to suggestions of a conflict of interests. Whilst there is no easy answer to this issue, it would be good practice to adopt best practice with regard to members as directors of companies and the LGA is providing advice on this regard separately.

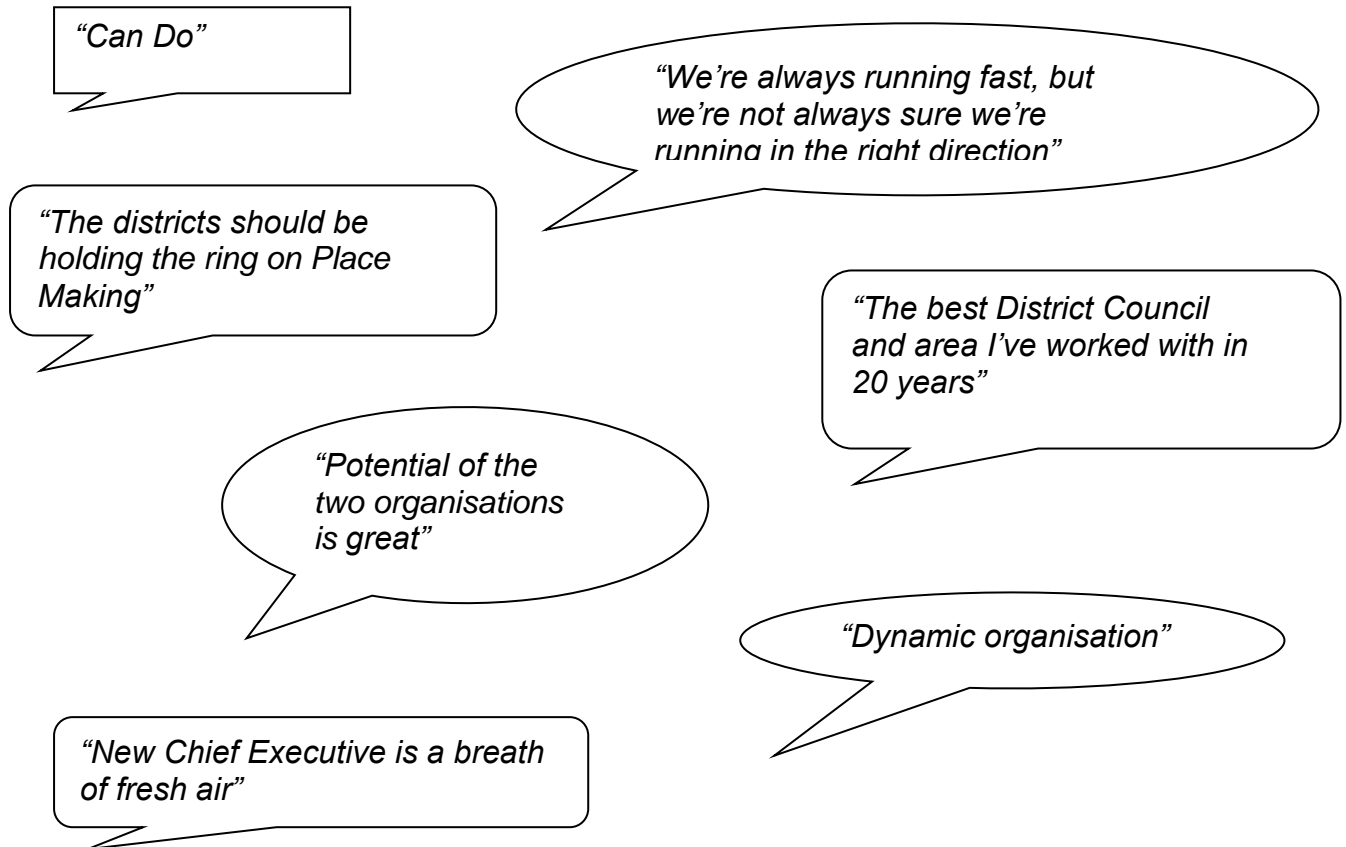
There are a number of interconnected recommendations from this corporate peer challenge, such as having fewer clearer priorities, an effective performance management system, a review of the capacity of the finance team and a review of the financial system to ensure it is used efficiently and effectively. One of the desired outcomes from this work would be that there is clear accountability for budgets and savings. As one organisation is created it will still be important to demonstrate transparency and value for money to ensure members and officers are able to show their stakeholders and communities where and how they are using their resources.

