

Agenda

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Housing Panel (Panel of the Scrutiny Committee)

Date: **Wednesday 9 March 2016**

Time: **5.00 pm**

Place: **Plowman Room - Town Hall**

For any further information please contact:

Andrew Brown - Scrutiny Officer

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

Housing Panel (Panel of the Scrutiny Committee)

Membership

Chair	Councillor Linda Smith
	Councillor Gill Sanders
	Councillor Elizabeth Wade
	Councillor Elise Benjamin
	Councillor David Henwood
	Geno Humphrey (Housing Panel co-optee)

Substitutes are not permitted.

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AGENDA

Pages

1 APOLOGIES (5.00 PM)

Substitutes are not allowed.

2 DECLARATIONS OF INTEREST (5.01 PM)

3 HOUSING PERFORMANCE - JANUARY 2016 (5.02 PM)

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

9 - 10

Background information
This report contains outcomes at the end of January 2016 for a set of housing performance indicators selected by the Panel.
Why is it on the agenda?
The Housing Panel has a role in monitoring Council performance against housing targets. The Panel may wish to ask questions or request additional information.
Who has been invited to comment?
Stephen Clarke, Head of Housing and Property

4 DE-DESIGNATION OF 40+ ACCOMMODATION - YEAR 5 REPORT (5.10 PM)

Contact Officer: Tom Porter, Allocations Manager Tel: 01865 252713
tporter@oxford.gov.uk

Background information
In 2009, the Communities & Partnership Scrutiny Committee set up a Panel to consider the number and type of properties that were designated to only be let to persons over 40 years of age. This review sought to address a mismatch between the low amount of one bedroom council accommodation available to those under 40, and the large number of such households in housing need.
The City Executive Board on 12/1/11 approved the phased implementation of the de-designation of most of the Council's designated 40+ properties over a 5 year period; this began on 1/4/11. The Panel has received annual updates, most recently on 29 April 2014.

Why is it on the agenda?
To provide a year 5 update to the Panel on the de-designation of 40+ accommodations. Report to follow.
Who has been invited to comment?
Tom Porter, Allocations Manager.

5 GREAT ESTATES PROGRAMME UPDATE (5.20 PM)

11 - 16

Contact Officer: Martin Shaw, Property Services Manager Tel: 01865 252775 mshaw2@oxford.gov.uk

Background information
The Panel has requested an update on the Council's 'great estates' capital investments including the tower block refurbishment project.
Why is it on the agenda?
To update the Panel on the Council's great estates programme. The Property Services Manager will provide a presentation to the Panel. A separate report has been provided to update the Panel on the tower block project (see item 6).
Who has been invited to comment?
Martin Shaw, Property Services Manager

6 TOWER PROJECT UPDATE (5.40 PM)

17 - 20

Contact Officer: Jack Bradley, Senior Building Surveyor Tel: 01865 252440 jbradley@oxford.gov.uk

Background information
The Panel has requested an update on the tower block refurbishment project.
Why is it on the agenda?
To update the Panel on the tower project.
Who has been invited to comment?
Stephen Clarke, Head of Housing and Property Martin Shaw, Property Services Manager

7 SECURITY IN TOWER BLOCKS (5.55 PM)

21 - 34

Contact Officer: Daryl Edmunds, Anti-Social Behaviour Investigation Team
Manager Tel: 01865 252 723 dedmunds@oxford.gov.uk

Background information
<p>The Panel requested a report on security issues in tower blocks including the different approaches being taken to address anti-social behaviour and other issues.</p> <p>The Chair has also written to block representatives to canvas their views in the form of a brief survey, which is also included.</p>
Why is it on the agenda?
<p>To update the Panel on security issues in tower blocks and different approaches being taken to address these.</p>
Who has been invited to comment?
<p>Daryl Edmunds, Anti-Social Behaviour Investigation Team Manager</p>

8 ALLOCATION OF HOMELESSNESS PREVENTION FUNDS (6.15 PM)

35 - 46

Contact Officer: Nerys Parry, Rough Sleeping and Single Homelessness
Manager nparry@oxford.gov.uk

Background information
<p>The Housing Panel asked for the Allocation of Homelessness Prevention Funds to be included on the agenda for pre-decision scrutiny.</p>
Why is it on the agenda?
<p>The City Executive Board will be asked to approve the Allocation of Homelessness Prevention Funds at its meeting on 17 March 2016. This is an opportunity for the Housing Panel to make recommendations to the City Executive Board.</p>
Who has been invited to comment?
<p>Nerys Parry, Rough Sleeping and Single Homelessness Manager</p>

9 A HOUSING COMPANY FOR OXFORD (6.30 PM)

47 - 64

Contact Officer: Alan Wylde, Housing Development & Enabling Manager Tel: 01865 252319 awylde@oxford.gov.uk

Background
<p>The Housing Panel asked for A Housing Company for Oxford to be included on the agenda for pre-decision scrutiny.</p> <p>As the Finance Panel also has an interest in this decision, Finance Panel members have been invited to join the Housing Panel for pre-decision scrutiny.</p>
Why is it on the agenda?
<p>The City Executive Board will be asked to approve the recommendations set out in the report at its meeting on 17 March 2016. This is an opportunity for the Housing Panel to make recommendations to the City Executive Board.</p>
Who has been invited to comment?
<p>Stephen Clarke – Head of Housing and Property Jeremy Thomas – Head of Law and Governance Alan Wylde – Housing Development & Enabling Manager Anna Winship – Management Accountancy Manager David Watt – Finance Business Partner</p>

10 HOUSING PANEL WORK PROGRAMME

65 - 66

For the Panel to note and agree its work programme.

The Scrutiny Officer will introduce the work programme and advise the Panel of any suggested changes.

11 NOTES OF PREVIOUS MEETING

67 - 70

For the Panel to agree and note the record of the meeting held on 1 February 2016.

12 DATE OF NEXT MEETING

Meetings are scheduled as follows:

- 11 April 2016 – tenant involvement
- 7 July 2016
- 5 October 2016
- 9 November 2016
- 1 March 2017
- 3 May 2017

All meetings begin at 5.00pm

DECLARING INTERESTS

General duty

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

What is a disclosable pecuniary interest?

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

Declaring an interest

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

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

Members' Code of Conduct and public perception

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

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

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Agenda Item 3




















Performance Summary Housing Panel

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

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

Jan-2016

Measure		Owner	Result 2014/15	Latest Data		Year End Target 2015/16	RAG	Trends			Comments
Ref	Description			Target	Result			Prd	Prev Year End	Year on Year	
Housing Supply											
HC016	HC016: Number of affordable homes for rent delivered	Stephen Clarke	13 Number	67 Number	124 Number	67 Number	G	→	→	→	Additional new build completions are expected by the end of March 2016.
CA001	CA001: Delivering a programme of new homes at Barton	Jane Winfield	3 Milestone	3 Milestone	3 Milestone	3 Milestone	G	→	→	→	Barton phase 2 bids taking place - on track.
BV064	BV064: Empty homes returned to use	Stephen Clarke	15 Homes	11 Homes	18 Homes	14 Homes	G	→	→	→	
Welfare Reform and Housing Crisis											
HP004	HP004: The number of successful interventions with rough sleepers	Stephen Clarke	Not Recorded	208 Number	300 Number	250 Number	G	→			The number of positive interventions (number of people into accommodation) for rough sleepers by the City's outreach team is above target. (Due to a previous discrepancy the figures for previous months have been slightly amended.)
NI156	NI 156: The number of households in Oxford in temporary accommodation	Stephen Clarke	107 Number	120 Number	115 Number	120 Number	G	→	↓	↓	The number of households in temporary accommodation are broadly static, and under target, against a national trend of rising numbers. This is reflective of excellent homelessness prevention work; effective management of temporary accommodation; and efficient move-on for clients into suitable accommodation, against a continually challenging external environment.
BV066a	BV066a: Percentage of rent collected	Helen Bishop	97.79%	96.75%	96.88%	98.00%	G	→	↓	→	
CS002	CS002: Time to process changes in circumstances	Helen Bishop	10 Days	10 Days	9 Days	9 Days	G	↓	→	→	The 3,323 changes processed in Jan took on average 11.28 days. This made our year to date result 8.54 days, comfortably within the challenging target for 15/16 of 10 days.
CS005	CS005: Time to process new benefits claims	Helen Bishop	12.66 days	13.00 days	14.87 days	13.00 days	A	→	↓	↓	There were 333 New Applications processed in Jan in an average time of 8.12 days. This was our best monthly result of 2015-16 to date and the third running when we have been within the challenging 14 day target. There has been a radical improvement in the cumulative year to date result, improving

											from 17.48 days in Sept to now 14.87 days.
 CS010	CS010: Total current tenant arrears	Helen Bishop	£1,042,353.00	£1,100,000.00	£1,395,243.00	£900,000.00	R				
 CS011	CS011: Total former tenant arrears	Helen Bishop	£342,358.00	£350,000.00	£373,833.00	£350,000.00	A				
 CS013	CS013: Total arrears of tenants owing more than 7 weeks rent	Helen Bishop	£437,539.00	£380,000.00	£473,468.00	£370,000.00	R				
 HC003	HC003: Homeless Acceptances	Stephen Clarke	114 Number	120 Number	107 Number	144 Number	G				
 HC004	HC004: Homelessness cases prevented	Stephen Clarke	1,147 Number	735 Number	956 Number	900 Number	G				

To: Housing Panel

Date: 9th March 2016

Report of: Head of Housing and Property services

Title of Report: Great Estates Update

Summary

Purpose of report: To update the Panel on progress with the Great Estates Programme

Key decision: No

Executive lead member: Councillor Mike Rowley

Report author: Martin Shaw

Policy Framework: Meeting Housing Need

Appendices to report – A presentation will accompany this report which will be available on request

1.0 Introduction

The Scrutiny Panel have asked for an update on the great estates programme. This paper sets out the aims of the programme and work achieved to date along with our future approach to the Great Estate projects.

2.0 Background

The aim of the great Estates initiative is to introduce a co-ordinated approach to environmental works on Oxford City Councils housing estates. Identifying the most pressing issues of each block or estate applying bespoke solutions tailored to suit the issues that are the most crucial to each estate.

The previous approach was piecemeal and undertaken by a number of different departments within the council, along with various budgets. This project unifies our approach to estate improvements and utilises resources to a greater effect.

All relevant budgets have now been brought together and works are overseen by the Property Services Department as part of the housing asset strategy. Consultation undertaken when developing the housing asset strategy identified the external environment on our estates as a concern for residents; members have also raised their concerns on estates particularly around parking, security, and waste management.

1.1 Project aims

- Improved security to individual blocks and estates.
- Additional residential car parking
- Improvements to landscapes and borders and enhanced estate environment
- Co-ordinate the work of individual departments in one master plan for each estate.
- Encourage sharing of information between departments
- Involvement of external agencies
- Involvement of residents in key decisions affecting their environment

1.2 Complimentary works programmes

- Cyclical painting and repairs
- Day to day communal repairs
- Garages maintenance
- Potential development sites

1.3 Leading to:

- Increased resident satisfaction
- Reduction in anti-social behaviour
- Making the best use of available budgets
- A holistic approach to the management and maintenance of estates

2.0 Approach

We created the post of Great Estates Surveyor in December 2014 to develop a survey methodology that captures the issues on our estates and provides a means of prioritising these. This approach was piloted on the Barton Estate as this had been specifically identified for investment of £3.7m over four years in line with the development of the adjacent Barton Park.