Whilst the Councils are offering staff training on commercialisation through the SIACE work it would be beneficial for all elected members and staff to fully appreciate what this means. This will help to ensure that there is a uniform approach to commercialisation and that opportunities are identified across different areas and the basis for future decisions are understood.

There is some significant slippage on the capital programme and better control over this will improve accountability and also produce savings from improved cash-flow management which was acknowledged in the self-assessment for this Corporate Peer Challenge.

4.6 Quotes from those with whom the peer team spoke.

In any peer challenge it is important to hear from the fully variety of people with whom we meet. Included here are a number of quotes that the team felt summarised some of the past, present and future of CDC and SNC.



5. Next steps

Immediate next steps

We appreciate the senior managerial and political leadership will want to reflect on these findings and suggestions in order to determine how the organisation wishes to take things forward.

As part of the peer challenge process, there is an offer of further activity to support this. The LGA is well placed to provide additional support, advice and guidance on a number of the areas for development and improvement and we would be happy to discuss this. Mona Sehgal, Principal Adviser is the main contact between your authority and the Local Government Association. Her contact details are, email: Mona.Sehgal@local.gov.uk, Telephone: 07795 291006.

In the meantime we are keen to continue the relationship we have formed with the Council throughout the peer challenge. We will endeavour to provide signposting to examples of practice and further information and guidance about the issues we have raised in this report to help inform ongoing consideration.

Follow up visit

The LGA Corporate Peer Challenge process includes a follow up visit. The purpose of the visit is to help the Council assess the impact of the peer challenge and demonstrate the progress it has made against the areas of improvement and development identified by the peer team. It is a lighter-touch version of the original visit and does not necessarily involve all members of the original peer team. The timing of the visit is determined by the Council. Our expectation is that it will occur within the next two years.

Next Corporate Peer Challenge

The current LGA sector-led improvement support offer includes an expectation that all councils will have a Corporate Peer Challenge or Finance Peer Review every four to five years. It is therefore anticipated that the Council will commission their next Peer Challenge before 2021.

Marcus Coulson

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Local Government Association

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December 2017

On behalf of the Corporate Peer Challenge Team.

Cherwell District Council

Council

28 February 2018

Monitoring Officer Annual Report 2017
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Report of Monitoring Officer

This report is public

Purpose of report

To provide an overview of the work of the Monitoring Officer in the past year.

1.0 Recommendation

The meeting is recommended to:

- 1.1 Note the Monitoring Officer's Annual Report

2.0 Introduction

- 2.1 This is the first Annual Report of the Monitoring Officer covering the period January 2017 to December 2017. The purpose of the report is to provide an overview of the work of the Monitoring Officer in the past year, (including the Monitoring Officer's statutory responsibilities) and summarises how these duties have been discharged.

3.0 Report Details

- 3.1 The role of the Monitoring Officer derives from the Section 5 of the Local Government and Housing Act 1989 (as amended by Schedule 5 paragraph 24 of the Local Government Act 2000)(the **Act**) The Act requires local authorities to appoint a Monitoring Officer. The post of Monitoring Officer was held by Kevin Lane until his retirement on 30 June 2017 and by James Doble from 1 July 2017.
- 3.2 The Monitoring Officer has the specific duty to ensure that the Council, its Officers, and its Elected Members, maintain the highest standards of conduct in all they do. The three main roles of the Monitoring Officer are set out and explained below.
- 3.3 The Monitoring Officer has a pro-active role in promoting good practice, good procedures and good governance. This involves networking, collaboration and joined-up working practices and decision making as well as ensuring standing orders, codes of practice and procedures are kept under review and up to date.