An officer group was formed including representatives from Property Services, Communities, Housing Management, Direct Services, ASB team, and Resident Involvement. This group pooled its knowledge of the estate and reviewed and prioritised recommended interventions.

Consultation with residents took place where they were asked to comment on a range of issues affecting the estate, the results of this consultation has been published under the title "Big Barton Chat". Community groups have also been consulted including the Barton Community Association and BICEP.

A set of recommendations was drawn up taking into account inputs from all of the above and a four year programme was subsequently approved to include:

1. Improvement of the immediate area around blocks
2. Improvements to the Neighbourhood centre
3. Improved signage
4. Provision of communal satellite / aerial systems
5. Redevelopment Underhill Circus and the neighbourhood shops
6. Improvements to front gardens

The identified improvements are specific to Barton. We intend to carry out a similar exercise on other estates to draw up a similar programme for each area

3.0 Programme for 2015/16

During the current financial year the following projects have been undertaken:

3.1 Parking Schemes

Each location we consider for a parking scheme has to be able to produce a worthwhile outcome that addresses issues such health and safety, parking pressure on the area and the aesthetic look of the locale. It must also meet the needs of the majority of local residents.

In some locations/schemes, planning approval and land ownership issues often produce delays to the programme of works. 2015/16 has been a particularly challenging year in that respect however we continue to work ever more closely with our colleagues in planning to produce schemes that enhance and improve the look of our estates.

Kestrel Crescent was chosen as there were safety and access issues on the bend as the practice in the evening was to park cars half on/half off the pavements on both sides of the road.

At Carpenter Close cars were always parking on the grassed area. One key thing there was that the design of the scheme took into account the trees particularly the very impressive Beech tree which now is the central feature.

The need for verge protection in Marston and Rose Hill are evident from the photos in the presentation.

Below is a list of schemes completed during 2015/16

Blackbird Leys	Kestrel Crescent
Littlemore	Carpenter Close
Rose Hill	Continuation of verge Ashhurst Way (grass grid)
Marston	Continuation of verge Mortimer Drive/Raymond Rd (grass grid)
Blackbird Leys	Blackbird Leys Road
Northway	Stockleys Road
Blackbird Leys	Jasmine Road
Littlemore	Oxford Road

Examples are given on the power point presentation accompanying this report

3.2 Security and environmental works

1. External works to rear gardens, fencing bin stores planting at 112 to 134 Blackbird Leys Road.
2. Improved security at Preachers lane and Friars Wharf
3. Improved security and environmental works at Colmans Hill.

Schemes 2 and 3 above are about to start on site in March 2016. The budget is being carried forward to 16/17 for these works

Due to the uncertainty of funding following the government announcements in October, work ceased on this programme pending a review of the HRA budget. It has now been confirmed that the budgets remain in place, however this has led to a delay in works starting on site.

3.3 Wood farm Shops

This project improved the disabled access to the shops and along with the external environment.

The project was undertaken in consultation with local ward members who selected the paving and the councillors and the leaseholders of the shops in order to minimise disruption to trading

4.0 Tower Blocks

As part of the refurbishment of the tower blocks there are proposals to improve the external environment on completion of the works

At Evenlode and Windrush Towers in Blackbird Leys, a new entrance foyers are being created to each Tower to provide internal cycle racks, enhanced waste and recycling facilities and of course, an improved entrance. Parking and pedestrian paths are being redesigned to allow for the entrance extension however additional parking facilities are not being provided at these towers as the designs conflicted with the BBL regeneration project proposals.

At Foresters and Plowman Towers, both are receiving new foyers in the same way to Evenlode and Windrush with the added improvement to parking; external garages in proximity to the Towers are being demolished to form resident parking.

Hockmore Tower is a severely restricted site and only the entrance on to Banjo road is being changed.

5.0 Future Funding

- A budget of £3.7m over 4 years for investment in Barton
- A budget of £1.2m per annum has been set for the next four years 2016/17 to 2019/20.
- We would also seek to maximise the use of any Section 106 monies available

6.0 Future planned work

- Extend survey methodology to other estates
- Identification of improvement priorities and resident consultation extended to other estates
- Continued improved parking provision
- Condition survey and assessment of all garage sites
- Identification of potential future development sites
- Develop a four year estates improvement programme

Name and contact details of author:-

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Service Area / Department Housing and Property services
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List of background papers: *none*

Version number: v1.0

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To: Housing Panel

Date: 9th March 2016

Report of: Head of Housing and Property services

Title of Report: Tower Project update

Summary

Purpose of report: To update the Panel on progress with the City Tower Block Refurbishment Project

Key decision: No

Executive lead member: Councillor Mike Rowley

Report author: Jack Bradley, Tower Project Lead

Policy Framework: Meeting Housing Need

Appendices to report – none

Background

1. The Panel has requested a report to update them on progress with the City tower block refurbishment project.
2. In July 2015, Members approved a budget of £20.108m, funded from within the Housing Revenue Account (HRA) capital programme to repair and enhance the five high rise residential towers in Oxford.
3. The works generally include structural repairs, external wall insulation, new external windows and doors, new external cladding, new flat ventilation, new flat sprinkler systems, communal fire detection systems, communal lighting, lift refurbishment, external entrance improvements (including enhanced waste and recycling facilities, cycle racks and improved security) and new heating systems to all tenanted flats (Lessees have an optional buy-in).

4. The key targets of the project are
 - To extend the life of the Towers by at least 30 years.
 - To provide thermal performance of the flats 10% above current building regulation requirements
 - To provide ventilation to meet current building regulation requirements
 - To provide an 11, 17 and 30 point SAP (energy performance rating) improvement for ground, mid and top floor flats respectively.
 - To provide all key construction elements at a minimum level of BRE Green Guide A rating.
 - To provide the Oxford Living Wage to all contractor staff
 - To provide local apprentices
 - To provide local jobs
 - To spend 70% of the contract on local subcontractors and/or labour.

5. The Council continues to engage Arcadis (recently re-branded from EC Harris) as Project Managers along with their appointed sub-consultants for design (BM3), Civil and Mechanical Engineering (Rolton Group). Appointment is retained until the end of the defect liability period (December 2018) to support the Council in ensuring the contractor delivers the requirements of the performance specification.

Contractor Appointment and Design

6. In July 2015, David Edwards, Executive Director of Regeneration and Housing, approved the appointment of Willmott Dixon Energy Services Limited (WDES) to undertake the works

7. In November 2015, WDES were formally engaged to deliver the works on a design and build contract.

8. Following approval of WDES as the principal contractor, the contractors design and delivery team have developed their designs, engaged sub-contractors to enable their supply chain and undertaken on-site assessment and investigations to better inform the design.

9. WDES have coordinated closely with various Council groups and departments including (but not limited to) Tenancy Management, Tenant Involvement, Building Design & Construction, Direct Services, Communications, Planning, Building Control, Parks, Waste and Recycling etc.

10. Externally, WDES have continued the Council's engagement with the County Fire Authority, Police Authority, Head Lessee's (New River at Hockmore Tower) and Oxford Colleges.

11. WDES as part of their Social commitment have entered in to partnership with the City of Oxford College and are engaging with

Community Services to ensure their commitments to Social Value are delivered.

12. The Council's project team has been re-structured to better reflect WDES's delivery of the scheme; coordination concerning design, communication, finance and delivery has and continues to progress to ensure the Council's targets are achieved.
13. The delivery programme has been refined to reflect contractor resources and manage disruption to residents.

Delivery

14. Works are due to commence on the first Tower, Evenlode in Blackbird Leys, on the 8th March 2016. Works to the other tower will commence in:
 - May 2016 for Windrush Tower
 - July 2016 for Hockmore Tower
 - August 2016 for Foresters Tower
 - December 2016 for Plowman Tower
15. Works at each tower will take approximately 52 weeks.
16. The Council's contact centre is receiving regular updates on forthcoming weeks work; the same information is available of the Tower Project web page (Council web site) and will be printed on posters in the Tower Blocks.
17. WDES have dedicated community support officers (CSO's) at each tower who will be the contact for all residents of that tower and manage all access arrangements, resident queries and coordination.

Leaseholders

18. Of the 346 flats across the five high rise blocks, 49 are owned by Leaseholders.
19. In addition to resident consultation and engagement with all Tower residents and the local community since 2014, Leaseholder have been formally engaged and consulted under the requirements of the Landlord and Tenant Act.
20. Following statutory consultation through 2015, in January 2016, Leaseholders were advised of the Council's intention to undertake works and recover £48-53,500 from each Leaseholder.
21. The Council is voluntarily applying to the First Tier Tribunal to independently verify that recoverable charges and works are reasonable and in line with the terms of the lease agreements. Leaseholders will be invited to make their own statement at Tribunal.

22. A number of Leaseholders have recently formed an association to collectively comment and coordinate responses.
23. The Council has recently received negative press concerning proposed demands however the Authority is obliged to re-claim monies in line with the lease agreement and is being open and transparent in its calculation and comments

Finance

24. WDES and external consultants have provided expenditure profiles for the duration of the project and Financial Services have confirmed that the profile spend is affordable in the forthcoming annual expenditure.
25. Expenditure will be tracked monthly. As the project is based on a fixed prices sum, costs should not vary.

Name and contact details of author:-

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Tel: 01865 252440 e-mail: jbradley@oxford.gov.uk

List of background papers: *none*

Version number: v1.0

To: Housing Panel (Panel of the Scrutiny Committee)

Date: 9 March 2016

Report of: Oxford City Council Communities and Housing & Property Services

Title of Report: Security issues in the tower blocks and the different approaches being taken to address anti-social behaviour and other issues in the communal areas.

Summary and Recommendations

Purpose of report: To identify the frequency and types of issues in the tower blocks, and activities to address them.

Key Decision: No

Executive Lead Member: Councillor Dee Sinclair, Executive Member for Crime and Community Response

Policy Framework: Corporate Plan priorities – Strong, Active Communities; Cleaner, Greener Oxford

Recommendations:

- support the continued engagement with residents and the local community on security concerns
- Support the implementation of additional security improvements.

List of Appendices

Appendix One (page 5): Foresters Tower PSPO

Appendix Two (page 8): Evenlode Tower residents feedback

Appendix Three (page 9): Youth Appreciative Inquiry Feedback

Introduction

1. This report was commissioned to investigate how to improve the security of residents living in Oxford's tower blocks. There are five tower blocks in Oxford City:
 - a. Evenlode Tower, Blackbird Leys – 60 households with some privately owned flats.
 - b. Windrush Tower, Blackbird Leys – 60 households with some privately owned flats.
 - c. Hockmore Tower, Cowley – 57 households with some privately owned flats.
 - d. Foresters Tower, Wood Farm – 85 households with some privately owned flats.
 - e. Plowman Tower, Northway – 85 households with some privately owned flats.



Evenlode Tower



Foresters Tower



Hockmore Tower



Plowman Tower



Windrush Tower

2. Living in a tower block differs from living in a conventional house or flat. There is increased security to flats above the ground floor, internal lifts and rubbish chutes and a dedicated Estate Officer. All the tower blocks also have electronically controlled entry and CCTV.
3. All tenants are jointly responsible for the environment in their tower block. The tenancy agreement states that:

18. LIVING IN A FLAT OR MAISONETTE

18.1. If you live in a flat block, tower block or first floor maisonette there are added conditions because of the design of your home.

18.2. You must keep the shared areas secure by using the security systems properly and not letting strangers in without identification.

18.3. You must not block, obstruct, create or leave any hazard on landing, corridor, stairwell, lift, refuse chute, access way, fire escape or any other shared area or wedge open fire door or security door. This includes, but is not limited to personal items, washing, household rubbish, bikes, pushchairs, mobility scooters, plants and pet cages. We will remove any blockage, obstruction or hazard we find in shared areas and charge you for any costs that we incur.

18.5. You are not allowed to use a barbeque or patio heater on or directly beneath balconies.

18.13. Throw anything out of the windows of the property or from balconies or landings.

18.14. You and anyone living with or visiting you must not smoke in any shared area, including shared balconies, lobbies and staircases.

4. There have been a number of reports of anti-social behaviour (ASB) to the council and police in Foresters Tower, Evenlode Tower and Windrush Tower. No recent reports have been received concerning Hockmore Tower or Plowman Tower.
5. Oxford City Council is investing a substantial amount of money in the refurbishment of the tower blocks in the city. The refurbishment includes structural repair work, external insulation and cladding to enhance and extend the lifespan of the blocks, refurbishment of the lifts, improved fire detection and alarm systems, new external windows and doors and new front lobbies.

Foresters Tower

6. In the summer of 2014, residents of Foresters Tower were experiencing on-going ASB from groups of young people aged between 13 and 17 who have been gathering in the communal hallways within the block.
7. Partner agencies including the police problem-solved the issues and decided to consult on a Public Spaces Protection Order (PSPO) legislation in conjunction with referrals into youth engagement activities.
8. The PSPO consultation process ran from 8th December 2014 to 23rd January 2015. Each household within the tower block was contacted by Council officers from the council's Anti-Social Behaviour Investigation Team (ASBIT) and Community Response Team, and local neighbourhood police officers.
9. Households that didn't engage were given a letter explaining the reason for the consultation and encouraged residents to report any incidents. In the letter residents were asked if they wanted to set up a residents association or community watch but there was little interest in setting up either scheme.
10. The initial investigation in to the reports of ASB centred on diary statements, police reports and CCTV evidence to identify those involved. A group of approximately ten young people were identified and their families contacted. Some parents were given Community Protection Notice (CPN) warnings and the young people were asked to sign Acceptable Behaviour Contracts (ABCs). This is a voluntary agreement prohibiting them from entering any of the tower blocks or flats in the area unless they had a legitimate reason for the visit.
11. The families who engaged in the ABC process were referred for support from Oxford City Council's Youth Ambition programme.
12. A PSPO for the tower block was implemented on the 20th February 2015. To ensure that the behaviours do not disperse outside during summer months the area has included the internal and external public areas.

13. The order was publicised through the local press, social media, residents' publications, leaflets to residents and posters displayed in prominent areas of the building.
14. This order was one of the first PSPOs in the country, introduced by the ASB, Crime and Policing Act 2014.
15. Since the 20th February 2015 there has been only one report to the council or police of ASB in the tower block. The incident was not linked to the original group and due to the publicity on how to contact ASBIT was reported and investigated quickly. Regular meetings of the Neighbourhood Action Group and continued meetings with the police team have identified no further ASB issues and there has been positive feedback from local residents.

Evenlode and Windrush Towers

16. Groups of youths aged between 13-19 years old have been gaining unauthorised access to Evenlode and Windrush towers in Blackbird Leys causing concern to the tenants.
17. On the 1st October 2015 Oxford City Council's Tenancy Management Officer and Localities Officer called on every household within the tower block asking residents if they had any concerns (Appendix Two). It is clear that residents are not reporting the incidents to either the police or the council, although they are more likely to report issues arising on their floor of the building rather than stairwells, lifts and communal areas.
18. On the 15th December 2015 ASBIT organised an Appreciative Inquiry (AI) for young people at the local community centre. The event was prepared in partnership with the Localities Officer, CRT, Community Development Initiative, local college and Youth Ambition Team. The local police were not invited at this time.
19. The AI engaged with a difficult to reach group who were aged from 13 – 17 years. The event received 16 confirmations but on the day five young people attended. However, the information gained was very useful (Appendix Three) and has led onto the creation of a Youth Forum, supported by the Youth Ambition Team. Another AI, led by ASBIT, will be held in the local college during school time.

Current Interventions

20. The police Neighbourhood Team have access to both tower blocks via a key fob and the Oxford City Council weekend Out of Hours officers are tasked to visit, resulting in groups being removed from the blocks.
21. A letter has been hand delivered to all residents advising them to contact Thames Valley Police to report any ASB issues.
22. Regular reviews of CCTV footage helped identify a number of people involved in recent incidents. A variety of actions were deployed:
 - Some young people were offered Acceptable Behaviour Contracts (ABCs).
 - Referrals to Social Services and TVP where appropriate.

- Letters to parents and home visits were conducted on all individuals.
- Regular engagement by the police with youths in the area.
- Referrals to the Youth Ambition Programme. Many of the young people were already engaging with local organisations.

Recommendations

23. Improved security - identified as a concern from the consultation on the tower block refurbishment, conducted by the Tenant Involvement and tenancy Management Teams. The refurbishment and additional lobby will improve security in the tower blocks.
24. Referrals into early intervention **activities** - working with parents, schools, Youth Ambition Team and local clubs to divert youths from the tower blocks.
25. ASBIT have engaged with a number of outside agencies for support and advice on youth engagement, such as the charity "Voice of Child".
26. Support for the youth forum and future AI's on issues identified by young people.
27. Continued enforcement actions –
 - a. Acceptable Behaviour Contracts
 - b. Community Protection Notices for parents and youths over 16 years
 - c. Injunctions
 - d. Consideration of a Public Spaces Protection Notice, similar to Foresters Tower
 - e. Criminal convictions or referrals to the Youth Offending Service
 - f. Criminal Behaviour Orders

Name and contact details of author:-

Name Daryl Edmunds
 Job title Anti-Social Behaviour Team Leader
 Service Area / Department: Community Services
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List of background papers: *none*

Version number: v1.0

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Appendix One – Foresters Tower PSPO

ANTI-SOCIAL BEHAVIOUR, CRIME AND POLICING ACT 2014

PART 4, SECTION 59

PUBLIC SPACES PROTECTION ORDER

Oxford City Council makes this Order, being satisfied on reasonable grounds that activities in the location described in paragraph 2 of this Order have had or are likely to have a detrimental effect on the quality of life of those in the locality, and that these activities involved various anti-social behaviours. Further, Oxford City Council believes that the effect, or likely effect, of the activity described in paragraph 1 of this Order is (or is likely to be) persistent in nature, such as to make the activity unreasonable and justifies the restriction imposed by this notice.

Oxford City Council hereby requires by way of this Order that:

1 The activity described below is hereby prohibited as from the date of this Order:

Young people under the age of 21 years not legally resident in Foresters Tower are prohibited from entering (or having entered, remaining within) Foresters Tower, Woodfarm, Oxford unless visiting a named legal resident of Foresters Tower.

2 The land in relation to which this Order applies is that land in the area of Oxford City Council namely which -

- a) is delineated and shown in red hatching on the map forming part of this Order, and
- b) is briefly described in the Schedule to this Order.

3 If without reasonable excuse you breach the prohibition in paragraph 1 you may be prosecuted. If you are prosecuted and convicted the maximum penalty is a fine not exceeding level 3 on the standard scale (currently £1,000).

4 This Order shall remain in place until 2018

Dated 2015

Signed TIM SADLER
EXECUTIVE DIRECTOR COMMUNITY SERVICES

CHRISTIAN BUNT
SUPERINTENDANT – THAMES VALLEY POLICE

SCHEDULE

ALL COMMUNAL AREAS WITHIN FORESTERS TOWER, WOODFARM, OXFORD, OX3 8QA



CHALLENGING THE VALIDITY OF ORDERS

An interested person may apply to the High Court to question the validity of—

- a) This Order, or
- b) A future variation of this Order.

“Interested person” means an individual who lives in the restricted area or who regularly works in or visits that area.

An appeal against this Order or a future variation of this Order may be made to the High Court within six weeks from the date on which the order or variation is made, on the grounds that:

- a) Oxford City Council did not have power to make the order or variation, or to include particular prohibitions or requirements imposed by the order (or by the order as varied);
- b) a requirement under Chapter 2 of the Anti-Social Behaviour, Crime and Policing Act 2014 was not complied with in relation to the order or variation.

Appendix Two – Evenlode Tower Resident Feedback

Evenlode Tower Resident Feedback

On Thursday 1st October 2015, Oxford City Council officers knocked on every door in Evenlode Tower to get views from the residents on the behaviour of groups of young people in the communal areas. The key points were how residents were affected by the behaviour, if they had noticed any change in the situation, had they ever reported the behaviour, and if they would know how to report problems.

Comments
Had been reporting previously, haven't seen or heard anything in past 2-3 months.
Hasn't experienced any problems but is out a lot
Still going on, normally most noticeable around midnight. Doesn't report incidents as doesn't want to be targeted (I did emphasise that all personal information would be kept private but she could report anonymously).
Still happens every weekend, hasn't got any better. She hasn't reported it before but said she might in future. The flat below often makes a lot of noise.
There is noise in the stairwells but it's not too bad on this floor. See them on the ground floor sometimes.
Been quieter over the past couple of months, used to be issues but not heard much recently.
Haven't noticed anything.
There will always be kids hanging about, it hasn't got any better or any worse (intel from other flats suggest her daughter and friends may be part of the group)
Don't get it on this floor but have seen them going in and out. Hasn't noticed anything over the past few weeks but will call in if there is a problem.
No complaints but will call through if there is a problem.
Quite often see kids on the roofs of the sheds, saw them around the time of the fire. Has been a while since he has seen any problems inside.

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Appendix Three – Youth Appreciative Inquiry feedback

Blackbird Leys Youth Appreciative Inquiry – 15th December 2015

Question 1: What is good about Blackbird Leys?

Table 1

- **CDI (Community Development Initiative)**
- **Leisure Centre – well organised. Polite friendly staff. Variety of activities. Place for kids to burn off energy positively.**
- **Celebrations – community events**
- Green spaces and “concrete jungles” (street sports areas for example)
- Youth Clubs
- Affordable homes (in an expensive city)

Question 2: What can we do better?

Table 1

- Teaching adults about drinking and smoking habits.
- In school (or other venues) – workshops to support future aspirations of young people.
- Young people’s voices need to be heard – and acted upon. *“data gathered at these events is not acted upon. An official gets paid to gain the voice of a child, but it is not necessarily acted upon. They feel let down. They have a lot to say but do not have an ongoing platform”*
- “Music lyrics are wack. They shout to disrespect women, they swear and promote drug use. Songs aren’t put out saying be yourself”
- Promote “real” music not computers.
- Young people are not aware of everything that is available – different clubs/groups should be better promoted. E.g. a music club, CDI.
- Help older people find services and help

Question 3: How can we work together to implement ideas?

Table 1

- Set up forum with Positive futures
- Careers education in or out of school.
- Work with older people
- To have a community radio station to promote local talent, with positive images and individuality (not promoting alcohol, drugs, weapons, disrespect of women etc)
- Go to older people’s homes.
- Using technology (i.e. apps) to promote activities for young people.

Further information gathered including direct quotes

“People are surprised that good things come out of BBL. People have a negative image of BBL. People do not see positive images of the community. The Oxford Mail mainly produces negative images which people [of Oxfordshire] read and confirm people’s belief that BBL is a rough place.”

People do not know where to go to access services in BBL. **(this was in relation to drug/alcohol support services).**

“When you play the game you do not see the full picture however when you watch the game you can see the full picture. People are unable to see themselves for who they really are.”