- 3.4 Collaborative working entails regular weekly meetings with the Chief Executive, the Chief Finance Officer (S151 Officer), Executive Directors and Assistant Directors as well as working in partnership with officers to develop and disseminate policies and procedures. The Monitoring Officer also undertakes partnership work with other authorities.
- 3.5 In order to ensure separation of roles, the Monitoring Officer may not also fulfil the duties of the Chief Finance Officer or the Head of Paid Service.

The Monitoring Officer has three main roles:

1. To report on matters which are illegal or amount to maladministration

- 3.6 The Monitoring Officer has a duty to write a report if he considers any proposal, decision, or omission made by the Council, or on behalf of the Council, is illegal or would be illegal. This is not a duty to write a report every time an allegation of illegality is made, but only if in his personal opinion that it did, or will occur.
- 3.7 The duty is a personal duty, and the Monitoring Officer cannot delegate it to someone else unless he is ill or away, in which case the Deputy Monitoring Officers can take over the role. The Deputy Monitoring Officers will also act when the issue involves the Monitoring Officer himself, or regards some advice he has previously given. The Monitoring Officer has designated the Interim Legal Services Manager and Team Leader – Non Contentious Business to fulfil the positions of Deputy Monitoring Officer.
- 3.8 The Monitoring Officer is the Council's lead adviser on issues of lawfulness and the Council's powers and, in consultation with the Head of Paid Service and the Chief Finance Officer (S151 Officer), advises on compliance with the Budget and Policy Framework. Part of this role involves monitoring Committee reports, agendas and decisions to ensure compliance with legislation and the Constitution. This aspect is covered in more detail later in this report.
- 3.9 The sound governance arrangements operated by the Council ensure that the power to report potentially unlawful decision making is rarely used and the Monitoring Officer has not had to issue such a report in the period this report covers.

2. To be responsible for Matters relating to the conduct of councillors and officers.

Councillor Code of Conduct

- 3.10 The Monitoring Officer contributes to the promotion and maintenance of high standards of conduct by councillors and officers both generally and through support to Committees and advising members on the interpretation of the Code of Conduct. The current Standards Regime, set up under the Localism Act 2011, was implemented by these Councils in 2012.
- 3.11 The Code of Conduct of relevant authorities must include provision for the registration and disclosure of "disclosable pecuniary interests", as defined in the Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012. Members

with Disclosable Pecuniary Interests in the business of their authorities are prohibited from participating in such business unless they have a dispensation. The Localism Act 2011 introduced criminal offences relating to failure to register Disclosable Pecuniary Interests. Members convicted of such offences are liable to a scale 5 (£5,000) fine and may also be disqualified from being a councillor for up to five years.

- 3.12 The prohibitions on councillors participating in any discussion or vote on an item of Council business in which they have a Disclosable Pecuniary Interest ensures that Councillors cannot put their private financial interests before the public interest. However, where a Councillor has a Disclosable Pecuniary Interest but stands to make no personal financial gain by participating in a discussion or vote on Council business related to that interest, they can apply for a dispensation, under section 33 of the Localism Act 2011. The grounds for granting a dispensation will depend on the circumstances.
- 3.13 There is an Oxfordshire-wide Code in Cherwell and in Northamptonshire a shared Code is also in place amongst many councils including South Northamptonshire. The Codes of Conduct are available on the respective websites:
[Cherwell Code of Conduct](#) / [South Northamptonshire Code of Conduct](#)
- 3.14 At the time the new Codes of Conduct were introduced in 2012, both Cherwell District Council and South Northamptonshire Council encouraged all Town and Parish Councils within their respective areas to adopt the Council's Code. This was accepted by all Town and Parish Councils with the exception of one Council in Cherwell which has adopted the National Association of Local Councils' model.
- 3.15 The Localism Act 2011 makes no provision for sanctions against Members who are found to have breached the codes of conduct of their authorities. However, authorities are able to censure members, to publicise breaches of their codes of conduct, to report to their Councils and to recommend that members are removed from positions on committees and outside bodies.
- 3.16 Members are also required to declare to the Monitoring Officer gifts / commercial sponsorship / hospitality received in connection with the position or duties as an elected Member of Cherwell or South Northamptonshire. For South Northamptonshire Members, a gift or hospitality with an estimated value of at least £50 must be declared. Cherwell Members must declare gifts or hospitality with an estimated value of at least £25.