Group held concerns that their voice is not heard. They believe the data gathered at these events is not acted upon. It’s believed an official gets paid to hear the voice of a child, but not to act upon it. “we feel let down”. “we have a lot to say, but do not have a regular place to speak”. Community clubs to broadcast services on a wider scale. “I want to be a lawyer, but how do I become a lawyer. There’s no club that helps me see a path towards becoming a lawyer. I wish clubs would prepare me for jobs.”

Transparency behind organisations – Thames Valley Police/OCC etc. We do not trust these organisations. Suspicion of what they will do with the feedback from young people.

Wish for a club that shows you how jobs are. Work experience at an early stage. Workshops regarding vocations and life skills. “young people need people from the field to show them jobs”

No clubs to help children who wish to go to higher education. “I have to research for myself. I would appreciate guidance.” Would like people who have completed higher education to speak to young people to influence them positively. “no-one should stop learning”

“Schools crush aspirations if you are not education focused.” “Education is a standard form.” The curriculum doesn’t fit everybody.

Radio station to promote stories and music from BBL. “music is a huge influence on us”. “what I see my nephew watch on TV scares me”

What Next:

- **Youth Forums led by OCC Youth Ambition**
 - This will encourage a continual consultation with young people in Blackbird Leys through forums.
- **Additional Appreciative Inquiries**
 - Take the AI to additional youth groups to ensure we communicate and listen to a wide cross section of the Blackbird Leys Community.
- **Improve communication and relationships**

Between young people and agencies such as Oxford City Council and Thames Valley Police Neighbourhood Team

Housing Panel security survey for Block Representatives

Please answer the following questions about security issues in communal areas and return the completed survey using the pre-paid envelope provided. Please answer using your own knowledge and opinions.

Q1. Which block do you represent? *Please state:*

Q2. How often do issues of anti-social behaviour or other crimes take place in communal areas of your block? *Please tick one box:*

<input type="checkbox"/>	Very often / daily / weekly
<input type="checkbox"/>	Quite often / monthly / several times a year
<input type="checkbox"/>	Occasionally / at least once a year
<input type="checkbox"/>	Rarely / less than once a year
<input type="checkbox"/>	Never

Q3. To what extent would you say that residents are affected by issues of anti-social behaviour or other crimes in communal areas? *Please tick one box:*

<input type="checkbox"/>	Very affected
<input type="checkbox"/>	Quite affected
<input type="checkbox"/>	Slightly affected
<input type="checkbox"/>	Not affected

Q4. To what extent are any of the following a problem in communal areas of your block? *Please tick one box for each statement*

Statement	Very big problem	Fairly big problem	Not a very big problem	Not a problem at all
Rubbish or litter				
Noise				
Pets and animals				
Disruptive children / teenagers				
Racial or other harassment				
Drunk or rowdy behaviour				
Vandalism and graffiti				
Drug use or dealing				
Damage to property				
Other crime				

Please continue overleaf...

Q5. How safe do you think residents typically feel in communal areas at the following times of day? *Please tick one box for each time of day:*

Time	Very safe	Quite safe	Neither safe nor unsafe	Quite unsafe	Very unsafe	Don't know
Morning						
Afternoon						
Evening						
At night						

Q6. To what extent have you been satisfied with the response of the Council to any issues of anti-social behaviour in communal areas? *Please tick one box and give details below and continue on a separate sheet if necessary:*

<input type="checkbox"/>	Very satisfied
<input type="checkbox"/>	Quite satisfied
<input type="checkbox"/>	Neither satisfied nor dissatisfied
<input type="checkbox"/>	Quite dissatisfied
<input type="checkbox"/>	Very dissatisfied

Q7. How do you think security could be improved (or anti-social behaviour reduced) at your block? *Please state any suggestions you have and continue on a separate sheet if needed:*

Many thanks for completing this survey. Your responses will be very helpful to the Panel.

To: City Executive Board
Date: 17 March 2016
Report of: Head of Housing and Property
Title of Report: Allocation of Homelessness Prevention Funds in 2016/2017

Summary and recommendations	
Purpose of report:	To approve the allocation of the homelessness prevention funds, with the purpose of meeting the objectives of the Homelessness Strategy.
Key decision:	Yes
Executive Board Member:	Councillor Mike Rowley, Housing
Corporate Priority:	Meeting Housing Needs
Policy Framework:	Homelessness Strategy
Recommendation(s): That the City Executive Board resolves to:	
<ol style="list-style-type: none"> 1. Approve the allocation of the Preventing Homelessness funds to commission homelessness services as outlined in paragraph 14 below; 2. Delegate to the Head of Housing and Property Services, in consultation with the Portfolio Holder for Housing, the discretion to administer any necessary changes to these allocations and allocate the balance of the Preventing Homelessness funds. 	

Appendices	
Appendix 1	Allocation 2015-2016
Appendix 2	Risk Register

Introduction and background

1. In December 2015, the Department of Communities and Local Government (DCLG) confirmed Oxford City Council's Preventing Homelessness funds for 2016/2017 at £941k. The budget is identified in the Council's Medium Term Financial Plan and included in the Council's 2016/17 budget.
2. The resources are not ring fenced; however the Council remains committed to ending rough sleeping within the City by supporting homeless people and those threatened with homelessness into sustainable accommodation.
3. A further commissioning budget is also available from the Council's own grant budget of £440k.
4. The strategic framework within which both these funds are allocated is the same and therefore funds will be considered as if they are from one budget.
5. In order to deliver its work, the Council will continue to explore relevant opportunities to work with, and where appropriate jointly commission with partners at Oxfordshire County Council and the Oxfordshire Clinical Commissioning Group.
6. In light of the cross-commissioning agenda and cross-strategy advantages, a multi-agency steering group is responsible for advising on and monitoring this budget. The group comprises of representatives from Oxford City Council, Oxfordshire County Council Joint Commissioning Team, Public Health (Drug and Alcohol Team) and the Oxfordshire Clinical Commissioning Group.

Context and Key Developments in 2015/2016

7. Rough sleeping has increased nationally over the last year and the Council's official street count in November 2015 was 39, a 50% increase on the previous year.
8. The City also carries out an estimate count which is monitored by the Health and Well-Being Board (HWB). Oxford's estimate was 56, compared to Cherwell 21, South Oxfordshire 5, Vale of White Horse 5 and West Oxfordshire 3. The HWB target of not exceeding the baseline rough sleeping County-wide estimate of 68 (set in 2014-2015) was missed, with the actual figure being 90.

Re-commissioning of the Homeless Pathway

9. Oxfordshire County Council concluded a procurement exercise in October 2015 for 285 units of accommodation based support across the County, with 252 of those units based in the City. New contracts started on 1st February 2016. These contracts should have initially been 3-year contracts but providers have been informed recently that only the first 14 months will be funded at full contract value (1 February 2016 – 31 March 2017).
10. This is due to Oxfordshire County Council's recommendation to cut £1.5m, (100%) the total Housing Related Support Grant related to the accommodation based homeless pathway, from 1 April 2017. This poses a significant risk to the delivery of homelessness services from April 2017.
11. The main change to the current pathway is the de-commissioning of support services at Lucy Faithful House which means that the 61 current residents will move out to dispersed properties, procured as part of the tender process.
12. During 2015-2016, Oxford City Council commissioned a Project Manager for the Making Every Adult Matter project, Acacia Complex Needs Housing and continued

its support of the Mayday Trust proof of concept and the development of an ethical landlord model. For a full list of allocations in 2015-2016 please see Appendix 1.

Strategic Framework for Commissioning and Funding 2016-2017

13. Significant consideration is given to the national rough sleeping strategy titled “No One Left Out – Communities Ending Rough Sleeping” and “Vision to End Rough Sleeping: No Second Night Out Nationwide” which signalled a new energy and renewed focus to end rough sleeping. The Council’s priorities in terms of tackling rough sleeping and single homelessness are set out in its Homelessness Strategy 2013-2018 as follows:-

- Prevent and respond to rough sleeping
- Deliver and review the impact of No Second Night Out (NSNO)
- Develop services to tackle the issues of entrenched rough sleepers
- Improve pathways through supported specialist accommodation for former rough sleepers
- Ensure sufficient specialist accommodation and support to meet the needs of single homeless clients in the City
- Review anti-begging campaigns

Allocation of the Homelessness Budget 2016-2017

14. It is proposed that the following specialist services and posts be funded in 2016-2017:-

Organisation and Purpose of the Grant	Allocation for 2016-2017
Assertive Outreach, Reconnection and Move-on	
<p>Street Population Outreach Service (Oxford SPOT), St Mungo’s</p> <p>Funding for a team of 9 full-time equivalents (FTE) delivering assertive outreach, reconnection, personalisation and advice services for rough sleepers to reduce the numbers spending a second night on the streets, numbers living on the streets and returning to the streets. This is the second year of a three year contract.</p>	£350,893
<p>Specialist Homelessness Liaison Service (Thames Valley Police (TVP))</p> <p>Funding for a service delivered by TVP City Centre Unit to provide targeted support to reduce rough sleeping through outreach, enforcement, begging and anti-social behaviour, delivered by TVP City Centre Unit. This allocation is on a yearly basis and the Council has the right to terminate funding if the grant is stopped or reduced beyond March 2016.</p>	£40,000
<p>Sit-Up Service at O’Hanlon House (OxHOP)</p> <p>Funding to provide 10 additional sit-up spaces to</p>	£54,903

manage the current high street population. The allocation is on a yearly basis and the Council has the right to terminate funding if the grant is stopped or reduced beyond March 2016.	
Severe Weather Provision (OxHOP, Simon House) Funding to provide additional emergency beds in periods of severe weather to all rough sleepers. This grant has been increased this year given the higher street population.	£20,000
Housing First – Julian Housing (OxHOP) Funding for 1 FTE and a peer support worker for this specialist housing project for some of the most complex and entrenched rough sleepers with the aim of sustaining the tenancy and moving on successfully. This is the second year of a two year contract.	£47,850
Private Rented Move-On Scheme (Oxford City Council) Funding to provide deposits for clients connected to Oxford City and moving out of the homelessness pathway.	£15,000
City Centre Ambassadors (Oxford City Council) The City Centre Ambassadors provide a visible presence within Oxford City Centre. They assist people with enquiries, liaise with businesses to keep the city centre clean and litter free, and work closely with the police to spot and deter anti-social behaviour. They engage with homeless people, referring them into the appropriate support services.	£10,000
Complex Needs	
Mental Health Practitioner (Luther Street Medical Centre) Funding for 1xFTE continues to be a success, providing the Outreach team with specialist mental health support and intervention. It is funded in partnership with Oxford Health and Oxford Homeless Medical Fund. This allocation is on a yearly basis and the Council has the right to terminate funding if the grant is stopped or reduced beyond March 2016.	£25,000
Preventing Homelessness	
Tenancy Sustainment Officer - Elmore Community Services Funding for 1XFTE supporting residents in OCC accommodation to maintain their tenancies. This allocation is on a yearly basis and the Council has the	£35,630

right to terminate funding if the grant is stopped or reduced beyond March 2016.	
Pre-Tenancy Training Course (Connection Floating Support) Funding to provide courses to help 50 people develop a range of skills that will enable them to become tenancy ready	£14,667
Welfare Reform Team (Oxford City Council) Funding contributes towards the work of the team focussing on the impact of welfare reform across the City.	£77,461
Discretionary Housing Payments (DHP) (Oxford City Council) Funding contributes towards the mitigation of welfare reform impact.	£150,000
Target Hardening/Sanctuary Scheme (Oxford City Council) Funding provided for a post in the Anti-Social Behaviour Team to support victims of domestic abuse and enable them to stay in their own homes.	£30,000
Tackling Worklessness and Improving Positive Activities	
Aspire Oxfordshire Funding for 2 FTE Education, Training and Employment workers to develop further Aspire's social enterprises, work placements and employment opportunities for clients living in the homeless pathway with the aim of enabling service users to gain paid work. This allocation is on a yearly basis and the Council has the right to terminate funding if the grant is stopped or reduced beyond March 2015. Aspire's core grant (an additional grant to the 2 FTEs) is in the last year of a 4-year tapering arrangement which sees the core grant reduce to zero in 2016-2017.	£77,623
Emmaus Community Oxford Core funding for Emmaus to provide accommodation in their community and work opportunities in their second-hand furniture social enterprise. Emmaus' new second hand superstore should open in Temple Cowley in March/April 2016. This allocation is on a yearly basis and the Council has the right to terminate funding if the grant is stopped or reduced beyond March 2016. A clause in the contract will enable the Council to begin tapering the core grant as the	£20,000

business establishes itself.	
<p>Steppin Stones Day Centre</p> <p>Core funding for Steppin Stones daycentre to support both rough sleepers and those who are vulnerably housed through a range of activities, training and education and where appropriate sign post clients to more appropriate services. This allocation is on a yearly basis and the Council has the right to terminate funding if the grant is stopped or reduced beyond March 2016</p>	£55,000
<p>Service Broker Big Issue Foundation</p> <p>Funding for 1 FTE to support Big Issues sellers into accommodation and into more sustainable work opportunities. This contract will continue to be within a payment by results framework. This allocation is on a yearly basis and the Council will review it in light of current performance with potential changes made to the grant conditions and payments.</p>	£25,000
<p>Gatehouse Café</p> <p>Core funding for the Gatehouse café, to support and engage hard to reach client that traditionally do not use mainstream services towards accommodation and specialist support This allocation is on a yearly basis and the Council has the right to terminate funding if the grant is stopped or reduced beyond March 2016.</p>	£5,580
Young People	
<p>Young People's Pathway (Oxfordshire County Council)</p> <p>This grant is part of Oxford City Council's contribution to joint commissioning of the Young Person's Pathway.</p>	£42,992
<p>Emergency Bed for Oxford City (Oxfordshire County Council)</p> <p>Funding provides one emergency bed within the Young Person's pathway for use by Oxford City.</p>	£6,134
Other	
<p>Single Homelessness Team</p> <p>Funding contribution towards the Council's Rough Sleeping and Single Homelessness Team.</p>	£100,000
<p>CHAIN database</p> <p>Core funding to maintain the City's web-based database management system that collates all data and provides monitoring reports on rough sleeping. This allocation is on a yearly basis and the Council has</p>	£4,396

the right to terminate funding if the grant is stopped or reduced beyond March 2016.	
Business Rates at the Old Fire Station This is the fifth and final year of the Council's commitment to paying a percentage of the Old Fire Station's business rates.	£6,200
Total	£1,214,329

15. The Council is taking a prudent approach to this year's budget in light of the significant changes to the adult homeless pathway commissioned by Oxfordshire County Council. Further allocations will be made when the team is better aware of how the changes and cuts impact the sector.
16. It is therefore recommended that the Head of Housing and Property has the delegated authority, in consultation with the Portfolio holder, to administer any necessary changes to these allocations as well as the authority to administer the unallocated amount of £167k.

Financial implications

17. The expenditure identified within this report can be met from the allocated budgets and there is scope for further allocations when new priorities emerge.

Performance monitoring

18. In distributing this budget, the Council will ensure that there are clear outcomes and targets in each organisation's service specification which are reported on quarterly. An executive summary of all data and performance is produced on a quarterly basis by the Rough Sleeping and Single Homelessness Team for the steering group and wider corporate comment.
19. There will be quarterly performance monitoring meetings with Oxford City Council's Rough Sleeping and Single Homelessness Team to ensure that outcomes and targets are achieved and issues are addressed.

Level of risk

20. The Risk Register is attached in Appendix 2.

Equalities impact

21. All services in receipt of funding are subject to rigorous monitoring which includes equality and diversity.

Staffing Implications

22. All external staff are employed by external organisations for whom the Council has no liability
23. The budget is managed by the existing Rough Sleeping and Single Homelessness Manager in Housing and Property.

Report author	Nerys Parry
Job title	Rough Sleeping and Single Homelessness Manager
Service area or department	Housing and Property
Telephone	01865 252825
e-mail	nparry@oxford.gov.uk

Background Papers: None

APPENDIX 1 2015-2016 Allocated Amounts

Areas	Committed Allocation
Priority Services for Adults	
Tackling rough sleeping	
Street Outreach and Single Homeless Service - St Mungo's Broadway	£350,893.00
Severe Weather Beds - various	£15,000.00
Rough Sleeping & Street activity service - TVP	£40,000.00
Housing First - Julian Housing	£47,850.00
NSNO Sit-up Service - O'Hanlon House	£54,903.00
NSNO rent and service charge - O'Hanlon House	£6,000.00
O'Hanlon House Day Centre - Joint with County	£103,965.77
O'Hanlon House Day Service - OCC commissioned	£86,324.27
OxfordCHAIN	£8,039.00
Preventing homelessness	
Tenancy Sustainment Officer - Elmore	£35,630.00
Pre-tenancy training course - Connection	£14,667.00
Access to mental/physical/ health and social care	
Mental Health Practitioner - LSMC	£25,000.00
Hostel in-reach - Elmore	£3,394.40
Tackling worklessness, promote positive activities	
Gatehouse	£5,580.00
Porch/Steppin Stones	£55,000.00
Aspire	£88,691.50
Emmaus	£25,000.00
Service Broker - The Big Issue Foundation	£25,000.00
Priority Services for Young People	
Contribution to County for YP pathway	£42,992.00
E-Bed for YP in Oxford city	£6,134.28
YP provision in Simon House and Lucy Faithful House	£5,000.00
Homeless Prevention or Statutory Provision	
Welfare Reform Outreach Team	£75,847.00
Supplementing Discretionary Housing Payments	£0.00
Target Hardening/Sanctuary Scheme	£30,000.00
Business Rates at the Old Fire Station	£5,915.00
Pending/Pilot/Innovation	
Single Homelessness staff funding	£100,000.00
MEAM pilot	£21,000.00
Acacia Complex Needs Service	£103,675.00
Total Allocated/Committed	
	£1,381,501.22

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Appendix 2 Risk Register Allocated Homeless Funds

Title	Risk description	Opp/ threat	Cause	Consequence	Date Raised	Owner	Gross		Current		Residual		Comments	Controls					
							I	P	I	P	I	P		Control description	Due date	Status	Progress %	Action Owner	
Funding Not Spent Appropriately	Grant funding awarded is not spent on the activity or items it was awarded for. (Reduction of Rough Sleeping and Prevention of Homelessness) (Reduction of Rough Sleeping and Prevention		Terms & conditions for grant awarded not clear.	Services not provided for homeless people	17/03/2016	Nerys Parry	2	1	1	1				Clear and detailed services level description signed by organisation. Monitoring carried out on a quarterly basis. Preventing Homelessness Steering Group keep an oversight	1st April 2016 and on-going throughout the year				Nerys Parry
Inability to Deliver the Project	Commissioned organisations unable to deliver service or project they have been funded to deliver		Loss of other funding to continue delivery	Services not delivered to homeless people. Organisation folds.	17/03/2016	Nerys Parry	3	3	3	2				Maintain good working relationships and provide support to mitigate cuts.					Nerys Parry
External cuts destabilise organisations	Funding cuts by the County Council leads to loss of most homelessness services in the City		County Council budget constraints lead to cut of £1.5m to Housing Related Support Grant	Significant increase in street homelessness due to lack of appropriate services	17/03/16	Nerys Parry	4	5	4	5				Working in partnership to find alternative approach					Nerys Parry

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To: City Executive Board

Date: 17 March 2016

Report of: Head of Housing and Property Services

Title of Report: A Housing Company for Oxford

Summary and Recommendations

Purpose of report: To present the business case and seek approval for the establishment of a Council owned housing company, and to seek approval for the Council to enter into such agreements as are necessary to enable the company to acquire the affordable housing at Barton Park in place of the Council

Key decision Yes

Executive lead member: Councillor Mike Rowley, Councillor Ed Turner

Policy Framework: Housing Strategy 2015-18

Recommendations: That the City Executive Board resolves to:

1. Agree the principle of setting up a Local Authority wholly owned housing company structure ('the company') with the overarching aim of increasing housing supply, noting that there are a range of work-streams which the company structure can pursue, including:-
 - The purchase and management and management of the affordable rented homes at Barton Park;
 - The development of new affordable housing with a range of tenures;
 - The purchase and management and management of high value void properties from the Council to re-provide affordable housing; and
 - The undertaking of Estate regeneration schemes
2. Delegate authority to the Executive Director, Housing and Regeneration in consultation with the Council's statutory officers, Deputy Leader and portfolio holder for Housing, to do anything necessary to set up an appropriate company structure, including:

- a. Selection of the name of the company
 - b. Approval of the type of company, the articles of the company and the size and composition of its board
 - c. Appointment of Directors and Company Secretary of the company
 - d. Approval of a shareholders agreement to be entered into between the company and the Council
 - e. Ensuring that the company will hold appropriate insurances and/or benefit from insurances that the Council holds
3. Authorise the entry into discussions with Barton Oxford LLP and Hill Residential Ltd to enable the novation/assignment (and variation to the extent necessary) of the Overarching Agreement and the Conditional Development Agreement and all or any associated agreement warranties etc so that the company may acquire the affordable housing at Barton Park in place of the Council and the delegation to the Executive Director, Housing and Regeneration in consultation with the Council's statutory officers of all necessary steps to achieve this, including:
- a. approval of the final terms of any proposed agreements with Barton Oxford LLP and Hill Residential Ltd to give effect to the above
 - b. the decision whether or not to offer a Council guarantee to Barton Oxford LLP and/or Hill Residential Limited in order to enable the company to acquire the housing at Barton Park and approval of the terms of any such guarantee
 - c. approval of the terms of any contracts to be entered into between the company and the Council in relation to the management and maintenance of the Barton Park affordable homes
 - d. approval of the terms of any nomination/allocation agreement to be entered into between the Council and the company
 - e. approval (in exercise of the housing and regeneration function but not so as to affect the planning function of the Council) of any proposed variation to the Barton Park s.106 agreement.
4. Recommend Council to amend the Treasury Management Strategy to enable the making of loans to the wholly owned Housing Company on State Aid compliant terms of up to £12,250,000 to fund its purchase of the Phase 1 affordable housing at Barton Park and to delegate to the Chief Finance Officer approval of the terms of the loan and the terms of the facility agreement(s) and any associated documentation.
5. To recommend to Council the inclusion of an amount of £12,250,000 in its General Fund Capital Programme in 2017/18 funded by Prudential Borrowing.
6. To recommend to Council the provision of a loan facility to the Company of up to £250,000 to fund the set up costs and provide initial working capital

and delegate to the Chief Finance Officer approval of terms of the loan and the terms of the facility agreement.

7. To recommend to Council the adoption of the Local Authorities (Indemnities for Members and Officers) Order 2004 in respect of officers of the Council appointed to the Housing Board in accordance with paragraph 40.
8. To recommend to Council a General Fund revenue budget of £40,000 in 2016/17 for the setting up of the Company funded from reserves.