Complaints against Members

- 3.17 16 complaints have been received at Cherwell CDC and 8 at South Northamptonshire SNC between January and December 2017. It should be noted that these figures do not reflect telephone enquiries which were not progressed or the number of calls and interactions regarding each complaint. Many of the complaints investigated have been complex in nature and have taken considerable time to resolve. An overview of the complaints received is set out in Table 1 (CDC) and Table 2 (SNC) below.
- 3.18 In the case of enquiries relating to Parish Councils, it should be noted that many enquiries are received relating to Parish Councils but relate to the Parish Council as a whole as opposed to individual councillors and are outside the jurisdiction of the

Monitoring Officer. This situation would be greatly eased by the creation of an ombudsman for Parish Councils; unfortunately such legislation has not yet been enacted by parliament.

- 3.19 The Monitoring Officer is fortunate in having access to three independent persons at each council who have provided excellent support, guidance and opinions in the assessment of complaints and have been invaluable during the course of the year.

Table 1

CDC Standards Complaints Received 1 January 2017 - 31 December 2017		
	Parish	Result
Complaint against Parish Council	Sibford Gower	Investigated. Breach - local resolution recommended. Statement of apology to be minuted.
Complaint against Parish Councillor	Gosford & Water Eaton	Investigated - complaint not upheld. Complaint against Parish Council not individual councillor.
Complaint against District Councillor	Banbury	Not investigated. Complaint about highways - not Cherwell, complainant referred to county Highways.
Complaint against District Councillor	Mollington	Investigated - no breach found
Complaint against Parish Councillor	Sibford Gower	Investigated upheld in part. Breach - local resolution recommended. Statement of apology to be minuted.
Complaint against District Councillor	Mollington	Investigated - no breach found
Complaint against Parish Councillors	Swalcliffe	Councillor 1 - no further action Councillor 2 referred to Police as failure to disclose Disclosable Pecuniary Interest to Monitoring Officer.
Complaint against Parish Councillor	Steeple Aston	Complaint form requested - no response received from complainant
Anonymous complaint against Parish Councillors	Adderbury	Not progressed as complainant wanted to remain anonymous
Complaint against District Councillor	N/A	Private matter not investigated as a standards complaint
Complaint against Parish Councillor	Sibford Gower	Investigated. Breach to code. Local resolution, Councillor to apologise to complainant at next Parish Council meeting and apology minuted.
Complainant against Parish Councillor	Adderbury	No breach - no further action required.
Complaint against Parish Councillor	Gosford & Water Eaton	Complaint against Parish Council not individual councillor - no further action we can take
Complaint against Parish Councillor	Gosford & Water Eaton	This was answered in the first complaint.
Complaint against Parish Councillors	Adderbury	Alleged fraud. Monitoring Officer decision: no complaint to answer - matter not investigated.
Complaint against Parish Councillors	Kidlington	Monitoring Officer to investigate alleged breach of the Localism Act.