Appendices

Appendix 1 Risk Register

Appendix 2 Equalities Impact Assessment

Appendix 3 Barton Park financials

Background

1. Oxford's housing crisis is acute with the city identified as the most unaffordable housing market in the UK. The lack of housing supply, quality and choice are a constraint on economic growth and a significant barrier to our ambition to be a world class city for everyone.
2. A Local Authority housing company can enable the additional delivery of housing supply across a range of tenures. Over 50 Local Authorities have set up or are considering establishing a housing company. Some companies are commercially driven and being set up to deliver additional funding for the Council's general fund; others are set up with more of a focus on affordable housing provision.

Purpose for establishing a housing company in Oxford

3. The overarching purpose of the housing company is to increase the supply and range of affordable housing and it is envisaged that there will be four main strands of activity namely:
 - The purchase and management of the affordable rented homes at Barton
 - To develop new affordable housing with a range of tenures
 - The purchase and management of high value void properties from the Council that need to be sold to help Government fund the RTB for Housing Association tenants and to re-provide affordable housing
 - To undertake estate regeneration schemes.

The potential additional benefits of a local housing company include:

- The development of its services offer to the private sector, for example property management and repairs.

- A direct role in providing homes for the key workers Oxford needs, for example through sub-market rent or shared equity tenures
- Influencing the pace and type of house building through site acquisition and development.
- The provision of a longer term private rental offer giving households increased stability
- The development activity will provide direct employment, jobs through the supply chain and the opportunity to grow local skills especially through apprenticeships.
- The provision of a revenue stream for the Council through the servicing of the loan funding it has received. This will exceed the Council's costs in providing the capital and generate a surplus.
- The initial structure will result in a need to procure a range of services, including development management, finance, repairs, housing management, from the Council, providing an income stream to support service provision.
- Acting as a catalyst for the regeneration of Council estates by generating value to provide gap funding for development.
- Acquiring empty homes that the Council CPOs.
- Support the Council to CPO land allocated for housing from landowners reluctant to develop and sell it to the company to bring forward development more quickly.

Company characteristics

4. The company would be a separate legal entity wholly owned by the Council. It would have the power to undertake anything a company can do and in particular to acquire and hold land and properties. The company would be run by its Directors but their decision making would be constrained by a shareholders agreement which would define the limits the Council wants to place on the ability of the Directors to make decisions and in particular the decisions that would need shareholder consent. The Council would be the sole shareholder and as such decisions as to how to exercise its shareholder powers would come back to the Council's City Executive Board.
5. The activities of the company would in the early years be funded by the Council through the provision of State Aid-compliant loans to the company. The Council would fund these loans either through borrowing from the Public Works Loan Board or from other financial institutions, where preferable (or when money is available by lending money the Council would otherwise hold on deposit). The margin on these loans would generate additional surpluses for the General Fund whilst offering the housing company competitive loans secured against its housing stock.
6. As a matter of law the housing company can only offer assured or assured shorthold tenancies. Its tenants if they require benefit to cover their rent would receive it as Local Housing Allowance (or through

Universal Credit when this applies). Where the Council is financing or transferring land to the company the Council could decide either in its capacity as lender or through the shareholders agreement to set the parameters for the tenancies to be offered, rent levels and allocations/nominations agreements. As the law stands Right to Buy would not apply to the tenants of a company like this, although Government may introduce legislation extending Right to Buy to tenants of Council controlled housing companies.

7. The Directors of the company have a fiduciary responsibility to act in the best interests of the company and promote its long term success. Under the Companies Act 2006 promoting the success of a company means operating for the benefit of the shareholders, which in this case would be the Council. This is helpful as it minimises potential conflicts of interest for Directors.
8. Most local housing companies have officers appointed as Directors, as is proposed in this case. Some Councils have also appointed non-executive Directors to bring in external expertise, and this might be considered at a later date, if required. It is proposed that CEB takes on the role of making decisions for the Council as shareholder, both in matters that require consent under the shareholders agreement and in monitoring and holding the company to account.

Procurement

9. A company wholly owned by a local authority will have to comply with EU procurement law when procuring its own contracts as in this case it is "established for the specific purpose of meeting needs in the general interest, not having an industrial or commercial character" (Public Contracts Regulations 2015).
10. The company's principal objective is to provide additional affordable housing, which is consistent with 'meeting needs in the general interest', but this does not exclude developing market housing in support of this objective. It is possible for a company to be established in the 'general interest' but outside the Regulations if the company has a "commercial character". We are advised that this is a test that relates to how the company is intended to operate, what freedom it will have to choose to take its own risks and if it is competing in the market place generally. We are advised that, given what is being currently proposed, it would be prudent to assume that the company will be subject to the Regulations.
11. The Public Contracts Regulations allow for Local Authorities to let contracts to companies and vice versa in certain circumstances without a procurement process. On the basis that it will be a wholly owned subsidiary of the Council, and the Council is exercising real control over its activities, the company will be able to procure services from the Council (housing management, repairs, insurance etc.), and the

Council can as necessary contract with the company, without going through procurement processes. To qualify, the Regulations 2015 require that at least 80% of the company's activities must be activities entrusted to it by the Council and there must be no third party non-public equity stake in the company that would give an investor decisive influence over the company.

Barton Park Affordable Housing

12. The acquisition of the Barton Park affordable homes is the first step in a broad mix of activity for the company to increase the supply of affordable housing, including the purchase of properties, new development and estate regeneration. The new development at Barton Park will provide 40% of the homes as social rented housing (currently estimated to be 354 homes). The Council has contracted under an overarching agreement with Barton Oxford LLP to purchase all of the affordable housing at Barton, subject to various conditions. Phase 1 will be developed by Hill Residential Ltd and includes 95 homes. The recent Government policy changes make this purchase uneconomic for the HRA.
13. Assuming successful negotiations with Barton LLP and Hill Residential Ltd, it can afford to buy the Phase 1 affordable housing retaining the homes at social rents to meet local needs with their on-going maintenance and management being seamlessly provided through the Council.
14. Variations to the agreements relating to the Barton Park affordable housing will need to be negotiated. Both Barton Oxford LLP and Hill residential Ltd will have to agree to the novation/assignment of the existing agreements and detailed issues such as warranties/letters of reliance from third parties will need consideration to enable the company to acquire the homes.
15. The Council will lend the finance to the company to enable it to buy the Phase 1 properties. It is envisaged that there would be a formal facility agreement in place with conditions for drawdown and provision for the Council to take security over the properties. The Council should note that Trowers and Hamlins has advised that if a loan is made available to acquire affordable housing then there is no State Aid requirement to lend on market equivalent terms as this is likely to fall within one of the State Aid exemptions. The Council has also taken advice on State Aid compliant loans from Capita. The Council is entitled to set the terms of any loan and to make a return even if State Aid does not require it to.
16. The Council will need in the future to consider what agreements it wants to enter into in relation to future phases of affordable housing at Barton. The overarching agreement with LLP created a conditional contract for the Council to acquire the whole of the affordable housing at Barton. The LLP may seek Council guarantees on funding and

management if the housing company acquires the affordable housing instead of the Council.

Future Developments

17. Details on future developments to be undertaken by the company would come to CEB. The Council has already obtained planning permission for 42 homes on several HRA sites and there is other Council land capable of development which could be transferred to the local housing company. In addition there is the potential for the housing company to acquire the housing land associated with the Rose Hill Community Centre site from the Council giving the company a potential initial programme of 93 homes. The Council can control the tenure of homes on these sites through covenants on the land transfers to the housing company should it so wish, although this would reduce the site values.
18. These initial developments on Council land along with the purchase of the Barton Phase 1 homes would result in an initial development portfolio of 188 homes in Oxford. This would be supplemented by further development sites being identified on Council land including possible regeneration schemes, other sites being acquired in the market and potential s106 deals with developers. There is also the option for the housing company to pursue development opportunities outside Oxford where it was felt it was compatible with the City Council's wider strategic objectives.

Purchase of High Value Council Void Properties

19. To pay for the RTB extension to housing associations, the HRA will need to pay a levy to Government based on a formula assuming the anticipated sales of high value void properties. The housing company may be able to acquire and retain these homes whilst generating the necessary receipts for the Council to pay the levy. However, at present the transfer of more than 5 properties a year to a wholly owned subsidiary company under the 1985 Housing Act and its associated general consents will need the Secretary of State's approval. This issue is under consideration as part of the Council's devolution discussions with Government whilst at the same time the Housing and Planning Bill is progressing through Parliament which will dictate the terms of levy. This uncertainty means that it is not possible at this time to make a clear recommendation to Members. A recommendation will be brought back to Members at the earliest opportunity.

Legal Issues

20. Councils only have the powers given to them by statute and every part of the proposed activities in this report must be analysed to ensure the Council has appropriate powers, and is exercising those powers for proper purposes.

21. The Council has the power to set up a company through the general power of competence in Section 1 of the Localism Act 2011 which provides local authorities with the power to do anything an individual can do. This very wide power is limited by s.2 so that pre-existing statutory constraints are not overridden, so for example the rules that apply to local authority land transfers still apply. Section 4 of the same Act states that Councils can only use the s.1 power to carry out activities for a commercial purpose if they are an activity they could carry out for a non-commercial purpose. Setting up a company is an activity that a Council could carry out for a non-commercial purpose and therefore the Council can use the s.1 power to set up a local housing company. We have been advised that given that pre Localism Act statutory constraints on Councils still apply it would be prudent for the Council also to comply with the requirements of the Local Government Act 2003 (and the associated regulations) that relate to trading. In essence this requires the Council to approve a business case before the company starts trading.
22. The fact that the company may itself carry out activities of a commercial nature does not affect the use of the s.1 power to set up the company. CEB should note that if the Council decided that it wanted to use the s.1 power to enable the Council itself to carry out market sale or market rent development as these are commercial activities s.4 of the Localism Act would require these activities to be carried out through a company.
23. The Council must be satisfied that it is setting up a local housing company for proper purposes such as enhancing the economic and social development of its area, and that in so doing it recognises its fiduciary duty to its tax payers.
24. If the only activity the company was ever going to do was to take on the affordable housing at Barton Park the Council would need to be clear on its reasons for setting up a company. Proper reasons could include the mitigation of the significant liabilities that the Barton Park agreements now create in the light of the changed external environment. However the intention is that subject to future decisions by CEB the company would do more than this, and the rationale for setting it up can properly include intended future activities even though no final decision has been made on these.
25. In terms of the power to borrow in order to on lend to the company the Council would be using its power to borrow prudentially as contained in the Local Government Act 2003 and it must be satisfied that any borrowing is prudential in accordance with the relevant Code. Borrowing to on lend to a Council owned company is general fund borrowing.

26. The Council has power to lend money to the company and to offer guarantees where the loan/guarantee relate to the provision of rented housing under s.24 of the Local Government Act 1985. Use of that power requires a statutory consent but there is a wide general consent which allows the provision of financial assistance "to any person". To the extent that any part of the loan finance is not for rented housing then the council would again be using its power under s.1 Localism Act as described above.

Financial Issues

27. Both the credit agreement selected and the interest rate charged to the company will be determined when the finance is actually required in around 18 months' time and will reflect prevailing risks and economic conditions that exist at that time.
28. However, for illustrative purposes the Council has undertaken financial modelling of three different interest rates that are currently available based on 40 year annuity based loans for an estimated acquisition cost for the first 95 dwellings. A variety of revenue performance assumptions have been equally applied to each option and relate to rent assumptions, inflation, discount rates, management and maintenance costs, void rates etc. Some of the headline outcomes are shown below with more detailed analysis shown in Appendix 3

40 Year Annuity Loan Rate	Total scheme costs	Property value	Payback	Peak debts	Year of Peak Debt	Net present value	Internal Rate of Return	Repayment year	Asset cover when scheme comes into management	Year 110% interest cover acheived
	£	£	£	£		£	%		%	
4.30%	10,815,916	32,506,000	23,986,254	10,904,330	2	5,831,821	71.62%	40	300.54%	2
5.50%	10,815,916	32,506,000	26,073,990	10,877,973	2	3,831,030	14.11%	40	300.54%	6
6.02%	10,815,916	32,506,000	27,788,858	10,880,781	2	2,933,806	10.26%	40	300.54%	8

Basis of calculations

Loans to Company

The loan to the company is based on an annuity basis where interest and principal is repaid over the life of the loan. The loan rates modelled represent

- The 4.30% reflects the current 40 year PWLB annuity new loan rate +1%.
- 6.02% reflects current state aid compliant rate loans for high collateral, high risk lending.
- 5.50% reflects a current state aid compliant loan rate with a lower risk of lending

Property Value - this is the estimated market value of the properties acquired at the date of acquisition.

Payback - this total represents the value of the total loan payments. An annuity option when all the loans are procured will show the same

annual figure until the end of the loan period, namely 40 years in the examples used given they are brand new properties.

Peak Debts - this is the highest level of borrowing for each option. For annuity loans this should always be at the beginning debt is procured as principal is repaid at the start.

Year of Peak Debt - the year when the peak debt level is achieved.

Net Present Value - For each option the NPV discount rate used is 3.50%. The discounted cash flows (including the cost of borrowing) is shown in the above table.

Internal Rate of Return - this is the discount rate which returns a zero NPV. The important aspect to consider when viewing the IRR is that it returns a percentage above the cost of borrowing, which is the case for all 3 annuity interest rates used.

Repayment Year - for annuity loans this will be the year of the annuity i.e. 40 years.

Asset Cover – this represents the market value of the properties acquired as a percentage of their cost of acquisition. This is the same for each option and demonstrates significant cover.

Year 110% Interest Cover Achieved - this is the year when the net income divided by the interest cost equates to 110%. The sooner this occurs then the more financially robust the cash flow projections. The 110% Interest Cover figure is a desired ratio of income to interest (%).

29. In summary :

- Each proposal demonstrates a positive net present value and therefore the proposal is financially viable for the company at all borrowing rates
- Each proposal does eventually provide a significant financial return for the Council as indicated by the payback. This is due to the favourable borrowing rate compared to the state aid compliant lending rate to the company
- There is significant asset cover for the loan estimated at around 300%.
- Interest cover is achieved between 2 and 8 years using the data and rates shown above

30. The initial request for approval of borrowing up to £12.5m allows for both working capital and a significant contingency provision between the estimated cost of acquiring the completed social housing dwellings from the developer, uplifted by the interim BCIS (Building Construction Cost Information service of the Royal Institute of Chartered Surveyors) being the leading provider of cost and price information for the construction industry.

31. The housing company will need to pay corporation tax (currently 20%) on any taxable profits it generates. Careful management of predicted surpluses through timely acquisition of land and property can limit its tax liability, as can the use of appropriate tax reliefs (for example on interest payments), although this does require the identification of

available assets to purchase that fit with housing company objectives. However, it is important that the minimisation of corporation tax does not drive the activity of the housing company.

32. The company will not benefit from the Council's ability to recover VAT so will have to pay VAT on VAT able service supplied to it and will not be able to recover VAT charged on for example repair costs and fees associated with management of rented stock.
33. The Council will need to estimate and charge to the company, services such as housing management, finance, legal and maintenance.
34. As with the Council, Stamp Duty Land Tax (SDLT) would be payable on any land or property acquisitions from third parties. Group company relief may be possible to obtain on transfers from the Council to the company. The company would need to take proper tax advice on each project/transaction.
35. The company must be and remain a viable entity. A rolling 40 year business plan for the housing company will be maintained to support the planning of development activity over the long. It is envisaged that the business plan will be approved on an annual basis by the council as the main shareholder, in accordance with the shareholder's agreement.
36. The housing company will not have funding at the outset and it is therefore necessary that working capital should be made available to ensure it can financially operate from day one. It is therefore proposed that the Council will make available these resources in the form state aid compliant loans as part of the £12.5 million.
37. Given the company will be a wholly owned subsidiary of the Council the VAT planning obligations and structures adopted by the company must at all times be established with a mind to both the company's taxation responsibilities but also the VAT position of the Council as a whole.
38. Along with corporation tax the company's business plan will need to provide for cyclical and ad-hoc maintenance costs, housing management, rental admin., audit and final accounts obligations as well as any additional procured services needed to oversee its revenue obligations.
39. Future income stream risk obligations created as a result offered by the activity of the housing company will be incorporated into the Council's Medium Term Financial Plan accordingly, as will the associated risks aligned with the company's activities.
40. The formation of the Company will require the appointment of officers of the Council to act as Directors of the Housing Company Board. Normally this would require the Council to take out separate insurance

for these officers as indemnity for any decisions made when acting as Board Directors. The Local Authorities (Indemnities for Members and Officers) Order 2004 gives local authorities the power to provide indemnity cover for its members and officers who are working for a local authority-owned company. In effect, this would allow the Council to include this risk on its own insurance policy (and pay for it) should it choose to do so. The use of such an order would require a formal resolution from Council.

41. Start-up costs for the company are estimated to be in the order of £40,000 which paid for from the Councils General Fund for which a recommendation will need to be made to Council to establish the budget in 2016/17. The amount will be funded from reserves.
42. In accordance with the Treasury Management Strategy approved at Council on 17 February 2016 the that the Council will make no Minimum Revenue Provision (MRP), as per Regulations 27 and 28 in the Local Authorities (Capital Finance and Accounting) (England) Regulations 2003 [SI 3146, as amended] Since it is expected that the investment is repaid in full.

Environmental Impact

43. Environmental sustainability will be a key consideration for all developments undertaken by the housing company.

Equalities Impact– see appendix 2

Name and contact details of author:-
Name: Stephen Clarke
Job title: Head of Housing and Property Services
Service Area / Department: Housing and Property Services
Tel: 01865 252447 e-mail: sclarke@oxford.gov.uk

Title	Risk description	Opp/ threat	Cause	Consequence	Date Raised	Owner	Gross		Current		Residual		Comments	Controls				
							I	P	I	P	I	P		Control description	Due date	Status	Progress %	Action Owner
Business Plan insufficiently robust	Housing company over estimates land prices, house values, potential rents and/or build costs	Threat	Insufficient expertise and experience of housing development especially in the open market	Housing company becomes unviable	18/11/15	Stephen Clarke	4	2	4	2	4	1		Garner internal experience achieved through AHP1 and elsewhere. Employ appropriate expertise to ensure continuous market intelligence. Update development business plans through development appraisal software regularly and report them to housing company board. Use appropriate development parameters on surpluses to ensure business plan remains strong. Appoint director with considerable development experience	Ongoing	Ongoing	50	Alan Wylde
High build costs	Housing company business plan threatened by higher than anticipated build costs	Threat	Insufficient market knowledge	Developments may return less surpluses or become unviable leading to a reduced quantum of affordable housing.	18/11/15	Stephen Clarke	3	2	2	2	2	1		Continuous review of current build costs and benchmarking against other developments. Regularly review build techniques and consider off site manufacturing methods. Appointment of experienced Employer's Agents to advise on construction procurement and manage sites to completion.	Ongoing	Ongoing	50	Alan Wylde
Housing market downturn	Anticipated receipts not achievable due to dip in market	Threat	Macroeconomic problems	Developments may return less surpluses or become unviable leading to a reduced quantum of affordable housing.	18/11/15	Stephen Clarke	3	1	2	1	2	1		The cross tenure approach of the housing company allows for sale homes to be operated as rented homes until market recovery allows them to be sold. All sites to be assessed for viability and updated regularly with sensitivity analysis on various housing market	Ongoing	Ongoing	50	Alan Wylde
Potential to support estate regeneration	Possibility of using housing company surpluses to gap fund estate regeneration	Opportunity	Successful operation of housing company	Regeneration	18/11/15	Stephen Clarke	4	1	4	1	4	3		Continuous review of regeneration opportunities in context of housing company business plan.	Ongoing	Ongoing	50	Alan Wylde

Rising Interest Rates	Housing company business plan threatened by higher than anticipated interest rates	Threat	Macroeconomic problems	Developments may return less surpluses or become unviable leading to a reduced quantum of affordable housing.	23/02/16	Stephen Clarke	3	2	2	2	2	1		The Council and housing company will continuously review funding arrangements for the company. The use of fixed rate loans will greatly mitigate this risk.All schemes will have to demonstrate their viability at the prevailing interest rates	Ongoing	Ongoing	50	Alan Wylde
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Appendix 2

Housing Company - Initial Equalities Impact assessment

1. Within the aims and objectives of the policy or strategy which group (s) of people has been identified as being potentially disadvantaged by your proposals? What are the equality impacts?

No groups have been identified as being potentially disadvantaged by these proposals. The equality impacts will all be positive as the creation of a housing company will lead to the provision of further affordable housing for those who cannot access market housing and the homes will be built to the latest design standards incorporating Lifetime Homes Standard features to maximise accessibility.

The council has considered the fact that if, subject to negotiation, the phase 1 Barton park homes will be transferred to the company not the council, the tenants will therefore not be council tenants (and will have different rights) but it is not considered that this will give rise to any Equalities Act issues.

2. In brief, what changes are you planning to make to your current or proposed new or changed policy, strategy, procedure, project or service to minimise or eliminate the adverse equality impacts?

Please provide further details of the proposed actions, timetable for making the changes and the person(s) responsible for making the changes on the resultant action plan

No changes are being considered.

3. Please provide details of whom you will consult on the proposed changes and if you do not plan to consult, please provide the rationale behind that decision.

Please note that you are required to involve disabled people in decisions that impact on them

Not applicable.

4. Can the adverse impacts you identified during the initial screening be justified without making any adjustments to the existing or new policy, strategy, procedure, project or service?

Please set out the basis on which you justify making no adjustments

No adverse impacts identified

5. You are legally required to monitor and review the proposed changes after implementation to check they work as planned and to screen for unexpected equality impacts.