Table 2

SNC Standards Complaints Received 1 January 2017 - 31 December 2017		
	Parish	Result

Complaint against District Councillor	Chipping Warden	Complaint investigated - no breach found
Complaint against Parish Councillor	Upper Boddington	3 part complaint - 1 upheld - 2 not upheld. Part 1 apology to be made at next Parish Council meeting.
Complaint against Parish Councillor	Cosgrove	Complaint investigated, councillor resigned so investigation halted
Complaint against Parish Councillor	Paulerspury	Not progressed as complaint was against Parish Council not individual councillor
Complaint against Parish Councillors	Pattishall	Investigated - all found to be no breach
Complaint against Parish Councillor	Deanshanger	Investigated - no breach found
Complainant against Parish Councillors	Syresham	Councillor 1 and 2 - No breach - matter won't be progressed. Councillor 3 - breach - resolution of a public apology.
Complainants against Parish Councillor	Boddington	No breach - local resolution, apology to be made at next Parish Council meeting and recorded in minutes.

Officer Code of Conduct

- 3.20 The Officer Code of Conduct forms part of the employees' terms and conditions of employment. The Code is well publicised on the Council's internal intranet and is introduced to employees through the induction process.
- 3.21 Under the Code employees must declare any non-financial or financial interests that they or members of their family have which they consider could conflict with the Council's interests. Chief Officers and the Chief Executive declarations on non-financial or financial interests are declared to the Monitoring Officer.
- 3.22 All relationships of a business or private nature with external contractors, or potential contractors should be made known to the employees' Managers and Chief Officers.
- 3.23 All hospitality received and given should be appropriate, necessary and must, wherever possible, have a prior sanction of the relevant Chief Officer and must be recorded.

Whistleblowing

- 3.24 The Councils are committed to having effective whistleblowing arrangements, in order to safeguard individuals who have genuine cause for raising concerns in the work place and to promote good governance and safeguard the public interest.
- 3.25 The Council's Whistle Blowing Policy sets out how to raise concerns within the organisation and is designed to give statutory protection to employees who "blow the whistle" on their employer's malpractice. In addition, the Council aims to mitigate the risk of inappropriate behaviour by those undertaking work on behalf of the Council and the Council refers to this Policy in contracts with suppliers and service providers, in the Procurement Guide and in its partnership arrangements.
- 3.26 The Council takes seriously and will investigate all reports of improper activities. The Policy aims to ensure that when concerns are raised, the Council will address the concerns and protect the person raising the concern.

3.27 In the last calendar year no formal concerns have been raised under the Council's current Whistle Blowing Policy.

3. To be responsible for the operation of the Council's constitution.

3.28 The Constitution sets out how the Council operates and how decisions are made. It sets out the procedures which are followed to ensure that these decisions are efficient, transparent and that those who make the decisions are accountable to local people.

3.29 The Monitoring Officer is responsible for ensuring that the Constitution operates efficiently, is properly maintained and is adhered to. In matters of interpretation of the Constitution's Rules and Procedures, the Monitoring Officer is responsible for making a determination if necessary.

3.30 The Monitoring Officer is responsible for assessing the effectiveness of the constitution and recommending changes in the light of legislation or best practice. The Monitoring Officer may make factual changes to the Constitution as necessary in order to ensure that the Constitution complies, and keeps up to date, with the law.

3.31 Any significant proposed amendments to the Constitution shall be agreed by Council. The Monitoring Officer shall ensure that, where appropriate, members of relevant Council committees are consulted on proposed amendments, prior to their consideration by Council and that the responses to the consultation are included in any subsequent report. A review of the constitutional and governance arrangements is currently under way.

3.32 The Monitoring Officer ensures that agendas, reports and minutes of all Council meetings are made publicly available unless there is a reason for exemption under the Local Government Act 1972. In addition Lead Member decisions at Cherwell are also made publicly available subject to the same caveat as are all planning and licensing decisions made by Officers including other Officer delegated decisions as required by the new legislation entitled "The Openness of Local Government Bodies Regulations 2014".

3.33 The distribution and publication of committee reports, agendas and decisions is central to meeting the requirements of a key deliverable. It is the Monitoring Officer's responsibility to oversee the process and ensure that these documents comply with statutory and constitutional requirements. This includes:

- Distributing and publishing all agendas within five clear working days of the meeting taking place and ensuring that all agenda are compliant with the access to information rules and exempt information is marked up accordingly. Advertising public meetings five clear days before the meeting date. Ensuring that papers are made available to the public.
- Giving the required 28 days notification of key decision to be taken.
- Publishing a record of all decisions including key decisions taken by Cabinet/Executive within 24 hours of the meeting.
- Ensuring that petitions are handled in accordance with the Council's Constitution including e-petitioning.
- Ensuring that meetings are accessible.

- Complying with the requirements of The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.
- The Openness of Local Government Bodies Regulations 2014.

Statutory Meeting Analysis

3.34 Between 1 January 2017 and 31 December 2017, Tables I and II set out the number of meetings that were serviced by the Democratic and Elections team. With the exception of Council and Executive/Cabinet, Communications Advisory Panel and Community Funding Panel, the number of meetings in Table I include the first meeting of the 2018/2019 municipal year held at the conclusion of the Annual Council meeting at which the Chairman and Vice Chairman were appointed. Where there is an equivalent committees in table I, these have been listed against each other.

Table I

CDC		SNC	
Council	6	Council	7
Executive	12	Cabinet	10
Accounts, Audit & Risk	6	Audit	7
Appeals Panel	2	Appeals	2
Budget Planning	9	Budget & Financial Strategy	10
Personnel	1	Appointments & Personnel	1
Planning	14	Planning	13
Overview & Scrutiny	9	Scrutiny	9
Standards	1	Standards	1
Licensing	1	Licensing	1
Licensing Sub-Committee	4	Licensing Sub-Committee	0
		Planning Policy & Regeneration Strategy	7
		Communications Advisory Panel (informal meeting)	4
		Community Funding Panel (informal meeting)	4

Table II

Joint (SNC and CDC only)	
Joint BPM (not a formal committee)	2
Joint Commissioning Committee	13
Joint Councils Employee and Engagement Committee	4

3.35 The volume of meetings represents a substantial commitment of both Councillors' and Officers' time and resources. It is of great importance that meetings constitute an effective use of time and resources; that they add value to corporate effectiveness and help in meeting the aims and objectives of the Constitution and Council.

4.0 Conclusion and Reasons for Recommendations

- 4.1 The law requires every local authority (except parish or town councils) to designate one of its senior officers as the Monitoring Officer and the role of the Monitoring Officer has been set out in this report.
- 4.2 The Monitoring Officer's role encompasses both proactive and reactive elements. The proactive role centres on raising standards, encouraging ethical behaviour, increasing awareness and utilisation of the elements of good governance and ensuring that robust procedures are in place. The reactive role focuses on taking appropriate action to deal with issues and potential problems as they arise.
- 4.3 This Annual Report is submitted to Council for information.

5.0 Consultation

None in relation to the production of this report

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.

No alternative options have been identified

7.0 Implications

Financial and Resource Implications

- 7.1 There are no financial implications arising directly from this report.

Comments checked by:

Denise Taylor, Group Accountant 01295 221982

denise.taylor@cherwellandsouthnorthants.gov.uk

Legal Implications

- 7.2 This report has been prepared by the Monitoring Officer and legal implications have been included in the report.

Comments checked by:

Chris Mace, Solicitor, 01327 322125

Christopher.mace@cherwellandsouthnorthants.gov.uk

Risk Implications

- 7.3 It is important that the council has robust procedures in place. This report has been provided to appraise members of the arrangements that are in place to mitigate risk to the councils.

Comments checked by

Louise Tustian, Team Leader, Strategic Intelligence & Insight Team, 01295 221786
Louise.tustian@cherwellandsouthnorthants.gov.uk

8.0 Decision Information

Wards Affected

All.

Links to Corporate Plan and Policy Framework

The Monitoring Officer is a statutory appointment under Section 5 of the Local Government and Housing Act 1989

Lead Councillor

Councillor Barry Wood (CDC) and Councillor Phil Bignell (SNC)

Document Information

Appendix No	Title
None	
Background Papers	
None	
Report Author	James Doble, Monitoring Officer
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