Please provide details of how you will monitor/evaluate or review your proposals and when the review will take place

No changes identified

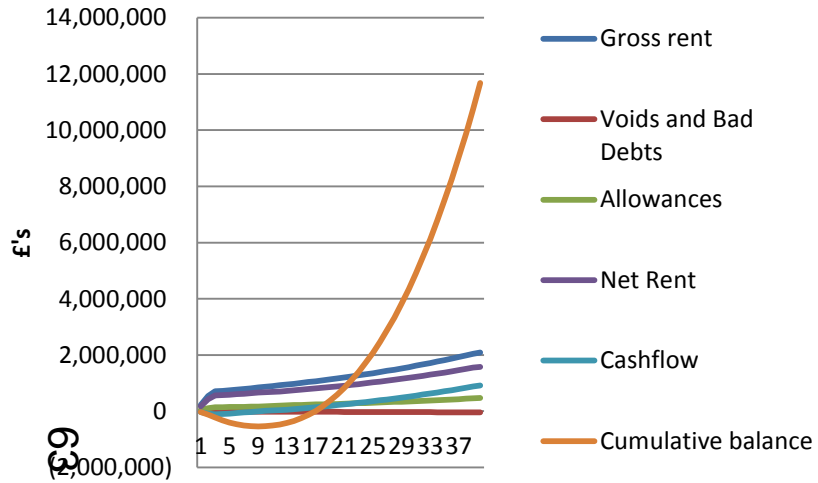
Lead officer responsible for signing off the EqIA: Alan Wylde

Role: Housing Development and Enabling Manager

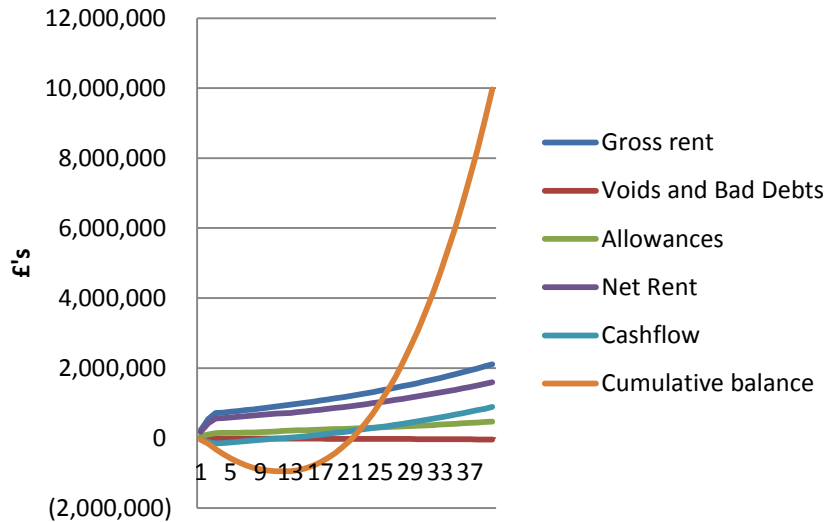
Date: 22/2/16

Appendix 3
Loan and Revenue Chart Comparisons of Financial Performance

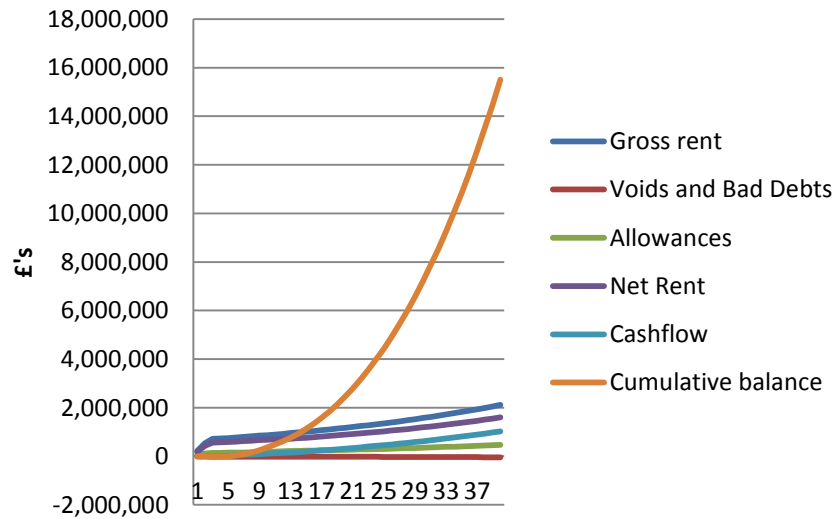
Revenue Details - Annuity 5.50%
Yrs (1-40)



Revenue Details - Annuity 6.02%
Yrs (1-40)



Revenue Details - PWLB Annuity 4.30%
Yrs (1-40)



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Housing Panel work programme 2015-16

Items for Housing Panel meetings

Topic	Approach
Tenant Involvement	Review group or one-off panel to look at how tenants are involved in decisions that affect them.
Performance monitoring	Regular monitoring of housing performance measures.
STAR survey results	Annual monitoring of results of the tenant survey.
Rent arrears	Monitoring of performance measures; update report.
De-designation of 40+ accommodation	Final annual report on the latest phase of the de-designation of 40+ accommodations.
Homelessness	Mid-point review of homelessness action plan. Pre-scrutinise allocation of prevention funds.
Supporting people	Verbal updates on the joint commissioning of housing support services.
Choice Based Lettings	To consider proposed changes to the CBL scheme plus data on bidding activity, demographic data on non-bidders, and information on refusal reasons.
Security in communal areas	Request report on security issues in tower blocks and different approaches being taken to address ASB and other issues. Canvas views of block representatives.
Great estates programme	Request report to update members on capital investments to improve housing estates including Blackbird Leys and Barton.
Asset Management Strategy	Pre-scrutinise asset management strategy for Council's housing stock.
Sustainability of Council housing & HRA BP	Pre-scrutiny of report to CEB expected in 2016. Focus in Budget Review.
Homelessness Property Investment	Pre-scrutinise decision to approve investment in a property investment fund to help secure access to local, suitable and affordable private rented accommodation.
Housing Energy Strategy	Pre-scrutinise report to CEB on energy efficiency and fuel poverty in the Council's domestic housing stock. Consider environmental sustainability of the Council's housing stock
Houses in Multiple Occupation (HMO) Licensing	Pre-scrutinise report to CEB setting out the results of the statutory consultation and the proposed future of the licensing scheme.
Sheltered Housing Review	Pre-scrutinise decision to approve outcomes of review, including future of some of the stock. Consider progress against previous Housing panel recommendations.
Private Sector Housing Policy	Pre-scrutinise report to CEB setting out the future priorities and areas of intervention in the private rented and owner-occupied residential sectors.
Housing Development delivery models	Pre-scrutinise report to Council setting out possible housing development models (a housing company for Oxford)

Draft Housing Panel Agenda Schedules

Date and room (all 5pm start)	Agenda Item	Lead Officer(s)
9 March, Plowman Room	<ol style="list-style-type: none"> 1. Performance Monitoring – quarter 3 2. De-designation year 5 report 3. Tower Project update 4. Update on the Great Estates programme 5. Security in communal areas of tower blocks 6. Allocation of Homelessness Prevention Funds (pre-decision) 7. A Housing Company for Oxford (pre-decision) 	<p>N/A</p> <p>Tom Porter</p> <p>Stephen Clarke & Martin Shaw</p> <p>Martin Shaw</p> <p>Daryl Edmunds</p> <p>Nerys Parry</p> <p>Alan Wylde & Jeremy Thomas</p>
11 April, St. Aldate's Room	<ol style="list-style-type: none"> 1. Tenant Involvement (joint session with Tenant Scrutiny Panel) 	Cllr Smith & Geno Humphrey

Provisional 2016/17 Housing Panel dates: 7 July 2016, 5 October 2016, 9 November 2016, 1 March 2017 & 3 May 2017 (all 5pm starts)

HOUSING PANEL (PANEL OF THE SCRUTINY COMMITTEE)

Monday 1 February 2016

COUNCILLORS PRESENT: Councillors Hollick, Wade, Smith (Chair), Henwood and Humphrey.

OFFICERS PRESENT: Andrew Brown (Scrutiny Officer), Dave Scholes (Housing Strategy & Needs Manager), Ian Wright (Service Manager Environmental Health) and Michael Browning (Private Sector Safety Team Leader)

25. APOLOGIES

Apologies were received from Councillor Elise Benjamin and Councillor Gill Sanders.

26. DECLARATIONS OF INTEREST

None.

27. PRIVATE SECTOR HOUSING POLICY

The Environmental Health Service Manager introduced the report. The Panel heard that Oxford had a relatively high proportion of private rented accommodation and relatively low levels of owner-occupation. In an otherwise deregulatory era, Government was strengthening the regulation of this sector. The new private sector housing policy sat under the Council's Housing Strategy.

The Panel asked a wide range of questions, including about; how the Council can identify other properties owned by landlords, whether more could be done to return empty properties to use, what was being done to address the issue of beds in sheds and how any priority area for the selected licensing of non-HMO private rented sector accommodation would be evaluated. The Panel heard that the Council would need permission to introduce a selective licensing scheme covering more than 20% of the geographical area of the city. Any assessment of priority areas for selective licensing would be based on how best to maximise the stock that would be covered by the scheme, as well as the volumes of service requests and reports of anti-social behaviour in different parts of the city. Ideally the sector would pay for its own regulation, as happens with HMO licensing.

The Panel questioned how tenants in the private rented sector would be encouraged to engage in the consultation and heard that this was a challenge with the exception of students as private rented sector tenants were disparate and not formally organised in groups.

The Panel noted that the Council's primary focus to date had been on regulating the houses in multiple occupation (HMO) market. The Panel questioned the links and information sharing between the HMO enforcement and planning

enforcement functions and found that the while some checks were in place, the Council could not legally refuse a HMO license application on the basis that planning permission had not been sought or granted. Refusals could only be based on the condition of the property and a fit and proper person test.

The Panel questioned what could be done to address the issue of rubbish or bulky items being left outside HMOs, for example when students vacate these properties at the end of term. The Panel heard that there were various enforcement options the Council could use, including serving a notice on the landlord to remove items within 7 days and the option of works in default, where the Council could remove the items and bill the landlord. In the event that the landlord then refused to pay, a charge could be held against the property until such a time as it was sold.

The Panel questioned how residents could report an unlicensed HMOs or an HMO in poor repair and heard that this facility was available online.

The Panel agreed to scrutinise a refresh of the Council's Empty Property Strategy and will have the opportunity to scrutinise the Private Sector Housing Strategy again following the public consultation.

The Panel supported the general approach taken and agreed to make five recommendations to the City Executive Board:

1. That direct invitations to comment should be sent to Parish Councils and any lease-holders forums, in addition to the stakeholders listed in the report.
2. That the consultation should be promoted through channels such as the Your Oxford newsletter and that further consideration should be given to how the Council can best engage with private rented sector tenants, perhaps through an 'appreciative enquiry'.
3. That the Council should make fuller use of the powers available to it to enforce the removal of waste and bulky items left outside HMO properties.
4. That Council Officers are asked to provide an update on the feasibility of increasing the number of free bulky items collections available to tenants living in HMOs. This should include the feasibility of offering free bulky items collections on a 'per household' rather than 'per property' basis.
5. That the facility to report suspected unlicensed HMOs should be promoted more widely, including through Tenants in Touch.

28. EXTERNALLY LEASED HRA PROPERTIES - RENT SETTING

The Head of Housing Strategy and Needs introduced the report. He explained that the formula for rent increases on HRA properties leased to partner organisations was based on the target rent formula that had previously been applied to Council houses with up to five bedrooms. The Panel questioned the impact of the rent increases on partner organisations and supported the approach outlined in the report.

29. UPDATE ON THE REVIEW OF OLDER PERSONS ACCOMMODATION /REVIEW OF SHELTERED HOUSING

The Head of Housing Strategy and Needs provided a presentation on the Review of Older Persons Accommodation and explained that thirteen

recommendations had come out of this review. The Panel heard that a report would be presented to the City Executive Board (CEB) in March but that a draft report would be available and could be circulated to members soon.

The Panel made the following comments:

- variations in life expectancy in the city should be factored in to age growth projections;
- the Tenant Scrutiny Panel should be updated and engaged with;
- the Age UK Home Share scheme, once approved, should be promoted in the Older Persons' Guide and on the Council's website.

The Panel supported the approach being taken and agreed not to pre-scrutinise the CEB report at the March Panel meeting.

30. HOUSING PANEL WORK PROGRAMME

The Panel noted its work programme and the provisional meeting dates for 2016/17.

The Panel agreed to hold a joint session with the Tenant Scrutiny Panel focused on Tenant Involvement on 11 April 2016.

31. NOTES OF PREVIOUS MEETING

Noted.

32. DATE OF NEXT MEETING

Noted.

33. CONF EXTERNALLY LEASED HRA PROPERTIES - RENT SETTING - CONFIDENTIAL APPENDIX

The Panel did not discuss the confidential appendix.

The meeting started at 17:00 and ended at 18:55

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